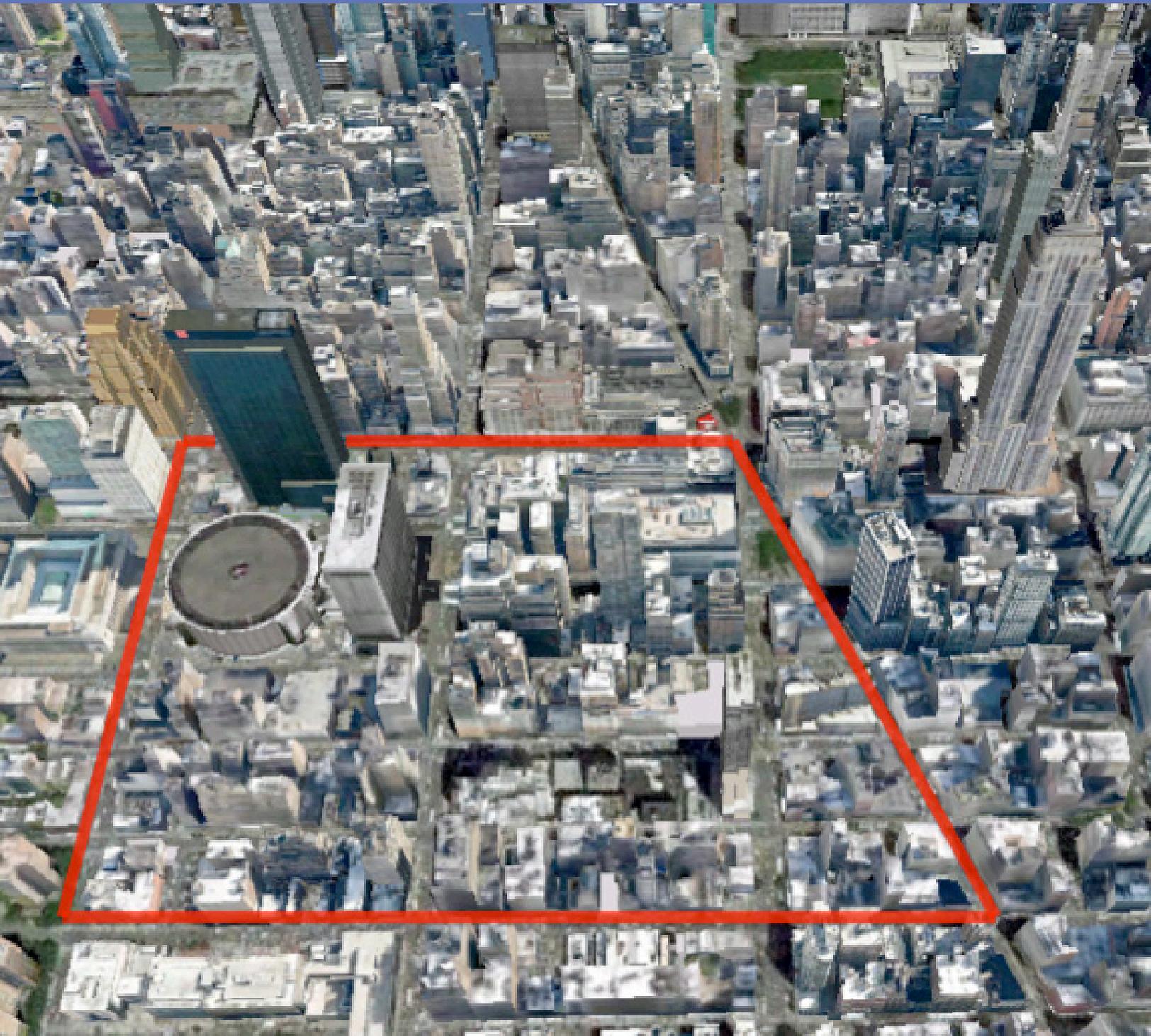


# The Penn Station Study Area: Trends and Opportunities



Produced for the CB5 Penn Station Study Group  
May 2012

# Acknowledgments

We would like to thank Community Board Five and especially the following members of the Penn Station Study Group for their guidance and support:

**Andreas Benzing**  
**Joseph Ferrara**  
**Michael Keane (Co-Chair)**  
**Ed Klimerman**  
**Raju Mann**  
**Kate McDonough (Co-Chair)**  
**Giuseppe Scalia**

We would also like to thank the following individuals and agencies:

**Gail Benjamin**, Director of Land Use Division  
New York City Council

**Anthony Borelli**, Vice President of Planning and Real Estate  
Edison Properties, LLC

**Felix Ciampa**, Senior Vice President, Government Affairs  
Madison Square Garden

**Edward Goldberg**, Senior Vice-President, External Affairs  
Macy's

**Steven Kaufman**, President  
Kaufman Organization

**Raju Mann**, Director of Planning  
Municipal Arts Society

**Dan Pisark**, Vice President  
34<sup>th</sup> Street Partnership

**Jay Segal**, Partner  
Greenberg Traurig

**Michael Slattery**, Senior Vice President  
Real Estate Board of New York

New York City Department of City Planning

New York City Department of Transportation

Office of Manhattan Borough President Scott M. Stringer

Finally, thank you to **Melissa Kaplan-Macey**, our Capstone advisor, for all her help.

# **The Penn Station Study Area:**

## **Trends and Opportunities**

# Table of Contents

<b>Introduction</b>	<b>5</b>
<b>1.0 Study Area</b>	<b>7</b>
1.1 Boundaries	8
1.2 History of Study Area	9
<b>2.0 Existing Conditions</b>	<b>10</b>
2.1 Land Use/Zoning	11
2.2 Housing/Demographics	18
2.3 Economic Activity	21
2.4 Transportation	24
2.5 Public Services	29
2.6 Open Space	32
2.7 Soft Sites	34
<b>3.0 Major Trends</b>	<b>37</b>
<b>4.0 Recommendations</b>	<b>40</b>
<b>5.0 Appendices</b>	<b>44</b>
Appendix A	45
Appendix B	51
Appendix C	53
<b>Capstone Team Bios</b>	<b>54</b>

## Introduction

# Introduction

The Capstone Program at New York University's Wagner Graduate School of Public Service offers Master of Urban Planning candidates in their final year of study the opportunity to work in groups as consultants for client organizations. Students apply their academic learning to real-world planning challenges, and clients receive objective analysis and recommendations from emerging planners immersed in the most current literature in the field. In 2011, the chairs of Manhattan Community Board Five's (CB5) Penn Station Study Group applied to participate in the Capstone session beginning in the fall of that year. CB5, which covers the area between 59<sup>th</sup> Street and 26<sup>th</sup> Street between Lexington and 8<sup>th</sup> Avenues, and from 26<sup>th</sup> Street to 14<sup>th</sup> Street between Lexington Avenue and 6<sup>th</sup> Avenue, sought a better understanding of the area surrounding Penn Station (The Penn Station Study Area or Study Area).

In recent years, CB5, in its charter-mandated role as an advisory group has evaluated a range of proposed projects in the area surrounding Penn Station, including land use and development proposals; zoning changes and variances; and transportation initiatives. During this time, it became clear that the Board lacks a unified vision for the area with which it can evaluate such proposals. To address this challenge, CB5 sought a Capstone Team that would compile an inventory of existing conditions in the area, conduct an analysis of current trends, and provide preliminary recommendations. Equipped with this data, CB5 hopes to formulate a vision for the Penn Station area that will enable it to better work with public and private entities, community representatives, and other stakeholders in matters concerning preservation, development, transportation, infrastructure, open space, and public services. In the future, this vision could serve as the foundation for a 197(a) Plan or similar neighborhood plan.

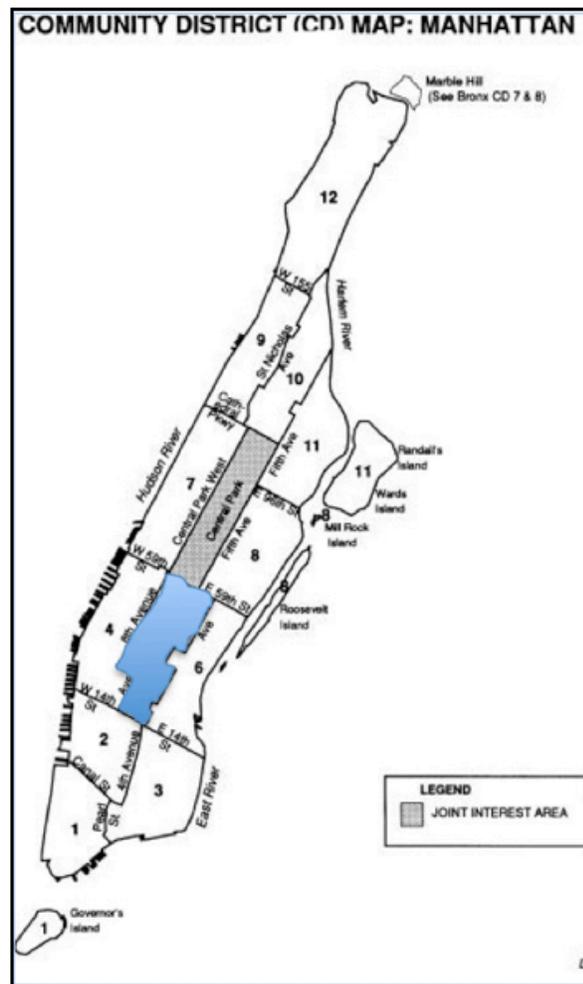
The Capstone Team and the Client first met in October 2011 and agreed that the Team would catalogue the area's existing conditions through interviews with stakeholders, data collection, and research. Specific areas of interest that CB5 identified included:

- Current state of and opportunities for mixed-use development;

- An improvement and increase in open space; and
- The management of traffic and pedestrian density.

CB5 also asked for information on the impact of the new M1-6D rezoning, which allows for a mixture of light manufacturing, commercial, office and residential use. In the Spring of 2011, a two-block area in the southwestern corner of the Study Area was rezoned to M1-6D, which was intended to encourage more mixed-use development and the preservation of Class B and Class C office space.

It was within this context that the Capstone Team began its work in October and arrived at the conclusions and recommendations presented herein.



Map of Manhattan Community Boards with CB5 in Blue (Source: DCP)

## 1.0 Study Area

# 1.1 Boundaries

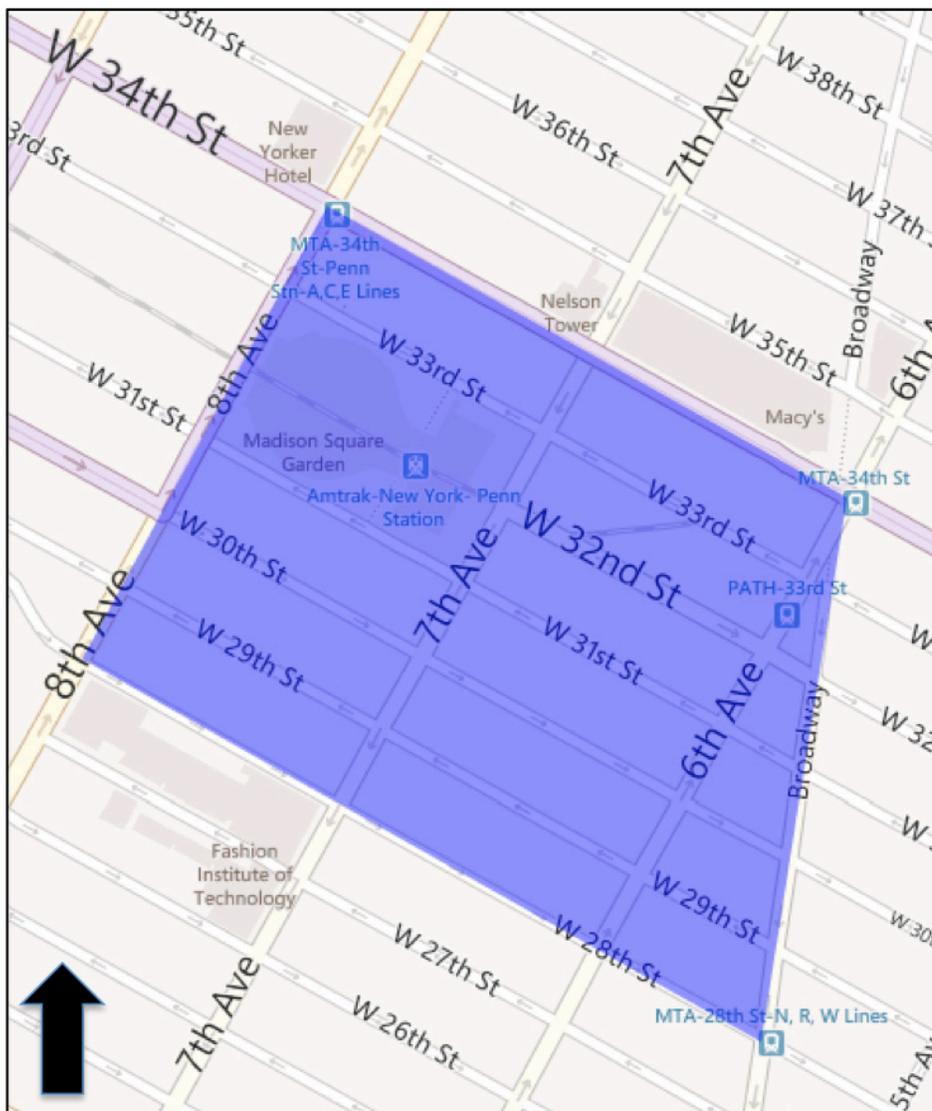
## 1.1 Boundaries:

After consultation with the Client and a thorough site visit, the team set the following boundaries for the Penn Station Study Area: between 34<sup>th</sup> Street and 28<sup>th</sup> Street and between 8<sup>th</sup> Avenue and Broadway.

### *Explanation of Boundaries*

The Study Area consists of the meeting point of three distinct adjacent neighborhoods: Chelsea to the South, Koreatown to East, and Midtown to the North. These neighborhoods converge on Penn Station and result in an area of Manhattan without a coherent identity. Ultimately the boundaries settled upon are the result of consulting with the Client and trying to create a compact Study Area that incorporates the economic diversity of the area, the M1-6D rezoning, and the multiple categories of property inventory and building stock.

**Figure 1-1**  
**Map of the Study Area**



## 1.2 History of Study Area:

The area examined in this report includes various buildings built around the early 1900's. Most of these were built and designed following the Zoning Resolution of 1916, the first New York City Zoning ordinance.<sup>1</sup> These buildings originally were constructed for garment and fabric affiliated manufacturers and retailers specifically in the fur industry. They replaced the tenement style manufacturers and shops, which were generally located in the Lower East Side.<sup>1</sup>

The original Penn Station was completed in 1910 and occupied two whole city blocks between 31st and 34th Streets, between 7th and 8th Avenues. The Beaux-Arts structure was designed by architects McKim, Mead and White, and was highly decorated with travertine and granite, ornate columns, and carvings. Though the building was iconic and celebrated as one of the great architectural treasures of New York City, it fell into poor condition by the 1960's and in 1961 it was announced that the

building would be demolished.<sup>2</sup> At the time, the justification for the building's demolition was that rail transportation was becoming less important and that the space could be better used for new infrastructure—specifically Madison Square Garden and a high-rise office building.

In 1963, the original Penn Station was demolished and by 1968 construction was completed on the new Penn Station. This building is now referred to as Penn Station and is at the heart of the Study Area. While this new structure was originally celebrated for its modern amenities, it soon became apparent that the new Penn Station did not have adequate capacity for the many travelers passing through the station.<sup>3</sup> Moreover, its modern architecture was soon deemed dated and considered by many to be unappealing. Today, Penn Station is the busiest transit hub in North America and it defines in many ways the street life and character of the Study Area.

1 "Garment District" The Encyclopedia of New York City. Kenneth T. Jackson, ed (New Haven: Yale University Press, 1995)

2 "Pennsylvania Station", The New York Preservation Archive Project, Available at: <http://www.nypap.org/content/pennsylvania-station>

3 "Moynihan Station: A New Penn Station" The Municipal Arts Society of New York, Available at: <http://mas.org/urbanplanning/moynihan-station/>



# 2.0 Existing Conditions

## 2.0 Existing Conditions

## 2.1 Land Use/Zoning:

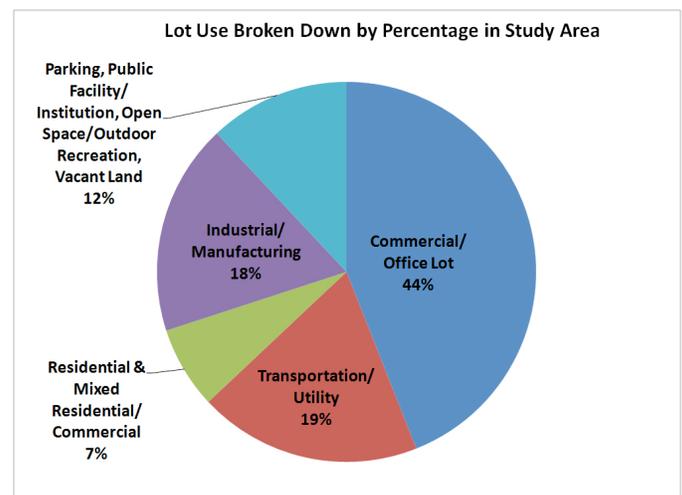
The Penn Station Study Area is comprised of 18 blocks containing 270 lots. There are ten land use categories identified in the Study Area: commercial/office buildings, industrial manufacturing, mixed residential and commercial, parking, public facilities or institutions, transportation space, residential properties (i.e. multi-family elevator and walk-up buildings), and vacant land, as shown in **Figure 2-1**:

The total lot area of the Study Area is 2,142,950. The average lot is approximately 6,100 square feet.<sup>4</sup> The average number of buildings on any given lot is 1, although there are some lots that contain more than one building for a total of 290 buildings in the Study Area. There are 115 commercial/office lots, 80 manufacturing lots, 20 mixed use lots, 17 parking lots, 13 public facility and institutional lots, 13 multifamily residential lots (6 elevator and 7 walk-up buildings), 7 vacant lots, 4 transportation/utility lots, and one open space/outdoor recreation lot. 44% of the lot floor area is occupied by commercial/office buildings, 19% is occupied by industrial/

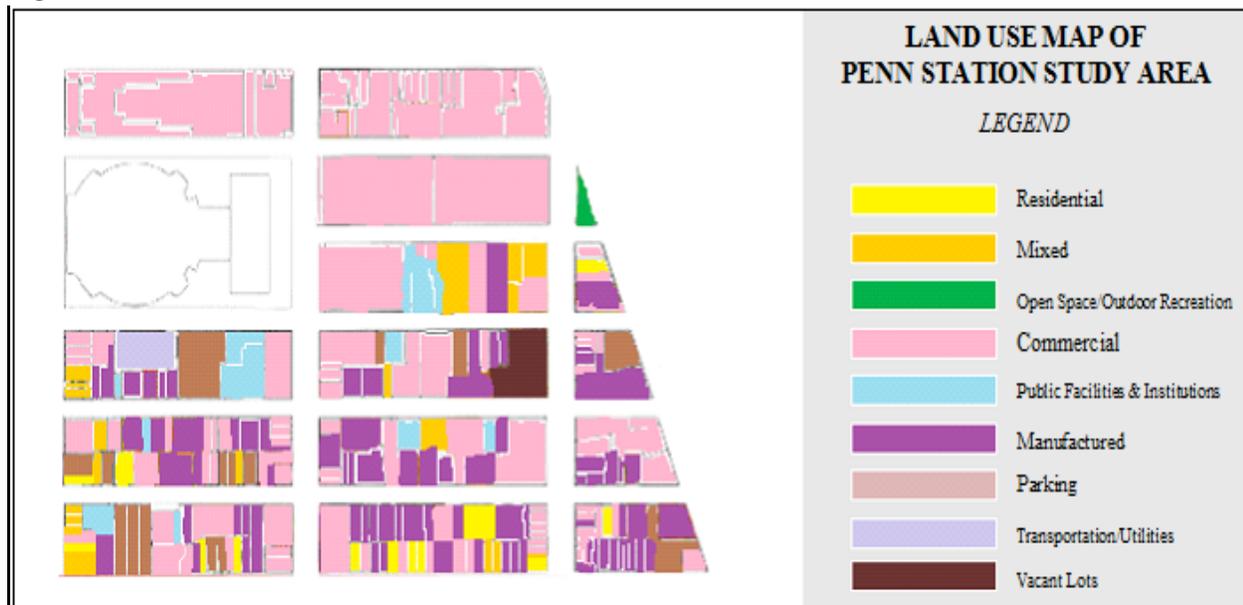
<sup>4</sup> This includes all lots except for the transportation hub on block 783 at West 34th Street, and one parking lot at 217 West 28th Street, for which data entries were not available.

manufacturing buildings, and 18% is occupied by transportation/utility. The remaining 19 percent of land is accounted for by vacant lots, mixed use (residential & commercial) lots, public facilities and institutional lots, and open space as shown in **Figure 2-2**.

