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Environmental & Preliminary Engineering
Bus Terminal Replacement Project

PORT AUTHORITY OF NEW YORK & NEW JERSEY SCOPING DOCUMENT

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Appendix A: Bus Terminal Replacement Alternatives Development & Public Engagement

ABBREVIATIONS

APE	Area of Potential Effect
ASTM	American Society for Testing and Materials
BPM	Best Practices Model
BRT	Bus Rapid Transit
CEQ	Council on Environmental Quality
CEQR	City Environmental Quality Review
D&D	Design and Deliverability
DEIS	Draft Environmental Impact Statement
EIS	Environmental Impact Statement
EWB	Newark Liberty International Airport
FEIS	Final Environmental Impact Statement
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GHG	Greenhouse Gas
HBLR	Hudson-Bergen Light Rail
HTC	Hudson Terminal Center
JSQ	Journal Square
LT	Lincoln Tunnel
MPO	Metropolitan Planning Organization
MTA	Metropolitan Transportation Authority
NEC	Northeast Corridor
NEPA	National Environmental Policy Act
NJTPA	North Jersey Transportation Planning Authority
NJRTM	North Jersey Regional Transportation Model
NOA	Notice of Availability
NOI	Notice of Intent
NYCDOT	New York City Department of Transportation
NYCDCP	New York City Department of City Planning
NYCT	New York City Transit
NYMTC	New York Metropolitan Transportation Council
NYS DOT	New York State Department of Transportation
PABT	Port Authority Bus Terminal
PANYNJ	Port Authority of New York & New Jersey
PATH	Port Authority Trans-Hudson
PSNY	Penn Station New York
RCNM	Roadway Construction Noise Model
ROD	Record of Decision
RPA	Regional Plan Association
SEQRA	New York State Environmental Quality Review Act
SHPO	State Historic Preservation Office
TAC	Technical Advisory Committee
tph	trains per hour
ULURP	Uniform Land Use Review Procedure
USDOT	U.S. Department of Transportation
WTC	World Trade Center
XBL	Exclusive Bus Lane

1 Introduction

- ✓ **What is the Port Authority Bus Terminal Replacement Project?**
- ✓ **What is the purpose of the agency and public scoping process and how does it relate to the Port Authority Bus Terminal Replacement Project?**
- ✓ **Why is the proposed project subject to the National Environmental Policy Act (NEPA) and what are the Act's requirements?**
- ✓ **This scoping process is the public's first formal opportunity to comment on the proposed project, its purpose and need, the screening of alternatives, and the methodologies to be employed in assessing potential project impacts.**

1.1 PROJECT OVERVIEW

The Port Authority of New York & New Jersey (PANYNJ) is proposing to replace the existing Port Authority Bus Terminal (PABT) and associated facilities, including terminal, ramp structure, and storage and staging (the "Proposed Project" or "Replacement Project"). It is anticipated that the Replacement Project will utilize private development opportunities created by making PANYNJ land available to help fund the Replacement Project. The replacement PABT is anticipated to be completed by 2030.

PANYNJ, as project sponsor, intends to seek funding from the Federal Transit Administration (FTA). As such, PANYNJ is conducting planning-level scoping, consistent with FTA's "Planning and Environmental Linkages" process (23 C.F.R. 450.318), in advance of formal National Environmental Policy Act (NEPA) scoping. This scoping document provides a summary of the project's purpose and need, goals and objectives, the initial alternatives screening assessment, and an overview of the NEPA environmental review process.

The existing PABT operates in conjunction with its associated facilities: the ramp structure, 41st Street underpass (Greyhound tunnel), and 41st Street Ventilation Building. Currently, bus storage and staging occurs within the terminal, in street-level lots. The upper levels of the terminal directly connect to the Lincoln Tunnel portals via a set of ramps that provide bus-only access and egress to the third and fourth bus operating levels, while the lower level has access from the city street network. There is also a direct ramp connection to a public auto parking garage on the upper levels.

The PABT facility is one of the major Midtown Manhattan transportation hubs. It connects regional/commuter and intercity bus service to 12 New York City Transit (NYCT) subway lines and five NYCT bus routes, and offers pedestrian access to some of Manhattan's densest employment locations—including Midtown's office, shopping, and entertainment centers, the Fashion and Theater Districts, and the emerging Hudson Yards development district. Figure 1-1 shows the regional transportation network serving travel between New Jersey and the Manhattan central business district (defined as all Manhattan below West 60th Street). Buses comprise approximately 25 percent of peak-hour vehicles in the Lincoln Tunnel and carry approximately 90 percent of peak-hour customers¹. Most buses that use the Lincoln Tunnel are accommodated at the PABT. The PABT serves an estimated 260,000 passenger trips on a busy weekday or 23 percent of trans-Hudson trips entering or exiting the central business district.² The PABT hosts routes for daily commuters throughout New Jersey, eastern Pennsylvania, and the Lower Hudson Valley. It also accommodates routes that provide frequent intercity services to and from locations such as upstate New York, New England, the mid-Atlantic and Canada, as well as daily services to more remote destinations. The PABT does not service many intercity buses (referred to as Curbside-Intercity buses) that drop off and pick up from neighborhood streets. However, PANYNJ has commenced, and will continue, discussions with interested stakeholders to address local concerns about these buses; PANYNJ believes this could lead to a separate project with independent utility.

The growth in bus demand to the PABT facility has been robust, and passenger activity at the bus terminal has been growing rapidly. Regional forecasts from the Metropolitan Planning Organizations (MPO)—New York Metropolitan Transportation Council's Best Practices Model (NYMTC BPM) and the North Jersey Transportation Planning Authority's (NJTPA) North Jersey Regional Transportation Model (NJRTM), both from 2013, indicated that passenger activity at the PABT would rise to 337,000 per day (30 percent) by 2040. 2018 forecasts prepared by PANYNJ and New Jersey Transit show similar patterns of robust passenger growth by 2040. If the PABT is not replaced, the PABT would not be able to accommodate forecasted bus demand which would worsen conditions on area roadways leading to and from the PABT. In addition, it could result in a shift to auto, creating more congested conditions on the approach roadways, Hudson River crossings and Manhattan streets.

This scoping process is the public's first formal opportunity to comment on the proposed project, its purpose and need, the screening of alternatives, and the approach to assessing project impacts. A variety of outreach activities, as outlined in Section 5, are planned to engage public stakeholders. The activities will be tied to support project development efforts.

¹ PANYNJ staff analysis, based on NYMTC Hub Bound Travel Report (2015 and 2016).

² Ibid.

FIGURE 1-1. TRANSPORTATION NETWORK BETWEEN NEW JERSEY AND THE MANHATTAN CENTRAL BUSINESS DISTRICT



Source: PANYNJ

1.2 PROJECT BACKGROUND

The PABT facility, located on the West Side of Manhattan, was first opened for service in 1950 and last underwent major expansion in 1981, when its capacity was increased by 50 percent with the addition of the North Wing. The terminal building occupies approximately one and one-half city blocks between West 40th and West 42nd Streets and between Eighth and Ninth Avenues, while the ramps connecting the PABT to the Lincoln Tunnel are located to the west and south, spanning Galvin Plaza and Dyer Plaza (Figure 1-2). Since the PABT's opening in 1950, the neighborhoods immediately surrounding the PABT have evolved to include additional residential uses adjacent to a historic, mixed-use neighborhood with a strong local identity. West Midtown also has several high-rise mixed-use/commercial developments in close proximity to PABT.

FIGURE 1-2. EXISTING PORT AUTHORITY BUS TERMINAL FACILITY



Source: WSP

The PABT's South Wing occupies the city block between West 40th Street and West 41st Street from Eighth Avenue to Ninth Avenue. The North Wing of the terminal occupies half of a city block, fronting on Eighth Avenue between West 41st Street and West 42nd Street. Each level of the North Wing, except for the ground floor, extends over or under West 41st Street to connect directly with its counterpart level in the South Wing.

The PABT is configured with three pedestrian levels (subway level, main concourse, and 2nd floor), and three bus levels (lower level, third and fourth floors). In 1963, the fourth floor of the PABT was converted from public parking to bus operations and a three-story public car parking garage was

erected over the South Wing. It was later expanded to the North Wing fifth floor, providing space for a total of approximately 1,200 cars.

All vehicular entrances and exits to the two upper bus levels and public parking are accommodated by direct ramp connections to and from the Lincoln Tunnel. The ramps are also accessible from city streets. The Lower Level has three access points. The North Wing is accessible through a tunnel under Ninth Avenue that connects to Dyer Avenue. The South Wing has an on-street entrance on West 40th Street and an on-street exit on West 41st Street.

