

**Expanded Moynihan/Penn Station Redevelopment Project  
Draft Scope of Work for the Preparation of a  
Supplemental Environmental Impact Statement Pursuant to the State  
Environmental Quality Review Act and an Environmental Impact Statement  
Pursuant to the National Environmental Policy Act**

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**A. INTRODUCTION**

The proposed Expanded Moynihan/Penn Station Redevelopment Project (the Expanded Moynihan Project) is a comprehensive development initiative to adaptively reuse the historic James A. Farley Building and the Western Annex (collectively referred to as the Farley Complex), introduce inter-city rail, commuter rail, and subway improvements that would enhance access to the existing Pennsylvania Station (Penn Station) tracks and platforms, reconstruct and improve critical station and circulation elements at the existing Penn Station, and implement transit-oriented development at or in the vicinity of Penn Station. To accomplish this transit-oriented development, New York City is proposing zoning map and text amendments to: 1) create a new zoning subdistrict (the Moynihan Station Subdistrict); and 2) rezone certain manufacturing and commercial districts in the vicinity of Penn Station (the Manufacturing and Commercial Rezoning). The Moynihan Station Development Corporation (a subsidiary of the Empire State Development Corporation) is the state entity responsible for the project and is working closely with New York City and the conditionally designated private developer for the project, “R/V Moynihan Station LLC” (a joint venture of the Related Companies and Vornado Realty Trust, hereafter referred to as “the Venture”). The Expanded Moynihan Project involves extensive participation and coordination among Penn Station’s current rail and transit service providers (Amtrak, New Jersey Transit, Long Island Rail Road, and the New York City Transit Authority), as well as New York City, the Port Authority of New York and New Jersey, the United States Postal Service, Madison Square Garden, and key funding partners including the Federal Railroad Administration (which is assuming the federal lead agency role). As detailed below, the current proposal is an expansion of a prior project approved in 2006 and this expansion requires environmental review under both the New York State Environmental Quality Review Act (SEQRA) and the National Environmental Policy Act (NEPA). The two environmental review processes will be conducted in coordination, and will share core technical impact analyses for their respective Environmental Impact Statements.

**SEQRA REVIEW**

Pursuant to SEQRA, the New York State Urban Development Corporation d/b/a the Empire State Development Corporation (ESDC), as the SEQRA lead agency for the Expanded Moynihan Project, has determined that the Expanded Moynihan Project requires preparation of a Supplemental Environmental Impact Statement (SEQRA SEIS). This Draft Scope of Work provides a description of the proposed Expanded Moynihan Project and the analyses and methodologies to be undertaken in the SEQRA SEIS.

## **Expanded Moynihan/Penn Station Redevelopment Project**

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A Final Environmental Impact Statement (FEIS) for the approximately 1.4 million square foot Farley Post Office/Moynihan Station Project (2006 Farley/Moynihan Project) was completed by ESDC on August 2, 2006, and SEQRA Findings were adopted on August 14, 2006. The ESDC Board of Directors affirmed a General Project Plan (GPP) for the 2006 Farley/Moynihan Project on August 14, 2006. The 2006 Farley/Moynihan Project was not approved by the Public Authorities Control Board (PACB). That GPP was modified in March 2007 with an amendment pertaining to the acquisition of the Farley Complex, and ESDC purchased the building on March 30, 2007 with the consent of PACB. Notwithstanding the proposed project changes to be examined in the SEQRA SEIS and the NEPA Environmental Impact Statement (NEPA EIS), the existing approvals for the 2006 Farley/Moynihan Project remain in effect.

### **NEPA REVIEW**

In addition to SEQRA, the proposed Expanded Moynihan Project will be reviewed under NEPA, which requires federal agencies to consider the environmental effects of proposed major federal actions. In 2006, the United States Postal Service (USPS) and the Federal Railroad Administration (FRA) prepared environmental assessments under NEPA with respect to the 2006 Farley/Moynihan Project. The NEPA environmental assessments were based on the technical analyses of the Farley/Moynihan Project FEIS. The USPS thereafter issued a Finding of No Significant Impact (FONSI).

For the Expanded Moynihan Project, a NEPA EIS will be prepared, and the FRA will serve as the lead federal agency (based on its role in project funding and as the federal agency that oversees Amtrak's programs). While no longer the owner of the Farley Complex, the USPS may be a cooperating agency for this NEPA review. Other cooperating agencies may be identified during the EIS process.

The NEPA EIS will be prepared in accordance with: NEPA and the Council on Environmental Quality (CEQ) implementing regulations for NEPA; Section 106 of the National Historic Preservation Act; Section 4(f) of the U.S. Department of Transportation (USDOT) Act of 1966 (to the extent that Section 4(f) is determined to be applicable to the project); FRA Environmental Procedures (64 F.R. § 28545); Uniform Relocation Assistance and Real Property Acquisition Policies Act; and other applicable federal laws and regulations. The first steps in the preparation of a NEPA EIS are the issuance of a Notice of Intent and initiation of the public scoping process. A Notice of Intent will be issued and published by the FRA in the Federal Register. The public scoping process begins with publication of this Draft Scope of Work and includes a public scoping meeting, which will serve both the SEQRA and NEPA scoping requirements.

### **SUMMARY OF EXPANDED MOYNIHAN PROJECT ELEMENTS**

In overview, the Expanded Moynihan Project includes:

- Reconstruction of Penn Station between Seventh and Eighth Avenues (referred to herein as Moynihan Station East) to transform the current train station into a facility with vastly improved functionality, customer amenities, convenience, and increased railroad capacity and throughput, in addition to the previously approved Moynihan Station that would be developed on the west side of Eighth Avenue within the Farley Complex (referred to herein as Moynihan Station West). Possible acquisition of properties on one or more blocks on and in the immediate vicinity of the Penn Station Block (as defined below) to provide a loading dock and other support facilities for the reconstructed Penn Station, and to otherwise further the goals of the project.

- Relocation of Madison Square Garden (MSG) from its present location above Penn Station to the western portion of the Farley Complex. The new MSG facility would replace the commercial space and intermodal hall contemplated in the Western Annex as part of the 2006 Farley/Moynihan Project.
- Construction of approximately 7.5 million zoning square feet of new commercial or mixed-use space. Two options are under consideration for approximately 5.4 million zoning square feet of this development. Under the Penn Station Block Mixed-Use Development Option, up to 125,000 zoning square feet of office and retail space would be built on the west end of the One Penn Plaza block (the block bounded by Eighth and Seventh Avenues and West 33rd and 34th Streets, which contains the One Penn Plaza building) and up to 5.4 million zoning square feet of mixed-use development would be constructed above and around the reconstructed Penn Station (on the Penn Station Block). Under the Moynihan Station Subdistrict Option, up to approximately 1.1 million zoning square feet of commercial space (predominately retail) would be developed above Moynihan Station East and up to approximately 4.3 million zoning square feet of mixed-use development would be built on multiple receiving sites within a new zoning Subdistrict. (The Moynihan Station Subdistrict may, alternatively, take the form of a new Special Moynihan Station District rather than a Subdistrict, but is referred to herein as the Moynihan Station Subdistrict.) As described more fully below, these options will be assessed further in light of project goals and objectives between issuance of this Draft Scope and completion of the draft SEQRA SEIS and NEPA EIS. The result of such further assessment will be discussed in the SEQRA SEIS and NEPA EIS. On the basis of such further review, only one of the two options under consideration may be analyzed in detail in the SEQRA SEIS and NEPA EIS as the proposed project. Under both options it is currently anticipated that up to approximately 2 million zoning square feet of commercial space would be developed on the east end of the One Penn Plaza block.
- Relocation of some or all of the remaining USPS operations from the Farley Complex. Administration and operations would be relocated to the Morgan Annex at Ninth Avenue and West 29th Street and some or all of the retail operations would be relocated to the Penn Station Block or other locations as determined by USPS. The 2006 FEIS assumed that the USPS would retain approximately 250,000 square feet of space in the Farley Complex, including the postal retail frontage on Eighth Avenue and space for administrative and delivery functions. For purposes of a reasonable worst-case analysis, the SEQRA SEIS and NEPA EIS will assume that the proposed project involves relocating all of the remaining USPS functions from the Farley Complex.
- In addition, under the Manufacturing and Commercial Rezoning, New York City would adopt zoning map amendments changing the designation of the M1-5, M1-6, C6-4X, C6-3X, C6-4M districts within the proposed Moynihan Station Subdistrict to C6-4. The Manufacturing and Commercial Rezoning may result in additional development in the area including new development on underutilized properties and conversions of existing commercial and manufacturing space to residences.

Section C, “Project Description” below provides a more detailed description of the multiple elements of the proposed Expanded Moynihan Project.

## **B. PROJECT IDENTIFICATION**

### **2006 FARLEY/MOYNIHAN PROJECT**

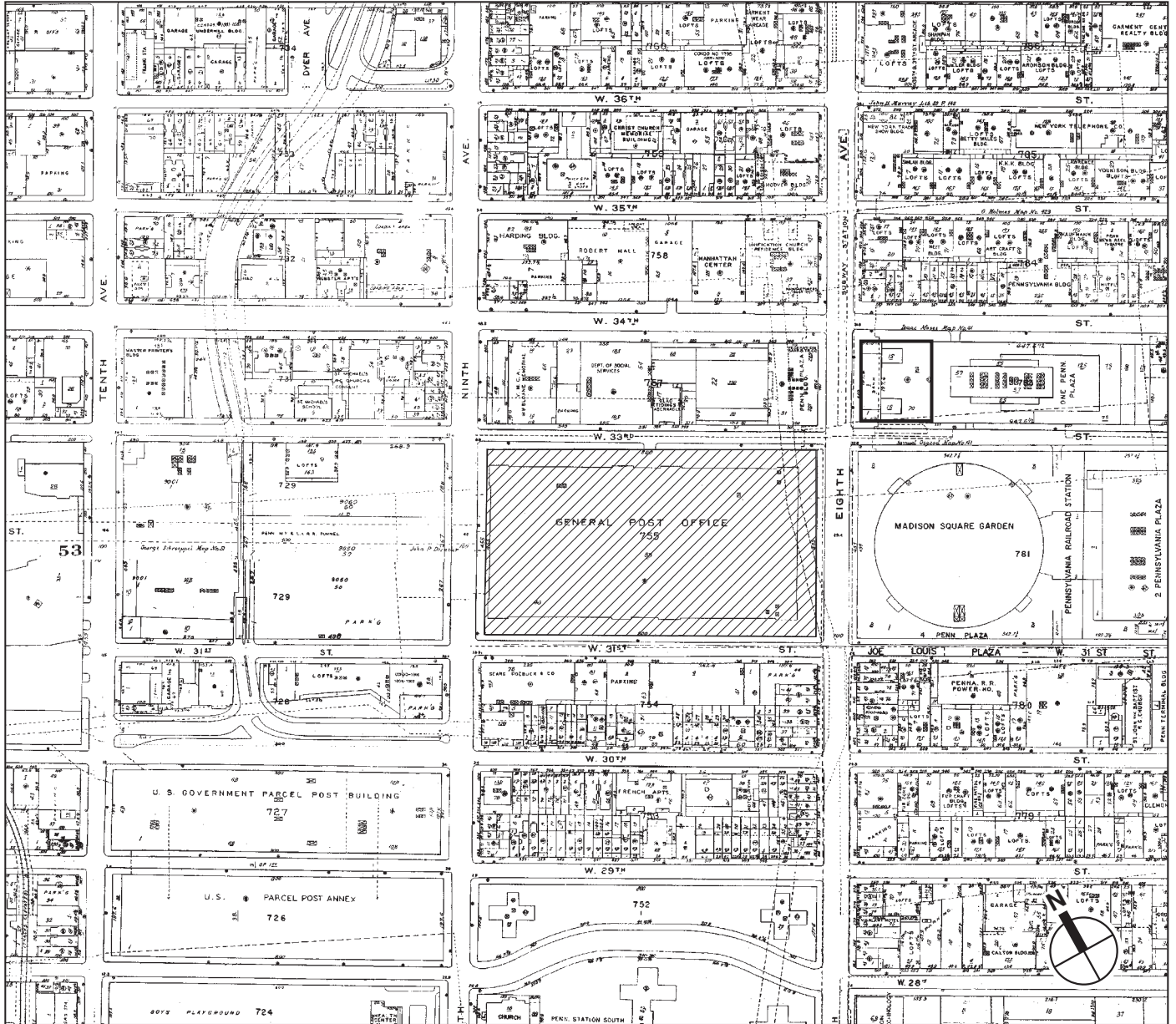
As contemplated by the currently effective GPP, ESDC purchased the Farley Complex on March 30, 2007. The approximately 1.4 million-square-foot Farley Complex occupies a superblock over the Penn Station Rail Yard between Eighth and Ninth Avenues from West 31st to 33rd Streets (see Figure 1). In 2002, the Moynihan Station Development Corporation (MSDC), a subsidiary of ESDC formerly known as the Pennsylvania Station Redevelopment Corporation, entered into a Memorandum of Understanding with USPS for the sale of the Farley Complex. ESDC, as the parent corporation of MSDC, undertook this purchase for the purpose of redeveloping a portion of the Farley Complex into a new transportation facility supported by new commercial development. Based on an ESDC/MSDC Developer Selection Process that included a Request for Qualifications (RFQ) and a Request for Developer Proposals (RFP), the Venture was conditionally designated as the developer for the 2006 Farley/Moynihan Project in July 2005. ESDC intends to retain ownership of the Farley Complex and is considering entering into a long-term land lease with the conditionally designated developer.



In addition to the redevelopment of the Farley Complex, the FEIS and GPP included the development of a 1 million-square-foot mixed-use building located on the western portion of the One Penn Plaza block bounded by Eighth and Seventh Avenues and West 33rd and 34th Streets (referred to as the “Development Transfer Site” in the FEIS and shown on Figure 1). The FEIS assumed a two phase construction of the project. Phase I included development of Moynihan Station, USPS space, and commercial uses within the Farley Complex and was analyzed assuming completion by 2010. Phase II consisted of the utilization of 1 million zoning square feet of unused development rights generated by the Farley Complex with two possible development scenarios—the Development Transfer Site building that was also assumed to have a 2010 completion or a new commercial building over the Western Annex that was analyzed with a likely completion date of 2015. The GPP only approved construction of the Development Transfer Site building as part of the 2006 Farley/Moynihan Project.

### **PROPOSED EXPANDED MOYNIHAN PROJECT**

The Expanded Moynihan Project to be studied in the SEQRA SEIS and NEPA EIS is based on a revised and expanded development program that includes the following sites:

- *The Farley Complex.* Built in two stages between 1910 and 1934 as the U.S. General Post Office, the Farley Complex consists of two connected structures and occupies the full block bounded by Eighth and Ninth Avenues and West 31st and 33rd Streets. Under the Expanded Moynihan Project, a portion of the Farley Complex would be redeveloped with Moynihan Station West, which would contain the train hall, transit-related retail, and vertical circulation points similar to those of the Moynihan Station analyzed in the FEIS, but not the intermodal hall. The project would also include the reconstruction and extension of Platform 12 (the mail platform below the Farley Complex) up to the station’s retaining wall, with the associated necessary railroad infrastructure work to put the platform into active passenger rail service (a longer extension of the Platform is also to be examined as a project alternative). In addition, the redevelopment of the Farley Complex would include a new MSG in place of the commercial development assessed in the FEIS. (The potential relocation of MSG to the western portion of the Farley Complex and the redevelopment of the Penn Station Block, defined below, were



-  Farley Complex
-  FEIS Development Transfer Site

0 400 FEET  
SCALE

analyzed in the FEIS as an alternative. The FEIS analysis concluded that if the Arena Alternative were to be pursued, an SEIS would be required.)

- *The Penn Station Block.* This site is the entire block bounded by Seventh and Eighth Avenues and West 31st and 33rd Streets. It is currently developed with Penn Station, MSG, and the Two Penn Plaza office building. Under the Expanded Moynihan Project, Two Penn Plaza would remain while MSG would be demolished and Penn Station would be reconstructed above the existing rails and platforms as Moynihan Station East. This reconstruction of Penn Station would result in a station that operates better than it does today. Passenger and vertical circulation areas would substantially increase and overall passenger circulation would improve, with platforms clearing in less time than they do today. High ceilings and large public areas would create a grand public space and daylight would be introduced to the upper and lower concourses. Overall, railroad capacity would be expanded to better serve existing and future demand. Redevelopment of this site would include either up to 5.4 million zoning square feet of mixed-use development under the Penn Station Block Mixed-Use Development Option or up to approximately 1.1 million zoning square feet of commercial (predominantly retail) development under the Moynihan Station Subdistrict Option. In connection with the proposed action, ESDC may acquire properties on one or more blocks in the immediate vicinity of the Penn Station Block to provide a loading dock and other support facilities for the reconstructed Penn Station.
- *The Penn East and West Sites.* These two sites are located on the east and west ends of the One Penn Plaza block. Under the Expanded Moynihan Project, the One Penn Plaza building would remain (although some modifications are contemplated to parts of the building's six-story eastern wing) and two new structures are currently proposed for the block. As currently proposed, a commercial building of up to approximately 2 million-zoning-square-foot would be developed on the eastern end of the block (the Penn East site, which fronts on Seventh Avenue). This building on the Penn East site would be constructed instead of the 1-million-square-foot building contemplated under the 2006 Farley/Moynihan Project for the Penn West site and could utilize unused development rights from the Farley Complex pursuant to an amended GPP. Two building options are currently proposed for the Penn West site, which fronts on Eighth Avenue and was the Development Transfer Site in the 2006 FEIS. Under the Penn Station Block Mixed-Use Development Option, a 125,000-zoning-square-foot retail and office building would be developed pursuant to an amended GPP, or, under the Moynihan Station Subdistrict Option, the Penn West site could be developed with an additional 875,000 zoning square feet for a total of up to approximately 1 million zoning square feet. Development of both the Penn East and Penn West sites would include the demolition of some existing buildings on the One Penn Plaza block, not including the One Penn Plaza building itself. The Penn West site is also being considered for below-grade loading facilities that would serve the Penn Station Block. In addition, portions of these sites may be considered for Long Island Rail Road (LIRR) back of house uses. ESDC may elect to transfer some or all of the Farley Complex development rights currently contemplated for the Penn East site to other locations within the proposed Moynihan Station Subdistrict.
- *The Penn Station Service Building.* Located at 236-248 West 31st Street, directly across from MSG, this building was constructed in 1908 and originally supplied electricity to the electric locomotives going in and out of Penn Station. Owned by Amtrak, it is now

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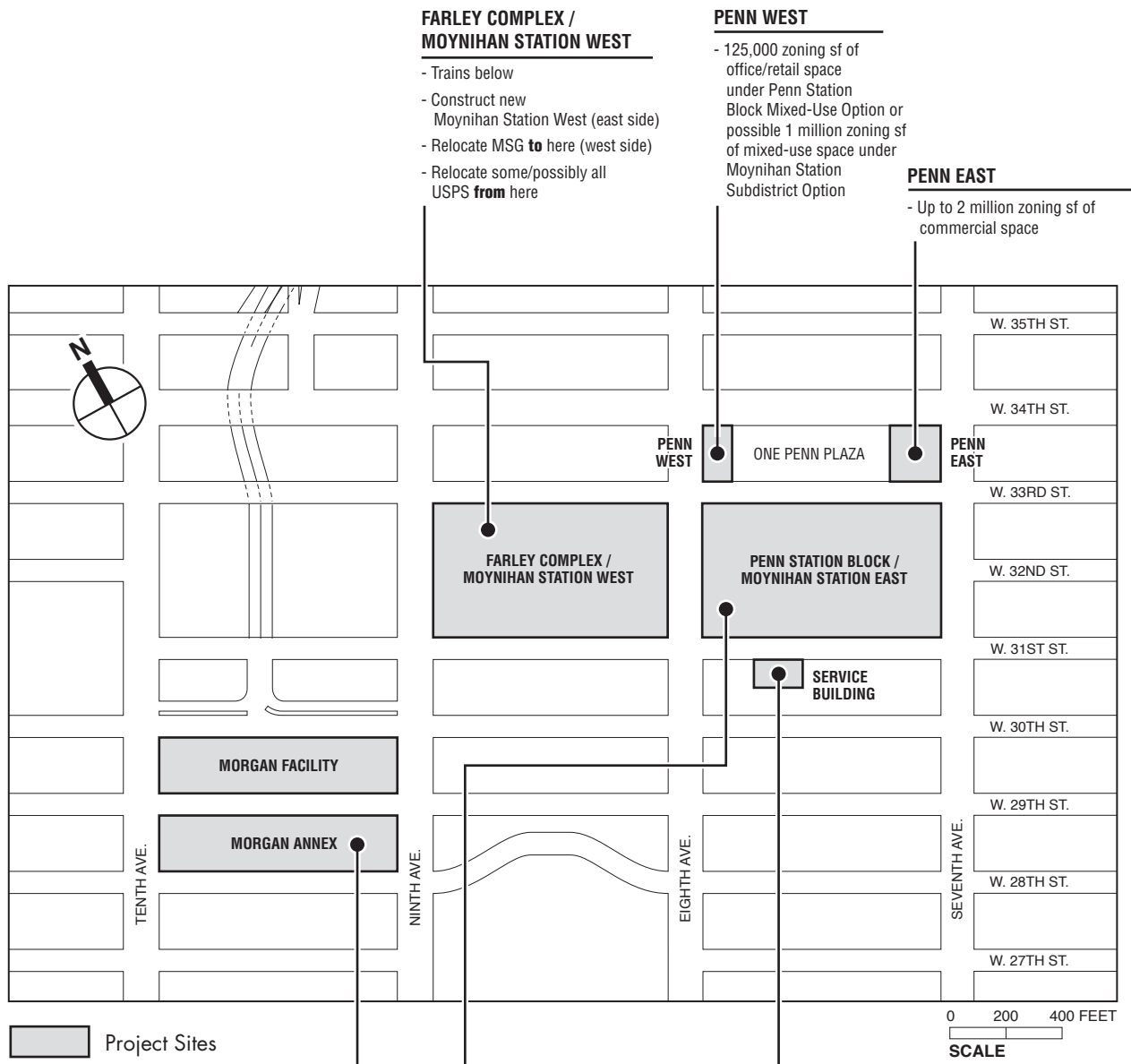
largely vacant and, under the proposed project, it would be renovated and used for some portion of Amtrak and possibly New Jersey Transit (NJT) back-of-house operations to be facilitated via an underground pedestrian connection to the Penn Station Block. An appropriately functional connection between the Service Building and Moynihan Station East will be analyzed. (In order to provide adequate back-of-house replacement space for LIRR operations, additional locations will need to be identified; such locations would be assessed in the SEQRA SEIS and NEPA EIS.) The Service Building site, and potentially the blocks adjacent to the Penn Station Block, are also being considered for other train station services and ancillary facilities and below-grade loading facilities that would serve operations on the Penn Station Block.

- *The USPS Morgan Annex.* Occupying the full block between Ninth and Tenth Avenues and West 29th and 28th Streets, the USPS Morgan Annex is connected by bridges to the USPS Morgan General Mail Facility, an older building that occupies the full block to the north. Under the Expanded Moynihan Project, the SEQRA SEIS and NEPA EIS will assume that the Morgan Annex would be enlarged to accommodate most of the postal operations relocated from the Farley Complex. For purposes of a reasonable worst-case analysis, the assumption is made that the USPS retail operations in the Farley Complex would be relocated to the Penn Station Block or another site in the vicinity of the project area determined by USPS.
- *Moynihan Station Subdistrict.* Under the Moynihan Station Subdistrict Option, the proposed project would include an amendment to the New York City Zoning Resolution to create a new Moynihan Station Subdistrict. The new Subdistrict would allow for the transfer of unused development rights from the Penn Station Block (up to approximately 4.3 million zoning square feet) to multiple receiving sites within the Subdistrict. As currently defined, the Subdistrict would be roughly bounded by West 36th and 35th Streets to the north, West 29th and 28th Streets to the south, points between Fifth and Sixth Avenues to the east, and on the western edge, points between Eighth and Ninth Avenues to the south of West 31st Street and between Ninth and Tenth Avenues to the north of West 33rd Street.
- *Manufacturing and Commercial Rezoning.* Under the Moynihan Station Subdistrict Option, New York City would adopt zoning map amendments changing the designation of the M1-5, M1-6, C6-4X, C6-3X, C6-4M districts within the proposed Moynihan Station Subdistrict to C6-4. The Manufacturing and Commercial Rezoning may result in additional development in the area including new development on underutilized properties and conversions of existing commercial and manufacturing space to residences

See Figures 2 and 3 for the location of the project sites listed above.

In the Expanded Moynihan Project, the development of the Farley Complex with Moynihan Station West and the new MSG would be completed by 2011, as would development of the Penn East site. Moynihan Station East and the new mixed-use development that would occur either on the Penn Station Block or within the Moynihan Station Subdistrict are expected to be completed in 2018, although under the Moynihan Station Subdistrict Option, it is likely that some development within the Subdistrict could occur prior to 2011.

As discussed in more detail below, it is expected that the primary public actions associated with the proposed modifications include: affirmation of an amended GPP for the Expanded Moynihan Project; New York City zoning and other approvals to enable construction of Moynihan Station



 Project Sites

**NOTE:** Loading docks and other support facilities may be located on one or more properties in the immediate vicinity of the Penn Station Block.

**MORGAN ANNEX**

- Assume USPS operations relocated **to** here

**FARLEY COMPLEX / MOYNIHAN STATION WEST**

- Trains below
- Construct new Moynihan Station West (east side)
- Relocate MSG **to** here (west side)
- Relocate some/possibly all USPS **from** here

**PENN WEST**

- 125,000 zoning sf of office/retail space under Penn Station Block Mixed-Use Option or possible 1 million zoning sf of mixed-use space under Moynihan Station Subdistrict Option

**PENN EAST**

- Up to 2 million zoning sf of commercial space

**PENN STATION BLOCK / MOYNIHAN STATION EAST**

- Trains below
- Reconstruct Penn Station (Moynihan Station East)
- Relocate MSG **from** here
- 5.4 million zoning sf mixed-use buildings under Penn Station Block Mixed-Use Option or up to 1.1 million zoning sf retail under Moynihan Station Subdistrict Option
- Relocate portions of railroad back of house operations **from** here
- Possible relocation of USPS retail space here or another site in the vicinity of the project area
- Possible on-site truck loading location

**PENN STATION SERVICE BUILDING**

- Railroad back of house operations



East and the mixed-use development either on the Penn Station Block or within the Moynihan Station Subdistrict; FRA approvals for project funding and development agreements; USPS approvals for the relocation to, and expansion of, the Morgan Annex; and plan approval and development agreements with Amtrak, LIRR, NJT, the New York City Transit Authority (NYCT), and the Port Authority of New York and New Jersey (PANYNJ)—the key and future transportation service providers at Penn Station. Some of the contemplated New York City actions are subject to review under the Uniform Land Use Review Procedure (ULURP) and City Environmental Quality Review (CEQR) while FRA and USPS actions, and those of other potentially involved federal agencies, are subject to review under NEPA. All involved agencies under CEQR, SEQRA, and NEPA are expected to use the analyses presented in the SEQRA SEIS as a basis for individual agency findings. The NEPA EIS will incorporate the SEQRA SEIS analyses.

## **C. PROJECT DESCRIPTION**

The proposed Expanded Moynihan Project is a comprehensive initiative, conceived to address and fulfill the following specific needs and purposes: to create a modern, iconic, and efficient major transportation hub that improves circulation and passenger and pedestrian capacity at the Penn Station complex and expands railroad capacity and throughput (with improved vertical circulation and the reconstruction and extension of Platform 12 up to the existing retaining wall beneath the Farley Building); to restore and preserve an important historic resource; to create a financially viable and dynamic mixed-use rail and transit-oriented development; and to build a modern and efficient MSG. This section provides more detail related to the goals and objectives of the proposed Expanded Moynihan Project, describes the project sites, provides a brief history of previous proposals for the project sites, and describes the proposed development program.

### **PROJECT PURPOSE AND NEED**

#### *TRANSPORTATION IMPROVEMENTS*

Throughout the world, great railway stations continue to play an essential role in defining the communities they serve: as a beacon for way finding; as a portal to and from outlying regions; as a center for commerce, culture, and public space; and as a symbol of accomplishment. No other station in North America has more promise in this regard than Penn Station New York, which lies at the heart of the largest city and the largest regional railway system in the nation, and sees more travelers through its corridors than any other railway station. Penn Station is America's busiest passenger transportation facility, accommodating over 550,000 passenger trips per day, more than Kennedy, LaGuardia, and Newark Liberty Airports combined, and it is a vital part of New York City. However, in its current configuration the existing Penn Station, with its crowded spaces and congested operations, cannot realize the promise of a great train station. The Penn Station complex is plagued with design problems. It is a three-level predominantly subterranean maze with only a few street level access points. The complex has low ceilings, difficult way finding, and unevenly distributed access/egress means from the platforms, with the majority of vertical access located on the eastern end of the platforms. The present station is inadequate to meet the needs of today's passengers. The station, already operating above its design capacity, will experience a rapidly growing passenger load due to, among other factors, the growth of the Midtown business district and development expected as a result of the Hudson Yards Rezoning.

## **Expanded Moynihan/Penn Station Redevelopment Project**

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The principal public purpose of the proposed Expanded Moynihan Project is a civic project to create an iconic and monumental, and more efficient, transportation gateway to and from New York City. This new gateway would generously and comfortably accommodate existing passengers and future ridership increases. To achieve this objective, transportation facilities are the proposed project's dominant programmatic element and public spaces serving the train station would be the primary focus of the project's spatial layout from the platforms up through three concourse levels at Moynihan Station East: Level A (lowest), Level B (middle), and Level C (street level). The project would provide both new and completely renovated transportation facilities, would increase railroad capacity and throughput, and now would include rebuilding Penn Station as Moynihan Station East, in addition to building the new train station (Moynihan Station West) described in the 2006 FEIS. The proposed Expanded Moynihan Project would also add new station track and platform capacity through the Platform 12 rehabilitation and extension up to the station's retaining wall. The proposed Expanded Moynihan Project would create, via iconic architecture and design, a grand and welcoming facility with spacious, open, navigable, and sky-lit concourses, intuitively grasped both within the facility and at street level, with substantially more vertical access points, all of which would improve capacity and functionality for both trains and passengers. The project would resolve other existing deficiencies in Penn Station, including passenger and pedestrian crowding, insufficient vertical circulation, insufficient passenger amenities and waiting areas, confusing concourse circulation, insufficient and outdated employee facilities, and poor station identification and visibility within the surrounding area, and it is expected to accommodate future rail passenger and pedestrian traffic increases within the maximum rail operations capacity of the reconstructed Penn Station described above. The result would be a world-class transportation destination, befitting New York City's status as a world-class city.

Moynihan Stations East and West would substantially increase the amount of public space in the train station by establishing identifiable train halls, wider concourses, improved connections, and grand entrances at Seventh and Eighth Avenues. A public presence for all commuter and inter-city rail constituents is expected at Level C (located at street level). Inter-city passenger facilities are expected at Level B, which would permit Level A (nearest the platforms) to serve as the primary level for commuter circulation to the platforms. Public circulation paths from streets through each concourse down to the platforms would be intuitive and direct. Level A would have a configuration that is as open as possible to accommodate large volumes of people simultaneously moving in different directions to different destinations. Way finding would be through direct visual contact and through signage, with strong and clear visual connections between all three concourse levels. The three transportation concourse levels would also be sky-lit, to the greatest extent possible, and it is expected that ceiling heights would be maximized, particularly in large open circulation areas with minimum ceiling heights established for all public spaces. Vertical circulation to and from existing train platforms would be greatly improved and expanded. Moynihan Stations East and West are expected to include critical design elements and features that would improve Penn Station's adherence, to the maximum extent practicable, to guidelines established by the *National Fire Protection Association (NFPA) Standard 130: Standard for Fixed Guideway Transit and Passenger Rail Systems* and improve egress time from the platforms to the station exits. Also, a visual connection between Moynihan Station East—where the original McKim, Mead and White-designed Pennsylvania Station once stood—and Moynihan Station West (the Farley Complex, also a McKim, Mead and White-designed structure), would be established. The private commercial development that would occur beside and above the public transportation facility under both options would be designed

to address the need for sky lighting the station and would not interfere with railroad passenger circulation or obstruct sightlines to public concourses.