**Figure 2-2**



**Figure 2-1**



Source: [www.Oasisnyc.net](http://www.Oasisnyc.net)

## 2.1 Land Use/Zoning

### Zoning

New York City zoning designates residential, commercial and manufacturing areas of the city. **Figure 2-3** is a map of the zoning in the Study Area.

These three zoning categories govern land use and have defined districts initially designated by letters “C”, “R” and “M” for their respective uses. The number found after the zoning letter describes the bulk and density allowed. A second number or letter, following the first number indicates further zoning controls. In particular, a “D” refers to allowed residential use. The Study Area contains the following 9 zoning districts: C6-2A, C6-3X, C6-4, C6-4.5, C6-4X, C6-6, M1-5, M1-6, M1-6D. For more information on these zoning district please see **Appendix A**. The M1-6 district contains the most lots with 87. C6-4X has the second most and contains 49 lots. This is followed by M1-6D, which has 48 lots. **Figure 2-4** shows the major zoning districts broken down by lot count in the Study Area.

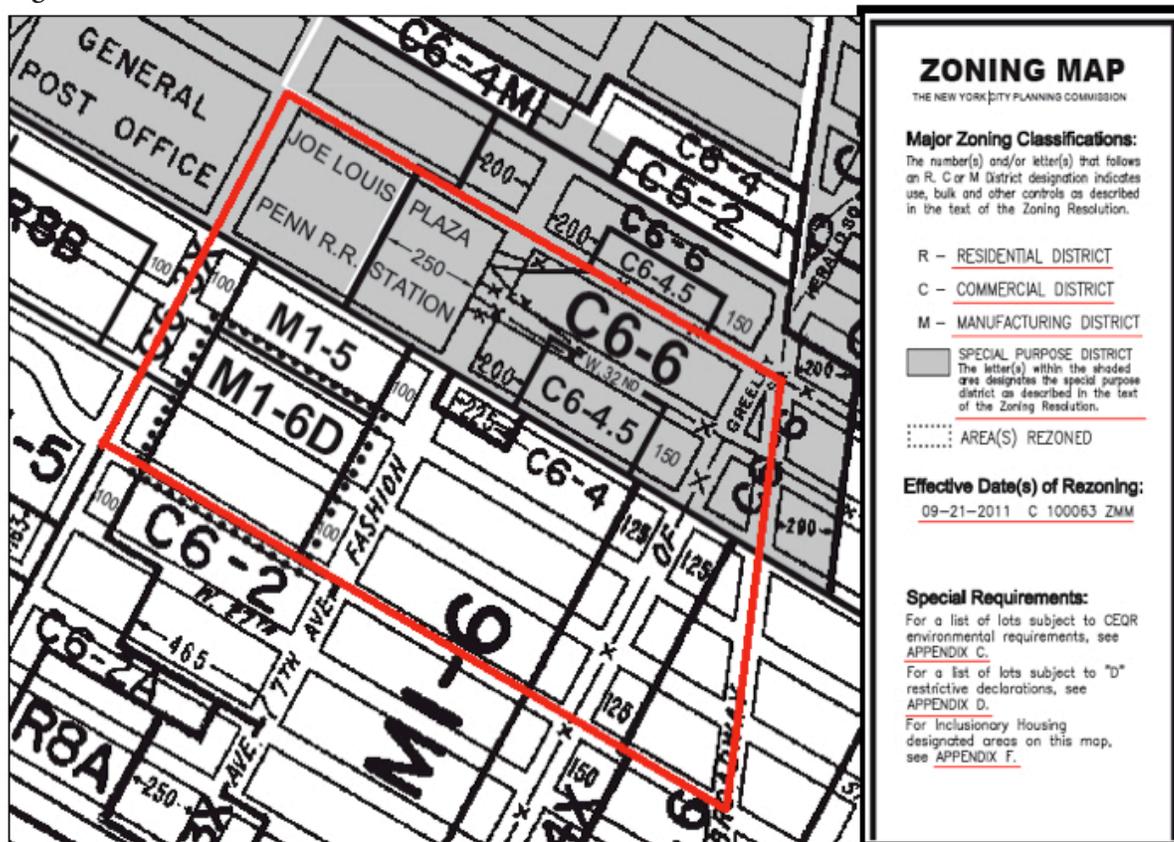
### Class B and C Office Space

Class B and C office space accounts for less than 8% of the lots in the Study Area. There are one Class B and 21 Class C buildings in the Study Area. The average asking rent is between \$20 to \$44 per square foot. Approximately 12% of all M1-6D lots are Class C office space and 90% of the 22 buildings fall into manufacturing districts.<sup>5</sup>

### Special Districts

Since 1969, the City Planning Commission has been designating special districts in order to achieve specific planning and urban design objectives in defined areas. The Study Area falls under the Special Midtown District, which allows for specified FAR bonuses on public plazas, subway station improvements, and potential theater revitalizations. Please see **Appendix B** for a map of the Special Midtown District.

Figure 2-3



Source: DCP

<sup>5</sup> Class B & C information was obtained from Samuel Filler, the Manhattan Borough President’s Community Planning Fellow for CBS.

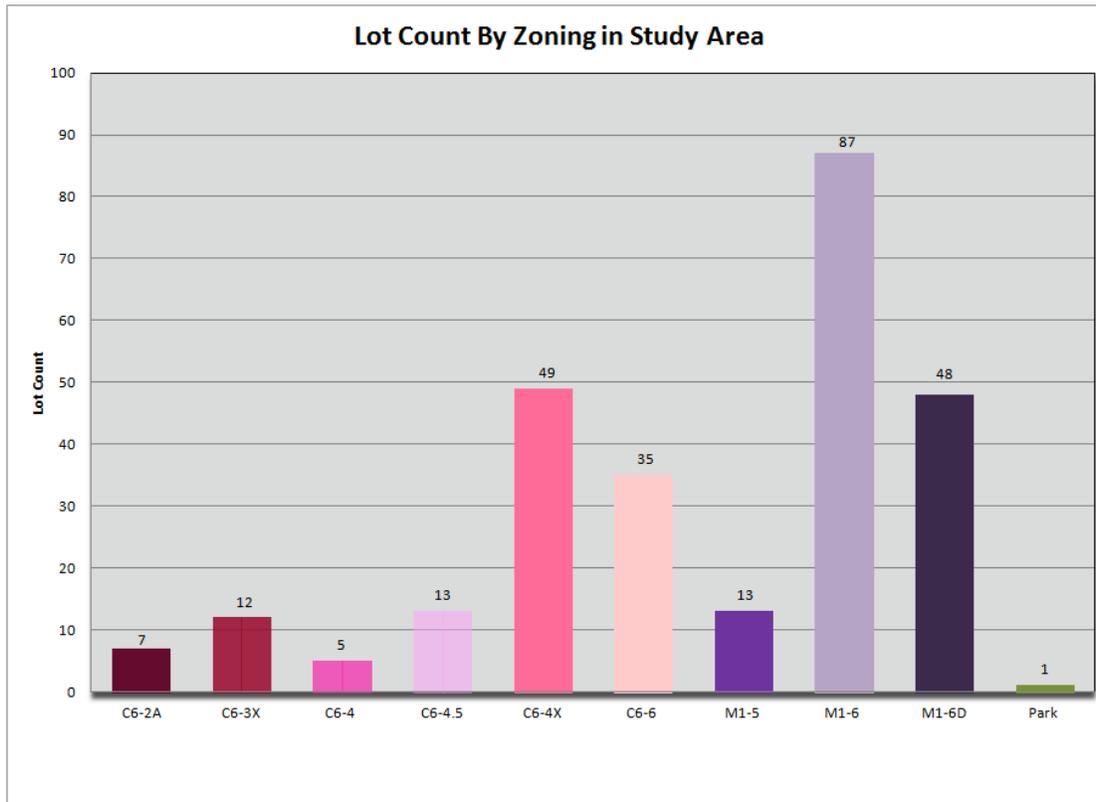


Figure 2-4

While the majority of the Study Area fits into the Special Midtown District, part of the Study Area also falls under the Penn Center Sub-District which covers about 5% of the 270 lots (**See Appendix B**). Specific regulations in this Penn Center Sub-District include height requirements for signage, specified design elements, as well as retail frontage and street wall requirements. There are also mass transit facility improvement provisions for FAR bonuses within the Sub-District. These include new subway entrances and pedestrian circulation enhancements.

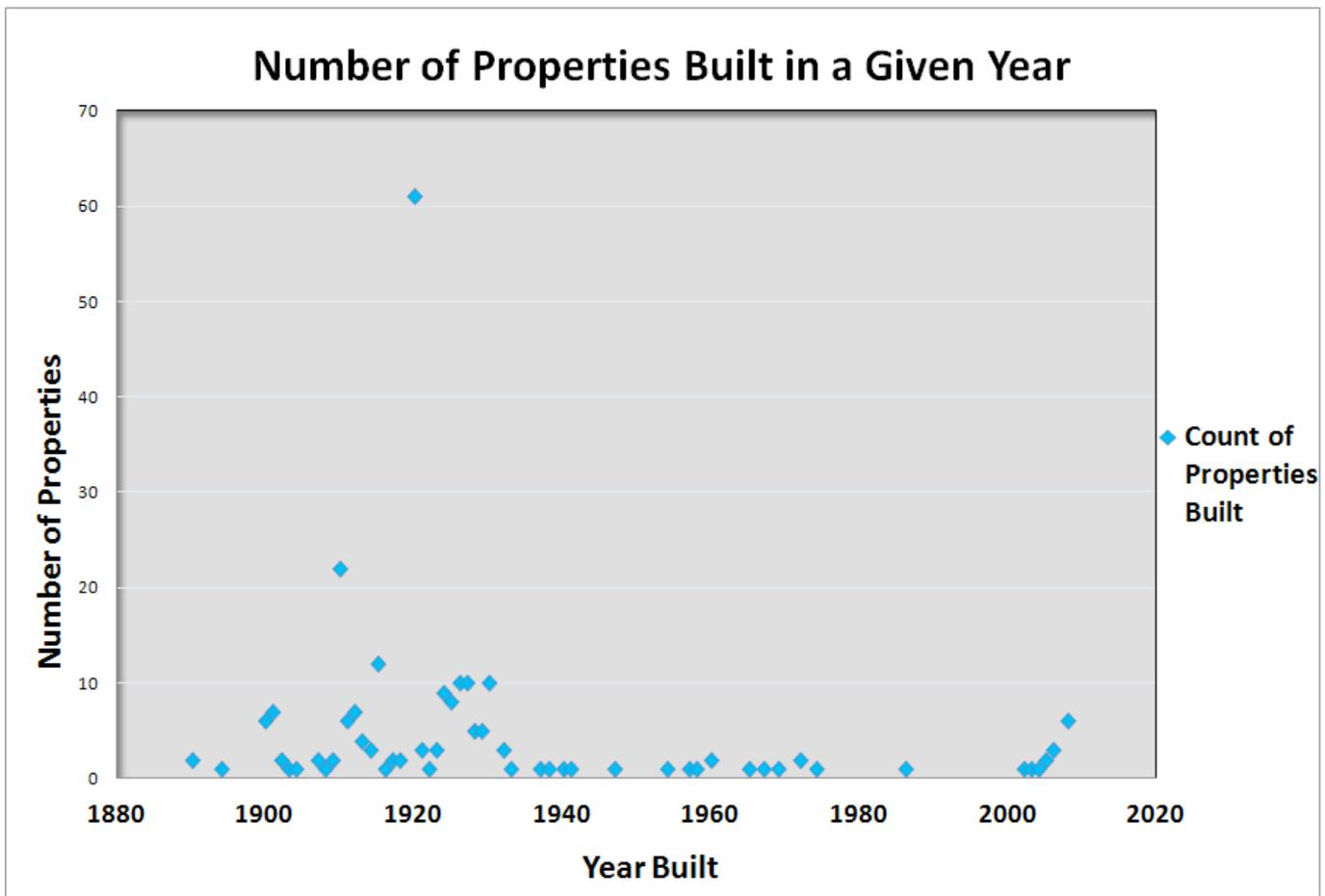
## 2.1 Land Use/Zoning

**Table 2-1**  
**Median FAR and Median MAX FAR in the Study Area by Land Use**

Land Use	Median FAR	Median Maximum FAR
Commercial/Office Building	3.66	10
Manufacturing/Industrial	5.58	10
Mixed Residential & Commercial	2.93	9
Open Space/Outdoor Recreation	--	--
Parking	5.48	5
Public Facility/Institution	2.62	10
Residential: Multi-Family Walk-Up	6.59	10
Transportation/Utility	--	12.5
Vacant Land	--	10

Source: www.Oasisnyc.net

**Figure 2-5**



### **Floor Area**

The floor area ratio (FAR) is the ratio of a building's floor area to the size of the parcel of land on which it is built. The maximum FAR is the potential square footage a given lot could be built to under current zoning. For example, the Penn Terminal Building on 370 7<sup>th</sup> Avenue has a total lot size of 19,750, but contains 332,383 square feet of floor area, which is more than 16 times that of the lot size—as such, the FAR is 16.83. **Table 2-1** outlines the median FAR and median Maximum FAR in the Study Area by Land Use.

### **Other Data**

Although there is no residential zoning in the Study Area, mixed-use commercial and residential properties do exist due to right-of-use and previous zoning laws that allowed residential buildings to be built. These include 408 8<sup>th</sup> Avenue (built in 1986, zoned C6-3X), 261 West 28<sup>th</sup> Street (built in 2006, zoned C6-2A), 125 West 31<sup>st</sup> Street (built in 2005, zoned C6-4.5), 106 West 32<sup>nd</sup> Street, 109 West 31<sup>st</sup> Street, and 883 Avenue of the Americas (all built in 2008, zoned C6-6), and 143 West 30<sup>th</sup> Street (built in 2008).

The inventory's average year built is 1926. The median year built is 1920, with 61 properties constructed that year. Buildings solely used for multi-family residential use were generally built from the turn of the century into the 1920's. There is currently an upward trend in construction within the Study Area but the building stock will primarily be pre-War for the foreseeable future. **Figure 2-5** illustrates these trends.

They are two buildings landmarked in the Study Area. 130 West 30<sup>th</sup> Street was constructed between 1927-1928 and is 19 stories tall with 66 units of which 45 are residential. The second property is the 23<sup>rd</sup> Police Precinct, also known as the Tenderloin Station, located at 134-138 West 30<sup>th</sup> Street.<sup>6</sup>

<sup>6</sup> *Landmarks Preservation Commission: 130 West 30th Street Building*. New York: City of New York, 2001. Available at: [http://www.neighborhoodpreservationcenter.org/db/bb\\_files/01-130-W-30TH.pdf](http://www.neighborhoodpreservationcenter.org/db/bb_files/01-130-W-30TH.pdf)



Tendorloin Police Station.



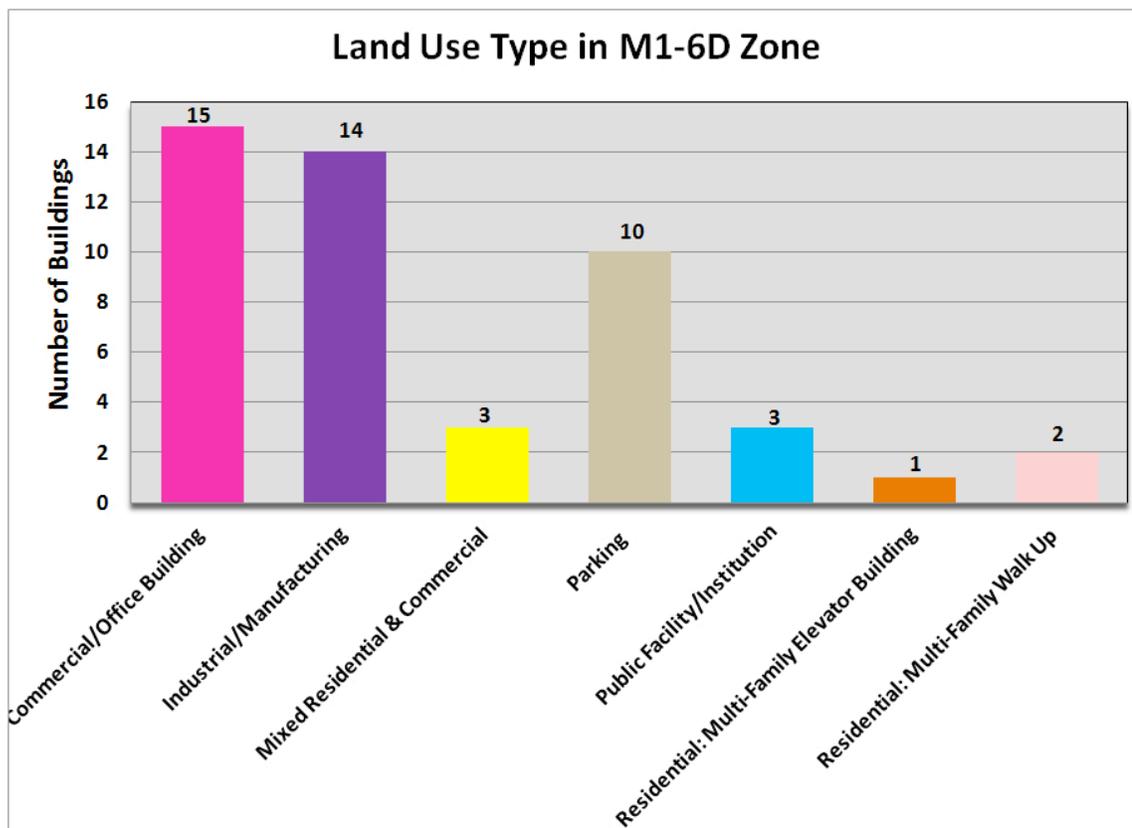
130 W. 30th St.  
Source: ArtDeco.org

## 2.1 Land Use/Zoning

### M1-6D

M1-6D is a new zoning district that has been added to the Study Area approved by the City Planning Commission as an overlay to 48 lots on the blocks between West 30<sup>th</sup> and West 28<sup>th</sup> Streets, from 7<sup>th</sup> Avenue west to 8<sup>th</sup> Avenue as seen in **Figure 2-3**. The rezoning was proposed because the original M1-5 zoning “neither reflects the current land uses in the proposed rezoning area nor the densities of existing buildings.”<sup>7</sup> Although the area is still zoned manufacturing, one should note that the “D” indicates a rezoning which allows residential use, versus the prior M1-5 which did not allow for this.