The regional bus network relies on interconnected infrastructure comprising NJ Route 495 (which incorporates the contraflow Exclusive Bus Lane (XBL), the Lincoln Tunnel (which includes dedicated bus lanes), direct ramps and street-level connections between the Lincoln Tunnel and the PABT, and configurable surface streets for handling Lincoln Tunnel traffic.

In recent years, the PANYNJ has studied the existing facility and options to address capacity constraints, operational limitations, and the facility's aging structure and building systems. Engineering work has concluded that the existing South Wing floor slabs on the bus platform levels, which are reaching the end of their useful life, could not be rehabilitated without triggering a reconstruction of the entire facility to meet applicable codes and standards. Thus, incremental rehabilitation to the facility would have significant operational impact during construction, resulting in reduced capacity for bus operations than exists in the building today, without alleviating many of its physical limitations, such as bottle necks on the interior terminal roadways and inadequate vertical clearances. This would contribute to worsening congestion on surrounding city streets, to and from the Lincoln Tunnel.

Appendix A provides a detailed summary of the planning process undertaken by PANYNJ from 2013 to 2018 that led to the current initiative. PANYNJ planning efforts from 2013 to 2015 evaluated numerous concepts for replacing the PABT facility. Some of the proposed concepts located the terminal a block or more to the west from the existing terminal site. These concepts drew concern for their increased walk time for passengers walking in the predominant origin/destination direction, specifically to points north and east of the terminal, and potential impact on occupied residential and commercial buildings in the vicinity.

The planning and community engagement process continued seeking to broaden the scope of concepts. The PANYNJ Board of Commissioners authorized an International Design and Deliverability (D&D) Competition in 2016 to solicit conceptual designs for a new PABT facility on a site west of the current structure, between Ninth and Eleventh Avenues in Manhattan, as well as suggestions of other potential alternative sites for a replacement PABT facility. Competitors' designs were asked to allow for the following:

- Sequential construction of key elements (including terminal facilities and bus-staging facilities) as estimates of future capacity needs are refined

- Scalability of the terminal complex to meet developing capacity requirements
- Appropriate pedestrian connections to mass transit near the new terminal
- Minimization of adverse impacts on the community and incorporation of sustainability and urban design features

An international panel of experts, renowned for their professional skills in urban planning, transportation operations, construction management, engineering and other fields, were responsible for selecting a group of D&D finalists and evaluating their final submissions. The panel of experts also provided a series of recommendations, including the consideration of a conceptual design for building a new terminal on the site of the current facility, while the existing terminal remains in operation.³

To provide further support for the PABT planning effort, the PANYNJ also conducted the *Trans-Hudson Commuting Capacity Study* in 2016 to examine a list of potential interstate transportation network improvements that could reduce the 2040 forecast demand for bus service to a replacement PABT.⁴ In addition, the study examined emerging constraints and potential remedies in an updated analysis of the regional bus network, which relies on the integrated operation of the Route 495 corridor, Lincoln Tunnel Helix and toll plaza, the PABT and associated ramps, and dispersed bus parking and staging capacity. The study identified strategies across the regional transportation network, which, if all successfully implemented, could collectively divert as much as 10 to 20 percent of the projected interstate bus demand from the PABT. Achieving this result would require expansion of Penn Station to allow a doubling of NJ TRANSIT peak-hour rail service, as well as the relocation of some PABT commuter bus operations to Manhattan streets. However, there would still be a growing volume of commuter bus travel demand. As such, the study team recommended that the PANYNJ initiate planning to evaluate and phase deployment of new bus operations technologies, seek locations for bus storage and staging that enhance bus service reliability, pursue capacity solutions on other trans-Hudson modes and corridors, improve existing peak-period bus operations, and plan terminal replacement, expansion and modernization options. Concurrently, the study recommended that the PANYNJ work with partner agencies and private transportation operators to support expansion of alternative trans-Hudson commuting options to provide additional capacity for trans-Hudson commutation on modes in addition to bus service to the PABT.

The study's overview of regional transportation network prospects and trends reaffirmed previous analyses that showed that even substantial expansion of NJ TRANSIT peak-period commuter rail service to Penn Station New York (PSNY), an objective of the Gateway program, would divert approximately six percent of projected total 2040 demand for PABT service. A panel of transportation experts consulted during the study also cautioned that there may be significant

³ Ibid.

⁴ http://www.panynj.gov/about/pdf/Trans-Hudson_Commuting_Capacity_Study-Summary_Report_9-21-16.pdf; Port Authority of New York and New Jersey, September 2016.

latent demand in the west-of-Hudson region for trans-Hudson transit service, including bus service, which could become evident with the wider availability of app-hailed car services, enhanced options for travelers to access information about transit options, and an improved bus facility that provides a better customer experience.

In 2017, as a result of public input and feedback (see Appendix A), the PANYNJ undertook additional planning efforts to evaluate the feasibility of rebuilding in place, with the goal of building a new PABT facility that would avoid the need for private property acquisition, and would maintain direct roadway connections to the Lincoln Tunnel and maintain pedestrian access to the subway. Phasing would allow for continued operations to be maintained during construction.

1.2.1 Independent Initiatives

1.2.1.1 Curbside-Intercity Service

The PABT has historically accommodated a limited number of intercity private carriers whose business plans and operations are compatible with the current facility. These private carriers provide service from the PABT to other points in the northeast and mid-Atlantic. Such carriers constitute approximately 20% of all buses utilizing the terminal. The proposed project for the future terminal includes the capacity to accommodate intercity service that currently utilizes the PABT plus forecasted growth of these buses.

The proposed project does not include Curbside-Intercity services that now operate on local streets. Over the past two decades, the Curbside-Intercity bus market in New York City has grown rapidly in comparison to the terminal-based intercity bus volume. The growth of Curbside-Intercity service throughout Manhattan, and with notable clusters of activity at key West Midtown locations such as West 34th Street adjacent to the Jacob K. Javits Convention Center (Javits), has been an increasingly important community concern raised during PANYNJ stakeholder outreach. The Curbside-Intercity market has developed independent of the PABT for a variety of reasons:

- **Cost:** Use of PABT gates may not be consistent with the discounted financial structures used by some intercity carriers, including carriers that moved out of the terminal based on inability to meet financial obligations.
- **No statutory/regulatory basis:** There are no governmental requirements that intercity buses use an off-street terminal (on-street facilities are approved and permitted by the New York City Department of Transportation).
- **Business Models:** The business models of some curbside intercity carriers are inconsistent with the use of a single large terminal since their service requires frequent stops in key office markets. These operators would be unlikely to risk losing these specialty customers should they be required to board at PABT.

Based on the vastly different nature of these private bus carriers, as reflected in the three factors above, and the uncertainty that they would use a large bus terminal, the PA is not including such buses as part of the proposed project. However, the Port Authority has commenced a separate effort to consider this issue as an independent project, including potential sources of funding for such an independent project.

1.2.1.2 Storage & Staging

The PABT has historically accomplished storage and staging through utilization of the bus terminal along with surface lots (owned or leased by the PANYNJ) in the vicinity. Recent operational changes, including gate reassignments, tighter regulation in the supply of buses and in bus movements inside the terminal, combined with additional surface bus parking spaces, have improved terminal efficiency. These changes have resulted in reduced bus traffic on city streets.

The proposed project would provide for storage and staging within the terminal structure or by a combination of on-site and off-site locations, and would provide for additional efficiencies as compared to the existing terminal with respect to these operations. The proposed project would meet the goal of minimizing impacts on city streets from bus services operating within the replacement terminal and assuring that the use of city streets by these buses would not increase.