As the central component of the proposed Expanded Moynihan Project, Moynihan Station East, which is described in more detail below, would:

- Be an iconic, important, and memorable meeting place, worthy of North America’s busiest station and intuitively understood as a rail station both from within and from a distance in the surrounding area;
- Be a functional, well-organized space with expansive concourses and corridors serving inter-city travelers, commuters, subway patrons, and “day-trippers” equally well via a public circulation system that includes clear sight lines and ample corridors and vertical circulation points arranged in obvious and easily navigable paths from street level to the lowest concourse and platforms;
- Encourage balanced loading of rail to minimize platform crowding and excessive dwell times through multiple vertical access points;
- Increase rail line capacity and throughput;
- Meet operating railroad back-of-house requirements and create manageable staffing and operation and maintenance requirements;
- Incorporate modern safety and security systems and minimize vulnerability to surrounding safety/security events;
- Meet the highest practicable standard of the Leadership in Energy and Environmental Design (LEED) Green Building Rating System; and
- Maintain station operations with no planned alterations in train schedules and with train support services, such as bathrooms, red cap service and ticket sales facilities, maintained during construction.

#### *HISTORIC PRESERVATION AND ADAPTIVE REUSE*

Another primary goal of the proposed Expanded Moynihan Project remains the preservation of major portions of the historic Farley Complex, including the exterior, notably the Eighth Avenue entrance and monumental stairs, and certain interior spaces, such as the USPS retail lobby. In conjunction with the preservation and restoration of much of the building’s historic fabric, the Expanded Moynihan Project would retain the train hall proposed for the Farley Complex and assessed in the FEIS while adding a new use—the relocated MSG. The adaptive reuse of the historic Farley Complex would continue to reference the original Pennsylvania Station’s role as a transportation resource and civic gateway, while preserving and restoring a designated local landmark and National Register property. Use of the Farley Complex for both Moynihan Station West and a new MSG reflects a continued and expanded civic use of the historic structure. In addition, the Penn Station Service Building, which is a remaining element of the original Pennsylvania Station complex, will be evaluated for potential restoration and adaptive reuse, including possible railroad back-of-house uses and/or possible loading facilities. To preserve the Farley Complex and to assist in financing the construction of Moynihan Station, ESDC may transfer the unused development rights of the Farley Complex to the Penn East site, or one or more other receiving sites within the proposed Moynihan Station Subdistrict. These development rights would thereafter become unavailable for future use at the Farley Complex through a mechanism to be determined by ESDC.

*MADISON SQUARE GARDEN RELOCATION*

The proposed Expanded Moynihan Project further develops the Arena Alternative studied in the FEIS for the 2006 Farley/Moynihan Project that examined constructing a new MSG by 2011 in the western section of the Farley Complex. Madison Square Garden has been the name of four different arenas in New York City since the first one opened at Madison Square Park in 1879. The current MSG opened in 1968. It is approximately one million square feet with a maximum arena seating capacity of 21,000 (for concerts and boxing events). The arena hosts approximately 230 events per year, including sporting events, concerts, conventions, graduation ceremonies, and the circus. MSG also includes a theater, restaurants, bars, retail, concessions, a box office, facilities for the MSG Network, and other amenities. Adjacent to the arena floor is the Expo Center with 36,000 square feet of floor area, which is used for trade shows, public shows, banquets and receptions, as well as support space for arena events. The Theater at Madison Square Garden is located below the arena and has a seating capacity of 5,600. The theater is used for concerts, stage shows, meetings, graduation ceremonies, boxing and other events. MSG is now the oldest arena in the National Basketball Association and the second oldest in the National Hockey League. Although it was renovated in 1991, MSG lacks many of the design features, efficiencies and facilities typical of major league arenas today. The relocation of MSG to the Farley Complex would enable MSG to retain its status as a premier facility for recreational, cultural, educational, and other civic uses at a location adjacent to and therefore well-served by mass transit, and to continue its role as an important civic facility that hosts political conventions, memorial services, award ceremonies, graduations, religious events, job fairs, and the circus. In addition, the relocation of MSG to the Farley Complex would provide the opportunity to replace Penn Station with the new Moynihan Station East. Where practicable, the existing MSG support columns would be removed from within Penn Station. In particular, removing the existing MSG (which in its current location keeps all of Penn Station below grade and under low ceilings) would facilitate the creation of a dramatic public space, the improvement of internal circulation, and the establishment of a visual connection between the new station and the Farley Complex.

*TRANSIT-ORIENTED DEVELOPMENT*

The proposed Expanded Moynihan Project would include commercial development of approximately 7.5 million zoning square feet, which would support the overall goals of the Expanded Moynihan Project and those of New York City's planning initiative for the West Side of Manhattan, as well as the goals of *PlaNYC*, New York City's plan for sustainability that addresses the three major issues of growth, an aging infrastructure system, and climate change. High-density commercial development above, around, or in the vicinity of Moynihan Station East that supports transportation improvements would be consistent with the City's goals as enunciated in the Hudson Yards Rezoning. In addition, the proposed commercial development would generate some of the revenue necessary to fund the construction of Moynihan Station East and Moynihan Station West and the associated transportation improvements that are the principal public purposes of this project, as well as facilitate the relocation of MSG to the Farley Complex.

While the currently proposed Penn East development of up to approximately 2 million zoning square feet would contain more floor area than would be allowed under current zoning, it would be consistent with the City's goal of encouraging high-density development associated with a large transportation hub, which would benefit the environment by encouraging the use of mass transit. As proposed under the Penn Station Block Mixed-Use Development Option, the floor

area ratio on the Penn Station Block would be the same as that under the Hudson Yards Rezoning and the Special Midtown District, which include bonuses for transportation improvements, resulting in up to 5.4 million zoning square feet of mixed-use development. As proposed under the Moynihan Station Subdistrict Option, up to approximately 4.3 million square feet of floor area would be transferred from the Penn Station Block to sites within the Moynihan Station Subdistrict provided that the improvement results in a Moynihan Station East that meets high functional and civic standards and meets certain design guidelines in the zoning text.

The proposed rezoning from M1-5, M1-6, C6-3X, C6-4X, C6-4M to C6-4 is intended to make the permitted uses (including mixed-use and residential development) within the Subdistrict compatible with the transit-oriented development contemplated by the proposed action and to encourage additional development in the rezoning area.

#### *SUSTAINABLE DESIGN PRINCIPLES*

As a high-profile and large-scale public and private development initiative, the proposed Expanded Moynihan Project is intended to be a leader in incorporating sustainable development principles in its design and construction. While the planning, design, and construction techniques are still being developed, it is anticipated that the project buildings at the Farley Complex, Penn East, Penn West, and Penn Station Block sites will seek to achieve recognition under LEED standards as established by the U.S. Green Building Council and in conformance with city, state, and federal agency initiatives to integrate LEED standards in public development projects.

#### *MOYNIHAN STATION SECURITY*

The SEQRA SEIS and NEPA EIS will describe the process undertaken by ESDC/MSDC, the Venture, Amtrak, NJT, NYCT, LIRR, and PANYNJ to plan for appropriate security arrangements at Moynihan Stations East and West.

#### **PROJECT HISTORY AND PREVIOUS PROPOSALS FOR THE PROJECT SITE**

Planning for a new intermodal transportation facility began in 1991 when Amtrak initiated efforts to improve its New York City passenger facilities at Penn Station. Through this planning process, Amtrak learned that space might be available in the Farley Building and subsequently issued a feasibility study, which concluded that renovation of the Farley Building to include new Amtrak facilities and linkages to Penn Station had multiple benefits.

In 1992, Amtrak proposed to convert portions of the Farley Building into the Amtrak passenger terminal with retail space and non-public uses. Two years later, through Senator Daniel Patrick Moynihan's efforts, Congress appropriated the first of several Federal grants for the further development of plans. The Federal Railroad Administration (FRA), as the lead federal agency, initiated environmental and historic preservation reviews.

Further refinement of the project scope and more detailed cost estimates revealed that the project would only succeed through a funding partnership among the federal, state, and city governments and the integration of a private development component. To lead and coordinate that relationship, the Pennsylvania Station Redevelopment Corporation (PSRC)—a subsidiary of ESDC—was formed in 1995. PSRC assumed lead responsibility for redeveloping the Farley Building as an intermodal transportation facility and commercial center and for securing the necessary funding to complete the project. A major portion of those funds were to come from

## **Expanded Moynihan/Penn Station Redevelopment Project**

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Congressional appropriations to FRA. Additional funding was to come from state, city, and private sources.

In 1999, PSRC, now known as the Moynihan Station Development Corporation (MSDC), proposed to enter into a lease agreement with USPS for a portion of the Farley Building and to develop a new Penn Station intermodal transportation facility. An Environmental Assessment (EA) pursuant to NEPA and SEQRA was completed in 1999, and ESDC issued a negative declaration under SEQRA with respect to the lease transaction under consideration at that time in March 2000. FRA also issued a Finding of No Significant Adverse Impact (FONSI) for the project under consideration in September 1999.

In 2002, ESDC proposed to purchase the Farley Complex from the USPS for the purpose of redeveloping this complex into a new part of Penn Station (later renamed the Daniel Patrick Moynihan Station) and a commercial center. Under the arrangements contemplated at that time, ESDC would own the Farley Complex, leasing space to USPS, MSDC, and other entities, and USPS would consolidate most of its existing Farley Complex operations at the Morgan General Mail Facility and Annex. The new retail space was planned to include both destination retail space in the Western Annex and ancillary transit-related retail space in the Farley Building. In 2003, USPS, ESDC, FRA, and other involved and cooperating agencies prepared a Draft Supplemental EA for the modified Pennsylvania Station Redevelopment Project. A Final Supplemental EA was not issued because of continuing project discussions and planning.

Under an agreement reached in November 2005 with MSDC, it was contemplated that NJT would replace Amtrak as the prime subtenant in Moynihan Station West, occupying approximately 41,000 gross square feet (34,150 net square feet) as ticketing, customer service, back-of-house functions, waiting areas, and other support areas. An Environmental Assessment Form was prepared for a modified project that included Moynihan Station along with commercial and retail development in the Farley Complex and an additional 1 million square feet of development on either the Development Transfer Site or over the Western Annex. A Positive Declaration and Draft Scoping Document pursuant to SEQRA were issued by ESDC on January 31, 2005. The period for the public and involved agencies to review and comment on the scope was held open through February 28, 2005, and a public scoping meeting was held on February 16, 2005. A SEQRA Draft Environmental Impact Statement (DEIS) was prepared in accordance with the Final Scoping Document. A Notice of Completion was issued by the ESDC on April 27, 2006 and circulated for public review. The public hearing was held on May 31, 2006 at the Farley Post Office and the public review period extended until June 30, 2006. All substantive comments received during the public review period were addressed in Chapter 25, "Response to Comments on the DEIS" of the FEIS. As described previously, the Farley/Moynihan Project SEQRA FEIS was issued by ESDC on August 2, 2006 and SEQRA Findings were adopted on August 14, 2006. ESDC also affirmed a GPP for the project.

### **PROPOSED DEVELOPMENT PROGRAM**

This section describes the original 2006 Farley/Moynihan Project and then details the Expanded Moynihan Project, including its phased development program and the public actions necessary for its implementation.

#### *2006 FARLEY/MOYNIHAN PROJECT*

As analyzed in the FEIS and approved by ESDC, the 2006 Farley/Moynihan Project would redevelop the Farley Complex by 2010, including Moynihan Station West. A glass-topped train

hall, slightly larger than the main concourse at Grand Central Terminal, would be created as a public space within the eastern portion of the Farley Complex. It was contemplated that NJT would be the prime subtenant in Moynihan Station West, occupying approximately 41,000 gross square feet (34,150 net square feet) as ticketing, customer service, back-of-house functions, waiting areas, and other support areas. The project also included approximately 4,700 square feet for an inter-city rail user and 19,000 square feet for airport access and operation space. Additionally, it was contemplated that a connection between the extended West End Concourse and Penn Station Platforms 1 and 2 would be constructed as part of the Access to the Region's Core (ARC) project.

The 2006 Farley/Moynihan Project also contemplated that the Western Annex would be redeveloped with a new sky-lit intermodal hall connecting West 31st and 33rd streets, which would include the 19,000 square foot PANYNJ facilities for airport access, check-in, and remote baggage check-in. The Farley Complex would have nearly 750,000 square feet of mixed-use development, including a hotel, commercial, retail (including big box retail), and a merchandise mart. In addition, the USPS would occupy approximately 250,000 square feet of the Farley Complex, including the existing retail lobby. If the Expanded Moynihan Project is approved, the aspects of the 2006 Farley/Moynihan Project described in this paragraph would not be developed within the Farley Complex.

The 2006 Farley/Moynihan Project, as currently approved, also made available the utilization of up to one million zoning square feet of development rights at the Penn West site for the construction of a new 1-million-square-foot building. The residential or mixed-use (residential and hotel) building would also be completed in 2010.

*Farley/Moynihan Project Elements that Change with the Proposed Expanded Moynihan Project.*

Instead of redeveloping the Western Annex with commercial and retail uses (including big box retail) and a merchandise mart, the Expanded Moynihan Project would construct a new sports and entertainment arena and associated facilities in the Farley Complex by 2011 to replace the existing MSG. The new arena would have a maximum seating capacity of up to 22,500 seats for concerts and boxing events. The proposed relocation of MSG to the Farley Complex would preclude future USPS use of the Western Annex. It is assumed that the displaced USPS uses would be relocated to the Morgan Annex by 2011 or to other sites identified by USPS as appropriate. As will be analyzed in the SEQRA SEIS and NEPA EIS, it is assumed that an expansion of the Morgan Annex would be required to accommodate the additional USPS activities. Finally, instead of the development of an approximately 1-million-zoning-square-foot building on the Penn West site, that site would be redeveloped with 125,000 zoning square feet of retail and office uses under the Penn Station Block Mixed-Use Development Option or potentially with up to 1 million zoning square feet under the Moynihan Station Subdistrict Option. Under either of these two options, a commercial building of up to approximately 2 million zoning square feet would be developed on the Seventh Avenue end of the block (the Penn East site), assuming that unused Farley Complex development rights are used at this site.

*EXPANDED MOYNIHAN PROJECT*

As set forth in this Scope of Work, the proposed Expanded Moynihan Project will be analyzed in two phases with impact analysis years in 2011 and 2018. (For purposes of the NEPA EIS, a "horizon year" analysis will also be performed to study conditions in Moynihan Station West, Moynihan Station East, and the area surrounding the project in 2030. This analysis is described more fully below.) As with the 2006 Farley/Moynihan Project, this Expanded Moynihan Project

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would have NJT as the prime tenant in the Moynihan Station West. Further, there are two options, the Penn Station Block Mixed-Use Development Option and the Moynihan Station Subdistrict Option, for the up to 5.4 million zoning square feet of development potential associated with the Penn Station block. Project site plans, sections, elevations, and other graphic depictions will be prepared and presented in the SEQRA SEIS and NEPA EIS.

In Phase I, the Farley Complex would be developed with Moynihan Station West and a new MSG by 2011. This phase would also include the utilization of up to two million zoning square feet of development rights generated by the Farley Complex at the Penn East site, which would be developed with an office building. Under the Penn Station Block Mixed-Use Development Option, Phase I would also include the redevelopment of the Penn West site with 125,000 zoning square feet of retail and office space. In addition, some of the potential development under the Moynihan Station Subdistrict Option could occur by the 2011 analysis year, and the SEQRA SEIS and NEPA EIS will create a likely sequence of development for the Moynihan Station Subdistrict Option.

In Phase II, the existing MSG would be demolished and Moynihan Station East would be built by 2018. Under the Penn Station Block Mixed-Use Development Option, a mixed-use, high-rise development of up to 5.4 million zoning square feet would be completed on the Penn Station Block. Under the Moynihan Station Subdistrict Option, up to approximately 1.1 million zoning square feet of commercial (predominantly retail) space would be constructed around and above Moynihan Station East and up to approximately 4.3 million square feet of bonus and unused floor area from the Penn Station Block would be developed on receiving sites within the Moynihan Station Subdistrict.

Penn Station would remain fully operational during project construction. Planning for construction of the project will assume no planned alterations in train schedules. Train support services, such as bathrooms, red cap service and ticket sale facilities, would be maintained during construction.

### *Phase I*

The elements composing the Phase I development program for the proposed Expanded Moynihan Project are as follows:

#### *Moynihan Station West*

Moynihan Station West would be constructed in the Farley Complex substantially as described in the FEIS, except for the elimination of the intermodal hall. Some changes to the architectural design and building materials and finishes would be required to accommodate the new MSG facility, but there would be no significant changes to the transportation functions as they are described in the FEIS. A glass-topped train hall would still be constructed in the Farley Complex atrium space, but the intermodal hall that was originally part of the Farley/Moynihan Project would not be built in Moynihan Station West—an intermodal hall would instead be constructed in Moynihan Station East. The project would incorporate subway station access improvements at West 33rd Street and renovation of the existing below-grade connection to Penn Station, including removal of columns in this location wherever possible. As was contemplated in the 2006 FEIS, NJT would be the primary rail tenant in Moynihan Station West, which could include 4,700 square feet for an inter-city rail user. The space for airport access and operations may also be included in Moynihan Station East, or alternatively it could instead be located in Moynihan Station West. The hotel and merchandise mart contemplated in the GPP and the FEIS



would not be built, and it is assumed as a worst-case scenario that all USPS offices and other postal operations would be relocated.

Further Consolidation of USPS Facilities

Since the summer of 2003, USPS has been consolidating its operations in the Morgan General Mail Facility and Annex and the Church Street Facility at 90 Church Street. This consolidation has already reduced the amount of USPS space used in the Farley Complex. For purposes of conducting a reasonable worst-case analysis of the expanded project, the SEQRA SEIS and NEPA EIS will assume that approximately 250,000 square feet of USPS offices and other facilities that were to remain in the Farley Complex under the Farley/Moynihan Project would instead be further consolidated into the Morgan Annex, which could require the construction of a one- to two-story rooftop addition. However, it is possible that the USPS could designate a location other than the Morgan Annex for the relocation of its operations, and in the event that USPS relocates its operations to a site other than the Morgan Annex, the impacts associated with such a location would be assessed. Under a reasonable worst-case scenario for the project, the USPS retail space in the Farley Complex would be temporarily relocated during construction to space acceptable to the USPS in the vicinity of Eighth Avenue and 34th Street. This postal retail space would then be permanently relocated within the vicinity of the project sites.

MSG Relocation

A new state-of-the-art MSG would be built in the western portion of the Farley Complex. The new arena would have a maximum seating capacity of 22,500 and would include restaurants, bars, retail, concessions, facilities for the MSG Network, and other amenities. There would be no theater at Madison Square Garden in the Farley Complex. For purposes of conducting a reasonable worst-case analysis of the expanded project, it is assumed that a box office, MSG offices, and other uses accessory to the arena would be located in the upper floors of the Farley Building and in the current USPS retail space. The exterior walls of the Farley Complex and the grand interior of the USPS retail space would be restored. The arena roof would be set back from the fourth floor cornice and would rise above the exterior walls of the main façade.

Penn East Site

The Penn East site may utilize up to approximately 2 million zoning square feet of unused development rights generated by the Farley Complex or may be a receiving site for the transfer of development rights from the Penn Station Block. The existing retail structure on the site would be demolished, the LIRR Penn Station West 34th Street entrance would be relocated to the west, modifications would be made to portions of the six-story east wing of the One Penn Plaza building, and the site would be redeveloped with an approximately 2 million-zoning-square-foot commercial office building (with a height of about 1,000 feet) with retail space and an enclosed pedestrian arcade between West 33rd and 34th Streets. The development would incorporate a new LIRR entrance on West 34th Street, subway station access improvements, a below-grade connection to Moynihan Station East, access to NJT's proposed ARC station, and a street-level through-block connection across from the West 33rd Street entrance to Moynihan Station East.

Penn West Site

The existing building located on the Penn West site would be demolished, and the site would be redeveloped with an approximately 125,000 zoning-square-foot building under the Penn Station Mixed-Use Development Option and would contain destination retail uses and office space and

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would be approximately 154 feet tall. The development on the Penn West site would also incorporate subway station access improvements and access to NJT's proposed ARC station. As described below, the Penn West site is also being considered for below-grade loading facilities that would serve the station and private development on the Penn Station Block. Under the Moynihan Station Subdistrict Option, the Penn West site could be developed with up to 1 million zoning square feet of floor area (875,000 square feet of which could be transferred from the Penn Station Block).

### **Additional Mixed-Use High-Rise Development**

Under the Moynihan Station Subdistrict Option (described below), it is likely that some of the development potential associated with the Penn Station Block would be used to develop some of the receiving sites within the new Subdistrict with mixed-use space by 2011. In addition, it is possible that ESDC may elect to transfer the unused Farley Complex development rights to one or more locations within the Subdistrict (other than the Penn East site). The SEQRA SEIS and NEPA EIS will examine such a scenario in conjunction with the Subdistrict Option. Under the Manufacturing and Commercial Rezoning, it is likely that additional mixed-use and residential development would occur in the rezoned areas.

### ***Phase II***

The elements comprising the Phase II development program are as follows:

#### **Moynihan Station East**

Moynihan Station East—an expanded and renovated Penn Station—would be built on the existing Penn Station site across from Moynihan Station West. Moynihan Station East and Moynihan Station West would be an integrated transportation complex serving rail passengers of each of the railroads serving Penn Station (Amtrak, LIRR, and NJT) and providing connections to the subway system. An expanded West 33rd Street passageway under Eighth Avenue would link Moynihan Station East to the West End Concourse below Moynihan Station West. Moynihan Stations East and West would also be linked visually as the Eighth Avenue façade of the Farley Building would be visible from within Moynihan Station East. The centerpiece of the new station would be a sky-lit train hall that would bring natural light to the ground floor and concourse levels. The train hall would be located over the center of the train platforms and would have direct access to Eighth and Seventh Avenues. A through-block sky-lit passageway to the east would extend between West 31st and 33rd Streets. These large public spaces would allow for daylight to descend to the lower concourses. Improved access between the station and Seventh Avenue and the IRT subway lines is also a feature of the program, which would include new station entrances on Seventh Avenue and additional access/egress points at- and below-grade on the eastern end of the block.

The proposed Moynihan Station East would be designed to satisfy four major principles:

1. *Access at the corners.* Virtually all surrounding pedestrian traffic approaches or leaves the existing station from its corners. Therefore, the new station would be clearly visible to pedestrians at each of its four street corner intersections, at the relocated West 34th Street entrance, and from more distant intersections. The proposed iconic and distinctive civic architecture of the station would give the facility an improved street and public presence and identify it as a world-class public train station. Each corner entrance would have direct access to a Level C (street-level) central core and to Level A to facilitate prompt passenger movement.

2. *A central core.* A clearly identifiable public meeting place at Level C within the station would orient all types of railroad patrons. This centralized commuter core would accommodate customer service and wayfinding functions and would provide easily identifiable, visible connections to all concourses.
3. *Well lit, spacious concourses.* The proposed project would replace the existing subterranean station by creating vertical light-wells extending through the street level to both below-grade concourses. These features would provide natural light to create well-lit, high-ceilinged spaces within the concourse areas that achieve an inviting and comfortable travel experience.
4. *Functional connectivity.* Consistent with the three principles above, the proposed project would create a functional connectivity between streets, subways, overbuild, and railroad station concourses and platforms. In order to appropriately distribute passengers, the corner entrances and street level central core would work together to equally distribute passenger loads. The proposed project would increase passenger connectivity between all concourses, and would provide adequate connectivity and functionality for the large passenger volumes utilizing the Seventh Avenue side of the complex en route to/from final destinations in midtown and downtown.

In addition, Moynihan Station East would feature the following station-related improvements and changes to existing operations in Penn Station:

- Wider and larger concourse areas with wider stairs and additional escalators and vertical circulation points (including stairs, escalators, and elevators) to facilitate connections between concourse levels and for increasing and improving access points to the platforms;
- Improved pedestrian connections between Seventh and Eighth Avenues at the street level and at the lower concourse level, and improved pedestrian connections at mid-block locations, extending between West 31st and 33rd Streets;
- Improved connectivity with the Seventh and Eighth Avenue subway stations;
- Substantially increase the amount of public pedestrian circulation space and vertical circulation;
- Improved and increased connections to and from the street to tracks and platforms below;
- Enhanced safety and security systems that would improve Penn Station's adherence, to the maximum extent practicable, to guidelines established by the NFPA 130 Standards, and improved egress time from the platforms to station exits;
- PANYNJ facilities for airport check-in and related remote baggage facilities;
- Adequate Penn Station Block sidewalk widths on the avenues and side streets. (Subject to further design and analysis, the goal would be to provide minimum sidewalk widths on the avenues and side streets of 20 feet and 15 feet, respectively, based on potential design options that may include changes to the building lines or changes to the curb-to-curb widths of the roadbeds.); and
- New track capacity where practicable.

Unlike the existing Penn Station, which has virtually no street level elements other than vertical circulation points, the new Moynihan Station East would have a ground floor level (Level C)

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that is characterized by full-block corridors connecting Seventh and Eighth Avenues and the main train hall to vertical transportation links to the concourses below. The east-west corridors would have high ceilings (at least 20 feet high) and would each have a width of approximately 30 to 40 feet. Minimum ceiling heights and widths for north-south corridors would also be established. Specific configurations of station Levels C, B, and A (from the ground floor level down), including the allocation of space among retail space, concourse space, and back-of-house space, have not been finally determined and will be further refined in the course of the project's design consistent with the four major principles enumerated above. In addition, under both the Penn Station Block Mixed-Use Development Option and the Moynihan Station Subdistrict Option, loading facilities for the station and private development could be accommodated in two ways, including on-site at Level B or off-site to the north and/or south of the Penn Station Block. If the loading docks are located off site, there would be opportunities for expanded station concourses and retail uses at Level B. Each of the loading dock scenarios will be analyzed in the SEQRA SEIS and NEPA EIS for both the Penn Station Block Mixed-Use Development Option and the Moynihan Station Subdistrict Option.

### **Penn Station Service Building**

The existing Penn Station Service Building on the south side of West 31st Street between Seventh and Eighth Avenues would be renovated and used for some portion of Amtrak and possibly NJT back-of-house operations to be facilitated via underground pedestrian connections to the Penn Station Block. The building's reuse would account for existing below-grade mechanical equipment that supports Penn Station. Renovation of the Service Building would begin prior to 2011 as part of Phase I. The Service Building site and potentially one or more blocks in the immediate vicinity of the Penn Station Block are also being considered for other train station services and ancillary facilities and below-grade loading and other support facilities that would serve operations on the Penn Station Block.

### **Mixed-Use, High-Rise Redevelopment**

Following completion of the new MSG arena by 2011 in the Farley Complex, the existing MSG would be demolished. As described above, there are presently two development options for the utilization of the approximately 5.4 million square feet of bonus and unused floor area available on the Penn Station Block. These two options are described below.

ESDC, MSDC, and New York City will assess the two options, in consultation with the railroads operating at Penn Station, against the goals and objectives of the project, and between issuance of this Draft Scope and completion of the draft SEQRA SEIS and NEPA EIS, one of the two development options will be identified as the proposed project. The draft SEQRA SEIS and NEPA EIS will analyze the selected option as a component of the proposed Expanded Moynihan Project, and will discuss why the other option is not being pursued.

### **Penn Station Block Mixed-Use Development Option**

Under this option, a high-rise mixed-use development would be built on the Penn Station Block above and around Moynihan Station East. This development would consist of up to 5.4 million bonus and unused zoning square feet of office, hotel, retail, and possibly residential uses in two towers (not including the existing 32-story Two Penn Plaza building that would remain on-site). For this option, there is a proposed commercial scenario and a proposed mixed-use scenario that includes residential space. The Two Penn Plaza building on the Seventh Avenue frontage of the site would remain but could be altered to provide additional retail space, and it would be reclassified as part of the project.

Environmental review of the proposed Expanded Moynihan Project will analyze a reasonable worst-case development scenario for the Penn Station Block Mixed-Use Development Option based upon two illustrative private development scenarios for the Penn Station Block. Each scenario would include up to 5.4 million bonus and unused zoning square feet of mixed-use development as shown in Table 1. Scenario A of the Penn Station Block Mixed-Use Development Option includes residential, hotel, retail, and commercial office uses. Scenario B includes more office and retail uses, a smaller hotel, and no residential space. Under each scenario, the Penn Station Block would be developed with two high-rise towers above a 115-foot-tall shared base. On East 33rd Street, there would be an approximately 1,100-foot-tall tower massed with a lower component, and an approximately 1,300-foot-tall tower would be located on East 31st Street.

A comparable amount of development was qualitatively analyzed in the FEIS under the Arena Alternative and was also analyzed for various limited purposes in the Hudson Yards Final Generic Environmental Impact Statement (FGEIS). The relocation of MSG (although to a location on the west side of Ninth Avenue across from the Farley Complex between West 31st and 33rd Streets) and the mixed-use redevelopment of the Penn Station Block was initially considered in the Hudson Yards FGEIS. However, the Hudson Yards FGEIS did not fully consider the environmental effects of the relocation of MSG and redevelopment of its current site in the approved Hudson Yards Rezoning. Further, the Hudson Yards FGEIS did not analyze possible residential uses on the Penn Station Block.

**Table 1**

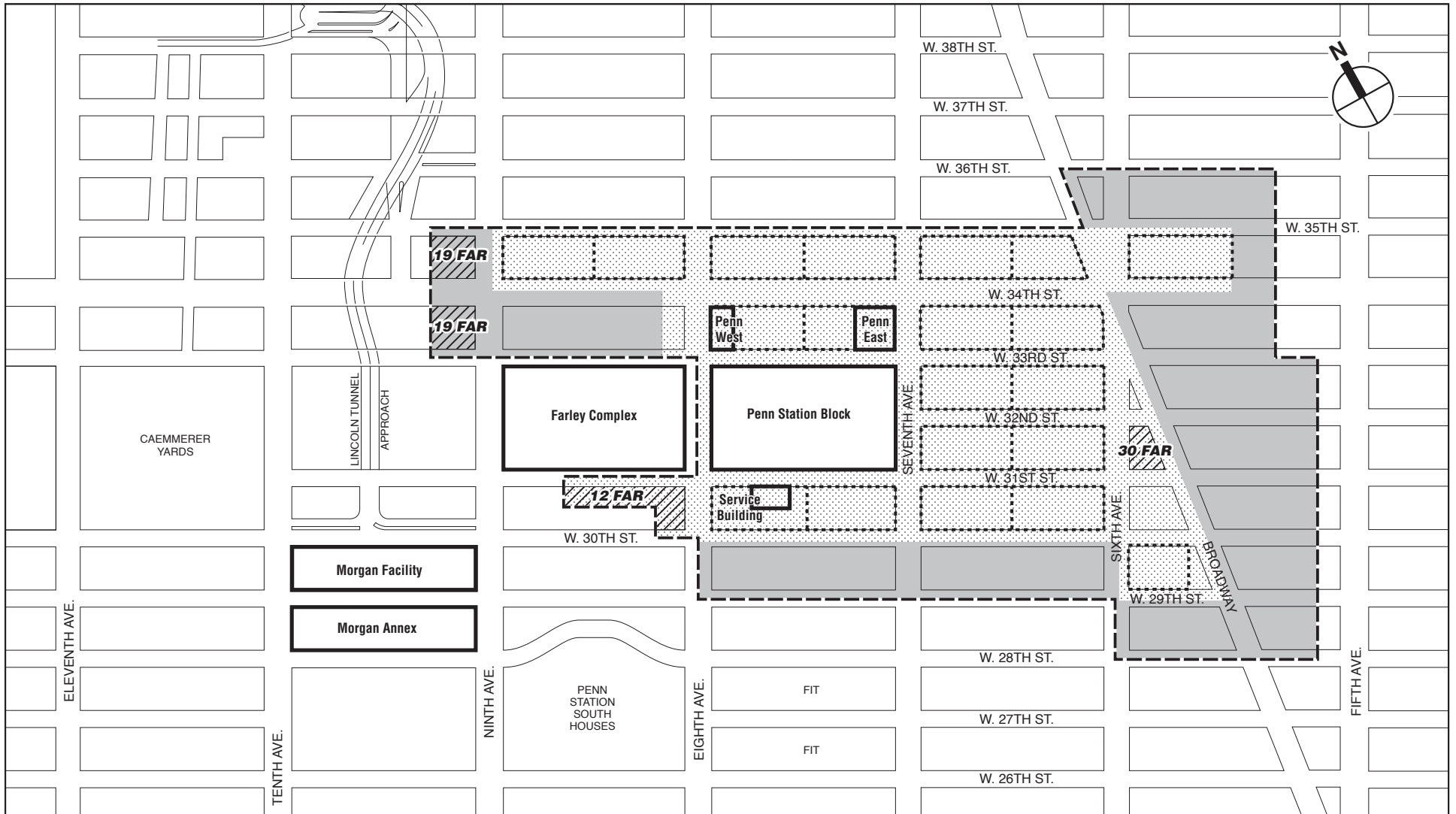
**Phase II Illustrative Development Scenarios for the Penn Station Block Under the Penn Station Block Mixed-Use Development Option**

Use	Scenario A	Scenario B
Office	2.3 million zoning square feet	4.0 million zoning square feet
Hotel	1.0 million zoning square feet	0.3 million zoning square feet
Retail	1.1 million zoning square feet	1.1 million zoning square feet
Residential	1.0 million zoning square feet	0
Total	5.4 million zoning square feet	5.4 million zoning square feet
<b>Note:</b> Data do not include existing Two Penn Plaza building.		

