Chapter 1: Project Description

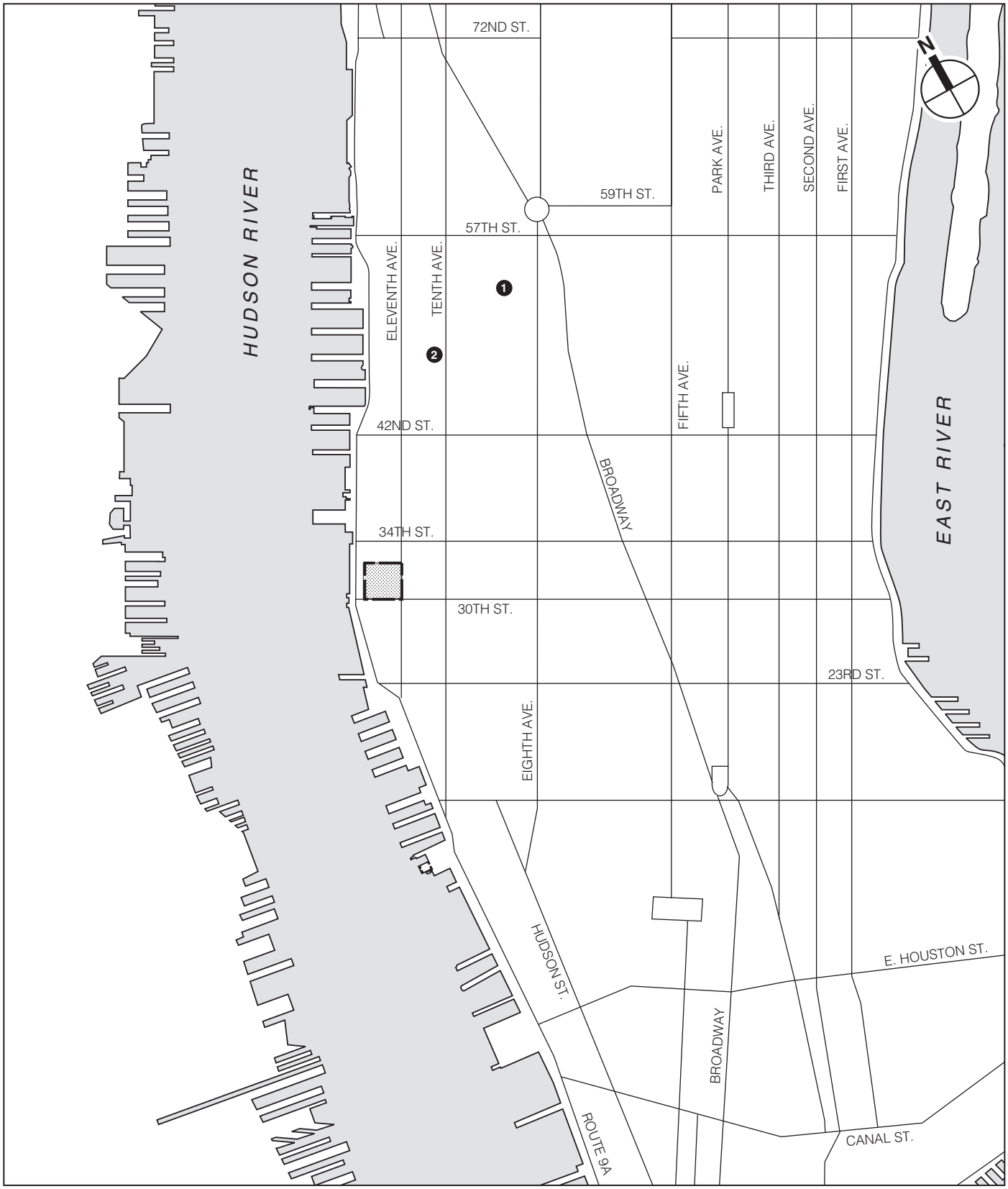
A. PROJECT IDENTIFICATION

The Metropolitan Transportation Authority (MTA) and New York City Planning Commission (CPC) are serving as co-lead agencies for the environmental review of several actions ("Proposed Actions") intended to facilitate development at three Manhattan project sites—a proposed mixed-use development over the western section ("Western Rail Yard") of the MTA-Long Island Rail Road (LIRR) John D. Caemmerer Yard ("Caemmerer Rail Yard"), and permanently affordable residential development at two City-owned "Additional Housing Sites." As shown in Figure 1-1, the Western Rail Yard ("Development Site") is bounded by Eleventh and Twelfth Avenues, West 30th and West 33rd Streets.[1] The mixed-use development on the Development Site ("Development Site Project") is expected to include commercial space (retail and office or hotel), residential units, a public school, open space, and accessory parking. The two Additional Housing Sites (also shown in Figure 1-1) are located near Tenth Avenue and West 48th Street ("Tenth Avenue Site") and Ninth Avenue near West 54th Street ("Ninth Avenue Site"). Together, these three project sites comprise approximately 14 acres.

The Proposed Actions include: (1) the lease of, with option to purchase, the air space over the Western Rail Yard and related property interests by MTA to a development entity selected by MTA to carry out such mixed-use development; this entity is the conditionally designated developer, RG WRY LLC, a joint venture of the Related Companies and Goldman Sachs, ("Developer"); (2) zoning map and text amendments and accessory parking special permits by the City of New York pursuant to the Uniform Land Use Review Procedure (ULURP); (3) the establishment of new legal grades on West 33rd Street between Eleventh and Twelfth Avenues; (4) the site selection by the New York City School Construction Authority (SCA) for an elementary/intermediate public school ("PS/IS school") on the Western Rail Yard; (5) the partial release of MTA's interest in the Ninth Avenue Site; and (6) the disposition, zoning text map change, and zoning map change by the City of New York pursuant to ULURP for the Ninth and Tenth Avenue Sites to facilitate the development of permanently affordable housing at these two Additional Housing Sites. A complete description of the anticipated actions and approvals is provided below in Section G.

This Environmental Impact Statement (EIS) has been prepared by the co-lead agencies pursuant to the requirements of the New York State Environmental Quality Review Act (SEQRA) and City Environmental Quality Review (CEQR).

[1] The easterly portion of the Caemmerer Rail Yard ("Eastern Rail Yard") was zoned for mixed-use development when the Special Hudson Yards District was created in 2005. This site is not included in the actions addressed in this EIS and is included in the EIS analyses as a future background "No Build" project.



Location of Proposed Actions
Figure 1-1

B. PURPOSE AND NEED

PURPOSE OF THE PROPOSED ACTIONS

Productive use of the air space above the entire Caemmerer Rail Yard, which is located in West Midtown near the Hudson River, has been a long-standing goal of both MTA and City. When the Caemmerer Rail Yard was redeveloped in 1986, the tracks and other facilities were laid out to accommodate the columns that future development would require. The net proceeds from such development were intended to be an important source of funds to support MTA's mission of providing safe, reliable, and convenient public transportation in a cost effective manner. To advance this goal, the eastern portion of the Caemmerer Rail Yard ("Eastern Rail Yard") was rezoned for commercial and residential development in 2005. The principal purpose of the Proposed Actions is to further advance this long-standing goal by allowing development of the Western Rail Yard, as well. Because the LIRR's operations in the Caemmerer Rail Yard are essential to the entire rail system and the proper functioning of New York City's Pennsylvania Station ("Penn Station"), any development over Caemmerer Rail Yard must have only a minimal impact on these railroad operations. Thus, a related MTA objective is that the development of the Western Rail Yard must be planned carefully, so that a platform that includes building foundations can be built while keeping interruptions of yard operations below to a minimum.

Development over the Western Rail Yard would also improve and capitalize on new transit access (the extension of the No. 7 subway line), provide new housing to meet the needs of current and future residents while making housing more affordable and sustainable, utilize land already owned by the public, and provide new open spaces.

The City's policy to encourage development over the Western Rail Yard has several purposes based on sound planning principles, as follows: (1) to pursue transit-oriented development opportunities; (2) to accommodate projected long-term growth in population and employment in Manhattan; (3) to enhance the vitality of the Hudson Yards area by filling a underutilized site with an active mix of urban land uses; (4) to help create a new 24-hour neighborhood that complements the adjacent built-up areas of Midtown and Chelsea, and the emerging development in West Chelsea and the Hudson Yards area; (5) to add to the system of public open spaces now emerging in the Hudson Yards area; (6) to help meet the need for affordable housing for New York City residents and workers; and (7) to expand the City's tax base.

GOALS OF THE PROPOSED ACTIONS

Consistent with the purpose and need for the Proposed Actions, MTA and the City have set forth a number of goals for the development of the Western Rail Yard and the Additional Housing Sites. These goals for the Proposed Actions are to:

- Maximize value and revenue for MTA's capital financial plan;
- Maintain safe, continuous, and uninterrupted LIRR operations at the Development Site;
- Further the redevelopment and revitalization of the Hudson Yards area in accordance with sound planning objectives;
- Develop a mix of uses on the Development Site that will contribute to the economic, social, and recreational life of the Hudson Yards area and the City;
- Create affordable housing to support the future growth of the City as a place for residents of all economic levels;

- Provide new open space and enhanced connections to existing and proposed open space;
- Facilitate the redevelopment of the High Line as public open space;
- Develop the Development Site and the Additional Housing Sites in accordance with sustainable design principles;
- Provide opportunities for jobs and economic development;
- Provide opportunities for world class architecture; and
- Continue to expand the City's tax base.

C. PLANNING PROCESS

HISTORY OF THE SITE AND PLANNING BACKGROUND

The proposal to redevelop the Development Site culminates years of planning and proposals for redeveloping the entire Caemmerer Rail Yard. The Caemmerer Rail Yard, like much of the Far West Side, has long been used for rail and transportation facilities, starting in the mid to late 1800s, when the Hudson River Railroad first developed a rail depot on the site. Subsequently, the Hudson River Railroad merged with the New York Central Railroad, which used the Caemmerer Rail Yard as a freight depot that gradually grew to become a major freight terminal in the early 20th century. The current configuration of the Eleventh Avenue viaduct (which separates the eastern and western portions of the Caemmerer Rail Yard) and the High Line were created in the 1930s as part of the West Side Improvement Project. The elevated Miller Highway was also built above Twelfth Avenue as part of that project. By the 1970s, freight operations fell into disuse, and the Triborough Bridge and Tunnel Authority (TBTA), an affiliate of MTA, acquired the site in 1980 from Consolidated Rail Corporation, an affiliate of Penn Central Transportation Company. The TBTA redeveloped the Caemmerer Rail Yard in 1986, in tandem with the development of the Jacob K. Javits Convention Center ("Convention Center"), as a storage and maintenance complex for the LIRR's electric commuter car fleet. TBTA also designed the Development Site to allow for future development above its facilities, and tracks were spaced to accommodate columns to support air rights development without interrupting use of the yard as a rail facility.

The first step towards future development over the Development Site was a proposal to relocate Madison Square Garden there. Although the Garden ultimately decided to renovate its existing structure rather than move, the planning effort identified a broad range of public benefits that could result from the development of the area above the Development Site, including new housing, parks and waterfront recreation, support uses to enhance the then relatively new Convention Center's marketability, and office space to accommodate large employers who require large development sites.

More recently, the area near the Development Site has been the subject of various planning, rezoning, and redevelopment efforts by the City, MTA, and other entities. In 2005, the Eastern Rail Yard was rezoned under the 2005 Hudson Yards rezoning to C6-4 to accommodate high density, mixed use development. The 2005 Hudson Yards rezoning project instituted a major rezoning of the entire Hudson Yards area, including the Eastern Rail Yard, to accommodate a mix of uses and densities throughout the Far West Side, the provision of new open space, and an extension of the No. 7 subway line. In connection with the Hudson Yards project, the Development Site, which was not rezoned, was the proposed location for a multi-use stadium for the New York Jets football team, a proposal that was ultimately not approved and was later withdrawn.

