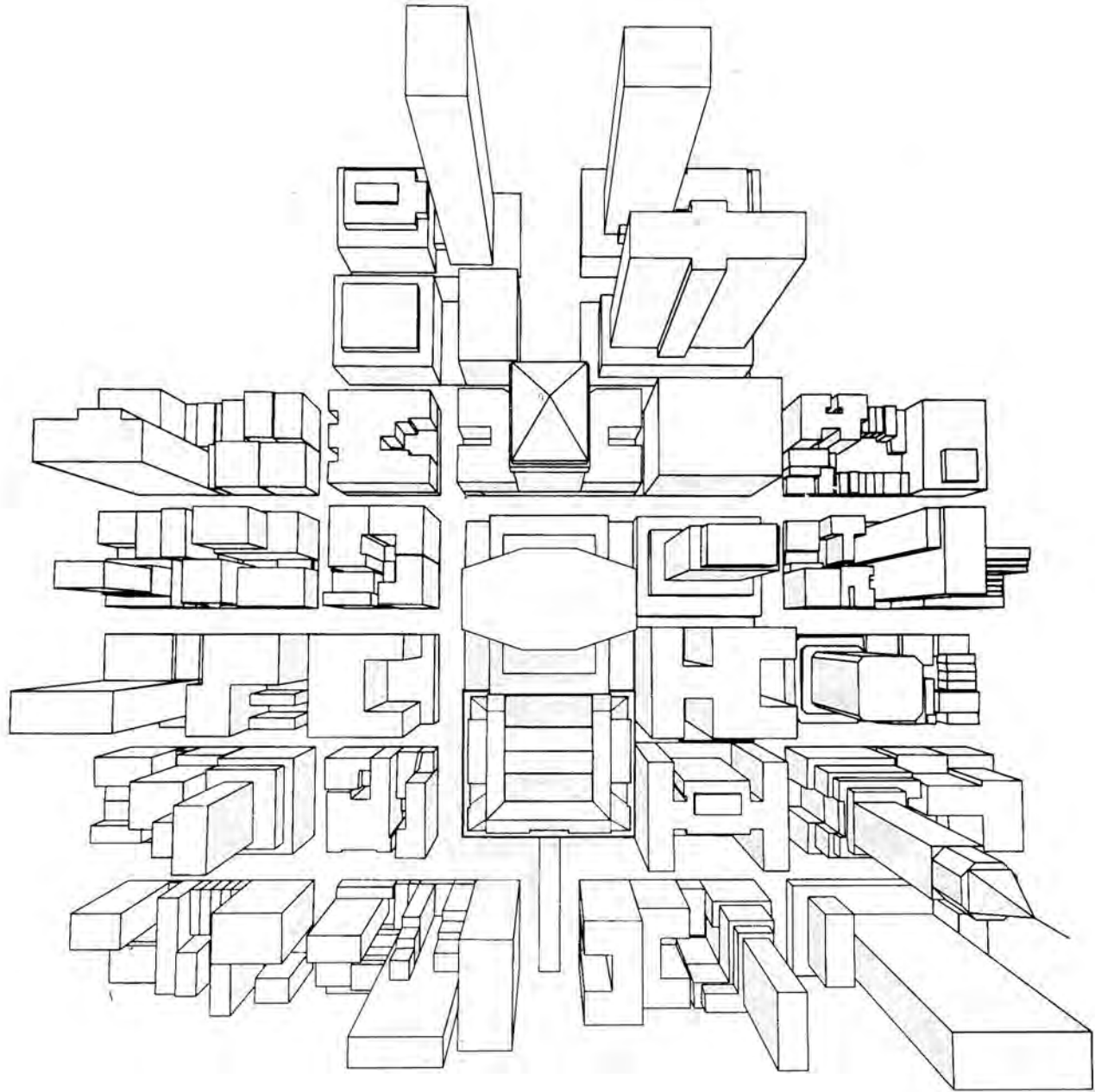


GRAND CENTRAL SUBDISTRICT



**Department of City Planning
New York City
1991**

Grand Central Subdistrict

Department of City Planning
New York City

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PREFACE

This document is intended to serve a number of purposes. Its primary purpose is to assist both the public and the decision-makers (the City Planning Commission and the City Council) in understanding the goals of the Subdistrict, as well as some of its implications. Further, it should provide prospective applicants for the transfer of development rights with an understanding of the issues and impacts of the Subdistrict. Although each application for a special permit will require a site specific environmental review, this document presents the implications of prospective development within the context of a broader planning framework.

The provisions of the Subdistrict reflect the Department of City Planning's desire to provide realistic development opportunities in the Grand Central area, while recognizing the need to protect and enhance the special character and function of the neighborhood. The preliminary proposal for the Subdistrict was released in the form of a public discussion document in November 1989. Throughout 1990, the Department staff refined technical aspects of the proposal and met regularly with interested groups to discuss the proposal and solicit their ideas and concerns. A committee of the Municipal Art Society, Community Boards #5 and #6, the Citizens Housing and Planning Council and civic and business groups in the area were among the groups consulted. The current proposal incorporates many of the comments received from these groups and from other forums.

This document is organized into four parts. The first part is an overview of the proposal. The second part summarizes the history of the Grand Central Terminal and its role with regard to landmarks law, reviews the zoning regulations that currently govern development in the area, and provides an overview of development in the surrounding area. The third part discusses the likely future development scenarios under the Subdistrict and the expected planning implications of the Subdistrict on such areas as neighborhood character, urban design, historic resources, pedestrian circulation, open space, transportation and air quality. Finally, alternatives that were considered during the formulation of the proposal are discussed.

OVERVIEW OF THE SUBDISTRICT

Introduction

Grand Central Terminal is a vitally important transportation hub as well as a symbolic center of New York City. Over 500,000 people and 500 commuter and subway trains pass through the station each business day. Many of the pedestrians use the extensive underground and street-level pedestrian circulation network that connects the terminal with nearby high-density commercial development. In anticipation of future development opportunities in the Grand Central Terminal area, the Department of City Planning has proposed the creation of a Subdistrict within the existing Special Midtown District which will provide the planning framework necessary to ensure that both the functional and aesthetic environment of the terminal is enhanced during the coming years.

The potential impact that the use of Grand Central Terminal's remaining development rights could have on the surrounding area has emerged as a critical planning and development issue in the Grand Central area. As a designated New York City landmark, the terminal could potentially transfer some or all of its approximately 1.7-1.9 million square feet of unused development rights¹. The current transfer mechanism in the Zoning Resolution, Section 74-79, permits transfers to sites immediately adjacent to the landmark, across the street or through a chain of common ownership. In taking a broader view of a potential transfer of development rights from Grand Central Terminal, the following factors must be considered:

- Due to the terminal's relatively low profile, large lot size and location in a high density zone, a substantial amount of development rights is available for transfer;
- Current zoning regulations permit development rights to be distributed over an area defined primarily by the terminal's complicated ownership patterns rather than by planning concerns;
- The 74-79 special permit mechanism does not place a specific limit on the amount of development rights which may be transferred to any one parcel. The amount of transfer permitted is at the discretion

¹ The actual number of development rights available depends upon the floor area in the terminal, the size of the zoning lot and other technical issues which have not been conclusively determined. Grand Central Terminal has an approximate FAR of 2.0.

of the City Planning Commission in accordance with the required findings of Section 79-792; and

- Opportunities to expand Grand Central Terminal's valuable pedestrian circulation network have not been maximized.

In response to these concerns, the Department of City Planning has proposed the Grand Central Subdistrict in order to form a more rational method for distributing development rights while reinforcing the established character of the Grand Central area. The Subdistrict will also encourage the enhancement and, where possible, the expansion of the pedestrian circulation network which radiates from Grand Central Terminal and is integral to the area's function and character.

The Subdistrict would embody regulations that broaden the opportunities for transfer and establish controls that would:

- specify bulk and urban design regulations to enhance the neighborhood's special character;
- permit the remaining development rights of Grand Central Terminal to be distributed over a wider area defined by the extensive pedestrian circulation network;
- place a cap on the total amount of development rights which may be transferred to any individual site; and
- establish a mechanism for evaluating pedestrian network improvements.

The proposed Subdistrict would extend from East 41st to 48th streets, from the midblock west of Madison Avenue to the midblock east of Lexington Avenue and would consist of two areas. The "core area" would be the area between the center lines of Madison and Lexington avenues between East 41st to 48th streets. The "core area" reflects the primary area served by the pedestrian circulation network, and potential development sites are, or can be, connected directly with that network. The "wings" extend east of Lexington Avenue and west of Madison Avenue. All sites within the wings either are connected to the pedestrian circulation network or are across a street from the network. (See Figure 1).

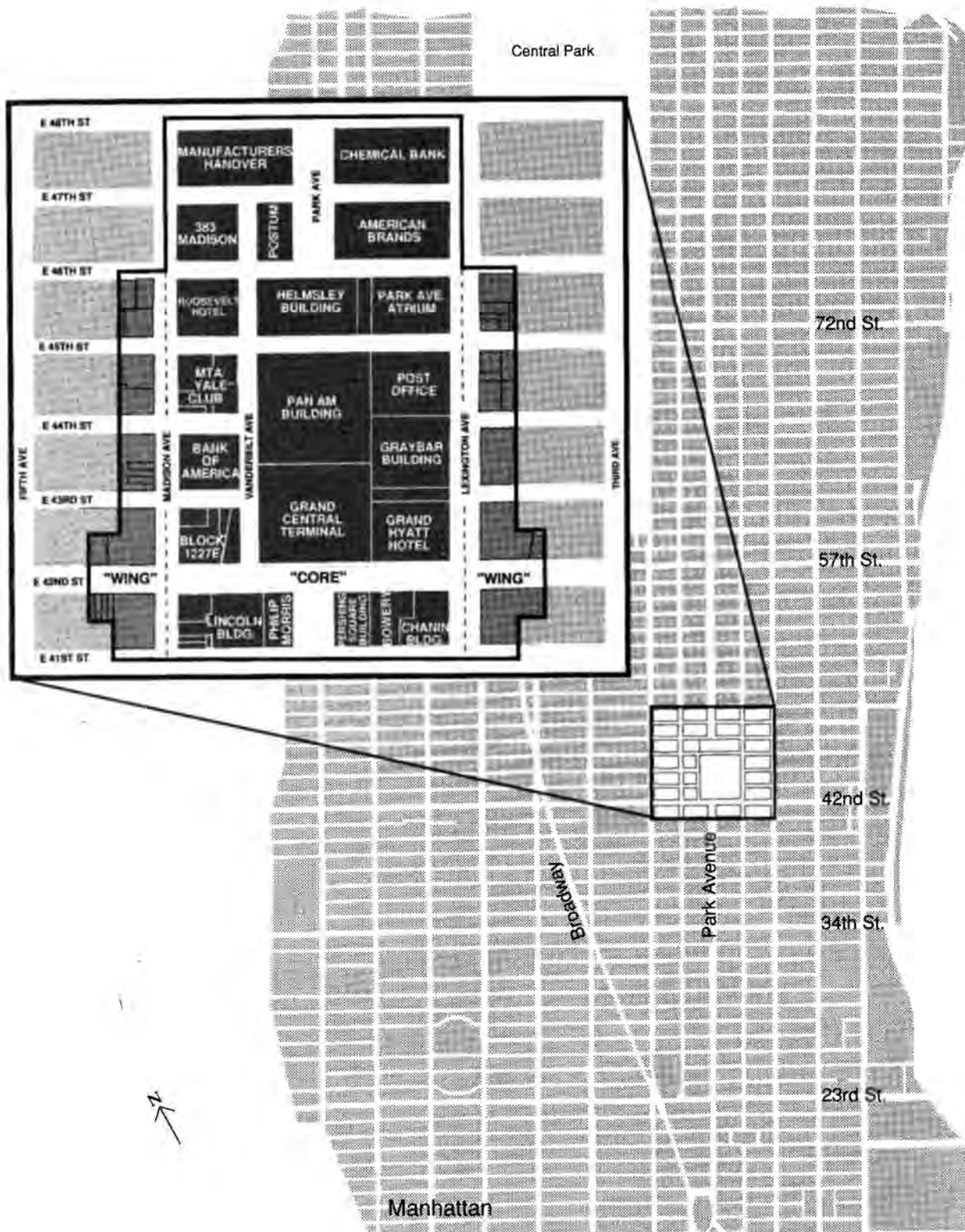


Figure 1. Location of Proposed Grand Central Subdistrict

Density and Transfer Provisions

The proposed Subdistrict would increase the number of sites eligible for new development or enlargement by transfer of development rights from designated landmarks within the Subdistrict as follows:²

1. All sites within the Subdistrict would be eligible, by certification of the City Planning Commission, to receive up to 1 FAR of development rights from designated landmarks for a maximum of 16 FAR on any one zoning lot. Certification would be conditioned upon the creation of a continuing maintenance program for the landmark. The urban plaza bonus would be eliminated³.

Additionally, zoning lots which are at least 50 percent within the Subdistrict and have frontage on Madison or Lexington avenues are eligible to receive up to 1 FAR of development rights.

2. Sites within the "core area" would be eligible to reach a maximum of 21.6 FAR through a transfer of development rights by City Planning Commission special permit contingent upon (a) improvements to, including expansion of, the existing pedestrian network and (b) a program for continuing maintenance of the landmark.
3. Sites eligible under the current regulations of Section 74-79 would retain their eligibility to apply for a transfer by special permit. These sites would be permitted to request a waiver of height and setback regulations in accordance with the findings of Section 74-79.

² In addition to the terminal building itself, there are three other designated New York City landmarks within a few blocks of the terminal complex: the Helmsley Building between 45th and 46th streets at Park Avenue, the Chrysler Building on the northeast corner of 42nd Street at Lexington Avenue, and the Chanin Building on the southwest corner of 42nd Street and Lexington Avenue. All but the terminal building contain more floor area than is now permitted by zoning and therefore do not have any development rights to transfer.

³ The 1 FAR urban plaza bonus, which would be eliminated in the Grand Central Subdistrict, is granted by certification of the City Planning Commission after a ministerial review to assure that the proposed plaza has met the requirements of the Zoning Resolution.

Urban Design Controls

All new developments and enlargements in the Subdistrict would be subject to mandated urban design controls in order to ensure that new development is compatible with the established character of the existing buildings in the Grand Central area.

For new developments on 42nd Street, Depew Place and Madison, Vanderbilt, Park, and Lexington avenues within the Subdistrict, the minimum streetwall height would be 120 feet with a permitted maximum of 150 feet at or within 10 feet of the streetline. A "wrap-around" of the streetwall on narrow streets would be required for a distance of 125 feet from the intersection of a wide street. Above a height of 150 feet, height and setback and recess requirements remain the same as the existing Special Midtown District regulations.

In recognition of the area's importance as a transportation center, street level urban design controls are proposed to enhance pedestrian circulation opportunities in the area of the terminal. The controls encourage developments to provide multiple entrances with street-level recesses for pedestrian circulation and through-block connections on through-lots. Curb cuts and curb cut widths would be limited on 47th and 45th streets generally between Park and Madison avenues to reduce pedestrian/vehicular conflicts. The pedestrian circulation space regulations of the Special Midtown District would be refined regarding transit connections, interior spaces and sidewalk widenings.

BACKGROUND

History of Grand Central Terminal and Area Development

The precursor to the railroad operation which today sees over 500 commuter and subway trains the using the Grand Central Terminal complex daily began in the 1830s as a horse-drawn streetcar operated by the New York and Harlem Railroad along Fourth Avenue from Prince Street to Harlem. Rail use grew along with the rapidly expanding city, but the noxious rail uses were often in such conflict with other development goals that by 1857 a law was passed banning steam engines south of 42nd Street. Park Avenue north of 42nd Street remained an open rail yard with breweries, factories, and tenement flats for newly arriving immigrants' along the east side of the tracks, away from the emerging residential areas along Fifth Avenue.

In 1863, Cornelius Vanderbilt consolidated the New York and Harlem Railroad with the Hudson River Railroad and the New York Central Railroads and began planning a major terminal for his expanded railroad. In 1870, he began construction on the Grand Central Depot located where the present terminal sits today. The first Grand Central faced south and boasted one of the largest train sheds in the world, stretching uptown behind the terminal's facade. As the city grew around the station and the tracks — with Fifth Avenue developing into a fashionable residential neighborhood and hotels and facilities catering to travelers springing up around 42nd Street — there was public pressure to alleviate the smoke, noise and danger of the steam engines as they approached the station from the north. As part of Vanderbilt's plan, the tracks were sunken and overpasses built for crosstown traffic. The tracks were also configured into an elaborate crossover system to keep arriving and departing trains to the east and as far away from Fifth Avenue as possible.

Three major occurrences led to the demise of the first Grand Central depot. First, the technology to electrify trains and run them in underground tunnels was developed. Second, a two train collision killing 15 people in 1902 caused by reduced visibility in the steam-filled track trench led to a city-wide ban on steam engines. Finally, development pressures on Park Avenue to rid the area of its image as dirty and noisy, which in turn hurt property values throughout the area, led to the plans for a new Grand Central Terminal complex.

Construction of Grand Central Terminal began in 1903 and was completed in 1913. The design for the terminal was the result of an architectural competition won by Charles Reed and Allen Stem and later refined by the firm of Warren & Wetmore. The result is an ingenious series of ramps within the building that carry pedestrians down a number of levels without impeding the flow of traffic and with a minimum need for stairs. However, it is the magnificent Beaux Arts exterior and the dramatic main concourse of the station rising 125 feet high which define the terminal and have made it into one of the most famous structures in the country.

As important as the terminal building itself is as a functional and symbolic center for the city, it is the new growth which it made possible that has had the most lasting impact on the face of the city. William J. Wilgus, chief engineer of the railroad during the design of the terminal, is credited with the original concept of integrating the terminal with the surrounding area. He envisioned the electrified tracks completely underground up to 96th Street in a two level system (42 tracks on the upper level and 25 on the lower level) with a turn-around loop at the southern end of the terminal below 42nd Street. He is also credited with the idea to transform Park Avenue into an elevated drive wrapping the terminal and with the idea of a "Terminal City" surrounding the station. Wilgus proposed that the trackage up to 56th Street be covered and that income from the sale of development rights be used to pay for construction of the new terminal and electrification of the trains. At the time that Grand Central was built, the New York Central Railroad property holdings stretched from 42nd to 59th streets, as far east as Lexington Avenue and as far west as Madison Avenue.

In the years between the terminal's completion (1913) and when the Waldorf Astoria Hotel was constructed on the last vacant development site (1931), neo-classical apartment buildings and hotels sprang up around the terminal. New commercial space clustered around 42nd Street and to the south of the terminal, while exclusive residential buildings were built on Park Avenue to the north. After World War II Park Avenue was almost completely rebuilt. High coverage, high streetwall, brick and limestone buildings (exemplified by the Yale Club, the Roosevelt Hotel and the Postum building which remain to this day) were largely replaced with modern, glass corporate headquarters. Although Wilgus's vision of a unified complex of office and apartment buildings, hotels, theaters, shops and department stores enveloping the terminal was never fully realized, the terminal's pedestrian network has nevertheless helped to integrate the Grand Central area into a definable

district. Currently, the pedestrian circulation network connects 21 buildings to the terminal and significantly eases congestion on sidewalks and street intersections throughout the area.

In 1965, New York City enacted its landmarks law and established the Landmarks Preservation Commission (LPC). Grand Central Terminal became a city landmark when the LPC designated it on August 1, 1967, and the Board of Estimate confirmed its designation on September 21, 1967. In 1968, Section 74-79, which allows the transfer of development rights from landmarks, was added to the Zoning Resolution.

In 1968, the Penn Central Corporation (which was formed in 1965 through a merger of the New York Central and the Pennsylvania Railroad), entered into an agreement with a developer (UGP Properties) to construct a 55-story office tower, designed by Marcel Breuer, atop the terminal. Both Breuer I, as it was called and a revised version, Breuer II, would have placed a 500 foot high slab on the 42nd Street side of the terminal. In addition, Breuer II would have stripped the facade off the terminal. The Landmarks Preservation Commission, which must approve all alterations proposed for designated landmark buildings, denied Penn Central's application as inappropriate on August 26, 1969. The Penn Central Corporation filed suit against the city on October 7 of that year in State Supreme Court. Penn Central claimed that by denying the application, the city had in effect "taken" the property without just compensation contrary to the Fifth Amendment of the Constitution.

On June 28, 1978 the United States Supreme Court, in a 6-3 decision, upheld the City's action based on Penn Central's ability to continue to use the building as a terminal. It is also recognized that Penn Central could gain revenue through transferring some or all its development rights under Section 74-79 of the Zoning Resolution. A factor in the Court's opinion was that Penn Central then owned a number of sites to which it could have transferred Grand Central's development rights.

Section 74-79 — Transfer of Development Rights from Landmark Sites

The New York City Zoning Resolution bestows a special status on landmarks in that they may transfer some or all of their unbuilt development rights to an "adjacent" lot and may have applicable height and setback regulations waived, both by special permit of the City Planning Commission. Pursuant to Section 74-79, an adjacent lot is

defined in the Zoning Resolution as one "which is contiguous to the lot occupied by the landmark building or other structure or one which is across the street and opposite the lot occupied by the landmark..., or in the case of a corner lot, one which fronts on the same street intersection as the lot occupied by the landmark..." Additionally, for landmarks located in C5-3 and other high density commercial zones, an adjacent lot is also one which is "across a street and opposite to another lot or lots which except for the intervention of streets or street intersections form a series extending to the lot occupied by the landmark..." In order to be eligible under this provision, called the "chain amendment", all of the zoning lots in the series must be in common ownership. This provision was added to the Zoning Resolution on December 4, 1969 specifically to provide more opportunities for Grand Central to distribute its development rights.

For each special permit application to transfer development rights, the City Planning Commission must make three findings pursuant to Section 74-792:

- a. That the permitted transfer of floor area or variations in the front height and setback regulations will not unduly increase the bulk of any new development, density of population or intensity of use in any block to the detriment of the occupants of buildings on the block or nearby blocks, and that any disadvantages to the surrounding area caused by reduced access of light and air will be more than offset by the advantages of the landmark's preservation to the local community and the City as a whole, and
- b. that the program for continuing maintenance will result in the preservation of the landmark.
- c. That in the case of landmark sites owned by the City, State or Federal Government, transfer of development rights shall be contingent upon provision by the applicant of a major improvement of the public pedestrian circulation or transportation system in the area.

The City Planning Commission is also charged with giving "due consideration to the relationship between the landmark building and any new buildings developed on the adjacent lot regarding materials, design, scale, and locations of bulk." Finally, the "Commission may prescribe appropriate conditions and safeguards to minimize adverse effects on the character of the surrounding area."

As part of the application, the Landmarks Preservation Commission

must submit a report to the City Planning Commission discussing the relationship between the proposed new building and the landmark and the adequacy of the program proposed for continuing maintenance to assure the preservation of the landmark.

Since Section 74-79 was adopted in 1968, 11 special permit applications have been submitted for development rights transfers. Six of these applications were for midtown sites and five applications were in lower Manhattan. Of the 11, eight were approved, two were withdrawn by the applicant, and one was denied. Of the special permits granted in midtown, none resulted in an FAR on a receiving lot that exceeded 21.6 FAR. The majority of 74-79 development rights transfers have been across a street. (*See Appendix A for a complete list.*) In three instances the granting and receiving lots have been on contiguous lots. The chain amendment provision has been employed in only one approved application. In 1990, in a case involving unused air rights from an assemblage of sites at Rockefeller Center, 506,380 square feet of air rights were transferred over two blocks and three intersections to a receiving site on Seventh Avenue. In this case, the applicant, the Rockefeller West Development Corp., was clearly able to demonstrate a continuous series of lots under common ownership between granting and receiving sites.

Only two special permit applications have been submitted to transfer a portion of Grand Central's unused development rights. First, in 1979, the Philip Morris Building, which is located immediately across 42nd Street from the terminal, applied for and received 74,655 square feet of Grand Central's development rights. (An additional 62,000 square feet of floor area was received for a bonusable covered pedestrian space.) The resulting FAR was 21.6.

In 1989, an application was submitted for the transfer of 787,335 square feet of development rights from Grand Central Terminal to a site at 383 Madison Avenue, in order to construct a 1.45 million square foot, 74 story office building. The floor area ratio of this building would have exceeded the 15 FAR as-of-right by 121 percent. (The proposed building would have been 33.15 FAR.) This application was rejected, not only because of the project's extraordinary density, the significant adverse environmental impacts it would have generated, and the lack of an adequate program of the continuing maintenance of Grand Central Terminal, but also because the City Planning Commission found that it did not meet the adjacency requirement for a development rights transfer as set forth in the Zoning Resolution. One

of the co-applicants for the transfer to 383 Madison Avenue, 383 Madison Associates, has sued the City for this denial. In August 1991, Justice Eugene L. Nardelli dismissed the lawsuit and supported the City's decisions on all grounds. Counsel for 383 Madison Associates have indicated their intent to appeal the decision to the appellate division.

Underlying Zoning Regulations

The Grand Central area lies mainly in Community District #5, with its eastern edge in Community District #6. Development within the Grand Central area is governed by the regulations of the Special Midtown District (Midtown) described below. The terminal and surrounding lots are in a C5-3 district. C5-2.5 districts are mapped in the mid-blocks along the eastern, southern and western edge of the Subdistrict boundaries. The C5-3 zone, which is also found in the lower Manhattan business district, permits a base commercial FAR of 15 and a base residential FAR of 10. The C5-2.5 zone is only mapped in the Special Midtown District and allows a 12 FAR for both commercial and residential uses. Both districts allow use groups 1-6, 9, 10 and 11⁴. (See Figure 2).