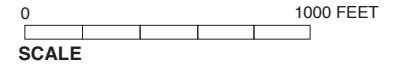
*Moynihan Station Subdistrict Option*

This option will analyze the creation of a proposed Moynihan Station Subdistrict. (The Moynihan Station Subdistrict may, alternatively, take the form of a new Special Moynihan Station District rather than a Subdistrict, but is referred to herein as the Moynihan Station Subdistrict.) This option would minimize construction within and over the operating railroad station.

The boundaries of the Moynihan Station Subdistrict are shown on Figure 3. The Moynihan Station Subdistrict would permit the transfer of up to approximately 4.3 million square feet of zoning floor area from the Penn Station Block to other blocks within the Subdistrict. The SEQRA SEIS and NEPA EIS will develop one or more reasonable worst-case development scenarios for the utilization of the 4.3 million square feet of transferable floor area on potential



- Project Site Boundaries
- Proposed Moynihan Station Subdistrict Boundary
- Core Area
- Periphery Area
- Blocks with Special Rules
- Concentration Rule Applies



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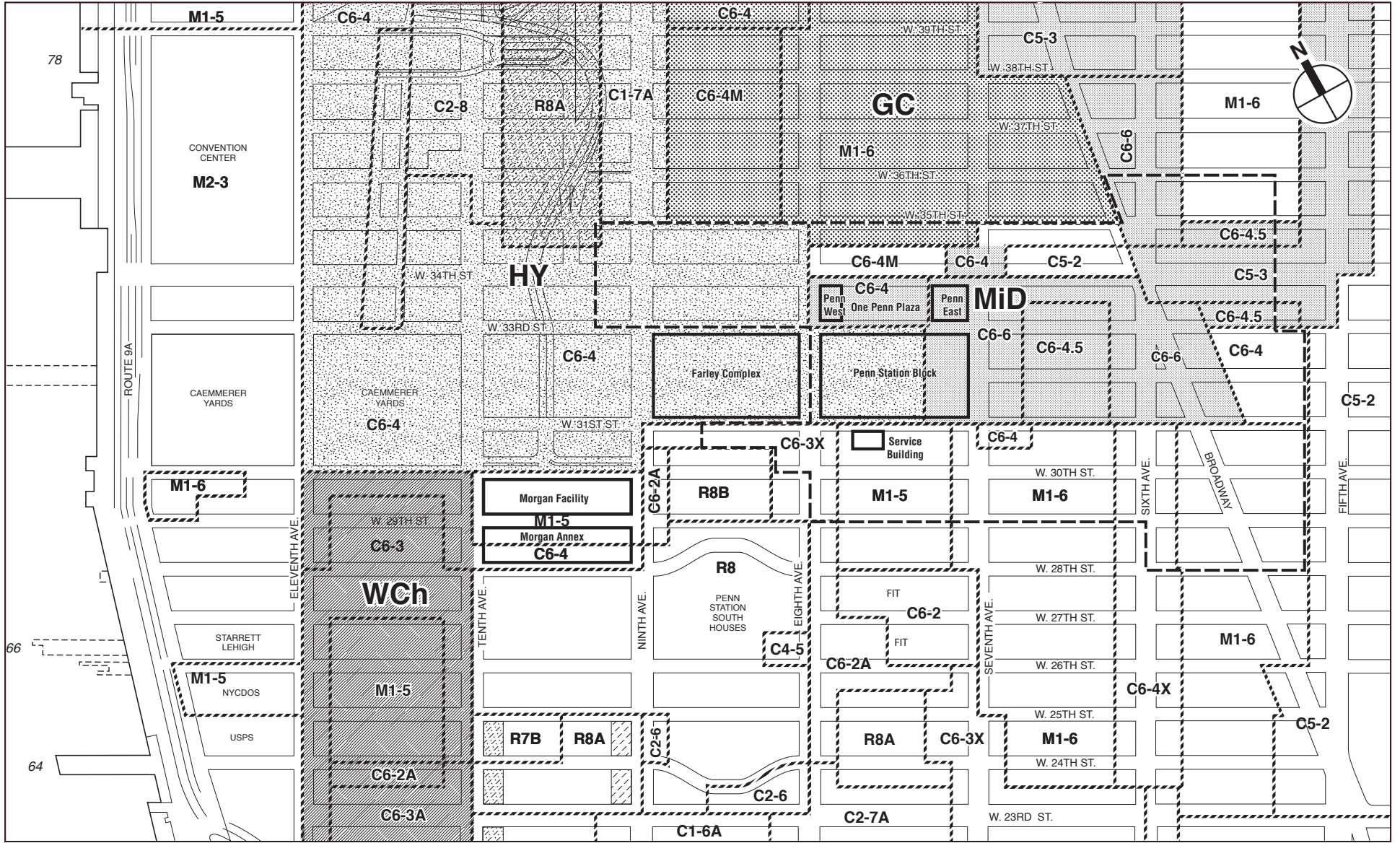
receiving sites. Up to approximately 1.1 million square feet of floor area would remain on the Penn Station Block under the Moynihan Station Subdistrict Option and would be used for new, predominantly retail, development. The Moynihan Station Subdistrict would include the area of the existing Penn Center Subdistrict and adjoining blocks within the Special Midtown District, portions of the current Special Hudson Yards and Special Garment Center Districts, and areas currently outside of any special zoning district. The existing zoning area is shown on Figure 4.

*Proposed Zoning.* The proposed Moynihan Station Subdistrict would be divided into three smaller areas: the existing Penn Station Block, the Core Area, and the Periphery Area. These areas are described in detail below.

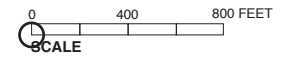
Penn Station Block. The Penn Station Block would qualify for a floor area bonus for transportation improvements under a City Planning Commission special permit, to permit a total of up to 19.5 FAR in the portion of the block more than 250 feet west of Seventh Avenue, and up to 18.0 FAR in the portion within 250 feet of Seventh Avenue. (These maximum FARs correspond to those under existing special permit bonuses, but a single, new special permit provision would be created to cover the entire block.) Under the new special permit, approximately 4.3 million square feet of zoning floor area could be transferred to sites within the Moynihan Station Subdistrict, provided that the transportation improvements result in substantial enhancements to the public areas of Penn Station and the creation of a public train hall and associated public spaces on the existing Penn Station Block with superior functionality, amenity, and civic grandeur. A mechanism would be established to require that commitments are put into place to construct the requisite transportation improvements. Factors relevant to achieving superior functionality, amenity, and civic grandeur for the public train hall and associated public spaces could include, among others: 1) ceiling heights, volumes, and sequence of public space; 2) extent of natural light; 3) connectivity to adjacent infrastructure; 4) capacity of pedestrian pathways and ease of passenger movements; 5) standards of architectural detail; 6) civic amenity in the design of both interior public space and exterior portals; and 7) facilitation of additions to inter-city and commuter rail service capacity, if practicable. The existing Two Penn Plaza office building would remain, and development on the remainder of the Penn Station Block would be limited to the train station and approximately 1.1 million zoning square feet for predominantly retail use.

Core Area. The Core Area would allow for the highest-density, commercial and mixed-use development in the Moynihan Station Subdistrict, based on proximity to transit, wide streets, and public open spaces. Within the Core Area, floor area could be transferred from the Penn Station Block to receiving sites. Base floor area ratios would be established consistent with the underlying zoning districts (see Figure 5); bonus floor area ratios would be established based on the underlying zoning districts and existing special district provisions; and maximum floor area ratios with transfer would be established throughout the district. Transfers would be subject to appropriate height and setback regulations. Upon approval of the initial special permit for substantial improvements on the Penn Station block, the subsequent floor area transfers would be by City Planning Chair certification.

The maximum floor area ratio within the Core Area would generally be 24.0, after transfer. However, a small block with a large amount of wide street and park frontage relative to block size would be permitted 30.0 FAR after transfer, because the block would be able to accommodate a building of this size. A second special rule would apply to the portion of the Core Area that is south of West 31st Street and west of Eighth Avenue, which would have a maximum floor area ratio of 12.0, after transfer, to provide a transition to nearby residential

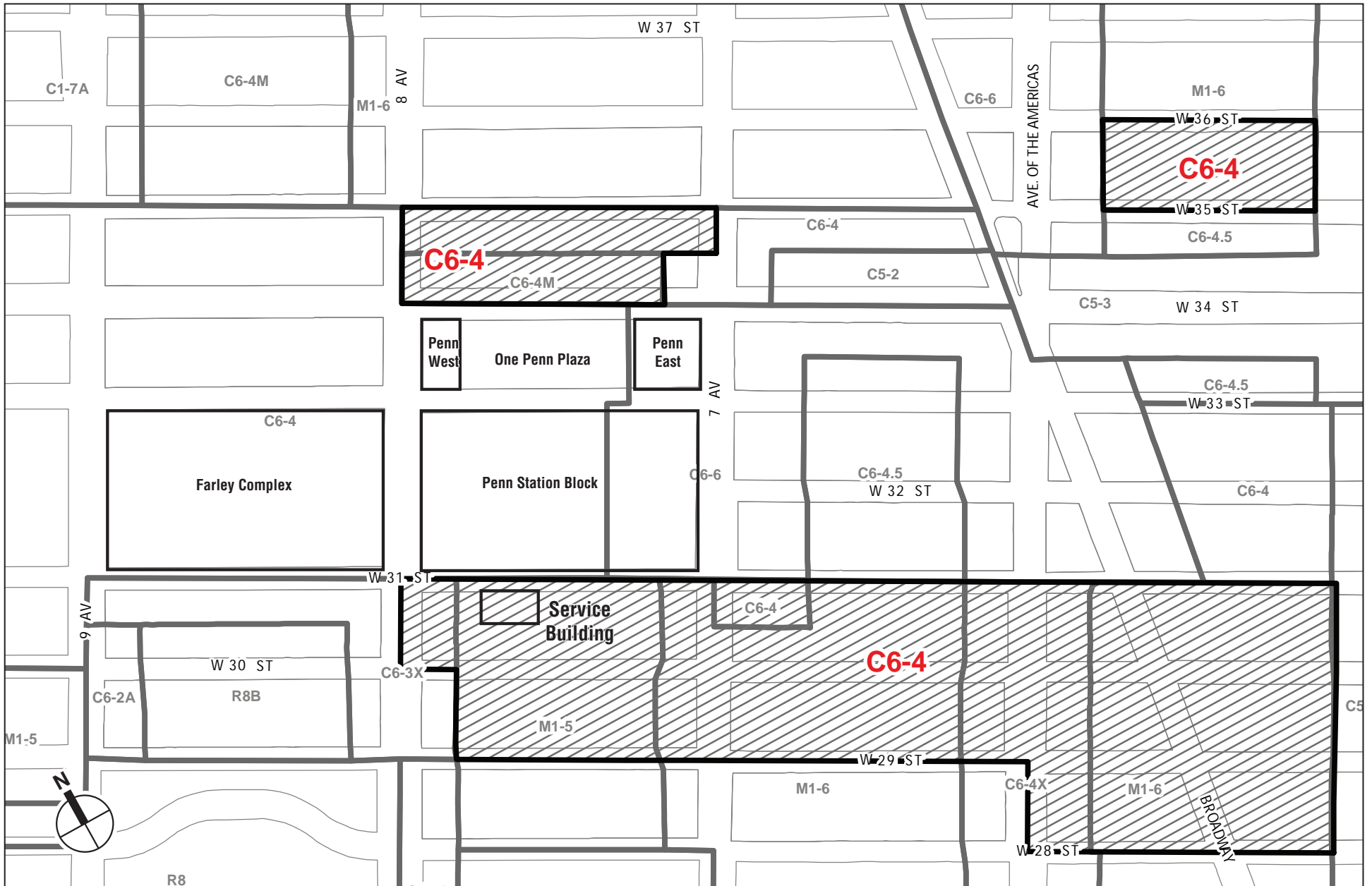


- Project Site Boundaries
- - - Proposed Moynihan Station Subdistrict Boundary
- ▨ Zoning District Boundary
- ▨ C1-5 Overlay
- ▨ C2-5 Overlay
- ▨ HY Special Hudson Yards District
- ▨ MiD Special Midtown District
- ▨ GC Special Garment Center District
- ▨ WCh Special West Chelsea District



Existing Zoning  
Figure 4





 Proposed C6-4       Existing Zoning

Moynihan Station Subdistrict  
Proposed Zoning  
Figure 5

areas. For the Penn West site, an additional 875,000 square feet would be transferable from the existing Penn Station Block without regard to the aggregate amount of floor area on the zoning lot that contains the Penn East and West sites and One Penn Plaza, including the proposed Penn East development pursuant to the GPP. The amount of development rights transferred to the One Penn Plaza block from the Penn Station Block may increase if the amount transferred from the Farley Complex is reduced. In the event that development rights are transferred to the One Penn Plaza Block from both the Penn Station Block and the Farley Complex, the aggregate maximum transfer to the One Penn Plaza block would be limited to 2.875 million square feet. However, the amount available for transfer from the Penn Station Block under the Moynihan Station Subdistrict Option would be governed by the maximum FAR in the Core of 24.0.

A “concentration rule” would facilitate the utilization of the transferred floor area from the Penn Station Block. Under this rule, on the blocks where the 24.0 FAR maximum after transfer applies, the maximum transfer would be calculated for each half of the block up to a line halfway between the avenues. However, the transferred floor area could be concentrated on a zoning lot comprising a portion of the half block, subject to special bulk rules that would control building size and massing, protecting light and air to the surrounding streets (see Figure 5).

Within the Core Area, receiving sites adjoining the 34th Street/Eighth Avenue, 34th Street/Seventh Avenue, and 34th Street/Herald Square subway stations would also be able to obtain a floor area bonus for improvements to the underground pedestrian network connecting Penn Station to the subway stations and streets to the north and east. Descriptions of the specific bonusable improvements to the underground pedestrian network would be included as part of the special district zoning text. The floor area bonus for improvements to the underground pedestrian network would replace the existing 20 percent floor area Special Midtown District bonus (Section 81-292 of the Zoning Resolution) and would also provide a 20 percent increase in floor area, which would be included within the maximum FAR after transfer from the Penn Station Block. The floor area bonus would be obtained by City Planning Chair certification, rather than by City Planning Commission special permit.

Periphery Area. In general, the Periphery Area is comprised of areas farther from major transit nodes and closer to residential communities. Within the Periphery Area, a transfer from the Penn Station Block would be limited to 20 percent of the base and bonus floor area ratios otherwise achievable. However, an FAR of 19.0 with transfer would be permitted on the portion of the Periphery Area located on the west side of Ninth Avenue between West 33rd and 35th Streets, comparable to the maximum FAR permitted with bonus in Subarea B2 of the Special Hudson Yards District immediately to the south.

Manufacturing and Commercial Rezoning. In addition, the Moynihan Station Subdistrict Option will analyze the effects of the additional development that might occur as a result of the Manufacturing and Commercial Rezoning.

## **D. REQUIRED APPROVALS**

As set forth below, and subject to further refinement as project planning continues, it is anticipated that the proposed Expanded Moynihan Project would require: several actions and approvals by ESDC as lead agency (including those of its subsidiary MSDC) for the adoption and approval of an amended GPP; agreements among the Venture, ESDC and MSDC; New York City zoning and other approvals to authorize Moynihan Station East and either the Penn Station Block Mixed-Use Development or the Moynihan Station District development; USPS

## **Expanded Moynihan/Penn Station Redevelopment Project**

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approvals for the relocation to, and possible expansion of, the Morgan Annex; and plan approval and development agreements with Penn Station's key transportation service providers—Amtrak, LIRR, NJT, NYCT, and PANYNJ.

### **NEW YORK STATE AGENCY ACTIONS AND APPROVALS**

#### *ESDC AND MSDC*

- Adopt and approve an amended GPP that would permit the construction of a new MSG in the western portion of the Farley Complex, approve the sale of excess Farley Complex development rights for use within the Moynihan Station Subdistrict, approve the utilization of 125,000 square feet of commercial development on the Penn West Site, acquire property on blocks adjacent to the Penn Station Block: (a) necessary for the development and enhancement of the proposed new transportation facilities at Moynihan Station and its infrastructure; (b) necessary for the improvement and security of Moynihan Station, and (c) that would otherwise be necessary to further the goals of the project. It would also provide for the possible acquisition of existing leases or other property interests at Penn Station (subject to the consent of the affected transportation agencies), and at the Penn East and Penn West sites, in order to facilitate construction at these sites. It would also provide for the override of provisions of the New York City Zoning Resolution relating to bulk and density at the Penn East and Penn West sites. In the event that unused development rights from the Farley Complex are transferred to other sites within the Moynihan Station Subdistrict, it would also provide for the override of the Zoning Resolution so as to permit the transfer from the Farley Complex in conformity with the proposed bulk and density limitations applicable to the receiving sites upon the transfer of development rights from the Penn Station Block. For the Farley Complex, the amended GPP would include an override of local law pertaining to the requirement for a special permit for a sports arena and other design matters. The amended GPP may also provide for the acquisition/establishment by ESDC of certain property interests and development rights with respect to the Penn Station Block in order to facilitate the relocation of Madison Square Garden and the construction of Moynihan Station.
- Enter into real estate transactions and related agreements for the train station and non-train station portions of the Farley Complex that would allow use of the building for transportation purposes and for the new MSG facility and other commercial uses, possibly including transit-oriented retail.

#### *LIRR*

LIRR may provide consent to alterations of its leased space at Penn Station. Additional construction-related agreements covering construction period activities, particularly track outages, platform sharing or exchanges, and other operational agreements, would need to be executed between the LIRR, the other operating railroads, and the Venture. In the event of substitution, modification, or relocation of leased premises, additional agreements would have to be made.

*NYCT*

It is anticipated that there will need to be agreements between NYCT and the Venture regarding project design, construction phasing, and leasing arrangements.

**NEW YORK CITY ACTIONS AND APPROVALS**

Both the Penn Station Block Mixed-Use Development Option and the Moynihan Station Subdistrict Option would require actions and approvals from the City Planning Commission (CPC), as described below. Additional city agencies that may be involved or interested agencies for the Expanded Moynihan Project include the New York City Department of Transportation, the New York City Department of Environmental Protection, and the New York City Landmarks Preservation Commission (LPC). As noted below, it is intended that the SEQRA SEIS will conform to the analysis criteria and methodologies established by CEQR and that the SEQRA SEIS will be the basis for the issuance of findings under CEQR by the involved city agencies.

*PENN STATION BLOCK MIXED-USE DEVELOPMENT OPTION*

The existing zoning on the Penn Station Block (MSG, Penn Station, Two Penn Plaza) provides the basis for the mixed-use development proposal for that site. Although the existing zoning provides for floor area bonuses by special permit for transportation improvements, the Venture would seek a variety of zoning actions and other approvals from CPC to create a zoning envelope consistent with the proposed development program for the Penn Station Block. The SEQRA SEIS and NEPA EIS will identify and describe the project's transportation improvements and mitigation measures identified to address project impacts.

The special permits that would be sought by the Venture are subject to the Uniform Land Use Review Procedure (ULURP), the process by which certain discretionary changes to the City's land use regulations are reviewed. The requested text amendments described below are not subject to ULURP, but they are subject to public review and approval by CPC and the City Council.

This development option would require a Special Permit for a transit bonus on the Penn Station Block (Pennsylvania Station Subarea B4 of the Special Hudson Yards District and Two Penn Plaza) and zoning text amendments to:

- Eliminate the Hudson Yards parking requirement where currently applicable within the Moynihan Station Subdistrict and apply the Off-Street Parking regulations of Article I, Chapter 3 of the Zoning Resolution;
- Replace the provisions of the 'Special Permit for a Transit Bonus in the Pennsylvania Station Subarea B4 of the Special Hudson Yards District' (currently ZR 93-35) and the Rail Mass Transit Special Permit (currently ZR 81-541) with a new transportation improvement bonus available to the entire Penn Station Block that would:
  - (i) require multi-agency transportation agency involvement in the selection, design and development of bonused transportation facility improvements and establish an implementation process for bonused improvements;
  - (ii) require development on the Penn Station Block pursuant to an approved site plan with a maximum permitted floor area and a mix of uses, possibly including residential;

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- (iii) allow for modification of existing zoning district height and setback, public access area, retail continuity, and other regulations in order to facilitate better site planning under the approved site plan;
- (iv) facilitate the creation of a new transportation facility or facilities with superior functionality, amenity, and civic grandeur; and
- (v) establish a mechanism to require that commitments are put into place to construct requisite transportation improvements.

### *MOYNIHAN STATION SUBDISTRICT OPTION*

This development option would require zoning text amendments to:

- Create the Moynihan Station Subdistrict, which would:
  - Encompass all of the Penn Station Block, the Core Area, and the Periphery Area;
  - Eliminate the Hudson Yards parking requirement where currently applicable within the Moynihan Station Subdistrict and apply the Off-Street Parking regulations of Article I, Chapter 3 of the Zoning Resolution;
  - Replace the provisions of the 'Special Permit for a Transit Bonus in the Pennsylvania Station Subarea B4 of the Special Hudson Yards District' (currently ZR 93-35) and the Rail Mass Transit Special Permit (currently ZR 81-541) with a new transportation improvement bonus available to the entire Penn Station Block that would:
    - (i) require multi-agency transportation agency involvement in the selection, design and development of bonused transportation facility improvements and establish an implementation process for bonused improvements;
    - (ii) require development on the Penn Station Block pursuant to an approved site plan with a maximum permitted floor area;
    - (iii) allow for modification of existing zoning district height and setback, public access area, retail continuity, and other regulations in order to facilitate better site planning under the approved site plan; and
    - (iv) facilitate the creation of a new transportation facility with superior functionality, amenity, and civic grandeur with the transfer of up to 4.3 million square feet of floor area (including floor area generated by the new transportation special permit bonus, if approved) from the Penn Station Block to sites within the Moynihan Station Subdistrict for commercial and/or residential use in accordance with the amended zoning map;
  - Establish procedures for individual transfers of floor area to sites within the Moynihan Station Subdistrict by certification of the City Planning Commission Chair;
  - Incorporate regulations of the Penn Center Subdistrict, as appropriate to the purposes of the Moynihan Station Subdistrict;
  - Define type, area, location and features of underground pedestrian network improvements eligible for receipt of floor area bonuses on receiving sites, and

- establish mechanisms for grant of such bonus by certification of the City Planning Commission Chair and for implementation process; and
- Establish maximum floor area ratios, height and setback, and other applicable regulations for sites receiving transferred floor area.
  - Establish a mechanism to require that commitments are put into place to construct requisite transportation improvements.
  - The Moynihan Station Subdistrict Option would also require amendments to the Special Hudson Yards District, Special Midtown District, and Special Garment Center District to accommodate/incorporate the Moynihan Station Subdistrict, and could require amendments to the boundaries of these Special Districts. This option would include the grant of a Special Permit under the new zoning text for a transportation improvement bonus on the Penn Station Block, which would define transportation improvements, establish a site plan for development on the Penn Station Block, and authorize the transfer of floor area from the Penn Station Block to sites within the Moynihan Station Subdistrict.
  - In addition, as shown in Figure 5, under the Manufacturing and Commercial Rezoning, New York City would adopt zoning map amendments changing the designation of the M1-5, M1-6, C6-4X, C6-3X, C6-4M districts within the proposed Moynihan Station Subdistrict to C6-4.

## **NEW JERSEY STATE AGENCY ACTIONS AND APPROVALS**

### *NJT*

It is anticipated that NJT will need to enter into agreements with Amtrak and the Venture regarding project design, construction phasing, and leasing arrangements. NJT may also need to modify existing agreements governing NJT obligations and use of Penn Station facilities. In addition, it is anticipated that there would need to be leasing agreements between MSDC and NJT related to Moynihan Station West, if NJT becomes the anchor tenant there. As a companion to the Expanded Moynihan Project, it is further anticipated that NJT will construct the necessary connection between Moynihan Station West and Platforms 1 and 2.

## **BI-STATE AGENCY ACTIONS AND APPROVALS**

### *PANYNJ*

As an anticipated tenant and service provider in Moynihan Station for airport access services, PANYNJ will have to affirm its business contracts with MSDC.

## **FEDERAL ACTIONS AND APPROVALS**

It is expected that one or more federal agencies and organizations will have actions and approvals as part of the Expanded Moynihan Project. The actions of these agencies and organizations are subject to review under NEPA. The SEQRA SEIS and NEPA EIS will provide these agencies and organizations with the documentation needed for NEPA compliance.

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### *FRA*

The FRA would take actions and grant approvals in its role as a federal funding resource for the project as well as in its oversight role for Amtrak's programs.

### *USPS*

Subsequent to completion of the FEIS and GPP by ESDC, USPS issued a FONSI related to the disposition of the Farley Complex. For the proposed Expanded Moynihan Project, USPS will be asked to further consolidate its administrative functions in a worst-case scenario and may be asked to approve the relocation of its retail operations in the Farley Complex to a nearby site and would consider the expansion of the Morgan Annex to accommodate up to 250,000 square feet that would no longer be available in the Farley Complex.

### *Other Federal Agency Actions and Approvals*

In addition to the FRA, other federal funding sources from one or more agencies may be sought for construction of the proposed Expanded Moynihan Project.

## **AMTRAK ACTION AND APPROVALS**

As the owner and anchor tenant of Penn Station and the Service Building, Amtrak would enter into development, construction, and leasing agreements with MSDC, the Venture, or others as necessary.

## **E. MOYNIHAN STATION PUBLIC FUNDING ARRANGEMENTS**

A portion of the public financing for the proposed project has not yet been identified. The types and sources have not been finalized and the design of the proposed project is in progress.

## **F. RELATIONSHIP OF STATE AND CITY ENVIRONMENTAL QUALITY REVIEW**

The state approvals required for the proposed Expanded Moynihan Project are subject to SEQRA regulations and guidelines, while local New York City actions are subject to CEQR regulations, a local implementation of the state regulations. SEQRA and CEQR require a lead agency to take a "hard look" at the environmental impacts of a proposed action, consider alternatives, and, to the maximum extent practicable, avoid or mitigate potentially significant adverse impacts on the environment, consistent with social, economic, and other essential considerations. The environmental review process will inform the lead agency and involved agencies as they make decisions on the actions noted above, including affirmation of the GPP. Similarly, the SEQRA SEIS will be used by New York City in support of its decision-making on the ULURP actions associated with the zoning special permits and other zoning actions noted above.

The SEQRA process begins with selection of a "lead agency" for the review. The lead agency is generally the governmental agency that is most responsible for the decisions to be made on a proposed action and that is also capable of conducting the environmental review. For the 2006 Farley/Moynihan Project, ESDC acted as the SEQRA lead agency.

For the proposed Expanded Moynihan Project, ESDC has circulated a notice indicating its intention to serve as the lead agency for the preparation of a Supplemental EIS. Involved or

interested agencies under SEQRA for the environmental review process will include the Metropolitan Transportation Authority (MTA), LIRR, and NYCT. Although Amtrak, NJT, and PANYNJ will not be involved agencies under SEQRA, they will each have a substantial role in the project and will participate in the review process. In addition, the City will participate in the preparation of the SEQRA SEIS as an involved agency and will use the document to prepare its findings pursuant to CEQR. When undertaking environmental review in New York City, ESDC generally utilizes the methodologies and impact criteria established in the *CEQR Technical Manual* and will do so in this case as appropriate. ESDC has determined that the proposed Expanded Moynihan Project could create significant adverse environmental impacts not analyzed and discussed in the Farley/Moynihan Project FEIS and, therefore, has determined that a SEQRA SEIS must be prepared. A public scoping of the content and technical analyses to be included in the SEQRA SEIS is an early step in its preparation. Following completion of the scoping process, the lead agency will oversee preparation of a Draft SEQRA SEIS for public review.

The scoping process is intended to focus the SEQRA SEIS and NEPA EIS on those issues most pertinent to the proposed Expanded Moynihan Project. The process at the same time allows other agencies and the public a voice in framing the scope of the SEQRA SEIS and NEPA EIS. During the period for scoping, those interested in reviewing the draft scope for the SEQRA SEIS and NEPA EIS may do so and give their comments in writing to the lead agency or at a public scoping meeting. The meeting record normally remains open for 10 days following the meeting. The lead agency oversees the preparation of a final SEQRA SEIS and NEPA EIS scope, which incorporates all relevant comments made on the draft scope and revises the extent or methodologies of the studies, as appropriate, in response to comments made during scoping. The Draft SEQRA SEIS and NEPA EIS will be prepared in accordance with the Final Scope of Work for the Supplemental Environmental Impact Statement.

## **G. ELEMENTS OF THE PROPOSED SCOPE PREPARED FOR BOTH THE SEQRA SEIS AND THE NEPA EIS**

Both the SEQRA SEIS and NEPA EIS will contain:

- A description of the proposed Expanded Moynihan Project and its environmental setting;
- A summary of the potential significant adverse impacts identified in the FEIS;
- The identification of all significant adverse environmental impacts of the proposed Expanded Moynihan Project, including significant adverse impacts that were not identified in the Farley/Moynihan Project FEIS, including the short- and long-term impacts;
- An identification of any significant adverse environmental impacts that cannot be avoided if the proposed Expanded Moynihan Project is implemented;
- A discussion of reasonable alternatives to the proposed Expanded Moynihan Project;
- An identification of irreversible and irretrievable commitments of resources that would be involved in the proposed Expanded Moynihan Project should it be implemented; and
- A description of practicable mitigation proposed to minimize any significant adverse environmental impacts identified in the SEQRA SEIS and NEPA EIS.



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An analysis of the proposed project's conformance with the City's Waterfront Revitalization Program is not warranted in the SEQRA SEIS or NEPA EIS, because the Expanded Moynihan Project's redevelopment sites are not within the boundaries of the City's Coastal Zone. In addition, an evaluation of potential impacts to natural resources is not warranted, as the project sites and surrounding area are fully developed and substantially devoid of natural resources and do not contain built resources known to contain, or that may be used as habitat by, a protected species as defined by the Federal Endangered Species Act (50 CFR 17) or the New York State Environmental Conservation Law (6 NYCRR Parts 182 and 193). Further, the disruption of the subsurface of the proposed project sites would not affect the function or value of natural resources. However, as described below for Chapter 12, "Infrastructure," the SEQRA SEIS and NEPA EIS will include an analysis of impacts to water quality and aquatic organisms in the Hudson River if it is determined that the project would generate a substantial increase in combined sewer overflow volumes that would significantly impact the river in the vicinity of the project area.