Figure 2-6



<sup>7</sup> *Rezoning of M1-5 Application Decision*. New York: City Planning Commission, 2011. Available at: [http://www.neighborhoodpreservationcenter.org/db/bb\\_files/01-130-W-30TH.pdf](http://www.neighborhoodpreservationcenter.org/db/bb_files/01-130-W-30TH.pdf)

## Major Rezonings...

The Study Area is located directly to the east of the recent major rezoning of Hudson Yards and to the west of a potential major rezoning of the Grand Central area. Both of these rezonings will potentially add significant new development to the city and have a major impact on the Study Area.

The Hudson Yards area was rezoned in 2005 in order to transform the area into “a vibrant, medium to high density extension of the Midtown business district”. The rezoning allows for 24 million square feet of new office space, 13,500 new housing units, 1 million square feet of new retail space, and 2 million square feet of new hotels. Additionally, in 2009 the Western Rail Yards were rezoned in order to transform the open-air railroad storage facility into “a vibrant, transit-oriented, mixed use development”.<sup>1</sup> The rezoning will allow for “approximately 5,000 apartments, office, hotel, retail, cultural and community facility, and parking uses, and 5.45 acres of public open space”.<sup>2</sup> As part of the overall Hudson Yard rezonings, developers can receive a zoning bonus that would allow them to exceed the new maximum FAR set by the rezonings in exchange for making a District Improvement Bonus (DIB) payment to the Hudson Yards Improvement Fund. This fund “will be used by the City to help finance density-ameliorating infrastructure improvements in the Hudson Yards area, including the No. 7 Subway Extension and new parks and open space”.<sup>3</sup>

On January 12, 2012, Mayor Michael Bloomberg in his State of City address called for “a package of regulatory changes” to bring economic investment to the Grand Central area. While officially this statement has not been elaborated, news sources have suggested that the city is preparing to propose a rezoning of this area to allow for larger and taller buildings by allowing more air rights, which will encourage new development. According to the Wall Street Journal, this rezoning “comes as the Bloomberg administration is concerned about the city’s aging stock of office buildings” and the fact that there

are fewer and fewer large development sites left in the city.<sup>4</sup> This concern by the Bloomberg administration also stems from a push made by the Real Estate Board of New York (“REBNY”) in 2011 calling for limited rezonings in the city to provide new office space. Mary Ann Tight, the REBNY Chairwoman was quoted by the Wall Street Journal stating that, “the problem is that our building stock is so damn old, and the oldest of it is right in the sweet spot of our transportation hub”.<sup>5</sup> Further, the central problem identified by members of the real estate and government communities is that, land owners in the Grand Central Area are reluctant to tear down an occupied building, despite its poor conditions and below market rent, unless zoning allows for a much larger building to take its place.

While further information on the potential Grand Central area rezoning has not been made public as of early Spring 2012, all signals suggest the Bloomberg administration plans on bringing a rezoning to the City Council before the end of the Mayor’s term. The rezoning is intended to provide more opportunity to recycle old and underused building stock and allow for more development in the area around Grand Central.



Building stock in the Study Area

1 “Rezoning”, Hudson Yards Development Corporation. Available at: <http://www.hydc.org/html/project/rezoning.shtml>

2 Ibid.

3 Ibid.

4 Brown, Elliot, “Big Midtown Rezoning Eyed”, The Wall Street Journal, January 14, 2012, Available at: <http://online.wsj.com/article/SB10001424052970204409004577159273028027142.html>

5 “Big Midtown Rezoning Eyed”, Available at: <http://online.wsj.com/article/SB10001424052970204409004577159273028027142.html>

### 2.2 Housing/Demographics:

According to the 2010 Census (**Table 2-2**), the Penn Station Study Area contains 1,914 residents, 1,140 housing units and 896 households. The average household size is 1.53 people, which is slightly lower than New York City averages— in ZIP code 10001 the average household size is 1.66, in Manhattan it is 1.99, and in New York City as a whole it is 2.57. The residential vacancy rate for the Study Area is 21.4% which is significantly higher than the rest of the city— in ZIP code 10001 the vacancy rate is 10.1%, in Manhattan it is 9.8%, and in New York City it is 7.8%. The percent of housing units that are owner-occupied in the Study Area is 16.1%, which is smaller than other areas of the City— in ZIP code 10001 the percent owner-occupied is 28.3%, in Manhattan it is 22.8%, and in New York City it is 31%.

Based on the 2010 housing data three notable trends emerge. First, the Study Area has a smaller average household size than the rest of the city. This could mean that the Study Area contains fewer families and more young professionals, as the area is traditionally not considered a family neighborhood. Second, the Study Area has a significantly higher vacancy rate than the rest of the city. This could indicate that the housing stock in the area is less desirable. However,

more likely this reflects new housing units added to the housing stock just before the 2010 Census that had not yet been filled with renters or owners. Third, there is a smaller percent of owner-occupied housing units in the Study Area than the rest of the city. This likely reflects the fact that the area is not an established residential neighborhood and most of the new residential development has been rental.

Comparing the 2000 Census data for the Study Area with 2010 data shows that the population grew significantly— representing an increase of approximately 124% or 1,059 individuals. This amounts to a large growth in population compared to Manhattan as whole, which saw a population increase of approximately 3.2% over the same period. The total number of housing units also increased significantly from 2000 to 2010 with an increase of approximately 126% or 636 units. During this same period, Manhattan saw an increase of about 6%. Similarly, the total number of households increased 112% or 474, which is substantially more than Manhattan as a whole, which increased by 3.5%. The average household size increased from 2000 to 2010 by about 26%, which is also notable considering Manhattan saw a slight decrease in household size during the same period. The vacancy rate in the Study Area saw an increase of about 13

Table 2-2

<b>2010 Housing Data</b>				
	<b>Study Area</b>	<b>10001 ZIPcode</b>	<b>Manhattan</b>	<b>NYC</b>
<b>Total Population</b>	1,914	29,302	1,585,873	8,175,133
<b>Total Housing Units</b>	1,140	18,121	847,090	3,371,062
<b>Total Households</b>	896	16,298	763,846	3,109,784
<b>Average Household Size</b>	1.53	1.66	1.99	2.57
<b>Vacancy Rate</b>	21.4%	10.1%	9.8%	7.8%
<b>% Owner Occupied</b>	16.1%	28.3%	22.8%	31%

Source: 2010 Census, STDB Online

percentage points compared with Manhattan, which saw an increase of around 2 percentage points. However, the percent of owner-occupied housing units from 2000 to 2010 decreased in the Study Area by approximately 5 percentage points. During the same period Manhattan experienced an increase of approximately 2 percentage points in the percent of owner- occupied housing units.

Comparing the 2000 Census (**Table 2-3**) with 2010 data reveals three major trends. First, the Study Area saw significant growth in population, housing units, households, and average household size. This likely is the result of new development in the Study Area such as The Epic on 125 West 31<sup>st</sup> Street, which added 450 rental units in 2007.<sup>8</sup> Second, the Study Area saw an increase in the vacancy rate from 2000 to 2010. This could be the result of new residential buildings coming online just prior to the 2010 Census that had not yet been leased. It could also represent that the Study Area was hit hard by the recession and housing crash in 2008. Third, there was a decrease in the percent of owner occupied units between 2000 and 2010. This could be attributed to the increase in new rental development in the Study Area, which would add to the total number of units in the Study

Area and as a result, decrease the percentage of owner-occupied units in the Study Area.

The Epic, 125 W. 31st Street



<sup>8</sup> Building: The Epic at 125 West 31<sup>st</sup> Street in Midtown South. <http://streeteasy.com/nyc/building/the-epic>

Table 2-3

<b>2000 Housing Data</b>				
	<b>Study Area</b>	<b>10001 ZIPcode</b>	<b>Manhattan</b>	<b>NYC</b>
<b>Total Population</b>	855	18,094	1,537,195	8,008,278
<b>Total Housing Units</b>	504	10,359	798,144	3,200,912
<b>Total Households</b>	422	9,464	738,644	3,021,588
<b>Average Household Size</b>	1.21	1.71	2	2.59
<b>Vacancy Rate</b>	8.3%	8.7%	7.5%	5.6%
<b>% Owner Occupied</b>	21.4%	20.0%	20.1%	30.2

Source: 2000 Census, STDB Online

## 2.2 Housing/Demographics

### Demographics

The Penn Station Study Area has a median resident age of 33 according to the 2010 Census (**Table 2-4**). This is below the median age for other areas of New York City— ZIP code 10001 has a median age of 37.4, Manhattan is 36, and New York City as a whole is 35.5. The Study Area is about 53% male, which is slightly higher than other areas of New York City. The Study Area is approximately 60% White, 12% Black, and 20% Asian. These numbers are comparable with the racial makeup of Manhattan except for the percentage of Asians, which in Manhattan is only 11%.

Two main trends emerge from the 2010 demographic data. The Study Area is slightly more male than female in comparison to the rest of New York City. Second, the Study Area has significantly more Asians than the rest of Manhattan and the rest of New York City. This could be due to the fact that the Study

Area is adjacent to the Koreatown neighborhood.

Comparing the 2000 demographic Census data with the 2010 data shows that there has been little change to the median age in the Study Area over the 10 years— this trend holds true for Manhattan as well (**Table 2-5**). The Study Area became slightly more male, 2 percentage points, over the 10-year period— Manhattan’s male population dropped 1 percentage point. More significantly, the white population in the Study Area decreased by approximately 10 percentage points, which is a very significant demographic shift. In comparison, Manhattan saw a 3 percentage point rise in white population. The Study Area also had a 5-percentage point increase in black residents and a 4-percentage point increase in Asian residents. In comparison, the black population of Manhattan had a 2-percentage point decrease from 2000 to 2010 while the Asian population of Manhattan saw a 2-percentage point increase over the same period.

Table 2-4

2010 Demographic Data				
	Study Area	10001 ZIPcode	Manhattan	NYC
<b>Median Age</b>	33	37.4	36	35.5
<b>Male</b>	53.4%	49.4%	46.9%	47.5%
<b>Female</b>	46.6%	50.6%	53.1%	52.5%
<b>White</b>	60.8	68.3%	57.4%	44.0%
<b>Black</b>	11.80%	8.3%	15.6%	25.5%
<b>Asian</b>	20.50%	15.1%	11.3%	12.7%

Source: 2010 Census, STDB Online

Table 2-5

2000 Demographic Data				
	Study Area	10001 ZIPcode	Manhattan	NYC
<b>Median Age</b>	32.9	36.7	35.7	34.2
<b>Male</b>	51.3%	49.1%	47.5%	47.4%
<b>Female</b>	48.7%	50.9%	52.5%	52.6%
<b>White</b>	70.3	64.2%	54.4%	44.7%
<b>Black</b>	7.00%	9.5%	17.4%	26.6%
<b>Asian</b>	16.40%	14.7%	9.4%	9.8%

Source: 2000 Census, STDB Online

## 2.3 Economic Activity:

The Penn Station Study Area, like most of Manhattan, is an extremely active and diverse center of economic activity. In 2010 there were approximately 5,200 businesses located within the Study Area boundaries, employing approximately 58,400 people. **Table 2-6** breaks down businesses by sectors using categories from the North American Industry Classification System (NAICS), which is the standard used by Federal statistical agencies. For a more in-depth look at NAICS categories please see **Appendix C**.

By number of individual businesses, the top five sectors are Professional, Scientific & Tech Services sector (17.7%), Retail sector (16.4%), Unclassified Establishments sector (10.5%), Wholesale Trade sector (8.4%), and Administrative & Support & Waste Management & Remediation Services sector (6.2%). By number of employees, the top five sectors are Professional, Scientific & Tech Services sector (18.2%), Retail sector (16.0%), Health Care & Social Assistance sector (12.8%), Information sector (12.6%), and Wholesale Trade sector (5.6%).

Table 2-6

<b>Businesses by Sector in the Penn Station Study Area</b>				
	<b>Businesses</b>		<b>Employees</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>Agriculture, Forestry, Fishing &amp; Hunting</b>	3	0.10%	0	0.00%
<b>Mining</b>	1	0.00%	0	0.00%
<b>Utilities</b>	3	0.10%	33	0.10%
<b>Construction</b>	182	3.50%	860	1.50%
<b>Manufacturing</b>	242	4.70%	3,071	5.30%
<b>Wholesale Trade</b>	436	8.40%	3,250	5.60%
<b>Retail Trade</b>	850	16.40%	9,347	16.00%
<b>Transportation &amp; Warehousing</b>	112	2.20%	539	0.90%
<b>Information</b>	351	6.80%	7,332	12.60%
<b>Financing &amp; Insurance</b>	212	4.10%	2,842	4.90%
<b>Real Estate, Rental &amp; Leasing</b>	181	3.50%	1,172	2.00%
<b>Professional, Scientific &amp; Tech Services</b>	917	17.70%	10,593	18.20%
<b>Management of Companies &amp; Enterprises</b>	6	0.10%	24	0.00%
<b>Administrative &amp; Support &amp; Waste Management &amp; Remediation Services</b>	321	6.20%	2,505	4.30%
<b>Educational Services</b>	78	1.50%	431	0.70%
<b>Health Care &amp; Social Assistance</b>	107	2.10%	7,491	12.80%
<b>Arts, Entertainment &amp; Recreation</b>	108	2.10%	1,619	2.80%
<b>Accommodation &amp; Food Services</b>	187	3.60%	2,926	5.00%
<b>Other Services (except Public Admin.)</b>	317	6.10%	3,057	5.20%
<b>Public Administration</b>	24	0.50%	806	1.40%
<b>Unclassified Establishments</b>	547	10.50%	460	0.80%
<b>Totals</b>	<b>5,185</b>	<b>100.00%</b>	<b>58,358</b>	<b>100.00%</b>

Source: 2010 Business data provided by Infogroup, Omaha NE. Forecast obtained using STDB Online

## 2.3 Economic Activity

### Retail Sector

It is important to analyze the retail sector in more detail because it is generally the way in which most New Yorkers and tourists experience the economic activity of a neighborhood. It is also generally the most prominent economic factor contributing to the urban fabric of an area. The top five Retail subsectors by number of businesses are Clothing & Clothing Accessories (385 businesses), Miscellaneous Store Retailers (113 businesses), Electronics & Appliance (108 businesses), Sports Goods, Hobby, Book, &

Music (62 businesses), and Health & Personal Care (54 businesses). The top five Retail subsectors by number of employees are Clothing & Clothing Accessories (5,544 employees), Nonstore Retailers (1,010 employees), General Merchandise (709 employees), Electronics & Appliance (737 employees), and Miscellaneous Store Retailers (402 employees). **Table 2-7** provides a detailed breakdown of the 12 retail subsectors both by number of businesses and number of employees.

Table 2-7

Subsector Breakdown of Retail				
	Businesses		Employees	
	Number	Percent	Number	Percent
Motor Vehicle & Parts	6	0.7%	10	0.1%
Furniture & Home Furnishings	35	4.1%	113	1.2%
Electronics & Appliance	108	12.7%	737	7.9%
Bldg Material & Garden Equipment & Supplies	18	2.1%	37	0.4%
Food & Beverage	20	2.4%	49	0.5%
Health and Personal Care	54	6.4%	395	4.2%
Gasoline Stations	1	0.1%	0	0.0%
Clothing & Clothing Accessories	385	45.3%	5,544	59.3%
Sports Goods, Hobby, Book, & Music	62	7.3%	340	3.6%
General Merchandise	39	4.6%	709	7.6%
Miscellaneous Store Retailers	113	13.3%	402	4.3%
Nonstore Retailers	10	1.2%	1,010	10.8%
<b>Total Retail</b>	<b>850</b>	<b>100.0%</b>	<b>9,347</b>	<b>100.0%</b>

Source: 2010 Business data provided by Info group, Omaha NE. Forecast obtained using STDB Online

### Starbucks' East Coast Headquarters...

In early 2012, Starbucks signed a leased for 20,000 SF of office space at 7 Penn Plaza. Starbucks will be locating its new East Coast headquarters in the

building and will occupy close to 80% of the 15<sup>th</sup> floor starting in the summer of 2012. 7 Penn Plaza is a 17-story commercial office building, which was built in 1921.<sup>1</sup>

<sup>1</sup> "Feil to renovate lobby of 7 Penn Plaza", Real Estate Weekly, 2012, Available at: <http://www.rew-online.com/2012/02/01/feil-to-renovate-lobby-of-7-penn-plaza/>

Figure 2-7



In 2010 the total Retail subsector in the Penn Station Study Area accounted for approximately 1.1 billion dollars in sales.<sup>9</sup> Of Retail subsectors, the top three are Clothing and Clothing Accessories with approximately \$460 million in sales, General Merchandise with approximately \$260 million in sales, and Electronics & Appliance Stores with approximately \$140 million in sales. If Food Services and Drinking Places are included (which are technically categorized in the Accommodation & Food Services sector by NAICS, not as Retail) these businesses account for approximately \$170 million in sales which raises the total retail sales in the Penn Station Study Area to approximately \$1.3 billion in 2010.<sup>10</sup> **Figure 2-7** provides a breakdown of 2010 Retail Sales by Retail subsector.

### The Manhattan Mall...

The Study Area is home to the Manhattan Mall, one of only a few indoor shopping malls in New York City. The Manhattan Mall is located at 1275 Broadway, between 32<sup>nd</sup> and 33<sup>rd</sup> Streets, and has a total of approximately 500,000 square feet of retail space.<sup>1</sup> The five level mall was purchased by Vornado in 2006 for \$689 million from Argent Ventures.<sup>2</sup> In 2009, JCPenney became the Mall’s anchor tenant when it opened its first New York City store. The JCPenney store is 153,000 SF and occupies three lower levels including two floors of selling area and a third level with offices and stock space.<sup>3</sup> Other major retailers in the Manhattan Mall include: Hallmark, Footlocker, Express, Sunglass Hut, Aeropostale, Lenscrafters, Radio Shack, Toys R Us, and Victoria’s Secret.

9 Note: this does not include Macy’s sales figures as the store is not part of the Study Area.

10 2010 Retail Market Place Profile. Data provided by ESRI and Infogroup. Accessed through STDB Online.