Bulk is controlled by the regulations of the Special Midtown District. This special district was established in 1982 to stabilize development in midtown Manhattan and provide direction and incentives for further growth where appropriate. Many of the midblocks on the east side of Midtown were downzoned from 15 FAR to the current 12 FAR (C5-2.5 zone). The bonus achievable for the provision of an urban plaza was also reduced from a 20 percent above the allowable base floor area (up to 3 FAR in a 15 FAR zone) to a 1 FAR maximum throughout Midtown. At the same time, base FARs were temporarily raised in the west midtown growth area from 15 to 18 to encourage a shift in new development west, away from the more congested central core. This strategy was largely successful in guiding growth toward the Avenue of the Americas, Seventh Avenue and Broadway. In 1988, the zoning on the west side reverted, as planned, to its former level of 15 FAR on the avenues, and the midblocks were generally reduced to a base of 12 FAR.

⁴ These use groups allow all residential and community facility uses, hotels, general and regional retail uses, including department stores, offices, and custom manufacturing. Use Groups 6,9, and 11 have restrictions in C5 zones on the location of certain uses near the street line.

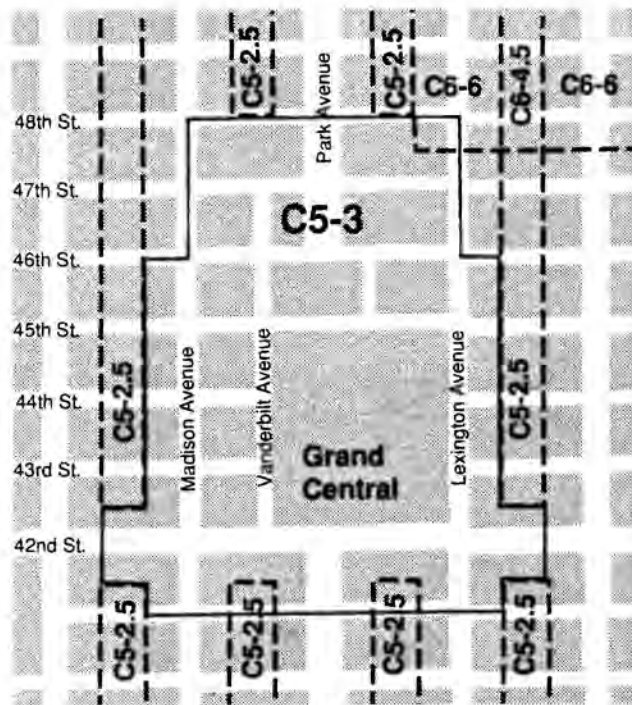


Figure 2. Zoning Districts in the Grand Central Area

In addition to the 1 FAR urban plaza bonus, the current zoning permits new developments to achieve up to a 20 percent increase in floor area by special permit of the City Planning Commission for the provision of a major subway improvement. In the Grand Central area, sites adjacent to the Grand Central subway station, which has the IRT #4, 5, 6, and 7 and the Shuttle lines, would be eligible for this bonus.

The special urban design regulations which apply throughout midtown control the impacts of buildings on the access of light and air to the streets and avenues while improving pedestrian circulation and enhancing the streetscape. For the Grand Central area, street wall and retail continuity are required on 42nd Street and Madison and Lexington avenues. On 42nd Street the streetwall must be at the street line for 80 percent of the front lot line and have a minimum height of 85 feet. On Lexington and Madison avenues streetwalls must be within 10 feet of the street line and four stories or 50 feet if the lot frontage is 50 feet or less, or six stories or 85 feet if the lot frontage is greater than 50 feet. The maximum height of a streetwall on 42nd Street and Park Avenue is 150 feet and 120 feet on Lexington and Madison avenues. Where retail continuity is required, lobbies are limited to 40 feet or 25 percent of the street frontage whichever is less. These regulations are summarized in Figure 3.

Additionally, all new developments or enlargements of more than 70,000 square feet on zoning lots of at least 5,000 square feet must provide pedestrian circulation space in the form of sidewalk widenings, corner arcades, building entrance recess areas, etc. However, no arcades or sidewalk widenings are permitted on 42nd Street.

	Street Wall Continuity Required?	Retail Continuity Required?*	Minimum Street Wall Height	Maximum Street Wall Height	Other Street Wall Regulations
42nd Street	YES	YES	85'	150'	Street wall must be at the street line for 80% of the front lot line
Lexington Avenue	YES	YES	If less than 50' frontage, then 4 stories or 50'; If more than 50' frontage, then 6 stories or 85'	120'	Street wall must be within 10' of the street line
Madison Avenue	YES	YES		120'	
Park Avenue	NO	NO	NONE	150'	NONE

* If retail continuity is required, then lobby entrances must be no wider than 40 feet or 25 percent of the frontage, whichever is less.

Figure 3. Summary of Existing Special Midtown Regulations for Grand Central Area

Two alternate sets of regulations control the shape of the building above the streetwall. The "daylight compensation regulations" require buildings generally to be built within a sky exposure curve which relates required setbacks to building heights. Within limits, the buildings may encroach outside the curve but only if extra setbacks or recesses provided elsewhere on the same street frontage of the zoning lot compensate for the encroachment. The other alternative — "daylight evaluation regulations" — measures and evaluates portions of sky blocked by a building as viewed from specified vantage points on the street. The building is plotted on daylight evaluation charts representing the zoning lot's available daylight from specified vantage points. Each frontage of the building is scored and the regulations specify the minimum passing scores for compliance.

Recent Development and Planning Activities

DEVELOPMENT ACTIVITY

Over the past 20 years there has been significant development activity in the Grand Central Area consisting of both new construction and substantial reconstruction and renovation.

Grand Hyatt

The Grand Hyatt Hotel on the northwest corner of Lexington Avenue and 42nd Street is actually a complete reconstruction of the former Commodore Hotel. The project was developed in 1978 by the Trump Organization with the aid of the State Urban Development Corporation. The building, designed by Gruzen Sampton Steinglass, is approximately 16 FAR.

Philip Morris

In 1979, the City Planning Commission and Board of Estimate approved a special permit for the conveyance of 74,655 square feet of development rights from Grand Central Terminal to the site of the former Airlines Terminal Building on the southwest corner of 42nd Street and Park Avenue to facilitate the construction of the Philip Morris headquarters. The special permit, which also included a bonus for a covered pedestrian space that houses a branch of the Whitney Museum, allowed the 447,930 square foot (21.6 FAR) building which was designed by Ulrich Franzen.

Park Avenue Atrium (466 Lexington)

Park Avenue Atrium is the result of an addition of five stories to an existing 16-story originally constructed in 1914. In 1980, the Board of Standards and Appeals approved a variance for the addition. The completely renovated office building, which contains a public atrium for which no bonus was granted, was developed by Olympia and York and designed by Emery Roth and Sons and is 15 FAR.

101 Park Avenue

101 Park Avenue was developed in 1980 by Peter Kalikow and designed by Elia Attia. The 46-story, 18 FAR, office building received a special permit from the City Planning Commission for

modification of height and setback regulations and certification for a bonused plaza, arcade and sidewalk widening. The development also contains a below-grade transit easement to allow possible future connection with Grand Central Terminal.

Grand Central Tower

Grand Central Tower, at 145 East 44th Street, was developed in 1982 prior to the enactment of the Special Midtown District by Harry Macklowe and designed by Schuman, Lichtenstein, Claman and Efron. The development, which contains three other existing buildings on the zoning lot, required a certification by the Chairperson of the City Planning Commission for a bonused plaza, arcade and sidewalk widening. The FAR of the zoning lot is 15.7.

575 Fifth Avenue

575 Fifth Avenue is an enlargement of the previous eight-story Korvettes department store into a 35-story modern office tower. In 1982, prior to the enactment of the Special Midtown District, the developers — Sterling Equities, First Boston and G. Ware Travelsted — gained approval from the City Planning Commission for an authorization to modify height and setback regulations for the development. The resulting 472,950 square foot (18 FAR) building, which was designed by Emery Roth and Sons, has a bonused covered pedestrian space and arcade.

Bank of America

The Bank of America building at 335 Madison Avenue is a result of a renovation of the former Commodore Hotel in 1984 by SLS Environetics International for the owner, Howard Milstein. The 28 story building has an indoor atrium and is approximately 21 FAR.

425 Lexington

425 Lexington is a development of Olympia and York designed by Murphy/Jahn. The office building, completed in 1987, is 28 stories tall and required a certification by the Chairperson of the City Planning Commission for a plaza bonus on the north side of East 43rd Street. The development is 14.7 FAR.

Post Office (450 Lexington)

Currently under construction is an addition to the Grand Central Post Office by Sterling Equities, Gerald D. Hines and Prudential Insurance. When complete, the building will house post office operations in the lower eight floors and offices in the remainder of the 41-story, 15 FAR development. Designed by Skidmore, Owings & Merrill, the building required an authorization by the City Planning Commission to modify the design standards of the required pedestrian circulation space due to the ground floor configuration of the post office.

565 Fifth Avenue

565 Fifth Avenue is a cleared site with a building permit for an as-of-right 15 FAR office development designed by Emery Roth and Sons. Construction has not begun pending an upturn in the market.

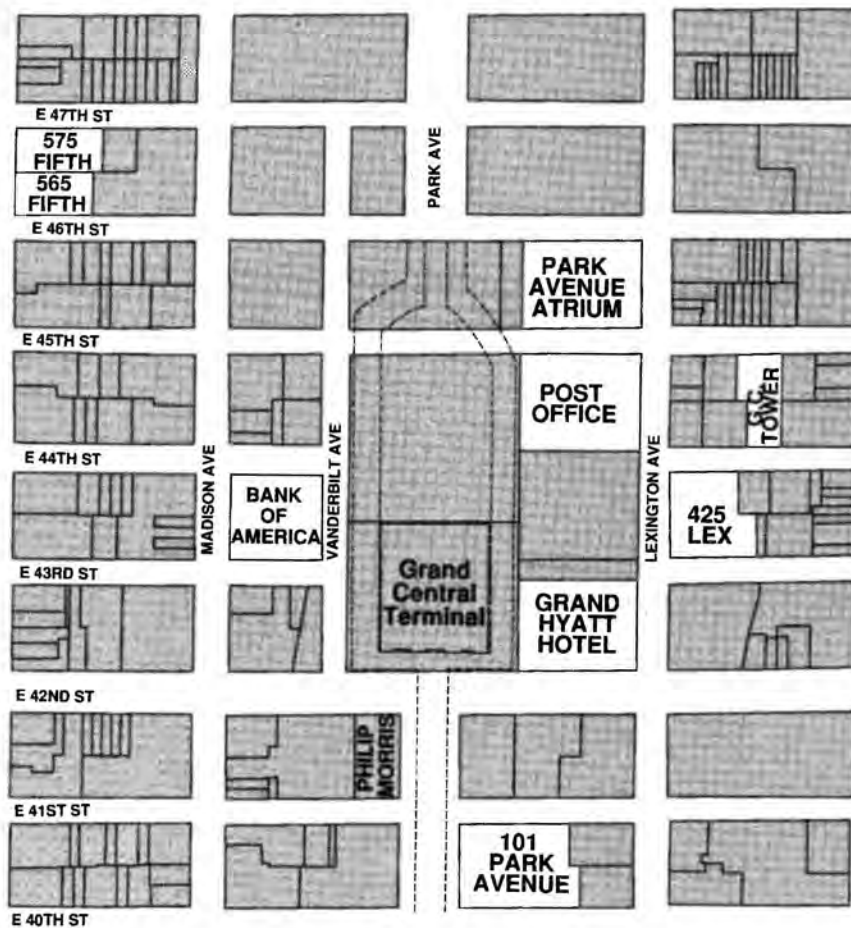


Figure 4. Recent Development in the Grand Central Area

OTHER PLANNING ACTIVITIES

Grand Central Partnership

Since 1985, the Grand Central Partnership has operated as a business improvement district (BID) covering 53 blocks in the Grand Central area. Property owners in the BID tax themselves at a rate of 11 cents per square foot to provide security, street cleaning, lighting, visitor information, attended taxi stands and social programs for area homeless persons. The efforts of the BID have improved the environment of the Grand Central Area, benefitting both area businesses and pedestrians. The Partnership also has plans to transform the area around the Pershing Square Viaduct into a pedestrian area and to create a "Library Way" along East 41st Street in front of the Public Library and a "United Nations Way" to perceptually link the United Nations with the Grand Central area along East 43rd Street. The Partnership is also developing standards for retail storefronts and street signage to reduce visual confusion for the pedestrian and visitor.

North End Access

Over 200,000 commuters use the terminal each day. Metro North, a subsidiary of the MTA which operates the terminal and the Harlem, Hudson and New Haven commuter rail lines, expects an increase of 34 per cent over the next 25 years. In anticipation of this future demand and to meet current needs, Metro North has been studying the feasibility of providing more direct pedestrian access to the north side of the terminal. As proposed in the North End Access Improvement Project, the improvements would consist of two north-south pedestrian spines at the level of the upper platforms. The western spine would terminate on the north side of 47th Street and the eastern spine would terminate on the north side of 48th Street. In addition, two east-west mezzanines, one under 45th Street and one under 47th Street, are planned. In all, up to eight new access points at the north end of the system are proposed which would allow commuter rail passengers to avoid the congestion at the southern end of the terminal. Construction is expected to begin in 1993.

Grand Central Master Plan

In April 1990, Metro-North unveiled a \$400 million dollar, 10-year plan to rehabilitate the terminal. In addition to major repairs and renovations, the terminal would be reconfigured to increase retail space by 43 percent from 105,000 square feet, to 150,000 square feet including two movie theaters. With the goal of transforming the terminal into a destination point much like Union Station in Washington, D.C., Metro North is proposing the kind of upscale retail and restaurants that would attract users who do not usually pass through the terminal in addition to providing a more inviting atmosphere for commuters. In addition to renovating the interior spaces, Metro North's plan proposes a new grand eastern entrance at 416 Lexington, a site which is now owned by the MTA. Of the total estimated cost, \$240 million would go toward restoring the architecture and \$160 million for upgrading Grand Central's building systems. The plan is under consideration by the MTA board.

42nd Street Transitway

For a number of years, the City and private interests have been studying the benefit and feasibility of a light rail system to link the major activity centers along 42nd Street from United Nations Plaza, through the Grand Central area, Times Square, to the Hudson River and down to the Jacob K. Javits Convention Center. As envisioned, the light rail cars, either singly or hooked in pairs, would be electrically powered by a thin wire suspended about eighteen feet above a fixed track. The track would be laid in the three southern (currently eastbound) lanes of 42nd Street, and the street would become one way westbound. Supporters believe that this system could be self-supporting and that the loss of eastbound lanes on 42nd Street would not impair the circulation of traffic. By February 1994, the City intends to issue a request for proposals of interest from potential builders and operators of the system and anticipates that the light rail system could be in operation by 1998.

PLANNING & ENVIRONMENTAL IMPLICATIONS OF THE GRAND CENTRAL SUBDISTRICT

Projected Development Scenarios

The Subdistrict would provide many more opportunities for transfer of development rights from Grand Central Terminal than currently exist. Since the likelihood of transfers occurring depends ultimately on unpredictable market forces, transfers are assumed to take place over an extended period of time. A discussion of the development potential of the sites in the Subdistrict follows.

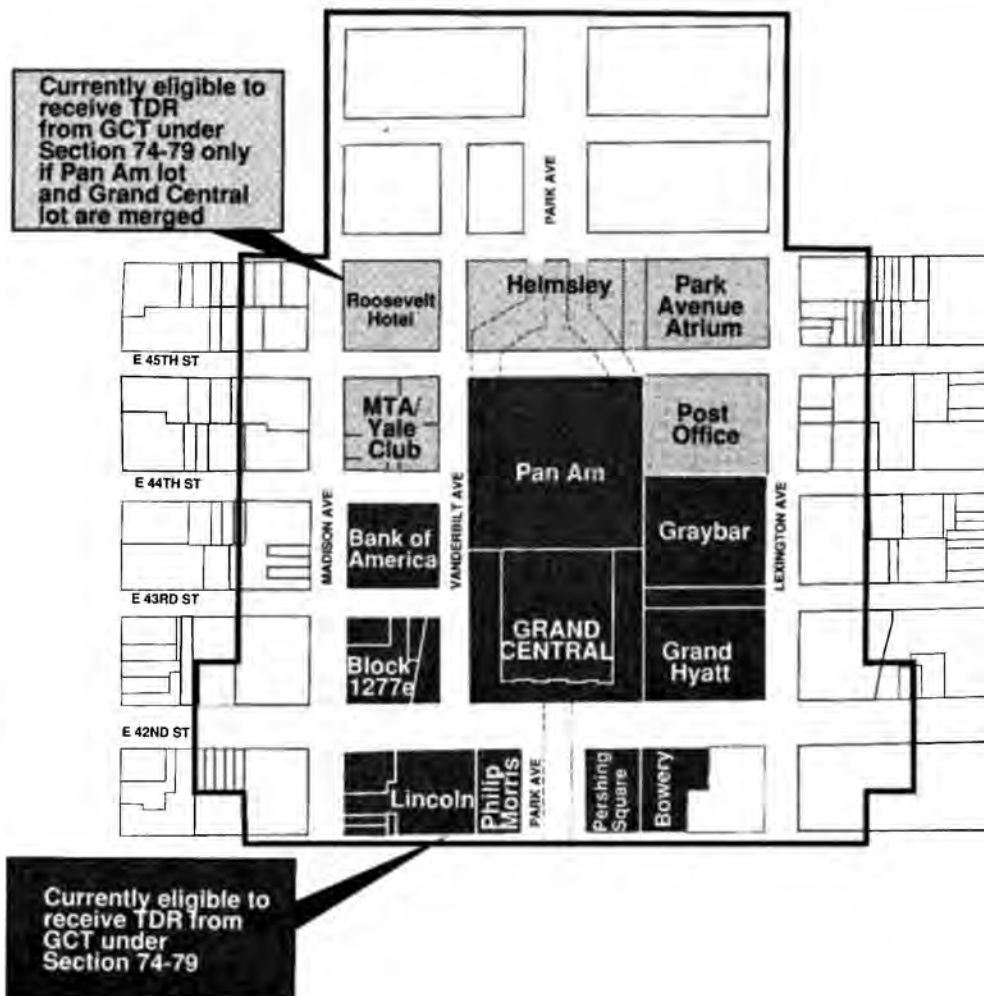


Figure 5. Lots Eligible Under 74-79 Regulations

CURRENT TRANSFER OPPORTUNITIES

Section 74-79

Receiving sites can be reached from Grand Central Terminal by implementing the existing 74-79 regulations in three ways. First, there are those sites which fulfill the "adjacency" definition by being either across the street from or contiguous with the Grand Central zoning lot. Then there are those lots which would be eligible to receive if the zoning lot immediately to the north — containing the Pan Am building — is merged with the Grand Central zoning lot. Finally, a chain of ownership could be established in any direction by Penn Central. Given the history of Penn Central's contraction of its land holdings over the years, this scenario is speculative, and it is difficult to predict what form it might take. No changes to Section 74-79 are proposed as part of the Subdistrict.

EXPANDED TRANSFER OPPORTUNITIES

Subdistrict — 1 FAR Transfer

The provisions for a 1 FAR transfer by certification of the City Planning Commission apply to all sites within the Subdistrict. For those blocks on the west side of Madison Avenue and the east side of Lexington Avenue, this is the only mechanism for transfer.⁵ In order to be eligible in these "wings," the zoning lot must be at least 50 percent within the Subdistrict's boundaries and have frontage on Madison or Lexington avenues. A zoning lot may consist of merged lots some of which may contain buildings that remain. As each blockfront within the Subdistrict (except for those bordering 42nd Street) is 125 feet by 200 feet (25,000 square feet) a site 50 percent within the Subdistrict and 50 percent outside the Subdistrict could potentially receive up to 50,000 square feet of transfer.

Subdistrict Core — 21.6 FAR Cap

Under the Subdistrict regulations, all sites between East 41st and 48th streets and Lexington and Madison avenues — the "core" — would be eligible to apply for a special permit to transfer development rights in order to reach a maximum of 21.6 FAR on the

⁵ Except if a chain of common ownership were to be established pursuant to the 74-79 regulations.

zoning lot without having to meet the conditions of "adjacency" and without the complication of a merger between the Pan Am zoning lot and the Grand Central zoning lot.

DEVELOPMENT SITES

In order to determine which sites are most likely to receive development rights, a number of assumptions have to be made. First of all, the four landmarks (Chanin, Chrysler, Helmsley, Grand Central) in the district are not considered development sites. Nor are those buildings (Grand Hyatt, Bank of America, Philip Morris, Park Avenue Atrium, Post Office, 425 Lexington) which have been constructed or have undergone major renovation in the past 20 years included in any development scenarios. Finally, most buildings which are on large lots and are over 15 FAR (Pan Am, Lincoln Building, Pershing Square, Chemical Bank) are not considered soft; however, several of the buildings that have this characteristic (Manufacturers Hanover, Bowery Savings Bank) are candidates for enlargement with the availability of development rights from the Terminal.

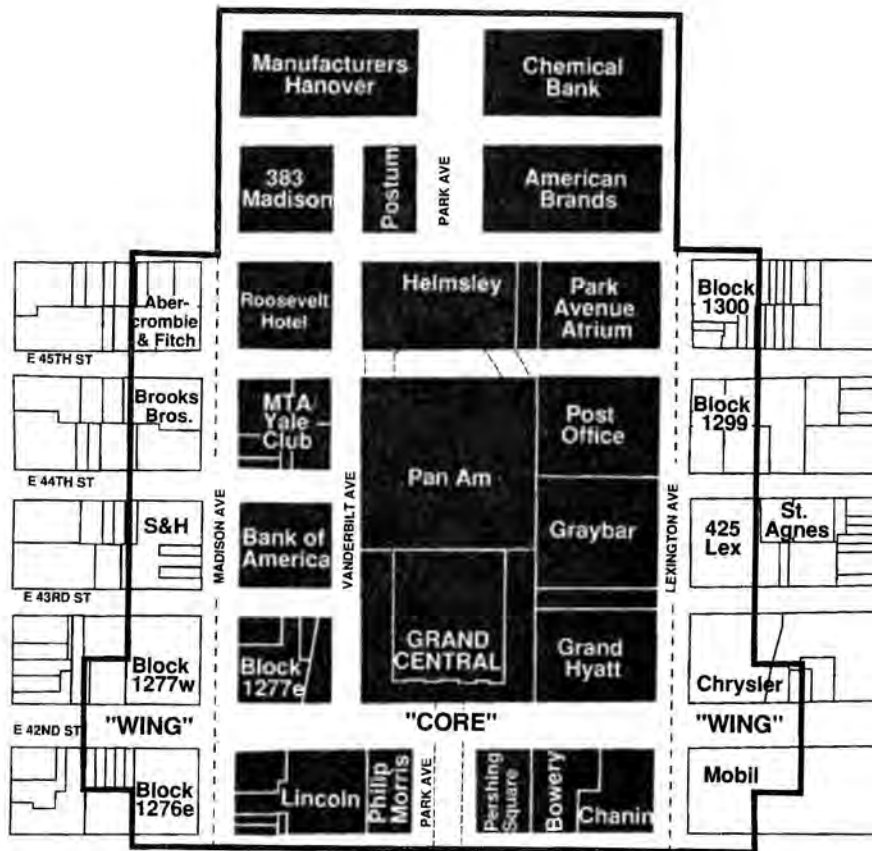


Figure 6. The Subdistrict Core and Wings

In addition, some substantial structures, such as Postum, Graybar and the Roosevelt Hotel, which are all near or above 15 FAR, are considered possibilities for redevelopment due to their prime locations and outdated mechanical systems which diminish their current value. The key map and tables below indicate the development sites and summarize the development potential for each site in the Subdistrict. (See Figure 7).