The specific chapters to be included in the SEQRA SEIS and NEPA EIS are described below.

### **CHAPTER 1: PROJECT DESCRIPTION**

The first chapter of the SEQRA SEIS and NEPA EIS will introduce the reader to the project and set the context in which to assess impacts. It will first describe the 2006 Farley/Moynihan Project described in the FEIS. It will then describe the proposed Expanded Moynihan Project, the background and history of the project, a statement of purpose and need for the proposed Expanded Moynihan Project, and a description of the reasonable worst-case development scenarios. The chapter is the key to understanding the proposed actions and the proposed Expanded Moynihan Project and their impacts, and gives the public and decision-makers a base from which to evaluate the project against the future condition without the project. The project description will consist of a discussion of key project elements, such as land use plans, site plans and elevations, zoning changes, access and circulation, certain station security elements, and improvements to rail life-safety systems to improve adherence with NFPA 130 to the maximum extent practicable, and other project commitments.

### **CHAPTER 2: FRAMEWORK FOR ANALYSIS**

This chapter will discuss the framework for the SEQRA SEIS and NEPA EIS technical analyses. It will include a discussion of approvals required, procedures to be followed, and the role of the SEQRA SEIS and NEPA EIS in the process. It will identify the analysis years and project phasing, and identify reasonable worst-case development scenarios that will be assessed in the SEQRA SEIS and NEPA EIS. The section on required approvals will describe all anticipated public actions required to develop the project. The role of public agencies and corporations, such as the City, ESDC, MSDC, FRA, PANYNJ, USPS, Amtrak, LIRR, NYCT, and NJT in the approval process will also be described. The role of the SEQRA SEIS and NEPA EIS as a full disclosure document to aid in decision-making will be identified and this relationship to any other approval procedures will be described.

### ***SEQRA SEIS ORGANIZATION AND METHODOLOGY***

For each technical analysis area relevant to the examination of project impacts, the SEQRA SEIS and NEPA EIS will contain a separate chapter. Each chapter will explain the methodology for analysis; define an appropriate study area in relation to the scope and project sites of the

proposed Expanded Moynihan Project; and describe the study area to the extent it is different from the study area examined in the FEIS. The study areas for the technical analyses will be expanded beyond those identified in the FEIS to account for the new project sites and the proposed Moynihan Station Subdistrict Option. Different study areas will not be defined for the Penn Station Block Mixed-Use Development and Moynihan Station Subdistrict Options; rather, the study area for each technical analysis will be defined to account for the boundaries of the Subdistrict. For any portions of the new study areas that are outside the study areas for the FEIS, existing conditions information will be developed, and for the portions of the SEQRA SEIS and NEPA EIS study areas that are the same as those in the FEIS, conditions relevant to the particular analysis will be updated. The SEQRA SEIS and NEPA EIS will indicate that an existing condition will be ESDC ownership of the Farley Complex. Each technical analysis will build upon the updated existing conditions information to predict future conditions without the proposed project.

Since the proposed actions, if approved, would lead to development taking place in the future, the environmental setting is not the current environment, but the environment as it would exist in the future at the time the proposed actions would become operational. This is known as the “Future without the Proposed Actions,” which characterizes future baseline conditions most likely to occur without the proposed actions. In this case, the Future without the Proposed Actions includes a development scenario for the project sites and developments anticipated in the surrounding area. For the technical analyses in the SEQRA SEIS and NEPA EIS, the Future without the Proposed Actions for the 2011 and 2018 analysis years will include a discussion of future conditions based upon input from the New York City Department of City Planning (DCP), and the analyses of technical areas such as community facilities, traffic and parking, and transit and pedestrians will also use growth projections reflecting anticipated development through 2011 and 2018.

The development scenario for the Future without the Proposed Actions will indicate that ESDC has purchased the Farley Complex from the USPS and that, absent the proposed project, will allow USPS to continue to occupy approximately 265,000 square feet of the Farley Complex for its operations and will redevelop approximately 518,000 square feet of the Farley Complex with commercial uses. This scenario assumes redevelopment similar to that analyzed in the FEIS, but without inclusion of the train station. In addition, the Future without the Proposed Actions condition will indicate that the Penn East and Penn West sites will remain in their current conditions, Penn Station will undergo Amtrak’s typical maintenance, an NJT West 31st Street entrance to Penn Station will have been completed, and MSG will remain in its current location and undergo a major renovation that would include reconstruction of the seating bowl to accommodate new suites and improve sightlines, an overhaul of the entire interior, expanded concourses and lobby areas, new restaurants and bars, and a renovation of the Theater at Madison Square Garden. The arena seating capacity would increase by up to 1,500 seats, but the theater seating capacity would be reduced from 5,600 to 4,500 seats. However, such a renovation of MSG would require approvals and special permits by the CPC, and in the absence of such approvals, MSG would remain in its current form and location. For analysis purposes, it is assumed that MSG would remain at its existing levels of utilization and overall operating characteristics. The development scenario for the Future without the Proposed Actions will also include any new development that is expected to occur on sites within the Moynihan Station Subdistrict and the applicable study area.

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The Future with the Proposed Actions for 2011 and 2018<sup>1</sup> will be compared with the Future without the Proposed Actions scenario. Comparison of the Future with and without the Proposed Actions allows the project's incremental impacts to be evaluated. An assessment is made as to whether those changes caused by the proposed actions would constitute significant adverse impacts, which are substantial changes in environmental conditions. The SEQRA SEIS and NEPA EIS will recognize that many of the transportation improvements associated with Moynihan Station East, such as the new entrance on Eighth Avenue, new vertical circulation, and new concourses could be completed earlier than 2018. The SEQRA SEIS and NEPA EIS will also consider and assess potential impacts under the Moynihan Station Subdistrict Option, including the rezoning of certain blocks and, primarily, the utilization of the transferable floor area from the Penn Station Block to other sites within the Moynihan Station Subdistrict by the 2018 analysis year (with some of the potential development occurring by the 2011 analysis year).

The *CEQR Technical Manual* provides quantitative thresholds for what constitutes a significant impact in many of the technical areas; others require a more subjective and qualitative assessment. Both qualitative and quantitative information is used, where possible, to determine the likelihood that an impact would occur, the time frame in which it would occur, and its significance. A determination of significance must consider magnitude, duration, geographic scope, number of people affected, and irreversibility. Where significant adverse environmental impacts are identified, options for practicable mitigation are identified and evaluated.

In addition to the technical chapters, the SEQRA SEIS and NEPA EIS will contain a chapter summarizing recommended mitigation measures for identified significant adverse impacts, a chapter identifying and analyzing alternatives to the proposed Expanded Moynihan Project, and several summary chapters.

### *Relationship of the SEQRA SEIS to the Farley/Moynihan Project FEIS*

As described above, the Board of Directors of the ESDC certified and issued the FEIS for the Farley/Moynihan Project on August 2, 2006 and adopted SEQRA Findings and approved a GPP on August 14, 2006. One of the proposed actions that will be analyzed in the SEQRA SEIS is an amendment of the GPP, which has the potential to result in significant new environmental impacts not previously analyzed in the prior FEIS. Hence, to determine whether the proposed Expanded Moynihan Project could potentially result in any significant adverse environmental impacts not previously identified in the FEIS, the SEQRA SEIS will revise all technical areas to account for new and/or revised program elements, the new project sites and enlarged study areas, and new or different discretionary actions, and it will consider changes in background conditions in the study areas to reflect the current status of planned and proposed projects and the new anticipated years of completion for the expanded project. Finally, the SEQRA SEIS will identify practicable mitigation for identified new or different significant adverse impacts.

The SEQRA SEIS will, in addition to consideration of the potential impacts of the Expanded Moynihan Project as compared to the Future without the Proposed Actions (as described above), assess such impacts against those of the Farley/Moynihan Project examined in the FEIS.

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<sup>1</sup> As noted above, the NEPA EIS will also consider conditions in Moynihan Stations East and West and in the area surrounding the project in the "horizon year" of 2030.

*Phase I and Phase II Illustrative Scenarios*

For purposes of providing a conservative assessment of the range of potentially significant adverse environmental impacts that could result from the proposed Expanded Moynihan Project, the SEQRA SEIS and NEPA EIS will present “reasonable worst-case development scenarios” for the project.

The SEQRA SEIS and NEPA EIS will analyze a reasonable worst-case development scenario for Phase I that includes: construction of Moynihan Station West in the Farley Complex; the relocation of existing USPS offices and sorting and distribution operations at the Farley Complex to the Morgan Annex, which could involve an expansion of that facility, or to another location if identified by the USPS; the relocation of postal retail services to a temporary location in the vicinity of Eighth Avenue; a new MSG arena in the Farley Complex; utilization of up to approximately 2 million zoning square feet of development rights associated with the Farley Complex for the construction of a 2-million-zoning-square-foot office building at the Penn East site; under the Penn Station Block Mixed-Use Development Option, the development of 125,000 zoning square feet of retail and office on the Penn West site; and under the Moynihan Station Subdistrict Option, some development within the Subdistrict. (As noted below for Chapter 22, “Alternatives,” variations in the configuration of the proposed Penn East and Penn West developments will be considered in the SEQRA SEIS and NEPA EIS.)

For Phase II of the proposed project, the SEQRA SEIS and NEPA EIS will analyze reasonable worst-case development scenarios that will include the completion of Moynihan Station East with two loading dock scenarios, on-site at Level B and off-site to the north and/or south of the Penn Station Block. The SEQRA SEIS and NEPA EIS will also analyze reasonable worst-case development scenarios for the approximately 5.4 million square feet of bonus and unused floor area available on the Penn Station Block. For the Penn Station Block Mixed-Use Development Option, there are two development scenarios for the Penn Station Block as described above; each scenario will not be analyzed in each of the technical areas of the SEQRA SEIS; rather, each technical area will analyze a reasonable worst-case development scenario with respect to that technical area. For example, Scenario A, which assumes residential use, is expected to provide a reasonable worst-case development scenario for the analysis of community facilities, while Scenario B, which has more commercial space, is expected to provide a reasonable worst-case development scenario for the traffic and transit analyses. For the Moynihan Station Subdistrict Option, the SEQRA SEIS and NEPA EIS will develop reasonable worst-case development scenarios for the transfer of up to approximately 4.3 million zoning square feet of development rights from the Penn Station Block to potential development sites within the Moynihan Station Subdistrict, and each SEQRA SEIS technical area will assess a scenario that provides a reasonable worst-case scenario for that technical area. The reasonable worst-case development scenarios will be established based on, among other things, current ownership, lot size, existing land uses, existing built FAR, and potential build out under the proposed zoning. The reasonable worst-case development scenarios for the Moynihan Station Subdistrict Option will also assume that up to approximately 1.1 million zoning square feet of commercial (predominantly retail) space is developed on the Penn Station Block above and around Moynihan Station East.

It should be noted that the reasonable worst-case development scenarios may account for the possible utilization of some or all of the unused development rights associated with the Farley Complex at one or more locations within the Moynihan Station Subdistrict in lieu of their

## **Expanded Moynihan/Penn Station Redevelopment Project**

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utilization on the One Penn Plaza Block. They will also account for development expected as a result of the Manufacturing and Commercial Rezoning.

### *RELATIONSHIP WITH OTHER PROJECT AREA ACTIONS*

#### *No. 7 Subway Extension—Hudson Yards Rezoning and Redevelopment Plan*

Completed in November 2004, the Hudson Yards FGEIS presents detailed descriptions of existing conditions for portions of the project study area that will be referenced in the SEQRA SEIS and NEPA EIS, with updated information as appropriate. In addition, for the technical analyses in the SEQRA SEIS and NEPA EIS, information used to develop the Hudson Yards Rezoning FGEIS 2025 analysis conditions will be reviewed in consultation with DCP to determine which potential Hudson Yards development sites should be included in the proposed Expanded Moynihan Project's 2018 analysis year. The Farley Complex and a portion of the Penn Station Block are located within the Special Hudson Yards District. The redevelopment of the Penn Station Block, as well as the Penn East and Penn West sites, was not within the development envelope analyzed in the Hudson Yards FGEIS, nor were the Moynihan Station Subdistrict Option's development envelopes and floor areas.

#### *Access to the Region's Core (ARC)*

The immediate area around Penn Station and the Farley Complex is being analyzed as part of the plan for improving trans-Hudson rail service currently being examined by NJT, PANYNJ, and Amtrak. In addition to the New York Penn Station Enhancement Project noted below, NJT plans to build a new commuter rail station, deep under 34th Street between Sixth and Eighth Avenues, as part of the Trans-Hudson Express Tunnel project. The completion of this planned station is expected by 2017, either ahead of or concurrent with the anticipated completion of Phase II of the proposed Expanded Moynihan Project in 2018. A Draft EIS for the tunnel project was released in February 2007, which indicated a 2016 Build year that has since been updated to 2017. Therefore, this proposed new rail station will be included in the Future without the Proposed Actions, and there will be ongoing consultation with the ARC project team.

#### *Other Planned Projects*

In accordance with CEQR methodologies, other planned projects within a ½-mile radius of the project sites will be incorporated into the future baseline conditions. Since the traffic study area for the SEQRA SEIS and NEPA EIS will encompass intersections within a large area in Midtown Manhattan, other planned projects beyond the typical ½ mile distance will be identified for possible inclusion in the future baseline conditions.

The major study area projects described below will be included in the 2011 and 2018 baseline conditions for the Future without the Proposed Actions, but they are not meant to represent the complete list of such projects. The SEQRA SEIS and NEPA EIS will provide a thorough list of projects to be included in the 2011 and 2018 future baseline conditions. Known major projects in the study area include:

- New York Penn Station Enhancement Projects. Penn Station improvements being considered by NJT that are most directly relevant to the proposed Expanded Moynihan Project include improved platform access by 2010 to certain tracks used by NJT that would enable full utilization by riders using the proposed Moynihan Station West. Improved platform access includes the possible creation of a below-grade pedestrian connection under Eighth Avenue between the West End Concourse, which is below the

Farley Building, and NJT's southernmost tracks (Platforms 1 and 2), which are below Penn Station.

- Hudson Yards Rezoning. Approved in 2004, this rezoning is expected to ultimately result in a projected 25 million square feet of office space, 13.5 million square feet of residential space, 1.5 million square feet of hotel space, and 700,000 square feet of retail space. The Hudson Yards FGEIS includes a development program for 2010 and assumes that the remaining projected development would occur by 2025, although it recognizes that some of this development would likely occur between 2025 and 2035 or possibly later. The portion of the projected development that could be built by the proposed Expanded Moynihan Project's Phase I and Phase II build years (2011 and 2018, respectively) would be determined in consultation with DCP for use in the SEQRA SEIS and NEPA EIS analyses.
- Extension of the No. 7 Subway Line. This subway extension would serve the Hudson Yards rezoning area via 41st Street and Eleventh Avenue and is expected to be completed by 2013.
- East Side Access Project. This project would provide a new LIRR terminal at Grand Central Terminal by 2013 that would provide a more direct and faster trip between Long Island and East Midtown Manhattan.
- Jacob K. Javits Convention Center Expansion. The expansion of the convention center northward to 40th Street is assumed to be completed and open by 2013.
- Special West Chelsea District Rezoning. The 2005 rezoning of the area between Tenth and Eleventh Avenues and West 30th and 16th Streets provides opportunities for new residential development, which would occur by 2013 on underutilized and vacant land, formerly used for manufacturing, in an area where there is no longer a concentration of industrial activity and where there is a strong demand for housing.
- Redevelopment of the Hotel Pennsylvania Site. Vornado Realty Trust contemplates demolishing the Hotel Pennsylvania on the southeast corner of Seventh Avenue and West 33rd Street and redeveloping the site with a large office building. This development would require a variety of approvals from the CPC and the City Council. If approved, this development would be completed in 2013, and it would go forward whether or not the proposed actions for the Expanded Moynihan Project are approved.
- Brookfield Site. This site over the Penn Station Rail Yards on the west side of Ninth Avenue between West 31st and 33rd Streets would be developed with approximately 4.3 million square feet. Development of this site will require a deck over the open cut of the rail yard.
- PANYNJ Projects. The Bus Terminal Redevelopment Project contemplates an approximately 1-million-square-foot office development above the terminal's north wing, and an associated renovation of approximately 55,000 square feet of the bus terminal's retail space, and enhancements to the terminal's pedestrian and bus circulation system. This project is expected to be completed by the proposed project's 2018 Build year. For the proposed Bus Staging and Storage Facility project, engineering studies are being undertaken in support of the construction of a new bus facility on a PANYNJ owned site, near the Bus Terminal and the Lincoln Tunnel. The Port Authority is also evaluating options to improve the capacity and reliability of the exclusive bus lane (XBL) system on the I-495 approach to the Lincoln Tunnel in New Jersey.

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Additional development projects that would be expected to occur will be described using the list of Future without the Proposed Actions projects that are presented in the FEIS, with updates as necessary. The projects that will be completed and occupied after the 2006 existing conditions baseline traffic count program for the SEQRA SEIS and NEPA EIS will be included in the Future without the Proposed Actions condition.

In September 2006, the MTA and City reached a new agreement to develop the air-rights above the western rail yards portion of Caemmerer Yards. The Western Rail Yards are bounded by Eleventh and Twelfth Avenues between West 30th and 33rd Streets. Under the agreement, the MTA will retain the western rail yards and the money generated from the sale of development rights. In addition, the City agreed to purchase 2.45 million square feet of development rights in the eastern rail yards portion of Caemmerer Yards. The Eastern Rail Yards are bounded by Tenth and Eleventh Avenues between West 30th and 33rd Streets. It is anticipated that the western rail yards will be rezoned and that development proposals will be reviewed through ULURP. This large development is a high priority for New York City and the MTA and has an estimated build year between 2013 and 2018 and will therefore conservatively be included in the 2018 analysis of the Future without the Proposed Actions.

In July 2007, the New York State Legislature passed a law creating the New York City Traffic Congestion Mitigation Commission. This 17-member commission is currently considering different plans to reduce traffic congestion in New York City, and one of the plans being studied is the three-year congestion pricing pilot program that New York City Mayor Michael Bloomberg proposed in April 2007. Pursuant to the state law, the commission will issue congestion mitigation recommendations by January 2008. The New York City Council and State Legislature will then be required to approve the recommended plan by March 31, 2008. Because an implementation plan for the City's proposed congestion pricing program has not been developed and it is uncertain whether the New York City Traffic Congestion Mitigation Commission will ultimately recommend that specific plan for mitigating traffic congestion, or another plan, the background condition for the Expanded Moynihan Project does not include a congestion pricing program or other traffic mitigation plan. If and when a traffic congestion mitigation plan is enacted, then the effects of such a plan would be considered in the proposed project's Future without the Proposed Actions condition.

### **CHAPTER 3: LAND USE, ZONING, AND PUBLIC POLICY**

#### *FEIS CONCLUSIONS*

The FEIS concluded the following with respect to land use, zoning and public policy:

- The proposed changes to the use, size, and scale of the Farley Complex under the Farley/Moynihan Project would be consistent with land use under existing conditions and in the Future without the Proposed Actions.
- The Farley/Moynihan Project would not conflict with overall zoning policy for the Farley Complex, even though rail passenger stations are not as-of-right under New York City zoning regulations. The proposed changes to the Farley Complex would simply extend existing rail passenger service westward over existing railroad tracks.
- The development of a primarily residential or mixed-use building on the Development Transfer Site (Penn West site), which would require ESDC to exercise its zoning override power for waivers of bulk regulations, would not change local zoning laws or conflict with the overall zoning policy for the site or area.

- Public policy at the project site or in the study area is not expected to change in the future with the Farley/Moynihan Project. This project would bring new activity to the Farley Complex block for the new Moynihan Station facility and commercial uses, and therefore it would be compatible with public policy.

#### *PROPOSED EXPANDED MOYNIHAN PROJECT*

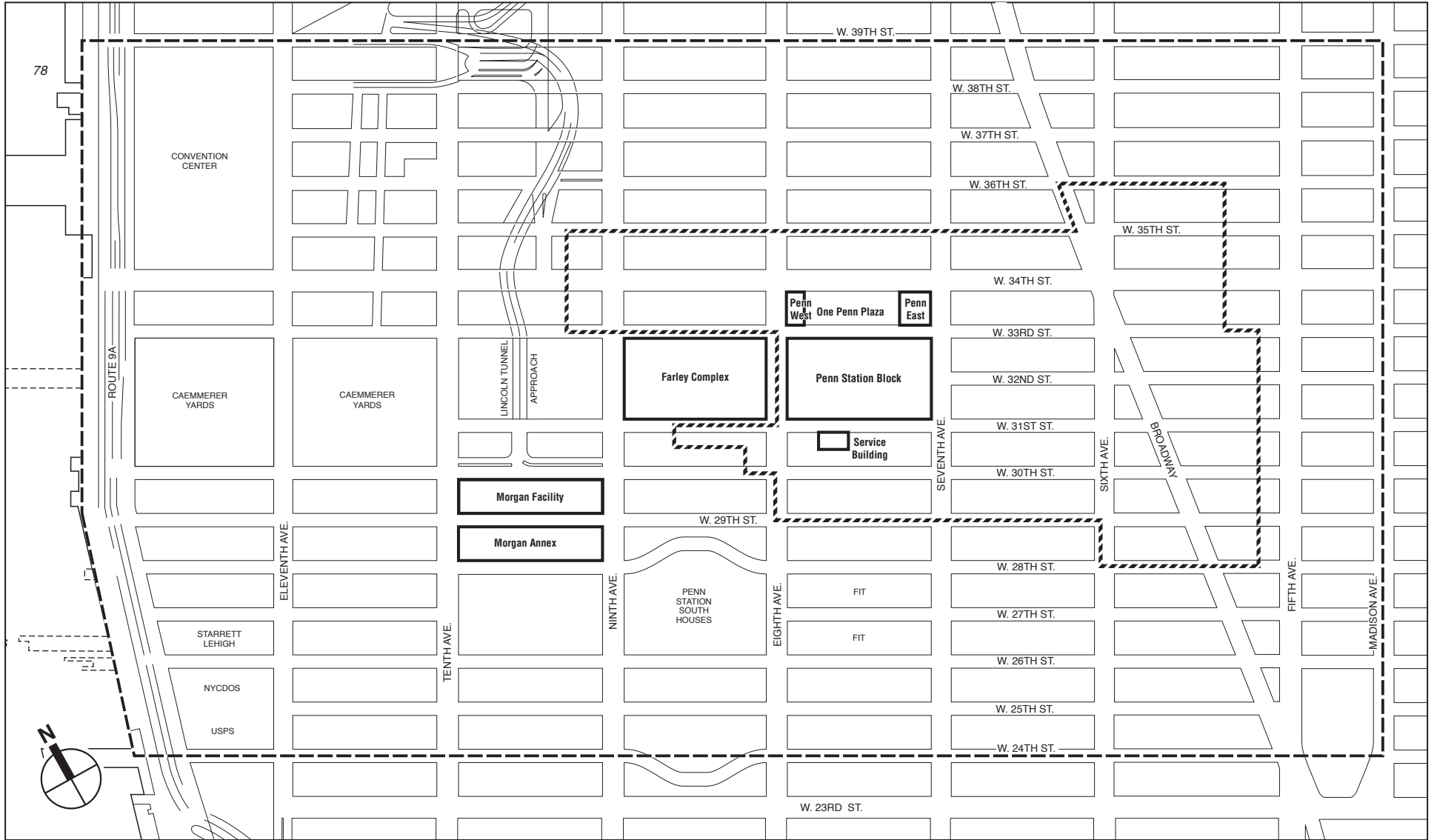
Overall, the SEQRA SEIS and NEPA EIS will analyze the proposed Expanded Moynihan Project for consistency with current zoning, surrounding land uses, and long-range plans in the area. An important task for this analysis will be the compilation of information on existing land uses now and in the Future without the Proposed Actions that is needed to set the context in which many of the other technical tasks are understood.

#### *ANALYSIS*

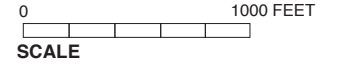
Based in part upon the information in the FEIS, this chapter will:

- A. Provide a brief development history of the project sites and surrounding study area. The land use study area will be expanded from that examined in the FEIS due to the addition of the Penn Station Block, the Penn East, Penn Station Service Building, and Morgan Annex sites, and the Moynihan Station Subdistrict. As recommended in the *CEQR Technical Manual*, the study area will be the area within a ¼-mile radius from the project sites; the east-west limits of the study area will be from the Hudson River to Madison Avenue, rather than from Tenth Avenue to Sixth Avenue as was included in the FEIS, and the north-south limits will be West 39th and 24th Streets. See Figure 6 for a map of the land use study area.
- B. Describe the existing conditions on the sites comprising the proposed Expanded Moynihan Project, and update the existing conditions sections of the FEIS to reflect changes in the neighborhood since the analysis performed for the FEIS.
- C. Summarize and expand upon the FEIS data on predominant land use patterns in the study area, including an updated description of recent development trends, if appropriate. Land use patterns in the blocks surrounding the project sites will be highlighted.
- D. Update land use at the Farley Complex in the Future without the Proposed Actions for 2011 and 2018.
- E. Update and expand the FEIS list of future projects in the study area and update the description of how these projects might affect land use patterns and development trends in the study area in the Future without the Proposed Actions. Also identify pending zoning actions (including those associated with the future without the proposed project) or other public policy actions that could affect land use patterns and trends in the study area as they relate to the Expanded Moynihan Project.
- F. Assess impacts of the proposed actions and project on land use and land use trends, zoning, and public policy.
- G. Identify and analyze practicable mitigation measures for any significant adverse impacts identified as resulting from the proposed project.





- Project Site Boundaries
- - -** Proposed Moynihan Station Subdistrict Boundary
- - -** Land Use Study Area Boundary



## **CHAPTER 4: SOCIOECONOMIC CONDITIONS**

### *FEIS CONCLUSIONS*

The FEIS concluded that the Farley/Moynihan Project would not have significant adverse socioeconomic impacts.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

According to guidelines in the *CEQR Technical Manual*, commercial development greater than 200,000 square feet or residential development of more than 200 units has the potential to generate significant socioeconomic impacts requiring analysis. Since the proposed Expanded Moynihan Project would introduce commercial and possibly residential uses well in excess of these thresholds, an updated socioeconomic assessment is required for the SEQRA SEIS and NEPA EIS. The analysis for the SEQRA SEIS and NEPA EIS will build on that contained in the FEIS.

### *ANALYSIS*

The analysis will follow the guidelines of the *CEQR Technical Manual* in assessing the proposed Expanded Moynihan Project's effects on socioeconomic conditions within a study area that corresponds to the land use study area describe above, with adjustments made as necessary to better reflect Census Tract boundaries. According to the *CEQR Technical Manual*, the five principal issues of concern with respect to socioeconomic conditions are whether a proposed action would result in significant impacts due to: (1) direct residential displacement; (2) direct business and institutional displacement; (3) indirect residential displacement; (4) indirect business and institutional displacement; and (5) adverse effects on a specific industry. In conformance with the *CEQR Technical Manual* guidelines, the assessment of these five areas of concern will begin with a preliminary screening analysis to determine whether the proposed Expanded Moynihan Project presents a potential for significant adverse socioeconomic impacts. Detailed assessments will be conducted for those areas in which the preliminary assessment cannot definitively rule out the potential for significant adverse impacts. It is not anticipated that the proposed project would have significant adverse impacts on specific industries in the area. Therefore, the analysis will focus on the potential for the project to result in direct business and institutional displacement, direct residential displacement (for the transfer of floor area under the Moynihan Station Subdistrict Option only), and indirect business, institutional, or residential displacement due to the introduction of a large amount of new commercial and residential space, and the potential effects of changes in pedestrian flows on existing businesses in the project area.

Following *CEQR Technical Manual* guidelines, the preliminary analysis will:

- A. Update and expand the description of economic activity in the project area for existing conditions and the Future without the Proposed Actions, including the number and types of businesses and institutions and employment by key sectors. The description of existing economic activity will also identify potentially vulnerable categories of businesses and institutions (i.e., those businesses that are located within or adjacent to the existing Penn Station).
- B. Following methodologies in the *CEQR Technical Manual*, conduct a preliminary assessment for direct and indirect business and institutional displacement, including USPS retail uses.

- C. Following methodologies in the *CEQR Technical Manual*, conduct a preliminary assessment for direct residential displacement from the transfer of floor area to likely receiving sites in the proposed Moynihan Station Subdistrict. Development on the Farley Complex, Penn Station Block, Penn Station Service Building, Penn East and Penn West, and Morgan Annex sites would not result in direct residential displacement.
- D. Following methodologies in the *CEQR Technical Manual*, assess the potential for indirect residential displacement should the proposed Expanded Moynihan Project result in the introduction of new residences to the Penn Station Block or within the Moynihan Station Subdistrict. Although the immediately surrounding area is largely characterized by transportation and commercial uses, residential areas are found along West 30th and 29th Streets between Eighth and Ninth Avenues and along West 30th Street between Ninth and Tenth Avenues, and numerous single room occupancy units are found south of the project site. The SEQRA SEIS and NEPA EIS will also assess whether new residential activity could alter commercial and retail patterns by increasing demand for new uses and creating conflicts with existing uses. This could potentially add to indirect displacement of existing commercial or institutional uses as described above.
- E. The SEQRA SEIS/NEPA EIS will include an economic impact analysis to estimate the total economic effect of the Expanded Moynihan Project on the economies of New York City and State. The analysis will rely on one of two commonly used input-output modeling systems: the RIMS II model from the U.S. Department of Commerce, Bureau of Economic Activity or the IMPLAN model from the Minnesota IMPLAN Group, Inc. Economic effects will be modeled for both the construction and operation phases of the project and will be separated into Phase I and Phase II development, in accordance with the approach used in the SEIS. Both analyses will estimate direct, indirect, and induced employment, wages and salaries, and economic output, as well as direct and indirect taxes, generally including personal income taxes paid to the city and state, corporate and business taxes, and utility and other miscellaneous taxes. The construction analysis will be based on estimates of total construction costs by type of development (MSG, office, residential, etc.). The analysis of impacts during annual operation will be based on net new employment, which will be estimated based on the development program and on generally accepted standard employment ratios (e.g., 4 office employees per 1,000 sf). The operational analysis will not include existing employment associated with the train station or MSG.

## **CHAPTER 5: COMMUNITY FACILITIES AND SERVICES**

### *FEIS CONCLUSIONS*

The FEIS concluded that that project would not have significant adverse impacts to fire or police services, since the Hudson Yards project included the construction of a new firehouse that could serve the Farley/Moynihan Project. For schools, the FEIS similarly concluded that the Farley/Moynihan Project would not have significant adverse impacts, again due to the mitigation that was to be provided by the Hudson Yards project.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The SEQRA SEIS and NEPA EIS will assess the potential of the Expanded Moynihan Project to have new or different significant adverse impacts to community facilities from those assessed in the FEIS, because it includes substantially more total development, may include more residential

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development, and relocates all of the USPS facilities to the Morgan Annex (or other USPS facilities) under a reasonable worst-case development scenario.

### *ANALYSIS*

#### *Police and Fire Services*

Because the Expanded Moynihan Project would include an aggregate of more than eight million zoning square feet of mixed uses, the FEIS analyses will be updated to assess potential impacts on police and fire services.