1 Thau, Barbara, “JCPenney Takes 153,000-square –foot bite out of the Big Apple, The Real Deal, 2009, Available at: <http://therealdeal.com/blog/2009/07/31/jcpenny-takes-153-000-square-foot-bite-out-of-the-big-apple/>

2 Weiss, Lois, “Herald Square Dance-Frenzy of Commercial Deal in Retail Mecca, NYPost, 2006, Available at: [http://www.nypost.com/p/herald\\_square\\_dance\\_frenzy\\_of\\_commercial\\_O9cVj4ItYmfTweHtjXtkBI](http://www.nypost.com/p/herald_square_dance_frenzy_of_commercial_O9cVj4ItYmfTweHtjXtkBI)

3 Thau, Barbara, “JCPenney Takes 153,000 –square –foot bite out of the Big Apple”

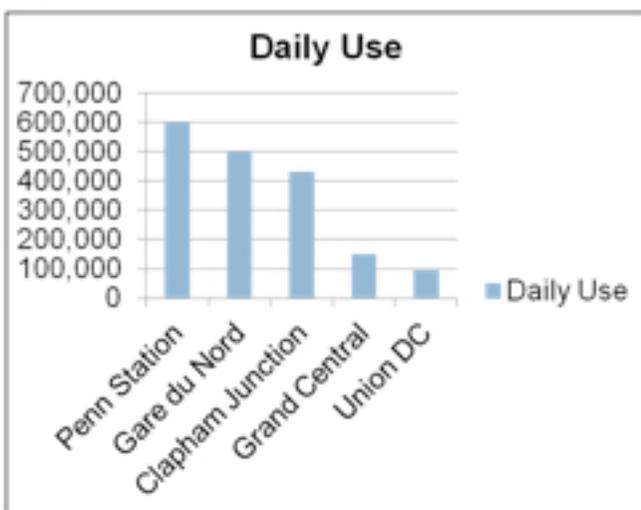
### 2.4 Transportation:

The Penn Station Study Area contains a major regional public transit hub, three of the busiest subways stations in New York City, multiple public bus lines, bike lanes, private bus pick-up and drop-off stations, taxi stands, and countless pedestrians. In addition, 34<sup>th</sup> Street— a major cross-town corridor for commercial freight, construction, and other private vehicles— transects the area. In all, the Penn Station Study Area represents the single busiest transportation node in New York City, and one of the most intricate and dense regions for transportation in the United States.

#### Regional Rail

Pennsylvania Station is the busiest rail transit hub in North America, serving over 600,000 passengers daily—more than twice as many as Grand Central Station—via the Long Island Rail Road, New Jersey Transit, and Amtrak. New Jersey Transit has five separate lines that serve the station, while the Long Island Rail Road has 12 lines and nearly 500 trains<sup>11</sup>. Amtrak carries more than 8 million passengers annually through Penn Station.<sup>12</sup>

Figure 2-8



11 All MTA statistics from MTA website [www.mta.info/network](http://www.mta.info/network)  
 12 Amtrak data from “Amtrak National Facts” on [www.amtrak.com](http://www.amtrak.com)

### Metro North Extension...

The MTA has been researching an extension of Metro North so multiple lines can connect directly to Penn Station. MTA officials say this change would bring an additional 28,000 riders a day into the transit hub. They believe that Penn Station will be able to accommodate these new riders once the East Side Access project is completed diverting many Long Island Railroad riders to Grand Central.<sup>1</sup>

1 “Penn Station Access Study”, MTA, Available at: <http://www.mta.info/mta/planning/psas/overview.htm>

#### Local Rail

In addition to functioning as a major regional transit hub, the Penn Station Study Area is also home to multiple modes of local public transportation. New York City subways and buses have multiple stations in the Study Area, as does the New Jersey PATH train. 13 subway lines pass through the Study Area: the A-C-E and the 1-2-3 with two distinct stops at Penn Station, and the B-D-F-M and the N-Q-R trains with one stop at Herald Square. Each of these three stations ranks among the six busiest in New York City and combined carry over 89 million people annually, more than double that of the subway lines serving Grand Central, and 30 million more than that of the Times Square-42<sup>nd</sup> Street station.<sup>13</sup> The New Jersey Path also has an annual ridership of over 70 million people.<sup>14</sup> Subway ridership has increased to a level not seen since the 1950’s; this upward trend is expected to continue.

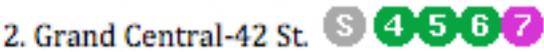
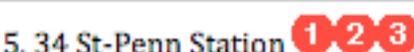
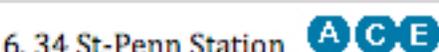
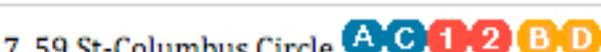
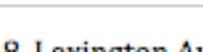
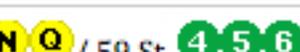
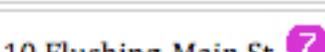
#### Buses

A total of 7 MTA bus routes serve the Study Area. The M4 bus stops at 7<sup>th</sup> and 32<sup>nd</sup>, the M10 stop at 8 and 31<sup>st</sup>, the M16 stops at 34<sup>th</sup> and 8<sup>th</sup> on its way to Port Authority, the M20 stops at 8<sup>th</sup> Ave and 7<sup>th</sup> Ave

13 All subway ridership numbers from MTA website [www.mta.info/nyc/facts](http://www.mta.info/nyc/facts)

14 “NY PATH Sets Ridership Record” [http://www.nj.com/news/index.ssf/2009/01/path\\_ridership\\_sets\\_record](http://www.nj.com/news/index.ssf/2009/01/path_ridership_sets_record)

Table 2-8  
The Ten Busiest Subway Stations 2010

Station and Subway Lines	Borough	Annual Ridership
1. Times Sq-42 St. 	Manhattan	58,422,597
2. Grand Central-42 St. 	Manhattan	41,903,210
3. 34 St-Herald Sq 	Manhattan	37,769,752
4. 14 St-Union Sq 	Manhattan	34,730,692
5. 34 St-Penn Station 	Manhattan	26,892,243
6. 34 St-Penn Station 	Manhattan	24,265,016
7. 59 St-Columbus Circle 	Manhattan	20,711,058
8. Lexington Av  / 59 St. 	Manhattan	19,553,597
9. 86 St. 	Manhattan	19,147,021
10. Flushing-Main St. 	Queens	18,630,490

on its ways from Lincoln Center to Battery Park City, and the M34 bus runs cross-town service across 34<sup>th</sup> Street. There is also the Q32 bus that goes to Jackson Heights, and the X51 bus that travels weekdays only to Auburndale, Queens.

In addition to MTA buses, several other bus lines operate in the Study Area. The Port Authority of New York and New Jersey runs the NYC Airporth, which provides passenger service from Penn Station to JFK, LaGuardia, and Newark Airports. There is a bus that runs down 34<sup>th</sup> Street to connect commuters to ferry service on 42<sup>nd</sup> Street. There are also several tour buses and charter buses that pick up and drop off customers near Penn Station. Finally, there is the relatively new issue of private inter-city buses picking up and dropping off passengers, and idling in the Study Area.

This past year curbside bus companies saw a 32% increase in ridership, which is just part of a continuing trend of more people choosing to ride inter-city buses.<sup>15</sup> As gas prices continue to rise and with options like free Wi-Fi to entice younger users, the private bus companies like Bolt Bus and MegaBus are likely to expand.

Many cities have large enough bus depots to accommodate these new lines. South Station in Boston, for example, simply allows MegaBus and Bolt Bus to pick up passengers in their bus depot, alongside older bus lines like Greyhound and Peter Pan. The Port Authority in New York simply does not have room for more buses in its facility. Further, with the cancellation of the ARC tunnel from New York to New Jersey, the Mayor's office has estimated

<sup>15</sup> "US Bus Riders Surge as Free Wi-Fi Beats Driving" Jeff Plungis, Bloomberg <http://www.bloomberg.com/news/2011-12-21/-cool-bus-trips-surge-as-free-wi-fi-beats-driving-study-shows.html>

## 2.4 Transportation

that an additional 1,700 buses will be needed by 2030 to accommodate additional commuters.<sup>16</sup>

Moving the buses will be difficult. The city of New York does not currently have oversight of these inter city bus lines; however, a new law has been introduced in the New York State legislature that could provide the city with this authority.<sup>17</sup> Under this new law, Community Board 5 would be able to work with the city government to find the best place for private buses.



Private bus parked in the express bus lane, forcing the public bus to pass in traffic. Photo taken in Study Area

### **Freight and Truck Traffic**

Long Island, Brooklyn and Queens represent a population of over 7.5 million people. The residents of these areas need goods delivered to their homes, and local stores. Most of these goods arrive from major shipping ports in New Jersey, and, to get to Long Island, many of them have to traverse Manhattan. For trucks looking to travel to the suburbs of Long Island, the smartest route is 495, which puts these trucks on 34<sup>th</sup> Street. Every day over 120,000 vehicles use the Lincoln tunnel.<sup>18</sup> Manhattan's location requires that the Study Area be viewed as an important cross-town corridor, and that the efficient movement of commercial vehicles be made a priority.

<sup>16</sup> "Potential Impacts and Cost Estimates for the Cancelled Hudson River Tunnel Project" US Government Accountability Office, March 2012, <http://www.gao.gov/assets/590/589192.pdf>

<sup>17</sup> "Assembly Speaker Silver Announces Passage of Bill Creating Permit System for Intercity Buses" <http://assembly.state.ny.us/mem/Sheldon-Silver/story/41778/>

<sup>18</sup> "Lincoln Tunnel Exclusive Bus Lane Enhancement Study" The Port Authority of NY & NJ, March 2010

### **Moynihan Station...**

Penn Station is widely recognized as a cramped and confusing labyrinth. In 1999 plans were announced to move the entrances and concourses of Penn Station under the adjacent Farley Post Office, which would then be named Moynihan Station, after US Senator Daniel Patrick Moynihan. The original plan called for all trains arriving at Penn Station to be diverted to the new Moynihan Station, which would be topped by private development. At its most ambitious point, the plan intended for the east side of Farley Post Office to be a grand new train station, and the west side to be the new Madison Square Garden. After various financial setbacks, the new plans have become modest, and Phase 1 of the project, which is currently underway, simply extends West End Concourse of the current Penn Station. New entrance points will be created west of 8<sup>th</sup> Avenue and passengers will be able to access the station from entrances outside of the post office. Phase 2 of the project, currently without a timeline or funding, would create the new train hall within the Farley Post Office for Amtrak Trains only.<sup>1</sup>

<sup>1</sup> All information provided by "Friends of Moynihan Station", <http://www.moynihanstation.org/newsite/>

### **Private Vehicles and Parking**

Along with trucks, many private cars and taxis can be found in the Study Area. Directly outside of Penn Station on 7<sup>th</sup> and 8<sup>th</sup> Avenue are two of the busiest taxi stands in Manhattan.<sup>19</sup> There are also many people who choose to drive into the area and park in several sites throughout the Study Area. As one considers transportation, it is important to realize that private cars are also part of the Study Area, and must be moved efficiently.

On a regular weekday, it is not hard to find parking in the area. Many of the lots have open space. As more development occurs throughout the Study Area, parking lots will continue to be replaced with new buildings. It may be important to monitor parking availability in the Study Area, but, for now,

<sup>19</sup> "Tracking Taxi Flow Across the City", New York Times, April 2, 2010, <http://www.nytimes.com/interactive/2010/04/02/nyregion/taxi-map.html>

there appear to be more parking spaces than there is demand.

### **Pedestrians**

There is a very high level of pedestrian activity in the Study Area as a result of the intense presence of public and private transportation described above. A recent study conducted by the 34<sup>th</sup> Street Business Improvement District showed that over 14,000 pedestrians crossed the intersection at the northwest corner of 34<sup>th</sup> Street and 7<sup>th</sup> Avenue in one hour. The study also showed that over 16,000 people crossed on the northwest corner of 34<sup>th</sup> Street and Broadway, and over 69,000 pedestrians passed through the LIRR entrance on 7<sup>th</sup> Avenue in a working day.<sup>20</sup>

Madison Square Garden generates additional pedestrian traffic to the area. The arena hosts approximately 350 events per year, many of them sold out. A basketball game at Madison Square Garden can seat close to 20,000 spectators.<sup>21</sup> Many of these visitors are coming through Penn Station, and do not necessarily add to pedestrian traffic around the arena, but close to half of all visitors arrive through private transportation.



Pedestrian congestion caused by the loading of private buses. Photo taken in Study Area

### **DOT Projects**

The NYC Department of Transportation (DOT) has completed several projects, and has several in the making, that look to improve pedestrian safety, and promote alternative forms of travel.

<sup>20</sup> “Midtown Pedestrian Counts” 34<sup>th</sup> Street Partnership, Summer 2011 <http://www.34thstreet.org/static/pdfs/retail/34SPPedestrianCountsSumm2011.pdf>

<sup>21</sup> Madison Square Garden Media Guide, 2011

### **Moving MSG?...**

In the February 8<sup>th</sup> edition of the *New York Times*, reporter Michael Kimmelman suggested that Madison Square Garden be moved, to make way for a new Penn Station. Noting that, even if the project were to be completed, only Amtrak Trains would move to Moynihan Station; Kimmelman argues a new Penn Station is a necessity for the other 95% of commuters who will still use the site. He suggests moving Madison Square Garden to the current site of the Javits Center, razing the building, and building a new Penn Station where the old station once stood.<sup>1</sup>

<sup>1</sup> Kimmelman, Michael, “Restore a Gateway to Dignity”. *NY Times*, February 8th, 2012

The DOT introduced “Greenlight for Midtown”, a project which closed down parts of Broadway in Times Square and, within the Study Area, in Herald and Greeley Squares, to increase pedestrian plaza space. The project also made parts of Broadway extended sidewalks and bike lanes. According to the DOT, injuries to motorists in the Study Area are down 63%, and injuries to pedestrians are down 35%. As a result of a friendlier pedestrian environment pedestrian volume in Herald Square has risen by 6%.<sup>22</sup>

The DOT is also in the process of completing two bicycle lane projects in the Study Area. The first project is a completion of the protected bike lane that extends north along 8<sup>th</sup> Avenue and terminates at 32<sup>nd</sup> Street. The bike lane will continue through the Study Area to Columbus Circle. The second project is the completion of two cross-city bike lanes on 29<sup>th</sup> Street and 30<sup>th</sup> Street (see **Figure 2-9**). These two bike lanes would not be protected like the ones on 8<sup>th</sup> Avenue, rather, they would be a painted lane on the street and would not take away any parking. The project would also include left-turn only lanes where the streets cross the avenues, which the DOT predicts will decrease the amount of pedestrian

<sup>22</sup> “Greenlight for Midtown” NYC DOT, <http://www.nyc.gov/html/dot/html/about/broadway.shtml>

## 2.4 Transportation

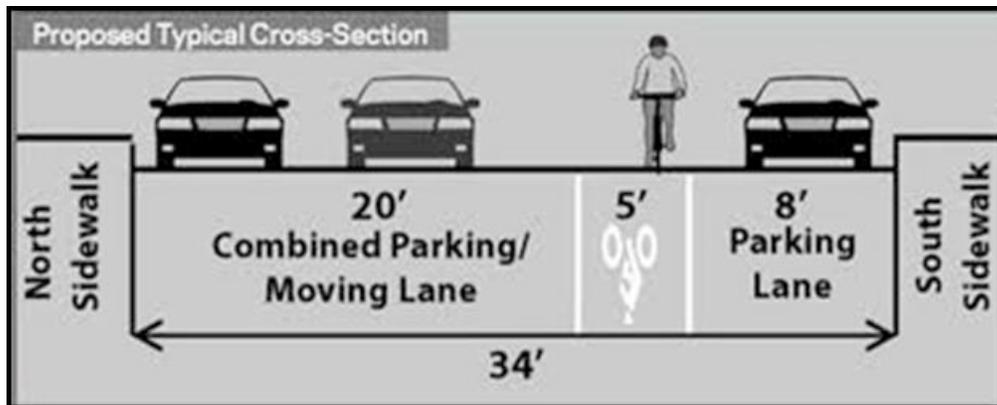


Figure 2-9

Preliminary Design for 29th Street bike lane.

Source: DOT

crashes on these avenues.<sup>23</sup>

The DOT has also come up with an alternative to the original 34<sup>th</sup> Street transit way proposal. The 34<sup>th</sup> street bus corridor provides over 33,000 bus trips a day. The original proposal called for a closing of 34<sup>th</sup> Street between 5<sup>th</sup> and 6<sup>th</sup> Avenues, and the transformation of 34<sup>th</sup> into one-way streets on either side of the pedestrian plaza. The original proposal also called for protected bus lanes. The new proposal follows the lead of other rapid bus lanes in the city which use prepaid ticketing to increase speed and efficiency while the lanes themselves will be unprotected but camera-monitored to ensure bus only travel. This year, the DOT will look to add “bus bulbs” at the station stops, and expand the sidewalk to help improve pedestrian safety (see Figure 2-10).

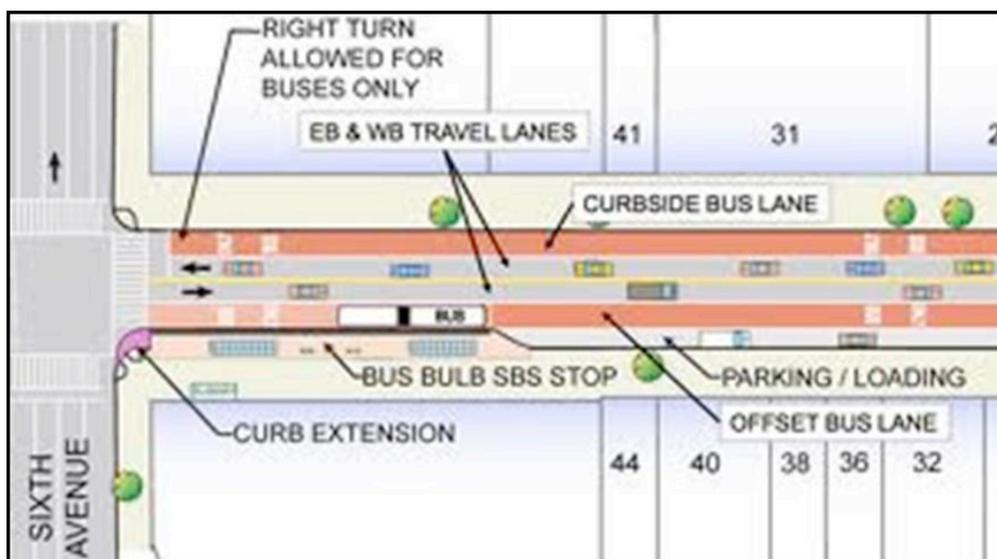


Figure 2-10

Preliminary Design for 34th Street BRT Expansion.

Source: DOT

<sup>23</sup> “29th/30th Street Crosstown Bicycle Routes” NYC DOT, January 5<sup>th</sup>, 2012, [http://www.nyc.gov/html/dot/downloads/pdf/2012-02\\_29-30-st-greenway-connector\\_cb5\\_slides.pdf](http://www.nyc.gov/html/dot/downloads/pdf/2012-02_29-30-st-greenway-connector_cb5_slides.pdf)

## 2.5 Public Services:

In assessing the Penn Station Study Area's capacity for residential and/or office development, the Study Area's current level of public services should be considered. Are there enough nearby schools with sufficient capacity to absorb the influx of children that would accompany major residential expansion? How much would the city need to increase public safety resources in the Study Area to cope with higher volumes of workers or residents? Is the area food-secure—do its residents and users have sufficient access to healthful food at reasonable prices? This section describes the area's current public services in those domains and more, and assesses critical needs in the event of future redevelopment.