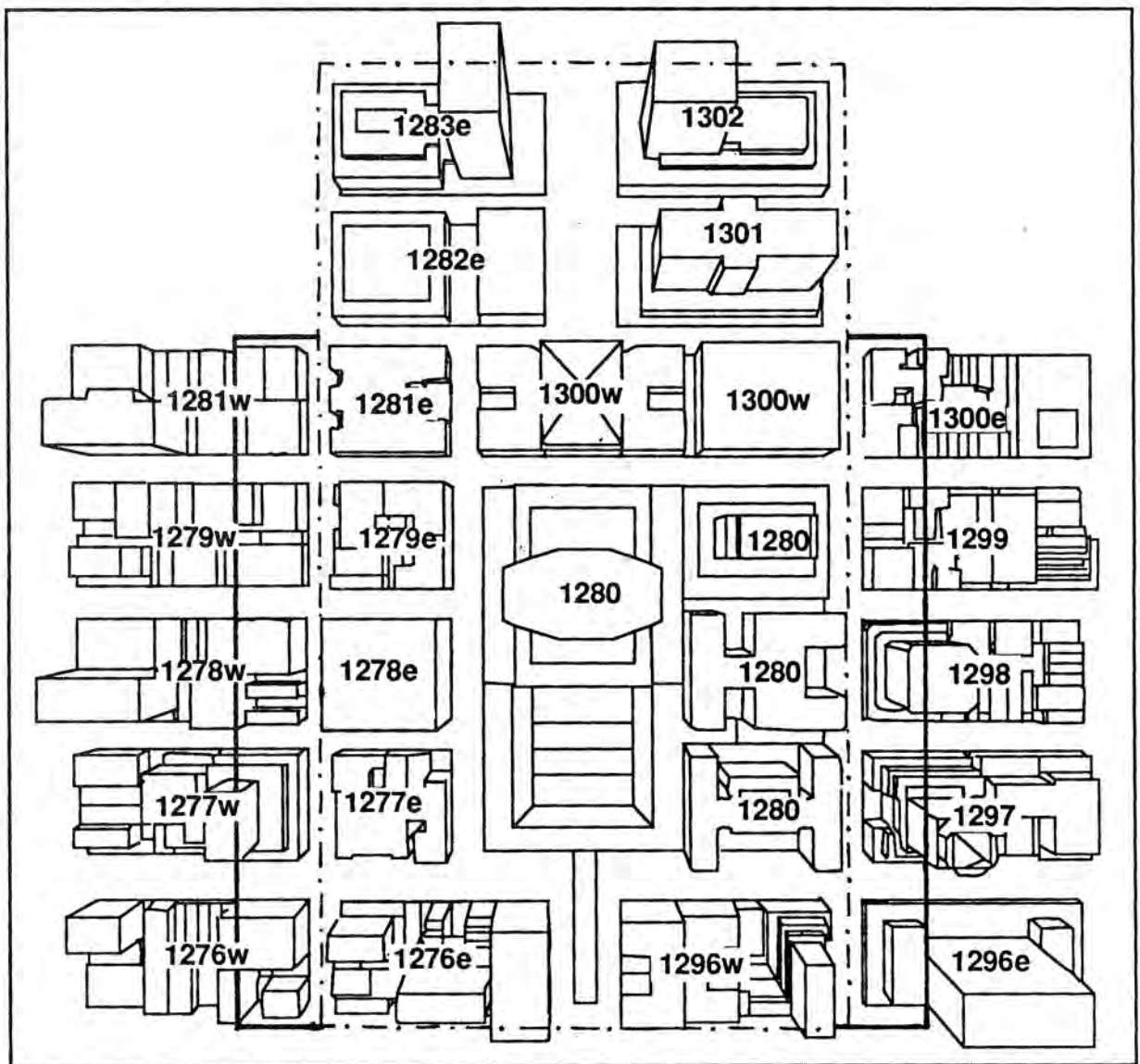


Figure 7. Key Map to Development Potential Table

DEVELOPMENT POTENTIAL OF GRAND CENTRAL SUBDISTRICT SITES

Block	Lots	*Name* of Site	Lot Area ¹	Existing FAR	Zone	1 FAR Transfer Amount	Core Area Transfer Amount	Currently Eligible for Sec. 74-79 Transfer? ²	Development Site?	Comments
1276 E	22, 23, 24, 42, 51	Lincoln Building et. al.	58,090	19.5	C5-3 C5-2.5	—	122,000	yes	NO	Lincoln Building is 23.7 FAR – unlikely for redevelopment
	33	Philip Morris	20,737	21.6	C5-3	—	—	yes	NO	Was built in 1979 using Grand Central development rights
1276 W	58, 62, 63, 64, 65, 66	*Carbide and Carbon* et. al.	50,450	9.4	C5-3	50,400	—	no	YES	Low FAR; prime Madison and 42nd Street location
1277 E	20, 27, 46, 52	*Columbia Carbon* et. al.	43,313	15.3	C5-3	30,320	277,872	yes	YES	Prime location with 4 buildings dating from the 1920s; requires assemblage
1277 W	6, 8, 14	S & H et. al.	58,400	17.5	C5-3 C5-2.5	—	—	no	NO	Built above 16 FAR currently
1278 E	20	Bank of America	43,313	21.5	C5-3	—	—	yes	NO	Built at maximum; renovated in 1984
1278 W	8, 14, 15, 17, 62, 63, 64	*Canadian Pacific* et. al.	45,625	11.7	C5-3 C5-2.5	45,625	—	no	YES	Buildings date from 1920s; requires assemblage
1279 E	23, 24, 25, 28, 45, 48	MTA/Yale Club	43,313	14.7	C5-3	56,310	285,865	yes*	YES	Lots 48, 23, 24 are owned by the MTA
1279 W	7, 9, 17, 57	Brooks Bros/Conde Nast	47,539	11.1	C5-3	47,539	—	no	YES	Development is likely in the midblock; 1920s buildings; requires assemblage

1. These lots may not currently be in common ownership but are considered here as assembled in order to create a typically sized zoning lot for analysis purposes.
2. Does not include possible re-creation of a chain of ownership to site.
- * In order for these sites to be eligible under the Section 74-79 definition of adjacent lot, the Terminal lot would have to be considered merged with the Pan Am lot.

DEVELOPMENT POTENTIAL OF GRAND CENTRAL SUBDISTRICT SITES

Block	Lots	"Name" of Site	Lot Area ¹	Existing FAR	Zone	1 FAR Transfer Amount	Core Area Transfer Amount	Currently Eligible for Sec. 74-79 Transfer? ²	Development Site?	Comments
1280	30	Grand Hyatt	57,292	16.0	C5-3	—	320,835	yes	NO	Renovated into luxury hotel in 1978
	60, 54	Graybar	80,575	14.7	C5-3	80,575	531,800	yes	YES	1927 building with outdated systems; not first-class office space; prime location; large lot
	90	Post Office	60,718	15.0 (under construction)	C5-3	60,718	400,739	yes	NO	Under construction; as-of-right project
	10	Pan Am	150,662	17.5	C5-3	—	—	no	NO	Built above 15 FAR; not likely for redevelopment
1281 E	21	Hotel Roosevelt	43,313	13.5	C5-3	43,313	285,865	yes*	YES	Old hotel in single ownership; easy site for redevelopment
1281 W	9, 10, 17, 69, 59, 61, 62, 64, 65	Abercrombie and Fitch et. al.	48,000	8.7	C5-3 C5-2.5	48,000	—	no	YES	Development likely in midblock; requires assemblage
1282 W	21	383 Madison	43,313	12.0	C5-3	43,313	285,865	no	YES	Vacant building
1282 E	34	Postum	24,880	17	C5-3	24,880	164,200	no	YES	1924 building on prime Park Avenue location
1283	21	Manufacturers Hanover	80,333	17.2	C5-3	—	353,465	no	YES	12-story base on Madison is suitable for enlargement
1296 E	46	Mobil Building	82,950	15.7	C5-3	24,885	—	no	NO	Built essentially at maximum

1. These lots may not currently be in common ownership but are considered here as assembled in order to create a typically sized zoning lot for analysis purposes.
2. Does not include possible re-creation of a chain of ownership to site.
- * In order for these sites to be eligible under the Section 74-79 definition of adjacent lot, the Terminal lot would have to be considered merged with the Pan Am lot.

DEVELOPMENT POTENTIAL OF GRAND CENTRAL SUBDISTRICT SITES

Block	Lots	"Name" of Site	Lot Area ¹	Existing FAR	Zone	1 FAR Transfer Amount	Core Area Transfer Amount	Currently Eligible for Sec. 74-79 Transfer? ²	Development Site?	Comments
1296 W	1	Pershing Square	24,786	20.3	C5-3	—	32,222	yes	NO	Built essentially at maximum
	1001	Bowery	25,635	8.8	C5-3 C5-2.5	25,635	200,000	yes	YES	Possible addition on 41st St. side
	14	Chanin	29,625	21.3	C5-3	—	—	yes	NO	Landmark; built to maximum
1297	23	Chrysler	37,832	26.0	C5-3	—	—	no	NO	Landmark; built to maximum
1298	42, 28, 29, 127	St. Agnes	56,700	10.2	C5-3 C5-2.5	50,000	—	no	YES	1987 development on avenue; midblock is likely development site
1299	22, 48, 51, 53	44th-45th on Lexington	22,611	6.8	C5-3 C5-2.5	22,611	—	no	YES	Grand Central Tower in midblock; avenue site likely with assemblage
1300 E	All lots on block except lot 33	"Block 1300"	50,000	4.0	C5-3 C5-2.5	50,000	—	no	YES	Low FAR; many sites; requires assemblage
1300 W	1	Helmsley	69,154	16.0	C5-3	—	387,262	yes*	NO	Landmark
1300 W	14	Park Avenue Atrium	67,269	15.0	C5-3	—	430,775	yes*	NO	Underwent major renovation in 1981
1301	1	American Brands	81,366	17.8	C5-3	—	309,190	no	NO	Modern office building; not suitable for addition
1302	1	Chemical Bank	81,366	17.0	C5-3	—	374,283	no	NO	Modern office building; not suitable for addition

1. These lots may not currently be in common ownership but are considered here as assembled in order to create a typically sized zoning lot for analysis purposes.
2. Does not include possible re-creation of a chain of ownership to site.
- * In order for these sites to be eligible under the Section 74-79 definition of adjacent lot, the Terminal lot would have to be considered merged with the Pan Am lot.

Neighborhood Character/Urban Design

EXISTING CHARACTER

Although the high density commercial activity of the Grand Central area is common in the Midtown business core, the area has a distinctive physical and functional character of its own. In contrast with the openness of Avenue of the Americas or Park Avenue, the mercantile qualities of Fifth Avenue or the glitter of Broadway and the theater district, the short blocks, narrow avenues and older buildings of the Grand Central area contribute to a particularly dense fabric which is not to be found in other areas of midtown. The Grand Central area is home to some of Manhattan's most celebrated buildings, many fine indoor public spaces, and a system of interconnected lobbies and passageways, some with indoor shopping arcades, providing convenient paths to and from the public transit system. It represents a daily focal point of activity for commuters, tourists and New Yorkers alike. This special character of the Grand Central area would be reinforced by encouraging site plans that ease the flow of pedestrians through the streets and building forms that strengthen the existing context.

The urban design requirements for the Grand Central Subdistrict grow out of an analysis of the existing built form. The blocks along the south side of 42nd Street provide a perceptual southern boundary to the Grand Central area although the land uses actually do not change until 39th Street where the Murray Hill residential neighborhood begins. The high streetwall buildings along the south side of 42nd Street frame the terminal and strong retail continuity helps to carry a cohesive character along the street despite the presence of the Park Avenue viaduct which visually bisects the street. Madison Avenue and the west side of Vanderbilt Avenue between 41st and 46th streets have the largest collection of original buildings dating from the construction boom which followed the opening of the terminal in 1913 and thus best exemplify the "Terminal City" character of the area. The buildings have a certain consistency stemming from their strong streetwalls and their brick and stone facades and punched window openings. (See Figure 8).

Park Avenue at the northern end of the Subdistrict marks the start of a wholly different midtown streetscape. As one emerges from the walkways of the Helmsley Building onto the broad, divided expanse of Park Avenue, the tight fabric of the southern blocks gives way to a series of modern, glass towers set back in plazas with little or no active retail and less pedestrian traffic than on Madison or Lexington avenues.



Figure 8. Madison Avenue Perspective

Only the Postum Building at 250 Park Avenue is left as a reminder of how Park Avenue once looked until the residential buildings were replaced with corporate headquarters beginning in the 1950s.

Lexington Avenue has a more varied character than the other avenues or 42nd Street. The west side of Lexington Avenue has a fairly consistent streetwall and a mix of older buildings from the 1920s and 1930s (Chanin, Graybar, the base of the Post Office) and recent renovations of older buildings (Grand Hyatt, Park Avenue Atrium). The east side of the avenue descends dramatically in height from the Mobil and Chrysler buildings at 42nd Street, to the new 28-story building at 425 Lexington down to the five and six story buildings between 44th and 46th streets. 425 Lexington is easily the most out of character building in the Subdistrict below 46th Street due to its slightly setback streetwall, plaza and lack of a differentiated base and tower which architecturally characterizes so many of the buildings in the neighborhood.

Proposed Urban Design Requirements

Without the adoption of the Subdistrict regulations, new as-of-right development and landmark transfers would be subject to the existing regulations of Midtown and Section 74-79 which allows for waivers of height and setback regulations. With the Subdistrict in place, all new as-of-right development with a zoning lot at least 50 percent within the Subdistrict boundaries would be subject to the following design requirements which seek to reinforce the "Terminal City" feel of the area while providing both flexibility in design and consistency with the broader goals of the Special Midtown District:

Street Wall and Height and Setback

- The street wall of any development or enlargement within the Subdistrict must be within 10 feet of the street line of Park, Lexington, Madison and Vanderbilt Avenues or of Depew Place, except that on 42nd Street, the street wall must be at the street line.
- The minimum height of street walls on Park, Lexington, Madison and Vanderbilt Avenues, Depew Place, and 42nd Street must be 120 feet above curb level or the height of the building, whichever is less, and the maximum height may be 150 feet above curb level.

All developments or enlargements within the Subdistrict must comply with Midtown bulk requirements above the required streetwall. However, in order to foster the high streetwall streetscape, the Midtown bulk regulations within the Subdistrict would be amended slightly for the applicable portion of the building below 150 feet.

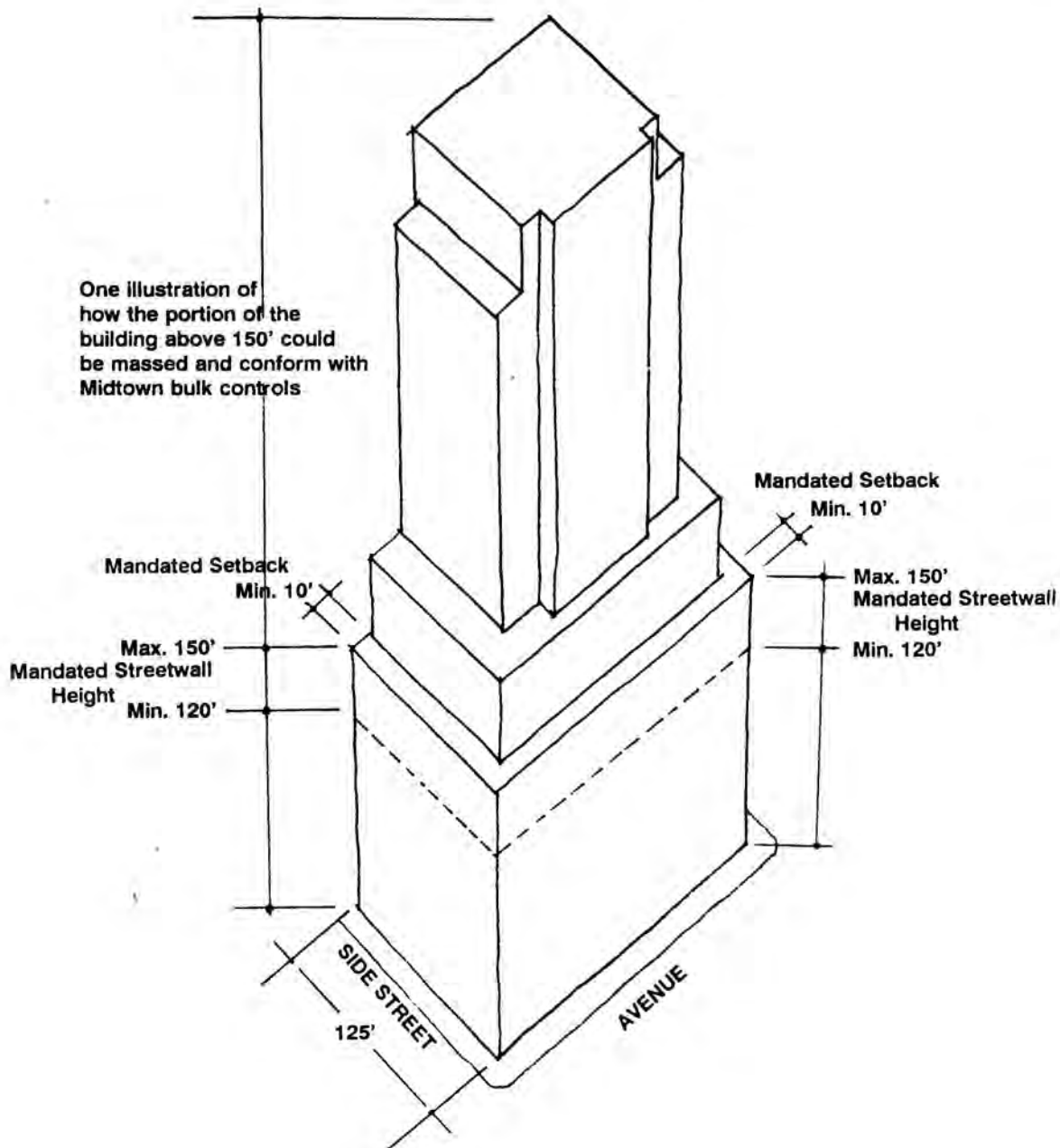


Figure 9. Diagram of Height and Setback Requirements

- For corner lots located on Park, Lexington, Madison and Vanderbilt Avenues, Depew Place, and 42nd Street, the required street wall must extend 125 feet from the intersection of two streets or the full length of the street line along the narrow street, whichever is less. The length of the required street wall must be at least 80 percent of the length of the front lot line.

The proposed streetwall and height and setback requirements for both as-of-right and transfer buildings are intended to complement the existing character of the district. The high streetwall requirements mandate that more of the bulk be located in the base of the buildings, thus ensuring that the height of the new buildings reflect the established context of the district without restricting flexibility in design. Enlargements to existing buildings may require limited waivers of the height and setback requirements.

The diagrams that follow (*Figures 10-15*) indicate the range of building forms for typical lots in the Grand Central Subdistrict. Each site is analyzed at the maximum floor area allowed under the Subdistrict and conforms to the Subdistrict height and setback provisions. (Floor to floor heights are calculated at 13.5 feet to represent a typical new office development.)

Pedestrian Circulation

One of the principal goals of the Subdistrict is to improve the pedestrian circulation system for Metro North commuters, subway riders, visitors coming into the Grand Central area, as well as others who may only be passing through the area. The emphasis is on connecting new developments (whether as-of-right, by certification or by special permit) to the existing system; providing multiple and direct routes into, out of, and through buildings; and minimizing loading and trucking conflicts with pedestrians. These objectives are consistent with the initiatives undertaken by the Grand Central Partnership to improve the pedestrian environment in the area including improvements to Pershing Square and Vanderbilt Avenue.

The following controls are recommended for all new developments or enlargements in the Subdistrict in order to improve pedestrian circulation:

- A building lobby entrance would be required for each street frontage of the zoning lot where the street frontage is greater than 75 feet in length. If a development has frontage on two or more streets, however, building entrances would only be required on two street frontages.

"Wing Site" -- Half Blockfront
 Lot Area = 12,500 sf
 Transfer = 12,500
 FAR = 16

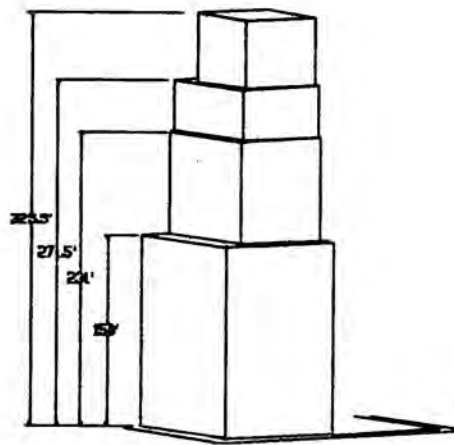
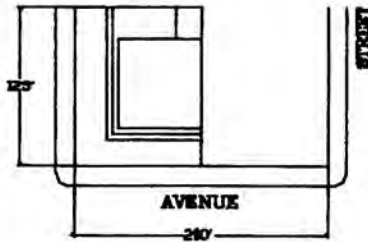


Figure 10.

"Core Site" -- Full Block
 Lot Area = 43,200 sf
 Transfer = 285,865 sf
 FAR = 21.6

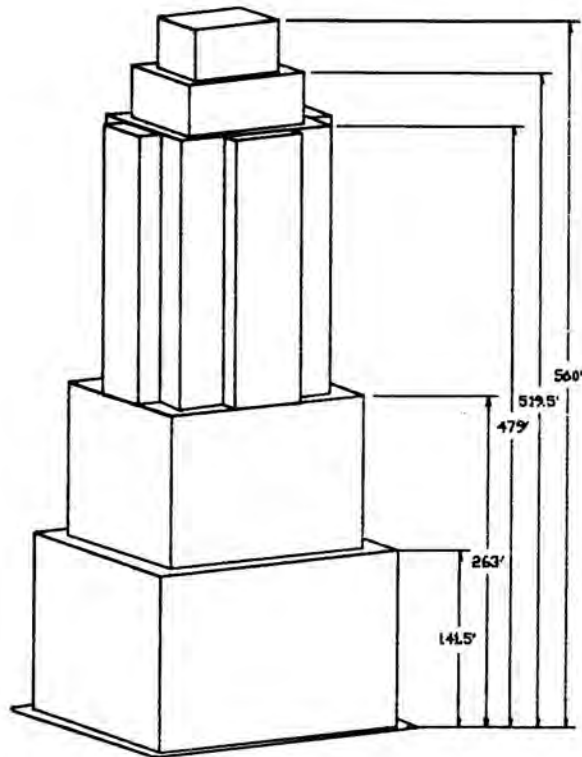
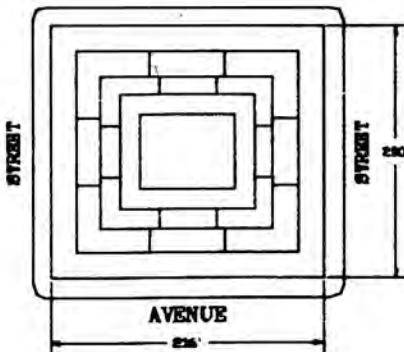


Figure 11.

"Wing Site" -- Full Blockfront
 Lot Area = 25,000 sf
 Transfer = 25,000 sf
 FAR = 16

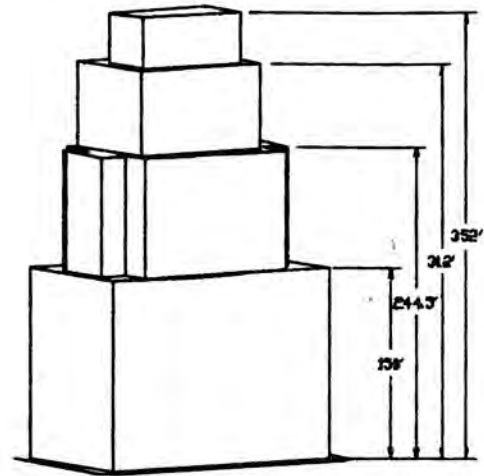
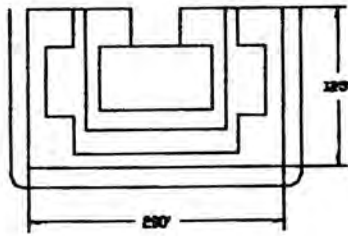


Figure 12.

"Core Site" -- Full Block
 Lot Area = 43,200 sf
 Transfer = 285,865 sf
 FAR = 21.6

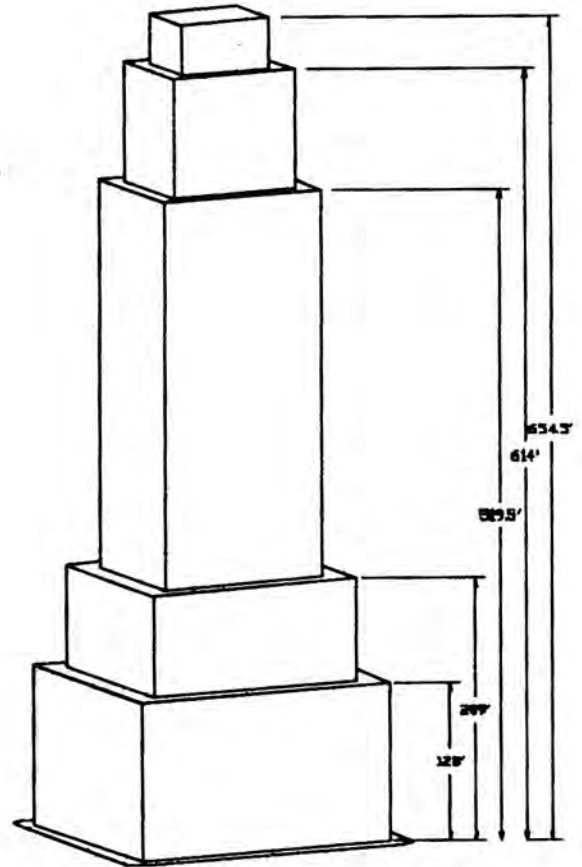
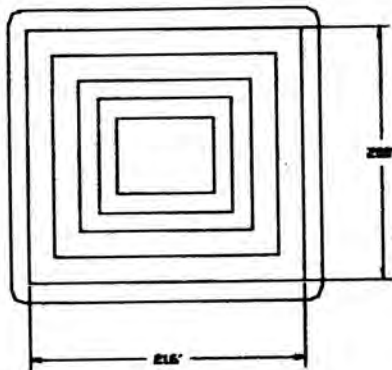


Figure 13.

"Wing Site" -- Midblock
 Lot Area = 45,000 sf
 Transfer = 45,000 sf
 FAR = 15.4

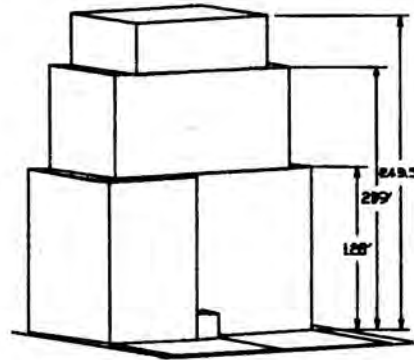
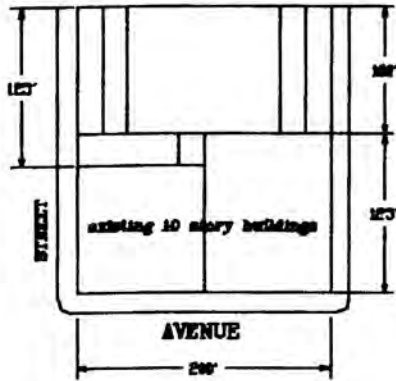


Figure 14.