#### *Schools*

The proposed Penn Station Block Mixed-Use Development Option scenario that includes residential development would have up to 1,050 dwelling units. To reasonably and conservatively assess the impact of the residential development, the SEQRA SEIS and NEPA EIS will assume that half of the units in the Penn Station Block Mixed-Use Development Option would be condominium units and the other half would be rental units, of which twenty percent would be low- to moderate-income units. The proposed residential units in the Penn Station Block Mixed-Use Development Option would be expected to generate 130 elementary and intermediate school students, and nearly 40 high school students. This amount is above the 50 student threshold recommended by the *CEQR Technical Manual* for a detailed elementary and intermediate schools analysis, but it is likely to remain below the 150 student threshold for a high schools analysis. Therefore, a detailed elementary and intermediary schools analysis for the Penn Station Block Mixed-Use Development Option will be conducted. For the Moynihan Station Subdistrict Option, a reasonable worst-case development scenario will be developed, and an analysis of student generation under the option will be undertaken and a detailed schools analysis would be conducted, if warranted.

Schools will be analyzed based on the potential for development to cause overcrowding (i.e., a deficiency of available seats for a particular age group within the district). The chapter will identify public schools serving the Penn Station Block and assess conditions in terms of enrollment and utilization during the current school year, noting any specific problems with school capacity. Conditions that will exist in the Future without the Proposed Actions will be identified, taking into consideration projected changes in future enrollment, including those projected in the FEIS, and plans to increase school capacity through administrative actions on the part of the New York City Department of Education, relative to available capacity that may exist in the Future without the Proposed Actions.

#### *Outpatient Health Care, Day Care, and Libraries*

Under the Penn Station Block Mixed-Use Development Option, the 20 percent low- to moderate-income units assumed for the rental component of the project's residential space would produce about 105 low- to moderate-income rental units out of the total 525 rental units. This number of low- to moderate-income units would not exceed the *CEQR Technical Manual* threshold for a detailed analysis of outpatient health care and publicly funded day care facilities. However, the total number of units would exceed the *CEQR Technical Manual* threshold for libraries. Therefore, a library analysis will be performed in the SEQRA SEIS and NEPA EIS.

If the reasonable worst-case development scenario established for the Moynihan Station Subdistrict Option in the SEQRA SEIS and NEPA EIS includes a number of residential units that exceeds the CEQR thresholds for outpatient health care (more than 600 low- to moderate-

income units), publicly funded day care (50 or more eligible children), and/or libraries (a number of units greater than a five percent increase in housing units served), then detailed analyses will be performed in the SEQRA SEIS and NEPA EIS.

#### *USPS Operations*

The proposed Expanded Moynihan Project would directly affect one community facility, the U.S. General Post Office, because it may involve the relocation of some or all of the remaining USPS facilities and offices in the Farley Complex. Administration and postal operations would be relocated to the Morgan Annex and some or all of the retail operations may be relocated to the Penn Station Block or another location(s). Therefore, the SEQRA SEIS and NEPA EIS will examine the potential for adverse impacts on postal service to the community. In addition, a discussion concerning the effects of the proposed project on the provision of postal services will be included as part of the Construction Impacts analysis (Chapter 20, below).

### **CHAPTER 6: OPEN SPACE**

#### *FEIS CONCLUSIONS*

The FEIS concluded that that Farley/Moynihan Project would not have significant adverse open space impacts, because open space ratios in the ¼-mile study area would improve as a result of the proposed project and open space ratios in the ½-mile study area would decrease by less than 5 percent. In addition, the project itself would help to alleviate the study area's existing deficiency in open space by providing substantial and high quality areas of indoor public open space.

#### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The area around the project sites, like most of Manhattan, is currently deficient in publicly accessible open space relative to the city's open space guidelines, and the Expanded Moynihan Project would add more workers and residents to the area than were anticipated in the FEIS. Therefore, the SEQRA SEIS and NEPA EIS will update the open space analysis and will assess the potential for impacts on open space, taking into account the total amount of new proposed development and project resident and worker populations. The SEQRA SEIS and NEPA EIS analysis will determine whether the Expanded Moynihan Project would affect the quantitative and qualitative measures of open space adequacy and, as in the FEIS, the analysis will consider both passive and active open space resources and mixed-use and commercial development scenarios, requiring two study areas, as described below.

#### *ANALYSIS*

Most of the critical data needs required for the open space analysis (i.e., up-to-date inventories of existing open space conditions, planned open space projects in the area, area employment, residential population, and Future without the Proposed Actions projects) were compiled in the FEIS, using verified data from the Hudson Yards Rezoning FGEIS and new field surveys. However, the data in the FEIS will be updated for the SEQRA SEIS and NEPA EIS open space analysis and expanded to address the larger study areas associated with the proposed Expanded Moynihan Project.

The analysis of open space will:

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- A. Define the open space study areas, which are typically a ½ mile radius for residential users and a ¼ mile radius from commercial projects with a daytime worker population.
- B. Conduct a field survey to update or confirm existing inventories of publicly accessible open space within the ¼-mile and ½-mile study areas and tally open space acreage of publicly accessible active and passive open space.
- C. Update the FEIS demographic analysis of the commercial open space study area worker and residential population and the residential open space study area residential population, accounting for the larger Expanded Moynihan Project study areas and the Subdistrict Option and using 2000 Census data on population and reverse journey-to-work.
- D. In conformance with *CEQR Technical Manual* methodologies, update the conclusions of the FEIS regarding the adequacy of existing publicly accessible open space facilities by calculating the open space ratios and comparing them to guidelines established by DCP.
- E. Update or confirm expected changes in future levels of open space supply and demand in the project analysis years based on other planned development projects within the study area. Open space ratios will be developed for the Future without the Proposed Actions and compared to existing ratios to determine changes in levels of adequacy.
- F. Based on the population added by the Expanded Moynihan Project, assess the project's effects on open space supply and demand. The assessment of project effects will be based on a comparison of open space ratios in the Future without the Proposed Actions and open space ratios in the Future with the Proposed Actions for both phases of development. In addition, a qualitative assessment of the adequacy of open spaces will be conducted for the future scenarios with and without the project.
- G. For any significant adverse impacts, identify practicable mitigation measures.

## **CHAPTER 7: SHADOWS**

### *FEIS CONCLUSIONS*

The FEIS concluded that the Farley/Moynihan Project would have no significant adverse shadow impacts on any of the public open spaces or historic resources with sunlight-dependent features in the study area. The 720-foot tall building to be constructed on the Development Transfer Site (Penn West site) would cast incremental shadows on the Moynihan Station train concourse and intermodal hall skylights, and the open space at One Penn Plaza; however, these shadow increments would not be considered significant due to their short duration and limited coverage. The largest incremental shadows cast by the Development Transfer Site building would be on the proposed intermodal hall skylight. Since the skylight would not exist without the project, the shadows on this resource are not considered a significant adverse impact, in accordance with CEQR methodology.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

Following the guidelines in the *CEQR Technical Manual*, a shadows assessment is generally required if an action or project would result in new structures or additions to existing structures that are tall enough to cast shadows on a public open space, important natural resource, or historic resource with significant features that are sunlight dependent. Under the Penn Station Block Mixed-Use Development Option, the proposed Expanded Moynihan Project would

include two buildings taller than 1,000 feet on the Penn Station Block and a new 2-million-square-foot building on the Penn East site. These buildings were not contemplated in the FEIS and could cast incremental shadows on study area open spaces, such as publicly accessible plazas, and historic resources with sun-sensitive features, including the Farley Complex—the sun-sensitive features of the Farley Complex are the Eighth Avenue colonnade and steps. Under the Moynihan Station Subdistrict Option there would be no towers on the Penn Station Block. Development would include a number of tall buildings within the proposed Subdistrict, as well as a building of up to approximately 2 million square feet on the Penn East site. Therefore, worst-case building scenarios for the Penn East site, the Penn Station Block and Penn West site, and other sites within the Subdistrict will be developed specific to the shadows analyses in consultation with DCP. These analyses will also discuss any incremental shadows on the Moynihan Station East and Moynihan Station West train halls.

Additionally, as a result of consolidating the remaining postal facility functions to the Morgan Annex, the height of that facility could rise by up to two stories to accept the new floor area. Although this addition would be less than a 50 foot increase in height, which is the threshold for a detailed shadow analysis, the Morgan Annex is adjacent to two open spaces—Chelsea Park and the northern open space of the Penn Station South Houses. Therefore, incremental shadows from an addition to the Morgan Annex will be assessed.

#### ANALYSIS

Following the guidelines in the *CEQR Technical Manual*, this analysis will:

- A. Identify public open spaces, important natural resources, and historic resources with sun-sensitive features located within the path of the proposed Expanded Moynihan Project's shadows. In coordination with a survey for the open space and historic resources analyses, map and describe such resources. For open spaces, map active and passive recreation areas and features of the open spaces such as benches or play equipment. For historic resources identify sun-sensitive features. The data contained in the FEIS will be updated as necessary to develop this information.
- B. Prepare a 3-dimensional CAD model of the area within the shadow sweep of the proposed project that will include existing structures, topographical data, and projects in the Future without the Proposed Actions. Determine the reasonable worst-case development scenarios for project shadow impacts, and add the form of the proposed buildings to the CAD model in order to perform further shadow analysis.
- C. Prepare Phase I and Phase II shadow diagrams for time periods when shadows from the new building envelopes could fall onto sun-sensitive resources. These diagrams will be prepared for the four analysis days (March 21, May 6, June 21, and December 21)—if shadows from the proposed buildings would cast shadows on any of the identified resources on that day.
- D. Describe the effect of the incremental shadows on any public open spaces, natural resources, the Farley Complex Eighth Avenue colonnade and steps, additional historic resources with significant sunlight-dependent features, and the project skylights based on the shadow diagrams for each of the analysis dates. Assess the effects of the project's incremental shadows on the users and existing vegetation in the open spaces and on the features and users of the historic resources.
- E. Create a duration table that identifies entering and exiting times when an incremental shadow would fall on identified resources. The duration of the project's increment would be

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compared with the amount of sunlight on those areas under the Future without the Proposed Actions.

- F. Identify practicable mitigation for any significant adverse shadows impacts generated by the Expanded Moynihan Project.

## **CHAPTER 8: HISTORIC RESOURCES**

### *FEIS CONCLUSIONS*

#### *Archaeological Resources*

In 1995, FRA and the New York State Office of Parks, Recreation, and Historic Preservation (OPRHP), acting in its capacity as the New York State Historic Preservation Office (SHPO), determined that the Farley Complex was not sensitive for archaeological resources due to prior subsurface disturbance. In addition, the FEIS concluded that, similarly, the Development Transfer Site would not be sensitive for archaeological resources, because it is built over a multi-level below-grade parking garage. Therefore, the FEIS did not include an analysis of archaeological resources.

#### *Architectural Resources*

The FEIS concluded that the adaptive reuse of the Farley Complex and the restoration program would have overall beneficial effects on the structure, which would become a vibrant mixed-use facility with a new train station reminiscent of the original Pennsylvania Station. Although the architectural design of the new station spaces, commercial facilities, and the pedestrian corridor would be modern, the final design of those project components would be developed in consultation among the Venture, ESDC, MSDC, and OPRHP to ensure compatibility with the historic character of the structure, as stipulated in a Programmatic Agreement executed in accordance with Section 106 regulations among the FRA, ESDC, MSDC, OPRHP (acting in its capacity as the SHPO), and the Venture. As summarized in the FEIS, the Programmatic Agreement stipulates that construction protection measures will be developed and implemented in consultation with OPRHP to avoid adverse impacts on the Farley Complex exterior and the interior spaces to be preserved as part of the Farley/Moynihan Project. It also stipulates that, in the event that adverse impacts on the Farley Complex are identified from design or construction of the project, mitigation measures will be developed and implemented as practicable by ESDC and/or the Venture under the direction of ESDC and in consultation with OPRHP.

The FEIS further concluded that no adverse visual or contextual impacts on surrounding architectural resources are expected from the Farley/Moynihan Project. To avoid adverse construction impacts on three architectural resources across West 33rd Street from the project site, a construction protection plan would be developed and implemented in consultation with OPRHP, as stipulated in the Programmatic Agreement.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

#### *Archaeological Resources*

The Expanded Moynihan Project includes new construction on the Penn Station Block, Penn East site, and Penn Station Service Building site, which have been completely disturbed by previous construction. Under the Moynihan Station Subdistrict Option, development would also occur on multiple sites within the proposed Subdistrict. Although it is expected that no potential



for the disturbance of archaeological resources exists at these sites, concurrence will be sought with OPRHP and LPC. If OPRHP and LPC determine that these sites are, in fact, potentially sensitive for archaeological resources, a Phase I Archaeological Documentary Study will be prepared and the SEQRA SEIS and NEPA EIS will include an assessment of impacts to archaeological resources.

#### *Architectural Resources*

There are known architectural resources located on some of the project sites. The Farley Complex is a designated New York City Landmark that is also listed on the State and National Registers of Historic Places, and the Penn Station Service Building has been determined to be eligible for New York City Landmark designation and listing on the Registers. In addition, there are numerous architectural resources located within the proposed Moynihan Station Subdistrict that include churches, garment lofts, offices, and other building types.

Phase I of the proposed Expanded Moynihan Project would differ from the Farley/Moynihan Project in its redevelopment of part of the Farley Complex for the MSG facility and its potential treatment of the exterior and interior of the historic building. Therefore, the SEQRA SEIS and NEPA EIS will assess whether the Expanded Moynihan Project would have any new or different significant adverse physical, contextual, and/or visual impacts on the Farley Complex. The SEQRA SEIS and NEPA EIS will examine issues of use, historic features, and historic context based on project design information. This assessment will include a review of the changed design aspects of the project, including adjusted preservation plans for the Farley Complex. It will also assess whether development of the Penn East site, redevelopment of the Penn Station Service Building, consolidation of postal facilities at the Morgan Annex, development of the Penn West site under the Penn Station Block Mixed-Use Development Option, and development of sites within the Moynihan Station Subdistrict could have significant adverse impacts on architectural resources that are new or different from those identified in the FEIS.

In Phase II of the Expanded Moynihan Project, following the demolition of the existing MSG arena, the Penn Station Block would be redeveloped with Moynihan Station East and the Penn Station Service Building would be renovated and adaptively reused. In addition, 4.3 million square feet of available floor area on the Penn Station Block would be used either for development of a mixed-use high-rise development on the block or for transfer to multiple sites within the proposed Subdistrict. This new development could potentially result in significant adverse impacts on the Farley Complex, the Penn Station Service Building, and surrounding historic resources that are new or different from the impacts identified in the FEIS, including direct effects on historic resources in the Subdistrict. Therefore, the SEQRA SEIS and NEPA EIS will develop a reasonable worst-case development scenario for the Phase II mixed-use development and will assess the impacts of that development on historic resources. It will also include an evaluation of the potential significance of the existing buildings on the Penn Station Block and any remaining features (such as stairways) of the original Pennsylvania Station that may be located within the existing Penn Station.

#### *ANALYSIS*

The architectural resources analysis will be coordinated with the historic review processes under the New York State Historic Preservation Act and Section 106 of the National Historic Preservation Act (as well as Section 4(f) of the United States Department of Transportation Act of 1966, as described below). As part of the Section 106 process, the FRA and USPS will consult with SHPO, the Advisory Council on Historic Preservation, and interested members of

## **Expanded Moynihan/Penn Station Redevelopment Project**

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the public on the undertaking and its potential effect and mitigation measures, if needed. LPC will also be consulted regarding development under the Penn Station Block Mixed-Use Development Option and the Moynihan Station Subdistrict Option. The following tasks will be undertaken as part of the analysis:

- A. Redefine the area of potential effect (APE) to accommodate the new project sites that include the Morgan Annex, the Penn Station Block, the Penn Station Service Building, the Penn East site, and the Moynihan Station Subdistrict.
- B. Using the extensive survey of architectural resources included in the FEIS for reference, map and briefly describe designated architectural resources (New York City Landmarks or properties pending Landmark designation, National Historic Landmarks, and properties listed on or determined eligible for listing on the State and National Registers of Historic Places) within 400 feet of the redefined APE. Identify any potential architectural resources (i.e., resources that appear to meet the eligibility criteria for Landmark designation and/or National Register listing) that could be affected by the proposed Expanded Moynihan Project.
- C. Based on planned development projects and any changes that will occur to the Farley Complex absent the proposed Expanded Moynihan Project, discuss any effects on architectural resources that are expected in the Future without the Proposed Actions for the 2011 and 2018 analysis years.
- D. Assess the Expanded Moynihan Project's impacts on architectural resources, including visual and contextual impacts, as well as any direct and indirect physical impacts. Plans for the Farley Complex will be compared to the previously approved plans described in the FEIS. The analysis will focus on potential new significant adverse impacts to the Farley Complex, the Penn Station Service Building, and architectural resources in the APE. This task will include coordination with OPRHP and LPC.
- E. If applicable, develop, in consultation with OPRHP and LPC, practicable mitigation measures aimed at minimizing or avoiding significant adverse impacts on architectural resources.

## **CHAPTER 9: URBAN DESIGN AND VISUAL RESOURCES**

### *FEIS CONCLUSIONS*

The FEIS assumed that the Farley Complex, an important visual resource, would be altered with a new intermodal hall and skylight, a train hall skylight, and new entrances, but that the building's bulk would not otherwise be substantially altered. It also assumed that the restoration program would enhance the appearance of the Farley Complex. Overall, the FEIS concluded that the redevelopment of the Farley Complex and development of the Development Transfer Site would alter certain aspects of the urban design of the study area (most notably the streetscape) and would obstruct some views of visual resources, but would not have significant adverse impacts on the urban design or visual resources of the study area.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

Under the Expanded Moynihan Project, the intermodal hall in the Farley Complex would not be built, and a new MSG facility would be constructed within the western portion of the Farley Complex. Therefore, Phase I of the Expanded Moynihan Project could create a more visible

alteration to the Farley Complex's fabric and the urban design character of the study area than was assessed in the FEIS. In addition, the Expanded Moynihan Project includes new project sites and substantially more development than was considered in the FEIS and would add several tall buildings to the area.

In Phase I, the Penn East site would be redeveloped with a building substantially larger than the existing, adjacent One Penn Plaza building, a new building would be constructed on the Penn West site under the Penn Station Block Mixed-Use Development Option, and there may be an addition to the height of the Morgan Annex. In Phase II, the existing MSG would be demolished and either two new towers would be constructed on the Penn Station Block or multiple buildings would be constructed within the proposed Subdistrict. The Expanded Moynihan Project would also result in the reconstruction of the existing Penn Station and creation of a new architectural relationship between that facility and the Farley Complex. Therefore, this task will determine a reasonable worst-case development scenario encompassing all components of the development program and will assess the potential of the Expanded Moynihan Project to result in significant adverse impacts on the urban design and visual resources of the study area.

#### ANALYSIS

Following the recommendations of the *CEQR Technical Manual*, the SEQRA SEIS and NEPA EIS will consider the following urban design characteristics: building bulk including height, setback, and density characteristics; building use; building arrangement; block form and street pattern; streetscape elements; and street hierarchy. Visual resources that will be considered include important public view corridors, vistas, or natural or built features. The scope of work for this task will consist of the following:

- A. Update the FEIS document's description of the Farley Complex and the urban design and visual resources of the surrounding area, using photographs and text as appropriate. Expand the study area to reflect potential impacts from the new project sites, and describe the urban design and visual resources of the new project sites and enlarged study area. As recommended in the *CEQR Technical Manual*, the study area will be defined as the area within approximately 400 feet of the project sites and the proposed Subdistrict. It will also account for longer views to the project sites along Seventh, Eighth, and Ninth Avenues and West 31st, 32nd, and 33rd Streets.
- B. Based on planned development projects, describe the changes expected in the urban design and visual character of the study area in the Future without the Proposed Actions for the 2011 and 2018 analysis years.
- C. Assess changes to the Farley Complex from the new redevelopment program and design, focusing on construction of the new MSG facility. Assess changes to urban design resulting from the proposed development of the Penn Station Block, Penn East and Penn West sites, Penn Station Service Building, Morgan Annex site, and potential acquisition and receiving sites within the proposed Subdistrict.
- D. Assess changes to the urban design and visual resources of the study area that are expected to result from the Expanded Moynihan Project in the 2011 and 2018 analysis years and evaluate the significance of the changes. The analysis will account for views of the Empire State Building as seen from west of the project sites.
- E. Identify practicable mitigation for any significant adverse impacts to urban design or visual resources.

## **CHAPTER 10: NEIGHBORHOOD CHARACTER**

### *FEIS CONCLUSIONS*

The FEIS concluded that the Farley/Moynihan Project would improve the appearance and activity level of the Eighth and Ninth Avenue streetscapes. It would also be expected to attract new office workers, residents, or visitors to the project site and surrounding area, who would utilize the neighborhood streets. These changes are anticipated to improve the neighborhood character of the area immediately surrounding the Farley Complex between West 31st and West 34th Streets and Eighth and Ninth Avenues.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The character of a neighborhood is established by numerous factors, including land use patterns, the characteristics of its population and economic activities, the scale of its development, the design of its buildings, the presence of notable landmarks, and a variety of other physical features that include noise levels, traffic, and pedestrian patterns. The new plans for the Farley Complex and the additional development that is part of the Expanded Moynihan Project represent a change that could affect the character of the surrounding area and necessitate a reassessment of the neighborhood character analysis contained in the FEIS.

### *ANALYSIS*

The SEQRA SEIS and NEPA EIS analysis will consist of the following:

- A. Based on the other SEQRA SEIS and NEPA EIS analyses, summarize the predominant factors that contribute to defining the character of the neighborhood.
- B. Based on planned development projects, public policy initiatives, and planned public improvements, describe changes that can be expected in the character of the neighborhood in the Future without the Proposed Actions.
- C. Drawing on the analysis of impacts in the other relevant SEQRA SEIS and NEPA EIS chapters, assess and summarize the project's impact on neighborhood character.

## **CHAPTER 11: HAZARDOUS MATERIALS**

### *FEIS CONCLUSIONS*

The FEIS concluded that with the implementation of appropriate measures, including pre-construction surveys and Health and Safety Plans during demolition and construction, no significant adverse impacts related to hazardous materials would be expected to occur as a result of the Farley/Moynihan Project. Following construction, hazardous materials would likely still remain in both the Farley Complex and the subsurface. However, with the continued implementation of appropriate procedures (to properly manage asbestos, lead paint, etc.), there would be no further potential for adverse impacts.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The proposed Expanded Moynihan Project would involve new construction, demolition and deconstruction, and excavation not previously considered in the FEIS. New construction would be associated with the proposed MSG facility, construction of Moynihan Station East, reuse of

the Penn Station Service Building with new underground pedestrian connections to the Penn Station Block, redevelopment of the Penn East site, the mixed-use development on the Penn Station Block and Penn West site under the Penn Station Block Mixed-Use Development Option, development on multiple potential receiving sites and provision for construction of subway improvements under the Moynihan Station Subdistrict Option, and the proposed addition to the Morgan Annex. Excavation (including construction of columns and support piles and the below-grade pedestrian connection to the Penn Station Service Building) is expected in the below-grade track area under the Farley Complex, the Penn Station Block, and the Penn East and Penn West sites for the foundation necessary to support the proposed structures above.

#### *ANALYSIS*

Specific effort will be made to review and incorporate previous studies, Phase I Environmental Site Assessment (ESA) documents, and documentation within the project area generated for the FEIS. Data gaps and outdated information will be identified and measures will be taken to address these gaps.

The hazardous materials assessment will include a detailed discussion of current environmental conditions at the development sites not previously addressed, including:

- The portion of the Farley Complex site to be renovated for a relocated MSG;
- The Penn Station Block;
- The Penn East site;
- The Penn West site;
- The Penn Station Service Building;
- The potential acquisition sites, the receiving sites and construction locations for subway bonus improvements within the Moynihan Station Subdistrict; and
- The Morgan Annex site.

The discussion of current environmental conditions will rely partly on information provided in the FEIS. In addition, a Phase I ESA consistent with current industry standards, including ASTM E1527-05, will be prepared as a foundation for the SEQRA SEIS and NEPA EIS analysis.

The Phase I ESA and SEQRA SEIS and NEPA EIS analysis will:

- A. Inspect the Penn East site, Penn West site, Penn Station Block, potential acquisition sites, Subdistrict receiving sites, and Morgan Annex site to identify on-site uses and assess existing conditions that were not addressed in the previous studies. The Phase I analysis for the Farley Complex will be reviewed and updated with special attention given to new demolition and excavation areas associated with the proposed Expanded Moynihan Project. Inspect the buildings (and portions thereof) not previously surveyed in the FEIS for potential hazardous materials, including but not limited to asbestos- containing materials, lead-based paint, on-site storage and use of chemicals, fuel oil storage tanks and for current site-uses that may involve petroleum and/or hazardous materials.
- B. Review previous studies, reports, and conduct an inspection of the existing Penn Station Service Building to determine the extent of possible hazardous materials such as asbestos containing material, PCB, and lead-based paint, fuel oil storage, etc. that will need to be addressed prior to, or in connection with, demolition/deconstruction.

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- C. Interview, to the extent feasible, current owners/occupants of MSG, the Farley Complex, and the Penn East, Penn West, Penn Station Service Building, Morgan Annex, potential acquisition sites, and potential Subdistrict receiving sites to document environmental conditions, as well as understand past environmental remediation efforts and asbestos abatement programs.
- D. Review previously completed documentation to identify structures and locations not previously surveyed and to confirm previous uses on the sites and in adjacent areas. The site history research was completed for the Farley Complex as part of the FEIS but has not been completed for the other project locations or potential receiving sites. Review available records for previously unsurveyed areas that may include, but are not limited to, historical maps and atlases and previously conducted environmental studies.
- E. Obtain and review records maintained by the United States Environmental Protection Agency (USEPA) and the New York State Department of Environmental Conservation (NYSDEC) to identify the use, generation, storage, treatment and/or disposal of hazardous materials and chemicals, or releases of such materials that may affect the project sites. The database search areas will be at least as extensive as those listed in ASTM Standard E1527-05.
- F. It is anticipated that additional subsurface disturbance will be required on the western portion of the Farley Complex site where new footings/columns would be required for the new MSG facility. Subsurface disturbance will also be required as part of the proposed redevelopment of the Penn East Site, reconstruction of the Penn Station Block under both development options, proposed redevelopment of the Penn West site under the Penn Station Block Mixed-Use Development Option, and redevelopment of potential receiving sites under the Moynihan Station Subdistrict Option. In these areas, excavation of ballast and underlying soil between tracks will likely be necessary for column construction. Previous studies have been conducted that included sampling of ballast materials. As part of the SEQRA SEIS and NEPA EIS analysis, previous site assessments will be updated and existing conditions will be further assessed through site inspection. As necessary, measures to address and mitigate contamination encountered during excavation and construction (i.e., material testing and appropriate disposal) will be defined in the SEQRA SEIS and NEPA EIS. Based on the results of the Phase I ESA, Phase II work would be undertaken as necessary and feasible. Under the Moynihan Station Subdistrict Option, (E) designations may be applied to properties which are potential receiving sites for transferable floor area that could require remediation.
- G. The SEQRA SEIS and NEPA EIS analysis will address potential releases of contaminated materials to the air and stormwater during remediation, demolition/deconstruction, and construction. Potential mitigation methods will be identified to minimize the risk from such potential releases to the general public, construction workers, site employees, and railroad passengers.
- H. The SEQRA SEIS and NEPA EIS also will address building demolition/deconstruction that may be required to implement the proposed Expanded Moynihan Project. Reasonable and appropriate mitigation measures will be identified to control fugitive dust emissions, minimize air quality concerns, and protect public health concerns.
- I. The SEQRA SEIS and NEPA EIS will analyze how the proposed Expanded Moynihan Project will affect, and be affected by, the presence of hazardous materials as documented in

the SEQRA SEIS and NEPA EIS and its supporting studies. Mitigation measures to reduce, avoid, or eliminate the potential effects of hazardous materials will be identified in the SEQRA SEIS and NEPA EIS.

## CHAPTER 12: INFRASTRUCTURE

### *FEIS CONCLUSIONS AND PROPOSED EXPANDED MOYNIHAN PROJECT*

The FEIS concluded that no significant adverse impacts would occur on the water supply and sewage treatment systems as a result of the Farley/Moynihan Project. The SEQRA SEIS and NEPA EIS analysis will review and update the analyses of the FEIS to take into account the newly proposed development and it will assess the proposed Expanded Moynihan Project's demand on infrastructure systems.

#### *ANALYSIS*

##### *Water Supply*

Estimate the existing water use and the capacity of the distribution system serving the project area based on information obtained from New York City Department of Environmental Protection (NYCDEP) and the New York City Bureau of Water Supply.

- A. Using water usage rates provided in the *CEQR Technical Manual*, project average and peak water demand for the Future without the Proposed Actions and the Future with the Proposed Actions, and characterize the effects on the existing system, taking into account water conservation measures that would be implemented by the analysis years.
- B. Assess the effects of the incremental demand of the project on the water supply system and determine if there would be sufficient capacity to maintain adequate water supply and pressure.

##### *Sanitary Sewage*

- C. Based on information obtained from NYCDEP, describe the existing sewer system serving the project area, including existing flows to the North River Water Pollution Control Plant (WPCP) for the latest 12-month period and present the average annual and maximum monthly flow.
- D. Estimate the sanitary sewage generation for the proposed project. The effects of the incremental demand on the system as compared to the Future without the Proposed Actions will be assessed to determine if there will be any impact on operations of the WPCP.

##### *Stormwater*

- E. The existing combined sewer system in the area will be described. The description will include the major sewer lines and the location of existing combined sewer overflows (CSO) into the Hudson River. The existing and NYCDEP allowable stormwater flows to the combined sewer system will be calculated.
- F. Potential changes to the area's stormwater management system from the proposed project will be described. The description will include an overview of the existing system noting the size and location of the major components, the location of stormwater outlets into the Hudson River, and connections to the existing combined sewers. Using the NYCDEP

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standard rain storm, the flow rates of the stormwater flows will be calculated. If any of the stormwater would enter NYCDEP's combined sewer system, any potential impacts on the sewer system will be evaluated and any increase in CSO volumes described. The volume and rate of stormwater discharged into the Hudson River will be discussed. Potential effects from the stormwater discharge including changes in CSO on the waters of the Hudson River will be quantitatively described. The description will include effects on salinity, temperature, and dissolved oxygen. If it is determined that the project would generate a substantial increase in CSO volumes, which would significantly impact the Hudson River, the SEQRA SEIS and NEPA EIS will include an analysis of impacts to water quality and aquatic organisms in the vicinity of the project sites. This discussion will also describe and summarize the stormwater-related features of implementing LEED certification elements.

### **CHAPTER 13: SOLID WASTE AND SANITATION SERVICES**

The FEIS concluded that no significant impacts would occur to the City's solid waste handling system as a result of the Farley/Moynihan Project. The SEQRA SEIS and NEPA EIS will update this analysis to account for the expanded project and will compare the conclusions of the SEQRA SEIS and NEPA EIS with those of the FEIS.

- A. Describe existing and future New York City solid waste disposal practices, including the collection system and status of land filling, recycling, and other disposal methods.
- B. Assess the incremental impacts of the expanded project's solid waste generation on the City's collection needs and disposal capacity.

### **CHAPTER 14: ENERGY**

The FEIS concluded that no significant adverse impacts would occur in the energy supply as a result of the Farley/Moynihan Project. The SEQRA SEIS and NEPA EIS will update this analysis to account for the expanded project and will compare the conclusions of the SEQRA SEIS and NEPA EIS with those of the FEIS.

- A. Describe the energy systems that would supply the proposed Expanded Moynihan Project (potentially including cogeneration) with electricity and/or natural gas.
- B. Estimate the energy usage for the proposed Expanded Moynihan Project, and assess the effect of this new demand on the energy supply systems.
- C. Describe and summarize the energy saving contributions of implementing LEED certification elements.
- D. Evaluate the effect of the proposed project on existing Amtrak and LIRR voluntary energy reduction programs, including those sponsored by Con Edison.