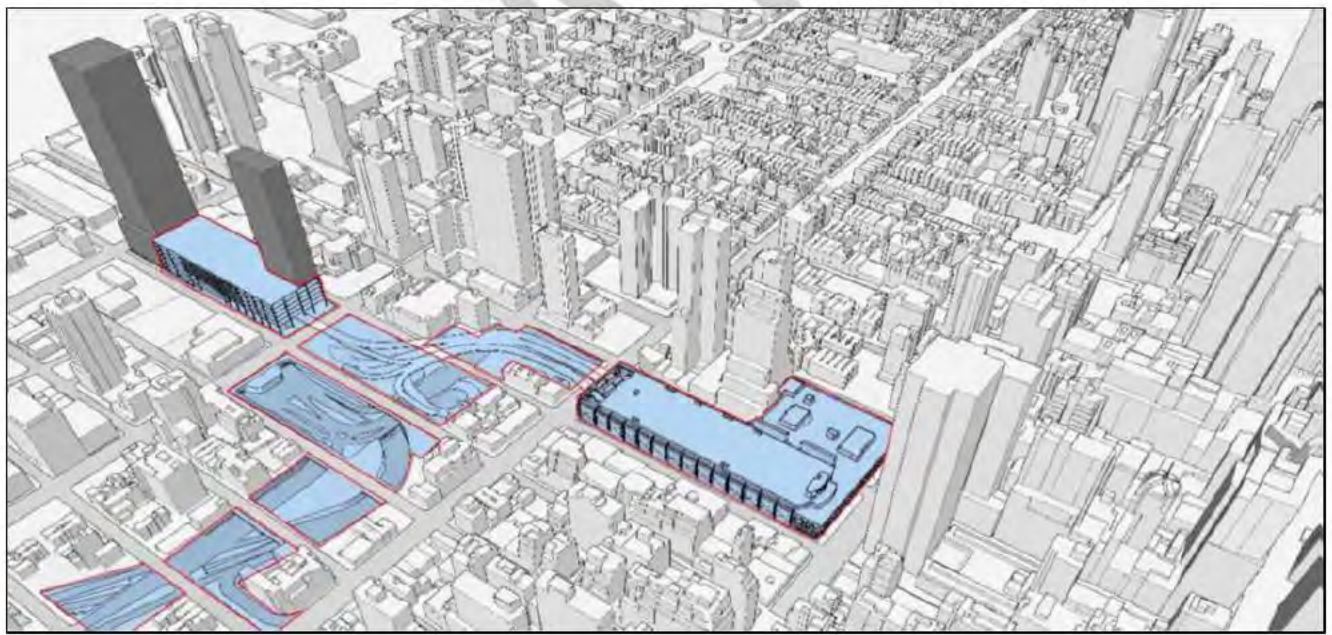
The Port Authority has commenced a separate effort looking at storage and staging capacity, in response to community concerns relative to bus impacts on local city streets. This separate effort could result in a bus storage and staging facility of independent utility that could proceed with or without the Replacement Project. Galvin Plaza has been identified as a potential location for such a facility. (see Figures 1-3 and 1-4). A major challenge to this potential independent project is funding. The PANYNJ is exploring financing options for this separate project, including the use of private development.

Storage and staging is further discussed in 2.2.3.

FIGURE 1-3 LOCATION OF POTENTIAL PRIVATE DEVELOPMENT AT GALVIN PLAZA



FIGURE 1-4 POTENTIAL PRIVATE DEVELOPMENT AT GALVIN PLAZA



Port Authority Owned Property
 Potential Private Development Associated with The Bus Terminal Replacement Project

1.2.1.3 Hell's Kitchen South Coalition Plan

PANYNJ is also evaluating the Hell's Kitchen South Coalition conceptual planning that utilizes overbuild and value capture to provide new planning and community connectivity. PANYNJ acknowledges that private development of PANYNJ properties is an opportunity to transform these properties into neighborhood assets, including street-facing retail, commercial and residential development, subway access improvements and pedestrian friendly open spaces.

These suggested initiatives are fully independent and not part of the Replacement Project. The PANYNJ is exploring financing options for these initiatives including the use of private development.

1.3 REGULATORY FRAMEWORK

The PANYNJ intends to seek federal funding from the FTA to support construction of the proposed Bus Terminal Replacement Project, and other federal, state, and/or local regulatory reviews may be undertaken for its implementation. Approvals or actions by federal agencies such as the FTA are subject to environmental review under the National Environmental Policy Act (NEPA), and the FTA is serving as the NEPA lead agency. NEPA and its implementing regulations (set forth in 40 C.F.R. §§ 1500-1508) and the FTA's *Environmental Impact and Related Procedures* (23 C.F.R. §771) require federal agencies to consider the reasonably anticipated environmental impacts of their actions, including direct, indirect, and cumulative effects. To date, the work has been completed in accordance with 23 C.F.R. §450.318, with extensive solicitation of public input on the project purpose and need, goals and objectives, and potential alternatives. The environmental review will be conducted through either an Environmental Assessment (EA) or an Environmental Impact Statement (EIS) depending on the severity of the potential impacts. The environmental review in either form would study the environmental impacts of the project, identify appropriate mitigation measures and any adverse impacts that could not be avoided, and evaluate alternatives to the project.

The NEPA environmental review would also be prepared to conform with the guidelines and methodologies established under the New York State Environmental Quality Review Act (SEQRA) and New York City Environmental Quality Review (CEQR), so that the environmental review could be used for decision making by any state and/or local agencies from which discretionary permits or approvals may be required.

The current scoping process is being conducted pursuant to 23 C.F.R. §450.318 and the FTA's procedures for complying with NEPA contained in 23 C.F.R. §771. In accordance with 23 C.F.R. §771.105, the FTA must make its decisions "... in the best overall public interest based upon a balanced consideration of the need for safe and efficient transportation; of the social, economic, and environmental impacts of the proposed transportation improvement; and of national, state,

and local environmental protection goals." Pursuant to 23 C.F.R. §§ 771.105 and 771.111, public involvement in the NEPA process is essential and begins with a process referred to as "scoping."

Scoping is the initial formal step to afford agencies, stakeholders, and the public an opportunity to review and comment on the scope of the project, including the project's purpose and need statement, project goals and objectives, alternatives, environmental issues of concern, and analysis methodologies to be employed. This scoping document sets forth the proposed project, its purpose and need, goals and objectives, and identifies a preliminary screening of potential alternatives that has resulted from several years of study and outreach to the community, and identifies proposed analysis methodologies along with a preliminary identification of resources in the study area. The public can submit written comments by mail, email (pabtreplacement@panynj.gov), via the project's website (www.pabtreplacement.com), or in person at public scoping meetings scheduled for XXXXXX, 2019. The comment period begins with publication of this scoping document and continues until XXXX, 2019. All comments will be reviewed and considered, and a Summary Report will be prepared.

1.4 SCOPING MEETINGS AND OPPORTUNITY FOR PUBLIC COMMENT

PANYNJ is formally seeking input and comments on the following:

- Purpose and Need
- Goals and Objectives
- Alternatives evaluated and a proposed screening process
- Analyses to be included in the environmental review and the study area and methodologies to be used in determining impacts
- Approach and opportunities for additional public and agency involvement
- Any concerns related to the potential environmental impacts of the proposed project

Project scoping meetings will be held in May, 2019 at the locations shown in Table 1-1. Members of the public and representatives of other agencies will have an opportunity to view project materials, attend a brief presentation of the proposed project, speak with PANYNJ representatives, make oral comments, and/or submit written comments.

TABLE 1-1. SCOPING MEETINGS

Scoping Meeting #1	Scoping Meeting #2
Date: XX, 2019 Time: TBD Location: TBD	Date: XX, 2019 Time: TBD Location: TBD
Scoping Meeting #3	Scoping Meeting #4
Date: XX, 2019 Time: TBD Location: TBD	Date: XX, 2019 Time: TBD Location: TBD

Public and agency written comments may also be submitted by XXX, 2019 via the following:

- Project website comment form found at www.pabtreplacement.com
- Email pabtreplacement@panynj.gov

At the completion of the scoping period a Summary Report will be prepared, which will address comments received from the public, elected officials, and agency representatives. The Summary Report will identify the comments received and provide responses as appropriate. It will also include updated project information to reflect public and agency input as well as any new project material that may become available after publishing this scoping document. The Summary Report will be made available to the public.

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1.5 DOCUMENT ORGANIZATION

This document provides information to assist the public, elected officials, and agency representatives in understanding the proposed project. The remaining sections include the following:

- **SECTION 2 – PURPOSE AND NEED.** This section describes the issues that the proposed project is intended to address and identifies the goals and objectives of the proposed project.
- **SECTION 3 – PROJECT ALTERNATIVES.** This section describes the alternatives development process and the preliminary screening assessment.
- **SECTION 4 – ENVIRONMENTAL ANALYSIS FRAMEWORK.** This section describes the methodologies that will be used to assess the potential social, economic, and environmental impacts.
- **SECTION 5 – AGENCY AND PUBLIC COORDINATION.** This section describes the public and agency participation program for the proposed project.

2 Purpose and Need

- ✓ What is the purpose of the proposed project?
- ✓ Why is it needed?
- ✓ What goals and objectives have been defined to guide the development and evaluation of alternatives?

2.1 INTRODUCTION

This section describes the physical, functional and operational limitations that challenge the capabilities of the existing PABT facility to serve current and forecasted demand for trans-Hudson bus service, an essential element of the regional transportation network. This section also describes the principal needs for the Replacement Project and provides a preliminary explanation of how the Replacement Project would address those needs (i.e., its "purpose and need"). In discussing the need for the Replacement Project, this section also notes other independent projects that are under consideration in order to inform the public of these concepts.