### Schools

The Penn Station Study Area is served by two elementary schools in Chelsea: PS 33 Chelsea Prep on 9<sup>th</sup> Avenue and 26<sup>th</sup> Street (enrollment: approximately 350), and PS 11 William T Harris on 21<sup>st</sup> Street between 8<sup>th</sup> Ave and 9<sup>th</sup> Ave (enrollment: 633). Chelsea Prep received a "B" on the 2010-2011 Department of Education progress report, with an average class size of 21 in 2009-2010, according to the State Education Department (NYS ED).<sup>24,25</sup> PS11 received an "A" on its 2010-2011 NYC DOE progress report, and had an average class size of 17 in the 2009-10 school year according to NYC ED.<sup>26, 27</sup>

Considering the decoupling of residential location and school placement in New York starting in Middle School, these two elementary schools are the most meaningful indication of the Study Area's ability to meet the educational needs of its youngest residents. At the moment, the Study Area seems adequately served by two well-performing schools with reasonably small class sizes. The population of students will likely expand in future years, due

24 "P.S. 033 Chelsea Prep 2010-2011 NYC Department of Education progress report". Available at: [http://schools.nyc.gov/OA/SchoolReports/2010-11/Progress\\_Report\\_Overview\\_2011\\_EMS\\_M033.pdf](http://schools.nyc.gov/OA/SchoolReports/2010-11/Progress_Report_Overview_2011_EMS_M033.pdf)

25 PS33 Chelsea Prep New York State School Report Card Available at: <https://reportcards.nysed.gov/files/2009-10/AOR-2010-310200010033.pdf>

26 PS 011 William T Harris Title, 2010-2011 NYC Department of Education progress report. Available at: [http://schools.nyc.gov/OA/SchoolReports/2010-11/Progress\\_Report\\_2011\\_EMS\\_M011.pdf](http://schools.nyc.gov/OA/SchoolReports/2010-11/Progress_Report_2011_EMS_M011.pdf)

27 PS11 William T Harris New York State School Report Card Available at: <https://reportcards.nysed.gov/files/2009-10/AOR-2010-310200010011.pdf>

to major developments such as Edison's (discussed below), and the 80 units of affordable housing it will include, but it appears that the educational infrastructure at the elementary level is sufficient to cope with that increase for the foreseeable future.

There is only one high school within the boundaries of the Study Area: the Satellite Academy High School on West 30<sup>th</sup> Street between 7<sup>th</sup> Avenue and 6<sup>th</sup> Avenue. Satellite Academy describes itself on its website as a "smaller, student-centered learning community".<sup>28</sup> Satellite is categorized as a "transfer school", a category of "small, academically rigorous" high schools designed "to reengage and support students who have dropped out or who have fallen behind." Satellite had an enrollment of only 910 students in the 2009-2010 academic year. The closest conventional high school outside the Study Area is Jacqueline Kennedy Onassis High School, on West 46<sup>th</sup> Street between Broadway and 5<sup>th</sup> Avenue, with 707 students in 2011, which received a "C" in the most recent NYC Department of Education Progress Report. Additionally, three nearby high schools maintain a special admissions process: The Professional Performing Arts School (PPAS) on 48<sup>th</sup> Street between 9<sup>th</sup> Ave and 8<sup>th</sup> Ave; the High School of Fashion Industries on West 24<sup>th</sup> Street between 7<sup>th</sup> Ave and 8<sup>th</sup> Ave; and the Repertory High School for Theatre Arts on West 43<sup>rd</sup> Street between 6<sup>th</sup> Ave and 7<sup>th</sup> Ave. Thus, considering the fact that Satellite, Fashion Industries, PPAS and Repertory do not automatically draw their students from the local community, Onassis is effectively the only high school within walking distance of the Study Area, which residents of the area could reasonably expect to attend.

M.S. 260 Clinton School for Writers and Artists is located just outside the Study Area, on West 33<sup>rd</sup> Street between 9<sup>th</sup> Ave and 10<sup>th</sup> Ave. Opened in 2010, M.S. 260 is a small (enrollment: 260) middle school with a specialized curriculum dedicated to language and visual arts. It will relocate to East 15<sup>th</sup> Street in 2014.

28 "Satellite Academy High School". <http://schools.nyc.gov/SchoolPortals/02/M570/AboutUs/Overview/Our+Mission.htm>

### Public Safety

The Study Area contains one NYPD Facility: the Tenderloin Police Station, a landmarked site on West 30<sup>th</sup> Street between 6<sup>th</sup> Avenue and 7<sup>th</sup> Avenue, which currently houses a traffic control center. The closest active precinct is the Midtown South Police Precinct on West 35<sup>th</sup> Street between 8<sup>th</sup> Avenue and 9<sup>th</sup> Avenue. Finally, there is a Firehouse (Engine 1, Ladder 24) in the Study Area on 31<sup>st</sup> Street between 6<sup>th</sup> Avenue and 7<sup>th</sup> Avenue.

### Food Access

The Penn Station area suffers from a lack of healthful food options for residents and workers. Specifically, the area falls into a zone that qualifies for incentives under FRESH (Food Retail Expansion to Support Health), a program started in 2009 by the Department of City Planning to encourage investment by major grocers in areas with a shortage of retail sites offering fresh produce at affordable prices.<sup>29</sup> FRESH established three types of incentives to attract grocery firms to underserved neighborhoods: a combination of zoning and discretionary tax incentives, zoning incentives only, and discretionary tax incentives only. The Study Area falls into this third category; the closest full-service grocery store is the Whole Foods branch on 24<sup>th</sup> Street and 7<sup>th</sup> Avenue, which while relatively close, and offering a range of quality food options, is generally more costly than other grocery

stores and therefore less accessible financially to a wide customer base, or indeed the majority of the Study Area's population. The lack of a major grocery store constitutes a challenge for the Study Area. Beyond the health benefits of access to healthy food, grocery stores traditionally provide large numbers of quality middle-class jobs with considerable room for advancement.<sup>30</sup>

### 34<sup>th</sup> Street Partnership

Roughly half of the Study Area is served by the 34<sup>th</sup> Street Partnership, a Business Improvement District (BID) that stretches from 10<sup>th</sup> Avenue to Park Avenue. A BID is composed of representative property owners and commercial tenants in a neighborhood who share the common goal of promoting economic development and improving the quality of life for those who live and work in the neighborhood as well as those who visit the neighborhood. Through a special assessment paid by property owners within the boundaries of the districts, BIDs are able to provide many services to the neighborhood including: "sanitation and maintenance, public safety and visitor services, marketing and promotional programs, capital improvements, and beautification for the area."<sup>31</sup>

29 FRESH Food Store Areas information site, hosted by the Department of City Planning: <http://www.nyc.gov/html/dcp/html/fresh/index.shtml>

30 "The Grocery Gap: Who Has Access to Healthy Food and Why It Matters", Policy Link, 2010. Available at <http://www.policylink.org/atf/cf/%7B97C6D565-BB43-406D-A6D5-ECA3BBF35AF0%7D/FINALGroceryGap.pdf>

31 "Help for Neighborhoods, Business Improvement Districts". Available at: <http://home2.nyc.gov/html/sbs/html/neighborhood/bid.shtml>



Figure 2-11

The boundaries of the 34<sup>th</sup> Street Partnership with the Study Area boundaries overlaid in blue.

Source:  
34<sup>th</sup> St. Partnership

The Partnership overlaps with the boundaries of the Study Area between 34<sup>th</sup> Street and 31<sup>st</sup> Street, between 6<sup>th</sup> Avenue and 8<sup>th</sup> Avenue (see **Figure 2-11**). The 34<sup>th</sup> Street Partnership advertises its district as commerce-friendly to potential new businesses. It maintains the public spaces at Herald and Greeley Squares with outdoor cafes operated by “Wichcraft”, seasonal plantings and free, fully staffed restrooms, which it installed at the Squares in 2009 to replace the automatic pay toilets it had previously installed in 1999. The Partnership has also taken steps to improve the streetscape in its boundaries by maintaining 35 benches, trash cans, parking regulation signs, information kiosks, newsboxes, lightpoles, hanging

flower baskets, illuminated street signs, taxi stands, treepits, wayfinding signs, and bike racks.

The 34<sup>th</sup> Street Partnership contributes to public safety with a 44-member patrol team on the streets 16 hours per day, and a sanitation team that beautifies the district during two weekdays and one weekend shift. The partnership has an in-house consultant who works with restaurateurs to open in the district, and has contracted with advertising company Cemusa for exclusive rights to place banners from light poles and operate bus-shelter advertisements.

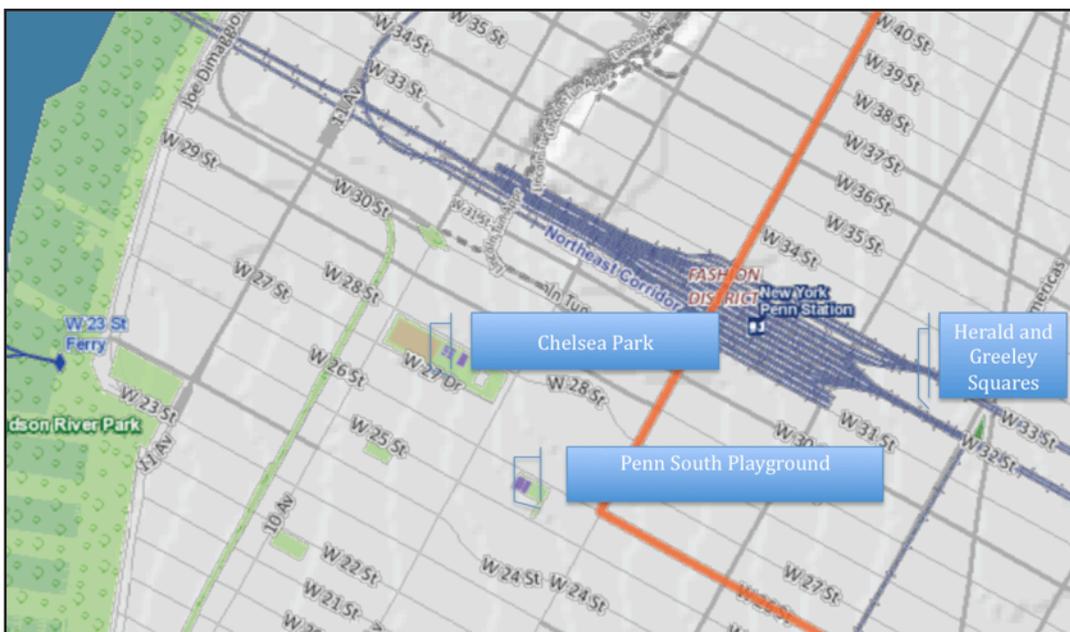
### 2.6 Open Space:

Among the most pressing quality of life concerns for the Study Area is the lack of open space. According to NYC Open Accessible Space Information System (OASIS), only Herald and Greeley Squares, which form the western edge of the Study Area, are zoned for open space/outdoor recreation. Of course, simply relying on the zoned use of parcels can lead to miscalculations of the actual nature of plots; Madison Square Garden and its plaza, for example, are zoned for Transportation, since they sit above Penn Station. Nevertheless, such land use maps do tell an accurate story: the Study Area offers virtually no recreational or public space.

The closest park to the Study Area is Chelsea Park, which occupies a full block of 28th Street (3.9 acres) between 9<sup>th</sup> Avenue and 10<sup>th</sup> Avenue (see **Figure 2-12**). This park offers basketball courts, baseball diamonds and handball courts. Additionally, Penn South Playground, at a much smaller 0.6 acres, is located on 26th Street between 8<sup>th</sup> Avenue and 9<sup>th</sup> Avenue and offers a basketball and children's playground. Thus, 4.5 acres of recreational and park space are available within walking distance of the Study Area, amounting to a mere 0.002 acres per person living in the Study Area.

In addition to the dearth of public open space, the Study Area also lacks substantial Privately Owned Public Spaces (POPS), spaces created and managed by private developers in exchange for the right to build beyond the Floor-Area Ratio normally allowed for in the Zoning Code. According to maps from the Department of City Planning available on NYC Open Data, the only two POPS in the Study Area are at Penn Plaza, with 133,054 square feet of open-air space and another 3,822 square feet in the arcade; and in front of the new Eventi hotel on Sixth Avenue between 30<sup>th</sup> Street and 29<sup>th</sup> Street, which contains 10,819 square feet of public space.<sup>32</sup> This plaza features a 30 x 16 ft. HD-format LED screen for public screenings of films and documentaries, and hosts public art exhibitions and events in collaboration with organizations such as the Brooklyn Academy of Music.

The shortage is likely due to the fact that the Study Area's building stock mostly predates the 1961 Zoning Resolution that established the POPS program, only developments initiated since then would have been subject to the ordinance, and as discussed above, the Study Area's building stock mostly predates the Resolution.



**Figure 2-12**  
**Public and Recreational space in and near the Study Area.**

Source:  
Oasisnyc.net

<sup>32</sup> "Privately Owned Public Spaces" <http://www.thenewyorkworld.com/public/2011/oct/pops/pops-locations.html>

Thus, if new privately operated public spaces are to be created in the Study Area, there must either be a surge in developer demand far beyond what has been seen to date, or an adjustment of zoning regulations in the Study Area.

One possible approach to adjusting the zoning resolutions would be modifying the Midtown Special District or the Penn Center Sub-District to require developers to provide more passive open space. Alternately, if creating open space at the ground level proves too arduous, a special district could be created in the Study Area that modified the POPS rules to allow for the creation of elevated spaces; either on rooftops, or in the open-air as with the “Elevated Acre” at 55 Water Street in the Financial District.

Depending on security measurements and the placement of such spaces within the building, these spaces may not result in any meaningful improvements for current residents in the area. At the very least, however, it might ease the pressure on existing public space and prevent new residential and commercial populations from further crowding the few public spaces currently available in the Study Area.

It is also important to consider the role that streets and sidewalks themselves play in providing the public with open space. Currently, the Study Area’s sidewalks are considerably congested. One potential solution to the congestion would be to create pedestrian-only walkways on side streets to facilitate cross-town foot traffic, especially from commuters arriving by rail on PATH and Amtrak and working in East Midtown. Perhaps the most plausible option for such a walkway would be on West 33<sup>rd</sup> street between 7<sup>th</sup> Avenue and Greeley Square (and potentially further west, as well). Such a walkway would connect to the DOT’s new plaza at Greeley Square, and would be quickly accessible for commuters exiting the transit hubs. However, that block of 33<sup>rd</sup> Street is also heavily used for truck deliveries, which would need to be accommodated in any such plan, for example by allowing delivery traffic in certain off-peak windows before and after rush hour.



Stairs leading up to the Elevated Acre.  
Source: Todd Haiman



Elevated Acre  
Source: Architizer.com

### 2.7 Soft Sites:

In order to gain insight into the potential for development in the Study Area this report includes a soft site analysis. This analysis, conducted on the Penn Station Study Area, uses quantitative parameters to determine on which sites development is likely to occur. In this analysis, soft sites are defined as all lots within the Study Area that, as of right, could accommodate an additional 50,000 square feet or more under existing zoning. The 50,000 square foot threshold was used in order to identify only those lots where large redevelopments were potentially viable—there are many sites with high potential for smaller redevelopment that were not identified in this analysis.

The analysis also provides the percentage that this unused FAR accounts for in terms of the maximum allowable square footage on the lot. In general, lots with the greatest redevelopment potential are those lots with 50% or more of unused FAR (the ratio of total floor area to land area). This is because there is more incentive for owners or developers to invest in knocking down an existing structure and rebuilding a new structure if there is potential to double the size of the existing structure. For example, a lot with 70% of its allowable square footage unused is generally considered very ripe for development while a lot with 20% is less likely to be redeveloped even if both have 50,000 SF of unused square footage. This is certainly not a steadfast rule but it can be used to assess which lots are more likely to be redeveloped.

It is also important to note that this soft site analysis does not assess or consider the architectural, historical, or urban fabric value of the buildings in the Penn Station Study Area. Moreover, the analysis does not take into account the desire or willingness of owners to redevelop or sell their buildings. It is solely an assessment of which lots have the most excess FAR and thus are more likely to be redeveloped from the standpoint of maximizing FAR.

Given the above parameters, the analysis identified 16 soft sites in the Study Area. **Table 2-9** lists all the lots identified by the soft site analysis ranked

based on the percent of unused square feet allowed under current zoning. The table also lists Building Use, Date Built, Zoning District, the Current FAR, Maximum FAR, Existing Building Size, and Unused Square Feet of each lot.

855 6th Avenue was identified as the softest site in the district with 100% of its FAR unused—it is currently vacant. 139 West 32nd Street, a building owned Vornado Realty Trust and part of the potential 15 Penn Plaza redevelopment, has 14.67% of the allowable square footage unused which is smallest percentage of the 15 sites. Although 139 West 32nd Street has the smallest percentage of unused square footage, it still has 208,676 SF of unused air rights—this represents the fourth largest gross amount of unused square footage of all the sites in the Study Area. The adjacent lot, 1275 Broadway (the Hotel Pennsylvania) has the largest total amount of unused square footage—316,045 SF. In that regard, it is unsurprising that these adjacent lots were highly coveted by developers for redevelopment as together they represent an opportunity to develop an additional 524,721 SF on top of existing square footage on the lots. **Figure 2-13** shows the location of the 16 soft-sites—the letters on the map correspond to **Table 2-9**.

The total unused square footage from these 16 soft-sites amounts to 2,272,376 SF. This large number of unused FAR shows that there is significant development potential within the Study Area. Using \$300 per square foot as a rough and conservative estimate of the cost of Class A office and luxury residential construction in Manhattan, 2,272,376 SF of unused FAR represents around \$680 million in construction investment in the Study Area.<sup>33</sup> In fact, if these soft-sites were redeveloped from the ground up (rather than just utilizing the unused FAR) the total square feet of new construction would be much greater—approximately 5,200,000 square feet. Therefore, the redevelopment of these 16 soft-sites could potentially result in more than \$1.5 billion in construction investment in the Penn Station Study Area.