REQUESTS FOR PROPOSALS

In July 2007, MTA issued a request for proposals (RFP) for the lease of, with option to purchase, air space and related property interests for development over the Development Site. (A separate RFP was also issued by MTA for development of the Eastern Rail Yard in accordance with applicable zoning.) As noted above, the primary objectives of MTA are to maximize revenue for its capital plan and to assure safe, uninterrupted LIRR service at the Development Site. A further goal described in the RFP is to promote excellence in architecture, urban design, and sustainability in keeping with the City's vision for the economic development and revitalization of the Far West Midtown/Hudson Yards area.

The RFP contained Design Guidelines ("guidelines") for proposals for the Western Rail Yard. The guidelines were developed by the City (including the New York City Department of City Planning [DCP]), the Hudson Yards Development Corporation (HYDC), and MTA. The guidelines contemplated a floor area of 10 times lot size (FAR 10), plus density bonuses for providing permanently affordable housing and a floor area allowance for a school. Several principles were to guide the proposed development: (1) include a variety of uses; (2) integrate the development into the surrounding neighborhoods; (3) organize the buildings around a central open space; (4) create visual connections to the High Line Park and to Hudson River Park; (5) vary the building heights; and (6) create a continuous streetscape to offer a varied pedestrian experience.

On October 11, 2007, MTA received five proposals for the Development Site. After a request to all proposers, MTA received supplemental submissions from four of the five proposers on February 26, 2008. The proposals were evaluated over several months by a selection committee comprising representatives of MTA and HYDC, who found that all the proposals adhered to the basic mix of uses (residential, commercial, retail, public school, and open space) specified in the RFP, and generally reflected the design guidelines.

After negotiations with several of the proposers, MTA reached a conditional designation agreement with the Developer for the development of plans for the Development Site on May 19, 2008.

PUBLIC OUTREACH

In advance of the RFP, MTA and HYDC held workshops, forums, presentations, and meetings in consultation with various City and State agencies, civic groups, and other organizations. This consultation took place for over a year and included such groups as a Community Advisory Committee, a Technical Advisory Committee, New York City Police Department, New York City Fire Department, New York City and New York State Departments of Transportation, New York City Department of Parks and Recreation (DPR), Community Board 4, the Manhattan Borough President, the Hell's Kitchen Neighborhood Association, the Real Estate Board of New York, Friends of the High Line, Friends of the Hudson River Park Trust, the American Institute of Architects, the American Planning Association, the Regional Plan Association, and the Convention Center Development Corporation.

After the RFP was issued, to ensure that public input informed the developer selection process, MTA hosted a public exhibition of the five proposals received in response to the Western Rail Yard RFP. The exhibit was open to the public from 8 AM to 8 PM from November 19, 2007 through December 3, 2007. The exhibit featured models and other presentation materials prepared by each of the five development teams. Public comments were accepted via comment

cards at the exhibit and online at MTA website, which also provided links to the development teams' websites, where additional material describing the proposals could be viewed. A broad range of comments received from Community Board 4, elected officials, civic and community groups, and private individuals.

D. DESCRIPTION OF THE PROPOSED ACTIONS

As noted above, the Proposed Actions would result in development at three project sites (see Figure 1-2)—the Development Site on the Western Rail Yard, and two Additional Housing Sites primarily for affordable housing, as described below.

DEVELOPMENT SITE

CURRENT CONDITIONS

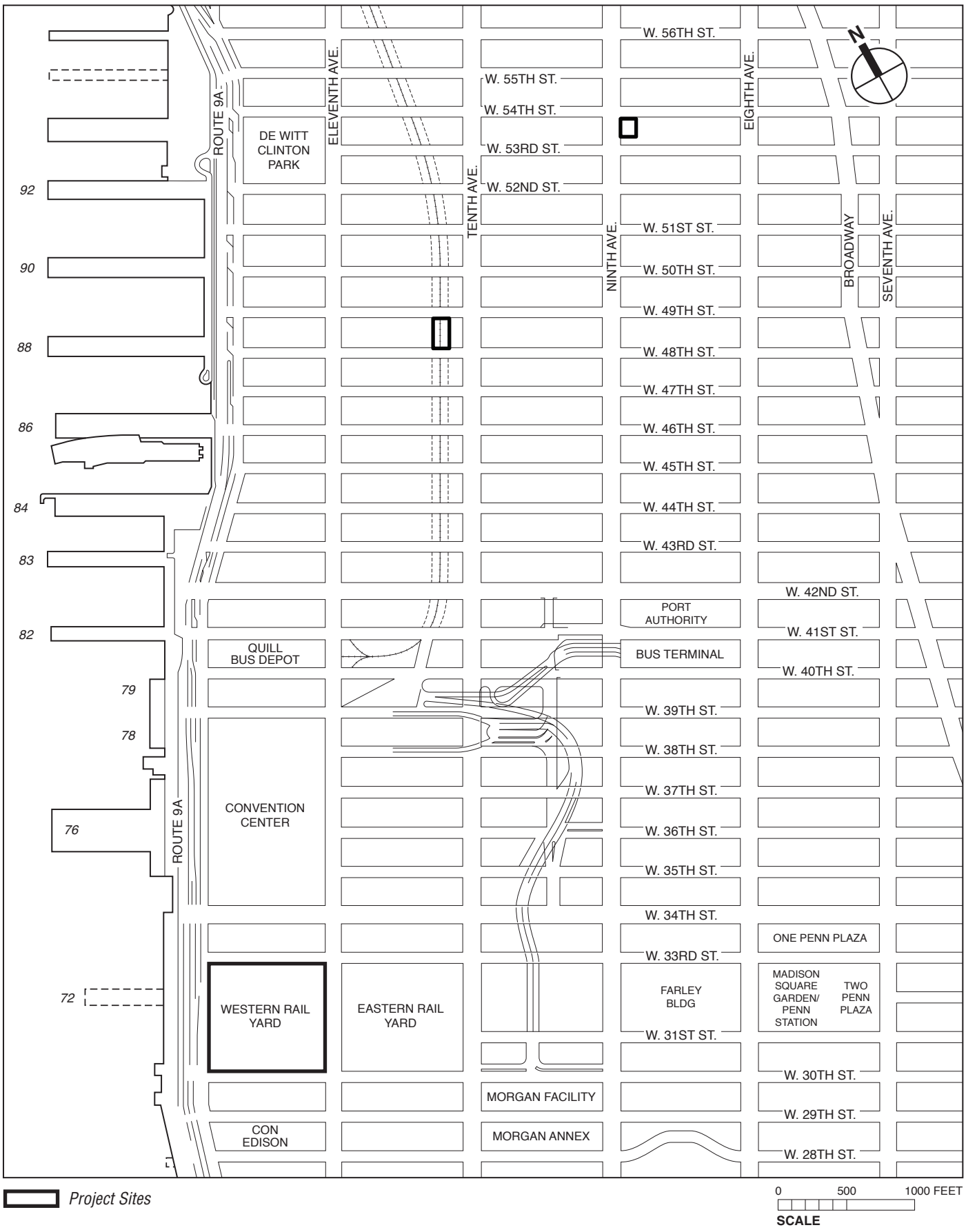
The approximately 13-acre Development Site occupies Block 676, Lot 3 in Community District 4, Manhattan, and is bounded by Eleventh Avenue to the east, West 33rd Street to the north, Twelfth Avenue to the west, and West 30th Street to the south. The site is currently located in an M2-3 zoning district (see Figure 1-3). M2-3 zoning districts occupy the middle ground between light and heavy industrial areas, with a maximum FAR of 2.0.

The Development Site and the Eastern Rail Yard comprise Caemmerer Rail Yard, which is an electrified and signalized train yard storing 35 commuter trains daily, with a capacity of 386 train cars on 30 tracks. LIRR trains arriving during the morning peak period can continue west to the yard after discharging passengers. After being stored in the yard during the midday, the trains move back to Penn Station to be ready to depart during the evening rush hours. This midday storage capability at the Caemmerer Rail Yard shortens platform dwell times and reduces the number of conflicts in traffic patterns, effectively allowing for more trains to move through Penn Station.

The Development Site contains several LIRR facilities that support the daily operation of the LIRR, including: a railroad interior cleaning facility with a raised platform, a yard operations building, a transportation building, an emergency facilities building, and storage. The LIRR must have continuous access to the LIRR train yard and its facilities. Other important transportation infrastructure facilities are located beneath the Development Site, including Amtrak's Hudson River and Empire Line tunnels.

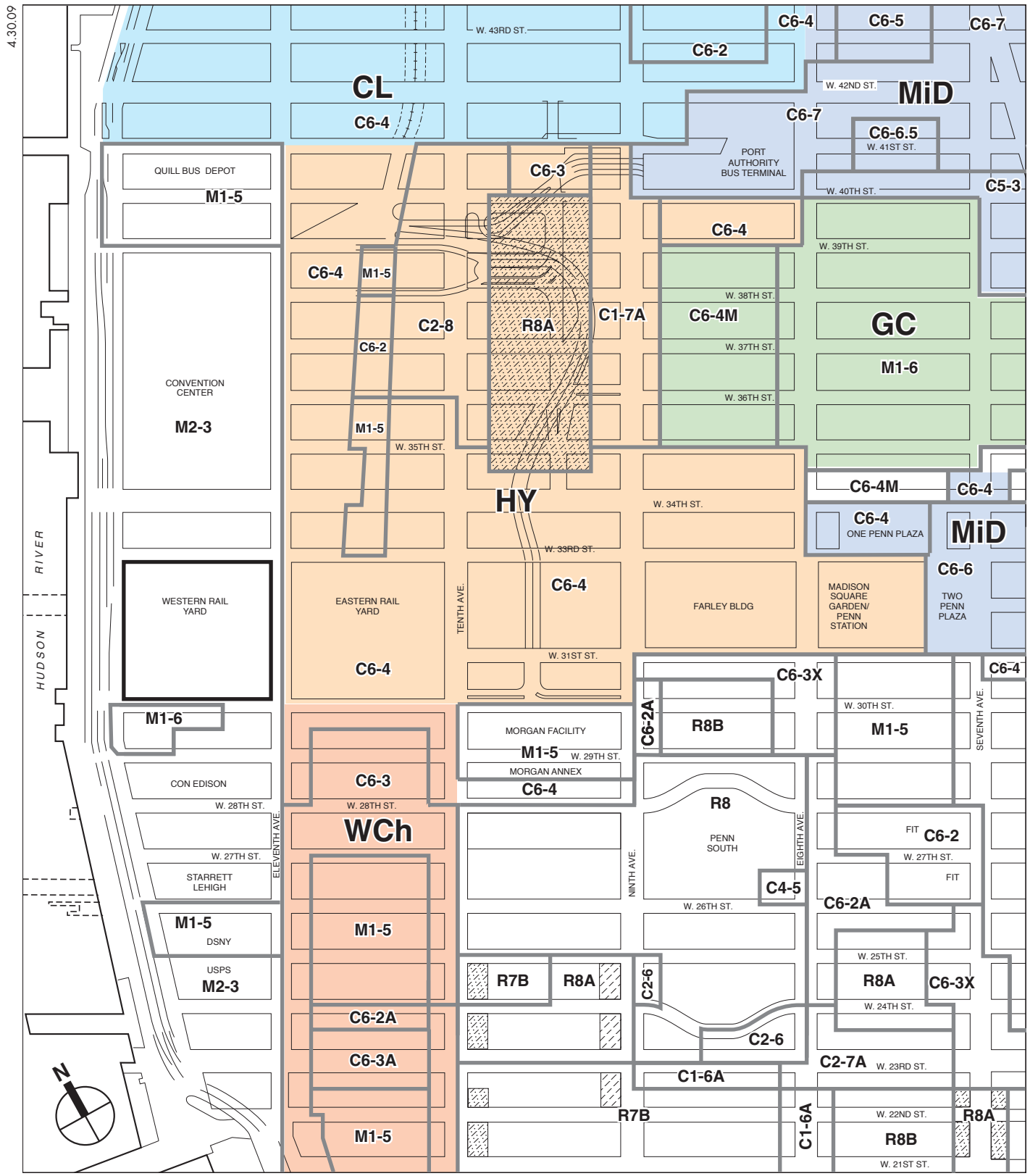
The southern section of the Development Site, between West 30th Street and the approximate location of West 31st Street, includes land ("terra firma") that is not occupied by LIRR operations. A portion of the terra firma is currently occupied on a month-to-month basis by a private bus operator and the New York City Department of Sanitation (DSNY). The DSNY facilities include those for special waste drop-off, vehicle storage, truck fueling, a storage shed, and a trailer office. These tenants would vacate the Development Site prior to construction of the Development Site Project.