2.2 PURPOSE AND NEED FOR THE PROJECT

The primary purpose of the Replacement Project is to meet the forecasted trans-Hudson commuter and intercity bus and passenger demand of bus services that operate within the PABT facility. In addition, the Replacement Project is needed to address capacity constraints and operational limitations of the existing PABT facility, and to improve bus storage and staging to reduce bus idling, on-street congestion, and improve bus network reliability. Specific information on operating constraints and operational limitations (i.e., circulation bottlenecks and tight internal roadway geometries) is explained in the following subsections. Timely completion of a replacement facility is needed because structural slabs for the existing PABT South Wing bus operating levels will be functionally obsolete for the purpose they were constructed unless significant investments are made in the 2027 to 2037 timeframe – whether or not a replacement facility is built.

Currently, the PABT facility suffers from the pressures of accommodating growing travel demand with aging infrastructure and systems, increasingly problematic functional and physical obsolescence of assets and facilities, and fundamental capacity challenges. The system of roadways, tunnel, facilities and services connecting to the Midtown core and the PABT are increasingly sensitive to disruption, and reliability will be difficult to sustain without significant new long-term investments and ongoing expenditure of resources to maintain assets during construction.

The PABT facility is an essential trans-Hudson transit link for travelers to Midtown Manhattan; a new facility is needed to support growth in regional travel demand with a flexible and scalable solution within a diverse network of transportation facilities and services.

2.2.1 The Need to Support Commuter and Intercity Bus and Passenger Travel Demand Growth Crossing the Hudson

With its initial construction in 1950, and expansions in 1963 and the early 1980s, the existing PABT facility struggles daily to meet the current burgeoning demand of both buses and passengers, and is not capable of meeting projected long-term demands. The PABT facility suffers from various circulation bottlenecks and constraints that inhibit efficient bus operations and pedestrian circulation. Because of its critical role in regional mass transit, the PABT facility is forced to operate beyond its design capacity in the peak hours, both for bus movements to and within the PABT facility and passenger handling at the terminal bus gates. The inadequate capacity presents an ongoing challenge to address street-level traffic congestion, delays, crowding, and service reliability failures.

Today's PABT facility operations benefit from an operationally flexible Lincoln Tunnel, and the efficiencies provided by the contraflow XBL. The XBL alone accommodates more than 72,000 weekday 6 a.m. to 10 a.m. passenger trips⁵; when coupled with local bus traffic, the Lincoln Tunnel handles nearly 100,000 weekday morning peak period bus passenger trips across the Hudson River, more than any other trans-Hudson transit connection, including commuter rail to PSNY. However, demand along ramps and at the terminal exceeds design capacity, creating congested conditions and unreliable service, despite the facility's innovative operations and flexible infrastructure.

The growth in bus demand to the PABT facility has been robust, and passenger activity at the bus terminal has been growing rapidly. Regional forecasts from the Metropolitan Planning Organizations (MPO)—New York Metropolitan Transportation Council's Best Practices Model (NYMTC BPM) and the North Jersey Transportation Planning Authority's (NJTPA) North Jersey Regional Transportation Model (NJRTM), both from 2013, indicated that passenger activity at the PABT would rise to 337,000 per day (30 percent) by 2040. Based on data and projections by PANYNJ Planning in coordination with bus operators this represents about 41,000 evening peak hour riders. With an average occupancy of about 40 passengers per bus (given differences in bus sizes and with higher occupancy for evening peak hour commuter and intercity departures), this results in a projection of about 1,000 peak-hour buses. If the PABT is not replaced, the projected bus demand would worsen conditions on area roadways leading to and from the PABT. In addition, it could result in a shift to auto, creating more congested conditions on the approach roadways, Hudson River crossings and Manhattan streets.

⁵ PANYNJ staff analysis, based on NYMTC Hub Bound Travel Report (2015 and 2016).

The strong, long-term growth in bus ridership is paralleled by projected growth across all transit modes in the Trans-Hudson transportation network, much of which is also currently operating at or near capacity. The Trans-Hudson Commuting Capacity Study demonstrated that opportunities to shift bus passengers to other modes are limited, given the geographic distribution of regional residences and the constraints of the regional transit networks. This suggests that despite capacity additions planned throughout the network, and efficiencies afforded by advances in technology, a replacement PABT facility will require a design that can serve a growing bus passenger market. The near-term growth is equally a challenge, in light of required construction and lack of capacity and reliability on other modes. The PANYNJ recognizes that significant new bus facility investment is needed to adequately serve today's customers and prepare for growing regional commuter bus travel demand. Technology investments are expected to improve operating efficiency and facility productivity—both in the short term and incorporated in the future replacement project—but they will not obviate the need for a new or replaced PABT facility.

2.2.2 The Need to Address Functional and Physical Obsolescence

Recent PANYNJ efforts evaluating replacement options to address the capacity constraints and operational limitations highlighted the facility's aging structure and limitations of the building systems. Engineering work indicates that a replacement terminal or slab replacement project would be needed in the next two decades.

Maintenance data also indicated a substantial yearly increase in required repairs and decreased capacity during the period prior to the replacement. The building's electrical and mechanical systems are also nearing the end of their useful lives. In addition, the PABT facility is functionally and operationally obsolete based on (1) current bus size and weight standards, (2) Americans with Disabilities Act requirements, and (3) lack of adequate flexibility and capacity to support forecasted growth in bus demand. Solutions that might address capacity constraints—such as double-decker buses or a greater number of longer articulated buses—cannot be achieved in much of the terminal given its height restrictions and tight internal roadway geometries.

In addition, the passenger experience within the PABT, passenger environment (e.g., ticketing areas, gates and queuing areas, and restrooms), and aesthetic features (e.g., building design and wayfinding features) have failed to keep pace with the revitalized character of the surrounding Times Square, Hell's Kitchen, and Hudson Yards neighborhoods and are unfitting for a gateway transit facility for the nation's largest city. The PANYNJ has committed over \$375 million in the 2017-2026 Capital Plan toward interim improvements including a Quality of Commute Program⁶ to address today's most critical needs in the existing terminal building, including building systems improvements, communications enhancements, and improvements in operational reliability, while a new PABT facility replacement project is advanced and delivered; however, these are

⁶ <http://www.panynj.gov/bus-terminals/pabt-quality-of-commute-program.html>; Port Authority of New York and New Jersey, September 2014.

measures that do not address the fundamental functional and operational deficiencies of the PABT facility (such as wayfinding and real time schedule and gate updates). Accordingly, a new modern facility is needed to alleviate the need for continuous and substantial capital investments to maintain the existing outdated PABT facility.

2.2.3 The Need to address Bus Storage and Staging

Bus storage and staging is an important aspect of the existing and future Bus Terminal operations. The PABT has historically provided for bus storage and staging by use of the bus terminal together with surface lots (owned or leased by the PANYNJ) in the vicinity. More recently, bus gate reassignments, tighter regulation of the supply of buses and of bus movements inside the terminal, combined with additional surface bus parking spaces, have improved terminal efficiency. These operational changes have resulted in reduced bus traffic on city streets.

Storage and staging functions provide two distinct benefits:

- **Bus storage** is defined as midday bus parking and pstorage for multiple hours between the AM and PM peak periods. Today, only a portion of the fleet is optimally stored in Manhattan since operators still need to balance fleets (i.e., NJ TRANSIT returns most of its fleet to New Jersey so buses are available if an issue occurs with trans-Hudson accessibility), and have midday passenger service requirements, bus maintenance needs and emergency service contingencies.
- **Bus staging** is defined as the short-term dwelling of buses waiting to enter the PABT (dwell time of less than an hour; typically, 20 minutes) whereby the bus cannot be left unattended; the bus driver must remain with the bus except for short breaks for personal need.

The proposed project would provide for storage and staging within the terminal structure, or at a combination of on-site and off-site surface lot locations; it would provide for additional efficiencies as compared to the existing terminal with respect to bus operations. The proposed project seeks to meet the goal of minimizing impacts on city streets from bus services operating within the replacement terminal and of assuring that the use of city streets by bus terminal buses would not increase.

The Port Authority, in response to this project's planning analysis and community concerns, is considering a separate storage and staging project of independent utility. This would be an alternate means of addressing and potentially increasing storage and staging. Accordingly, the Port Authority has initiated a separate effort to address this issue. Galvin Plaza has been identified as a potential location for such operations (see Figures 1-3 and 1-4). A major challenge to this potential independent project is funding. The PANYNJ is exploring financing options, including the use of private development.

2.2.4 The Need to Provide for Private Development

An important component of the Bus Terminal Replacement project is value capture, or the ability to monetize private development rights from PANYNJ real estate holdings, to help fund the Bus Terminal Replacement Project. This monetization would be in addition to the funds allocated in the Capital Budget, and any funds allocated in future Capital Budgets. To reflect the importance of value capture, PANYNJ has included "provide private development opportunities on PANYNJ properties" as a specific objective of the project, and therefore will be included in the environmental review of the Bus Terminal Replacement Project.