"Core Site" -- Full Block
 Lot Area = 43,200 sf
 Transfer = 285,865 sf
 FAR = 21.6

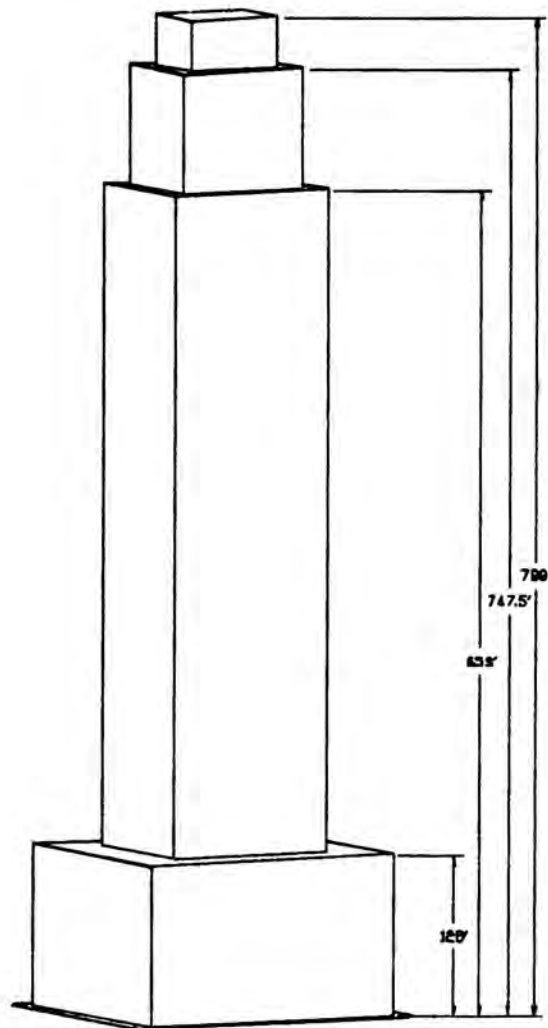
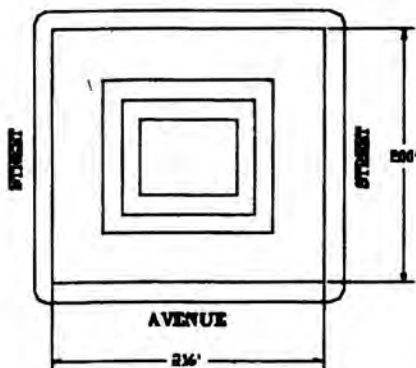
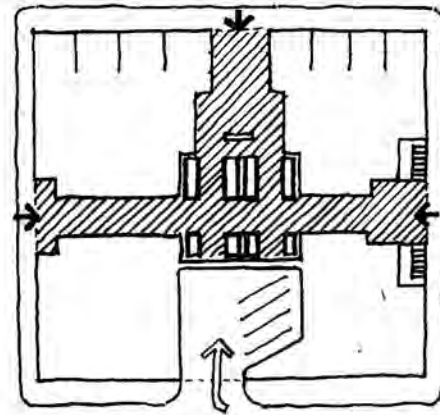
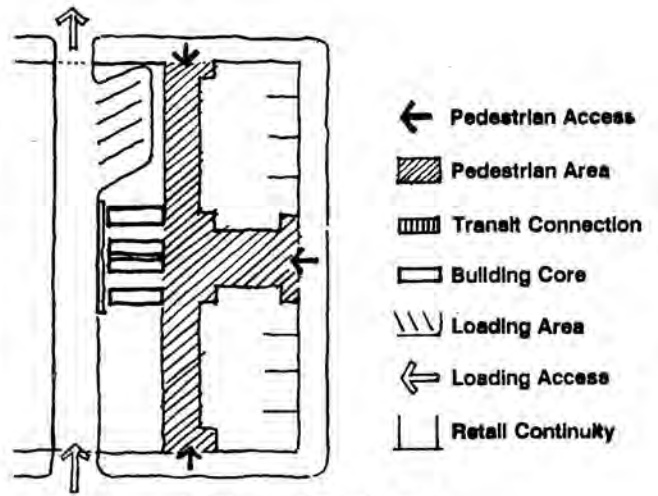


Figure 15.

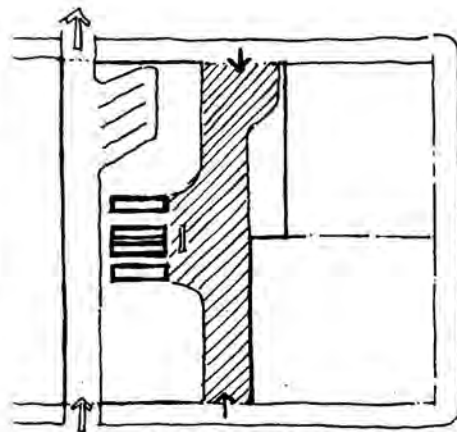
- Each required building entrance would have to lead directly to the building lobby. For developments or enlargements on through-lots, if the required building entrances are connected by a through-block connection located within the building which is more than 50 feet from any street intersection, then the through-block connection would count toward the pedestrian circulation space requirement.
- Except for those located on Madison or Lexington avenues or 42nd Street, each required building entrance would have to include a building entrance recess. The length of a building entrance recess can not be greater than 40 feet parallel to the street line and there would be only one building entrance recess area allowed on each street frontage.
- The area of a lobby or building entrance recess which is immediately adjacent and directly linked to a pedestrian network connection (passageway, stair or escalator) would count toward the pedestrian circulation space requirement in a ratio of 1.5 square feet for each square foot provided.
- Within the Subdistrict, a sidewalk widening along an avenue frontage of a development or enlargement would be allowed only if the length of the sidewalk widening extended for the full length of the avenue frontage of the zoning lot.



FULL BLOCK SITE



AVENUE FRONTAGE SITE



MIDBLOCK THROUGH-LOT SITE

Figure 16.
Diagram of Typical Ground Floor Plans

- For interior through-lots, the required loading berth would be arranged so as to permit head-in and head-out truck movements to and from the zoning lot. The maximum width of any curb cut (including splays) would be 15 feet for one-way traffic and 25 feet for two-way traffic. Loading would not be permitted on 45th and 47th streets between Madison and Park avenues as these are expected routes for future North End Access users.

These requirements are illustrated in Figure 16 which shows some typical ground floor plans that meet the intent of the pedestrian circulation controls.

Pedestrian Network Plan

The Grand Central area is characterized by a unique network of surface and subsurface passageways which links the area's many interdependent uses into a single definable district. Opportunities for expanding the pedestrian circulation network as part of new developments are especially valuable since creating new pedestrian space at street level is severely curtailed by vehicular demands. Unfortunately, this resource's potential to ease congestion and facilitate circulation has not been maximized. Potential users are discouraged by the system's complexity, lack of security, and poor maintenance. Pedestrian flow is unevenly channelled and existing plans for desirable extensions such as the MTA's North End Access have not yet been implemented.

A general upgrading and expansion of the system is required in order to ensure the free and pleasant flow of pedestrian circulation in a safe and comfortable environment. The Grand Central Subdistrict special permit for transfer of development rights to sites in the core area has been designed to address issues of existing pedestrian circulation as well as mitigate the additional impacts from the development of core sites above the as-of-right FAR. The Subdistrict special permit requires that the transfer of development rights from Grand Central Terminal or other landmark site be contingent upon the provision by the applicant of major improvements to the pedestrian circulation system. The discussion below identifies existing deficiencies of the system and indicates a plan for future improvements that can be implemented by future applicants for transfer of development rights.

EXISTING CONDITIONS

The intricacy of the pedestrian network in the Grand Central area results from its growth by accretion. At the time of the terminal's design in 1903, the central business district of the city was located south of 42nd Street. This fact is reflected in both the exterior design and interior organization of the terminal. The terminal's main entrance faces south with secondary east and west access points. Originally, the terminal's north end abutted a baggage handling facility. The completion of the station, and subsequent covering over of the rail yards, generated a spurt of building activity in newly desirable locations to the east, west, and especially north of the terminal.

Much of this new construction consisted of office buildings and hotels which relied on workers and visitors using various incoming transit lines. The Biltmore Hotel (now the Bank of America building), completed shortly after 1913, included a grand stair leading down to an incoming train room adjacent to the tracks. Other buildings followed suit, providing direct linkages to the terminal via underground connections. The Commodore Hotel, completed in 1919 (today the Grand Hyatt Hotel), and the Graybar office building, completed in 1926, provided parallel passageways to Lexington Avenue. The Chrysler building was connected to the terminal via the Lexington IRT subway station. As far north as 46th Street, the Roosevelt Hotel was connected to the system via an underground passageway that runs beneath Vanderbilt Avenue. The construction of the Pan Am building in 1963 finally made possible direct access to the north of the terminal, but the severe congestion of this connection at rush hours is a clear indication that the demand for northern access is still not satisfied.

In all, 21 buildings are connected by the Grand Central pedestrian network. Contrasting with the gridiron layout of the streets above, the system is characterized by a meandering, almost medieval, complexity. The juxtaposition of low, narrow corridors leading into grand ceremonial halls, often accompanied by changes of direction and grade, provides for a potentially rich pedestrian experience. Unfortunately, it also leads to confusion and disorientation which serves to deter potential users. Lack of consistent signage or other means of orientation exacerbates this problem. Without a clear sense of direction, pedestrians are reluctant to enter some of the underutilized, often deserted passageways. Conversely, other connections are badly congested. Pedestrian flow is often obstructed at critical junctions of stairs, mezzanines, and the train platforms of the subway and commuter stations, especially

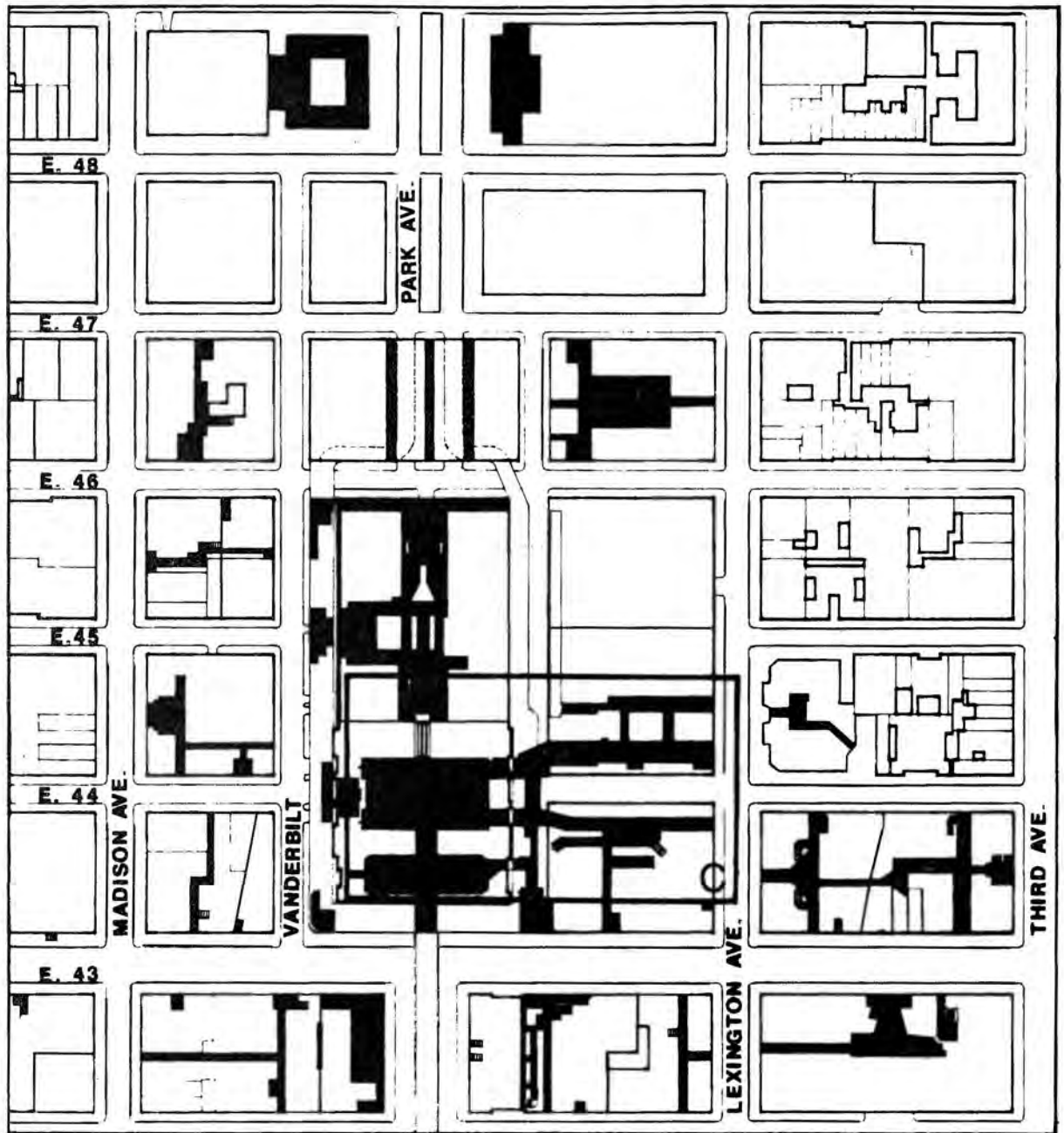
during rush hours. Regular commuters who employ one passageway on a daily basis often shun other unfamiliar paths, rarely attempting to familiarize themselves with the network as a whole.

Security problems arise from system complexity and user disorientation. Poor visibility and lack of surveillance in the form of uniformed personnel or active retail uses contribute to a sense of concern for personal safety. To a certain extent, increased activity in the system could help mitigate these concerns. However, corrective measures to eliminate blind corners, concealed alcoves and unexpected dead ends are also required to remedy system-wide problems.

A unified long range plan for general improvement of the network is more easily formulated than implemented. Underground subway tunnels, train tracks and utilities preclude any major redesign of the system. Issues of jurisdiction and control also present obstacles. At present, no single entity is responsible for the entire network. From a legal standpoint, the network is a fragmented entity, an agglomeration of public and private properties under multiple ownership. Existing interests in the network are currently split among Metro North, the Transit Authority and private entities. Securing the legal means for access, reconstruction, and maintenance of passageways not directly under a single management can be a time consuming and often impossible process.

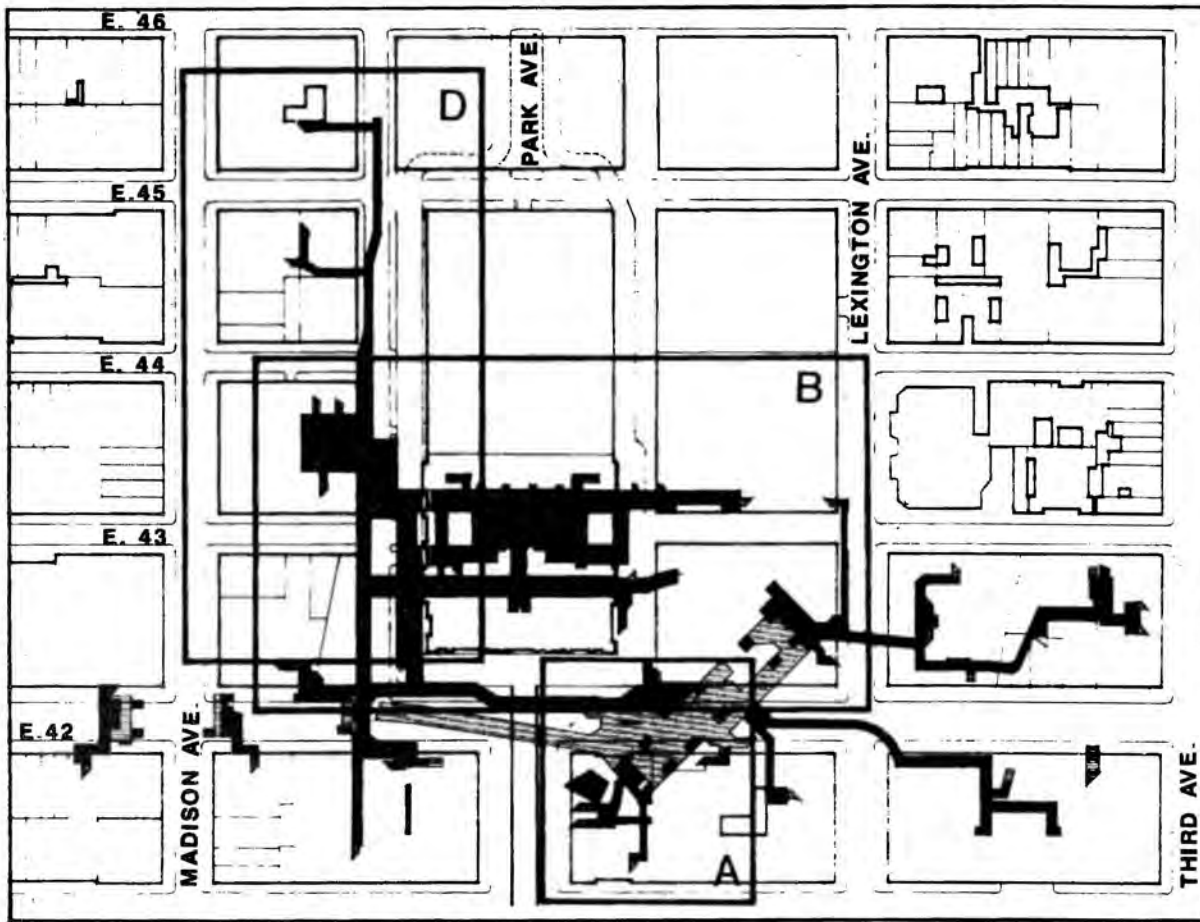
The Grand Central Subdistrict plan recognizes the above difficulties. It is critical, however, that even separate and site specific development proposals be conceived in accordance with a comprehensive plan for pedestrian circulation. Therefore, the plan for pedestrian improvements detailed below will serve as a guide for the City Planning Commission when evaluating special permit applications for transfer of development rights. Plan elements are concentrated around those sites most likely to be redeveloped in the core area of the Subdistrict. In the northern portion of the Subdistrict, emphasis is placed upon expanding the network. In the southern part of the Subdistrict, emphasis is placed on improving, clarifying and rationalizing the existing network.

Figures 17 and 18 illustrate the extent of the existing surface and subsurface pedestrian network. Boxes A, B, C and D indicate areas discussed and illustrated in further detail in the following sections. Appendix B summarizes existing conditions and recommended improvements.



 Surface Level Pedestrian Passageways

Figure 17. Existing Surface Network





-  Subway Paid Zone
-  Other Subsurface Passageways

Figure 18. Existing Subsurface Network

IMPROVEMENTS TO THE EXISTING NETWORK

Enhancing Quality of Environment

Although structurally the network appears to be in sound condition, most passageways show signs of neglect and physical disrepair. Quality materials and workmanship have been allowed to deteriorate and later repairs or additions have more often than not been insensitive to the original character of the network. Poor maintenance also contributes to dirty, unappealing conditions. Improving the physical appearance of passageways through upgrading of finishes, better lighting and regular maintenance would increase their usage. Quality of environment can be improved. The photographs below illustrate the degree of disrepair prevalent in some passageways and indicate the level of improvement desirable for the network as a whole.



Figure 19. A Neglected Passageway Beneath Pershing Square



Figure 20. New Finishes in the Grand Central Subway Station

Safety and Security

Security conditions, both real and perceived, greatly influence the extent to which a passageway is used. Better safety and a heightened sense of security can be achieved through improving general visibility. Lighting should be improved, and blind corners, hidden recesses and dead ends eliminated. Hours of operation should correspond to frequency of use.

Surveillance could be increased through provision of retail frontage. In addition to providing valuable services to commuters, active retail along passageways would generate increased activity during off-peak hours and provide visible reassurance to pedestrians. Retail space is already located along the Chrysler, Mobil, and Bowery subsurface passageways and along the shuttle connection. These uses should be retained. Additional retail frontage is planned as part of the Grand Central Masterplan for the new Grand Central east entrance. Tenants should be sought for spaces currently unoccupied with preference given to activities requiring maximum exposure. If possible, provision of retail should be included as part of an eventual renovation of the Pershing Square connection, Vanderbilt passageway, or some future Madison Yards pedestrian concourse.

The diagram and photograph in Figure 21 highlight some of the more unsafe areas of the network and depict the twisted and narrow configuration of the Pershing Square subway connection. Increasing lighting and elimination of the dangerous blind corners would greatly improve security.

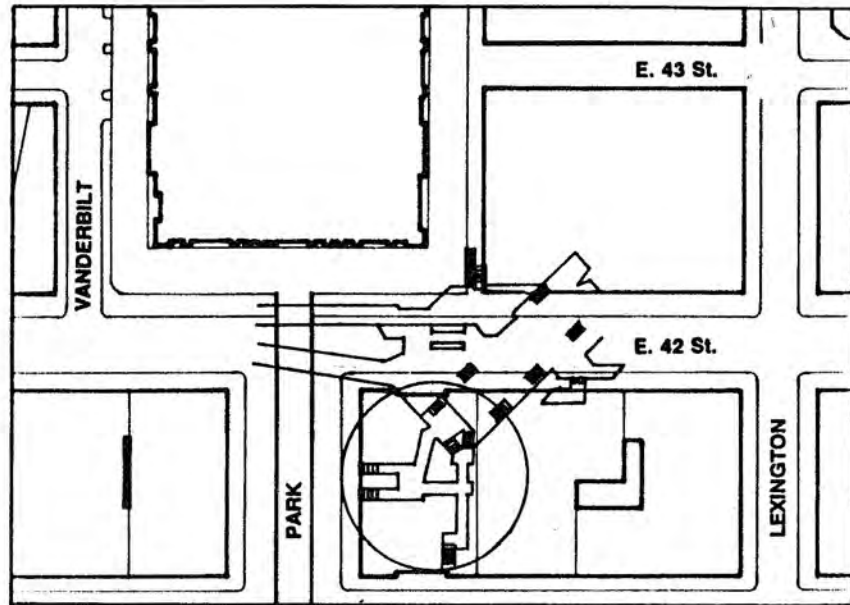


Figure 21. Pershing Square Connection (refer to Box A on Figure 18 key map for location)

Equally dangerous is the long, narrow and usually deserted subsurface Graybar-Grand Central passageway. The connection it provides is redundant and therefore of limited use. This passageway should be closed.



Figure 22. Graybar/Grand Central Passageway

Rationalization of Routes and Connections

Lack of directional signage and confusing and redundant passageways have resulted in maze-like conditions which detract from optimum system use. Rationalization of the network is needed to improve pedestrian flow and sense of orientation. Indirect or redundant paths should be clarified, consolidated, and in some cases, eliminated. Narrow or twisted points of congestion could be alleviated by selectively straightening and widening passageways and stairs. Clear directional signage should be provided at all system entrances and intersections. Connections (both horizontal and vertical) should be as open and direct as possible with supplemental access provided along the more heavily trafficked routes.

The Metro North Grand Central Terminal Masterplan contains several design concepts that would rationalize the existing pedestrian network. The plan calls for the consolidation of the parallel shuttle paths north of the Terminal's southwest entrance. These two passageways were originally intended to segregate long distance and commuter flows, but with the decline of long distance travel the separation has become obsolete and presents the pedestrian with a confusing circulation option (*see Figure 23, arrow 1*).

Metro North also proposes a grand new eastern entrance for the Terminal at 416 Lexington, to be constructed in the area now occupied by the 43rd street loading dock and the Hyatt passageway and consisting of a barrel vaulted glass galleria lined with retail. The new passageway, which would provide almost double the space of the Hyatt passageway, would allow direct access from Lexington Avenue to the Terminal's main concourse and to the lower concourse by way of an escalator (see Figure 23, arrow 2).

Four specific improvements are recommended to rationalize pedestrian movement:

1. Consolidation of two north/south paths into one passage (Metro North Master Plan)
2. New escalator access between the lower level and the proposed 43rd Street entrance galleria (Metro North Master Plan)
3. Consolidation of entrances to the shuttle passageway along 42nd Street (DCP recommendation)
4. Elimination of the Graybar subsurface IRT passageway (DCP recommendation)

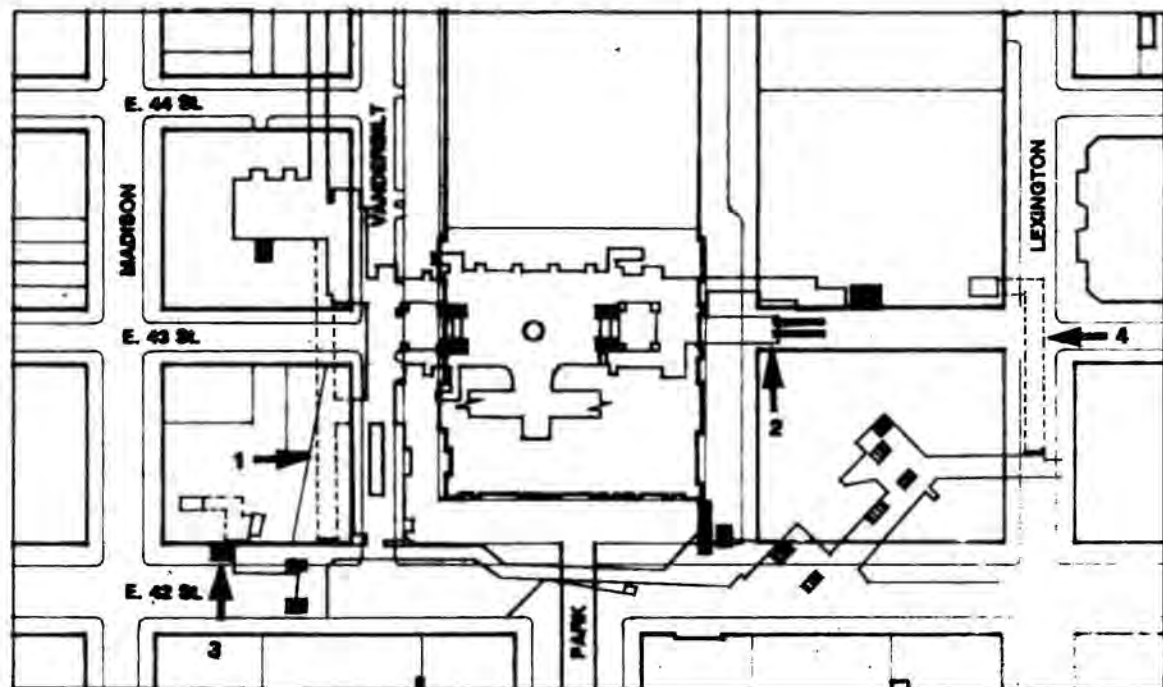


Figure 23.
Reconfigured Subsurface Passageways (refer to Box B on Figure 18 key map for location)

Other desirable improvements, not part of Metro North's Masterplan, include consolidation of the three shuttle entrances on the north side of 42nd street at block 1276 at one clearly visible location which is directly accessible from the street (see Figure 23, arrow 3), elimination of the unsafe and redundant Graybar subsurface IRT connection (see Figure 23, arrow 4), and provision of access through the Bowery exit-only subway passage.