The High Line runs along Twelfth Avenue, the western edge of the Development Site, and along West 30th Street, the southern boundary of the Development Site. Completed in 1934 as part of the West Side Improvement Project, the High Line is now an unused freight railroad viaduct on the west side of Manhattan, extending from Gansevoort Street to West 34th Street. The High Line is currently being adaptively reused to provide a new linear public open space extending



WESTERN **RAIL YARD**

Project Site Locations
Figure 1-2



WESTERN **RAIL YARD**

Development Site
Existing Zoning
Figure 1-3

south from West 30th Street to Gansevoort Street, primarily between Tenth and Eleventh Avenues (see Figure 1-4).

PROPOSED ACTIONS

Zoning Actions

The existing M2-3 zoning does not permit residential use on the Development Site and greatly limits the density of any use that could be built there. MTA, as a State agency, is not bound by local zoning, but has agreed that redevelopment of the Development Site will proceed pursuant to rezoning and other related land use actions, subject to the City's ULURP and other land use review policies (see description of ULURP in Chapter 2, "Framework for Analysis").

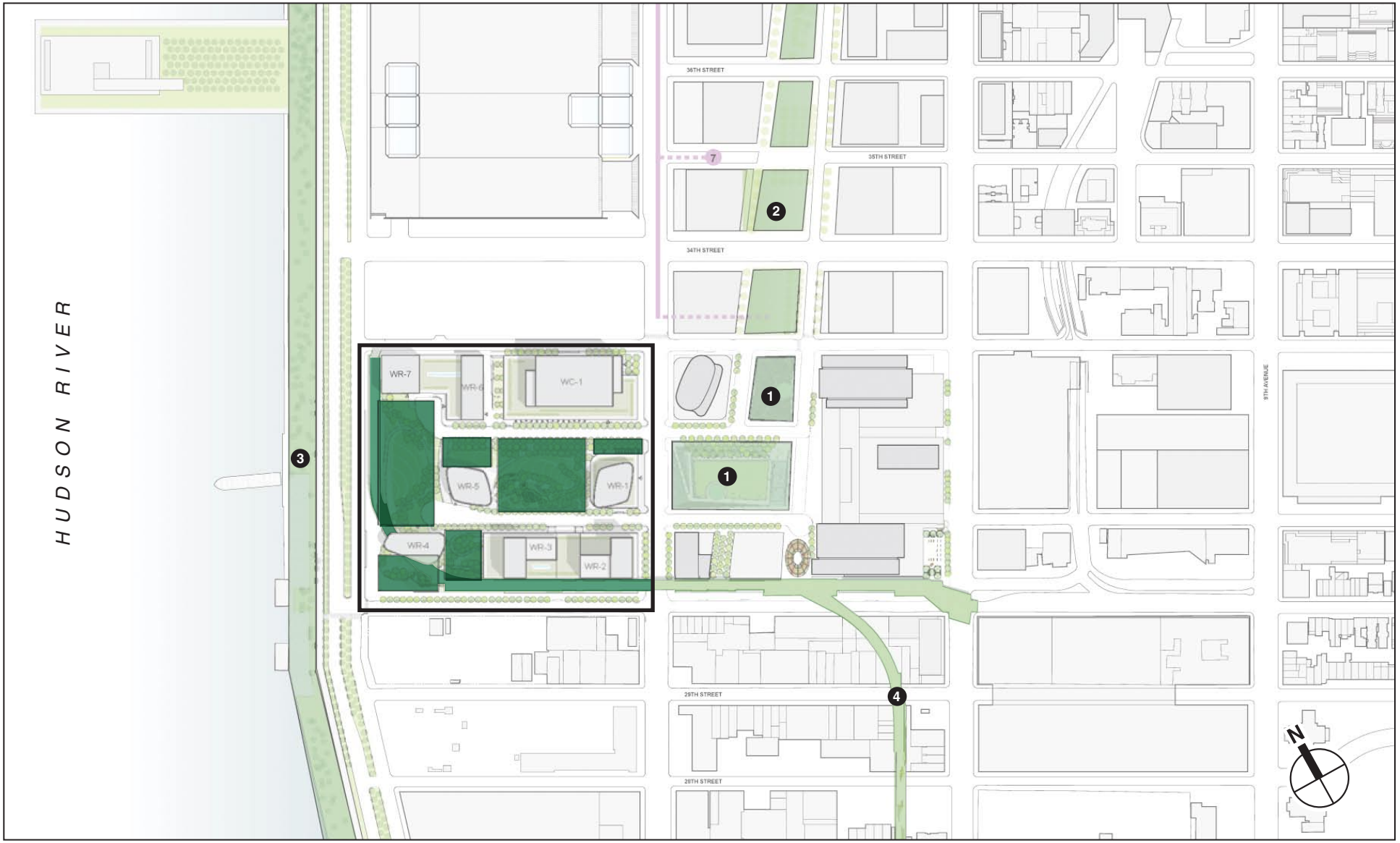
If approved, the Development Site would become a new subdistrict ("Subdistrict F") of the Special Hudson Yards District (see Figure 1-5) in the New York City Zoning Resolution, with an underlying zoning of C6-4. Rezoning to a C6-4 district would allow for a mixture of commercial, residential, and community facility uses at a maximum FAR of 10.0. Special provisions of Subdistrict F would include a floor area bonus of 5 percent for each residential building, if permanently affordable housing is provided, and a floor area exemption for construction of a PS/IS school on the Development Site.

The zoning controls established specifically for Subdistrict F would regulate building envelopes, publicly accessible open space areas, streetwall controls, retail continuity, and transparency. Appendix A, "Proposed Zoning Text," provides a complete version of the proposed zoning for Subdistrict F.

The zoning text amendments would govern building envelopes for the proposed buildings within the Development Site. Tower controls would govern the heights and dimensions of each building above the base height. Development envelope controls would establish maximum tower dimensions and maximum tower floor plate sizes. Specifically, within the commercial building in the northeast corner of the Development Site, floor plates located above 250 feet could not exceed 40,000 square feet. Within the residential buildings, the floor plates located above the tower base could not exceed 12,000 square feet. Tower top rules would govern tower heights based on the location of a building on the Development Site, as well as its location in relation to other buildings on the site. Specific streetwall height requirements would be established for key frontages on Eleventh Avenue, West 30th and West 33rd Streets, and along the internal roadways on the north side of the northern internal roadway and the south side of the southern internal roadway.

The proposed zoning controls would require ground-floor retail and transparency along specific portions of the Development Site, including Eleventh Avenue and West 30th Street and on the northern side of the proposed northern roadway and along the southern side of the proposed southern roadway. There would also be sidewalk width regulations for the proposed roadways within the Development Site. The sidewalk along the northern side of the proposed northern roadway would have to be 20 feet wide. The southern side of this roadway would have to be 25 feet wide. On the southern roadway, the northern sidewalk would have to be 15 feet wide and the southern sidewalk would have to be 20 feet wide.

The proposed zoning controls would create several zones of publicly accessible open spaces on the Development Site, with core open space elements defined for each zone. These zones would include the: Western Open Space, Southwest Open Space, Central Open Space, the High Line, the Midblock Connection and the Northeast Plaza. Within each zone, the zoning would mandate



Development Site

Existing open space and open space to be developed in the future without the Proposed Actions

Proposed Open Space

1 *Eastern Rail Yard Open Space*

2 *Hudson Park*

3 *Hudson River Park*

4 *High Line Park*

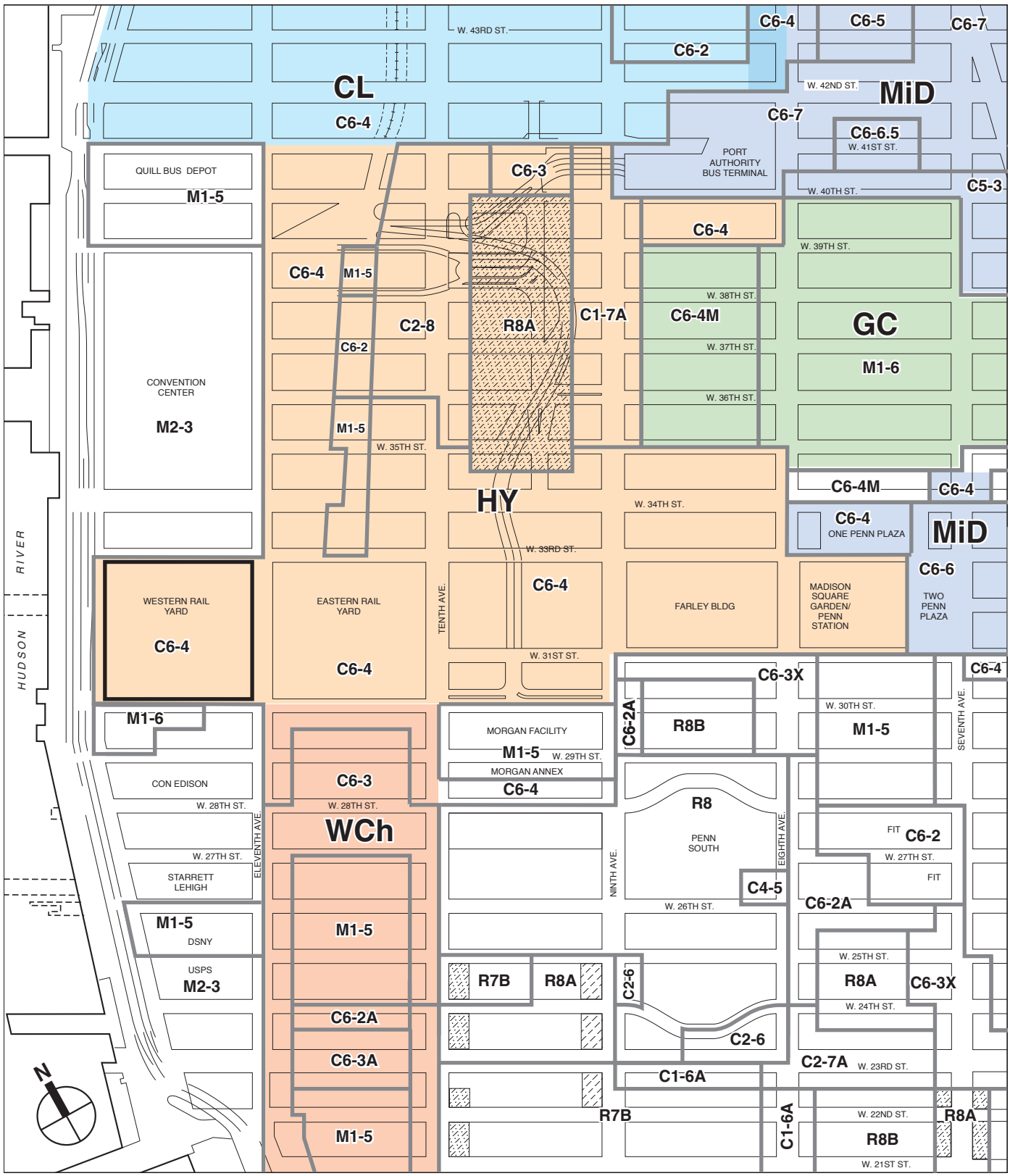
0 200 500 FEET

SCALE

WESTERN **RAIL YARD**

Open Space Connections

Figure 1-4



Development Site
Special Midtown District
Special Hudson Yards District
Special Garment Center District
Special Clinton District
Special West Chelsea District
Zoning District Boundary
C1-5 Overlay
C2-5 Overlay

0 400 800 FEET
SCALE

WESTERN **RAIL YARD**

Development Site
Proposed Zoning
Figure 1-5

specific features and core elements, as well as connection requirements between zones. Amenities in the open spaces would need to generally meet the privately owned public plaza standards of the Zoning Resolution. In addition, there would be design regulations for the private roadways (Northern and Southern roadways) and the pedestrian ways (Midblock Connection and Connector) on the site.