### **CHAPTER 15: TRAFFIC AND PARKING**

#### *FEIS CONCLUSIONS*

The FEIS concluded that the Farley/Moynihan Project would result in significant adverse impacts for 2010 Build conditions at four intersections each during the weekday AM, midday, PM peak hours and at 11 intersections during the Saturday midday peak hours. The FEIS also concluded that with the implementation of various mitigation measures, which were approved by the New York City Department of Transportation (DOT), including signal retiming, that those



significant adverse impacts could be mitigated. Additionally, the FEIS found that there would be no significant adverse impacts on parking for 2010 Build conditions.

#### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The proposed Expanded Moynihan Project includes substantially more private mixed-use development than was analyzed in the 2006 Farley/Moynihan Project FEIS. Therefore, the vehicular trip generation under the proposed Expanded Moynihan Project would be substantially higher than under the Farley/Moynihan Project. Based on this increased trip generation, it would be expected that the number and degree of traffic impacts under the proposed Expanded Moynihan Project would be greater than under the Farley/Moynihan Project. As a result, the SEQRA SEIS and NEPA EIS will assess the potential for significant traffic and parking impacts associated with the proposed Expanded Moynihan Project and identify potential practicable mitigation measures. Under the Subdistrict option, the SEQRA SEIS and NEPA EIS will examine and assess traffic conditions based on circulation patterns specific to the reasonable worst-cased development scenario.

#### *TRAFFIC ANALYSIS*

This chapter will discuss the potential impacts of the increase in vehicle trips associated with the proposed Expanded Moynihan Project on the local street network and at key intersections in the study area, as well as the project's impact on parking conditions in the area. Specifically, impacts on vehicular flow, parking supply and demand, and vehicle-pedestrian safety will be evaluated as part of this chapter.







The specific analysis needs and methodology for this project will be based on guidance in the *CEQR Technical Manual*. The following analytical tasks will be undertaken as part of the traffic analyses for the SEQRA SEIS and NEPA EIS:

- A. The SEQRA SEIS and NEPA EIS traffic study area will generally encompass the area bounded by 42nd Street on the north, Madison Avenue on the east, 23rd Street on the south, and the Hudson River on the west (see Figure 7). The SEQRA SEIS and NEPA EIS study area incorporates the 39 intersections analyzed in the Farley/Moynihan Project FEIS and adds 92 additional intersections. These additional intersections include:
  - Intersections within an expanded study area that accounts for the new project sites;
  - Intersections along the likely travel routes to and from the Lincoln Tunnel and the West Side Highway (Route 9A); and
  - The intersections of north-south avenues with major two-way, east-west streets, such as 23rd, 34th, and 42nd Streets.

In addition, the SEQRA SEIS and NEPA EIS traffic analysis will include a secondary study area, covering the eight intersections along East 34th Street between Park Avenue South and the FDR Drive, to address the likely travel routes to and from the Queens-Midtown Tunnel and the FDR Drive, as well as the routes to and from the north-south avenues on the east side of Manhattan.

- B. Peak periods for traffic analyses will be selected. All traffic analyses will be done for weekday AM (8-9 AM), midday (12-1 PM), PM peak hour (5-6 PM), and early evening PM peak hour (7-8 PM) conditions. In addition, Saturday midday (1-2 PM) and Saturday post-



-  Project Sites
-  Proposed Moynihan Station Subdistrict Boundary
-  Traffic Study Area Boundary
-  Analysis Intersection
-  Significant Adverse Traffic Impacts in 2006 FEIS
-  Secondary Study Area Intersections on 34th Street to the FDR Drive

Traffic Study Area and  
Turning Movement Count Locations  
Figure 7

game (4-5 PM) traffic volume networks and level of service analyses will be developed to assess the proposed Expanded Moynihan Project's potential weekend daytime impacts.

- C. The SEQRA SEIS and NEPA EIS will analyze new traffic data that were collected in May and June 2006 and will update that data as necessary. The data collection effort and traffic analysis are described below.

Turning Movement Counts. Vehicle turning movement counts have been or will be collected during four peak weekday activity periods: AM, midday, PM, and early evening. These counts were collected in May and June 2006 with supplemental counts in May, June and August 2007. These weekday counts have been or will be collected for one day over a three-day, mid-week period Tuesday through Thursday at the 131 intersection locations identified in Figure 7. In addition, vehicle turning movement counts have been or will be collected at 92 locations on Saturday during the midday period to supplement the May 2005 data collected on a Saturday for the FEIS. (Many of these counts were collected in June 2006 and May, June, and August 2007.) The count locations include several that were added specifically to address concerns about potential traffic congestion and queuing that could spillback, obstructing intersections on the Manhattan approach routes to the Lincoln Tunnel. Turning movement counts are recorded at 15-minute intervals to provide data for determining the peak hour factors (PHF), required for capacity calculations, and then summarized for each peak travel period.

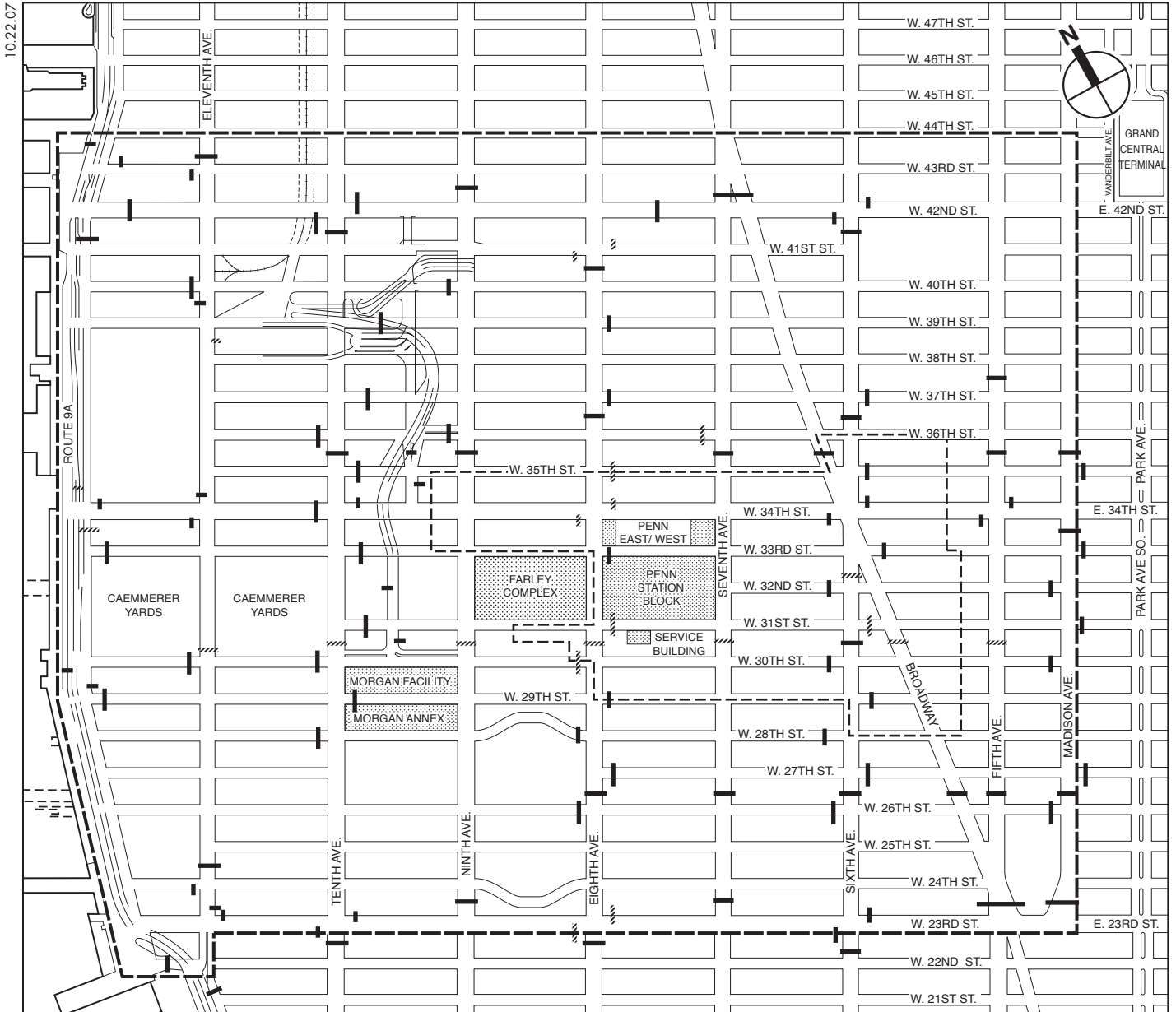
Automatic Traffic Recorder (ATR) Counts. ATR machines have obtained (or will obtain) traffic volumes for seven-day, 24-hour periods. That data will be used to confirm the weekday AM, midday and PM peak hours. These counts were collected in May and June 2006 with supplemental counts in May, June and August 2007<sup>1</sup>. Because the turning movement counts are to be collected for only one day, ATR machines were placed at 130 strategically placed intersection approaches, so as to measure daily variations in traffic volumes, with two additional locations to measure traffic volumes on ramps to and from the Lincoln Tunnel expressway. These ATR count locations are shown on Figure 8. Twenty-two of these ATR locations were selected as representative "barometers" of traffic volume levels within the study area. The ATR machines at these 22 control count locations were kept in-place for the duration of the May and June 2006 traffic count program. This control count data will be used to confirm and adjust as necessary turning movement counts collected on different days.

Vehicle Classification Counts. Vehicle classification counts have been collected at the 22 control ATR locations for 15-minute durations during each of the AM, midday and PM peak periods. (These counts were collected in June 2006.) Vehicles will be classified in accordance with the *CEQR Technical Manual* guidelines, so as to provide the classifications necessary for both air quality and intersection capacity analyses.

Travel Time Surveys. Travel time surveys were conducted in July 2006 and January 2007 to support the air quality analyses. Eight travel time loops were identified. Four loops focused on north-south travel times along Broadway, Sixth, Seventh, Eighth, Ninth and Tenth Avenues. The remaining four loops focused on east-west travel through the study area. The

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<sup>1</sup> The August 2007 counts will be factored to June 2006 levels, based upon information from ATR machines, which were in-place during both count programs.



10.22.07



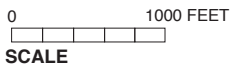
Project Sites

----- Proposed Moynihan Station Subdistrict Boundary

----- Traffic Study Area Boundary

— ATR Regular Count Location

//// ATR Control Count Location



SCALE

travel time studies were conducted using the floating car method, as specified in the *Manual of Traffic Engineering Studies*, ITE.

Field Inventory. A field inventory will be performed to confirm and update existing roadway and regulatory conditions, including: roadway widths, number of lanes, lane assignments, traffic control devices, signal phasing and timing, curbside parking regulations and other information necessary to determine and analyze roadway and intersection capacity. Signal phasing and timing will be based upon NYCDOT's official records.

- D. The SEQRA SEIS and NEPA EIS will use newly developed traffic volume networks and other field-collected data to conduct the level of service analyses that will establish the existing conditions baseline for this project. The SEQRA SEIS and NEPA EIS will provide a detailed evaluation of existing traffic conditions—intersection volume-to-capacity (v/c) ratios, average vehicle delays, and levels of service—using CEQR-approved *2000 Highway Capacity Manual (HCM)* procedures or equivalent. Each intersection will be analyzed alone and as part of an interconnected and coordinated network in order to assess queuing that could spillback, most notably to assess the potential impact of obstructing intersections on the Manhattan approach routes to the Lincoln Tunnel.
- E. Year 2011 and 2018 traffic volume networks will be developed and level of service analyses prepared for conditions in the Future without the Proposed Actions by adding traffic expected to be generated by other planned development projects in the study area and an assumed percentage of annual background growth.

Traffic volumes generated by these other development projects and additional background growth before the 2011 and 2018 analysis years will be added to the existing traffic network to develop a future baseline network. Future baseline traffic conditions will be quantified and evaluated, including intersection v/c ratios, average delays, and levels of service.

- F. The anticipated trip generation—person trips and vehicular trips—will be determined for the proposed Expanded Moynihan Project's 2011 and 2018 Build years. These future project-generated trips will be assigned to the street network in order to determine the respective 2011 and 2018 future volumes and intersection level of service conditions.
- G. The planning for a transportation impact study begins with understanding the travel characteristics associated with the proposed Expanded Moynihan Project's various land use components. This will include the development of trip generation rates, modal shares, temporal distributions and trip distribution patterns for various land use categories proposed for the project.

To the extent appropriate, the travel characteristics (modal split, temporal distribution, trip generation rates, in/out distribution) used in the FEIS, the Hudson Yards FGEIS, and other approved EISs will be used. However, additional surveyed modal split information may be used to supplement those travel characteristics, if a review indicates that they may be overly conservative with respect to the modal split characteristics for a large mixed use development above and/or around a major railroad station with excellent inter-city rail, commuter rail and subway services. Mode choice percentages and trip generation rates will be established for the SEQRA SEIS and NEPA EIS and a Transportation Planning Assumptions Technical Memorandum will be prepared.

Office. The trip generation rates for office buildings will be based on weekday trip rates from the CEQR Technical Manual and the FEIS with adjustments from *Trip Generation, 7th*

*Edition (ITE)* applied for Saturday. The modal split percentages will be verified through a mode choice interview survey, which was conducted at two existing office buildings in the immediate vicinity of Penn Station—One and Two Penn Plaza. Employees and visitors were randomly interviewed as they entered the buildings during the AM peak period on a typical weekday in June 2006. Entry/exit counts of employees and visitors were simultaneously collected to weight interview survey results. The results of this survey will be compared with mode split information compiled from 2000 Census reverse journey-to-work data for the AM peak period for selected census tracts and approved EISs. This comparison will be reviewed in consultation with the lead and involved agencies as appropriate and adjustments will be made.

*Destination Retail.* The daily trip generation rate will be based on the weekday trip rate from the Hudson Yards FGEIS with adjustments from *Trip Generation, 7th Edition (ITE)* applied for Saturday. The modal split distribution will be verified through a mode choice interview survey. This survey was conducted in June 2006 at a large, urban shopping center—the Time-Warner Center, located at Columbus Circle with excellent transit access to multiple subway and bus lines. This high-end urban shopping center was chosen because the retail stores there are considered to be representative of the type retail to be developed at the Penn Station Block in either development option. Simultaneous control counts were made of persons entering and leaving the shopping center. Visitors to the shopping center were asked their mode of travel for the arrival leg of the shopping trip, as well as their general arrival trip origin (home, place of work, etc.). The information will be used in the development of modal split, temporal distributions, and directional distributions for the proposed destination retail uses.

*Hotel.* The daily trip generation rate will be based on the weekday trip rate from the FEIS, and/or the Hudson Yards FGEIS with adjustments from *Trip Generation, 7th Edition (ITE)* applied for Saturday. Other travel characteristics will be based upon those used in the FEIS and/or the Hudson Yards FGEIS with adjustments to reflect the hotel's location above, around and/or near Penn Station.

*Residential.* The trip generation rates for residential uses will be based on weekday trip rates from the *CEQR Technical Manual* and the FEIS with adjustments from *Trip Generation, 7th Edition (ITE)* applied for Saturday. Other travel characteristics will be based upon those used in the FEIS and/or the Hudson Yards FGEIS.

*USPS.* The travel characteristics for the Post Office retail and associated carrier sorting operations will be based upon the trip generation rates, and temporal and directional distributions used in the Hudson Yards FGEIS, which were based upon surveys conducted at the Times Square post office. Similarly, travel characteristics for the back-of-house mail processing operations, which are proposed to be relocated to the Morgan Annex, will be based travel characteristics from the FEIS.

*Madison Square Garden.* The trip generation rate will be based on the Atlantic Yards Arena & Redevelopment Project FEIS (November 2006), where a trip rate of 2 trips/seat was assumed for all arena seats, even though a sell-out basketball game at MSG typically has 90 percent attendance. This was done to account for trips by employees, players, coaches, team staff and other visitors, as well as spectators. Other travel characteristics (modal split, temporal and in/out distributions) will be based upon data from surveys conducted in 2003/2004 and modal split and entry/exit analyses performed for Madison Square Garden in 2004, 2006 and 2007.

*Penn Station Railroad Passenger Survey*. See the task below for Chapter 17, “Below-Grade/Off-Street Pedestrian Circulation” for a description of this survey of railroad passenger travel characteristics related to their use of Penn Station.

- H. Travel characteristics, including trip generation, will be used to develop traffic volumes by day of week, time of day and direction of travel, respectively, for the 2011 and 2018 project conditions. Person trips made by all modes will be estimated for the proposed office use on the Penn East site, the proposed office, residential, hotel and retail mixed-use development on the Penn Station Block and Penn West site under the Penn Station Block Mixed-Use Development Option, and the proposed mixed-use development within the proposed Subdistrict under the Moynihan Station Subdistrict Option. The relocation of MSG to the Farley Complex and the relocation of the USPS facilities to the Morgan Annex or other sites will also be analyzed. For the Penn Station Block Mixed-Use Development Option, it is anticipated that Scenario A, described above, would be used for the weekday AM peak hour traffic and parking analyses, due to the auto and taxi trips generated by the proposed 1 million-zoning-square-foot hotel, and that Scenario B would be used for the other analysis hours, due to the greater amount of office and retail floor area. For the Moynihan Station Subdistrict Option, a reasonable worst-case development scenario will be developed for the SEQRA SEIS and NEPA EIS.
- I. Project Site Vehicle Pick-Up/Drop-Off Areas and Bus Queuing Areas. The multiple project sites would contain uses (office, commercial, retail, arena, residential, and railroad station) that would have associated drop-off and pick-up curbside needs. An analysis will be conducted to assess the anticipated curbside needs and general operations along the project sites’ curbsides at the designated drop-off/pick-up locations. In some instances, lay-by lanes are proposed as part of the project design. Based on the travel demand estimates, peak projections of pick-up and drop-off activities by vehicle type (auto, taxi, black car, and bus) will be developed. The site frontage configurations will then be reviewed to determine the adequacy of available curb space and the queuing expected to occur. For the new MSG facility, the location of bus pick-ups and drop-offs will be examined for adequacy, based on information provided by MSG for existing operations, or through field survey. In addition, the analysis will identify the locations where buses wait for events to end, and it will incorporate the effects (if any) on traffic conditions of those queued buses into the traffic analyses. If the assessment shows an inadequacy in the proposed curbside or lay-by drop-off/pick-up areas, design improvement strategies would be investigated to improve those conditions.
- J. The project-generated traffic volumes will be assigned to the traffic network to estimate the net additional traffic that would be generated by the proposed Expanded Moynihan Project. The Future with the Proposed Actions conditions will be quantified and evaluated, including intersection v/c ratios, average delays, and levels of service. Significant traffic impacts, if any, will be identified in accordance with the *CEQR Technical Manual* Guidelines.
- K. Significant traffic impacts will be identified separately for 2011 and 2018 Future with the Proposed Actions conditions, using *CEQR Technical Manual* guidelines, as will practicable measures needed to mitigate those impacts. The identified traffic mitigation measures will be coordinated with those mitigation measures committed to in the 2006 Farley/Moynihan Project FEIS and within the Hudson Yards Special District to ensure that Hudson Yards mitigation is not compromised specific to impacts identified in that FGEIS. As appropriate, the identified practicable traffic mitigation measures will also be coordinated with other

## **Expanded Moynihan/Penn Station Redevelopment Project**

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mitigation measures that may be in effect in the study area. In addition, the SEQRA SEIS and NEPA EIS will identify practicable mitigation necessary beyond the Hudson Yards FGEIS mitigation.

### *PARKING ANALYSES*

The specific analysis needs and methodology for this project will be based on guidance in the *CEQR Technical Manual*. The following analytical tasks will be undertaken as part of the parking analyses for the SEQRA SEIS and NEPA EIS:

- A. Identify and inventory off-street parking lots and garages available to serve parking demands generated by the proposed Expanded Moynihan Project. The existing off-street parking condition inventory in the FEIS is to be updated using field survey information collected in September 2006 for the Penn Station Block Mixed-Use Development Option, to reflect current conditions and the expanded site boundaries. The off-street parking inventory will be extended to include additional parking facilities within a ½ mile of the core receiving sites within the proposed Moynihan Station Subdistrict, and the inventory will be summarized to identify space availability within a ¼ mile and ½ mile radii of the project sites for the following periods:

- Weekday Midday;
- Weekday Evening;
- Weekday Overnight; and
- Saturday Midday.

Any off-street parking supply shortfalls within a ½ mile of the project sites will be identified. Based upon the project's mixed-use development options, a parking accumulation profile will be developed to determine whether the weekday and Saturday parking demands can be accommodated within a ½-mile of the project sites and Subdistrict boundary.

The FEIS indicated that on-street parking in the study area is already at or near capacity on both weekdays and weekends. Therefore, it is unlikely that any parking demand from the project could be legally accommodated on-street. However, an update to the FEIS inventory of the on-street parking regulations will be conducted for the project area, and an assessment of the on-street parking conditions will be provided in the SEQRA SEIS and NEPA EIS.

- B. Identify the prevalent on-street parking regulations within this parking analysis area, which will be summarized within a general description in the SEQRA SEIS and NEPA EIS, and any legal and available on-street spaces that could be used by the proposed Expanded Moynihan Project users.
- C. Determine 2011 and 2018 project-generated parking demands and determine parking availability. This comparison will assess whether any parking shortfalls can be expected to occur and will account for parking that may be removed by development under the Moynihan Station Subdistrict Option, as well as parking that would be added in compliance with Manhattan Central Business District parking regulations. The 2011 and 2018 Future with the Proposed Actions analyses years will take into account any parking lot or garage removals resulting from the Hudson Yards Rezoning and other known development projects, and any new parking expected to be added to the area that might be able to accommodate some of the parking demand from the proposed Expanded Moynihan Project.



- D. Bus parking, storage, and staging (layover) information related to MSG events will be presented in the SEQRA SEIS and NEPA EIS. Any changes anticipated to these activities or bus parking that would result from the proposed relocation of MSG to the west (including any necessary changes to on-street parking regulations) will be described. This information will be developed in consultation with MSG and NYCDOT representatives.

## CHAPTER 16: TRANSIT AND PEDESTRIANS

### *FEIS CONCLUSIONS*

For both the 2010 and 2015 Build conditions, the FEIS concluded that there would not be any project-related significant adverse subway impacts. However, there would be project-related impacts at 14 and 18 pedestrian locations in the 2010 and 2015 Build conditions, respectively. Through widening of the adversely impacted corners and crosswalks, among other mitigation measures, there were not expected to be any significant adverse impacts that could not be mitigated as a result of the Farley/Moynihan Project. The findings issued by ESDC indicated that design of the project's transit-related components would be subject to MTA approval to the extent required by existing agreements.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The proposed Expanded Moynihan Project would generate considerably more transit (subway, rail, and bus) and pedestrian peak hour trips compared to the Farley/Moynihan Project. As a result, it will be necessary to fully assess the potential for significant transit and/or pedestrian impacts associated with the proposed Expanded Moynihan Project, and identify potential practicable mitigation measures.

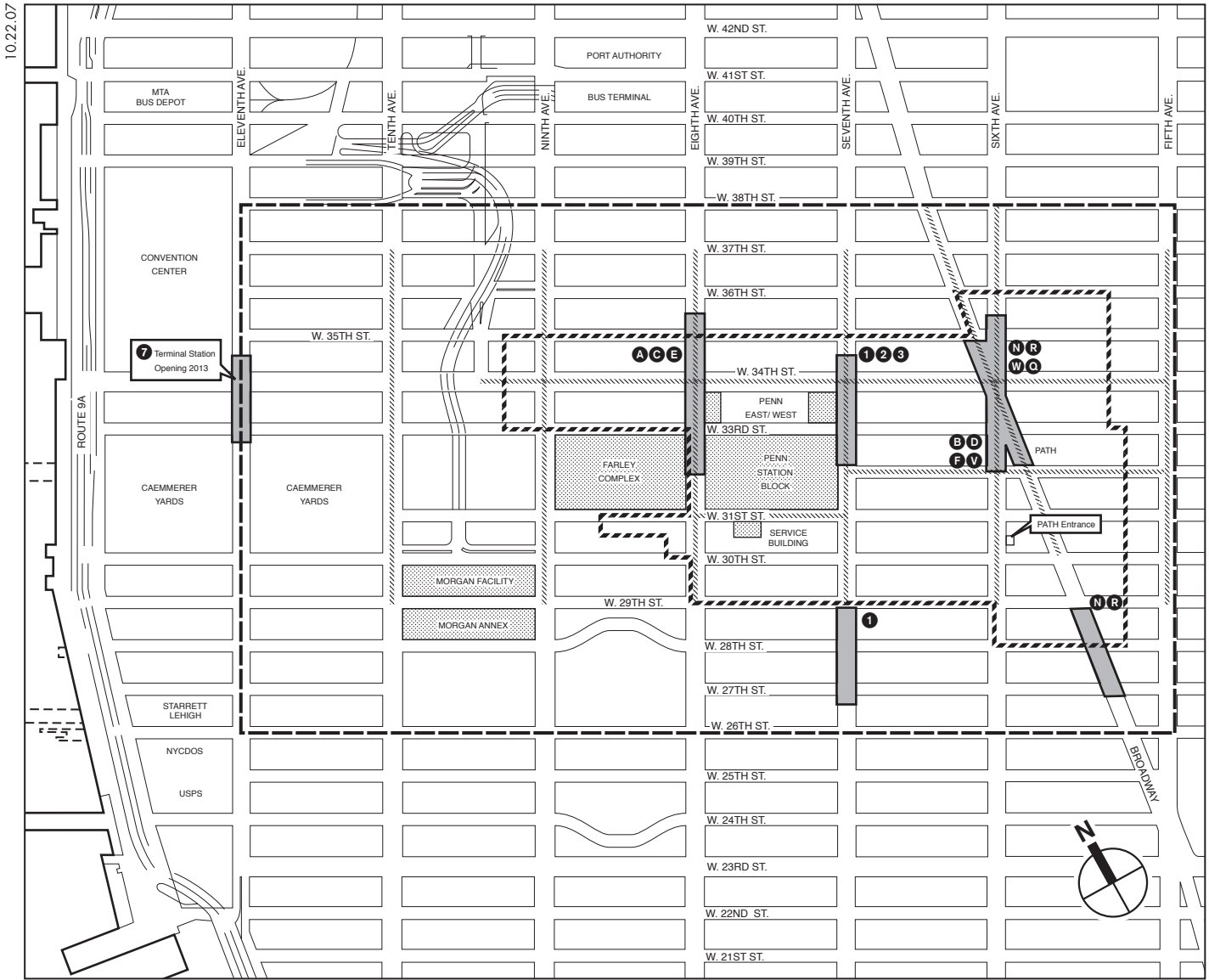
The proposed relocation of MSG to the western portion of the Farley Complex, the redevelopment of the site above Penn Station, and the expansion and renovation of the ground floor and lower concourses of Penn Station itself could have potential impacts on the railroad station complex below. This will require an analysis of below grade/off-street station pedestrian circulation for the proposed Expanded Moynihan Project. See Chapter 17 below for a discussion of the analyses proposed to address these issues.




### *ANALYSIS*

This chapter would include a description of the existing and future operating conditions of transit and pedestrian facilities in the vicinity of the various development sites associated with the proposed Expanded Moynihan Project, and would identify potential significant adverse impacts associated with the proposed Expanded Moynihan Project that would require mitigation. Under the Moynihan Station Subdistrict Option, there would be future bonused improvements to the subway transit/pedestrian network, under modified subway improvement bonus provisions for specified sites. These improvements will be considered in the analysis.

The following tasks would be performed in compliance with guidelines contained in the *CEQR Technical Manual*:

- A. *Study Areas.* The transit study area generally encompasses the area bounded by West 38th Street on the north, Fifth Avenue on the east, West 26th Street on the south, and Eleventh Avenue on the west (see Figure 9). This study area has been expanded beyond the transit study area defined in the FEIS to extend eastward to include the subway stations and bus



-  Project Sites
-  Proposed Moynihan Station Subdistrict Boundary
-  Transit Study Area Boundary
-  Subway Station
-  Bus Route Corridor

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routes within a ¼ mile of the project sites. The SEQRA SEIS and NEPA EIS will describe the subway lines and bus routes serving the project sites, and include a summary overview of transit services in the area (subway and bus routes, subway stations and bus stops closest to the project sites, and their scheduled frequency of service).

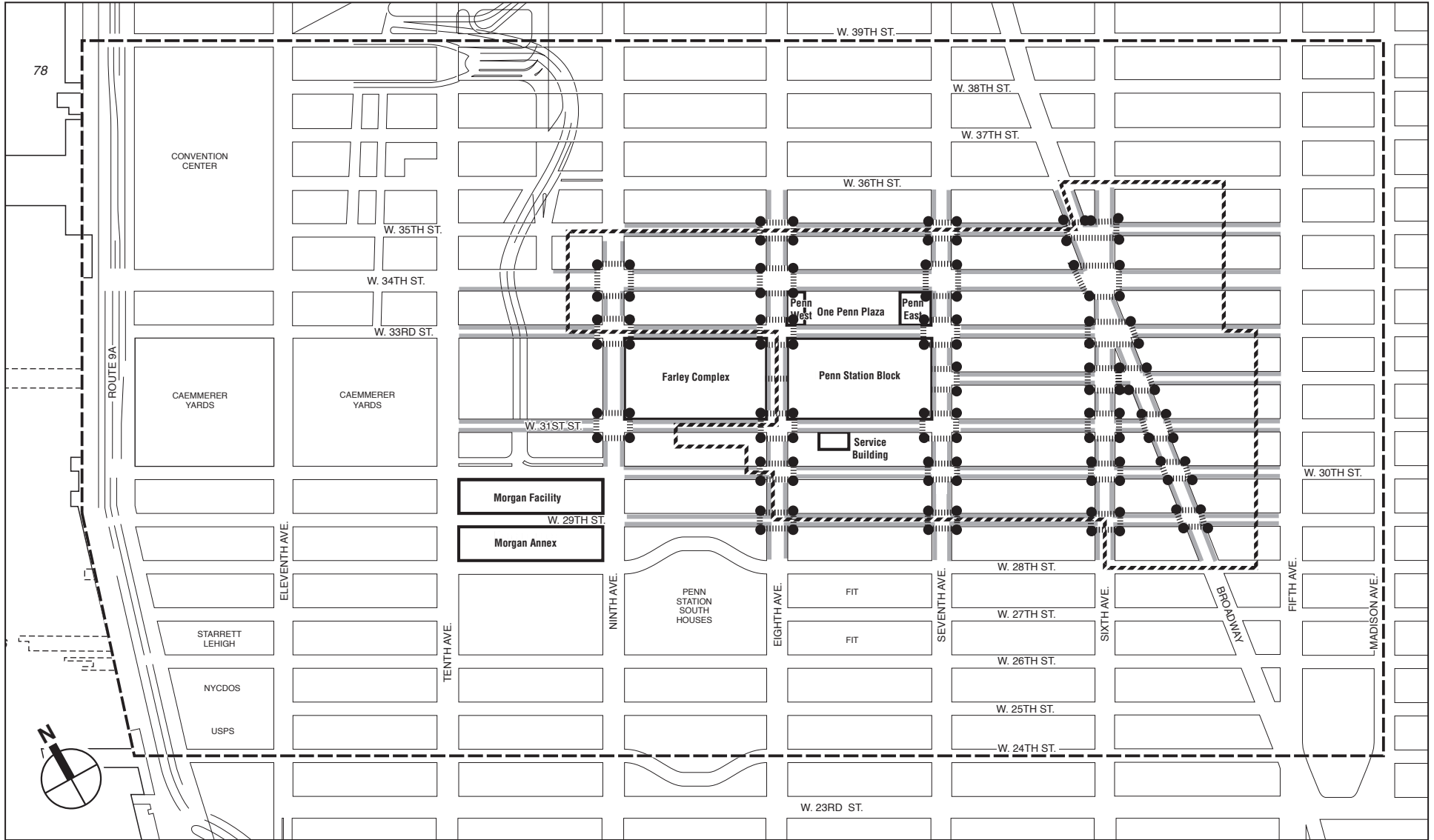
The pedestrian study area encompasses the area between West 29th and 36th Streets from Fifth Avenue to Tenth Avenue (see Figure 10).