The arrow indicates the location of a new 43rd Street entrance Galleria to replace the Hyatt Passageway (shown with a dotted line) proposed in the Metro North Master Plan for the terminal.

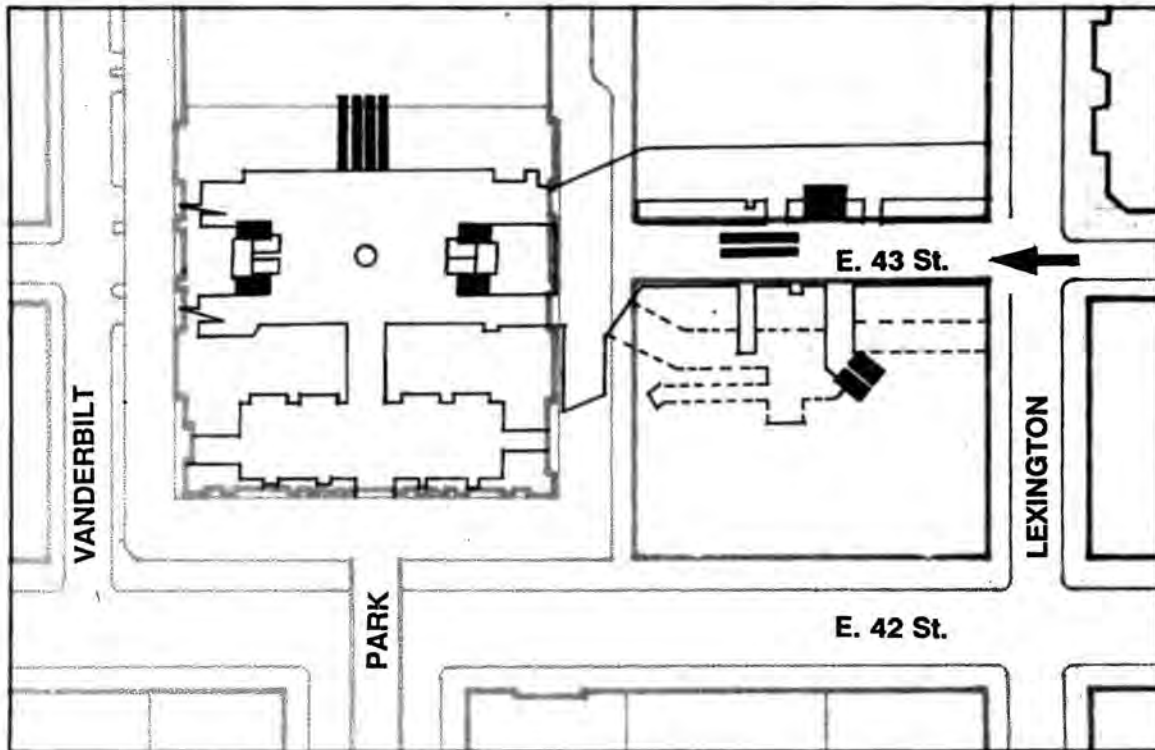


Figure 24. Reconfigured Surface Passageway (refer to Box C on Figure 17 key map for location)

The photograph of the IRT subway entrance at the Philip Morris building provides an example of a well designed connection.



Figure 25. Subway Entrance at Philip Morris.

EXPANSION OF THE SYSTEM

North End Access Vertical Connections

Existing opportunities for northward expansion of the Grand Central network should be realized, including implementation of Metro North's North End Access (NEA) project. At the time when this project is undertaken, easement volumes and construction of vertical access points will be necessary. The current NEA proposal calls for four vertical connections at the following locations: two connections to be located midway within the parallel walkways of the Helmsley building at Park Avenue and 45th Street, one to be located on 47th Street near Madison Avenue and one connection to be located at the Westvaco building plaza, at 48th Street and Park Avenue. In addition, the 45th Street cross passageway would be connected to the Vanderbilt Passageway. Two other locations for future system entrances are also proposed — one at the east end of the 47th street cross passageway and one at the east end of the 45th street cross passageway. (See Figure 26 for a plan of the North End Access proposal).

It is recommended that the NEA system connections proposed east of Vanderbilt Avenue be extended as close to Madison Avenue as possible to better serve users with destinations to the west. Accordingly, an entrance could be placed either on the northeast or southeast corner of 47th Street and Madison Avenue as an extension of the 47th Street spine. In addition, the proposed connection of the 45th Street cross passageway with the Vanderbilt passageway is less desirable than an entrance on the northeast or southeast corner of 45th Street and Madison Avenue due to the narrowness of the Vanderbilt passageway at this location. Even if the Vanderbilt passageway were to be substantially widened it is doubtful that such a connection would be useful, due to the complicated vertical transitions that this route would entail and lack of direct access to the street.

As illustrated in Figure 27, the Vanderbilt Passageway as it exists is too narrow to allow vertical access from the North End access 45th Street spine. Western access from the spine would be better placed closer to Madison Avenue.

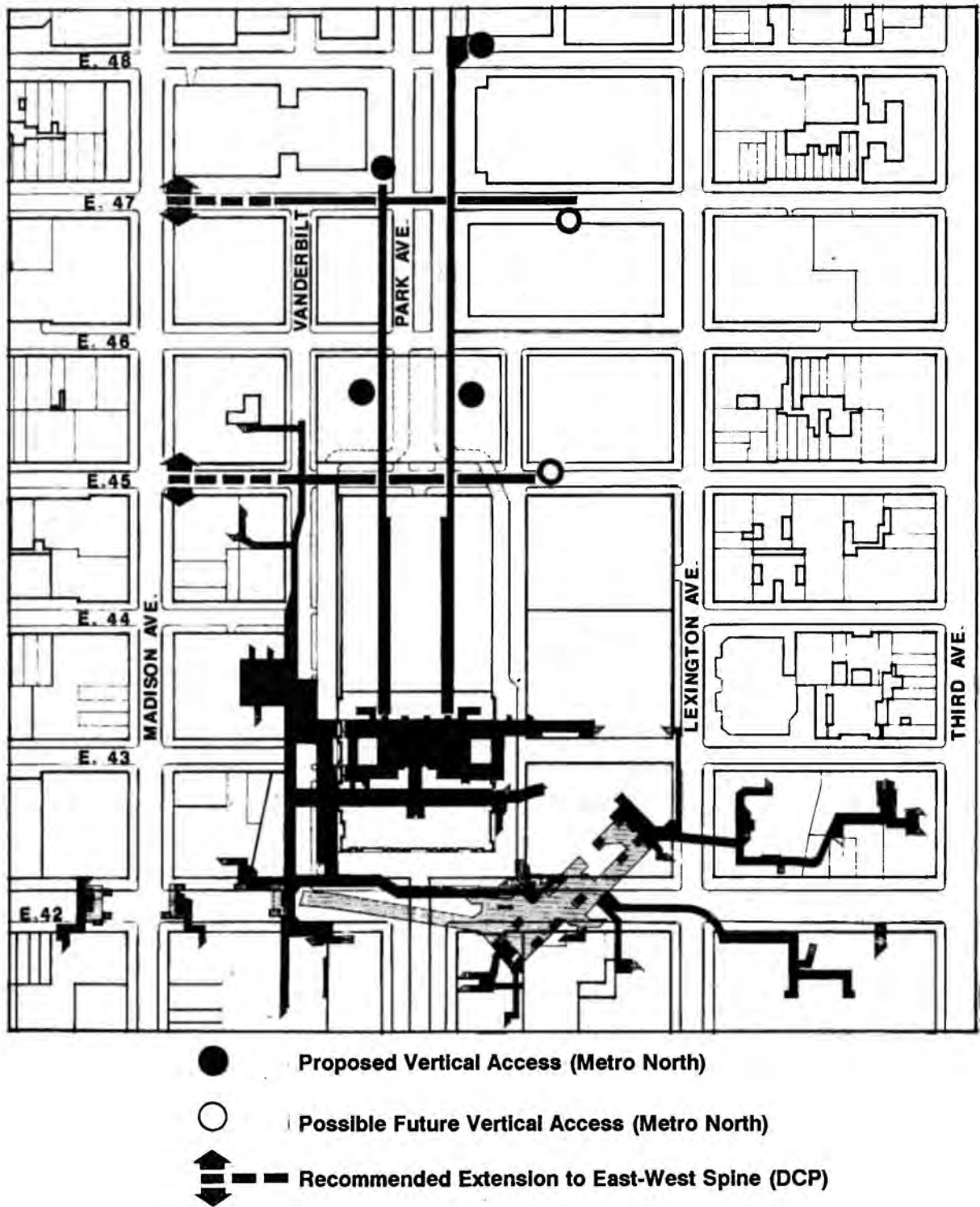


Figure 26. North End Access Connections, Planned and Proposed

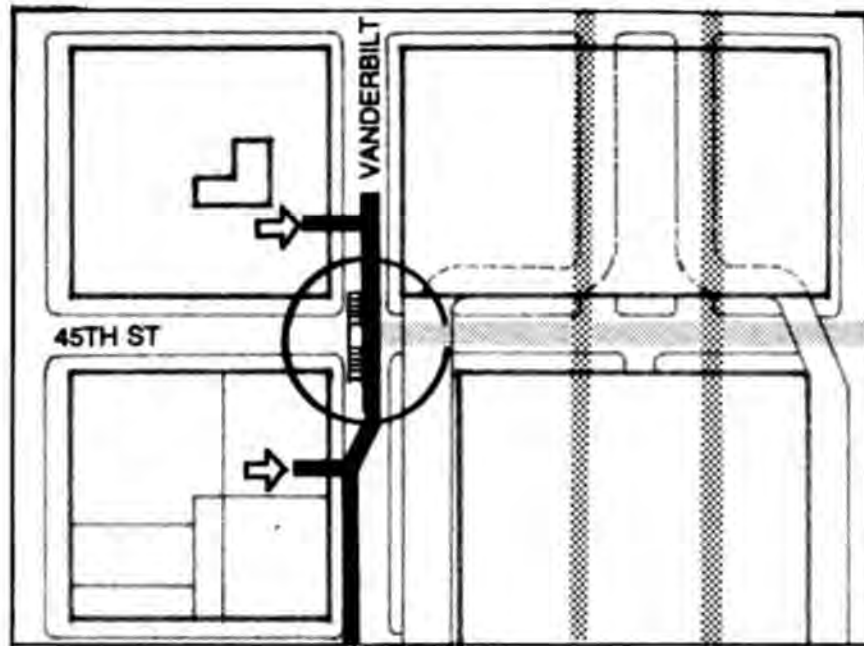
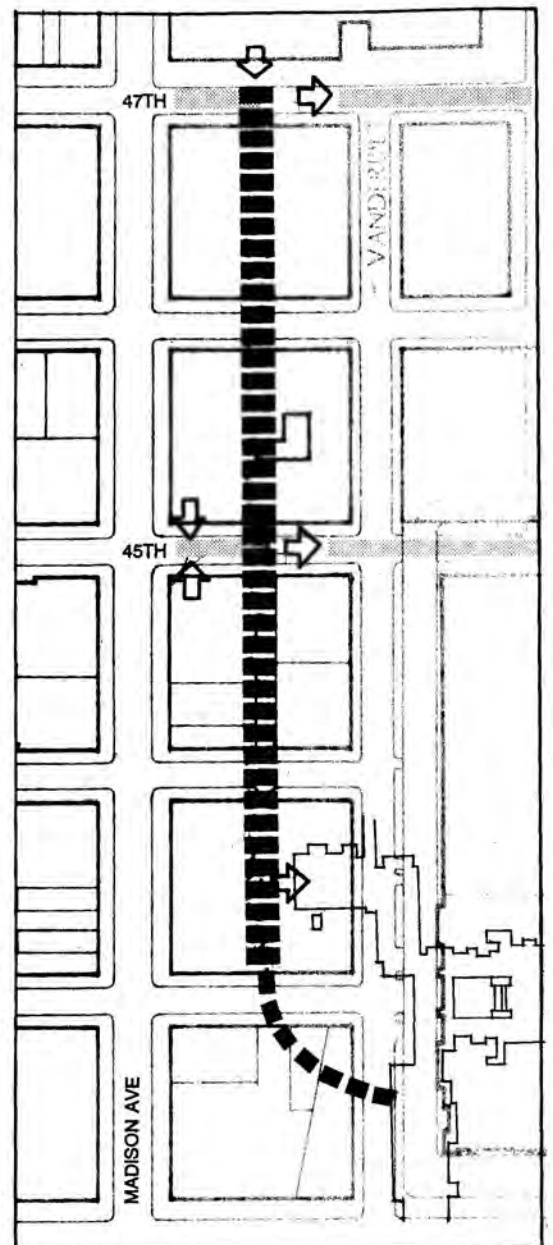
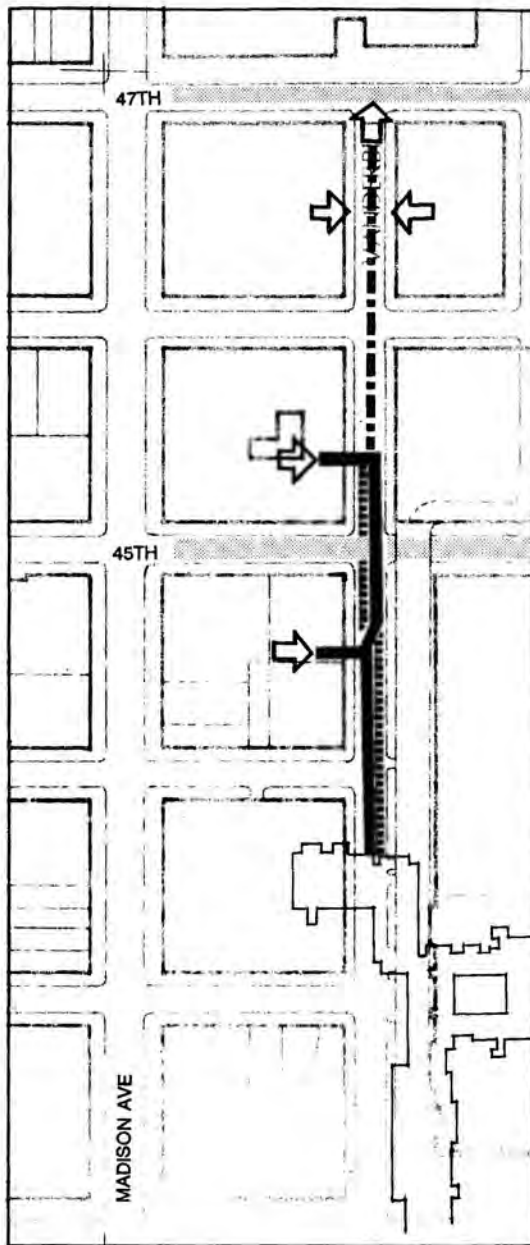


Figure 27.
Vanderbilt Passageway/North End Access Intersection at 45th Street

Madison Yards/Vanderbilt Passageway

The MTA's North End Access plan proposes a direct link to the north from commuter train platforms. However, since it involves multiple vertical transitions for passengers not already at track level, it may not be attractive to all users. Recently, the MTA has identified a concept for redeveloping the Madison Yards, a series of unused tracks located generally between Vanderbilt and Madison avenues, into a subsurface loading ramp. There may be the possibility to incorporate a spacious pedestrian concourse linked to Grand Central and running as far north as 47th Street as part of this proposal. This concourse could replace the Vanderbilt passageway which would be expensive to straighten and improve because of existing utilities and other physical constraints.



- Existing Vanderbilt Passageway
- - - Area to be Widened
- · · Possible Extension of Passageway

- Possible Location of Madison Yards Pedestrian Passage with Connections to North End Access

Figure 28.
 Vanderbilt Passageway Improvements and Potential Location of Madison Yards Passageway

However, if such a Madison Yards passageway does not prove feasible, the existing Vanderbilt passageway will need to be reconfigured to better accommodate pedestrian flow along with a general upgrading of finishes, lighting and signage. Existing vertical connections to points north of 42nd street are awkwardly situated at the end of narrow paths located at right angles to the main passageway. Vertical access would be better situated immediately adjacent to the passageway. Currently the passageway's northern leg, which runs between 45th and 46th streets is sealed off. If it were to be straightened, widened and improved, it could be reopened. The Vanderbilt passageway also has the potential to be extended one or more blocks north to serve more commuters. The diagrams in Figure 28 illustrate two options for providing improved and expanded access as part of redevelopment along Madison Avenue.

System-wide Improvements

In addition to the site-specific improvements that could be achieved through the provisions of the Subdistrict, there are system-wide improvements which would immediately improve the usefulness of the existing network. One is the implementation of a system of clear, consistent signage to guide pedestrians. Equally useful would be a system-wide map readily available to potential users. Monitoring by security guards and closed circuit video systems has already been planned for some pedestrian passageways within the scope of the Grand Central Terminal Masterplan. Expanding this surveillance to include monitoring of all sensitive areas is highly desirable. These initiatives, while outside the scope of this plan, might be undertaken as part of an expanded Grand Central Masterplan renovation, or by the Grand Central Partnership BID which has already recommended similar measures at grade in its plan for public improvements.

Historic Resources

LANDMARKS

Within the Subdistrict boundaries are three designated New York City landmarks in addition to Grand Central Terminal. The Chrysler Building, constructed in 1928-1930 on the northeast corner of Lexington Avenue and 42nd Street, was once the world's tallest building at 77 stories. Famed for its distinctive Art Deco top and lobby,

the building is also on the National Register of Historic Places and is a New York City interior designated landmark as well. The Chanin Building, at 122 East 42nd Street, is another monument to New York City's Art Deco period and is also listed on the National Register of Historic Places. The Helmsley Building at 230 Park Avenue, formerly known as the New York Central Building, straddles the avenue and serves, along with the Pan Am building, as a visual terminus for Park Avenue when viewed from the north. Built in 1929, the building's two arches at its base accommodate the two roadways of Park Avenue as they encircle Grand Central. These three landmarks are all overbuilt and none have development rights available for transfer.

PROGRAM FOR CONTINUING MAINTENANCE OF THE LANDMARK

The proposed Subdistrict would require that a program for the continuing maintenance of the landmark be established and approved by the Landmarks Preservation Commission (LPC) as a condition of City Planning Commission approval for a transfer of development rights from a landmark in the Subdistrict. In addition, for those sites adjacent to or across a street from Grand Central Terminal, the Landmark Preservation Commission, as part of its report to the City Planning Commission, would also comment on the architectural relationship of the proposed development or enlargement to the landmark building. This parallels the requirements of Section 74-79.

The City Planning Commission has historically relied upon the Landmarks Preservation Commission for expertise in making these findings for Section 74-79 special permit applications. In the case of the proposal by 383 Madison Associates to transfer development rights from Grand Central in 1987, the LPC concluded that a contribution to a fund without a mechanism to provide a present conditions report, work programs and regularly scheduled maintenance reports was not a sufficient program to assure the preservation of the landmark. The inadequacy of the proposed program was one of the reasons the CPC disapproved the special permit application.

The provisions of each maintenance program for the eight approved Section 74-79 transfer applications have varied, but can generally be categorized into three major approaches. All involved a commitment by the owner of the landmark to keep the building in good repair and use the proceeds from the sale of development rights to fund maintenance.

The most effective elements from these approaches can be adopted in the Grand Central Subdistrict to create a practical and predictable mechanism for establishing a program to preserve the landmark.

Funded Maintenance Trust

The "funded maintenance trust" was used in the transfer from 311 East 58th Street, the first Section 74-79 transfer application (see Appendix A for list of Section 74-79 transfer applications). A stated percentage of the proceeds of the sale of the development rights, in this case 25 percent (\$20,000), was paid into a trust created for the express purpose of maintaining the landmark. Both the income and principal of the trust was expended as needed per the landmark owner's proof of expenditures on property. The trust fund was rapidly depleted in covering annual expenditures, most of which were for ordinary maintenance. There was no requirement for periodic reports on the condition of the landmark.

Periodic Conditions Report

A second program type was the "periodic conditions report" program. Reports of needed work were prepared for the owner or party responsible for the landmark with copies submitted to the LPC. A program to keep the landmark in good repair was formulated based on these reports and the owner granted a preservation easement with rights of inspection to the LPC. This program was used in the transfer from the John Street Methodist Church which already had a very good inspection, reporting and work program. The preservation program was funded by proceeds from the sale of the development rights.

Endowed Preservation Easement

The "endowed preservation easement" was the third type of preservation program historically used in landmarks transfers. The basic provisions of the preservation program were incorporated into a restrictive declaration on the landmark and a separate preservation easement was granted to a non-profit preservation organization. The declaration required the landmark owner to repair and maintain the landmark in sound, first-class condition. In order to ensure that the building was maintained, the preservation organization's staff and

consultants were given rights of access to the property in order to monitor and prepare conditions reports. The LPC was also be given access rights to monitor the work of the preservation organization.

The landmark owner was obligated to provide funds to finance the non-profit organization's ability to carry out their obligations under the easement. In turn, the preservation organization was charged with monitoring the condition of the landmark. The non-profit could use its own staff for monitoring the condition of the building but was required to hire qualified preservation architects and engineers to thoroughly inspect the property at stated intervals (usually every three years). The reports of these inspections are provided to the owner and the LPC and if the work was not done as necessary, then the non-profit could utilize legal remedies and/or perform the work and attach a lien to the building. The endowed preservation easement was employed for the transfers from India House, 55 Wall Street, and Amster Yard.

Proposal for Grand Central Terminal

Based on past experience it is clear that an effective continuing maintenance program should include two main elements: (1) a mechanism, such as a trust, to receive funds resulting from transfers and to oversee the spending of such funds, and (2) a periodic inspection program that includes reports to establish work priorities. In the case of a landmark such as Grand Central Terminal, where there are expected to be several transfers of development rights in varying amounts over an unspecified period of time, and where the building is owned by one party and leased to another, a trust to administer funds and oversee inspections and reports is all the more important. This is especially true for 1 FAR transfers by certification where each individual contribution to the landmark's preservation is expected to be small. The trust would function as a decision-making entity to determine how that money should be spent.

It is recommended that by the time of the approval for the Subdistrict, both the trust and a mechanism for producing periodic reports are in place. In this way future applicants for transfer of development rights can be assured that there is a predictable process for ensuring the continuing maintenance of the landmark.

The trust mechanism for holding and dispensing the funds would be established with representatives of the City and the owner of the

terminal (Penn Central). For each transfer, a percentage of the proceeds of the sale of the development rights would be paid into the trust. The trustees would select priorities for work items to be funded. For special permit transfer applications, significant capital items would be identified to be funded by contribution to the trust. *(See Appendix C for a list of work items identified for the terminal.)* A correlation would be established between proceeds associated with development rights transfer and the cost of capital items to bring the landmark into sound, first-class condition. In the case that certification applications were to proceed before special permit applications, funds could accrue until such time as there were sufficient monies to carry out a substantial improvement to the landmark.

Additionally, it is proposed that as part of any transfer in the Grand Central Subdistrict, the owner of the landmark make a commitment by declaration to maintain the landmark in sound, first-class condition and make provision for periodic inspections and reports to the LPC. The frequency of these inspections would depend on the landmark's condition. Annual reports could be developed by in-house staff, but periodic, independent inspections (every three years is suggested) by outside preservation architects and engineers would also be carried out. The owner's obligation for reports and inspections could be structured in a way that they became the obligation of the long-term lessee of the landmark (the MTA).

Open Space

Almost all of the public open space in midtown Manhattan was constructed under the bonus regulations adopted in 1961 and amended in 1975 and again in 1982. These spaces, both indoor and outdoor, provide seating areas serving office workers searching for a sunny lunch spot as well as resting shoppers and tourists.

Within the proposed Subdistrict, few outdoor plazas have been built; as a consequence the distinctive streetwall character in the neighborhood has been maintained. Of the five public spaces in the Subdistrict, three are indoor and two are outdoor plazas. This contrasts with the areas to the north and east where there are myriad plazas, atriums, pocket parks and covered pedestrian spaces clustered around Third Avenue and in the 50s between Third and Sixth avenues as shown in Figure 29.