Parking regulations on the Development Site would be governed by the terms of Article I, Chapter 3 of the Zoning Resolution, which applies to Community Districts 1 through 8 in Manhattan. Based on these regulations, special permits are required to allow for the proposed 1,600 on-site accessory parking spaces.

Restrictive Declaration

The Developer would also enter into the Restrictive Declaration with the City which would incorporate commitments associated with the design and construction of the Development Site Project, including environmental controls during construction, noise attenuation, restrictions on fuel use and location of air intakes for ventilation systems, procedures for addressing hazardous materials on site, and commitments to sustainable development.

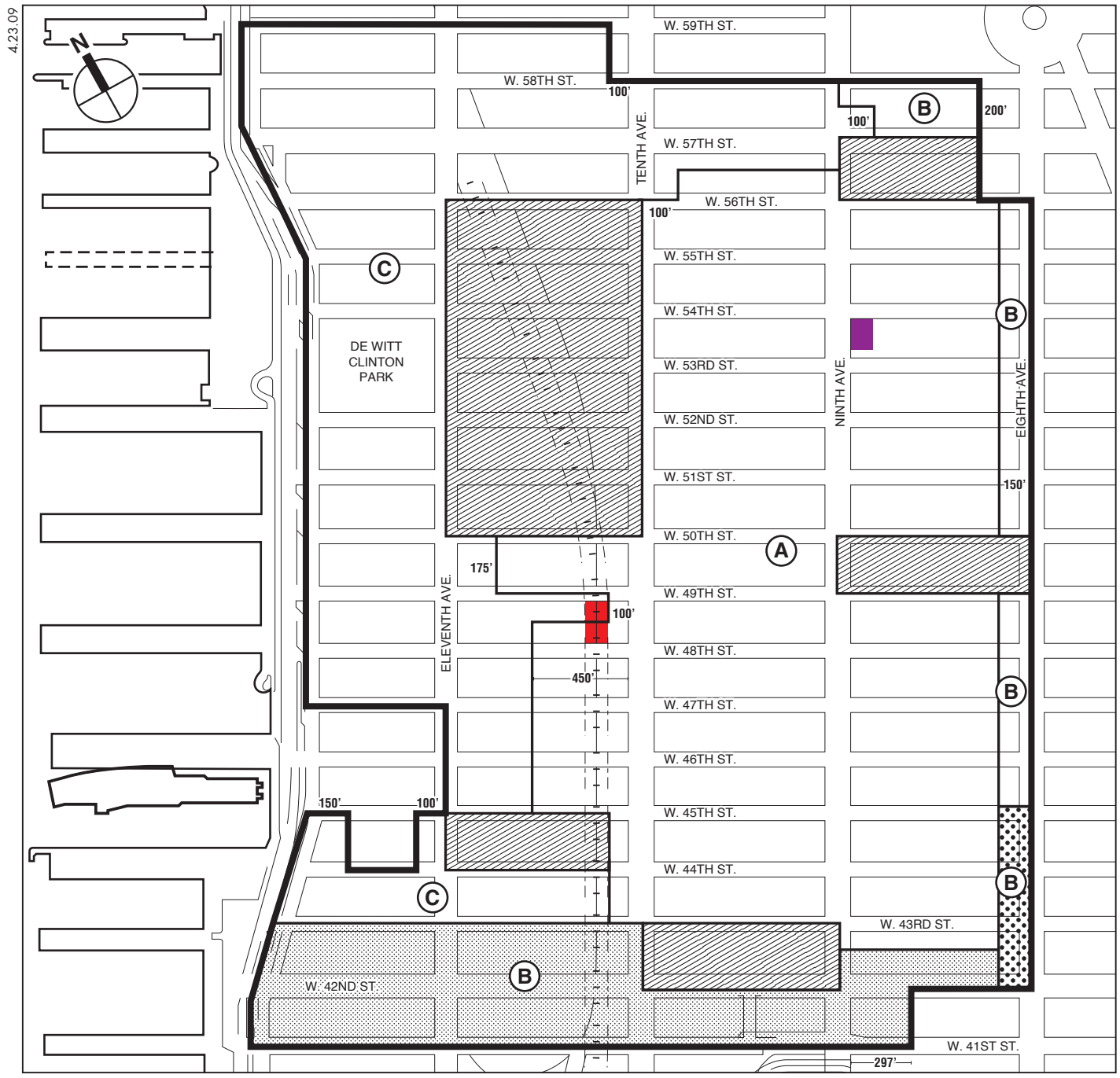
ADDITIONAL HOUSING SITES

CURRENT CONDITIONS

In addition to the affordable housing proposed at the Development Site, the Proposed Actions would also provide for the development, by sponsors to be selected by the City at a later date, of permanent affordable housing for low- to moderate-income families at the Tenth Avenue and Ninth Avenue Sites. Both of these sites are zoned R8, which permits residential use and certain community facilities up to an FAR of 6.02, and are both located within the Special Clinton District Preservation Area (see Figure 1-6), which has specific requirements for lot coverage, yard, and building height. Also, a portion of the Tenth Avenue Site is located within the Other Area of the Special Clinton District.

The Tenth Avenue Site is located between West 48th and West 49th Streets, approximately 125 feet west of Tenth Avenue, which is approximately ¾-mile north of the Development Site. The approximately 20,000-sf development parcel occupies the western portion of Block 1077, Lot 29. (The entire lot is approximately 57,027 sf.) Along its West 49th Street frontage, the development parcel is mapped with a C2-5 overlay, which permits local neighborhood commercial uses plus some additional uses, such as funeral homes and local repair services. Currently, the Tenth Avenue Site is occupied by a below-grade Amtrak railroad right-of-way for the Empire Line. The remainder of Lot 29 along its Tenth Avenue frontage is in use by the New York City Department of Environmental Protection (DEP) for construction of Water Tunnel No. 3; when that work is complete, the northern half of the Tenth Avenue frontage will be developed as public open space and the southern half will contain a permanent easement necessary for the operations and maintenance of DEP's Water Tunnel No. 3.

Under the regulations of the Preservation Area, the Tenth Avenue Site is subject to the 60 percent maximum lot coverage and 66 foot maximum height regulations for portions of lots beyond 100 feet on a wide street (a street 75 feet or more in width). However, under the regulations CPC may grant a special permit to modify the height restriction up to a maximum height of 99 feet.



Tenth Avenue Site

Ninth Avenue Site

Special Clinton District Boundary

Area Boundary

A *Preservation Area*

B *Perimeter Area*

B *Portion of Perimeter Area B also subject to additional 42nd Street Perimeter Area regulations*

B *Portion of Perimeter Area B also subject to Article VIII, Chapter I (Special Midtown District)*

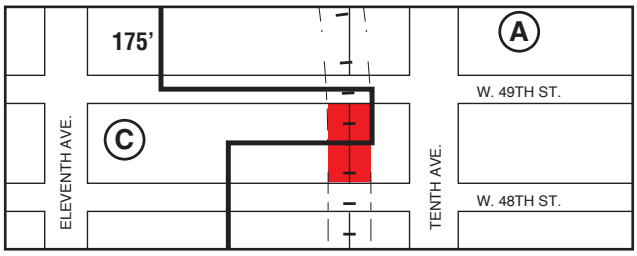
C *Other Area*

Excluded Area

0 200 500 FEET

SCALE

Tenth Avenue Site Inset



WESTERN **RAIL YARD**

Additional Housing Sites
Existing Special Clinton District
Figure 1-6

The Ninth Avenue Site is located on the southeast corner of West 54th Street and Ninth Avenue. This project site is located approximately one mile north of the Development Site and ⅓-mile north of the Tenth Avenue Site. It occupies the Ninth Avenue frontage of Block 1044, Lot 3, which is currently a gravel parking lot for the adjoining New York City Transit (NYCT) building that occupies the rest of Lot 3, extending approximately 150 feet eastward along West 54th Street.

The 16,875-sf parcel is mapped with a C1-5 overlay on part of the site, which permits local neighborhood commercial uses in the underlying R8 district to an FAR of 2.0. Under the regulations of the Preservation Area, the Ninth Avenue Site is subject to the 70 percent maximum lot coverage and 85 foot maximum height regulations for portions of lots within 100 feet of a wide street and subject to the 60 percent maximum lot coverage and 66 foot maximum height regulations for portions of lots beyond 100 feet of a wide street. However, under the regulations CPC may grant a special permit to modify the height restriction up to a maximum height of 115 feet along the avenue frontage.

PROPOSED ACTIONS

Zoning Actions

Tenth Avenue site

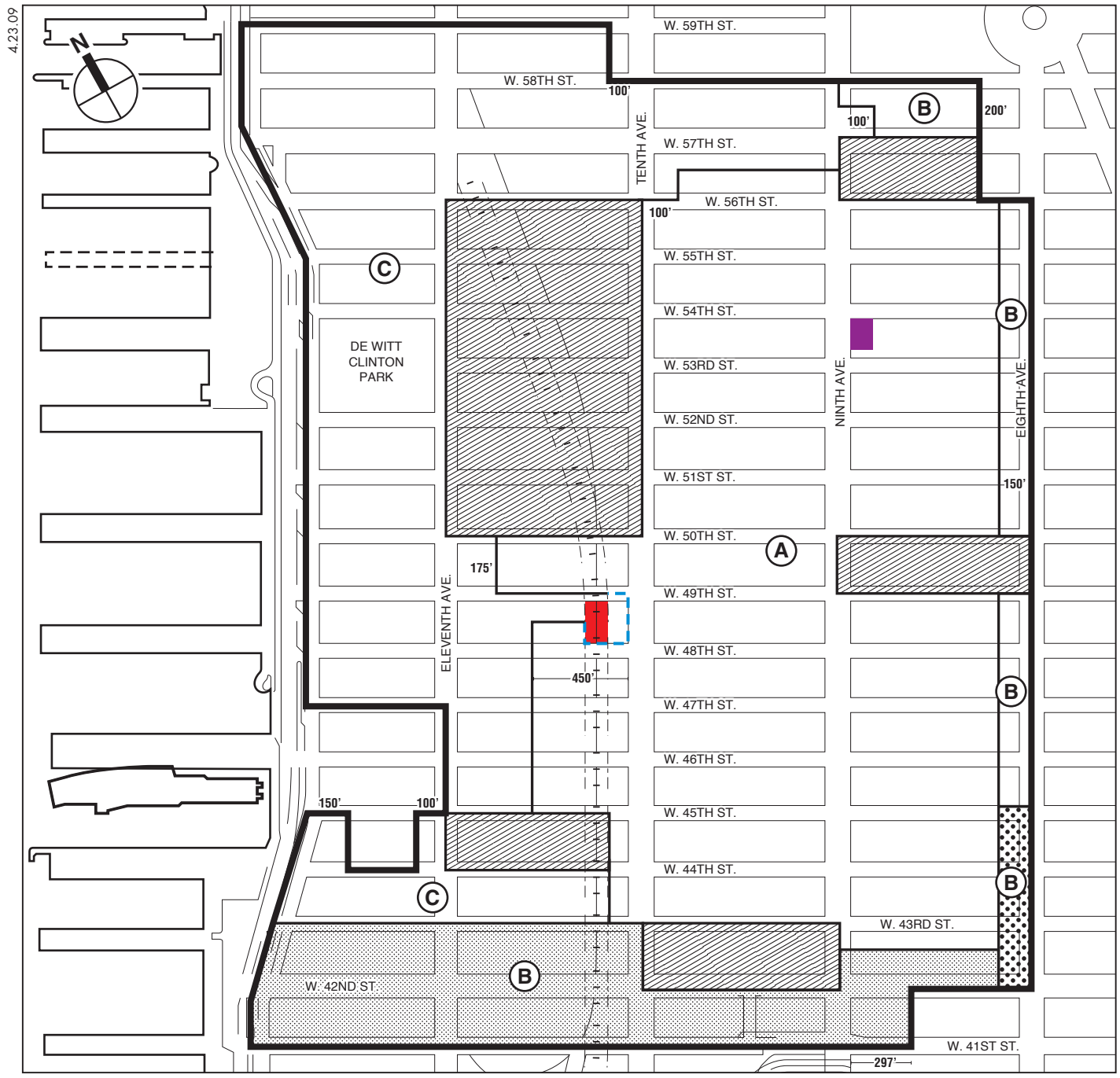
The northern portion of the Tenth Avenue Site is located in the Other Area of the Special Clinton District. Developing the Tenth Avenue Site would require a text map amendment to extend the Other Area to cover the entirety of the project site, as well as 100 feet to the east to cover the adjacent lot that fronts on Tenth Avenue (see Figure 1-7). Within the Other Area, the underlying yard regulations apply as does a higher permitted lot coverage than currently allowed on the portions of the site not within the Other Area. The Proposed Actions would not modify the underlying R8 residential or C2-5 commercial zoning regulations. In addition, to maximize the provision of permanently affordable housing, the future developer (selected through an RFP process described below) must seek two special permits from the CPC to develop the site. One special permit would be pursuant to Zoning Resolution (ZR) Section 74-681 to allow for construction over the Amtrak railroad right-of-way. The other special permit would be pursuant to ZR Section 96-104 to allow the height of the building to rise from the Special Clinton District's as-of-right 66 feet to 99 feet.