- B. *Availability of Data.* In preparing the SEQRA SEIS and NEPA EIS, all relevant area transit studies and certified Environmental Impact Statements and other reports completed within the past two years will be collected and reviewed to reduce or confirm the data collection effort. Bus and subway line-haul information will be requested from NYCTA for use in the transportation analyses. The transit and pedestrian data assembled for the 2006 Farley/Moynihan Project and used in its FEIS, as well as supporting transit and pedestrian capacity and level of service analysis, will be carefully reviewed and integrated with new pedestrian and transit counts conducted as part of the SEQRA SEIS and NEPA EIS.
- C. *Identify Analysis Locations and Time Periods.* The four subway stations on 34th Street serving the lines on Eighth Avenue, Seventh Avenue, Broadway and Sixth Avenue, as well as the PATH station at 33rd Street and Sixth Avenue, will be analyzed. In addition, the two subway stations on 28th Street serving the lines on Seventh Avenue and Broadway will be analyzed. The focus of the analysis will be on the station control areas and associated entries and exits likely to be used by workers, visitors, residents and shoppers associated with the proposed Expanded Moynihan Project. In addition, platform stairs, stairs between station levels, and corridors within the station, which will also likely be used, will be identified. The SEQRA SEIS and NEPA EIS will contain analyses of 177 station circulation elements, including stairs, escalators, ramps, and passageways (and platforms as appropriate), and 27 fare control areas. Each of these locations was counted and inventoried in September and October 2006, and is listed in Appendix A of this Draft Scope. These numbers include the PATH entry/exit stairs and control areas at 30th and 33rd Streets, which will be counted and analyzed in the SEIS.

The transit system analyses will be performed for weekday AM peak hour (8-9 AM) and PM peak hour (5-6 PM) in accordance with the *CEQR Technical Manual* and discussions with New York City Transit.

If the trip generation indicates that a subway line-haul analysis is warranted at any of the study area subway lines, the appropriate existing line-haul information would be obtained from NYCT and supplemented by field counts as necessary. The line-haul analysis threshold is the addition of five new passengers to each subway car in a given direction during a peak analysis hour (i.e., if Line X has 10 trains per hour and 10 cars per train, then a project would need to add 500 new riders to the line in one direction during a peak analysis hour to trigger the threshold for conducting a line-haul analysis).

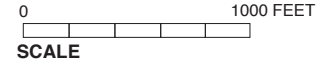
The local and express bus routes operating on Tenth Avenue, Ninth Avenue, Eighth Avenue, Seventh Avenue, Sixth Avenue, Broadway and Fifth Avenue and east-west local and express bus routes operating on 34th Street, 32nd Street and 31st Street will be analyzed. Ten local bus routes and approximately 40 express bus routes have been identified that operate within the transit study area. Peak load point bus volumes will be obtained from NYCT and the MTA Bus Company and analyzed in accordance with the *CEQR Technical Manual*.



- Project Site Boundaries
- - - Proposed Moynihan Station Subdistrict Boundary
- - - Land Use Study Area Boundary

PEDESTRIAN FACILITIES TO BE ANALYZED:

- Sidewalks
- Corners
- ||||| Crosswalks



As shown on Figure 10, the pedestrian study area encompasses 28 intersections with associated mid-block sidewalk, crosswalk, and corner analysis locations where the most project-generated pedestrian trips are anticipated. These locations were chosen to represent locations where relatively large numbers of pedestrians are traveling to and from subway stations, bus stops, and parking lots.

The street-level pedestrian analyses will be performed for weekday AM (8-9 AM), midday (12-1 PM), PM peak hour (5-6 PM), and early evening PM peak hour (7-8 PM) conditions. In addition, Saturday midday (1-2 PM) peak hour will be analyzed.

As discussed below with regard to Chapter 17, "Below-Grade/Off-Street Pedestrian Circulation," the pedestrian circulation system within Penn Station will be analyzed, including concourses, corridors, escalators, stairways, and platforms.

- D. *Development of Count Program.* The SEQRA SEIS and NEPA EIS will update and expand on information in the FEIS by including a new comprehensive transit data collection effort.

Field inventories have been or will be performed to establish existing transit and pedestrian conditions, including the number of turnstiles, stairway widths, crosswalk widths, obstructions in the corner reservoir areas, signal phasing and timing, and other information necessary to determine and analyze transit and pedestrian capacity and level of service.

Transit data collected during the AM and PM peak hours for one weekday will be used in the analyses. Turnstile counts or similar data will be used to adjust to representative weekday and weekend volumes. The pedestrian analyses will be based on street-level pedestrian counts, collected on one weekday during the AM, midday, PM and evening pre-event peak hours, plus one Saturday during the early afternoon hours. (Many of the necessary street-level pedestrian counts were conducted in May, June and September 2006.) All data will be summarized and checked to determine actual peak hours and peak hour transit and pedestrian volumes. Any discrepancies will be identified and corrected.

- E. *Existing Conditions.* The SEQRA SEIS and NEPA EIS will quantify and evaluate existing transit and pedestrian conditions using approved methodologies. These analyses will include: subway station element capacities and levels of service, bus load levels by route, existing corner and crosswalk capacities, and levels of service. Additionally, existing subway line-haul volumes and capacities would be identified, if such an analysis becomes necessary in light of the projected increases in subway ridership.
- F. *Future Without the Proposed Actions.* Transit and pedestrian volumes will be developed for the Future without the Proposed Actions using information from the FEIS, other certified EIS documents and the annual background traffic growth rates recommended in the *CEQR Technical Manual*. In addition, transit and pedestrian volumes generated by other proposed development projects that are planned to be completed by the proposed Expanded Moynihan Project's Build years will be assigned to the pedestrian network's transit facilities.

The SEQRA SEIS and NEPA EIS will quantify and evaluate transit and pedestrian conditions for the Future without the Proposed Actions in 2011 and 2018, including subway station element capacities and levels of service, bus load levels by route, existing corner and crosswalk capacities, and levels of service. If line-haul analyses are found to be necessary, the growth in ridership from known 2011 and 2018 background projects would be added to the various subway lines to determine their respective line-haul volumes in the Future

## **Expanded Moynihan/Penn Station Redevelopment Project**

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without the Proposed Actions and those volumes would be compared to the capacities for each line.

The ARC Project, including the proposed new rail station beneath 34th Street between Sixth and Eighth Avenues, is anticipated to be open by 2016, about the same time as the proposed Expanded Moynihan Project. Therefore, it will be included in the SEQRA SEIS and NEPA EIS analysis of changes in the Future without the Proposed Actions. In addition, should NYCT indicate that Bus Rapid Transit routes will be implemented on Tenth and Eleventh Avenues, they would be incorporated into the Future without the Proposed Actions conditions as appropriate.

- G. *Future With the Proposed Actions.* The analysis of transit and pedestrian elements will share the same set of travel characteristics—trip generation rates, temporal distributions, and mode choice matrices—used for the traffic analyses described above for Chapter 15, “Traffic and Parking.”

The project-generated transit and pedestrian trips will be assigned to the study area bus and subway routes, subway station elements, and the sidewalk network for the 2011 and 2018 Future without the Proposed Actions conditions (based on available modal split information, survey data, and most likely travel paths) to estimate the total transit and pedestrian demand with the proposed Expanded Moynihan Project for Phases I and II, respectively. The potential for incremental rail trips to be generated by the provision of new, improved train station facilities will also be evaluated, based on input from the various railroads.

Following the *CEQR Technical Manual* methodologies, the transit and pedestrian conditions generated by the proposed Expanded Moynihan Project will be analyzed and evaluated to determine if the proposed project would generate any significant adverse impacts. Capacity and level of service analyses would include subway stairways and fare arrays, bus load levels by route, and sidewalks, corners, and crosswalks. The analysis of the effect of project-generated transit, commuter railroad, and project-related pedestrian trips in the Moynihan Station circulation system is discussed below.

The 2011 and 2018 project-generated riderships will be estimated for each subway line in the study area to determine if a line-haul analysis is required on any particular line. If such an analysis is determined to be needed, then the project-generated riderships for a given line would be added to the volumes in the Future without the Proposed Actions to determine line-haul volumes with the project, and those volumes would be compared to a line’s capacity to determine if the project would result in significant adverse line-haul impacts.

- H. *Pedestrian Safety.* Because it is known that some of the city’s highest pedestrian accident locations are in the vicinity of the project sites (particularly the intersection of Seventh Avenue and West 34th Street), an analysis of pedestrian safety will be conducted in the SEQRA SEIS and NEPA EIS. An investigation of the latest three years of accident history will be conducted to identify potential safety issues concerning study area intersections and to evaluate potential safety impacts that future project-generated trips may have on these locations. The recorded accidents will be categorized and correlated with observed operational conditions. This information will be used as the basis for recommending potential safety improvements and will be taken into consideration should the intersections also require traffic mitigation.
- I. *Mitigation Measures.* For any significantly impacted transit, commuter railroad, and pedestrian locations in the study area, practicable mitigation measures will be identified and

analyzed. In addition, potential mitigation measures to address significant adverse impacts on transit facilities, including subway station circulation elements, and any line haul impacts will be identified. Separate mitigation analyses will be undertaken for 2011 and 2018 conditions, as needed.

## **CHAPTER 17: BELOW-GRADE/OFF-STREET PEDESTRIAN CIRCULATION**

### *FEIS CONCLUSIONS*

The Farley/Moynihan Project FEIS did not include a quantified below-grade/off-street pedestrian circulation analysis, because for that project the proposed station and associated circulation improvements were similar to those proposed for the station in 1999. The 1999 EA conducted for that earlier project plan found that the station improvements would be expected to better serve existing and future riders and result in more favorable operating levels for the below-grade pedestrian circulation elements of the Penn Station complex. In addition, the FEIS assumed that the volume of NJT passengers shifting to Moynihan Station would be similar to the volumes projected for the shift of Amtrak service as examined in the 1999 evaluation of the Penn Station redevelopment project.

The ESDC Findings for the Farley/Moynihan Project FEIS indicated that the project would be designed to achieve MTA goals for pedestrian circulation in areas controlled by MTA or its constituent agencies (LIRR and NYCT) to the maximum extent practicable. Final design of project components located in LIRR or NYCT controlled or shared areas would be subject to the approval of the MTA and its constituent agencies, to the extent required under MTA's Joint Facilities Agreement with Amtrak. Moreover, the final design of the proposed project would be developed in consultation with MTA and its constituent agencies, as well as NJT and Amtrak, in order to ensure that such design provides for efficient transportation operations and pedestrian circulation.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

It is assumed that the proposed Expanded Moynihan Project would be undertaken in two development phases—Phase I (by 2011) and Phase II (by 2018), as described previously. Both phases would have below-grade/off-street pedestrian circulation improvements that will be analyzed in detail in the SEQRA SEIS and NEPA EIS. This analysis will partially rely on information and station element models developed previously for earlier proposals for the construction of a new train station in the Farley Complex. The station pedestrian facilities and elements to be examined include all existing, modified, or proposed platforms, stairs, escalators, corridors, concourses, and waiting areas in the Penn Station/Moynihan Station complex. The analyses to be undertaken will examine existing pedestrian circulation facility element operations of the entire Penn Station complex (on station Levels A, B, C and at the platform level), and will then examine future conditions with and without the proposed actions, at both Moynihan Station West and Moynihan Station East. The ARC project and the new MSG facility and their effects on the new Moynihan Stations East and West will be described in the SEQRA SEIS and NEPA EIS.

### *ANALYSIS*

The following tasks will be undertaken as part of the below-grade pedestrian circulation and parking analyses for the SEQRA SEIS and NEPA EIS:

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- A. Describe current pedestrian circulation conditions at Penn Station and define the below-grade/off-street pedestrian circulation study area for the proposed Expanded Moynihan Project (on Moynihan Station Levels A, B, C and at the platform level, and around the new MSG at the Farley Complex). This study area will include Moynihan Stations East and West and new and existing connecting corridors or stairs that would connect to the subway system and PATH trains and ARC.
- B. New pedestrian counts were conducted in October and November 2006, at the locations identified above to establish baseline conditions for the overall station complex. (Subway and PATH station counts were conducted in September 2006 and September/October 2007. See Chapter 16.) All analyses will be done for weekday AM and PM peak hour conditions.

In addition, a supplemental *Penn Station Railroad Passenger Survey* will be conducted to provide information on how railroad passengers use Penn Station today, and why they use the station the way they do. The survey effort would entail a combination of counts and questionnaire surveys.

The counts will obtain actual data on the distribution of passenger loads on-board trains and the use of platform vertical circulation elements. A representative sample of four platforms will be counted—two LIRR platforms and two NJT platforms. Counts will be taken at two platforms for each railroad, one located in the center of the station (oriented farther to the west) and one located on the extreme north or south side (oriented closer to Seventh Avenue). The questionnaires will be used to confirm the paths that AMTRAK, NJ Transit and LIRR passengers take through the station and their use of various railroad and retail facilities within the station. The questionnaire will be designed to collect the following information:

- Connecting mode at Penn Station;
  - Pedestrian pathway through the station, including concourse and station entry/exit points used;
  - Preferred seating location on-board the train, and reasons why; and
  - Propensity to use facilities, amenities and concessions within the station.
- C. Prepare pedestrian circulation networks for the Future without the Proposed Actions in 2011 and 2018, associated volumes, and level of service analyses using Future without the Proposed Actions trip-generation information for known background projects, and accounting for assumptions by the various railroad operators (LIRR, NJT, Amtrak, PANYNJ, and NYCT) concerning ridership projections, ancillary station additions or improvements, a proposed NJT West 31st Street station entrance, and any ARC project early action improvements. Any anticipated changes and capacity growth associated with the railroad operations that would affect passenger loads and volumes in the Moynihan Station complex would also be considered and factored into the analyses.
- D. Determine anticipated person-trip generation for the proposed Expanded Moynihan Project's 2011 and 2018 conditions based on available CEQR/SEQRA sources (as described in more detail in Chapter 15), railroad operator projections, and original surveys, including origination and destination data. (These incremental trips would include both new rail passenger trips and pedestrians moving to and from the new mixed-use development through the new station circulation spaces and elements but who are not necessarily using the trains.) In coordination with the railroads and other involved agencies as appropriate, these project



trips would then be assigned to the expanded and reconfigured Moynihan Station pedestrian circulation network in order to determine pedestrian volumes for the Future without the Proposed Actions in 2011 and 2018 and subsequently for pedestrian circulation facility level of service analyses in the Future with the Proposed Actions.

- E. For the Future with the Proposed Actions, identify significant adverse impacts to the LIRR, NYCT, NJT, Amtrak, and PATH below-grade pedestrian circulation facility elements of the Penn Station Complex under both 2011 and 2018 analysis years using *CEQR Technical Manual* guidelines, and then identify and evaluate practicable measures, including below-grade improvements, that could mitigate those impacts. Under the Moynihan Station Subdistrict Option, there would be future bonused improvements to the subway transit/pedestrian network, under modified subway improvement bonus provisions for specified sites. These improvements will be considered in the analysis.

## CHAPTER 18: AIR QUALITY

### *FEIS CONCLUSIONS*

The FEIS concluded that the Farley/Moynihan Project would not have significant adverse impacts from mobile sources, regional emissions, or from industrial facilities. Carbon monoxide concentrations would not exceed the City's *de minimis* criteria. Respirable Particulate Matter (PM<sub>2.5</sub>) concentrations would not exceed the interim guidance criteria regarding PM<sub>2.5</sub> impacts. Thus, the Farley/Moynihan Project would not have significant adverse impacts from mobile source or regional emissions, and would be consistent with the New York State Implementation Plan (SIP) for the control of ozone and carbon monoxide. In addition, a screening analysis demonstrated that there would be no significant adverse air quality impacts from industrial facilities on the proposed project.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The proposed Expanded Moynihan Project includes several new project sites and a substantial amount of development above that analyzed in the FEIS. Key issues that will be addressed in the SEQRA SEIS and NEPA EIS air quality analysis regarding the potential impacts of the proposed project are:

- The potential for significant adverse air quality impacts from increases in the number of project-generated vehicle trips on the already congested local traffic network, and the accompanying reduction in vehicular speeds;
- The potential for significant air quality impacts on proposed residential uses from any air toxic emissions generated by nearby existing manufacturing uses;
- The potential for emissions from the heating, ventilation and air conditioning (HVAC) systems of the proposed development buildings to significantly impact surrounding existing uses;
- The potential for emissions from the HVAC systems of the proposed development buildings to significantly impact other proposed development buildings (project-on-project impacts), depending on where the venting for these emissions are located;
- The potential for significant air quality impacts from the HVAC systems of existing commercial, institutional, manufacturing, or large-scale residential buildings on the proposed residential development; and

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- Because of the larger scope of the expanded project, and in consideration of the federal funding that is being used, it will be necessary to show that the proposed expanded project is in conformity with the State Implementation Plan (SIP) for air quality. This will include a regional emissions analysis and review of the proposed project's compliance with federal transportation conformity regulations.

Potential impacts associated with parking facilities would not be an issue, because no new, off-street parking facilities are being proposed as part of the project.

### MOBILE SOURCE ANALYSIS

The mobile source air quality impact analysis will address two distinct issues:

- The potential effects of traffic-generated emissions on pollutant levels (i.e., carbon monoxide [CO] and particulate matter [PM] concentrations) at representative locations within the study area; and
- The proposed project's consistency and compliance with the applicable National Ambient Air Quality Standard (NAAQS) SIP for the area and the *de minimis* criteria for CO.

Based on trip generation estimates, it is likely that a number of intersections within the study area would exceed the 75 vehicle threshold in the *CEQR Technical Manual*, requiring a detailed CO microscale analysis. Of the intersections that would exceed this threshold, a detailed microscale mobile source analysis would be conducted at locations with the greatest increase in vehicular volumes and/or changes in traffic levels of service. It is initially assumed that detailed analyses will be conducted at up to nine intersections with additional intersections selected for the Moynihan Station Subdistrict Option.

The analysis process would be conducted as follows:

- A. The *CEQR Technical Manual* procedures to estimate potential impacts near congested locations would be used. EPA's screening level dispersion algorithm (CAL3QHC) would be employed for CO, while EPA's CAL3QHCR refined intersection model will be used for analysis of PM<sub>10</sub> and PM<sub>2.5</sub> concentrations. For this analysis, five years of meteorological data from LaGuardia Airport will be used for the simulation program. Intersection geometries will be developed for each analysis site.
- B. Vehicular cruise and idle emissions for the dispersion modeling will be computed using the latest EPA emission factor algorithm (currently MOBILE 6.2.03).
- C. Analysis sites for the CO microscale analysis will be located at critical intersection locations in the study area, based on a screening analysis of data obtained from the project's traffic analysis for each phase of the project. At each microscale analysis site, multiple receptor sites will be analyzed. Receptor sites will be placed at mid-sidewalk locations, following *CEQR Technical Manual* guidelines. CO concentrations will be estimated at up to 20 receptor sites at each analysis site.
- D. Inputs appropriate for the study area, as well as background levels (ambient air quality monitoring data) obtained from the New York State Department of Environmental Conservation (NYSDEC) and NYCDEP will be utilized.
- E. Appropriate credits to account for the State's inspection and maintenance and anti-tampering programs, the recently revised vehicles registration data, and other inputs will be applied.

- F. Peak hour conditions, in accordance with CEQR-recommended procedures for peak hour selection (i.e., total volumes and level of service), will be utilized.
- G. The six peak hours that correspond to the six periods that will be quantitatively analyzed for traffic impacts (i.e., AM peak, PM peak, midday, evening peak, Saturday afternoon peak, and Saturday post-game) will be evaluated.
- H. The highest CO levels near each analysis site for existing conditions and two future analysis years (possibly 2011 and 2018) will be estimated, and future without and future with the project conditions will be considered for each future year.
- I. Maximum one-hour and eight-hour CO concentrations will be calculated for each condition.
- J. Estimated eight-hour CO levels will be compared with federal NAAQS, and project-generated impacts will be compared with the NYCDEP *de minimis* criteria levels.
- K. Estimated 24-hour and annual incremental PM<sub>2.5</sub> levels will be compared with NYCDEP's interim guidance threshold values. Estimated PM<sub>2.5</sub> and PM<sub>10</sub> levels will be compared with the federal NAAQS.
- L. Analyses will be performed, where necessary, to examine and quantify practicable mitigation measures that would minimize any significant adverse impacts of the proposed Expanded Moynihan Project.
- M. Perform an air quality conformity determination to demonstrate consistency of the proposed Expanded Moynihan Project with the strategies contained in the SIP for the area, as necessary.

#### STATIONARY SOURCE ANALYSIS

This study will assess the potential for impacts from nearby fossil fuel-fired HVAC system emissions on receptor sites at the sensitive uses of the proposed Expanded Moynihan Project. In addition, the study will examine the potential impacts of emissions from the HVAC systems associated with the Expanded Moynihan Project on nearby receptors. The analysis of the Moynihan Station Subdistrict Option will consider the need for placing (E) designations on receiving sites within the Subdistrict.

The analysis process will be conducted, in accordance with the *CEQR Technical Manual* procedures, as follows:

- A. Potential impacts of HVAC emissions on proposed residential uses from existing industrial, manufacturing, commercial, processing facilities and large-scale residential developments located within 400 feet will be analyzed. Impacts will be initially analyzed using either the *CEQR Technical Manual* nomographic (i.e., screening) procedures or the SCREEN3 model. If the results fail the screening analysis, detailed analyses will be conducted using EPA's AERMOD dispersion model.
- B. An analysis of potential significant adverse impacts of emissions from the HVAC systems of the proposed development buildings on surrounding existing buildings and on the other proposed buildings of the Expanded Moynihan Project (project-on-project impacts) will be conducted. Potential impacts will be initially analyzed using the *CEQR Technical Manual* nomographic procedures. If results exceed established threshold values, a detailed analysis will be conducted using the AERMOD dispersion model.

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- C. A cogeneration plant may be constructed to provide electricity and heating to portions of the proposed project. An air quality analysis will be conducted to determine future concentrations with the cogeneration plant. A detailed stationary source analysis of the emissions from the cogeneration plant and any other on-site heating, ventilation, and air conditioning (HVAC) systems will be conducted using the EPA AERMOD dispersion model. Five years of meteorological data (2002-2006) with surface data from LaGuardia Airport and concurrent upper air data from and Brookhaven, New York, will be used for the simulation modeling. Concentrations of nitrogen dioxide (NO<sub>2</sub>), sulfur dioxide (SO<sub>2</sub>), CO, and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) will be determined. Predicted values will be compared with ambient air quality standards, and DEP and DEC PM<sub>2.5</sub> interim guidance criteria.
- D. Potential impacts of emissions from major emission sources within 1,000 feet of the project sites on the proposed development will be estimated. A detailed analysis will be conducted using EPA's AERMOD dispersion model
- E. NO<sub>2</sub>, SO<sub>2</sub>, PM<sub>10</sub>, and PM<sub>2.5</sub> pollutants will be analyzed as part of the detailed stationary source analyses.
- F. Emission factors for the pollutants of concern for HVAC emissions will be obtained from EPA's AP-42 based on building fuel types, and with respect to project boilers any more specific emissions information that is available.
- G. Estimated short-term and annual pollutant concentrations will be added to appropriate background levels, and total pollutant concentrations will be compared with the NAAQS to determine whether there would be the potential for a violation of these standards. To the extent that significant adverse impacts are identified, mitigation measures will be identified.

### *INDUSTRIAL SOURCE ANALYSIS*

For both proposed mixed-use development options (on the Penn Station Block or within the new Subdistrict), an analysis of surrounding uses will be performed to determine the potential for impacts from industrial emissions. The analysis of the Moynihan Station Subdistrict Option will consider the need for placing (E) designations on receiving sites within the Subdistrict.

The air toxics analysis process will be conducted as follows:

- A. A field survey will be performed to determine if there are any manufacturing or processing facilities within 400 feet.
- B. In addition, an analysis area with a radius of approximately 1,000 feet will be selected. Air permits for all facilities within this analysis area on NYSDEC, NYCDEP, and EPA Envirofacts databases will be acquired and reviewed.
- C. Dispersion analyses will be conducted to determine the potential of the toxic emissions released from the permitted emission sources to adversely affect proposed residential uses, as follows:
  - The dispersion modeling analysis will initially be conducted using NYSDEC's Air Guide-1 model to determine whether the existing currently operating permitted facilities within the air toxics study area have the potential to adversely impact sensitive analysis sites. (In addition to containing a database, AG-1 includes software that is to be used to

determine whether facilities have the potential to exceed short-term or annual health-related guideline values [i.e., SGCs or AGCs]).

- A more refined analysis using the AERMOD model will be conducted to estimate potential impacts for facilities, if any, that fail the screening level analysis.

## CHAPTER 19: NOISE

### *FEIS CONCLUSIONS*

The FEIS concluded that project-generated traffic would not be expected to produce significant increases in noise levels at any location. In addition, with the proposed building design measures, noise levels within the proposed buildings at the Farley Complex and the Penn West site would comply with all applicable criteria. Therefore, the Farley/Moynihan Project would not result in any significant adverse noise impacts.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The proposed Expanded Moynihan Project would result in a substantial increase in the number of vehicular trips compared to the Farley/Moynihan Project. Because of the high levels of traffic on the north/south avenues (i.e., Seventh, Eighth, and Ninth Avenues) and on East and West 34th Street, it is unlikely that the proposed Expanded Moynihan Project would result in a significant noise impact on those highly traveled avenues and cross-streets. However, on other streets such as West 31st and 33rd Streets, which have lower levels of traffic, the additional vehicle trips with the proposed Expanded Moynihan Project would have the potential for causing a significant noise impact.

The proposed Expanded Moynihan Project would result in a high-rise commercial building on the Penn East site, as well as high-rise commercial or mixed-use buildings either on the Penn Station Block or on receiving sites within the Moynihan Station Subdistrict. Noise studies will be completed to determine whether standard window wall attenuation would be sufficient or if portions of the proposed development would require additional noise attenuation. In addition, the potential for the project to affect sensitive land uses (including nearby residences and open spaces) by both project-generated changes in traffic and noise generated by operations at the relocated MSG (including MSG-related crowd or event generated noise), the Penn Station Block, the Penn East site, the Penn West site, the potential Subdistrict receiving sites, and the Morgan Annex site will be studied. It will also be necessary to evaluate the effects of ambient noise levels on the mixed-use development. As part of the SEQRA SEIS and NEPA EIS, future vehicular traffic-induced noise levels will be predicted and compared with noise levels in the Future without the Proposed Actions at the sensitive receptors most likely to be affected.

### *ANALYSIS*

The following tasks will be performed in compliance with guidelines contained in the *CEQR Technical Manual*:

- A. *Site Selection*. Based on the trip assignment in the traffic task, representative sensitive sites (residents, schools, houses of worship, parks, etc.) and land uses will be selected for evaluation based on exposure to projected vehicle travel routes. Sixteen noise receptor locations have been preliminarily selected for analysis with additional receptor locations to be selected for the Moynihan Station Subdistrict Option.

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- B. *Data Collection.* At the identified locations, existing noise exposure conditions will be determined by monitoring one-hour equivalent continuous noise levels (Leq) and statistical percentile noise levels. The noise levels will be measured in units of “A” weighted decibels (dBA). The monitoring periods will coincide with the peak traffic noise periods and quiet nighttime hours. Two types of receptor sites will be selected: 1) sites where the proposed Expanded Moynihan Project would have the potential for significant adverse impacts due to project-generated traffic, and 2) sites that are used to determine building attenuation to comply with noise regulations. Data will be collected along streets providing access to the proposed development, and at the project sites.
- C. *Analysis Year Noise Level Estimates.* Following procedures outlined in the *CEQR Technical Manual* for assessing stationary and mobile source noise impacts, noise levels in the Future without the Proposed Actions and the Future with the Proposed Actions will be estimated at the proposed sensitive land uses.
- D. *Noise Criteria.* The air-borne noise criteria in the *CEQR Technical Manual* will be followed in determining project impacts at the future sensitive sites in the project area. The criteria will take into consideration the indoor and outdoor areas of the proposed Expanded Moynihan Project, and the ability to meet indoor criteria with standard window wall noise attenuation.
- E. *Analysis Year Noise Impacts.* Noise impacts will be determined by comparing future project noise levels with noise levels in the Future without the Proposed Actions for the years 2011 and 2018 following the CEQR methodology.
- F. *Mitigation Measures.* If necessary, practicable mitigation measures will be identified and analyzed for any significant adverse impacts.

## **CHAPTER 20: CONSTRUCTION**

### *FEIS CONCLUSIONS*

The FEIS examined construction-related impacts of the project at the Farley Complex and the Development Transfer Site, and concluded that the project would not result in significant adverse construction-related impacts.

### *PROPOSED EXPANDED MOYNIHAN PROJECT*

The Expanded Moynihan Project involves a more complex construction program compared to that analyzed in the FEIS including more construction over and within the area housing rail road operations. The proposed project involves a construction period spanning some eleven years at all the project components, including: the Farley Complex, the Penn East and West sites, the Penn Station Block, the Penn Station Service Building, the USPS Morgan Annex, and the floor area receiving sites under the Moynihan Station Subdistrict Option. The SEQRA SEIS and NEPA EIS will analyze the potential for impacts resulting from construction of the proposed Expanded Moynihan Project and identify practicable mitigation for any significant adverse impacts.

### *Construction Phasing*

The proposed relocation of MSG to the Farley Complex, the reconfiguration and reconstruction of Penn Station, and the redevelopment of the site above the station—under both the Penn

Station Block Mixed-Use Development and Moynihan Station Subdistrict Options—would be coordinated with the railroads but would likely have construction-period impacts on the railroad station complex and its operations. (Impacts on the station complex from construction on the Penn Station Block under the two options could differ substantially due to the difference in amount of development proposed on the Penn Station Block.) The information needed to quantitatively analyze the construction impacts of the Expanded Moynihan Project will require that the construction program manager develop a detailed construction phasing and sequencing plan in coordination and consultation with the railroads. For each construction phase, this plan will need to identify appropriate swing space agreeable to the railroads, temporary closures of station concourse areas, stairs, escalators, station amenities for inter-city rail passengers (e.g., seating, restrooms, concessions, baggage handling, etc.), and the anticipated rerouting of railroad and subway passengers. It will also need to develop, in close consultation with the railroads (Amtrak, LIRR and NJT) and NYCT, a plan to maintain and protect railroad and subway passenger circulation and access to and from platforms, subway stations, taxi stands, and the street throughout the construction period, including the sequencing and opening of new facilities in order to advance construction to remaining sections. Nevertheless, Penn Station would remain fully operational during project construction. The construction phasing and sequencing plan will assume no planned alterations in train schedules, and train support services, such as bathrooms, red cap service, and ticket sale facilities, would be maintained during construction.

The construction activities for the proposed Expanded Moynihan Project would also likely have temporary impacts on vehicular traffic movements, curbside activities, and pedestrian circulation that would last more than a year. For each construction phase and site, the construction phasing and sequencing plan will need to identify temporary closures of sidewalks, parking lanes, and the anticipated rerouting of vehicular traffic and pedestrians, as well as the relocation of curbside activities. The plan will also need to develop, in close consultation with NYCDOT's Office of Construction Mitigation and Coordination, measures to maintain and protect vehicular traffic and pedestrian circulation and curbside drop-offs and pick-ups, including taxis.

A key component of the Expanded Moynihan Project for purposes of reasonable worst-case analysis, is the relocation of the remaining USPS offices, retail, carrier and sorting operations from the Farley Complex to make way for the construction of a new MSG facility. The construction phasing and sequencing plan will need to maintain and protect postal operations. This will require close coordination with the USPS management and operations staff.

The construction phasing and sequencing plan will also need to address disruptions related to relocating and upgrading utility systems for the project's components.