As previously noted in Sections 1.2.1 and 2.2.3, PANYNJ is considering a separate independent project for a storage and staging facility on Galvin Plaza (Figures 1-3 and 1-4), which could include private development to monetize it.

2.3 GOALS AND OBJECTIVES

The Bus Terminal Replacement Project is guided by seven goals and supporting objectives to address the purpose and need for a replacement PABT facility (Table 2-1). The corresponding supporting objectives further define the goals and will support the criteria that provide specific and measurable means to evaluate project alternatives.

TABLE 2-1. GOALS AND OBJECTIVES

GOALS	OBJECTIVES
1. Improve Trans-Hudson bus operations	<ul style="list-style-type: none"> a. Provide direct linkages to Lincoln Tunnel portals b. Create linkages to bus storage and staging to optimize operations and minimize impact to local streets c. Accommodate larger buses and new bus technologies
2. Improve the passenger experience within the Terminal	<ul style="list-style-type: none"> a. Utilize sustainable building design technologies or practices that enhance environmental performance b. Incorporate State of the Art building design, communications, and passenger amenities (e.g., gates and queuing areas, ticketing, restrooms, and waiting areas) to promote ease of use and reliability of the passenger experience c. Foster safety and security improvements in terms of design, operations, and site location
3. Provide seamless passenger accessibility	<ul style="list-style-type: none"> a. Maintain or improve connections to transportation systems currently accessible from PABT, in particular NYCT subway and bus, and other modes including bicycle networks, as practicable b. Maintain or improve pedestrian accessibility between the PABT and traveler origins and destinations c. Enhance passenger experience and flows within and around the new terminal d. Minimize impacts to bus passengers during construction
4. Avoid use of private real estate that would change its use for replacement of the PABT facility to the extent practicable	<ul style="list-style-type: none"> a. Utilize currently owned Port Authority real estate b. Avoid or minimize need for condemnation

5. Strive to achieve consistency with local and regional land use plans and initiatives	<ul style="list-style-type: none"> a. Integrate with West Midtown development projects b. Provide opportunity for civic space and local retail opportunities c. Maintain regional economic vitality d. Integrate with urban fabric and respect community character e. Minimize Impacts to local community during construction
6. Develop a project that optimizes life-cycle costs	<ul style="list-style-type: none"> a. Minimize capital cost b. Minimize operating and maintenance costs c. Create ability to temporarily close portions of the terminal during off-peak operating hours d. Allow for phased construction and early initiation of operations e. Minimize need to build temporary facilities f. Minimize construction timeframe g. Provide private development opportunities on PANYNJ properties
7. Reduce the impacts of bus services on the built and natural environment	<ul style="list-style-type: none"> a. Reduce bus idling, unnecessary bus circulation, and traffic impacts on local city streets b. Reduce bus vehicle miles travelled on city streets c. Reduce bus idling within the facility

Source: WSP

3 Project Alternatives

- ✓ How were project alternatives developed?
- ✓ What alternatives have been considered?
- ✓ What alternatives are being advanced past an initial screening assessment?

3.1 INTRODUCTION

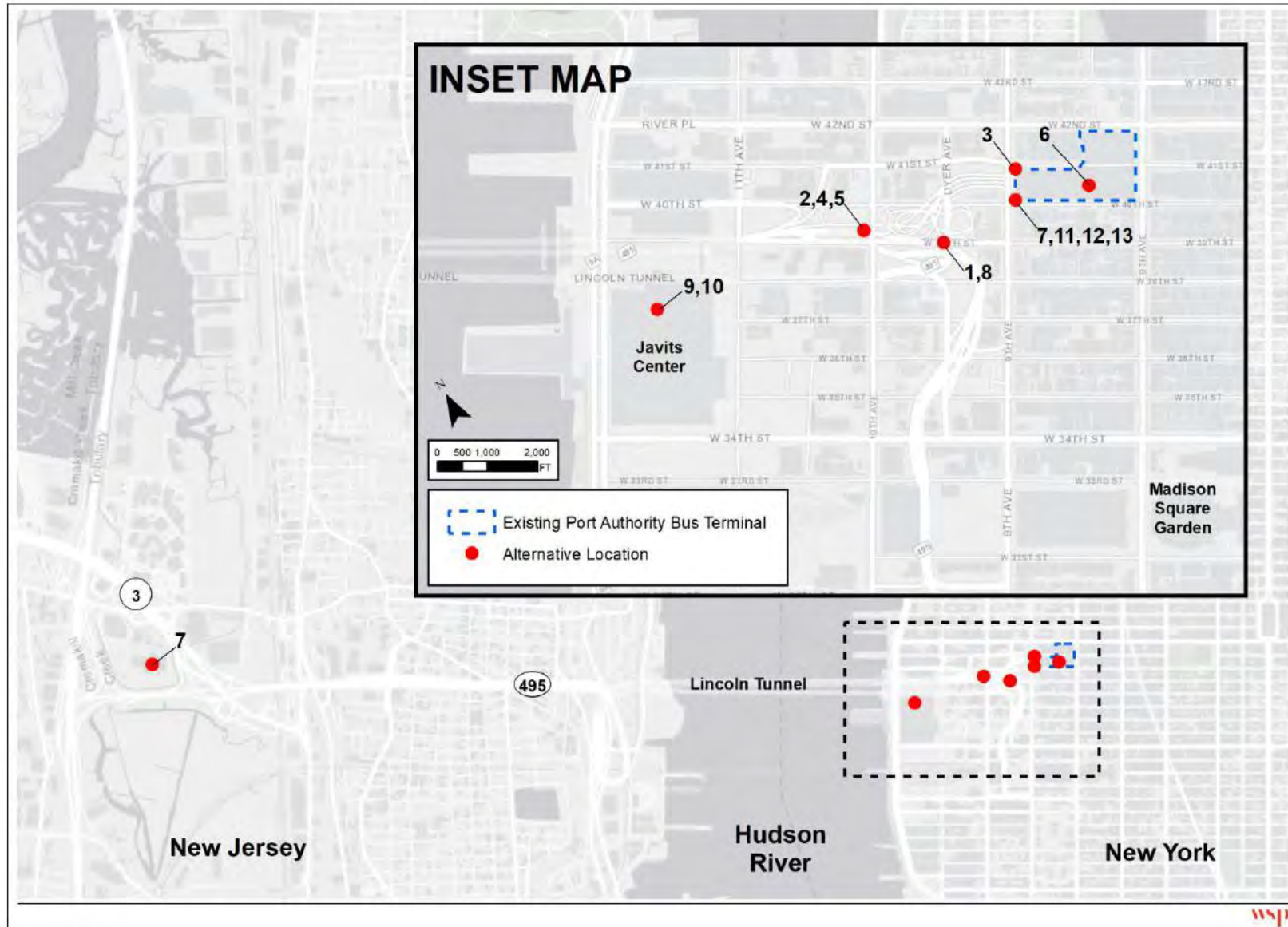
The Bus Terminal Replacement Project alternative development and screening process is closely tied to the project's purpose and need, and goals and objectives, presented in Section 2 of this Scoping Document. NEPA requires the development and analysis of a No Action Alternative and a range of reasonable Build Alternative(s) as part of environmental review. Section 3.2 describes the preliminary alternatives development and analysis process. Section 3.3 summarizes the initial screening of the Long List of Alternatives (details are provided in Appendix A). Public and agency stakeholders are invited to comment on the alternatives identification and screening process as part of this scoping process.

3.2 ALTERNATIVES CONSIDERED AND ELIMINATED

3.2.1 Long List of Alternatives

The initial Long List of Alternatives was assembled based on prior planning initiatives between 2013 and 2018 as described in Appendix A. The Long List of Alternatives propose the bus terminal in varying locations – in the current PABT footprint, Ninth Avenue, Eleventh Avenue and New Jersey (see Figure 3-1). The Long List of Alternatives' associated storage and staging could be accommodated through a combination of options including: a separate bus storage and staging facility; within the new terminal; and/or use of property owned or leased by the PANYNJ. Detailed descriptions of each of the Long List of Alternatives is provided in Appendix A.

FIGURE 3-1. LONG LIST OF ALTERNATIVES LOCATION MAP



Source: WSP

3.2.2 Preliminary Screen

Criteria were developed based on the project goals and objectives to screen the Long List of Alternatives. The Preliminary Screen (presented in greater detail in Appendix A) is based on qualitative and quantitative information currently available for each alternative. It focuses on the characteristics that an alternative must possess to meet key project objectives. Criteria developed are directly tied to the project goals and objectives (Table 3-1).