Ninth Avenue Site

The Proposed Actions would extend the C1-5 commercial overlay district to within approximately 275 feet of Eighth Avenue (see Figure 1-8). The extended overlay district would cover entirety of the tax lot on which the site is located, which includes the adjacent MTA office building. In addition to maximize the provision of permanently affordable housing, the future developer (selected through an RFP process described below) must seek two special permits from the CPC to develop the site. One special permit would be pursuant to ZR Section 74-74 (General Large Development) to waive the Special Clinton District Preservation Area's lower lot coverage and more strict rear yard requirements for this site. The other special permit would be pursuant to ZR Section 96-104 to allow the height of the building to rise from the Special Clinton District's as-of-right 85 feet to 115 feet along the Ninth Avenue frontage.

Memorandum of Understanding

A Memorandum of Understanding (MOU) between the New York City Department of City Planning (DCP), the New York City Department of Housing Preservation and Development



Special Clinton District Boundary

Area Boundary

A *Preservation Area*

B *Perimeter Area*

B *Portion of Perimeter Area B also subject to additional 42nd Street Perimeter Area regulations*

B *Portion of Perimeter Area B also subject to Article VIII, Chapter I (Special Midtown District)*

C *Other Area*

Excluded Area

Ninth Avenue Site

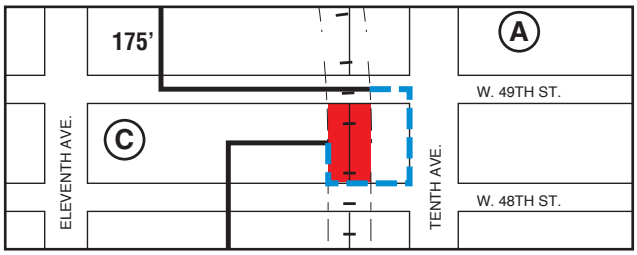
Tenth Avenue Site

Proposed Boundary of Other Area

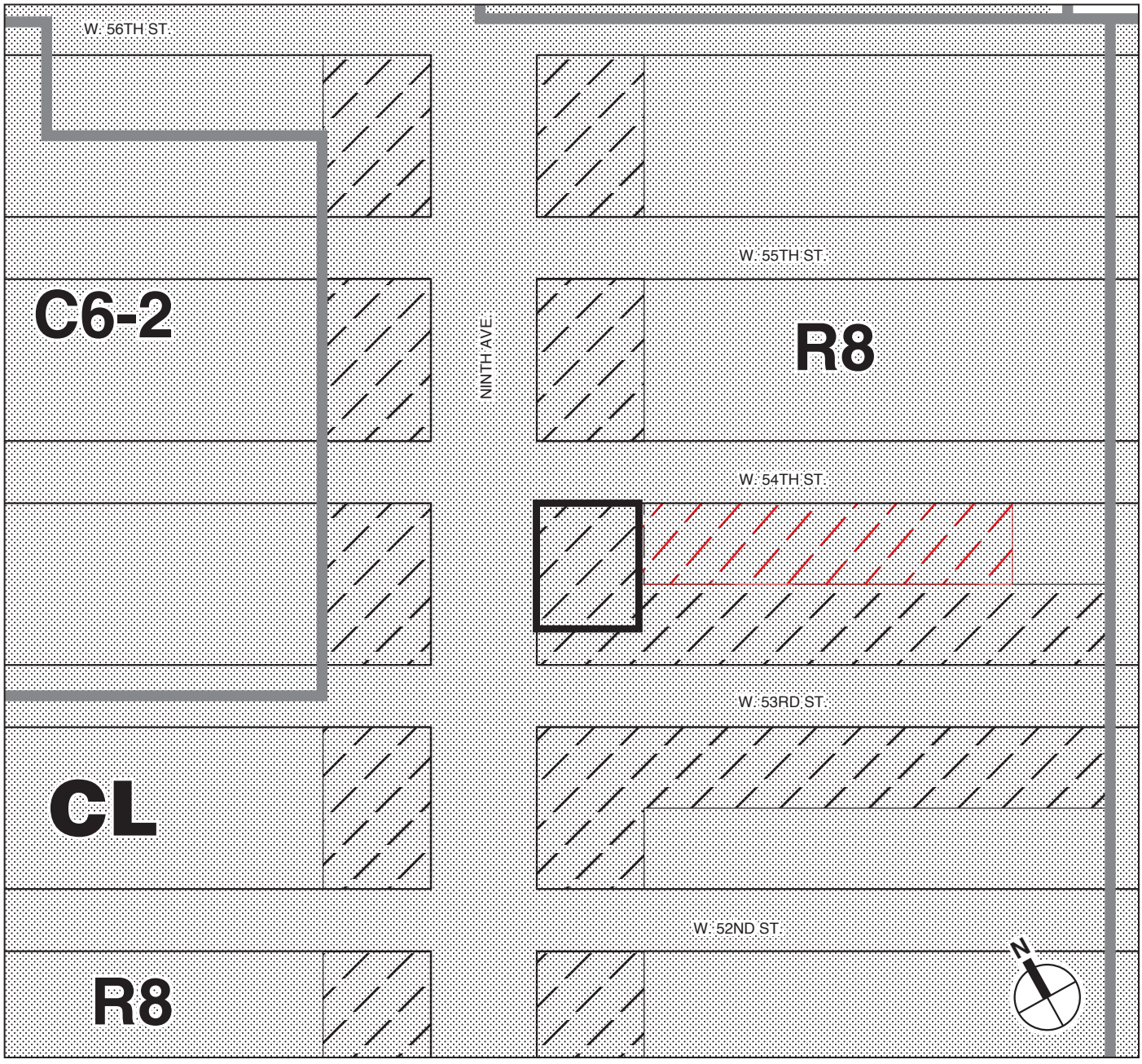
0 200 500 FEET

SCALE

Project Site Inset



Tenth Avenue Site
Proposed Special Clinton District
Figure 1-7



Ninth Avenue Site
Proposed Zoning
Figure 1-8

(HPD), and the New York City Department of Environmental Protection (DEP) will incorporate commitments associated with the design and construction of the Additional Housing Sites, including environmental controls during construction, noise attenuation in the new buildings, and procedures for handling hazardous materials on site. The specific commitments are described in further detail in the various chapters in this EIS.

E. DEVELOPMENT PROGRAM

OVERVIEW

The Proposed Actions would allow for the construction of an approximately 6.2-million to 6.4-million gross-square-foot (gsf) mixed-used development at the Development Site, including residential, commercial (retail and office or hotel space), a PS/IS school, publicly accessible open space, and enclosed accessory parking areas. The Proposed Actions would encourage a variety of housing types on the Development Site, including market rate condo and rental housing and affordable rental housing, with a floor area bonus to facilitate permanent affordable housing. This section provides a general overview of the development program. For analysis purposes in the EIS, reasonable worst-case development scenarios have been identified for the Development Site, which are discussed in Chapter 2, "Framework for Analysis."

Residential development at the Development Site would range from approximately 3.8 million sf comprising 4,624 units to 4.8 million sf comprising 5,762 units. Twenty percent of all rental units on the Development Site would be affordable housing units under the terms of the applicable 80/20 program, with the provision of affordable units subject to (1) the allocation of sufficient tax-exempt bond cap or other equivalent low-cost financing to the Developer for each building of rental housing as and when required, and (2) the availability to the Developer of such other incentives, programs, exemptions, credits or abatements as are then generally available for the development of 80/20 housing in the City. The commercial development would include approximately 1.5 to 2.2 million sf of Class A office space or a 1,200-room convention-style hotel. In addition, there would be between 210,000 and 220,500 sf of retail space. The Development Site Project would also provide an approximately 120,000-sf PS/IS school with 420 elementary school seats and 330 intermediate school seats, approximately 5.45 acres of publicly accessible open space, and accessory parking.

There would be a total of up to 1,600 on-site accessory parking spaces comprising approximately 1,330 accessory residential spaces and 270 accessory commercial spaces. As currently planned, the terra firma portion of the site could accommodate up to approximately 850 parking spaces. The remaining 750 spaces would be constructed on the platform, subject to review and approval by MTA and LIRR.

At the Development Site, approximately two-thirds of the development would be constructed over the railroad tracks and LIRR facilities buildings and would require the construction of a platform. The remainder of the development would be on terra firma. Some of the existing LIRR on-site facilities would be temporarily relocated to facilitate construction. Although there would be temporary or periodic track outages during construction (described in more detail below and Chapter 21, "Construction Impacts"), there would be no disruption of LIRR passenger service.

The Proposed Actions also include the development of permanently affordable housing, local retail, and office space at the Additional Housing Sites. The City has agreed to provide $40 million in subsidy for the construction of permanently affordable housing at these sites. In total,

the Additional Housing Sites would be developed with 272,600 sf of residential development comprising a total of 312 permanently affordable low- to moderate-income housing units. There would be approximately 204 permanently affordable units at, and 108 permanently affordable units and 17,550 sf of retail space at the Ninth Avenue Site. In addition, at the Ninth Avenue Site there would be 30,000 sf of office space for NYCT training facilities and below-grade parking for up to 15 NYCT emergency vehicles. The details regarding each Additional Housing Site are provided below.

DEVELOPMENT SITE

SITE PLANNING, BULK AND MASSING

The planning and design of the Development Site would follow the principles set forth in the RFP, which state that: the development should include a variety of uses and should be integrated into the surrounding neighborhoods; the buildings should be organized around a central open space, and there should be visual connections to the High Line Park and to Hudson River Park; the building heights should vary; the streetscape should be continuous and provide a varied pedestrian experience; and the proposal should include sustainable features.