#### *ANALYSIS*

The following tasks will be performed in accordance with guidelines contained in the *CEQR Technical Manual*:

- A. *Construction Program.* A detailed discussion of the construction program for each phase (and option) of the multiple-site project will be provided. The chapter will describe the construction program, which will include information related to: duration; swing space and temporary relocations; staging areas; materials delivery; type of construction equipment (and location and duration of use in the phase); plans for maintenance of security in Penn Station, including closed-circuit television, intrusion detection, and access control; plans for trash removal at Penn Station; effects on retail operations; any required temporary lane, sidewalk, or subway station element closures and bus stop relocations and consequent traffic or

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pedestrian rerouting; maintaining taxi access; number of trucks and truck routes; and environmental regulations affecting construction noise or traffic. Similarly, data will be needed on the closure of pedestrian circulation elements and space within Penn Station. In addition, detailed estimates of construction employment in each phase (by shift) will be developed to allow estimates of employee trips, particularly those made by auto, mass transit, and to assess employee parking demand.

- B. *Traffic, Transit, and Pedestrian Facilities.* The SEQRA SEIS and NEPA EIS will consider temporary constrictions, losses, or relocation of traffic lanes, sidewalks, bus stops, taxi access, subway corridors, stairways, turnstiles, or other circulation elements or services, including subway service, during the various phases of construction, and any anticipated resulting diversions, and identify the increase in vehicle and transit trips from construction workers and equipment. The SEQRA SEIS and NEPA EIS will account for differences in construction-related traffic conditions and potential impacts attributable to the different construction sites under the Penn Station Block Mixed-Use Development and Moynihan Station Subdistrict Options. Quantitative weekday AM and PM peak traffic capacity and level of service analyses will be undertaken for at least the peak year of construction for each phase of the proposed Expanded Moynihan Project. Additional analysis periods may be considered as necessary, to ensure that all potential significant construction-related traffic impacts are identified. Similarly, for any periods where large-scale subway rider diversions are expected as a result of station element closures, a level of service analysis will be undertaken for those peak periods to identify potential construction impacts on subway facilities. Special attention will be given to Penn Station, and the SEQRA SEIS and NEPA EIS will consider the potential for impacts on rail operations there, including from the placement and construction of new structural and wind load columns for the above-grade development. During construction, the analyses will assume that there would be no planned alterations of train schedules, and train support services would be maintained. In addition, the SEQRA SEIS and NEPA EIS will consider service disruptions to the commuting patterns of New Jersey- and/or Long Island-based commuters from construction of the proposed Expanded Moynihan Project. It will assess the potential for impacts on regional and inter-city modes of transit (e.g., rail, bus, PATH, and ferry) and will identify practicable mitigation for identified significant adverse impacts. In addition, the SEQRA SEIS and NEPA EIS will conduct a level of service analysis of potential impacts to circulation elements at the subway stations adjoining Penn Station, as construction of the project could create diversions of passengers between subway entrances, and the construction of improvements to the subway stations may have construction effects on adjacent subway circulation elements.
- C. *Parking.* This assessment will consider the loss of both on- and off-street parking due to construction activity.
- D. *Below-Grade/Off-Street Pedestrian Circulation.* This assessment will consider construction effects on pedestrian circulation elements within the Penn Station/Moynihan Station facilities. Any corridor, stair, or concourse closures (or narrowing) required during construction and their effects on internal station pedestrian circulation will be quantitatively analyzed, at a minimum, for the peak construction period of the proposed Expanded Moynihan Project.
- E. *Utilities.* Quantitatively analyze and discuss construction related impacts and temporary utility service outages related to utility relocations and system upgrades.



- F. *Air Quality*. Using the AERMOD dispersion model, quantitatively analyze direct emissions from demolition and construction site activity, including fugitive dust and on-site diesel equipment. Analyze potential effects from increases in mobile source emissions of trucks and worker vehicles at nearby sensitive receptors and congested locations, and from potential long-term traffic diversions. Discuss measures and emission reduction strategies to reduce impacts. The pollutants of concern include:
- Particulate matter with aerodynamic diameter less than or equal to 10 micrometers (PM<sub>10</sub>) and 2.5 micrometers (PM<sub>2.5</sub>) from demolition, excavation, material loading operations, construction, and exhaust from heavy equipment;
  - Nitrogen dioxide (NO<sub>2</sub>) from construction equipment and trucking activities; and
  - CO from diesel engines.
- G. *Noise*. Quantitatively discuss construction-related noise, including potential effects on nearby sensitive receptors and the activities that are likely during each phase of construction activity. Construction-period noise levels will be estimated using the Cadna A model. Discuss the potential for vibrations caused by construction activities to damage buildings and other resources, and, if necessary, identify mitigation measures to minimize vibrations.
- H. *Historic Resources*. In coordination with the work performed for the historic resources analysis described above, summarize actions to be taken during project construction to protect the Farley Complex itself, the Penn Station Service Building, and other historic resources in the immediate area.
- I. *Community Facilities and Services*. Qualitatively discuss the effects of project construction on local community facilities, particularly on the continued provision of postal services currently located in the Farley Complex and at the Morgan Annex.
- J. *Hazardous Materials*. In coordination with the hazardous materials task described above, summarize actions to be taken during construction to limit exposure of construction workers, residents, and the environment to potential contaminants.
- K. *Socioeconomic Conditions*. This assessment will consider whether construction conditions would affect access to existing businesses, the potential consequences concerning their continued viability, and the potential effects of their loss, if any, on the character of the area. It will also consider the effects on existing businesses of any reductions in regional transportation access to the project area.
- L. *Concurrent Study Area Construction Effects*. Describe the potential for construction impacts resulting from simultaneous construction efforts in the neighborhood, including the proposed project. Detailed construction phasing and sequencing information and associated data, similar to that described for the Expanded Moynihan Project, above, will be assembled, to the extent available, for other concurrent construction activities in the traffic study area. In cases where a project needs to be included, but no construction details exist, an estimate will be prepared for construction phasing, duration, and intensity. In addition to the Expanded Moynihan Project, the cumulative construction analysis will address the following projects:
- Extension of the Number 7 Subway;
  - Redevelopment of the Hotel Pennsylvania site;
  - Expansion and modernization of the Jacob Javits Convention Center;

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- Construction of a 4.3-million-square-foot development on the west side of Ninth Avenue between West 31st and 33rd Streets (the Brookfield site);
  - Access to the Region's Core (ARC);
  - East Side Access and Second Avenue Subway construction activities; and
  - Other redevelopment projects in the Hudson Yards Special District and in the West Chelsea Rezoning area.
- M. *Other Technical Areas.* As appropriate, discuss the other areas of environmental assessment for potential construction-related impacts.
- N. *Mitigation.* Identify and analyze practicable mitigation as deemed appropriate. Practicable mitigation will be identified for any significant adverse impacts generated by the Expanded Moynihan Project. Practicable mitigation could include the construction of new additional circulation elements or other facilities in areas adjacent to the project sites, if feasible.

### **CHAPTER 21: PUBLIC HEALTH**

According to the *CEQR Technical Manual*, public health comprises the activities that society undertakes to create and promote a community's wellness. The *CEQR Technical Manual* states that a public health assessment may be warranted if a project would increase vehicular traffic or emissions from stationary sources, potentially increase exposure to heavy metals and other contaminants, create potentially significant noise impacts on sensitive receptors, or result in accepted federal, state, or local standards being exceeded. Therefore, the public health analysis, if one is warranted, will be based on the analyses in the SEQRA SEIS and NEPA EIS, and will summarize and address the public health implications of the findings from the air quality, hazardous materials, and noise chapters.

### **CHAPTER 22: ALTERNATIVES**

The specific alternatives to be analyzed will be finalized with the lead agency as project impacts become clarified. The SEQRA SEIS and the NEPA EIS will examine the following alternatives:

- An alternative that evaluates a different configuration in the development of up to 2.875 million square feet on the Penn East and West sites.
- An alternative for a variation of the project program for the Penn East and Penn West sites, including a different distribution of the 2.125 million zoning square feet that places 1 million zoning square feet on the Penn West site (as approved by EDSC on August 14, 2006 as part of the Farley/Moynihan Project) and 1.125 million zoning square feet on the Penn East site.
- A potential station alternative that adds a new below-grade pedestrian connection between Moynihan Stations East and West over Platform 3 and under the Eighth Avenue subway line.
- A potential station design alternative that adds new track and platform capacity to the south of existing Penn Station Platform 1 by extending Platform 12 farther east than in the Proposed Action (by extending through the existing retaining wall beneath the Farley Building) if feasible in light of operational, economic, and other factors. This alternative would also include improvements to Penn Station Platform 9 and a below-grade 31st Street pedestrian connection between Moynihan Stations East and West

through the retaining wall. This alternative could require the acquisition of interests in adjoining property.

- An alternative that does not include Moynihan Station East. This alternative will assume that Moynihan Station West is built, MSG moves to the Farley Complex, and the existing MSG site is redeveloped under existing zoning regulations, but that no bonused improvements are made to Penn Station.
- A reduced density alternative that includes less development on some or all of the project sites, including the receiving sites within the Subdistrict.
- A no impact alternative.
- An alternative that assumes the USPS retail operations remain in the Farley Building's historic postal lobby.

Other specific alternatives to be analyzed will be determined with the lead agency and based on the significant environmental impacts of the Expanded Moynihan Project.

## CHAPTER 23: MITIGATION

Where significant adverse impacts have been identified in the analyses discussed above, practicable measures to mitigate those impacts will be identified. This chapter will summarize the findings of the relevant analyses, will re-examine identified mitigation measures in the FEIS, and will identify practicable mitigation measures for significant adverse impacts from the proposed Expanded Moynihan Project. Depending on the nature and extent of the significant adverse impact, a variety of measures to avoid or minimize the significant adverse impact would be evaluated for their feasibility and practicability for implementation. For example, should there be a potential significant adverse impact on community facilities such as schools or on open space resources, the SEQRA SEIS and NEPA EIS would evaluate the potential feasibility for providing a new facility either on the project site or nearby in an off-site location. Other options may entail the expansion or upgrade of an existing community facility or open space resource. Should there be potential significant adverse traffic impacts, the SEQRA SEIS and NEPA EIS will identify a range of measures, including changes to signal timings; lane re-stripings to add capacity; new exclusive turning lanes and signals; or major reconfigurations of the roadway network. New pedestrian amenities and passageways may also be considered in the range of possible mitigation measures (if not treated as a project alternative, as noted above). Where impacts cannot be mitigated, they will be described as unavoidable adverse impacts.

## SUMMARY CHAPTERS

The following summary chapters will be prepared as recommended in the *CEQR Technical Manual*.

- A. *Executive Summary*. Once the SEQRA SEIS and NEPA EIS technical sections have been prepared, a concise executive summary will be drafted. The executive summary will utilize relevant material from the body of the SEQRA SEIS and NEPA EIS to describe the proposed Expanded Moynihan Project, its environmental impacts, measures to mitigate those impacts, and alternatives to the proposed Expanded Moynihan Project.
- B. *Unavoidable Adverse Impacts*. Those impacts, if any, which could not be avoided and could not be practicably mitigated, will be discussed in this chapter.

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- C. *Growth-Inducing Aspects of the Proposed Expanded Moynihan Project.* This chapter will focus on whether the proposed Expanded Moynihan Project would have the potential to induce new development within the surrounding area.
- D. *Irreversible and Irrecoverable Commitments of Resources.* This chapter focuses on those resources, such as energy and construction materials, that would be irretrievably committed should the project be built.

## **H. PROPOSED SCOPE OF THE NEPA EIS**

### **EIS CONTENT**

All of the detailed environmental assessments described above will be incorporated into the NEPA evaluation of potential social, economic, and environmental consequences of the proposed Expanded Moynihan Project. The NEPA EIS will also contain the following impact assessments in addition to those set forth above.

#### *ENVIRONMENTAL JUSTICE*

The environmental justice analysis will comply with the requirements of Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations” and will assess the project’s potential for disproportionately high and adverse environmental impacts on minority and/or low-income populations. In addition to the Executive Order, the analysis will follow the guidance in the Council on Environmental Quality’s “Environmental Justice Guidance under the National Environmental Policy Act” (December 1997), the USDOT’s “Final Order on Environmental Justice” (April 1997), and any relevant guidance from the State of New York. Demographic data from the U.S. Census Bureau will be used to determine whether minority and/or low-income populations are located within the study area.

#### *SECONDARY AND CUMULATIVE IMPACTS*

The federal Council on Environmental Quality’s regulations implementing the procedural provisions of NEPA, set forth in 40 CFR Part 1500-1508, require federal agencies to consider the environmental consequences of their actions, including not only direct, but also indirect and cumulative effects. The assessment of capacity enhancements for the Expanded Moynihan Project will focus on the project’s potential for cumulative effects with the unrelated improvements planned for a variety of Manhattan transportation and development projects. The analyses will examine a horizon analysis year of 2030 and will be conducted in coordination with the ARC project and other involved and interested agencies participating in the project. The cumulative effects chapter will describe the potential cumulative effects for each of the environmental subject areas.

#### *SECTION 4(F) EVALUATION*

Section 4(f) of the USDOT Act of 1966 (49 USC §303) prohibits the Secretary of Transportation from approving any transportation program or project that requires the “use” of (1) any publicly owned land in a public park, recreation area, or wildlife and waterfowl refuge of national, state, or local significance, or (2) any land from a historic site of national, state, or local significance

(collectively “Section 4(f) resources”), unless there is no feasible and prudent alternative to the use of such land and the project includes all possible planning to minimize harm to the resource.

There are three possible ways in which a project could involve “use” of a resource:

- When land is permanently incorporated into a transportation facility;
- When there is a temporary occupancy of land that is adverse in terms of the statute’s preservation purpose; or,
- When there is a constructive use of land.

Constructive use occurs when the project does not directly incorporate land from a Section 4(f) resource, but the project’s impacts are so severe that the protected activities, features, or attributes that qualify a resource for protection under Section 4(f) are substantially impaired. Substantial impairment occurs only when the protected activities, features, or attributes of the resource are substantially diminished.

The Section 4(f) evaluation for the Expanded Moynihan Project will identify the project’s use of historic resources of national, state, or local importance (if any). For each of these identified uses, the Section 4(f) evaluation will describe the resource; will characterize the project’s use of the resource; will evaluate alternatives to the use of the resource; and will describe efforts to minimize harm.

#### *PUBLIC OUTREACH*

NEPA, along with Executive Order 12898, requires federal agencies to work to ensure greater public participation in the decision-making process. The public provides unique insight into local conditions that can add value to technical aspects of the project. The EIS will document and summarize the outreach effort, hearing transcripts, and written comment sheets.

#### **EIS FORMAT**

It is anticipated that the NEPA and SEQRA documents will be prepared as a unified document with a common technical base. Since NEPA EIS documents are typically shorter with more emphasis on technical appendices, a comprehensive NEPA EIS will be published concurrently with the entire SEQRA SEIS incorporated by reference. \*

An analysis of the subway station circulation elements listed below will be conducted in Chapter 17, “Transit and Pedestrians” of the Supplemental Environmental Impact Statement for the Expanded Moynihan/Penn Station Redevelopment Project.

**A. 34TH STREET/PENN STATION—EIGHTH AVENUE STATION  
(A/C/E LINES)****STAIRWAYS**

- S1- West 33rd Street/Eighth Avenue (SE corner)
- P1- West 33rd Street/Eighth Avenue (SE corner)
- S2- West 33rd Street/Eighth Avenue (SW corner)
- S3- West 33rd Street/Eighth Avenue (SW corner)
- S4- West 33rd Street/Eighth Avenue (NW corner)
- P3- West 33rd Street/Eighth Avenue (NW corner)
- S5- West 33rd Street/Eighth Avenue (NE corner)
- P4- West 33rd Street/Eighth Avenue (NE corner)
- M3A/B- West 33rd Street/Eighth Avenue (Downtown Local to Express Paid Zone)
- M4A/B- West 33rd Street/Eighth Avenue (Downtown Local to Express Paid Zone)
- G2- West 33rd Street/Eighth Avenue (Downtown Upper Mezzanine to LIRR Concourse -West)
- Ramp- West 33rd Street/Eighth Avenue (Lower Mezzanine to LIRR Concourse-West)
- G1A/B- West 33rd Street/Eighth Avenue (Downtown Upper Mezzanine to LIRR-East)
- Ramp East- West 33rd Street/Eighth Avenue (Lower Mezzanine to LIRR Concourse-East)
- M21- West 33rd Street/Eighth Avenue (Express Platform Stair-Mid)
- M22- West 33rd Street/Eighth Avenue (Express Platform Stair-Mid)
- M23- West 33rd Street/Eighth Avenue (Express Platform Stair-South)
- M24- West 33rd Street/Eighth Avenue (Express Platform Stair-South)
- S6- West 34th Street/Eighth Avenue (SW corner)
- P5- West 34th Street/Eighth Avenue (SW corner)
- S6- West 34th Street/Eighth Avenue (SE corner)
- P6A/B- West 34th Street/Eighth Avenue (SE corner)
- S8- West 34th Street/Eighth Avenue (NW corner)

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- P7- West 34th Street/Eighth Avenue (NW corner)
- S9- West 34th Street/Eighth Avenue (NE corner)
- P8A/B- West 34th Street/Eighth Avenue (NE corner)
- M9A/B- West 34th Street/Eighth Avenue (Downtown Local Platform to Lower Mezzanine Express Paid Zone)
- M10A/B- West 34th Street/Eighth Avenue (Downtown Local Platform to Lower Mezzanine Express Paid Zone)
- M11A/B- West 34th Street/Eighth Avenue (Uptown Upper Mezzanine to Lower Mezzanine Free Zone)
- M12A/B- West 34th Street/Eighth Avenue (Uptown Upper Mezzanine to Lower Mezzanine Free Zone)
- M27- West 34th Street/Eighth Avenue (Express Platform Stair-South)
- M28- West 34th Street/Eighth Avenue (Express Platform Stair-South)
- M29- West 34th Street/Eighth Avenue (Express Platform Stair-North)
- M30- West 34th Street/Eighth Avenue (Express Platform Stair-North)
- S11- West 35th Street/Eighth Avenue (SE corner)
- P10A/B- West 35th Street/Eighth Avenue (SE corner)
- M17A/B- West 35th Street/Eighth Avenue (SE corner)
- P12A/B- West 35th Street/Eighth Avenue
- S14- West 35th Street/Eighth Avenue (NE corner)
- S15- West 35th Street/Eighth Avenue (NE corner)
- M33A/B- West 35th Street/Eighth Avenue
- M34A/B- West 35th Street/Eighth Avenue
- S10- West 35th Street/Eighth Avenue (SW corner)
- P9- West 35th Street/Eighth Avenue (SW corner)
- M13A/B- West 35th Street/Eighth Avenue (SW corner)
- M14A/B- West 35th Street/Eighth Avenue (SW corner)
- P11A/B- West 35th Street/Eighth Avenue
- S13- West 35th Street/Eighth Avenue (NW corner)
- S12- West 35th Street/Eighth Avenue (NW corner)

### **CONTROL AREAS**

- N67 (Two-Way Turnstiles I, Two-Way Turnstiles II, HEET, Service Gate)
- N70 (Two-Way Turnstiles, Service Gate)
- N71 (Two-Way Turnstiles, Service Gate)
- N72 (Two-Way Turnstiles I, Two-Way Turnstiles II, Service Gate)
- N73 (Two-Way Turnstiles, Service Gate)
- N68 (Two-Way Turnstiles, HEET, Service Gate)

- N69 (Two-Way Turnstiles, HEET, Service Gate)

**B. 34TH STREET/PENN STATION—SEVENTH AVENUE STATION  
(1/2/3 LINES)**

**STAIRWAYS**

- O15A/B- West 32nd Street/Seventh Avenue (NE corner)
- O14A/B- West 32nd Street/Seventh Avenue (NE corner)
- O5- West 32nd Street/Seventh Avenue (Lower Concourse to Downtown Local Platform)
- O6- West 32nd Street/Seventh Avenue (Lower Concourse to Downtown Local Platform)
- U2A/B- West 32nd Street/Seventh Avenue (Lower Concourse to Express Platform)
- U3A/B- West 32nd Street/Seventh Avenue (Lower Concourse to Express Platform)
- O9- West 32nd Street/Seventh Avenue (Lower Concourse to Uptown Local Platform)
- O10- West 32nd Street/Seventh Avenue (Lower Concourse to Uptown Local Platform)
- O17A/B- West 33rd Street/Seventh Avenue (SE corner)
- P3A/B- West 33rd Street/Seventh Avenue (SE corner)
- O18-(near NE corner at 421 Seventh Avenue)
- O19- West 33rd Street/Seventh Avenue (near NE corner at 421 Seventh Avenue)
- S2- West 33rd Street/Seventh Avenue (NE corner)
- P4- West 33rd Street/Seventh Avenue (NE corner)
- S1- West 33rd Street/Seventh Avenue (NW corner)
- P2- West 33rd Street/Seventh Avenue (NW corner)
- P1A/B- West 33rd Street/Seventh Avenue (NW corner)
- ML2A/B- West 33rd Street/Seventh Avenue (Uptown Mezzanine to Lower Concourse)
- ML4A/B- West 33rd Street/Seventh Avenue (Uptown Mezzanine to Lower Concourse)
- Entry/Exit Corridor- West 33rd Street/Seventh Avenue (LIRR Penn Station Concourse West Side)
- ML5- West 33rd Street/Seventh Avenue (Lower Concourse To Downtown Local Platform-South)
- ML7- West 33rd Street/Seventh Avenue (Lower Concourse To Downtown Local Platform-South)
- ML9- West 33rd Street/Seventh Avenue (Lower Concourse To Downtown Local Platform-North)
- ML11- West 33rd Street/Seventh Avenue (Lower Concourse To Downtown Local Platform-North)
- ML10A&B- West 33rd Street/Seventh Avenue (Lower Concourse to Express Platform-South)



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- ML12A&B- West 33rd Street/Seventh Avenue (Lower Concourse to Express Platform-South)
- ML13A/B- West 33rd Street/Seventh Avenue (Lower Concourse to Express Platform-North)
- ML14A/B- West 33rd Street/Seventh Avenue (Lower Concourse to Express Platform-North)
- ML6A/B- West 33rd Street/Seventh Avenue (Lower Concourse to Uptown Local Platform)
- ML5A/B- West 33rd Street/Seventh Avenue (Lower Concourse to Uptown Local Platform)
- S3- West 34th Street/Seventh Avenue (SW corner)
- P5A/B- West 34th Street/Seventh Avenue (SW corner)
- S4- West 34th Street/Seventh Avenue (SE corner)
- P6A/B- West 34th Street/Seventh Avenue (SE corner)
- S5- West 34th Street/Seventh Avenue (NW corner)
- P7A/B- West 34th Street/Seventh Avenue (NW corner)
- S6- West 34th Street/Seventh Avenue (NE corner)
- P8A/B- West 34th Street/Seventh Avenue (NE corner)
- U6A/B- West 34th Street/Seventh Avenue (Downtown Mezzanine to Lower Concourse)
- U7A/B- West 34th Street/Seventh Avenue (Downtown Mezzanine to Lower Concourse)
- U8A/B- West 34th Street/Seventh Avenue (Uptown Mezzanine to Lower Concourse)
- U9A/B- West 34th Street/Seventh Avenue (Uptown Mezzanine to Lower Concourse)
- U4A/B/C- West 34th Street/Seventh Avenue (Stair to Express Platform)
- U5A/B/C- West 34th Street/Seventh Avenue (Stair to Express Platform)

### **CONTROL AREAS**

- R135 (Two-Way Turnstiles, Service Gate)
- R137 (Two-Way Turnstiles, Service Gate)
- R138 (Two-Way Turnstiles I, Two-Way Turnstiles II, Service Gate)
- R139 (Two-Way Turnstiles, HEET, Service Gate)
- No Booth-NW Corner (HEET)
- R141 (Two-Way Turnstiles, Service Gate)
- R142 (Two-Way Turnstiles, HEET, Service Gate)

## **C. 34TH STREET HERALD SQUARE STATION (B/D/F/V/N/Q/R/W LINES ) AND 34TH STREET PATH TERMINAL**

### **STAIRWAYS**

- PATH 300- West 32nd Street/Sixth Avenue (NE Corner at Greeley Square)
- PATH 307- West 32nd Street/Sixth Avenue (NW corner)
- PATH 302- West 32nd Street/Sixth Avenue (BMT Mezzanine to PATH Mezzanine)
- ML1A/B- West 32nd Street/Sixth Avenue (NW corner, PATH Concourse to IND Mezzanine)
- M4A/B/C- Midblock between West 32nd/33rd Streets (PATH Mezzanine to Escalator Landing)
- Corridor- Midblock between West 32nd/33rd Streets (PATH Mezzanine Corridor)
- ML7A/B- Midblock between West 32nd/33rd Streets (PATH Mezzanine to IND Mezzanine)
- P1A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Downtown Platform S)
- P3A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Downtown Platform C)
- P12A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Downtown IND Platform N)
- ML12A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Downtown IND Platform N)
- P2A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Uptown IND Platform S)
- P4A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Uptown IND Platform C)
- P11A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Uptown IND Platform)
- ML11A/B IND- Midblock between West 32nd/33rd Streets (IND Mezzanine to Uptown IND Platform)
- E221/E222- Midblock between West 32nd/33rd Streets (Escalator down to Path Concourse from street level)
- E231/E232- Midblock between West 34th and 35th Streets (Escalator down to IND Downtown Platform S)
- E233/E234- Midblock between West 34th/35th Streets (Escalator down to IND Uptown Platform N)
- E223/E224- Midblock between West 32nd and 33rd Streets (Escalator down to IND mezzanine from Path Concourse)
- E229/E230- West 34th Street (Escalator down to IND Uptown Platform S)
- E235/E236- Midblock between West 34th/35th Streets (Escalator down to IND Downtown Platform N)

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- R1 IND- Midblock between West 34th/35th Streets (Ramp down to intermediate Mezzanine S)
- R2 IND- Midblock between West 34th/35th Streets (Ramp down to intermediate Mezzanine N)
- P5A/B IND- Midblock between West 34th/35th Streets (Stair between Lower Mezzanine/Downtown Platform S)
- ML3A/B IND- Midblock between West 34th/35th Streets (Stair connects to P5A/B, Lower Mezzanine/Ramp)
- ML4A/B IND- Midblock between West 34th/35th Streets (Stair connects to P5A/B, Lower Mezzanine/Ramp)
- P6A/B IND- Midblock between West 34th/35th Streets (Stair between Intermediate Mezzanine/Uptown Platform S)
- P8A/B IND- Midblock between West 34th/35th Streets (Stair between Intermediate Mezzanine/Uptown Platform-Center)
- S2A/B- West 32nd Street/Broadway (NW Corner at Greeley Square)
- M1A/B- West 32nd Street/Broadway (NW Corner at Greeley Square)
- ML2A/B- West 32nd Street/Broadway (BMT Mezzanine to IND Mezzanine Paid Zone)
- ML6A/B- West 32nd Street/Broadway (BMT Mezzanine to IND Mezzanine Paid Zone)
- P1A/B- West 32nd Street/Broadway (BMT Mezzanine to BMT Downtown Platform)
- P2A/B- West 32nd Street/Broadway (BMT Mezzanine to BMT Uptown Platform)
- S4 BMT- West 34th Street/Sixth Avenue/Broadway (SW corner)
- M5- West 34th Street/Sixth Avenue/Broadway (SW corner)
- S7 A/B- West 34th Street/Sixth Avenue/Broadway (NW corner)
- M7A/B- West 34th Street/Sixth Avenue/Broadway (NW corner)
- S3- West 34th Street/Sixth Avenue/Broadway (NE corner)
- M8A/B- West 34th Street/Sixth Avenue/Broadway (NE corner)
- P3A/B BMT- West 34th Street/Sixth Avenue/Broadway (BMT Mezzanine to BMT Downtown Platform)
- P5A/B BMT- West 34th Street/Sixth Avenue/Broadway (BMT Mezzanine to BMT Downtown Platform)
- P4A/B BMT- West 34th Street/Sixth Avenue/Broadway (BMT Mezzanine to BMT Uptown Platform)
- P6A/B BMT- West 34th Street/Sixth Avenue/Broadway (BMT Mezzanine to BMT Uptown Platform)
- P7A/B BMT- West 34th Street/Sixth Avenue/Broadway (BMT Mezzanine to BMT Downtown Platform)
- P8A/B BMT- West 34th Street/Sixth Avenue/Broadway (BMT Mezzanine to BMT Uptown Platform)
- S1- West 32nd Street/Broadway (NE corner at Greeley Square)
- M2- West 32nd Street/Broadway (NE corner at Greeley Square)

- S5- West 35th Street/Sixth Avenue (SE corner)
- M9- West 35th Street/Sixth Avenue (SE corner)
- M10A/B- West 35th Street/Sixth Avenue (SE corner)
- S8- West 35th Street/Sixth Avenue (NE corner)
- M8A/B- West 35th Street/Sixth Avenue (NE corner)
- S7- West 35th Street/Sixth Avenue (NW corner)
- M7A/B West 35th Street/Sixth Avenue (NW corner)
- S4- West 35th Street/Broadway (SW corner)
- M5A/B West 35th Street/Broadway (SW corner)
- S6- West Street/Broadway (NW corner)
- M6A/B West 35th Street/Broadway (NW corner)
- PATH Stair West Platform (PATH Mezzanine to Platform)
- PATH Stair Middle Platform (PATH Mezzanine to Platform)
- PATH Stair East Platform (PATH Mezzanine to Platform)
- PATH Stair West Street (West side of Sixth Avenue between West 30th and 31st Streets)
- PATH Stair East Street (East side of Sixth Avenue between West 30th and 31st Streets)

#### **CONTROL AREAS**

- A25K (Two-Way Turnstiles, HEET, Service Gate)
- N507 (Two-Way Turnstiles, Service Gate)
- N506 (Two-Way Turnstiles, Service Gate/Auto Gate)
- A22 (Two-Way Turnstiles, HEET, Service Gate)
- PATH 33 (Two-Way Fare Card Turnstiles, Two-Way Handicapped Turnstiles, One-Way Exit Only Turnstiles)
- N505 (Two-Way Turnstiles, HEET, Service Gate)
- Free Zone Corridor 1 (HEET)
- Free Zone Corridor 2 (HEET)
- PATH Control Area South (West 30th Street)

#### **D. 28TH STREET STATION (N/R/W LINES)**

##### **STAIRWAYS**

- P1- West 28th Street/Broadway (SE corner)
- S1- West 28th Street/Broadway (SE corner)
- P3A/B- West 28th Street/Broadway (NE corner)
- S3- West 28th Street/Broadway (NE corner)
- P4A/B- West 28th Street/Broadway (NW corner)
- S5- West 28th Street/Broadway (NW corner)

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- P2A/B- West 28th Street/Broadway (SW corner)
- S2- West 28th Street/Broadway (SW corner)

### **CONTROL AREAS**

- A27 (Two-Way Turnstiles, Service Gate)
- A29 (Two-Way Turnstiles, Service Gate)

## **E. 28TH STREET STATION (1 LINE)**

### **STAIRWAYS**

- P4A/B- West 28th Street/Seventh Avenue (SE corner)
- S4- West 28th Street/Seventh Avenue (SE corner)
- P6A/B- West 28th Street/Seventh Avenue (NE corner)
- S6- West 28th Street/Seventh Avenue (NE corner)
- P3A/B- West 28th Street/Seventh Avenue (SW corner)
- S3- West 28th Street/Seventh Avenue (SW corner)
- P5A/B- West 28th Street/Seventh Avenue (NW corner)
- S5- West 28th Street/Seventh Avenue (NW corner)
- P2- West 27th Street/Seventh Avenue (NE corner)
- S2- West 27th Street/Seventh Avenue (NE corner)
- P1- West 27th Street/Seventh Avenue (NW corner)
- S1- West 27th Street/Seventh Avenue (NW corner)

### **CONTROL AREAS**

- CB 134 (Two-Way Turnstiles, HEET, Service Gate)
- CB 133 (Two-Way Turnstiles, Service Gate)