Within a quarter-mile of the Subdistrict boundaries (approximately one-half mile from Grand Central Terminal) are 73 publicly-accessible spaces, including 65 outdoor and 8 indoor spaces, totalling 997,432 square feet or approximately 23 acres. (*See Appendix D for complete listing.*) One quarter-mile (about a 6 minute walk) is considered a reasonable distance in which to find a lunch time spot. The working population in this area, according to the New York Metropolitan Transportation Council, is approximately 405,950. This number does not include tourists and shoppers and the relatively small number of residents who live in the area.

The plaza bonus is proposed to be eliminated in the Grand Central Subdistrict in order to reinforce the existing streetscape character of the neighborhood. The high streetwalls, few existing plazas, and dense fabric date from the area's earliest development as a popular commercial and residential district. This character can most clearly be felt along Madison Avenue. The proposed urban design regulations are intended to reinforce this "Terminal City" character. Elimination of the plaza bonus would also provide added incentive for transfers. The only way for a new building in the wings to reach 16 FAR would be to buy development rights from a designated landmark.

Despite the many existing public spaces, midtown and the Subdistrict area are significantly underserved by public open space. Without the Subdistrict, some sites in this area may have been redeveloped using the plaza bonus to achieve a 1 FAR bonus, adding to the supply of public open space. With the Subdistrict this possibility is precluded. However, it is not expected to have a significant impact on the status of open space given the small amount of new plaza space that could theoretically be provided and the existing supply of space nearby.

Transportation and Air Quality

The Grand Central area is one of the busiest in midtown Manhattan. The convergence of various transportation modes, the short length of the blocks, the interruption of the grid and through-traffic by the terminal complex, and the activity generated by hotels and high-density office buildings all contribute to heavy use of the streets and sidewalks by cars, taxis, buses, trucks and pedestrians. Inadequate loading facilities for the terminal, illegal parking and loading on surrounding streets, and conflicts with heavy pedestrian flows all contribute to the level of traffic congestion.

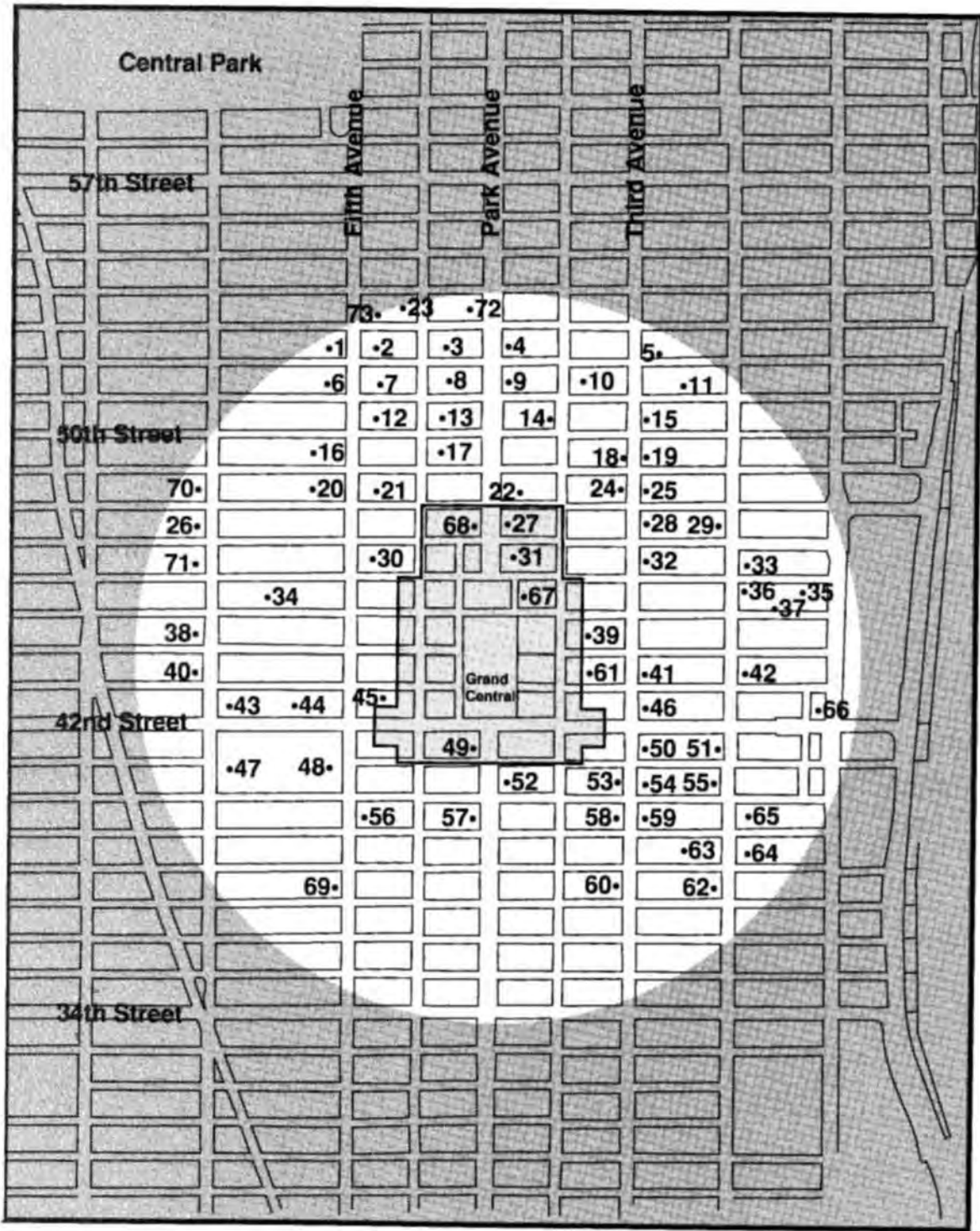


Figure 29. Public Open Spaces within 1/2 Mile from Grand Central Terminal (See Appendix D for complete listing.)

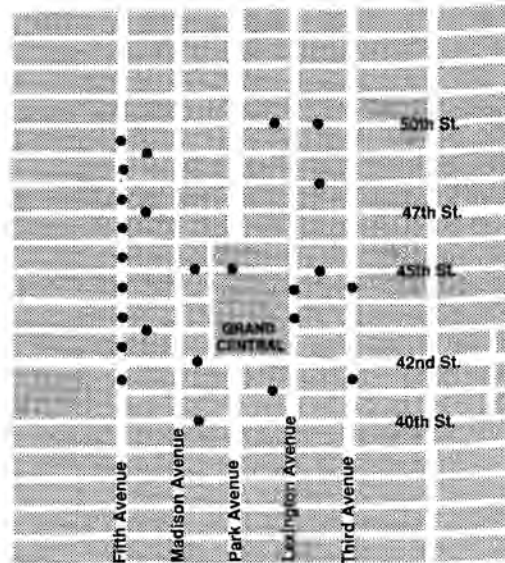
A development project which is subject to discretionary approval and which could have negative transportation and air quality impacts is analyzed in accordance with the requirements of the City Environmental Quality Review process (CEQR). A typical site-specific environmental review would measure the current conditions and model the expected future condition without the project, and the expected future condition with the project, and various alternatives. This process discloses the impacts and identifies potential mitigation measures available to the decision-makers. In the Grand Central area, however, it is almost impossible to predict the interaction of future conditions. As discussed above, although there are numerous new transfer opportunities created by the Grand Central Subdistrict, individual business decisions will ultimately govern the pace and location of development. In the face of an unpredictable development scenario over an undefined time period, there is no effective method to undertake a comprehensive environmental analysis, particularly in terms of future traffic and air quality conditions. The approach presented in the following sections is a broad programmatic assessment of the existing conditions and some of the potential options for future mitigation. Each future applicant for a special permit would be required, however, to undertake an environmental review of the specific impacts generated by the proposed building.

TRAFFIC

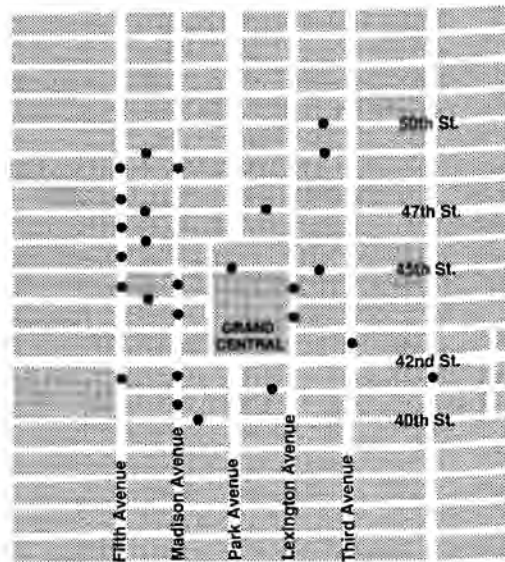
The EIS for the 383 Madison Avenue development proposal established a baseline existing condition through traffic surveys that were conducted during the spring of 1989 for the Grand Central Area. A number of observations can be made from this data:

1. Traffic volumes on the north/south avenues from Third to Fifth avenues between 40th and 50th streets are consistently high throughout the day, exceeding over 1500 vehicles per hour on most links (intersection to intersection). The most heavily used cross streets are 42nd Street throughout the day, 47th Street during the morning peak (8-9 am) and 46th Street during the evening peak (5-6 pm).
2. The links where volume approaches the capacity of the streets are clustered toward the west side of the Grand Central area: (*See Figure 30.*)

- a. During morning peak hour surveys, three links on 5th Avenue between 40th and 50th streets were at or above capacity (volume/capacity or $V/C = 1.0$). Six others we measured above the City's standard of .85 which is considered the threshold of problematic congestion. Lexington and Third avenues each had two links above .85. V/C ratios were also above .85 for 12 east/west links including three westbound streets between Fifth and Madison avenues.
- b. During the evening peak, Fifth and Madison were again most likely of the north/south avenues to exceed a volume to capacity ratio of .85. Six links on Fifth Avenue and five links on Madison had a ratio above .85. The westbound streets experienced more congestion in the evening as well. 45th, 47th, and 49th streets all had two links above .85. Four links above .85 occurred between Fifth and Madison.



• Volume/Capacity Ratios Above .85 During Morning Peak Hour (8-9 am) Source: 383 Madison FEIS (1989) Pages II 50-53.



• Volume/Capacity Ratios Above .85 During Evening Peak Hour (5-6 pm) Source: 383 Madison FEIS (1989) Pages II 50-53.

Figure 30.
V/C Ratios in the Grand Central Area

PUBLIC TRANSIT

According to surveys conducted by the New York City Transit Authority in 1986 and 1987, over 122,000 people use the Grand Central Subway station (IRT #4, 5, 6, and 7, and Shuttle lines) each weekday. 200,000 commuters use Grand Central Terminal on their way to or from Metro North's Harlem, Hudson and New Haven lines. Metro North surveys have indicated that 75 percent of passengers continue on to their destinations by foot and almost 22 percent use the subway. Over 40 percent of commuters head to destinations north of 42nd Street in the morning. As noted above, these passengers must walk south along the platforms and then circulate through the terminal and adjacent streets to their destinations. This circuitous route results in crowding along the Vanderbilt/Roosevelt passageway and the Pan Am building escalators and stairs — the two main northerly paths out of the terminal.

AIR QUALITY

Most air pollution in urban areas is composed of different particles and gases emitted from a variety of stationary or mobile sources. Air quality is a growing concern for environmental protection agencies at all levels of government as well as residents, workers, and visitors in the city. National Ambient Air Quality Standards (NAAQS) have been established for six major air pollutants:

Carbon monoxide (CO)

Ambient concentrations of carbon monoxide are largely correlated to traffic volumes and mix of vehicle types, traffic speeds and the canyon effects of buildings which trap the CO within relatively short distances of its source. High concentrations are typically found at crowded intersections and along heavily used streets carrying slow-moving traffic. Fifteen receptor locations were analyzed for the 383 Madison EIS, mostly along 46th and 47th streets and Madison and Fifth avenues. These sites were chosen as most likely to be affected by future development at 383 Madison and do not represent the complete picture in the Grand Central area. They do, however, give an indication of the interaction between traffic and air quality along some of the most congested links in the area. Using models to convert observations into expected eight-hour concentrations, five areas were found to violate the national standard for carbon monox-

ide of nine parts per million. The model also estimated that seven areas would violate the NAAQS in 1991 without the proposed 383 Madison project but with completion of other developments in the area and expected traffic growth. A preliminary draft EIS that was undertaken for the proposed 42nd Street Transitway (1986) also found potential violations at two additional receptor sites in the Grand Central area—between Lexington and Third avenues at 40th Street and 42nd Street.

The potential impacts of each proposed development requiring a special permit must be closely scrutinized in order to determine whether practicable mitigation measures are available to achieve compliance with the federal standards for CO levels. Attainment of these federal standards may affect the size and design of the building on any individual site. The number of development rights that might be transferred will depend on ambient air quality conditions and the projected impact (and mitigation) associated with each proposed project.

Nitrogen Oxides, Hydrocarbons and Ozone

Nitrogen oxides and hydrocarbons serve as precursors in the formation of ground level ozone. However, since these reactions are slow and occur as the pollutants are diffusing downwind, elevated ozone levels are often found miles from an identified nitrogen oxide or hydrocarbon source. Therefore, the emissions from vehicles and stationary sources (for example, a natural gas heating system) are analyzed on a regional basis. The change in the number of trips generated by future growth in the Grand Central area is a small fraction of the total in the metropolitan region and is unlikely to significantly alter ozone concentrations.

Particulate matter smaller than 10 microns (PM₁₀)

Particulate matter, also known as soot, is emitted into the atmosphere from industrial facilities, power plants, construction activity, etc. Gasoline-powered vehicles do not produce any significant quantities of particulate emissions, however diesel-powered vehicles, especially heavy trucks and buses, do emit particulates. The average level of such particulates at 47th Street and Madison Avenue, was 10 percent above the national standard for 1990. The city is addressing

the problem by equipping diesel buses with pollution control devices and converting to buses that burn cleaner fuel.

Sulfur dioxides

Sulfur dioxide emissions are associated with the combustion of the sulfur containing fuels oil and coal. Significant quantities are not emitted from mobile sources.

Lead

Atmospheric lead concentrations have actually decreased in urban areas over the past decade as older cars are being replaced with ones that burn only lead-free fuel. Other sources of lead are industrial plants of which there are none in the Grand Central area.

POTENTIAL MITIGATION

Pedestrian Circulation

Both the mandatory elements governing street-level pedestrian circulation and the pedestrian network improvement plan requirement for a special permit build upon the intent of the Special Midtown District regulations to facilitate pedestrian flows and reduce pedestrian/vehicular conflicts. Multiple building entrances leading directly to the building lobby, through-block connections, building entrance recesses, sidewalk widenings and corner arcades all contribute to better pedestrian circulation. Head-in and head-out loading berths, limitations on curb cut widths and a prohibition on loading on 45th and 47th streets between Madison and Park avenues will reduce pedestrian/truck conflicts. Improvement of the underground pedestrian network will encourage greater usage and reduce pedestrian conflicts with general traffic.

The preliminary draft EIS for the 42nd Street Transitway found that traffic speeds along 42nd Street during midday hours were slower than either the morning or evening peaks even though the two peak periods had heavier volumes. This phenomenon was attributed to lunchtime pedestrian flows conflicting with traffic. The Department of City Planning's Transportation Division has recently released a

study recommending testing and implementation of an early pedestrian release phase at heavily congested intersections. Pedestrians and through-traffic would be allowed to cross earlier than turning vehicles which would be held by a red turn-arrow. This would allow the bulk of the pedestrians to cross the intersection before turning vehicles are released. Such a system could be implemented as part of the planned upgrading of the city's signalization system.

Grand Central Area Loading Improvements

Madison Yards/Depew Place

Grand Central Terminal is under severe constraints for loading operations. Metro North has undertaken a number of studies to improve material handling for the facility. Consultants found in one study that more than sixty percent of daily deliveries and collections at Grand Central Terminal are made by curbside parking and illegal double-parking. The rest of the loading is done from Lexington Avenue at the 43rd Street loading dock. Two main options have emerged from the studies to improve material handling for the terminal. One would be to more efficiently use the loading dock space along Depew Place which is currently shared by the Pan Am Building, Post Office and Graybar and owned by Metropolitan Life. The success of this strategy would depend on the cooperation of other property owners to manage the loading dock space but would be a relatively inexpensive option (about \$5 million) and would free up the 43rd street frontage for a grand entrance galleria as proposed in Metro North's Master Plan. The second option would be to utilize the Madison Yards — track space between Vanderbilt and Madison avenues which are no longer in use — as a vast underground materials handling space. Access from a two-way ramp on 47th Street would connect to the lower concourse level of the terminal. This would provide a 12-space loading facility for use both by the terminal and a new development at 383 Madison. It may also have potential to link into future developments on the MTA site or the Roosevelt Hotel site and provide a new pedestrian passageway as described above in the pedestrian plan. A drawback of this plan is its expense (about \$35 million) and that it may concentrate truck traffic at 47th and Madison, one of the more congested links in the area.

Service Vehicles

Another issue in the Grand Central area is the prevalence of illegal and double parking by cars and commercial vehicles. A major offender are service vehicles. The Department of City Planning's Transportation Division completed a study in February 1991 that recommended a range of strategies to facilitate the operations of service vehicles. Service vehicles, usually small trucks and vans used to transport and store parts and equipment necessary to perform installation, maintenance and repair tasks, are often ticketed when they park in "Loading and Unloading Only" zones or double-park. They typically park for a short amount of time and operators absorb tickets into the cost of doing business. However, their presence adds to the general congestion of the area and impedes the flow of other traffic. Two of the areas examined in DCP's study were East 41st and 42nd streets between Lexington and Madison and Vanderbilt Avenue between East 42nd and 47th streets. In both areas large portions of curb space are devoted to taxis and airport, express and local buses. The study found that signage prohibiting any standing from 7 am to 7 pm along the north side of 41st Street between Park and Lexington avenues was effectively ignored throughout the day. Since there is little alternative parking, the regulations are routinely disregarded. The study recommends a number of options. One would be to revise curb use regulations from "No Standing Except Trucks Loading and Unloading" to "No Standing Except Commercial Vehicles". Special license plates could be issued to service vehicles to legitimize the current situation. Another option would be to redirect deliveries and installation of equipment to more off-peak hours. This option is currently been under consideration by the City's Department of Transportation. Finally, stricter enforcement of existing regulations to deter private vehicles from utilizing curb space designated for commercial vehicles and enforcing time limits set for commercial vehicles using the loading zones could increase efficient curbside management.

ALTERNATIVES CONSIDERED FOR THE GRAND CENTRAL SUBDISTRICT

Broader Boundaries for the Subdistrict

As a result of discussions with the Municipal Art Society, the Department considered expanding the boundaries of the Subdistrict to provide a wider area and additional opportunities for transfer. After analysis of various options, the current proposal boundaries were deemed to best balance the desire to provide transfer opportunities while recognizing the unique characteristics of the Terminal and immediate area. The boundaries of the core area generally reflect the limits of the at- and below-grade pedestrian network and its proposed extensions. All sites within the core could be linked into this network. The wings include blockfronts that are either connected to or directly across the street from the pedestrian network. Further, the outer border of the wings is coincident with the C5-3 (15 FAR) zoning district, so that the Subdistrict proper is almost completely within the C5-3 zone.

The Subdistrict is intended not only to address Grand Central Terminal's unique position as a landmark but its unique character as a transportation center as well. Although the Subdistrict transfer provisions are applicable to any sites which become designated landmarks in the future (and have excess development rights), the Subdistrict also recognizes the singular functional position that Grand Central Terminal holds in the city.

The northern boundary of the Subdistrict (48th Street) coincides with the upper reaches of Metro North's proposed North End Access extension and marks the end of the pedestrian network. Between 48th and 50th streets are substantial office buildings which have a very low probability for redevelopment. At 50th Street on the east side of Park Avenue is St. Bartholomew's Church which has its own complement of excess development rights as a designated New York City landmark.

To the east of the Subdistrict lies Third Avenue which is essentially the border of the larger Special Midtown District and does not have connections to the pedestrian network. Further east are residential neighborhoods with low-scale midblocks. These neighborhoods are removed from the transit and pedestrian network of Grand Central. To the south of 41st Street are limited redevelopment opportunities in high density zones along the avenues. At 39th Street, the moderate density, residential Murray Hill neighborhood begins.

To the west is the Fifth Avenue Subdistrict with distinctly different goals from the Grand Central Subdistrict. Extending the Subdistrict along 42nd Street toward Times Square has also been explored. Analysis indicates that there are limited development opportunities between Fifth and Sixth avenues. Between Sixth and Eighth avenues lies the Theater Subdistrict which has its own provisions for transfer of development rights from designated landmark theaters.

The Department has concluded that the boundaries as proposed provide a clear nexus between the pedestrian circulation system and the transfer area.

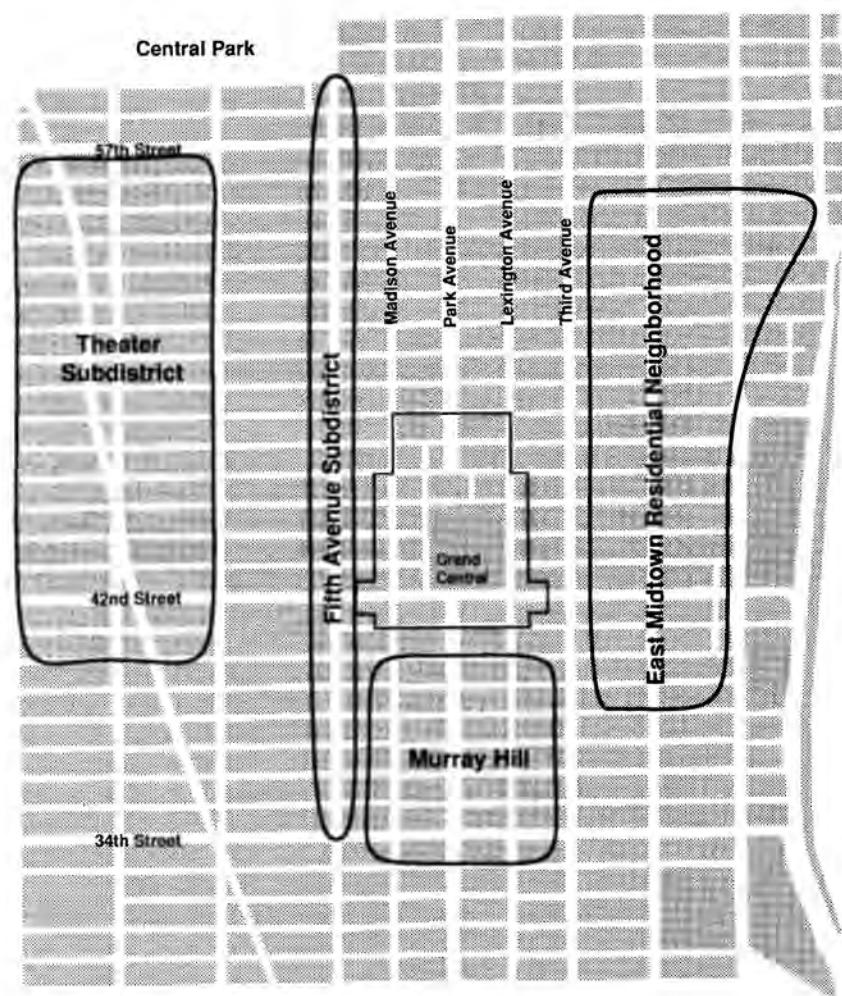


Figure 31. Surrounding Context

Floor Area Caps Above and Below 21.6 FAR

The Department also considered the possibility of floor area caps either greater or lesser than 21.6 FAR for core sites. The proposed cap of 21.6 FAR for special permit transfers in the core area grows out of the history of development in midtown Manhattan. Between 1961 and 1982 (when the Special Midtown District was enacted), the highest FAR permitted in the densest commercial zone through the incentive bonus program was 21.6 FAR. 21.6 FAR has also been the historic maximum for special permit transfers from landmarks in high density zones which theoretically have no maximum cap. As noted earlier in the discussion of Section 74-79 of the Zoning Resolution, all approvals of transfer of development rights applications by the City Planning Commission and Board of Estimate over the years have limited transfers to a maximum of 21.6 FAR in midtown Manhattan. As discussed in the previous section on urban design and neighborhood character, analysis confirms that 21.6 FAR should be the maximum on the typical development sites to be found in the Grand Central area. Above this limit, excessive concentrations of bulk and density appear and buildings would generally require waivers of the height and setback regulations of Midtown to accommodate all of the floor area on the zoning lot.

Establishing a cap much below 21.6 FAR creates a different issue. Many of the zoning lots in the Grand Central area are developed close to or at the permitted base 15 FAR. As indicated in Figure 32, over 30 percent of the lots in the Subdistrict are between 15 and 20 FAR. The median FAR of the 51 zoning lots in the Subdistrict is 14.0 FAR, and the mean FAR is 13.3. Therefore, as the cap is lowered the incentive to redevelop sites or enlarge existing buildings is reduced. Furthermore, more sites would have to participate in transfers to exhaust the available development rights. For instance, whereas four typical core sites and three typical wing sites could theoretically absorb over 1.6 million square feet of development rights within a 21.6 FAR cap, it would take eight similar core sites along with the three wing sites to absorb as many development rights at, for instance, 19.2 FAR (20 percent above the current maximum 16 FAR). The effect would be to make it more difficult to achieve the Subdistrict's goal of providing expanded opportunities for transfer.