To accomplish the principles that were identified in the RFP, the proposed site plan for the Development Site would be governed by zoning regulations reflecting the following objectives in the design approach:

1. *Reintroduce the New York City grid.*
   The site design approach would reintroduce a roadway system into the Development Site generally in line with West 31st Street and West 32nd Street. This is intended to reduce the "superblock" effect of the Western Rail Yard, so that the Development Site can be better integrated into the surrounding neighborhoods.

2. *Develop a sequence of publicly accessible open spaces.*
   The Development Site sits in a key position in relation to surrounding open spaces, both planned and existing, that will surround it, and the project's own open space would be a critical link in connecting these spaces into a large public open space network. To the east is the open space planned for the Eastern Rail Yard, which is currently in design and which will be complementary to the open space on the Development Site. Directly north of the Eastern Rail Yard are the open spaces planned for Hudson Park and Boulevard, which will run from West 33rd to West 39th Streets between Tenth and Eleventh Avenues. To the west, across Route 9A/Twelfth Avenue is Hudson River Park, which runs from Battery Park City to West 59th Street along the banks of the Hudson River. And to the south, with a connection directly into the site, is the High Line Park, currently in development, which will extend atop the High Line elevated structure from West 33rd Street and Twelfth Avenue, where it enters the Development Site, along the western and southern boundaries of the site, eastward to the Eastern Rail Yard and then south along a right-of-way generally west of Tenth Avenue, to Gansevoort Street. (See Figure 1-4).

3. *Place denser development on the eastern portion of the Development Site and less dense development on the western portion of the site.*
   It is intended that the Development Site would have taller buildings on the eastern portion toward Midtown and Penn Station. Less dense and shorter buildings would be on the western portion of the site toward the waterfront.

4. *Generate street vibrancy.*
   An active streetscape and pedestrian-friendly environment is contemplated for the internal roadways through the creation of ground-floor retail, street trees, and outdoor seating areas. A series of landscaped open spaces, which are currently proposed for the Development Site, would attract people to the site and toward the waterfront. Also, ground-floor retail is proposed for the base of the buildings on Eleventh Avenue, revitalizing this avenue.

The Developer has prepared an illustrative site plan consistent with the proposed zoning regulations that also complements the design currently in development on the Eastern Rail Yard. Although this plan reflects the Developer's current approach to site planning, it must be considered illustrative, since it is not fully designed and may change based on market conditions and a more detailed design process. As currently contemplated, the illustrative site plan includes one commercial building in the northeast corner of the Development Site, three residential buildings, three mixed-use, primarily residential buildings with ground-floor retail and/or a PS/IS school, and one building that would either be residential or mixed use (see Figure 1-9). It is anticipated that two residential buildings (WR-6 and WR-7) would be located west of the commercial building (WC-1) along West 33rd Street, and one residential building (WR-4) would be located in the southwest portion of the Development Site. The plan currently proposes the PS/IS school and ground-floor retail in the base of a building, with two residential towers above, in the southeast portion of the Development Site along West 30th Street (WR-2 and WR-3). Just north of this building, another mixed-use residential building is proposed on the Development Site along Eleventh Avenue (WR-1). A residential building (WR-5) is proposed west of WR-1 that would also include some ground-floor retail. Also, High Line is proposed to be integrated into the overall site plan for the Development Site and adaptively reused to provide passive open space with connections to other on site open spaces.

As required in the proposed zoning, building massing and heights would gradually decrease from Eleventh Avenue and West 33rd Street to Twelfth Avenue and West 30th Street. The tallest building on the site would be the commercial building in the northeast corner. Taller residential buildings are proposed generally in the eastern and northern portions of the Development Site, and shorter residential buildings in the southwest quadrant of the Development Site (see Figure 1-10). It is anticipated that building heights would generally range from approximately 40 to 70 stories, or 350 to 950 feet.

As discussed above, the tallest building on the site would be the commercial building in the northeast corner (WC-1). This building is expected to be approximately 850 to 950 feet tall. Immediately to the west of the commercial building would be a residential building (WR-6) that is expected to be approximately 650 to 810 feet in height. The third building on West 33rd Street (WR-7), which would be in the northwest corner of the Development Site, would be the shortest building on West 33rd Street, at approximately 550 to 710 feet in height.

South of the commercial building would be a residential building with ground-floor retail that would be approximately 700 to 800 feet in height (WR-1). To the west of this building would be a shorter residential building that may include ground-floor retail at approximately 500 to 700 feet in height (WR-5).

Along West 30th Street, buildings would also decrease in height from Eleventh Avenue to Twelfth Avenue. The tallest building at the southern portion of the Development Site would be located at Eleventh Avenue, at approximately 650 to 810 feet in height (WR-2). Directly west of this mixed-use building would be an approximately 550 to 710-foot-tall mixed-use building



Approximate Boundary of Proposed Platform

Approximate Boundary of Terra Firma Area

Development Site
Illustrative Site Plan
Figure 1-9

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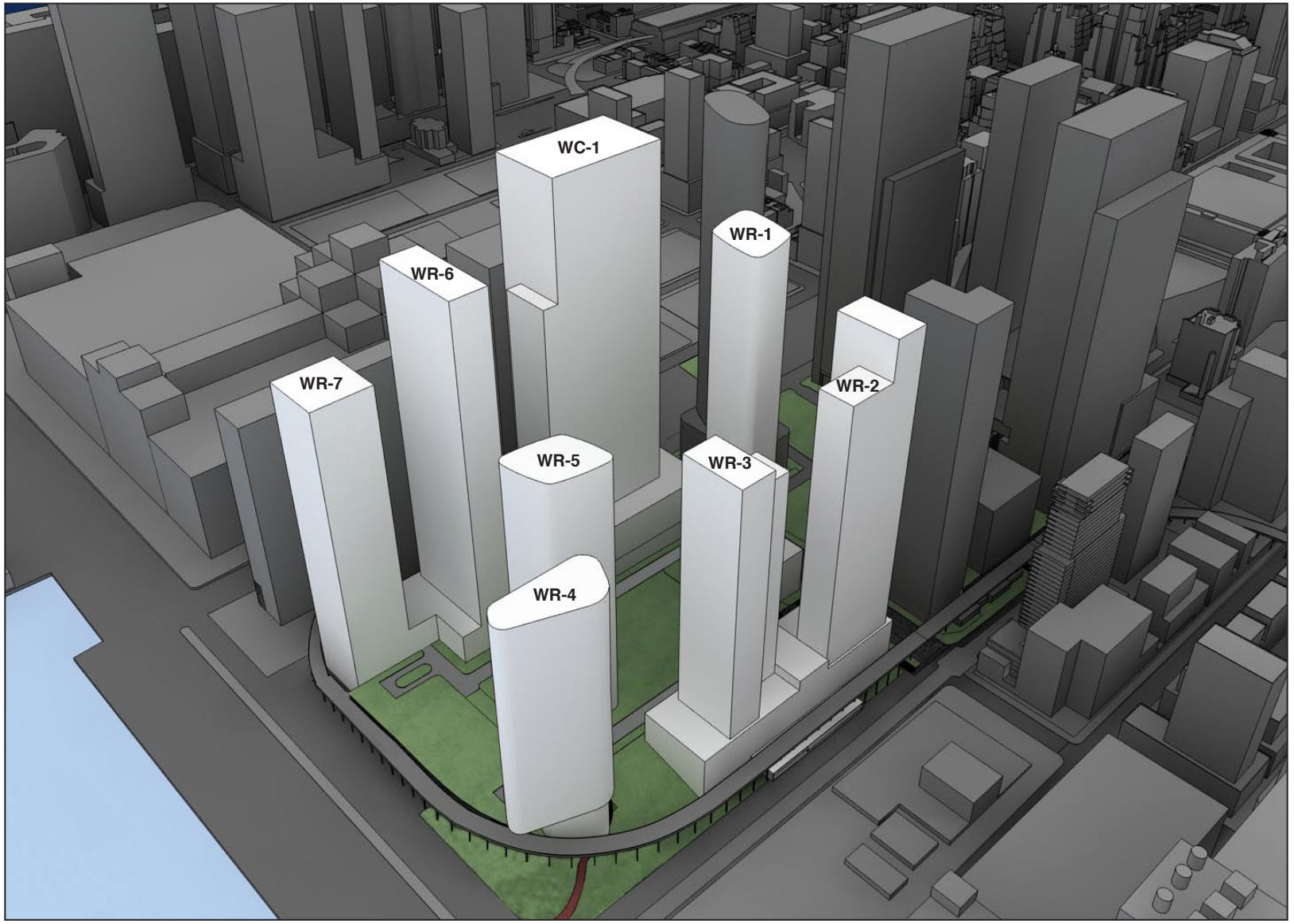


Illustrative Massing Diagram of Development Site

Figure 1-10

(WR-3). The shortest building on the site would be at the southwest corner of the site, at a maximum height of 450 feet (WR-4).

CIRCULATION AND PARKING

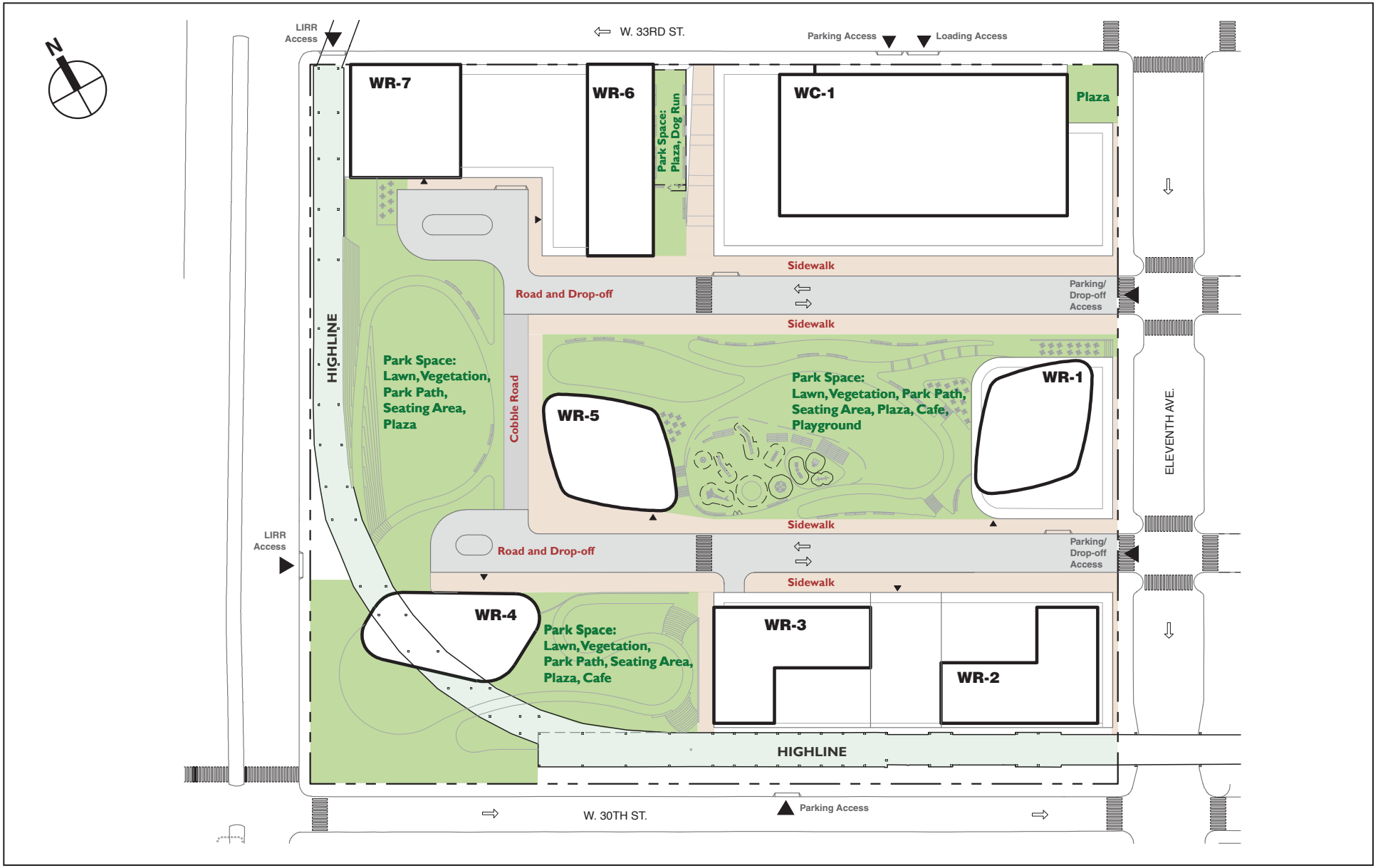
Two parallel vehicular roadways into the site would function as unmapped extensions of West 32nd and West 31st Streets. Both roadways would be accessed from Eleventh Avenue and would continue west with cul-de-sac drop offs to provide vehicular access to the buildings further west. The northern roadway, which would align generally with West 32nd Street, is intended to be a two-way vehicular roadway that would provide passenger side drop off and accessibility to the commercial building and residential buildings on the north side of the site. The southern roadway, which would align generally with West 31st Street, is also intended to be a two-way vehicular roadway and would provide access to the residential buildings in the southern and western portions of the site, as well as to the retail uses at the base of these buildings. Although these roadways would not be mapped as City streets, they would be operated with full public access, sidewalks, and street-level uses.