3.2.2.1 Fatal Flaw: Forecasted Demand

Any of the Long List of Alternatives that does not meet a minimum threshold of providing capacity for forecasted peak hour arriving and departing buses (combination of commuter and intercity buses currently utilizing the PABT) was considered fatally flawed, as they would not meet the purpose and need for the project. The terminal currently serves roughly 860 peak hour arriving and departing buses. The forecast of 2040 passenger demand estimates that, accommodating for bus occupancy rates, approximately 1,000 peak hour arriving and departing buses would be needed to meet passenger demand.

Of the 13 alternatives included in the Long List of Alternatives, eight alternatives were considered fatally flawed because they do not provide sufficient capacity to meet this demand. As shown in Table 3-2, below, the five remaining alternatives are: Alternative 2: Archilier Design + Deliverability, Alternative 3: Rebuild in Place, Alternative 6: HTC Design + Deliverability, Alternative 9: Perkins Eastman Design + Deliverability, and Alternative 10: RPA Terminal Under Javits.

3.2.2.2 Fatal Flaw: Use of Private Property

In planning for this important infrastructure project, PANYNJ is committed to working closely with local and regional stakeholders. For instance, based on extensive community coordination with elected officials, community boards, and civic groups it was made evident that the substantial use of private property would be highly controversial and contrary to maintain consistency of the district character and cohesion.⁷

TABLE 3-1 SCREENING CRITERIA

Goals	Criteria
1. Improve trans-Hudson bus operations	1a. Provides similar or improved connection to existing Lincoln Tunnel portal infrastructure. 1b. Provides improved connection to an independent bus storage & staging facility or storage & staging integrated to the Terminal.
2. Improve the passenger experience within the Terminal	No criteria established for this goal for the initial screening – all alternatives are anticipated to achieve the goal/objectives.
3. Provide seamless passenger accessibility	3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue).

⁷ Manhattan Community Board 4 Letter. May 4, 2016

Goals	Criteria
	3b. Provides direct accessibility to current passenger origins and destinations.
4. Avoid use of private real estate that would change its use for replacement of the PABT facility to the extent practicable	4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition.
5. Strive to achieve consistency with local and regional land use plans and initiatives	<i>No criteria established for this goal for the initial screening – all alternatives are anticipated to achieve the goal/objectives.</i>
6. Develop a project that optimizes life-cycle costs	<i>No criteria established for this goal at this time. Since life-cycle costs are typically only developed based on a greater level of design, insufficient information is available on life-cycle costs to evaluate all alternatives at this time.</i>
7. Reduce the impacts of bus services on the built and natural environment	<i>No criteria established for this goal for the initial screening – all alternatives are anticipated to achieve the goal/objectives.</i>

Source: WSP

Therefore, a second fatal flaw analysis was applied for any alternative that required substantial acquisition of private property (i.e., acquisition that would change the utility of the property through demolition or restrictions on access). Community Board 4 and New York elected officials expressed strong opposition to a bus terminal requiring use of private property, so only those alternatives that can be constructed on currently-owned public property remain for final evaluation. As shown in Table 3-3, of the five alternatives that passed the first fatal flaw analysis, two required substantial acquisition of private property and were eliminated from further consideration (Alternative 2: Archilier Design + Deliverability and Alternative 6: HTC Design + Deliverability).

TABLE 3-2 FATAL FLAW SCREENING #1: MEETS THRESHOLD PEAK PERIOD ARRIVAL AND DEPARTURE TRIPS

	1	2	3	4	5	6	7	8	9	10	11	12	13
	Arcadis D&D	Archilier D&D	Build-in-Place	Combined Galvin & Dyer	Galvin Only	HTC D&D	NJ Terminal w/Bus Shuttle	Pelli Clarke Pelli D&D	Perkins Eastman D&D	RPA Terminal Under Javits	Westward Exp. from South Wing	Westward Expansion of Shifted South Wing w/ Dyer Storage	Westward Expansion of Shifted South Wing w/ Galvin Storage
2040 PM peak hour bus trips (capacity)	896	1,128	998	954	660	1,068	N/A (new mode)	unknown	1,176	> 1,000	984	864	864

- Does not meet threshold of ~1000 trips/peak period
- Meets threshold of ~1000 trips/peak period

As shown in Table 3-2, Alternatives 2, 3, 6, 9, and 10 meet the initial fatal flaw criteria.

TABLE 3-3 FATAL FLAW SCREENING #2: AVOIDS NEED TO ACQUIRE PRIVATE PROPERTY

	2	3	6	9	10
	Archilier D&D	Build-in-Place	HTC D&D	Perkins Eastman D&D	RPA Terminal Under Javits
Utilizes currently owned Port Authority real estate and avoids private property acquisition	No	Yes	No	Yes	Yes

- Requires private property acquisition
- Avoids private property acquisition

Following the second fatal flaw analysis (Table 3-3), three alternatives will be advanced:

TABLE 3-4 FATAL FLAW SCREENING – REMAINING ALTERNATIVES

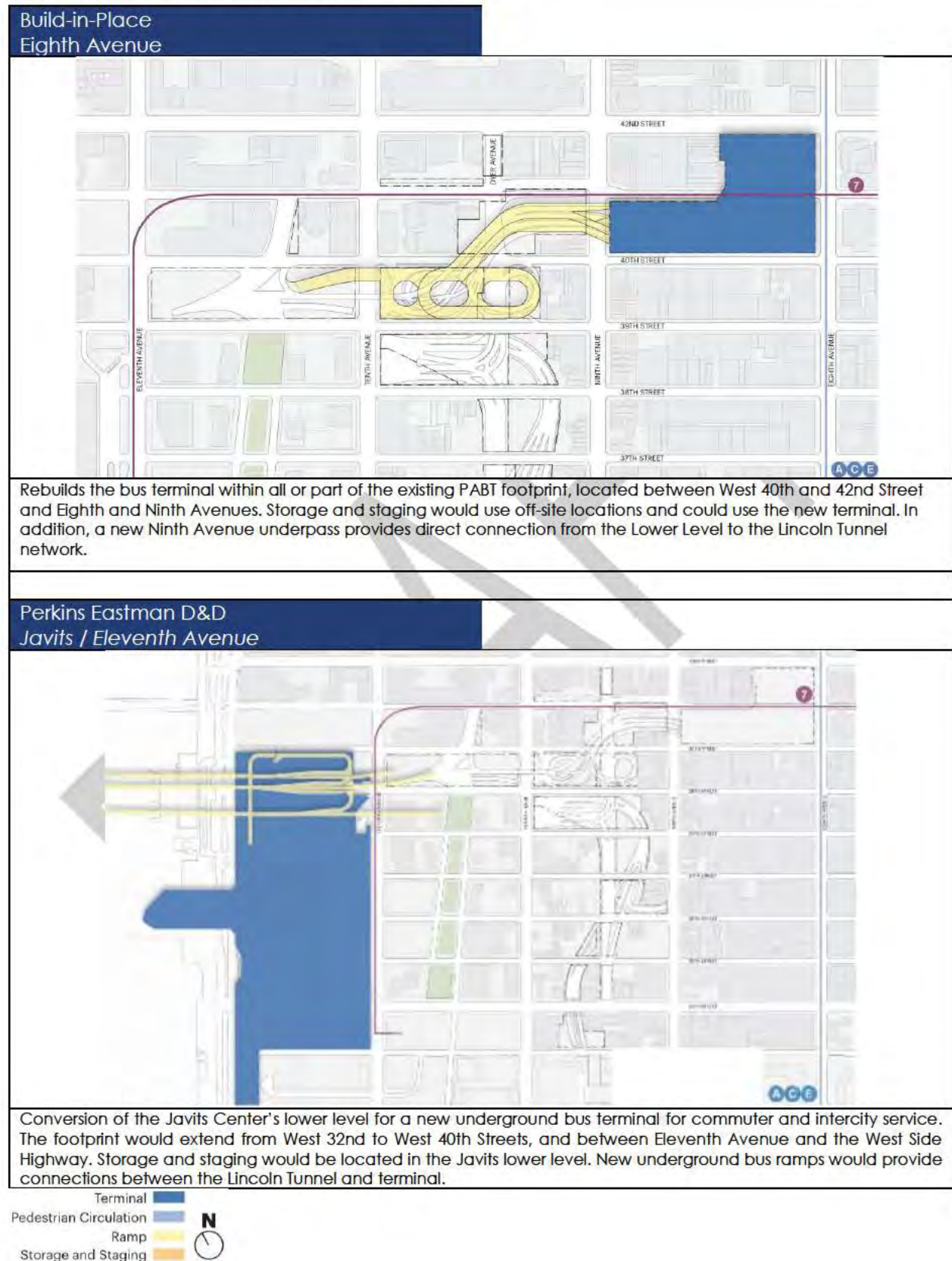
Remaining Alternatives	3	9	10
	Build-in-Place	Perkins Eastman D&D	RPA Terminal Under Javits

The remaining three alternatives, as summarized in Table 3-4, are: Alternative 3, Build-in-Place; Alternative 9, Perkins Eastman Design & Deliverability; and Alternative 10, RPA Terminal Under Javits. There are advantages and disadvantages to each alternative, as described below.