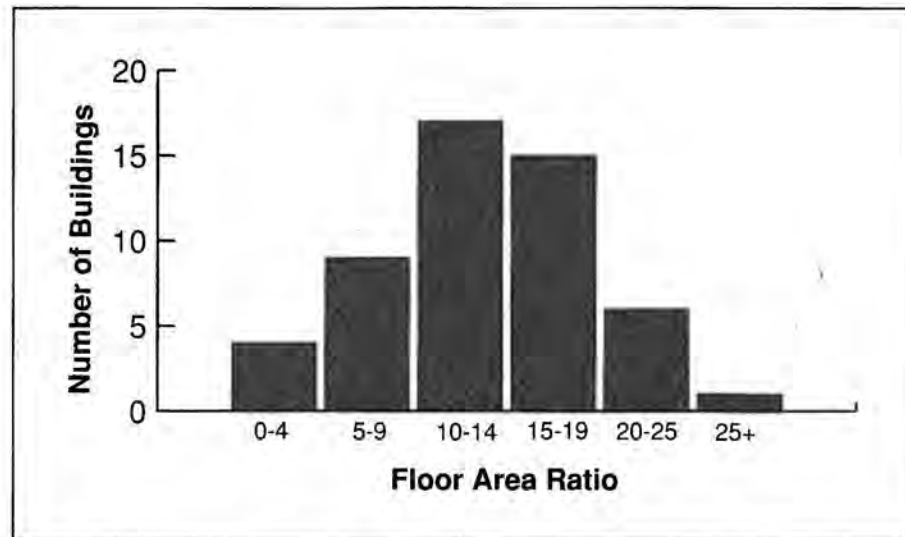


Figure 32. Distribution of Floor Area Ratios for Existing Buildings in the Grand Central Subdistrict

As-of-Right Transfers

The Department of City Planning staff has also explored the feasibility of permitting transfers on an as-of-right basis. As-of-right transfers would provide more predictability for future applicants in that they would eliminate the need for site specific environmental impact statements for each special permit transfer application. This approach would have required that a generic EIS be prepared for a "full build out" scenario for the proposed Subdistrict which would assume the transfer of substantially all of the development rights from Grand Central to sites within the Subdistrict.

Although different soft site assumptions would yield slightly different results, one would expect that a conservative environmental impact analysis of full build out would identify extensive transportation and air quality impacts in the district. This judgement is based upon the environmental sensitivity of the area as documented by the base line data generated for the 383 Madison environmental impact statement. As each transfer would involve not only a development decision but also a business transaction to buy the development rights from the Penn Central Corporation, it is almost impossible to predict the time frame in which these market interactions may occur or what future environmental conditions may be. Therefore, rather than allocate scarce city resources to the analysis of a highly speculative future build condition, the Subdistrict anticipates a site specific environmental review for each special permit application.

Appendix A

Applications Made for 74-79 Transfers

1. Transfer from 311 East 58th Street to Second Avenue between 58th and 59th Streets, approved 1972.
2. Transfer from Grand Central Terminal to Philip Morris building, C780404, approved 2/13/79.
3. Transfer from Amster Yard to 805 Third Avenue, C790329 ZSM, approved 6/17/80.
4. Transfer from India House to 7 Hanover Square, C810325 ZSM, approved 2/17/81.
5. Transfer from John Street Methodist Church to 33 Maiden Lane, C810570 ZSM, approved 6/28/82.
6. Transfer from Old Slip Police Station to Assay Site, C841070 ZSM, approved 10/25/84.
7. Transfer from 55 Wall Street to 60 Wall Street, 850321 ZSM, approved 6/18/85.
8. Transfer from Grand Central Terminal to 383 Madison Avenue, 870193 ZSM, denied 8/23/89.
9. Transfer from Rockefeller Center to Rockefeller West, 8990639 ZSM, approved 5/2/90.
10. Application for transfer from 452 Fifth Avenue (Knox Building) to 442, 448, 450 Fifth Avenue/4 West 40th Street (Republic National Bank), application withdrawn 11/80.
11. Application for transfer from St. Paul's Chapel to 47 Church Street, application withdrawn 4/88.

Appendix B

PEDESTRIAN NETWORK IMPROVEMENTS
Existing Conditions and Recommended Improvements
(Recommended Improvements in Italics)

SITE	SUBSURFACE	STREET LEVEL	VERTICAL CONNECTIONS
1276w	Subway connection (Shuttle) beneath 42nd Street west of Madison Avenue <i>Upgrade lighting and finishes</i>	None <i>Through-block connection</i>	Stair on s/s of 42nd St. (closed) Stair on n/s of 42nd St. (open p/t) <i>Open closed stair at s/s of 42nd Street</i>
1277e	Connection to Shuttle, Lincoln Building (closed), 41 East 42nd St., 51 East 42nd St., Philip Morris escalator, Vanderbilt Passageway and passageway to #4,5,6 and 7 subway lines <i>Upgrade lighting and finishes</i>	Through block connection from 42nd to 41st St. and to Madison Ave. Through block connection from Vanderbilt to Madison and 43rd St. <i>Multiple entrances/through block connections</i>	Stair on s/s of 42nd St. (closed) Stair to 41 East 42nd St. (open p/t) Stair to 51 East 42nd St. (open p/t) Stair to Lincoln Building (closed) Escalator at Philip Morris Building <i>Open closed stair at s/s of 42nd St. Provide new access to system on north side of 42nd St. Move connections at 41 E. 42nd, and 51 E. 42nd closer to Madison and consolidate with new system access.</i>
MTA/Yale Club	Vanderbilt passageway including connection to MTA building <i>Straighten and widen Vanderbilt Passageway. Upgrade finishes and lighting.</i>	Through block connection from Vanderbilt to Madison avenues <i>Multiple entrances/through block connections</i>	Stair to s/s of 45th Street Stair to lobby of MTA building <i>Consolidate access points and move closer to Vanderbilt Passageway</i>
Hotel Roosevelt	Vanderbilt Passageway including Roosevelt and MTA site connections Connection from Grand Central to s/s of 46th St., s/s of 45th St. (closed between 45th and 46th streets) <i>Open passageway between 45th and 46th streets</i>	Through block connection from 45th to 46th St. <i>Multiple entrances/through block connections</i>	Stair to Hotel Roosevelt on s/s of 46th St. (closed) <i>Move access point closer to Vanderbilt Passageway</i>

SITE	SUBSURFACE	STREET LEVEL	VERTICAL CONNECTIONS
383 Madison	None <i>Possible connection to North End Access</i> <i>Possible extension of Vanderbilt Passageway</i>	None <i>Through-block connection</i>	None <i>Access to North End Access near Madison Ave. and 47th St.</i> <i>Access to Vanderbilt Passageway extension</i>
Postum	None <i>Possible extension of Vanderbilt Passageway</i>	None <i>Through-block connection</i>	None <i>Access to Vanderbilt Passageway extension</i>
Manufacturers Hanover	None <i>Possible connection to North End Access</i>	Through-block connection from 47th St. to 48th St. and w/s of Park Ave. (open p/t) <i>None</i>	None <i>Access to North End Access near Madison Ave. and 47th Street</i>
Graybar	Subsurface passageway to #4,5,6 and 7 subway lines Subsurface connection to lower level tracks at Grand Central <i>Close passageway to subway station</i> <i>Upgrade lighting and finishes in lower track level connection</i>	Lobby connection from Lexington to Depew Place (open p/t) Through-block connection from Lexington to Grand Central Terminal <i>Upgrade through-block connection</i>	Two stairs to subway and lower track level <i>Close stair to subway</i> <i>Upgrade lighting and finishes in lower track level</i>
Bowery	Connection from to #4,5,6, and 7 subway lines to s/s of 42nd Street <i>None</i>	Through-block connection from 42nd to 41st St. (open p/t) <i>None</i>	Stair/escalator from #4,5,6 and 7 subway lines to s/s of Park Avenue <i>Exit should be entrance as well</i>

SITE	SUBSURFACE	STREET LEVEL	VERTICAL CONNECTIONS
Pershing Square*	Entrances from e/s of Park Avenue to 4,5,6 and 7 subway lines <i>Connection should be reconfigured to remedy unsafe conditions. Blind corners should be eliminated and redundant narrow corridors should be widened and consolidated. Lighting and finishes should be upgraded.</i>	None None	Two stairs from e/s of Park Avenue to #4,5,6 and 7 subway lines Stair from n/s of 41st St. to #4,5,6 and 7 subway lines <i>Existing stairs should be widened, straightened and consolidated Lighting and finishes should be upgraded</i>
Chrysler Building*	Chrysler Building passageways from Chrysler Building to #4,5,6 and 7 subway lines, Graybar subsurface passageways and Kent Building (closed)	Through block connection from Lexington to 42nd and 43rd St., and to Third Avenue (access from Lexington to Third closed)	Three stairs from Chrysler Building to Chrysler passageways Two stairs from Kent Building off Third Avenue to Chrysler passageways (closed)
Mobil Building*	Mobil Building passageways from s/s of 42nd Street to #4,5,6 and 7 subway lines	Through-block connection from Lexington Ave. to 42nd St. (open p/t)	Stair from s/s of 42nd St. to Mobil Building passageway Stair/escalator from s/s of 42nd St. to #7 subway line
Chanin Building*	Chanin Building passageway from lobby to #4,5,6 and 7 subway lines	Through-block connection from Lexington to 42nd St. (open p/t)	Stair from Chanin Building lobby to passageway
Park Avenue Atrium*	None	Through-block connection from 46th to 45th St. and from Depew Place to Lexington Ave; public atrium	None
Chemical Bank*	None	Through-block connection from 47th to 48th and e/s of Park Ave. (open p/t)	None
Bank of America*	Subsurface hall under Bank of America Connection to Vanderbilt Passageway, Grand Central, 43rd St., #4,5,6 and 7 subway lines	Through block connection from Vanderbilt to Madison avenues	Stair on n/s of 43rd St.
Philip Morris*	Connection to Shuttle, #4,5,6 and 7 subway lines	Covered pedestrian space/Whitney Museum (open p/t)	Escalator from s/s 42nd Street to subway

* not considered a potential redevelopment site

Appendix C

Grand Central Terminal Preservation Work Items

The following list identifies discrete work items that would fulfill the continuing maintenance of the landmark obligation for special permit transfers of development rights from Grand Central Terminal. The work items for all interior spaces except the Suburban Concourse and the Oyster Bar are taken from the Grand Central Master Plan which does not cover these two areas. Therefore, exterior work items and work items in the Suburban Concourse and the Oyster Bar are recommendations from Landmarks Preservation Commission staff.

WORK ITEMS ROOM BY ROOM

Entrance Vestibule and Ramp

The central passageway into Grand Central, located under the Park Avenue viaduct on 42nd Street, consists of a vestibule with a ramped floor that slopes from the street to the waiting room. The vestibule, doors and entrance ramp should be fully and meticulously restored by cleaning, repairing, or replacing in kind all historical features and by repainting the ceiling and cornice. The platform along the east wall should be removed to restore the original geometry of the room. Shop windows and doors should be restored to their original condition. The dedicatory inscription on the north wall is missing the letter "n". Original ceiling light fixtures should be relamped, cleaned and restored.

Waiting Room

The waiting room is the second largest volume in the Terminal and is the most lavishly orna-

mented. Currently, this space is undergoing complete restoration with the exceptions of the oak benches and their marble plinths. The existing benches and plinths need to be restored and new benches and plinths need to be fabricated and returned to the waiting room. Even a partial replacement of the benches would strongly reinforce the character of the room's 1913 design.

Express Concourse

This is the largest and most prominent interior space at Grand Central. In order to reclaim the original grandeur of the Express Concourse, it is recommended that the space be fully restored including the following specific recommendations:

Identify and repaint the original 1913 colors of the plaster cornice, lunette pediments and ornamental plaster bands at the ceiling.

Identify original metal finishes; refinish windows, window grilles, platform gates, and light fixtures.

Poultice-clean and polish all marble.

Restore the imitation Caen stone after ascertaining the forces acting to cause the cracks. Non-abrasively clean by tested methods with special attention to salt and metal staining. It may be impossible to repair badly damaged blocks in situ because of their special coloring and striated surfaces. Where damage is extensive enough to be cosmetically unacceptable, the entire block should be replaced with a prefabricated replica of identical composition, shape, and color.

Inactive cracks should be V-cut and tuck pointed with thermally compatible mortar.

The astrological ceiling painting, which is a 1945 copy of the original should be checked for soundness, cleaned and repaired. The background should be repainted and the mural itself should be restored and re-gold-leafed. All lamps in the "stars" should be restored and relamped with appropriate wattage and lenses.

The pink Tennessee marble floors should be restored and damaged pavers should be replaced with marble to match.

The beige Bottocino marble elements, including the wall dado and the grand stair and balcony railings, should be poultice-cleaned and restored.

Skylight diffusers at the north and south galleries should be repaired, restored and cleaned.

Massive bronze light fixtures should be cleaned and restored as required.

The clearstory lunette windows and grilles should be examined carefully and restored as required.

The monumental south windows, grilles, and corridors running between the inner and outer glazing, should be examined carefully and restored as required.

The travertine border around the Concourse's pink Tennessee marble floor should be cleaned and restored as required.

Incoming Station

This room is located northwest of the Express Concourse. Originally it was below the Biltmore Hotel which has subsequently been remodeled into an office building. The Tennessee marble floor is in poor condition. Causes of the floor cracking should be ascertained and the epoxy floor patches should be replaced with marble dutchman. Historically accurate reproduction doors installed in the east would increase the space's dignity and definition.

GRAYBAR PASSAGE

Extending from the northeast corner of the Express Concourse to Lexington Avenue, the Graybar passage features seven great transverse arches. These arches and the sidewalls are of coursed ashlar travertine. The floor is terrazzo. Ceilings in each bay are plaster groin vaults and are painted in "soft cloud effect" except for bay #3 which has a mural depicting scenes of American transportation. Ornamental bronze chandeliers hang from each bay.

The Graybar passage should be fully restored. This can be accomplished by a simple cleaning of all historic fabric, repairing and patching damaged material, restoring the vaulted ceiling, replacing the floor mirrors with historic material, solving the water leaks, re-opening the 43rd Street window, refinishing the light fixtures and restoring the entrance doors.

RAMP SYSTEM

The ramp system in Grand Central Terminal is a crucial component in the building's innovative circulation system. The major ramps include the one from 42nd and Vanderbilt to the Express level and the two original ramps between the Express and Suburban level. Minor ramps include the one from the waiting room to the 42nd Street entrance and the ones from the Oyster Bar vestibule to the Suburban Concourse.

Ramps should be restored, their marble walls should be restored and cleaned. The ramp floors of 6 x 6 red clay tiles should be restored. The southwest entrance lobby ramp at 42nd and Vanderbilt Avenue originally featured a rim of glass doors surrounding a double-story semi-circular lobby. This lost feature, as well as the windows facing the north taxi stand, should be restored to their 1913 configuration.

The ramps between the Express Concourse and

The Oyster Bar Vestibule have also been extensively remodeled. They were originally very dramatic spaces which sliced through the building. The original ramps should be restored. The minor ramps survive in a better state of preservation. They should be cleaned and restored. Their flooring tiles should be restored.

SUBURBAN CONCOURSE

This large space seems to be suffering from water leaks. The source of the leaks should be identified and contained. Decorative and plain plasterwork should be repaired and restored.

Plasterwork including friezes, frets and ceiling panels should be repainted in colors to match the originals.

New lighting and conduits should be removed from the ceiling and original lighting should be restored.

Cracks in the terrazzo floors should be structurally investigated and the terrazzo should be restored to original appearance.

Rockwood ceramic wall panels should be cleaned.

Marble walls and details including original drinking fountain should be restored and cleaned.

OYSTER BAR

The Guastavino tile ceilings should be examined, cleaned and restored. The red tile flooring should also be restored. The original wood and glass partitions and doors need to be restored and repainted to match original condition. The original fixtures such as the marble oyster bar and the chandeliers should be examined and restored. All plasterwork should be examined, repaired and repainted.

CAMPBELL APARTMENT

This small apartment which is currently used by the terminal security force as an office should be carefully examined and restored to its original appearance and configuration. Especially notable in the Campbell apartment is the carved woodwork and the wall and ceiling painted decoration.

EXTERIOR WORK ITEMS

Terminal's roof, flashing, parapets, skylights, roof drains and internal leaders should be inspected to ascertain that the building's water-shedding systems are functioning properly. Leaks into the Terminal could potentially be disastrous to the elaborate interior finishes.

The ornate bronze viaduct lampposts should be found, restored, reproduced if necessary, relamped and placed back in their original positions on the viaduct.

Exterior stone masonry should be checked for signs of deterioration or water penetration. Re-point or dutchman patch as required.

Exterior metal marquees should be examined, their original appearance and finish ascertained and restored.

All entrance doors, door hardware, transoms and accessory sidelights and side panels should be examined and restored and returned as closely as possible to original condition.

MECHANICAL SYSTEMS

All of the terminal's mechanical systems, especially the steam pipes which provide heating, should be replaced. Leaks from internal piping has resulted in a great deal of damage to the plaster and Caen stone surfaces. Grand Central continues to support an enormous inefficient grid of steam and hot water piping which once supplied 22 buildings, but now serves only 13.

Fresh water supply and drain pipes as well as bathroom fixtures should also be examined and replaced if they show signs of deterioration.

Electrical

The electrical distribution system varies in age from over 75 years for the 25Hz and DC systems, and over 50 years for much of the 60Hz system. Much of the electrical distribution system is nearing the end of its useful life and should be replaced. Many of the switchboard rooms have become cluttered with wall-mounted disconnect switches and meters, for there has not been an opportunity to consolidate these items in a switchboard. The buswork in many of the switchboard rooms are exposed. Enclosure of the buswork is required by code. Some of the switchboards and cabling have deteriorated to the point where replacement is a high priority.

Ventilation and Air Conditioning

The terminal's original design was highly dependent upon natural ventilation. Archaic DC motors run fans at half speed because staff is concerned about motor failure at full speed. Replacement of the existing HVAC system is necessary if the Terminal is to meet current ventilation standards.

INDIVIDUAL FEATURES AND MATERIALS

The bronze windows and grilles should be restored. The conservator would be need to work with bronze patina and to outline campaign of restoration/conservation.

The ornate bronze grilles should be restored by a conservator.

All marble floors and wall coverings should be cleaned and repaired as necessary. New marble to match old should be used in areas where old material has been lost or badly damaged.

All travertine pavement, trim and walls should be cleaned and repaired as necessary. New travertine should match old and be used in areas where old material has been lost or badly damaged.

Much of the terminals inner walls is clad with Caen stone which is actually an artificial stone with very special properties. This material is damaged in places and should be consolidated, restored and, where necessary, replaced in kind.

Terrazzo should be restored and replaced in kind where needed.

The Guastavino tile should be checked for soundness, cleaned and repaired as necessary.

Decorative plaster should be checked for soundness. Paint analysis should be done and the plaster should be patched, restored and painted.

The sky mural over concourse should be cleaned and restored as required.

The ceiling murals in the Graybar Passageway should be cleaned and restored as required.

The wall and ceiling murals in the Campbell Apartment should be restored.

Ceiling lamps should be cleaned, re-wired as necessary and restored.

The information kiosk clock and bronzework could be cleaned and restored.

The ticket counters should be restored to original configuration.

The elevators should be overhauled.

Structural trusswork should be inspected and repaired or reinforced as required.

Appendix D

Open Space in the Grand Central Area

MAP NO.	BUILDING NAME ADDRESS	TYPE OF OPEN SPACE	ACCESSIBILITY	SIZE	FEATURES
1.	Tishman Building 666 Fifth Avenue	passive, covered pedestrian arcade	24 hours	6,534	—
2.	Harper & Row 10 E. 53rd Street	passive plaza, arcade	24 hours	6,695	seating around potted shrubbery
3.	Park Ave Plaza 46 E. 53rd Street	passive, glass enclosed through-block arcade	8am-10pm daily	13,000	chairs, tables, trees, fountain, public bathrooms
4.	Seagram Building 375 Park Avenue	passive, plaza	24 hours	16,243	seating, fountains
5.	875 Third Avenue	Passive, covered pedestrian space, plaza (under const.)	24 hours	11,945	subway access, planting, seating, tables and chairs
6.	Pahlavi Building 650 Fifth Avenue	passive, covered pedestrian space	7am-midnight	4,792	seating, tables, chairs, trees
7.	Olympia Tower 645 Fifth Avenue	passive, covered pedestrian space	7am-midnight	8,715	seating, plants, fountain, retail
8.	Eastco 40 E. 52nd Street	passive, plaza	24 hours	4,125	seating, trees
9.	345 Park Avenue	passive, plaza	24 hours	31,406	trees, benches, flags
10.	150 E. 52nd Street	passive, plaza	24 hours	6,000	marble benches, trees
11.	Greenacre Park	passive, pocket park	closed in winter	4,072	trees, shrubs, seating
12.	St. Patricks 51st at Fifth Avenue	passive, steps	24 hours	32,234	shrubs, seating on steps
13.	Palace Hotel/Villard House 457 Madison Avenue	passive, plaza	24 hours	5,419	potted trees
14.	560 Lexington Avenue	passive, covered plaza	24 hours	10,752	subway access, benches, brick paving
15.	Random House 825 Third Avenue	passive, plaza	24 hours	3,970	cafe
16.	Rockefeller Center 48-51st sts. between 5th and 6th avenues	mostly passive, plaza, skating rink	24 hours	36,155	seating, planing, flowers, ice skating
17.	Marine Midland Bank 437 Madison Avenue	passive, sunken plaza	24 hours	10,890	shrubs, seating
18.	800 Third Avenue	passive, plaza, arcade, widened sidewalk	24 hours	8,365	potted trees
19.	Crystal Pavilion 805 Third Avenue	passive, covered pedestrian space	8am-11pm Mon-Sat	3,736	chairs, tables, restrooms
20.	Sinclair Building 8 W. 49th Street	passive, plaza	24 hours	1,475	—

MAP NO.	BUILDING NAME ADDRESS	TYPE OF OPEN SPACE	ACCESSIBILITY	SIZE	FEATURES
21.	Tower 49 12 E. 49th Street	passive, plaza	24 hours	10,890	seating, trees
22.	Cosmopolitan 141 East 48th Street	passive, plaza	24 hours	2,761	seating, trees
23.	Continental Illinois 520 Madison Avenue	passive, plaza	24 hours	7,963	trees, seating
24.	Wang Building 780 Third Avenue	passive, plaza	24 hours	6,627	trees, benches, cafe
25.	U.S. Plywood 777 Third Avenue	passive, plaza, ar- cade	24 hours	11,922	---
26.	Celanese Building 1201 Sixth Avenue	passive, plaza, through-block	24 hours	29,395	shrubs
27.	Chemical Bank 277 Park Avenue	passive, indoor space		13,491	trees, fountains, seat- ing
28.	767 Third Avenue	passive/active, plaza	24 hours	18,133	play area, benches, tables, chairs
29.	885 Second Avenue	passive, plaza	24 hours	13,572	trees, seating
30.	575 Fifth Avenue	passive, covered pedestrian space	7am-midnight	3,819	tables, chairs
31.	245 Park Avenue	passive, plaza, ar- cade	24 hours	33,236	trees, flags, seating on steps
32.	747 Third Avenue	passive, plaza	24 hours	6,811	seating, paving
33.	2 Dag Hammarskjold 866 Second Avenue	passive, plaza	24 hours	2,250	planting, seating
34.	IPC 1166 Sixth Avenue	passive, plaza	7am-7pm Sept-May 7am-8:30pm May- Sept	37,897	benches, tables, chairs, fountain, plant- ing, sculpture
35.	320 E. 46th Street	passive, plaza	24 hours	9,798	seating, trees, fountain
36.	The Delegate 301 E. 45th Street	passive, plaza	24 hours	1,460	---
37.	The Lausanne 333 E. 45th Street	passive, plaza	24 hours	3,211	shrubs, trees, benches
38.	1155 Sixth Avenue	passive, plaza	24 hours	9,432	benches, trees, lights
39.	Grand Central Tower 145 E. 44th Street	passive, plaza, ar- cade	24 hours	5,000	seating
40.	1133 Sixth Avenue	passive, plaza	24 hours	5,176	---
41.	685 Third Avenue	passive, widened sidewalk	24 hours	7,570	seating, trees, conces- sion
42.	International Plaza 301 E. 43rd Street	passive, plaza	24 hours	3,347	trees, benches, bike rack
43.	Grace Plaza 1114 Sixth Avenue	passive, plaza	24 hours	25,942	seating, trees, flags
44.	CUNY Passageway 33 W. 42nd Street	passive, passage	24 hours	8,871	sculptures
45.	5 E. 42nd Street	passive, plaza	24 hours	1,524	---

MAP NO.	BUILDING NAME ADDRESS	TYPE OF OPEN SPACE	ACCESSIBILITY	SIZE	FEATURES
46.	Xerox Building 675 Third Avenue	passive, plaza	24 hours	1,997	planting
47.	Bryant Park	passive, park	closed for reconstruction	218,513	benches, trees, concessions
48.	New York Public Library	passive, steps	24 hours	18,415	steps, vendors
49.	Philip Morris 50 E. 42nd Street	passive, covered pedestrian space	7:30am-9:30pm Mon-Sat 11am-7pm Sun	8,551	tables, chairs, Whitney Museum
50.	Harley Hotel 214 E. 42nd Street	passive, plaza	24 hours	3,040	seating, trees, lighting
51.	WPIX Plaza E. 42nd Street	passive, plaza	24 hours	3,507	trees, benches
52.	101 Park Avenue	passive, plaza	24 hours	16,451	trees, seating
53.	Blue Cross/Blue Shield 622 Third Avenue	passive, through block arcade	8am-10pm May-Nov 8am-6pm Nov-April	27,651	trees, concession
54.	Continental Conco 633 Third Avenue	passive, plaza	24 hours	1,100	---
55.	The Marlboro 245 E. 40th Street	passive, plaza, arcade	24 hours	8,153	---
56.	445 Fifth Avenue	passive, plaza	24 hours	2,263	seating, planting
57.	90 Park Avenue	passive, widened sidewalk	24 hours	2,964	seating around trees
58.	600 Third Avenue	passive, plaza, arcade	24 hours	11,134	trees
59.	605 Third Avenue	passive, plaza	24 hours	8,795	---
60.	560 Third Avenue	passive, plaza	9am-9pm	6,632	seating
61.	425 Lexington	passive, plaza, widened sidewalk	24 hours	7,000	seating, trees
62.	New York Telephone 235 E. 37th Street	passive, plaza, arcade	24 hours	9,933	planting
63.	Eastgate 222 E. 39th Street	passive, plaza	24 hours	4,400	---
64.	The Whitney 307 E. 38th Street	passive, plaza	24 hours	3,660	seating, planting
65.	The Churchill 728 Second Avenue	passive, plaza	24 hours	13,750	planting, seating
66.	Tudor City Parks	active, playground	dawn to dusk	18,300	playgrounds, seating
67.	Park Avenue Atrium 466 Lexington Avenue	passive, atrium	Bldg. hours	28,664	tables, chairs, fountain, planting
68.	Manufacturers Hanover 270 Park Avenue	passive, plaza	24 hours	6,000	---
69.	420 Fifth Avenue	passive, plaza	24 hours	3,765	planting, seating, trees
70.	McGraw Hill 1221 Sixth Avenue	passive, plaza	24 hours	28,613	seating

MAP NO.	BUILDING NAME ADDRESS	TYPE OF OPEN SPACE	ACCESSIBILITY	SIZE	FEATURES
71.	J.P. Stevens	passive, plaza	24 hours	16,135	planting, seating
72.	Lever House 390 Park Avenue	passive, partially covered plaza	24 hours	14,375	seating around potted plants
73.	Paley Park	passive, pocket park	24 hours	3,050	tables, chairs, fountain, planting

Appendix E

Proposed Zoning Text

Matter in Double Underline is new;

Matter in ~~Strikeout~~ is old, to be omitted;

Matter in *italics* is defined in Section 12-10, 81-261, 81-271, or 81-631;

*** indicates where unchanged text appears in the Zoning Resolution.

CHAPTER 1

SPECIAL MIDTOWN DISTRICT

81-00 GENERAL PURPOSES

The "Special Midtown District" established in this Resolution is designed to promote and protect public health, safety and general welfare. These general goals include, among others, the following specific purposes:

- (1) To expand and enhance the pedestrian circulation network connecting Grand Central Terminal to surrounding development, to minimize pedestrian congestion and to protect the area's special character.
- (+) (m) To provide freedom of architectural design within limits established to assure adequate access of light and air to the street, and thus to encourage more attractive and economic building forms without the need for special development permissions or "negotiated zoning".
- (m) (n) To promote the most desirable use of land and building development in accordance with the District Plan for Midtown and thus conserve the value of land and buildings and thereby protect the City's tax revenues.