33 Worrell, Carolina. "Construction Costs in NYC On the Rise". Available at: [http://newyork.construction.com/new\\_york\\_construction\\_news/2011/0930-constructioncostsinnycontherise.asp](http://newyork.construction.com/new_york_construction_news/2011/0930-constructioncostsinnycontherise.asp)

Table 2-9

Soft Site Analysis								
Address	Use	Date Built	Zoning	Current FAR	Max FAR	Existing Building Size	Unused SF	Percent Unused
A 855 6 AVE^	Vacant	N/A	C6-4X	0.05	12	669	147,447	99.55%
B 846 6 AVE^	Comm./Office	1958	C6-4X	0.61	10	5,900	91,100	93.92%
C 1185 BDWY	Comm./Office	1939	M1-6	0.79	10	5,263	61,147	92.07%
D 135 W. 30 ST.	Comm./Office	1941	M1-6	2	10	19,948	175,552	89.80%
E 420 7 AVE	Comm./Office	1969	C6-6	1.91	15	34,000	232,595	87.25%
F 460 8 AVE	Comm./Office	1967	C6-4	1.37	10	14,145	89,455	86.35%
G 140 W. 30 ST.	Comm./Office	1890	M1-6	1.65	10	20,164	102,036	83.50%
H 433 7 AVE	Comm./Office	2002	C6-6	3.63	15	39,983	125,212	75.80%
I 144 W. 34 ST.	Comm./Office	1900	C6-6	3.9	15	77,760	221,205	73.99%
J 122 W. 30 ST.	Comm./Office	1920	M1-6	2.92	10	43,903	106,427	70.80%
K 1205 BDWY^	Comm./Office	1924	M1-6	2.97	10	33,165	78,585	70.32%
L 155 W. 29 ST.	Indust./Manuf.	1930	M1-6	3.02	10	32,112	74,388	69.85%
M 209 W. 30 ST.	Pub./Instit.	1920	M1-5	1.53	5	30,000	67,750	69.31%
N 1311 BDWY	Comm./Office	1902	C6-6	10.59	15	258,412	107,483	29.37%
O 1275 BDWY*^	Comm./Office	1911	C6-4.5	14	12 (18)	1,105,991	316,045	22.22%
P 139 W. 32 ST.*^	Comm./Office	1917	C6-6	11.33	15 (18)	1,213,324	208,676	14.67%
Source: Oasis.gov								
*Lots that have received an FAR bonus. Bonus in parentheses.								
^Lots for which there is a know proposed redevelopment								



Figure 2-13

Soft Site Map

### **Active/Proposed Development**

In addition to the potential redevelopment of the identified soft-sites, the Study Area also has several active and proposed large-scale development projects. One major project, Edison Properties' residential project on 249 West 28<sup>th</sup> Street, is the result of the M1-6D rezoning of the two mid blocks bounded by West 29<sup>th</sup> Street, Eighth Avenue, West 30<sup>th</sup> Street, and Seventh Avenue. The development of 349,476 square feet will include more than 400 units of housing, 20% of which will be affordable. The building will also have 11,390 square feet of office space, 4,685 square feet of ground level retail, and 325 parking spaces. Another significant project is the development of 855 6<sup>th</sup> Avenue (soft site A) by Durst Fetner Associates. The 56-story structure will have a 250-room hotel on the lower 16 stories, which will be called the Public New York, and the top 40 stories will be luxury rental housing.<sup>34</sup> Similarly, the Lam Group is planning to build a 250,000 square-foot hotel and retail building on two lots acquired at 1205 Broadway (soft site K) and 1225 Broadway between West 29<sup>th</sup> Street and West 30<sup>th</sup> Street. In addition, the Lam Group is thought to be in negotiations for two additional adjacent lots, 846 6<sup>th</sup> Avenue (soft site B) and 1227 Broadway, which would allow the project to increase in size to 360,000 square feet.<sup>35</sup>

15 Penn Plaza, (soft sites N and O) is a proposed 2.8 million square feet office tower that would rise more than 1,200 feet—approximately the same height as the Empire State Building. The building, which would be developed and owned by Vornado Realty Trust, has already been approved by City Planning but is reported to be currently on hold until market conditions improve. Vornado was able to get approval for this large proposal by obtaining a 20 percent FAR bonus for transit upgrades and a transfer of air rights from the adjacent Manhattan Mall lot.<sup>36</sup> These four

34 Karmin, Craig, "Hotel Pioneer Returns to N.Y.," *Wall Street Journal*, Nov 14, 2011. Available at: [http://online.wsj.com/article/SB10001424052970203503204577036020174229622.html?mod=WSJ\\_NY\\_RealEstate\\_LEFTTopStories](http://online.wsj.com/article/SB10001424052970203503204577036020174229622.html?mod=WSJ_NY_RealEstate_LEFTTopStories)

35 Geiger, Dan. "NoMad Hotel Project to Expand by More Than 100,000 SF", *New York Observer*, Nov. 22, 2011, Available at: <http://www.commercialobserver.com/2011/11/exclusive-nomad-hotel-project-to-expand-by-more-than-100000-SF/>

36 Cuzzo, Steve. "Vornado's Penn Tower Deal", *NYPPost*, April 12, 2010, Available at: [http://www.nypost.com/p/news/business/realstate/commercial/vornado\\_penn\\_tower\\_deal\\_GLlkzUsYBFPkEFPgt2bO?CMP=OTC-rss&FEEDNAME=](http://www.nypost.com/p/news/business/realstate/commercial/vornado_penn_tower_deal_GLlkzUsYBFPkEFPgt2bO?CMP=OTC-rss&FEEDNAME=)

projects alone could potentially account for more than 3.5 million square feet of new development in the Study Area.

### **Active/Proposed Renovations**

In addition to the active and proposed developments in the Study Area there are several large-scale active and proposed renovations. The more than \$775 million renovation of Madison Square Garden involves the complete reconstruction of the sports arena within the shell of the existing structure.<sup>37</sup> The renovation will consist of three stages: the first was completed before the 2011-2012 season, the second will be completed before the 2012-2013 season, and the third will be completed before 2013-2014 season. Once this renovation is completed, Madison Square Garden will look and function like a brand new arena and will provide the luxury amenities that are now common at modern sports arenas.

Although the Herald Square Macy's Department store is not part of the Study Area, it plays an important role on the activity in the Study Area, as it is a major draw for New Yorkers and visitors alike—most of who travel through the Study Area to get to and from Macy's. It is therefore important to consider the scope and impact of the planned \$400 million renovation of both the exterior and interior of the Macy's building, which is set to begin in the spring of 2012 and will continue through the fall of 2015. The renovation will expand the selling area of the building by 100,000 SF, bringing the store's total selling area to 1.2 million square feet. The renovation will create 1,600 construction jobs and will also add 800 new retail positions to the store's existing 4,600 retail employee workforce.<sup>38</sup> It is also expected that with its larger selling floor and a new improved interior and exterior, the number of visitors to Macy's will also increase—adding to the number of people traveling through the Study Area.

37 Cacciola, Scott, "Cultivating a New Garden", *Wall Street Journal*, June 17, 2010, Available at: <http://online.wsj.com/article/SB10001424052748704198004575310953707358836.html>

38 Pasquarelli, Adrienne, "Macy's Flagship is getting \$400M Makeover", *Crains*, Available at: [http://www.crainsnewyork.com/article/20111101/RETAIL\\_APPAREL/111109994#](http://www.crainsnewyork.com/article/20111101/RETAIL_APPAREL/111109994#)

## 3.0 Major Trends

### 3.0 Major Trends:

The following section reviews the key trends identified through the foregoing analysis of the Study Area's existing conditions. These trends represent the most significant opportunities, problems, patterns, and other relevant elements of the Study Area, and provide a foundation for the recommendations set forth in Section 4.0. Further, they are intended to provide guidance for any future planning efforts (including a potential 197-A plan) in the Penn Station Study Area.

#### Land Use/Zoning:

- The Study Area has a large amount of building stock that was constructed in the 1920's. While there is a slight trend for new construction in the area, the majority of buildings are not modern.
- Commercial/Office use represents the largest use category with 44%; this is followed by Industrial/Manufacturing, which represents 18% of the lots in the Study Area.
- 45% of the lots are zoned Commercial and 55% of the lots are zoned manufacturing.

#### Housing/Demographics:

- The Study Area has experienced significant population growth between 2000 and 2010. This growth represents an increase of approximately 124% or 1,059 individuals.
- The Study Area experienced an increase of 13 percentage points in the vacancy rate between 2000 and 2010, compared to a 2-percentage point rise in Manhattan during the same period.
- The percent of owner occupied housing units decreased by 5 percentage points between 2000 and 2010—during the same period Manhattan had a 2-percentage point increase.
- The Study Area's white population decreased between 2000 and 2010 by approximately 10 percentage points. This trend differs from the 10001 ZIP code, Manhattan, and

New York City as a whole—each area saw increases in the White population over the same period.

#### Economic Activity:

- There are approximately 5,200 businesses that employ 58,400 individuals in the Study Area.
- The retail sector in the Study Area accounted for approximately \$1.1 billion in sales in 2012. When Food and Drinking Places are included, the retail sales in the Study Area reach approximately \$1.3 billion.
- The top three retail subsectors by sales volume in the Study Area are Clothing and Clothing Accessories, General Merchandise, and Health & Personal Care Stores.

#### Transportation:

- Penn Station is the busiest transit hub in North America with over 600,000 people a day traveling through the station.
- The Study Area represents a vital inter and intra borough transportation artery for public transportation, private vehicles, and freight trucks.
- Private buses are a critical issue facing the Study Area and negatively affect vehicular traffic and pedestrian congestion.
- Pedestrian congestion is a major problem facing the Study Area. Plaza construction has minimally mitigated the problem.

#### Public Services:

- There are adequate educational resources assuming current development patterns.
- The Study Area is poorly served by vital neighborhood retail services such as grocery stores.

#### Open Space:

- The lack of Open Space is perhaps the most chronic challenge affecting quality of life in

the Study Area.

- Due to the age of the building stock in the Study Area, POPS have not helped to mitigate the lack of open space in the Study Area as they have in other similarly dense neighborhoods.

### **Soft Sites:**

- There is significant opportunity for development within the Study Area under current zoning. There are 16 sites that have been identified as soft sites, which have a total of 2,272,376 SF of unused air rights.
- If these 16 soft sites were redeveloped from the ground-up to full FAR, they would account for 5,200,000 SF of new construction.

# 4.0 Recommendations

## 4.0 Recommendations

## 4.0 Recommendations:

The following recommendations are based on the preceding existing conditions analysis and examination of the problems and opportunities within the Penn Station Study Area. These recommendations should be interpreted as areas to be explored with further quantitative and qualitative research, stakeholder input, and open discussion. They should NOT be understood as steadfast recommendations—these are concepts and ideas that were brought to light through this analysis and that therefore should be thoroughly examined and then either pursued or dismissed based upon the evidence.

**1) Explore increasing the FAR of all of or part of the Study Area (not for residential):** Given the Study Area's proximity to Penn Station and its location in Midtown, the Study Area may be a candidate for increasing allowable FAR. Increasing FAR will allow for the construction of larger/taller buildings that are currently prohibited under zoning. It will also encourage property owners and developers to recycle older and underused building stock. Any upzoning demands a careful review and analysis of the potential impact of the upzoning on the Study Area. Special consideration should be taken regarding the impact of any FAR increases on congestion problems in the Study Area.

**2) Explore expanding the Midtown Special District and the Penn Center Sub-district and requiring more transportation/pedestrian improvements for FAR bonuses:** Special Districts and Sub-Districts can be useful and powerful zoning tools to address and alleviate problems within a neighborhood. While the Midtown Special District and Penn Center Sub-District partially cover the Study Area, they should be expanded to cover all of it.

Amending the zoning text of the Penn Center Sub-District should then be explored in order to require more transportation and pedestrian improvements for FAR bonuses within the Study Area. This could be a very effective way to control the congestion

problems that may result from new development in the Study Area as well as mitigate current pedestrian and transportation issues.

**3) Determine if the M1-6D zone has met stated goals and explore future ramifications:** M1-6D zoning should be assessed for impact specifically its ability to preserve Class B and Class C office space and light manufacturing. Additionally its contribution to increasing residential use within the Study Area should be examined. If the M1-6D has not met stated goals, CB5 should explore amending the zoning district.

**4) Explore landmarking additional buildings within the Study Area especially before any potential zoning changes:** It is essential that any potential landmarks within the Study Area be identified and landmarked by the Landmarks Preservation Commission before potential rezonings occur that would put increased market pressure on the redevelopment of these sites. All stakeholders including property owners, residents, business owners, historians, and architects should be provided opportunities to weigh in on the process.

**5) Explore pedestrian improvements including sidewalk widening on avenues, pedestrian plazas on 33<sup>rd</sup> or 32<sup>nd</sup> Streets, and increased wayfinding:** The extension of plazas in Greeley and Herald Square has created some improvement in pedestrian space; however, the Study Area is still heavily traveled, and regularly crowded with pedestrian activity. CB5 should explore extending sidewalks, particularly on 7<sup>th</sup> Avenue in front of Penn Station.

CB5 should further explore the possibility of closing either 33<sup>rd</sup> Street or 32<sup>nd</sup> Street between 7<sup>th</sup> Avenue and Broadway to vehicular traffic in order to create a corridor for cross-town pedestrian traffic (see **Figure 4-1**). 33<sup>rd</sup> Street would provide an easy link to the new pedestrian plaza at Greeley Square. On the other hand, that block is heavily used by delivery trucks, so it might be preferable to only close it to vehicles during certain peak hours. 32<sup>nd</sup> Street would be harder for pedestrians to access, and would

## 4.0 Recommendations

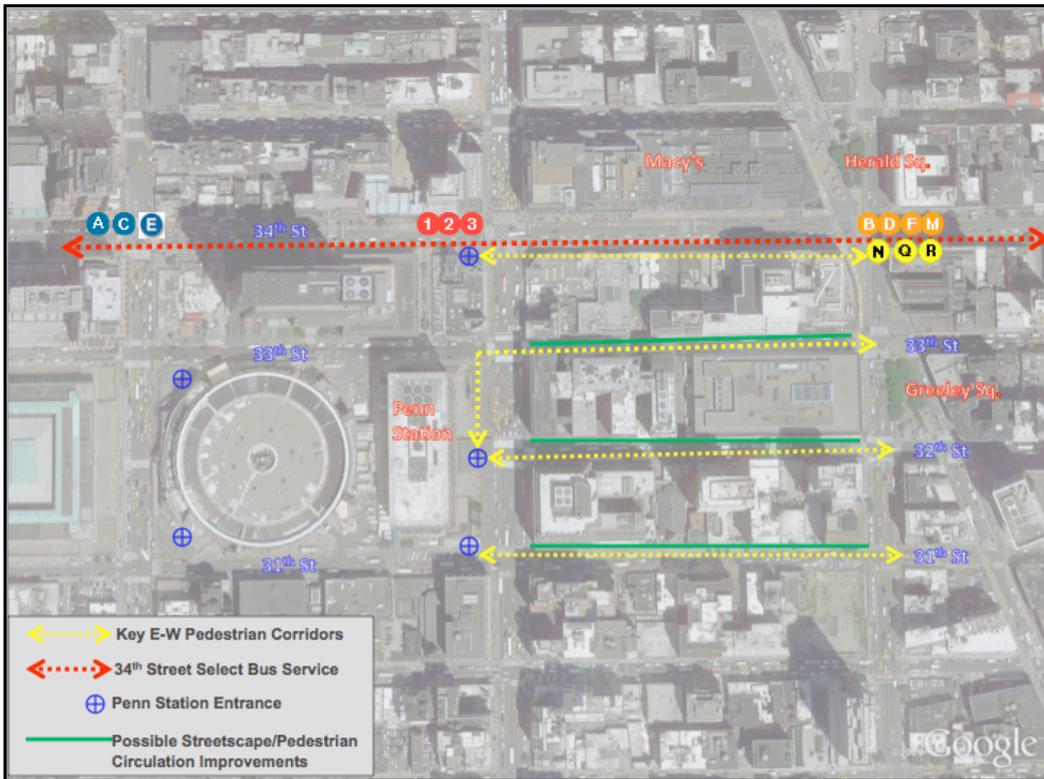


Figure 4-1  
Potential Pedestrian  
Improvements

not connect as well with the existing plaza at Greeley Square, but its closure would pose fewer challenges to vehicular traffic, as it dead ends against Seventh Avenue.

Finally, CB5 should explore installing a new wayfinding system to direct pedestrian flows through the neighborhood. With potential new corridors, and major new developments at the Farley Post Office and Hudson Yards coming up, there will be significantly more foot traffic in the area, and helping those new crowds find their way to their destinations will be critical. It may be best to coordinate such a wayfinding system with a BID such as the 34<sup>th</sup> Street Partnership, which already maintains such signage at Herald and Greeley Squares (see next recommendation).

**6) Explore the expansion of the 34<sup>th</sup> Street Partnership or the creation of a new BID for the southern section of the Study Area:** The 34<sup>th</sup> Street Partnership covers the northern-section of the Study Area and provides valuable services to this area including sanitation, wayfinding, security, retail marketing services, and tourist information. However, the southern section of the Study Area does not lie within the boundaries of this BID. The



Wayfinding station provided by the 34th St. Partnership at Herald Square.

Source: Placepromo.com

southern portion of the Study Area would benefit from the services of the 34<sup>th</sup> Street Partnership, which would help to unite this area and help to foster a sense of community as well as provide essential services needed for the area. Ultimately, the extension of the 34<sup>th</sup> Street Partnership has the potential to make the Study Area a more pleasant place to live, work, and visit. If extending the boundaries of the 34<sup>th</sup> Street BID is not possible, the creation of a new BID that covers the southern section of the Study Area should be explored.

**7) CB5 should support the transportation development of Moynihan Station:** Penn Station is crowded, confusing, and aesthetically unappealing. Though the redesign of Moynihan Station will only create a new hub for Amtrak, the new station is an important step in improving the functionality of Penn Station.

**8) CB5 should support new legislation regulating private buses and explore using space in and around Moynihan Station for private bus pick-up/drop-off:** While details of the legislation are still unclear, CB5 should support any regulatory means to control the situation. CB5 should also explore using the space in and around Moynihan Station to create a new depot for the private buses, especially if the regulation fails.

**9) Explore the use of a smart-camera traffic alleviation system.** As mentioned, it is important to think of the Study Area both as an important cross-town travel corridor, and in a greater regional context. While it is important to expedite public transportation, CB5 should also consider ways to make travel more efficient for freight trucks that traverse Manhattan. Midtown in Motion is a new plan enacted by the NYC DOT to alleviate traffic congestion in Midtown. CB5 should explore the possibility of implementing a similar system.

**10) Explore the recruitment of a large grocery retailer and/or the implementation of a regular green market:** CB5 should consider working with the Department of City Planning and the Economic Development Corporation's Industrial Development Agency to identify suitable spaces in the Study Area for a major grocery retailer using the incentives provided by the FRESH program.