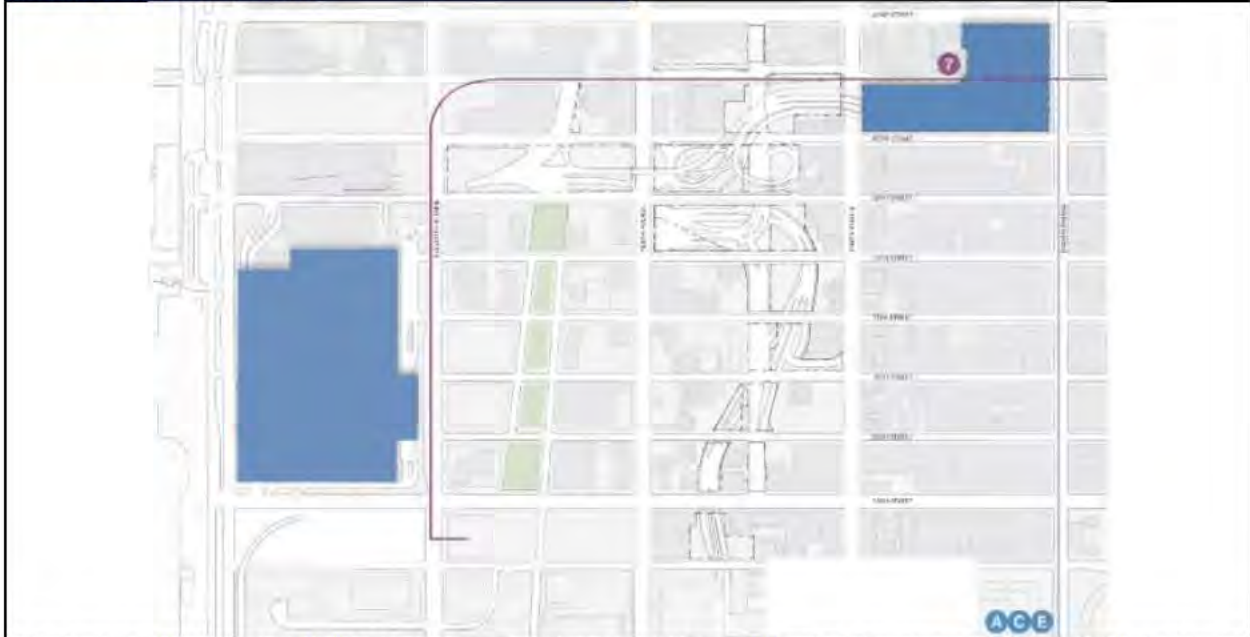
The public is invited to comment on the alternatives discussed above, as well as suggest different alternatives. As described in Section 3.3, "Alternative Development Next Steps," below, public feedback on these alternatives will help guide the selection of a preferred alternative(s).

DRAFT

FIGURE 3-2 ALTERNATIVES REMAINING AFTER FATAL FLAW SCREEN



RPA Terminal Under Javits Javits / Eleventh Avenue



The Regional Plan Association (RPA) proposes a smaller variant of the Alternative 9 terminal, to be located in the lower level of the Javits Center. A smaller Javits terminal would accommodate primarily intercity buses while a rehabilitated PABT would handle commuter service. RPA identified that storage and staging of buses would be accommodated in the Javits lower level.

Terminal
Pedestrian Circulation
Ramp
Storage and Staging

ALTERNATIVE 3 (BUILD-IN-PLACE):

This proposed alternative would meet evaluation criteria that tie to Purpose and Need. For example, it would maintain connectivity to the Lincoln Tunnel in essentially the present configuration; the addition of a new Ninth Avenue underpass would provide direct connection from the Lower Level to the Lincoln Tunnel network to improve trans-Hudson bus operations. Additionally, this alternative would provide for storage and staging at off-site locations and in the new terminal, and would provide for additional efficiencies as compared to the existing terminal with respect to bus operations. (A separate storage and staging facility of independent utility would also be compatible with this alternative). This alternative also provides direct accessibility for passengers with the existing subway, totaling twelve lines.

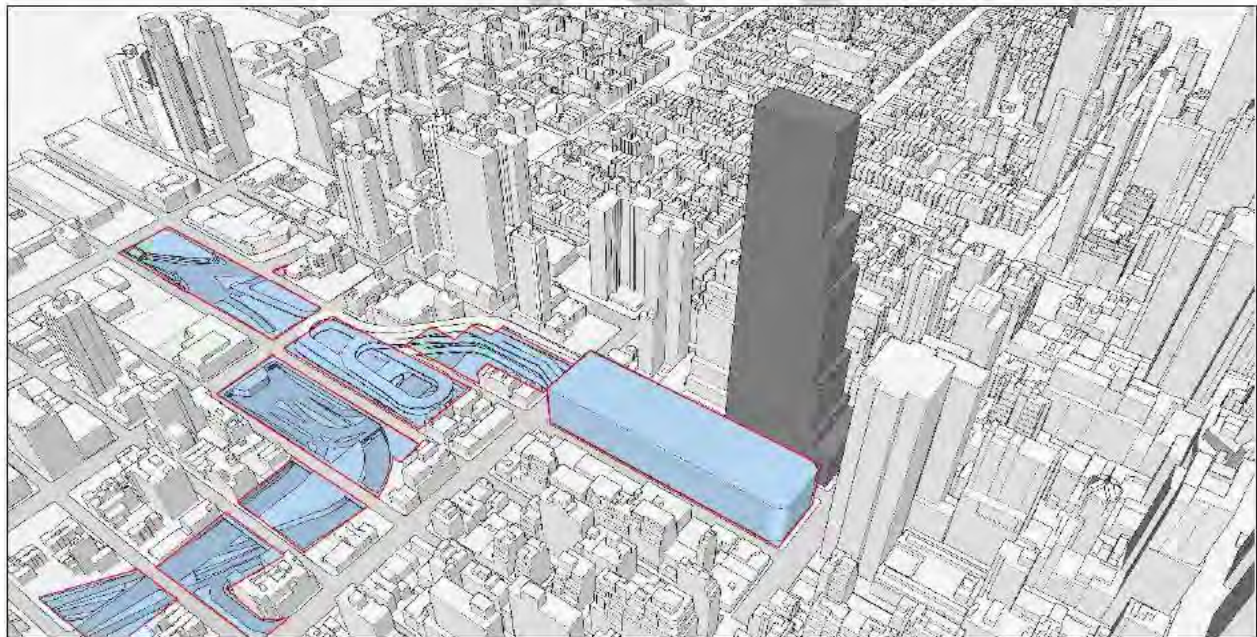
Furthermore, this alternative would provide an Americans with Disabilities Act (ADA) compliant facility and accommodate modern day bus design, while providing more efficient circulation. The Build-in-Place Alternative includes the potential development of a portion of the PABT site for private commercial development (see Figures 3-3 and 3-4).

Although there would be challenges, the PANYNJ would maintain, to the greatest extent practicable, bus operations during construction of this alternative.

FIGURE 3-3 POTENTIAL PRIVATE DEVELOPMENT ASSOCIATED WITH THE PABT



FIGURE 3-4 POTENTIAL PRIVATE DEVELOPMENT ASSOCIATED WITH THE PABT



■ Port Authority Owned Property
 ■ Potential Private Development Associated with The Bus Terminal Replacement Project

ALTERNATIVE 9 (PERKINS EASTMAN D&D):

Intercity bus operations and storage and staging would be provided in the Javits lower level in this alternative. Additionally, this alternative includes the potential development of the full existing PABT site for private commercial development.

This alternative would be challenging from a design and construction perspective due to the following factors:

- Proposed Lincoln Tunnel extensions would be problematic as they would require the likely shutdown of lanes and full tunnel tubes. The construction would also violate the “grandfathered” status of the Lincoln Tunnel’s existing ventilation system, require significant investment in replacing the system.
- Construction would require the raising of the Westside Highway, which would also likely require shoring and underpinning of a highway that is the only major capacity roadway on the west side of Manhattan.
- Development would occur on an existing pier which would require additional in-water construction and extensive permitting actions.

This alternative fails to meet the passenger accessibility criteria (3a and 3b) by significantly increasing pedestrian walk times and adding a subway transfer to access NYCT Eighth Avenue subway lines.

This alternative, at a minimum, requires the approval of the New York Convention Center Operating Corporation (NYCCOC). (NYCCOC has expressed doubt with the practicability of accommodating intercity buses and storage and staging operations in the Javits lower level—NYCCOC to provide comments).