Access to parking would be along West 30th and West 33rd Streets, and the new northern and southern roadways (see Figure 1-11). The entrance on West 33rd Street would also provide access to the loading areas. There would also be two access points for the LIRR, one on West 33rd Street and the other on Twelfth Avenue. In addition, to provide better service access to and from the platform level, West 33rd Street would be rebuilt to an appropriate profile and elevation between Eleventh and Twelfth Avenues. The design and construction of this profile change would be in coordination with the platform design and construction.

OPEN SPACE

Approximately 5.45 acres of publicly accessible open space are currently proposed throughout the site (see Figure 1-11). This open space is anticipated to provide lawns, landscaped areas, walking paths, seating areas, plazas, and a dog run; however the specific amenities at each location have not been finalized at this time. In accordance with Section 93-752 of the proposed zoning text (see Appendix A, "Proposed Zoning Text,") one playground is required in the large lawn in the central portion of the Development Site. As described above, the proposed zoning text amendment would divide the open spaces on the Development Site into several zones with core open space elements defined for each. Within each zone, the proposed text amendment would mandate specific features and core elements that would need to be provided as well as the connection requirements between each zone. Amenities in open spaces would need to generally meet the privately owned public plaza standards described in the zoning resolution.

In the eastern portion of the Development Site, between the northern and southern vehicular roadways, an approximately 1.42-acre central open space is proposed in the illustrative site plan. An "allée," a pedestrian pathway lined with trees on both sides, is proposed at the northern portion of this open space adjacent to the northern vehicular roadway. This pathway is intended to draw residents and visitors into the center of the site. A seating area, plaza, café, and 10,000 square-foot playground are currently contemplated within the central open space. This open space is intended to be the highest point on the Development Site, which would enable people in this area to see above the High Line to the Hudson River. In the western portion of the Development Site, between the residential buildings to the north and south, an approximately 1.51-acre waterfront lawn is proposed that would allow for active and passive recreation and could allow for occasional outdoor events. Current plans include amphitheater seating along the



Development Site Boundary

Proposed Access Point

Development Site: 2019 Proposed Open Space and Access

Figure 1-11

western portion of this space, which could be used for seating for outdoor events and as steps to access the High Line. A tiered open space, which is proposed at the southwest corner of the site, would lead down from the central open space, and continuing under the High Line to street level on West 30th Street and Twelfth Avenue. It is proposed that the portion of the space between residential buildings WR-3 and WR-4 would include a seating area, plaza, and café.

There would be two smaller open space areas along West 33rd Street. At the northeast corner of the Development Site, an approximately 2,600-sf plaza is proposed. Also, current plans include an approximately 11,400-sf open space with a pedestrian plaza and a dog run between residential building WR-6 and commercial building WC-1.

As a result of the Proposed Actions, the portion of the High Line on the Development Site would be adaptively reused as 1.05 acres of passive open space elevated above portions of the Development Site. This open space would provide a pedestrian pathway that would run parallel to Twelfth Avenue before curving to the east and running parallel to West 30th Street (see Figure 1-11). This open space would then connect to the portion of the High Line on the Eastern Rail Yard (to be developed in the Future without the Proposed Actions) to the east of the Development Site; from there it would connect to the High Line Park to the east on the Eastern Rail Yard and to the south of West 30th Street. As discussed above, access to the High Line is also proposed from the waterfront lawn.

SUSTAINABLE DESIGN

The Developer proposes a number of sustainable, green components for the Development Site to promote water and energy conservation, as follows:

- Stormwater would be captured from building roofs and used for other building uses; buildings without stormwater capture would employ green roof technology where feasible.
- Water-conserving dishwashers and clothes washers would be installed in the residential units; and water-conserving toilets and faucets would be installed in all buildings.
- Covered and secure bike storage would be provided.
- Commitment to seek Leadership in Energy and Environmental Design (LEED) Silver certification from the Green Building Certification Institute (GBCI) for all buildings at the Development Site.
- During construction the Developer would institute diesel emission reduction measures for construction equipment and non-road vehicles and institute practices to minimize the discharge of untreated concrete-contaminated water.

ADDITIONAL HOUSING SITES

DEVELOPMENT PROCESS

Upon completion of the environmental and land use review processes, and MTA's entering into a lease, with option to purchase, for the Development Site with the Developer, the New York City Department of Housing Preservation and Development (HPD) would issue RFP inviting developers to submit development proposals for the Ninth Avenue Site. The RFP would be in accordance with the Mayor's New Housing Marketplace Plan, which commits to the new construction or rehabilitation of 165,000 affordable housing units by 2013. Once proposals are submitted, they would be examined in a competitive review process in the areas of planning,

finance, and design. Following this process, a developer would be selected, and special permits and any additional land use reviews, as necessary, for development of the sites would be undertaken.

Development of the Tenth Avenue Site would follow a similar RFP process. The adjacent land fronting on Tenth Avenue is owned by the City and is being used by DEP for the construction of the Water Tunnel No. 3 Project. Therefore, construction of the Tenth Avenue Site would not be allowed until after DEP completed its use of the adjacent site—scheduled for mid-2013 or 2014.

DEVELOPMENT PROGRAM

It is anticipated that the building on the Tenth Avenue Site would be approximately 11 stories (or 99 feet in height) and would include approximately 176,300 gsf of residential space (or about 204 permanently affordable units) and 10,800 gsf of retail. Ground-floor retail would front West 49th Street; publicly accessible open space would be developed in the Future without the Proposed Actions directly east of the northern half of the building (see Figure 1-12).

At the Ninth Avenue Site, it is contemplated that most of the site would be made available for affordable housing development, with a portion of the site reserved for use by NYCT. This site is expected to include approximately 96,300 gsf of residential space (or approximately 108 permanently affordable units), 6,750 gsf of retail space, and 30,000 gsf of office space that would be used for NYCT training facilities. The base of the building is anticipated to be six stories, with an additional six stories of residential space above the western portion of the building. The portion of the building fronting Ninth Avenue is anticipated to be 115 feet in height and approximately 66 feet in height along the midblock portion (see Figure 1-13). The first floor of the building would include ground-floor retail fronting Ninth Avenue, a residential lobby and office space on the remainder of the site. There would also be NYCT office space on the second floor. The remainder of the building would be residential space. This building would also allow for NYCT below-grade parking for up to 15 emergency vehicles.

OPEN SPACE

Development at the Additional Housing Sites would also comply with the recreation space requirements of the New York City Zoning Resolution Quality Housing Program. To comply with the requirements, the proposed developments would provide a minimum amount of recreation space for the buildings' residents.

SUSTAINABLE DESIGN

For the Additional Housing Sites, HPD would require compliance with the New York State Energy Research and Development Authority's (ERDA's) Green Affordable Housing Component and Enterprise Community Partners' Green Communities ("Green Communities"). Green Communities is a subset of ERDA's Multifamily Performance Program, which is designed to improve the energy efficiency, health, safety, and security of new, affordable, multi-family residential buildings. This program serves new construction projects that contain five or more residential units where 25 percent of the households in the building maintain an income level at or below 80 percent of the New York State Median Income. For rental projects, Green Communities requires at least 25 apartments to be occupied by households at or below 60 percent of area median income. Projects participating in the Green Communities are required to attain the Energy Star label for mid- and high-rise buildings, receive incentives for the installation of green building features, and are required to attain LEED Silver certification.

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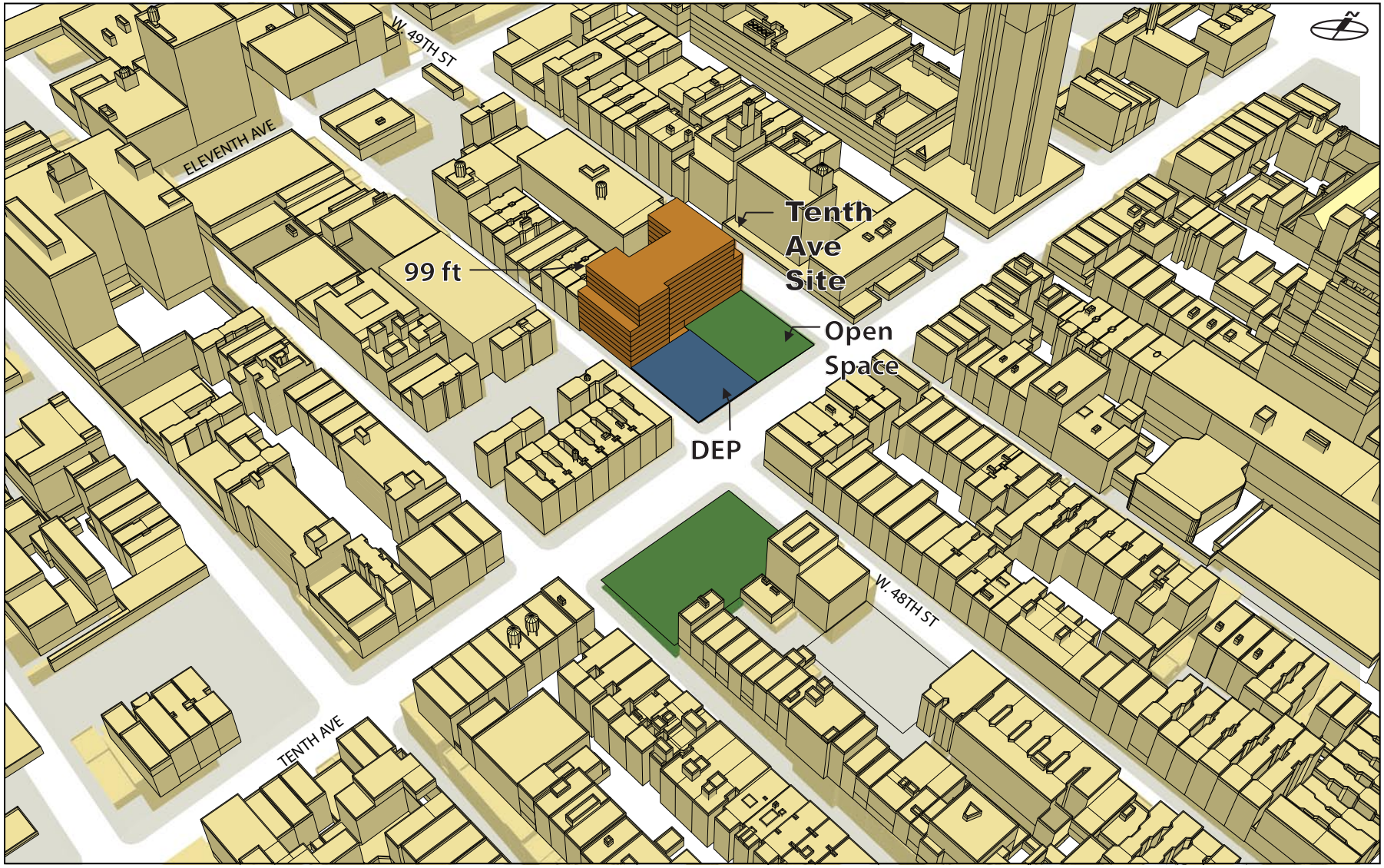