81-04

Subdistricts

In order to carry out the purposes and provisions of this Chapter, ~~three~~ four special subdistricts are established within the *Special Midtown District*. In each of these subdistricts certain special regulations apply, which do not apply in the remainder of the *Special Midtown District*. The subdistricts are outlined on Map 1 (Special Midtown District and Subdistricts) in Appendix A.

The subdistricts, together with the sections of this Chapter specially applying to each, are as follows:

Sections Having Subdistricts Special Application

<u>The Grand Central Subdistrict</u>	<u>81-60</u>
The Theatre Subdistrict	81-70
The Fifth Avenue Subdistrict	81-80
The Preservation Subdistrict	81-90

The subdistricts are also subject to all other regulations of the *Special Midtown District*, and the underlying districts, except as otherwise specifically provided in the subdistrict regulations themselves.

81-211

Maximum floor area ratio for non-residential or mixed buildings

MAXIMUM FLOOR AREA ALLOWANCES FOR SPECIFIED FEATURES
AND MAXIMUM FLOOR AREA RATIOS BY UNDERLYING DISTRICTS

MAXIMUM FLOOR AREA RATIO (FAR)

Means for Achieving Permitted FAR Levels on a Zoning Lot						<u>GRAND CENTRAL SUBDISTRICT</u>	
	C5P	C6-4 C6-5 M1-6	C5-2.5 ² C6-4.5 C6-5.5 C6-6.5	C6-7T	C5-3 ² C6-6 C6-7	C5-2.5	C5-3
A. Basic Maximum FAR	8.0	10.0	12.0	14.0	15.0	<u>12.0</u>	<u>15.0</u>
B. Maximum As-of-Right Floor Area Allowances:							
—Urban plaza (Section 81-23)	—	1.0 ¹	1.0 ¹	—	1.0	<u>—</u>	<u>—</u>
C. Maximum FAR with As-of-Right Incentives	8.0	11.0 ¹	13.0 ¹	14.0	16.0	<u>12.0</u>	<u>15.0</u>
D. Maximum Special Permit Floor Area Allowances: (District-Wide Incentives)							
—Subway station improvement (Section 81-53)	—	2.0 ¹	2.4 ¹	—	3.0	<u>2.4</u>	<u>3.0</u>
E. Maximum Total FAR with District-Wide and As-of-Right Incentives	8.0 ²	12.0 ¹	14.4 ¹	14.0	18.0 ²	<u>14.4</u>	<u>18.0</u>
F. Maximum As-of-Right Floor Area Allowances in Theatre Subdistrict: Except in Theater Subdistrict Core							
—Theatre retention (Section 81-744)	—	1.0 ¹	1.0 ¹	—	1.0	<u>—</u>	<u>—</u>

—Through block galleries (Section 81-748)	—	1.0 ¹	1.0 ¹	—	1.0	<u>—</u>	<u>—</u>
G. Maximum Special Permit Floor Area Allowances in Theatre Subdistrict:							
—Rehabilitation of listed theatre (Section 81-745)	—	4.4	2.4	2.8	3.0	<u>—</u>	<u>—</u>
H. Maximum Total FAR with Theatre Subdistrict Incentives, District-Wide Incentives and As-of-Right Incentives							
8.0 ²	14.4	14.4	16.8	18.0 ²		<u>14.0</u>	<u>18.0</u>
I. Maximum FAR of a lot containing non-bonusable landmark (Section 74-711 or As-of-Right)							
8.0	10.0	12.0	14.0	15.0		<u>12.0</u>	<u>15.0</u>
J. Maximum FAR of a lot containing bonusable landmark (Section 74-712)							
—	—	—	—	18.0		<u>—</u>	<u>—</u>
K. Development rights (FAR) of a landmark "granting" lot for transfer purposes^{3,5}							
8.0 ³	10.0 ³	13.0 ^{3,4}	14.0 ³	16.0 ³		<u>12.0</u>	<u>15.0</u>
L. Maximum amount of transferable development rights (FAR) from landmark zoning lot that may be utilized on							
<u>(a) an "adjacent" receiving lot⁵ (Section 74-79)</u>	1.6	2.0	2.4	No Limit	No Limit	<u>2.4</u>	<u>No Limit</u>
<u>(b) on a "receiving lot" within Grand Central Sub-district(Section 81-635)</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>1.0</u>	<u>1.0</u>
<u>(c) on a "receiving lot" within Grand Central Subdistrict (Section 81-636)</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>6.6</u>

M. Maximum total FAR with transferred development rights from landmark zoning lot, Theatre Subdistrict Incentives, District-Wide Incentives and As-of-Right Incentives

<u>9.6</u>	<u>14.4</u>	<u>14.4</u>	<u>16.8</u>	<u>No Limit</u>	<u>15.4</u>	<u>No Limit⁶</u>
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- ¹ Not available for zoning lots located wholly within Theatre Subdistrict Core.
- ² ~~May be exceeded in the case of zoning lots with development rights transferred from landmark sites.~~
Outside of the Grand Central Subdistrict.
- ³ Less the total floor area of existing buildings on the landmark zoning lot.
- ⁴ 12.0 in portion of C6-5.5 District in Theatre Subdistrict Core.
- ⁵ Applicable only where landmark zoning lot is separate from "adjacent" receiving lot.
- ⁶ Except on a "receiving lot" in the Grand Central Subdistrict (Section 81-636).

81-212
Special provisions for transfer of development rights from landmark sites

Within the Grand Central Subdistrict, any transfer of development rights from a landmark site may be made pursuant to either Section 74-79 or Section 81-63, but not both.

81-23
Floor Area Bonus for Urban Plazas

(4) There shall be no floor area bonus for an urban plaza on zoning lots in the Grand Central Subdistrict.

81-25
General Provisions Relating to Height and Setback of Buildings

An applicant for plan approval by the Department of Buildings may elect to be governed by the provisions of either Section 81-26 (Height and Setback Regulations — Daylight Compensation) or

Section 81-27 (Alternate Height and Setback Regulations — Daylight Evaluation) in addition to the provisions of this Section.

Within the Grand Central Subdistrict, if a development or enlargement elects to be governed by Section 81-26 (Height and Setback Regulations-Daylight Compensation), encroachment shall not be counted for any portion of the building below 150 feet above curb level along Park, Lexington, Madison or Vanderbilt Avenues, 42nd Street, and Depew Place or along the required length of the frontage from the corner along the narrow street. For such development or enlargement, Section 81-262 (Maximum height of front wall at the street line) shall not be applicable. If the development or enlargement elects to be governed by Section 81-27 (Alternate Height and Setback Regulations-Daylight Evaluation), the computation of daylight evaluation shall not include any daylight blockage, daylight credit, profile daylight blockage or available daylight for any portion of the building below the height of 150 feet above curb level. The score required by Section 81-274 paragraph (i) shall be applicable.

This Section sets forth the provisions which are common to both sets of regulations.

81-253

Special provisions for Grand Central, Theatre, Fifth Avenue, and Preservation Subdistricts

The provisions of Section 81-26 (Height and Setback Regulations) and 81-27 (Alternate Height and Setback Regulations) are supplemented and modified by special provisions applying in the Fifth Avenue Subdistrict, as set forth in Section 81-81 (General Provisions) and Section 81-83 (Special Street Wall Requirements), ~~or~~ in the Theatre Subdistrict as set forth in Section 81-71 (General Provisions) and Section 81-75 (Special Street Wall and Setback Requirements), or in the Grand Central Subdistrict, as set forth in Section 81-61 (General Provisions), 81-631 (Special street wall requirements) and 81-632 (Special height and setback requirements).

81-60 81-06

Applicability of Article VII Provisions

81-61 81-061

Applicability of Chapter 3 of Article VII

81-62 81-062

Applicability of Chapter 4 of Article VII

81-63 81-063

Regulations for developments or enlargements on lots divided by district boundaries, within or partially with the Theatre Subdistrict

81-64 81-064

Inapplicability of provisions for height and setback modifications in large-scale residential developments

81-65 81-065

Inapplicability of provisions for height and setback modifications in large-scale community facility developments

81-66 81-066

Special permit modifications of Section 81-40 and Section 77-00

81-60 SPECIAL REGULATIONS FOR THE GRAND CENTRAL SUBDISTRICT

81-61

General Provisions

In order to preserve and protect the character of the Grand Central Subdistrict, as well as to expand and enhance the Subdistrict's extensive pedestrian network, special regulations are set forth governing urban design and streetscape relationships, the transfer of development rights from landmarks, and the improvement of the surface and subsurface pedestrian circulation network.

The regulations of Sections 81-60 (Special Regulations for the Grand Central Subdistrict) are applicable only in the Grand Central Subdistrict, the boundaries of which are shown on Map 1 (Special Midtown District and Subdistricts) in Appendix A. These regulations supplement or modify the provisions of this Chapter applying generally to the *Special Midtown District*, of which this Subdistrict is a part.

Pursuant to the provisions in Section 81-212 (Special provisions for transfer of development rights from landmark sites), transfer of development rights from landmark sites may be allowed pursuant to Section 81-64 (Transfer of Development Rights from Landmark Sites).

The provisions of Section 81-23 (Floor Area Bonus for Urban Plazas) are inapplicable to any develop-

ment or enlargement located within the Grand Central Subdistrict.

81-62

Definitions

Definitions applicable to Section 81-60 through Section 81-645 are defined in this section.

Landmark Building

A "landmark building" or other structure shall include any structure designated as a landmark pursuant to the New York City Charter, but shall not include those portions of zoning lots used for cemetery purposes, statues, monuments or bridges. No transfer of development rights is permitted pursuant to this Section from those portions of zoning lots used for cemetery purposes, or any structures within historic districts, statues, monuments or bridges.

Granting Lot

A "granting lot" is a zoning lot which contains a landmark building or other structure. Such granting lot may transfer development rights pursuant to Sections 81-644 or 81-645 provided that 50 percent or more of the lot area is within the boundaries of the Grand Central Subdistrict.

Receiving Lot

A "receiving lot" is a zoning lot to which development rights of a granting lot are transferred. Such receiving lot may receive a transfer of development rights pursuant to Sections 81-644 or 81-645 provided that 50 percent or more of the receiving lot is within the boundaries of the Grand Central Subdistrict and provided that it occupies frontage on Madison or Lexington Avenues or 42nd Street if such receiving lot is west of Madison Avenue or east of Lexington Avenue.

81-63

Special Bulk and Urban Design Requirements

In addition to the requirements set forth in Section 81-25 (General Provisions Relating to Height and Setback of Buildings) and Section 81-40 (MANDATORY DISTRICT PLAN ELEMENTS), the provisions of this Section shall apply to a development or enlargement having 50 percent or more of its zoning lot area within the Grand Central Subdistrict. For the purposes of this Chapter, all such zoning lots shall be deemed to be entirely within the Subdistrict. If any of the provisions of Sections 81-25, 81-40 and 81-63 are in conflict, the regulations of this Section shall govern.

81-631

Special street wall requirements

The requirements of Section 81-43 (Street Wall Continuity Along Designated Streets) shall be applicable within the Subdistrict, except that the street wall of any development or enlargement within the Subdistrict shall be within 10 feet of the street line of Park, Lexington, Madison and Vanderbilt Avenues or of Depew Place. On 42nd Street, the street wall shall be at the street line. The length of the required street wall shall be at least 80 percent of the length of the front lot line measured at 120 feet above curb level. The minimum height of such street walls on the above mentioned streets shall be 120 feet above curb level or the height of the building, whichever is less, and the maximum height shall be 150 feet above curb level. On corner lots located on the above mentioned streets, the required street wall shall extend 125 feet from the intersection of two streets or the full length of the street line along the narrow street, whichever is less.

81-632**Special height and setback requirements**

All developments or enlargements within the Subdistrict shall be subject to the provisions of Section 81-26 (Height and Setback Regulations-Daylight Compensation) or Section 81-27 (Alternate Height and Setback Regulations-Daylight Evaluation) except that:

- (a) if the owner of a development or enlargement elects to be governed by Section 81-26 (Height and Setback Regulations-Daylight Compensation), encroachment shall not be counted for any portion of the building below 150 feet above curb level along Park, Lexington, Madison or Vanderbilt Avenues, 42nd Street, and Depew Place or along the required length of the frontage from the corner along the narrow street. For such development or enlargement, Section 81-262 (Maximum height of front wall at the street line) shall not be applicable; and
- (b) if the owner of a development or enlargement elects to be governed by Section 81-27 (Alternate Height and Setback Regulations-Daylight Evaluation), the computation of daylight evaluation shall not include any daylight blockage, daylight credit, profile daylight blockage or available daylight for any portion of the building below the height of 150 feet above curb level. The score required by Section 81-274 paragraph (i) shall be applicable.

81-633**Building lobby entrance requirements**

Building lobby entrances for developments or enlargements shall be required on each street frontage of the zoning lot where such street frontage is greater than 75 feet in length, except that if a zoning lot has frontage on more than two streets, building entrances shall be required only on two street frontages.

Each required building entrance shall lead directly to the building lobby. For developments or enlargements on through lots, required building entrances on such frontages shall be connected with a through-block connection located within the building, and subject to Section 81-462 (Design standards for a through-block connection). The required through-block connection shall be considered as pedestrian circulation space, meeting the requirements of Section 81-45 (Provision of Pedestrian Circulation Space) if it is more than 50 feet from the nearest north/south street or Depew Place.

Each required building entrance shall include a building entrance recess as defined in Section 81-451 (Design standards for pedestrian circulation spaces), except that for developments or enlargements with frontage on Madison or Lexington Avenues or 42nd Street, the length of a building entrance recess shall not be greater than 40 feet parallel to the street line and there may be only one building entrance recess area on each such street frontage.

81-634**Curb cut restrictions and loading berth requirements**

In addition to the provisions of Section 81-44 (Curb Cut Restrictions), for a through lot, the required loading berth shall be arranged so as to permit head-in and head-out truck movements to and from the zoning lot. The maximum width of any curb cut (including splays) shall be 15 feet for one-way traffic and 25 feet for two-way traffic. Curb cuts shall not be permitted on 47th Street between Park and Madison Avenues or on 45th Street between Depew Place and Madison Avenue.

81-635**Pedestrian circulation space requirements**

Any development or enlargement within the Subdistrict shall be subject to the provisions of Section

81-45 (Provision of Pedestrian Circulation Space), Section 81-47 (Off-street Relocation or Renovation of a Subway Stair) and Section 81-49 (Off-street Improvement of Access to Rail Mass Transit Facility) except that:

- (a) no arcade shall be allowed for any development or enlargement within the Subdistrict; and
- (b) within the Subdistrict, a sidewalk widening along the frontage facing an avenue of a development or enlargement shall be allowed only if the length of such sidewalk widening extends for the length of the full block front.

81-64

Transfer of Development Rights from Landmark Sites

81-641

Requirements for application

In addition to the Land Use Review application requirements, an application filed with the City Planning Commission for certification pursuant to Section 81-644 (Transfer of development rights by certification) or special permit pursuant to Section 81-645 (Transfer of development rights by special permit) shall be made jointly by the owners of the granting lot and receiving lot and shall include:

- (a) site plan and zoning calculations for the granting lot and receiving lot;
- (b) a program for the continuing maintenance of the landmark;
- (c) a report from the Landmarks Preservation Commission;
- (d) for developments or enlargements pursuant to Section 81-645, a plan of the required pedestrian network improvement; and
- (e) any such other information as may be required by the City Planning Commission.

A separate application shall be filed for each transfer of development rights to an independent receiving lot pursuant to Section 81-64 (Transfer of Development Rights from Landmark Sites).

81-642

Conditions and limitations

The transfer of development rights from a granting lot to a receiving lot pursuant to Section 81-64 shall be subject to the following conditions and limitations:

- (a) the maximum amount of floor area that may be transferred from any granting lot, shall be the maximum floor area allowed by Section 33-120.5 for commercial buildings on said landmark zoning lot, as if it were undeveloped, less the total floor area of all existing buildings on the landmark zoning lot.
- (b) for each receiving lot, the floor area allowed by the transfer of development rights under Section 81-64 shall be in addition to the maximum floor area allowed by the district regulations applicable to the receiving lot.
- (c) each transfer, once completed, shall irrevocably reduce the amount of floor area that may be developed on the granting lot by the amount of floor area transferred. If the landmark designation is removed, the landmark building is destroyed or enlarged, or the landmark granting lot is redeveloped, the granting lot may only be developed up to the amount of permitted floor area as reduced by each transfer.

81-643

Transfer instruments and notice of restrictions

The owners of the granting lot and the receiving lot shall submit to the City Planning Commission a copy of the transfer instrument legally sufficient in both form and content to effect such a transfer. Notice of the restrictions upon

further development of the granting lot and the receiving lot shall be filed by the owners of the respective lots in the Office of the Register of the City of New York (County of New York), a certified copy of which shall be submitted to the City Planning Commission.

Both the instrument of transfer and the notice of restrictions shall specify the total amount of floor area transferred and shall specify by lot and block numbers, of the lots from which and the lots to which, such transfer is made.

81-644

Transfer of development rights by certification

(a) Within the Grand Central Subdistrict, the City Planning Commission may allow by certification:

(1) a transfer of development rights from a granting lot to a receiving lot in an amount not to exceed an FAR of 1.0 above the basic maximum floor area ratio allowed by the applicable district regulations on the receiving lot, provided that a program for the continuing maintenance of the landmark approved by the Landmarks Preservation Commission has been established; and

(2) in conjunction with such transfer of development rights, modification of the provisions of Section 77-02 (Zoning Lots not Existing Prior to Effective Date or Amendment of Resolution), Section 77-21 (General Provisions), Section 77-22 (Floor Area Ratio) and Section 77-25 (Lot Area or Floor Area Requirements) as follows:

(a) For any receiving lot, whether or not it existed on December 15, 1961 or any applicable subsequent amendment thereto, floor area or

rooms permitted by the applicable district regulations which allow a greater floor area ratio may be located on a portion of such receiving lot within a district which allows a lesser floor area ratio, provided that the amount of such floor area or rooms to be located on the side of the district boundary permitting the lesser FAR or number of rooms shall not exceed 20 percent of the basic maximum floor area ratio or rooms of the district in which such bulk is to be located.

81-645

Transfer of development rights by special permit

(a) Within the portion of the Subdistrict bounded by East 41st Street, East 48th Street, Lexington and Madison Avenues (the Grand Central Subdistrict Core Area as shown on Map 1 in Appendix A), the City Planning Commission may permit:

(1) a transfer of development rights from a granting lot to a receiving lot in an amount not to exceed on FAR of 6.6 above the basic maximum floor area ratio allowed by the applicable district regulations on the receiving lot; and

(2) modifications of the provisions of Section 77-02 (Zoning Lots not Existing Prior to Effective Date or Amendment of Resolution), Section 77-21 (General Provisions), Section 77-22 (Floor Area Ratio) and Section 77-25 (Lot Area or Floor Area Requirements) for any zoning lot, whether or not it existed on December 15, 1961 or any applicable subsequent amendment thereto, floor area or rooms permitted by the district regulations which allow a greater floor

area ratio may be located within a district which allows a lesser floor area ratio; and

- (3) the modification of bulk regulations except floor area ratio and height and setback regulations.
- (b) A special permit for the transfer of development rights to a receiving lot shall be subject to the following findings:
- (1) that a program for the continuing maintenance of the landmark approved by the Landmarks Preservation Commission has been established;
- (2) that the improvement to the surface and subsurface pedestrian circulation network provided by the development increases public accessibility to and from Grand Central Terminal pursuant to the requirements set forth in paragraph (c) below;
- (3) that the modification of bulk regulations, regulations governing zoning lots divided by district boundaries, or the permitted transfer of floor area will not unduly increase the bulk of any new development or enlargement on the receiving lot, density of population, or intensity of use on any block to the detriment of the occupants of buildings on the block or on nearby blocks;
- (4) that the streetscape, the site design and the location of building entrances contribute to the overall improvement of pedestrian circulation within the Subdistrict and minimize pedestrian congestion on surrounding streets; and
- (5) that any disadvantages to the surrounding area caused by reduced access of light and air will be more than offset by the advantages of the landmark's

preservation to the local community and the City as a whole;

The Commission may prescribe appropriate conditions and safeguards to minimize adverse effects on the character of the surrounding area.

- (c) As a condition for granting a special permit pursuant to Section 81-645 (Transfer of development rights by special permit), the design of the development or enlargement shall include a major improvement to the surface and/or subsurface pedestrian circulation network in the Subdistrict. The improvement shall increase the general accessibility and security of the network, reduce of points of pedestrian congestion, and improve the general network environment through connections into planned expansions of the network; widening, straightening or expansion of the existing pedestrian network; reconfiguration of circulation routes to provide more direct pedestrian connections between the development or enlargement and Grand Central Terminal; and provision for direct daylight access, retail in new and existing passages, and improvements to air quality, lighting, finishes and signage.

The special permit application to the Commission shall include information and justification sufficient to provide the Commission with a basis for evaluating the benefits to the general public from the proposed improvement. As part of the special permit application, the applicant shall submit schematic or concept plans of the proposed improvement to the Department of City Planning, as well as evidence of such submission to the Metropolitan Transportation Authority and to the entities which retain control and responsibility for the area of the proposed improvement.

Prior to ULURP certification of the special permit application, the applicant shall submit evidence to the Commission that a plan for constructing, operating and maintaining the proposed improvement has been undertaken and that all necessary approvals, agreements or consents required to construct, maintain and operate the improvement have been received.

Prior to the granting of a special permit, the applicant shall sign a legally enforceable instrument running with the land, setting forth the obligations of the owner and developer, their successors and assigns, to construct and maintain the improvement, and shall establish a construction schedule, a program for maintenance and a schedule of hours of public operation and shall provide a performance bond for completion of the improvement.

The written declaration of restrictions and any instrument creating an easement on privately owned property shall be recorded against such private property in the Office of the Register of the City of New York (County of New York) and a certified copy of the instrument shall be submitted to the City Planning Commission.

No temporary certification of occupancy for any floor area of the development or enlargement on a receiving lot shall be granted by the Department of Buildings until all required improvements have been substantially completed as determined by the Chairman of the City Planning Commission and the area is usable by the public. Prior to the issuance of a permanent certificate of occupancy for the development or enlargement, all improvements shall be 100 percent complete in accordance with the approved plans and such completion shall have been certified by letter from the Metropolitan Transportation Authority.

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Credits

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Isabelle Schiavi, *Former Project Urban Designer*

Counsel

William Valletta, *General Counsel*

Debra Silberstein, *Former Assistant Supervising Attorney*

Zoning and Urban Design

Lauren F. Otis, *Director, Urban Design*

Pares Bhattacharji, *Zoning*

Graphics

Stan Shabronsky, *Director*

Carol Lubowski, *Page Design, Desktop Publishing*

Eustace Pilgrim, *Production*

Walter Boll, *Production*

Computer Support

Michael Miller, *Mapping*

George Wong, *PC Technical Support*

Production

Antonio Mendez, *Deputy Director, Operations*