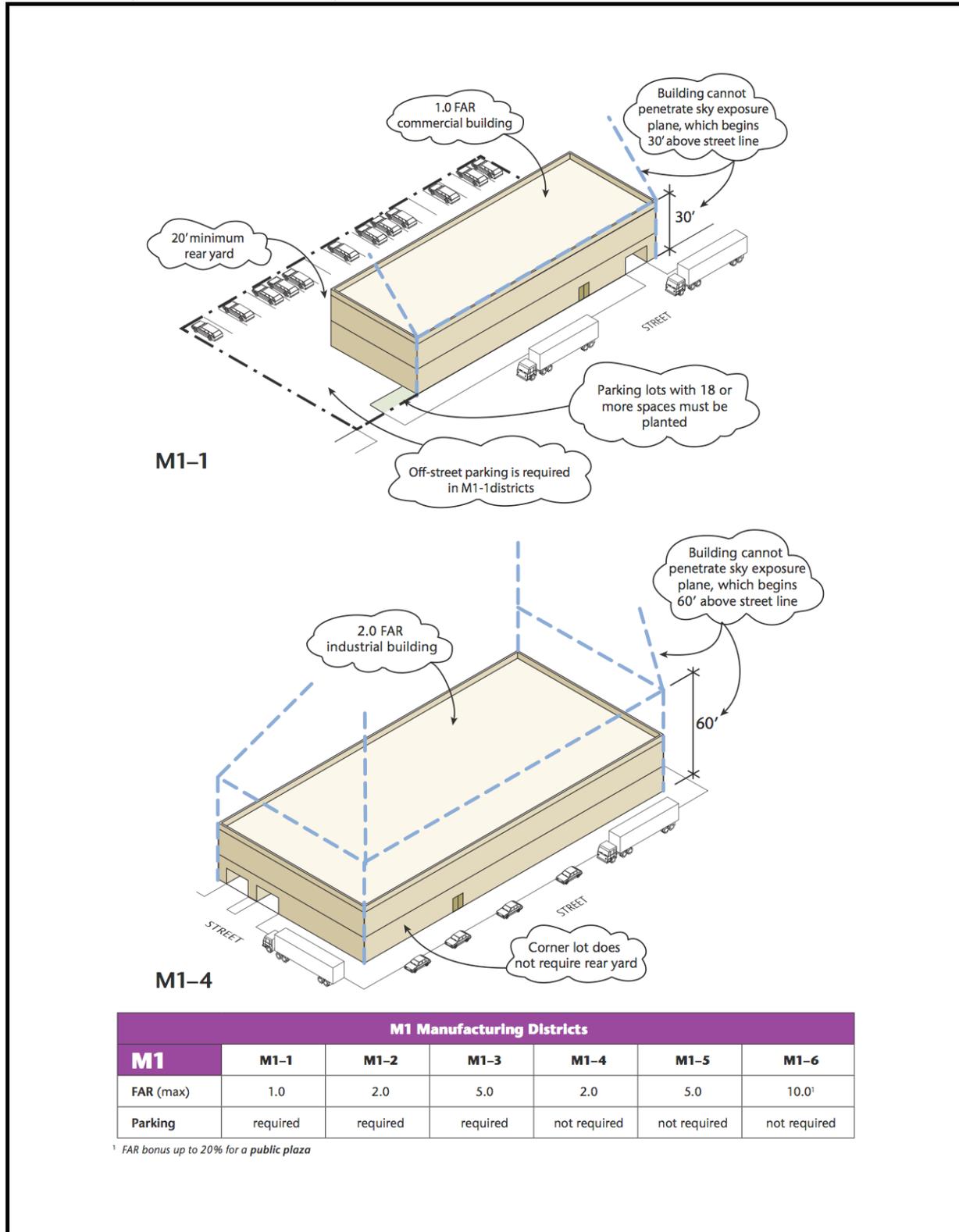
Though we do not recommend substantial investments in residential development for the Study Area, if such growth does materialize, the new population will require better food shopping options. Indeed, even if the Study Area's

growth comes in the form of more commercial development, the same need will be felt: workers may prefer to do their shopping before heading home. Further, major stores such as Fairway, which offer service delis and dining tables, also serve as convenient, well-priced lunch options for office populations. Additionally, CB5 should work with GrowNYC to bring a weekly Green Market to the Study Area, enhancing nutrition options and street life in the process; this effort could be coordinated with our recommendations on open space and pedestrian improvements.

## 5.0 Appendices

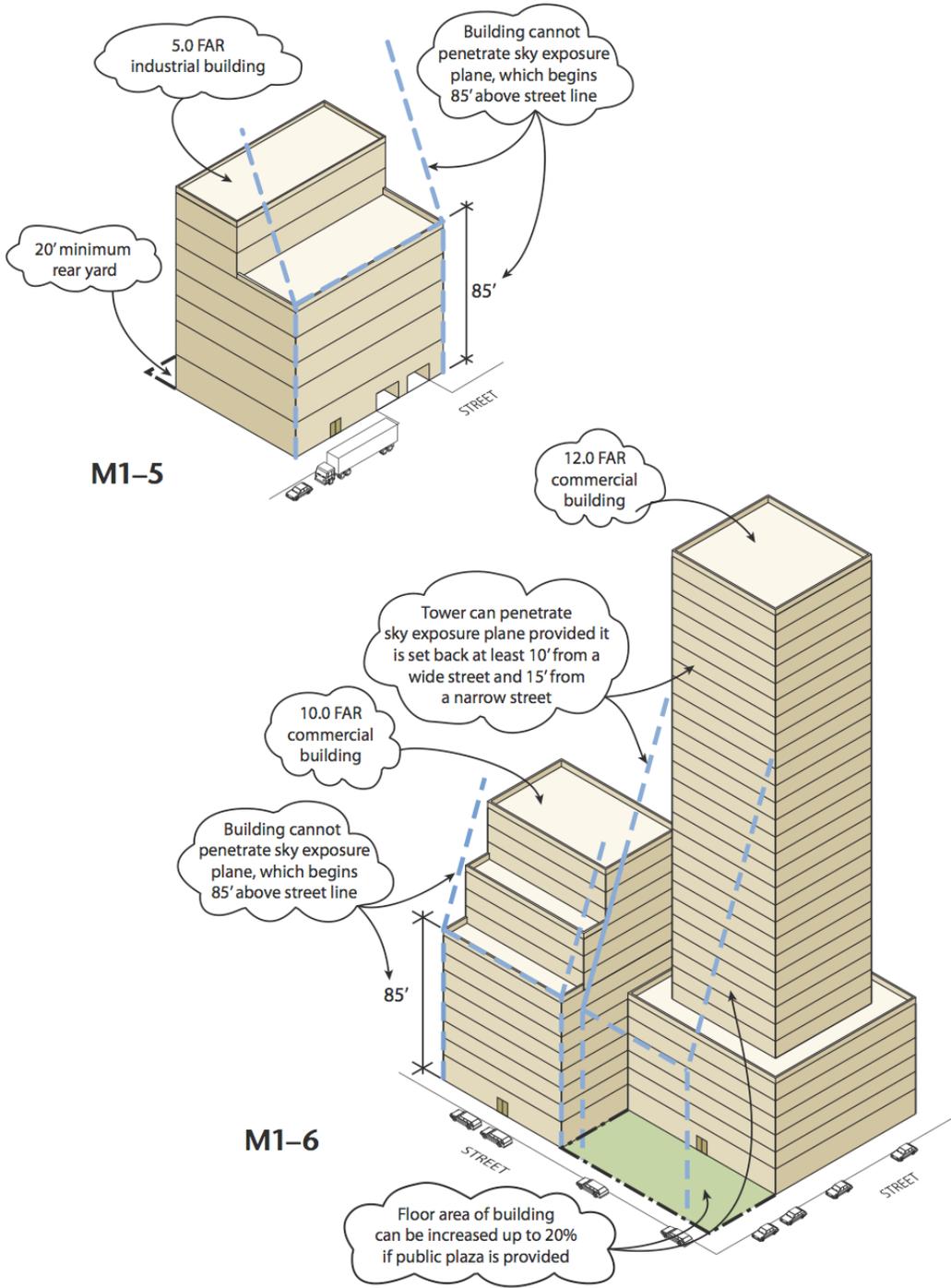
## Appendix A:

The following are visual depictions, taken from the website of the Department of City Planning, of the building forms of the different zoning districts found in the Penn Station Study Area. Please note: commercial zoning districts in the Study Area are all variations on the C6 district, with varying contextual height limits and other regulations on building form.



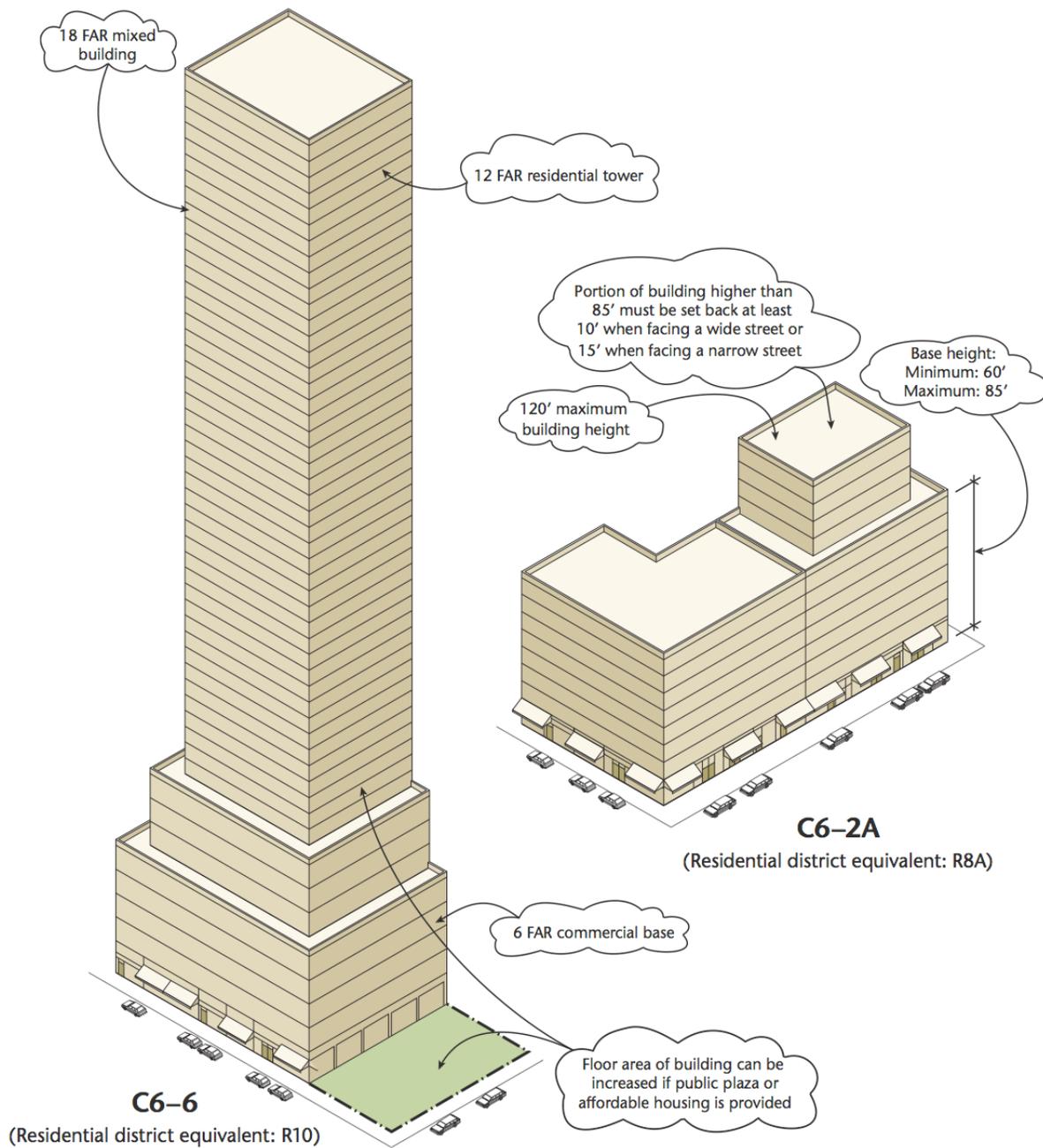
M1 Manufacturing Districts						
M1	M1-1	M1-2	M1-3	M1-4	M1-5	M1-6
FAR (max)	1.0	2.0	5.0	2.0	5.0	10.0 <sup>1</sup>
Parking	required	required	required	not required	not required	not required

<sup>1</sup> FAR bonus up to 20% for a public plaza



M1 Manufacturing Districts						
M1	M1-1	M1-2	M1-3	M1-4	M1-5	M1-6
FAR (max)	1.0	2.0	5.0	2.0	5.0	10.0 <sup>1</sup>
Parking	required	required	required	not required	not required	not required

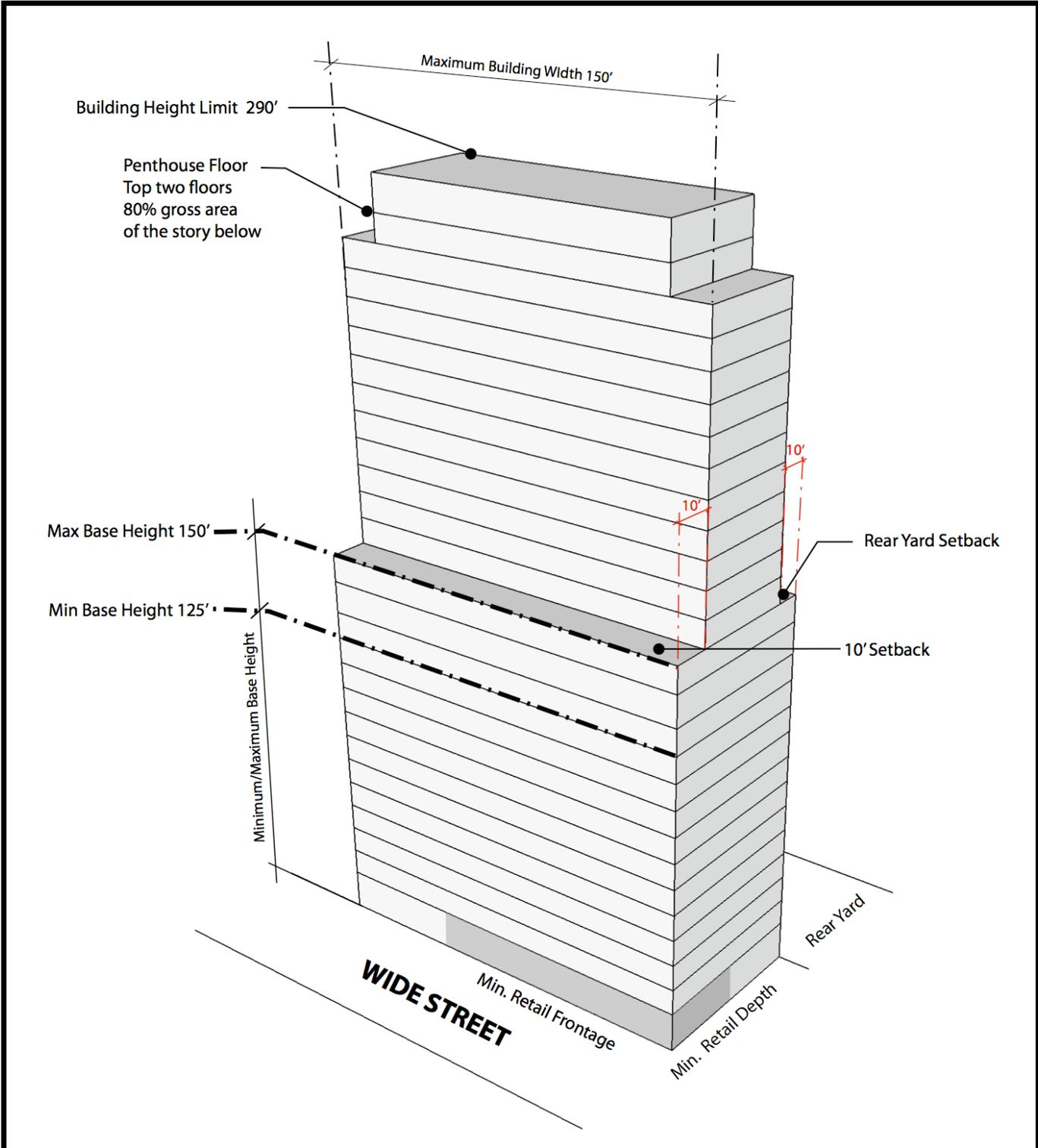
<sup>1</sup> FAR bonus up to 20% for a public plaza



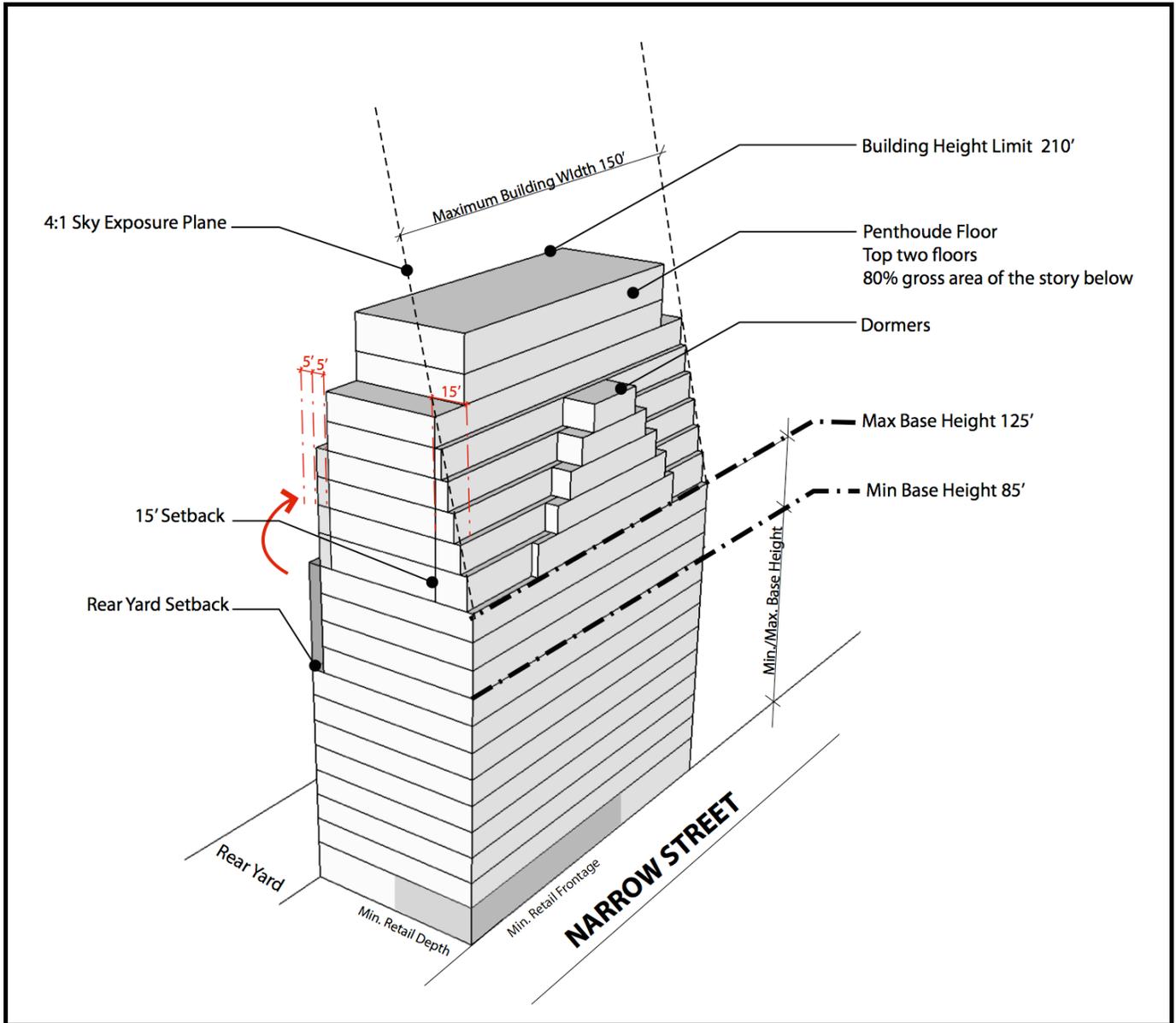
C6 Commercial Districts																
	C6-1	C6-1A	C6-2	C6-2A	C6-3	C6-3A	C6-3D	C6-3X	C6-4	C6-4A	C6-4X	C6-5	C6-6	C6-7	C6-8	C6-9
Commercial FAR	6.0 <sup>4</sup>	6.0 <sup>4</sup>	6.0 <sup>4</sup>	6.0	6.0 <sup>4</sup>	6.0	9.0	6.0	10.0 <sup>4</sup>	10.0	10.0 <sup>4</sup>	10.0 <sup>4</sup>	15.0 <sup>4</sup>	15.0 <sup>4</sup>	10.0 <sup>4</sup>	15.0 <sup>4</sup>
Residential FAR	0.87-3.44 <sup>1</sup>	0.78-2.43 <sup>2,5</sup>	0.94-6.02 <sup>3,5</sup>	6.02 <sup>5</sup>	0.99-7.52 <sup>5</sup>	7.52 <sup>5</sup>	9.0 <sup>5</sup>	9.0	10.0 <sup>4,5</sup>	10.0 <sup>5</sup>	10.0 <sup>5</sup>	10.0 <sup>4,5</sup>	10.0 <sup>5</sup>	10.0 <sup>5</sup>	10.0 <sup>4,5</sup>	10.0 <sup>5</sup>
Residential District Equivalent	R7	R6	R8	R8A	R9	R9A	R9D	R9X	R10	R10A	R10X	R10	R10	R10	R10	R10