Tenth Avenue Site
Massing Model - Looking North
Figure 1-12

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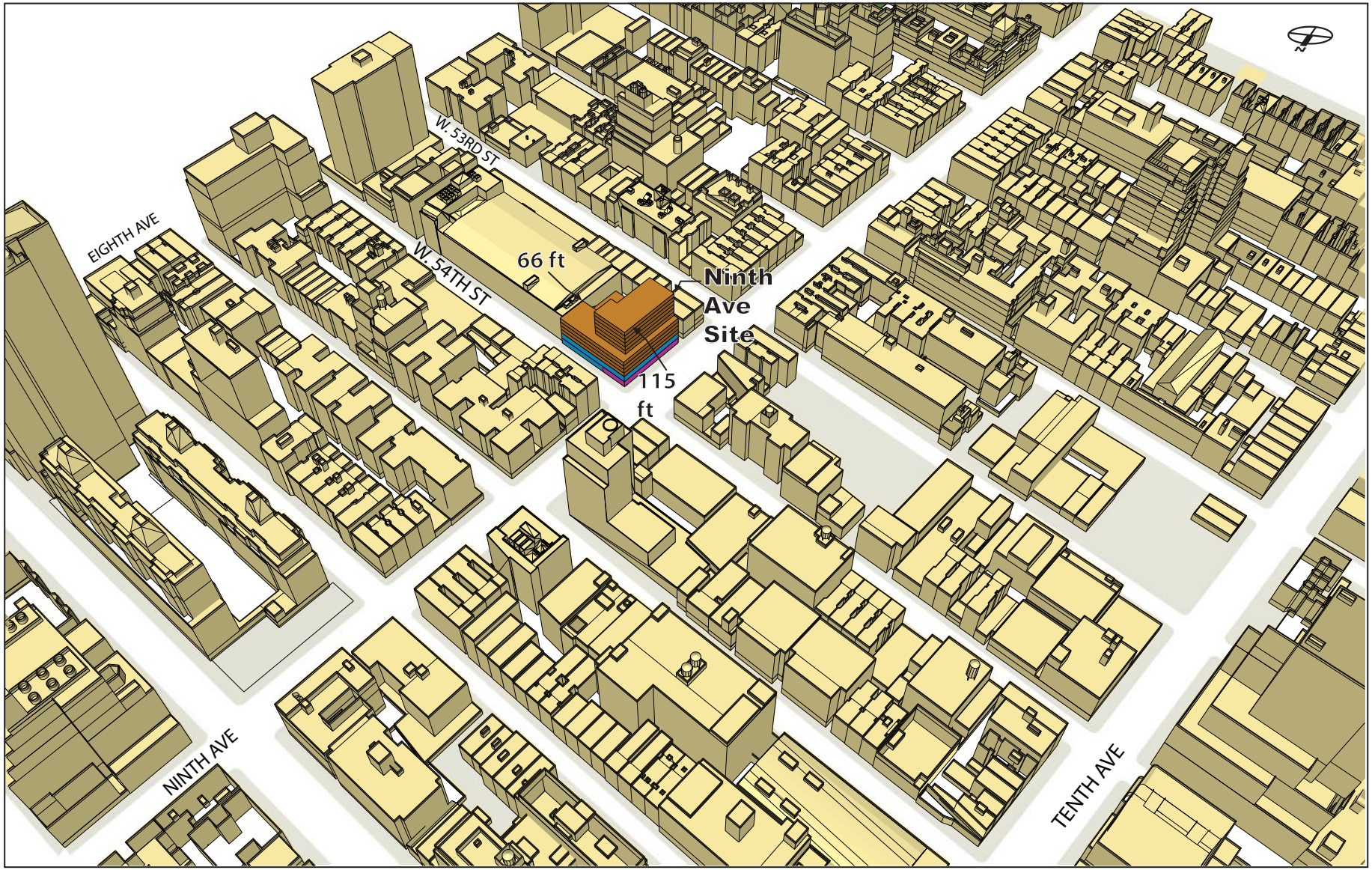

Ninth Avenue Site
Massing Model - Looking South
Figure 1-13

Green Communities criteria promote smart growth, public health, energy conservation, operational savings, and sustainable building practices in affordable housing design, and the criteria contain detailed information addressing aspects of design, development, and operations, including: integrated design; site location and neighborhood fabric; site improvements; water conservation; energy efficiency; materials beneficial to the environment; healthy living environment; and operations and maintenance. The Green Communities Criteria are aligned with the LEED for Homes rating system.

F. CONSTRUCTION SEQUENCING

The following section describes the overall construction sequencing and schedule for the Proposed Actions. Chapter 21, "Construction Impacts," provides details on the construction activities.

DEVELOPMENT SITE

It is anticipated that development would begin with the construction of the platform, which is expected to commence in 2011. The construction of the platform is anticipated to occur in phases (each phase is associated with storage track outages required to be approved by LIRR[1]), starting in the northernmost portion of the site and proceeding across the yard. Although there would be temporary track outages in the Development Site, there would be no disruption to LIRR passenger service. It is anticipated that construction of buildings would begin immediately after completion of the platform in a location. Generally, construction of the platform and subsequent buildings are anticipated to proceed from north to south. It is anticipated that early work would also involve the construction of the buildings on the terra firma. See Table 1-1 and Figure 1-9 for the overall sequence of building construction.

Table 1-1
Anticipated Building Sequencing: Development Site

Proposed Building[4]	Construction Start	Construction Finish
WR-2 (Residential)[1,2]	October 2013	January 2017
WC-1 (Commercial)[2]	November 2013	January 2017
WR-3 (Residential)[1,2]	April 2014	July 2017
WR-1 (Residential)[2]	August 2015	January 2018
WR-6 (Residential)	January 2016	July 2018
WR-7 (Residential)	January 2016	January 2019
WR-4 (Residential)	October 2016	April 2019
WR-5 (Residential)[3]	January 2017	September 2019

Notes:
1. The PS/IS school would be located in the base of WR-2 and WR-3.
2. Buildings would have retail.
3. Building WR-5 would only have ground-floor retail in the Maximum Residential Scenario (see Chapter 2, "Framework for Analysis").
4. See Figure 1-9

[1] Once the Developer and MTA have entered into a lease, with option to purchase, for the Development Site, the LIRR would separately approve construction plans.

Construction of the platform's first phases is expected to occur between 2011 and 2013, after which construction of the commercial building WC-1 in the northeast corner could begin. Construction of commercial building WC-1 would therefore begin in 2013 and be completed in 2017.

Construction of residential buildings WR-2 and WR-3, proposed on the terra firma along West 30th Street, would likely begin in 2013 and 2014, with completion in 2017. These two residential buildings would rise above a common base, which would contain ground-floor retail and the PS/IS school. Construction of this base would include the core and shell for the PS/IS school; however, the timing for the interior construction and opening of the school would be determined by the Department of Education and the School Construction Authority.

Construction of residential building WR-1, just north of the PS/IS school, is expected to begin in 2015 and be completed in 2018. Building WR-4, along West 30th Street, would be constructed on terra firma and would likely probably begin construction in 2016, with completion expected in 2019. Construction of residential buildings WR-6 and WR-7, located in the northwest portion of the Development Site, is anticipated to begin in 2016. Building WR-6 is expected to be completed in 2018, and building WR-7 is expected to be completed in 2019. Residential building WR-5, to be constructed on the platform, would begin construction in 2017 with completion expected in 2019.

The proposed open space would be developed in phases associated with the completion of the adjacent buildings. By 2017, it is anticipated that the Development Site would contain approximately 1.48 acres of active and passive open space. Based on the illustrative site plan, it is anticipated that two open space areas would be completed, along with two residential buildings (WR-2 and WR-3) and one commercial building (WC-1) by 2017 (see Figure 1-14). A 1.42-acre lawn would be located in the central portion of the site, between buildings WC-1 to the north and WR-2 and WR-3 to the south. It was assumed to be evenly divided between active uses (0.71 acres) and passive uses (0.71 acres). A 2,600-sf plaza would be located at the northeast corner of the site adjacent to building WC-1, at the corner of Eleventh Avenue and West 33rd Street. The remaining open spaces to be completed by 2019 include: a 1.14-acre open space around WR-4; a 1.51-acre lawn area along Twelfth Avenue between WR-4 and WR-7; a 0.26-acre plaza adjacent to WR-6; and 1.05 acres of passive open space on the portion of the High Line on the Development Site.

ADDITIONAL HOUSING SITES

Construction of the Ninth Avenue Site is expected to begin in 2013 and be completed in 2016. Construction at the Tenth Avenue Site is anticipated to begin in 2014 and be completed in 2018.

G. PROJECT APPROVALS AND ACTIONS

The Proposed Actions include a number of discretionary City and State approvals, as described below.

DEVELOPMENT SITE

1. Zoning

- Zoning map amendment of Development Site from existing M2-3 district to proposed C6-4/Special Hudson Yards District;
- Zoning text amendments to Special Hudson Yards District zoning text to create a new subdistrict. Establish use, bulk, open space, streetwall and other design controls for



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Development Site: Interim Build Open Space
Figure 1-14

Development Site and establish certification procedures for phasing for the proposed open space; and

- Special permits pursuant to Zoning Resolution Section 13-50 for accessory off-street parking.

2. Regulatory approvals/actions as necessary to facilitate the adaptive reuse of the High Line on the Development Site.

3. City map amendment for re-profiling West 33rd Street between Eleventh and Twelfth Avenues.

4. Project approval by MTA, including MTA and/or LIRR approval of platform over and any necessary improvements within the rail yard.

5. Disposition of Development Site by TBTA and MTA, including lease, with option to purchase, easements, and other options.

6. Site selection for the PS/IS school by the SCA.

7. New York City Housing Development Corporation/New York State Housing Finance Agency financing approvals/actions for affordable housing.

8. Possible New York State Department of Environmental Conservation (DEC) State Pollutant Discharge Elimination System (SPDES) and/or other DEC permits.

9. Amendment to the Uniform Tax Exemption Policy (UTEP) by the New York City Industrial Development Agency to expand the boundaries of the UTEP catchment area.

ADDITIONAL HOUSING SITES

10. Disposition by the City of the Additional Housing Sites pursuant to the requirements of the Urban Development Action Area Program (UDAAP), and possible associated affordable housing financing actions, and

- Tenth Avenue Site:
  - Zoning text map change to place the entire site in the Special Clinton District Other Area;
  - Special permit for building above a railroad right-of-way.[1]
- Ninth Avenue Site:
  - Zoning map change to extend the C1-5 commercial overlay to within approximately 275 feet of Eighth Avenue;
  - Special Permit for existing height modification.[1]
  - General Large Scale Special Permit. [1]
  - Partial release of MTA's interest in the Ninth Avenue Site to the City of New York.

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[1] It is anticipated that the special permits will be applied for in accordance with specific site plans following issuance of RFPs for affordable housing development and developer selection for the Additional Housing Sites.