<sup>1</sup> 4.0 FAR on wide streets outside the Manhattan Core under Quality Housing Program  
<sup>2</sup> 3.0 FAR on wide streets outside the Manhattan Core under Quality Housing Program  
<sup>3</sup> 7.2 FAR on wide streets outside the Manhattan Core under Quality Housing Program  
<sup>4</sup> FAR bonus of up to 20% for a public plaza  
<sup>5</sup> Increase in FAR with Inclusionary Housing Program bonus

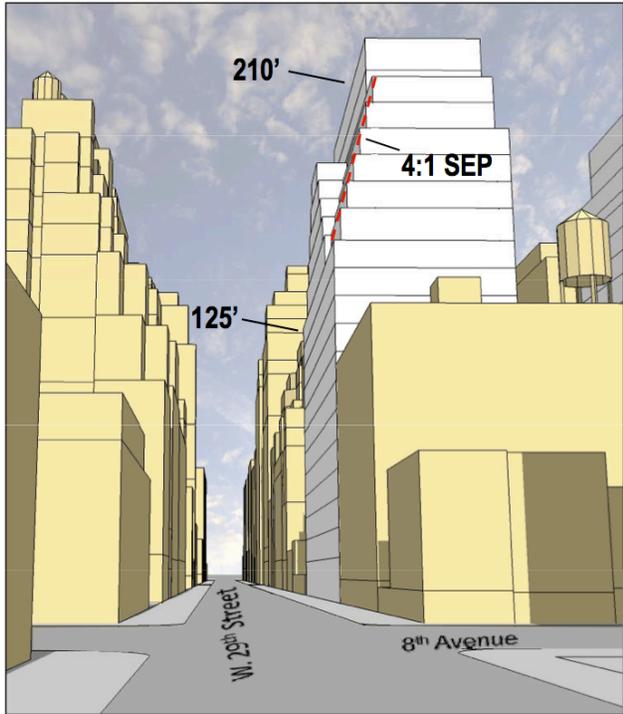
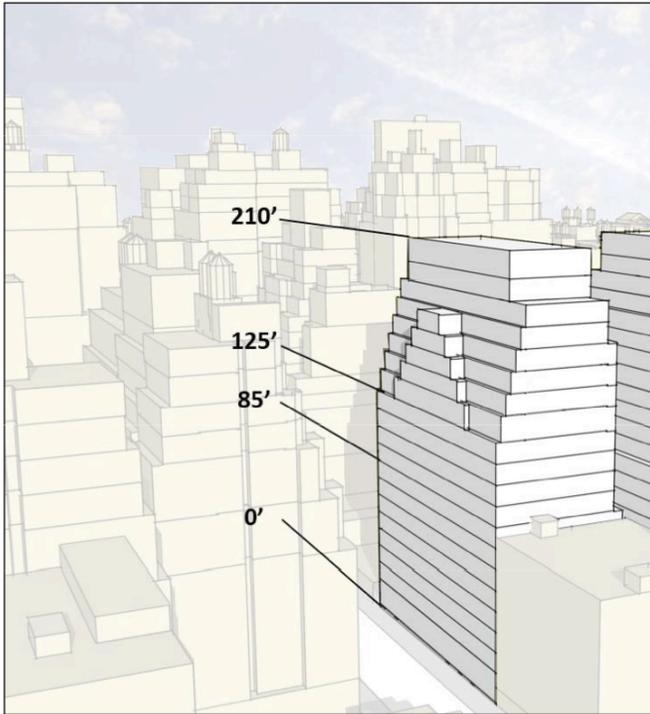
## M1-6D Bulk Regulations on Wide Streets



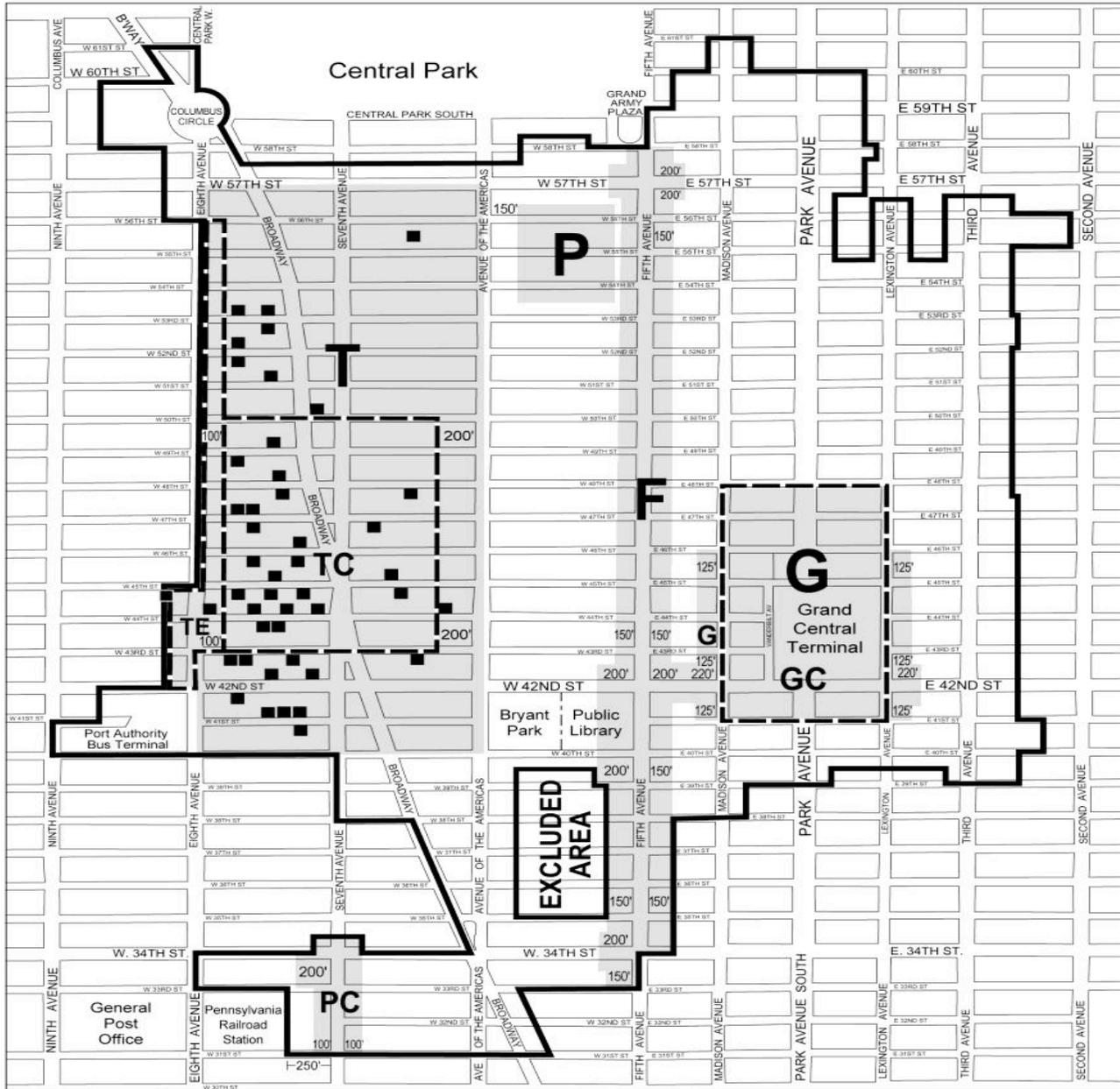
M1-6D Bulk Regulations on Narrow Street



# M1-6D: PROPOSED BULK REGULATIONS

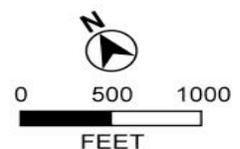


# Appendix B:

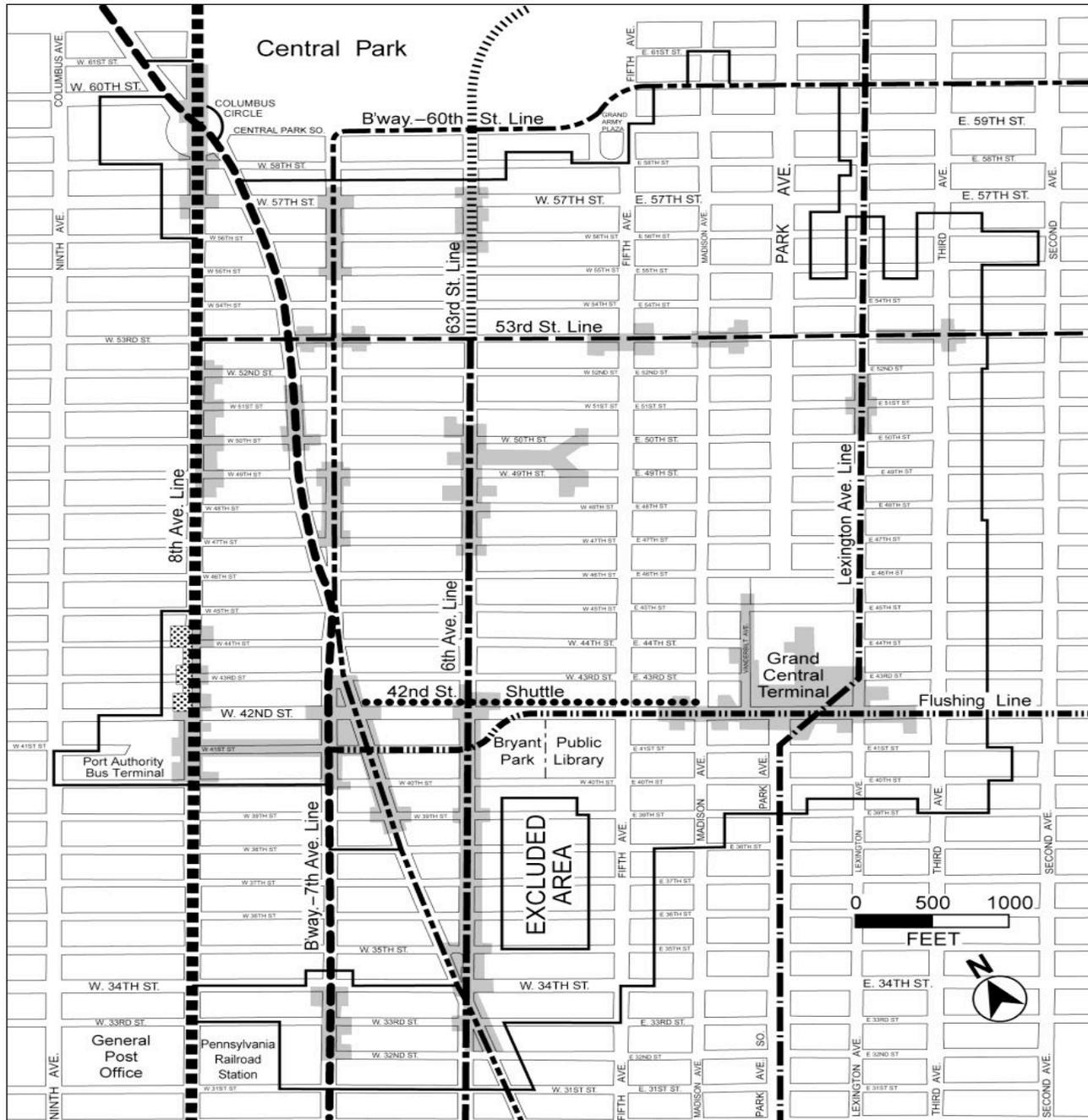


**MIDTOWN DISTRICT PLAN**  
**MAP 1 - Special Midtown District and Subdistricts**

- F** Fifth Avenue Subdistrict
- G** Grand Central Subdistrict
- PC** Penn Center Subdistrict
- P** Preservation Subdistrict
- T** Theater Subdistrict
- GC** Grand Central Subdistrict Core
- TC** Theater Subdistrict Core
- TE** Theater Subdistrict Eighth Avenue Corridor
- Listed Theaters
- Special Midtown District



Source: DCP



## MIDTOWN DISTRICT PLAN

MAP 3 - Subway Station and Rail Mass Transit Facility Improvement Areas

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>— Special Midtown District</li> <li>■ Improvement Area</li> <li>▨ Improvement Area (Subway station improvement bonus pursuant to Section 81-292 not applicable)</li> <li>■ ■ ■ ■ 8th Ave. Line</li> <li>— — — — Broadway-7th Ave. Line</li> </ul> | <ul style="list-style-type: none"> <li>— — — — Broadway-60th St. Line</li> <li>— ■ ■ ■ 6th Ave. Line</li> <li>— ■ ■ ■ Lexington Ave. Line</li> <li>— ■ ■ ■ 63rd St. Line</li> <li>— ■ ■ ■ 53rd St. Line</li> <li>● ● ● ● 42nd St. Shuttle</li> <li>— ■ ■ ■ Flushing Line</li> </ul> |
|--|---|

Source: DCP

## Appendix C:

Businesses by Sector and Subsector in the Penn Station Study Area				
	Businesses		Employees	
	Number	Percent	Number	Percent
Agriculture, Forestry, Fishing & Hunting	3	0.1%	0	0.0%
Mining	1	0.0%	0	0.0%
Utilities	3	0.1%	33	0.1%
Construction	182	3.5%	860	1.5%
Manufacturing	242	4.7%	3,071	5.3%
Wholesale Trade	436	8.4%	3,250	5.6%
<b>Retail Trade</b>	<b>850</b>	<b>16.4%</b>	<b>9,347</b>	<b>16.0%</b>
Motor Vehicle & Parts	6	0.1%	10	0.0%
Furniture & Home Furnishings	35	0.7%	113	0.2%
Electronics & Appliance	108	2.1%	737	1.3%
Bldg Material & Garden Equipment & Supplies	18	0.3%	37	0.1%
Food & Beverage	20	0.4%	49	0.1%
Health and Personal Care	54	1.0%	395	0.7%
Gasoline Stations	1	0.0%	0	0.0%
Clothing & Clothing Accessories	385	7.4%	5,544	9.5%
Sports Goods, Hobby, Book, & Music	62	1.2%	340	0.6%
General Merchandise	39	0.8%	709	1.2%
Miscellaneous Store Retailers	113	2.2%	402	0.7%
Nonstore Retailers	10	0.2%	1,010	1.7%
<b>Transportation &amp; Warehousing</b>	<b>112</b>	<b>2.2%</b>	<b>539</b>	<b>0.9%</b>
Information	351	6.8%	7,332	12.6%
<b>Financing &amp; Insurance</b>	<b>212</b>	<b>4.1%</b>	<b>2,842</b>	<b>4.9%</b>
Central Bank/Credit Intermediation & Other Related Activities	46	0.9%	544	0.9%
Securities, Commodity Contracts & Other Financial Investments & Other Related Activities	114	2.2%	1,213	2.1%
Insurance Carriers & Related Activities; Funds, Trusts & Other Financial Vehicles	52	1.0%	1,085	1.9%
<b>Real Estate, Rental &amp; Leasing</b>	<b>181</b>	<b>3.5%</b>	<b>1,172</b>	<b>2.0%</b>
<b>Professional, Scientific &amp; Tech Services</b>	<b>917</b>	<b>17.7%</b>	<b>10,593</b>	<b>18.2%</b>
Legal Services	145	2.8%	908	1.6%
Management of Companies & Enterprises	6	0.1%	24	0.0%
<b>Administrative &amp; Support &amp; Waste Management &amp; Remediation Services</b>	<b>321</b>	<b>6.2%</b>	<b>2,505</b>	<b>4.3%</b>
Educational Services	78	1.5%	431	0.7%
Health Care & Social Assistance	107	2.1%	7,491	12.8%
Arts, Entertainment & Recreation	108	2.1%	1,619	2.8%
<b>Accommodation &amp; Food Services</b>	<b>187</b>	<b>3.6%</b>	<b>2,926</b>	<b>5.0%</b>
Accommodation	17	0.3%	1,349	2.3%
Food Services & Drinking Places	170	3.3%	1,577	2.7%
<b>Other Services (except Public Admin.)</b>	<b>317</b>	<b>6.1%</b>	<b>3,057</b>	<b>5.2%</b>
Automotive Repair & Maintenance	4	0.1%	0	0.0%
Public Administration	24	0.5%	806	1.4%
Unclassified Establishments	547	10.5%	460	0.8%
<b>Totals</b>	<b>5,185</b>	<b>100.0%</b>	<b>58,358</b>	<b>100.0%</b>

Source: 2010 Business data provided by Infogroup, Omaha NE. Forecast obtained using STDB Online

# Capstone Team Bios

## The Team:

### **Jeffrey Aser**

Jeffrey will receive his Master of Urban Planning from NYU Wagner in May 2012 with a specialization in Housing and Economic Development. He has a BA in Political Science and Philosophy from Boston College. Jeffrey currently works as the Planning and Policy Intern at Friends of Hudson River Park. He can be reached at: [JeffAser@gmail.com](mailto:JeffAser@gmail.com)

### **Michael Devlin**

Michael will receive his Master of Urban Planning from NYU Wagner in May 2012 with a specialization in Housing and Economic Development. He has a BA in International Politics and has previously worked in community organizing for British MP Jim Dowd. He currently works for New York University, and can be reached at: [devlin.michael@gmail.com](mailto:devlin.michael@gmail.com)

### **Emie Eshmawy**

Emie will receive her Master of Urban Planning from NYU Wagner in May 2012 with a specialization in Housing and Economic Development. She has a BA in Political Science, History and Global Studies from the University of Minnesota, and an MA in Urban Sociology from the American University in Cairo. Emie is currently the Single Family Field Service Manager Team Lead with the United States Department of Housing & Urban Development in the Manhattan office. She can be reached at: [eeshmawy@gmail.com](mailto:eeshmawy@gmail.com)

### **Jonathan Matz**

Jonathan will receive his Master of Urban Planning from NYU Wagner in May 2012 with a specialization in Environment, Infrastructure and Transportation. He has a BA in French Literature from Columbia University and an MA in Arts Management from Claremont Graduate University. He currently works as the Living Neighborhoods intern at the Municipal Art Society. He can be reached at: [jonathanrmatz@gmail.com](mailto:jonathanrmatz@gmail.com)