ALTERNATIVE 10 (RPA TERMINAL UNDER JAVITS):

Intercity bus operations and storage and staging would be provided in the lower level of the existing Javits Center in this alternative.

The alternative assumes commuter buses would continue to use a newly renovated (as opposed to reconstructed) PABT facility; thus there is no opportunity for potential development on the existing PABT site. The viability of this assumed renovation appears problematic and potentially impracticable due to the inability to achieve or address the following:

- Meeting Americans with Disabilities Act (ADA) requirements without reducing capacity.
- Accommodating heavier, taller, and longer buses.
- Incorporating new building, bus operation and passenger technologies. (e.g. wayfinding, signage, ticketing)

- Providing the adequate amount of passenger queuing space at gates and within the facility.
- Accommodating more flexible floor plate and a more efficient gate configuration.

Additionally, it relies upon a wide range of transportation investments in new rail tunnels and rail service over time and therefore assumes a reduction in bus ridership that is not supported by forecasting models.

As noted for the Perkins Eastman D+D alternative, the RPA alternative would have the same challenges from a design, construction, and accessibility basis.

This alternative requires the approval of the New York Convention Center Operating Corporation (NYCCOC), at a minimum. (NYCCOC has expressed doubt with the practicability of accommodating intercity buses and storage and staging operations in the Javits lower level--NYCCOC to provide comments).

The concept of creating a new far west side terminal for intercity bus operations does provide a new approach for a long-term strategy to accommodate Curbside-Intercity buses. It could also potentially optimize PABT commuter operations by separating out all intercity service to such a new facility. This concept would require careful evaluation of critical factors such as operational practicality, accessibility and connectivity to mass transit, jurisdictional responsibilities and overall constructability. Such strategic planning could be part of the future discussion of identifying a potential separate and independent project to address Curbside-Intercity and other curbside boarding from neighborhood streets.

3.3 ALTERNATIVES DEVELOPMENT NEXT STEPS

The three alternatives identified earlier will be advanced into the public scoping process and short list evaluation. Any new/modified alternatives identified through this process will be evaluated against the same criteria to which other alternatives were compared and, if warranted, would be advanced as appropriate. It is possible that based on public input and further analysis, the alternatives to be considered in the environmental review document will be further limited and/or refined.

A Summary Report will summarize the scoping process, respond to public comment, and identify the alternatives proposed to be considered in the environmental review document.

3.3.1 No Action Alternative

The No Action Alternative establishes a future baseline condition against which to evaluate the proposed project. The No Action Alternative would retain the existing PABT footprint but would require substantial maintenance and repairs to continue its safe use. As described in Section 1.2,

this would require the replacement of existing floor slabs, which would impact operations and reduce capacity to make the terminal ADA compliant. Operational deficiencies and capacity constrictions of the existing terminal would increase. Regional growth and anticipated demand for bus travel is forecasted into the future with or without the Bus Terminal Replacement Project. Thus, the expected future growth in demand could not be accommodated at the existing facility given its already constrained capacity. Other trans-Hudson transit modes lack the capacity to accommodate substantial diversions from the regional commuter bus market using the PABT. In a worst-case scenario, declining bus capacity could begin to shift travel to other modes such as auto, worsening congestion on area roadways and crossings.

Included in the assessment of the No Action Alternative is consideration of independent projects likely to be implemented by the project's analysis years of 2030 and 2040 (see Section 4.4) regardless of whether a Build Alternative is constructed. This includes projects identified in the PANYNJ 2017–2026 Capital Plan; an independent storage and staging facility at Galvin Plaza with ancillary private development,⁸ other transportation projects by NJDOT, NJ TRANSIT, Amtrak, New York City Department of Transportation (NYCDOT), New York State Department of Transportation (NYSDOT), and the Metropolitan Transportation Authority (MTA); and non-transportation development projects that currently are underway or are expected to be undertaken in the study area.

⁸ The storage and staging facility at Galvin Plaza has independent utility relative to both current and future conditions even if a replacement terminal were not constructed.

4 Environmental Analysis Framework

- ✓ In addition to NEPA, what federal regulations will be satisfied by the environmental review?
- ✓ What are the project limits and study area for the environmental analysis?
- ✓ What future years will be studied in the environmental review?
- ✓ How will the environmental review be organized and what topics will be studied?

4.1 INTRODUCTION

This section describes the framework for conducting the anticipated Bus Terminal Replacement Project environmental review. It includes regulatory requirements, the organization of environmental analysis, description of the study areas, analysis year, and topics to be studied.

4.2 REGULATORY REQUIREMENTS

Several different federal laws, rules and regulations govern the environmental review of federally assisted transportation projects. NEPA establishes an umbrella process for coordinating compliance with these laws by preparing a single environmental document. Other special-purpose statutes and procedures may apply as well, depending on the specific project and its setting. In accordance with federal and state law, the NEPA documentation may be adopted or used by any federal, state, or local agency making an approval associated with the proposed project. While additional approvals and agency actions may be identified as part of the NEPA process, it is anticipated that the following actions and regulatory processes may be required:

- **UNITED STATES DEPARTMENT OF TRANSPORTATION (USDOT) ACT SECTION 4(f)** – United States DOT agencies cannot approve the use of land from publicly owned parks, wildlife and waterfowl refuges, or public and private historic sites on or eligible for the National Register of Historic Places, unless the use is determined to be *de minimis*, or there is no feasible and prudent avoidance alternative to the use of the land and the action includes all possible planning to minimize harm. The environmental review will include information relevant to decision-makers regarding applicable Section 4(f) resources.
- **NATIONAL HISTORIC PRESERVATION ACT, SECTION 106** —The National Historic Preservation Act requires federal agencies to evaluate projects for potential direct and indirect effects on resources included on, or eligible for listing on, the National Register of Historic Places and requires Section 106 consultation with the State Historic Preservation Office (SHPO) and other

consulting parties as appropriate. In this case, this would include the New York City Landmarks Commission to accommodate local jurisdictional interests.

Through the Section 106 process, the FTA and PANYNJ will endeavor to build avoidance, minimization, and mitigation measures into project design and construction plans, as warranted. This is often memorialized in a negotiated Memorandum of Agreement among FTA, the project sponsor and the SHPO regarding the treatment of any historic or archaeological resources that could be adversely affected.

- **NEW YORK CITY ACTIONS**

PANYNJ will continue to coordinate with various City of New York agencies as participating agencies on relevant requirements for potential New York City actions involved with the proposed project.

- *Street Right-of-Way Authorizations* – The existing bus terminal system and the Lincoln Tunnel infrastructure include certain elements such as building columns, ramp infrastructure and tunnels that extend into, over, or under the mapped streets of New York City. Street rights-of-way include vehicular travel lanes and sidewalks between property lines and are under the jurisdiction of NYCDOT. Currently, PANYNJ and the City of New York have agreements, authorizations, and easements in-place that recognize these elements of street rights-of-way. All Long List alternatives (as well as other potentially viable alternatives that could emerge during scoping) are likely to require NYCDOT authorizations.
- *Uniform Land Use Review Procedure (ULURP)* – One or more of these right-of-way actions may trigger the review requirements established by the New York City ULURP. ULURP is overseen by the New York City Department of City Planning (NYCDCP); PANYNJ, as applicant, would work with both NYCDCP and NYCDOT to complete and file the ULURP application and support the approximately seven-month ULURP schedule once an application is certified as complete. By using the guidance criteria and methodologies of the *CEQR Technical Manual*, which sets forth methodologies that have been developed by New York City agencies to assess environmental impacts of projects located in the City, the environmental review of the Replacement Project will allow City of New York agencies to make any required environmental findings under SEQRA and CEQR.

4.3 ORGANIZATION OF THE ENVIRONMENTAL REVIEW

In accordance with NEPA, the format of the environmental review document will be as follows:

- Executive Summary
- Chapter 1 – Project Purpose and Need
- Chapter 2 – Project Alternatives
- Chapter 3 – Affected Environment
- Chapter 4 – Environmental Impacts and Mitigation Measures
- Chapter 5 – Indirect and Cumulative Impacts
- Chapter 6 – Unavoidable Adverse Impacts
- Chapter 7 – Irreversible and Irretrievable Commitment of Resources
- Chapter 8 – Department of Transportation Act Section 4(f) Evaluation
- Chapter 9 – Environmental Justice
- Chapter 10 – Agency Coordination and Public Involvement
- Chapter 11 – List of Preparers

Both Chapter 3 (Affected Environment) and Chapter 4 (Environmental Impacts and Mitigation Measures) will have sections addressing the resources being considered, including technical assessments specifically delineated under FTA or CEQR criteria. See Section 4.5.2, Technical Studies, for a description of the key areas of analysis.

4.4 ENVIRONMENTAL REVIEW ANALYSIS YEAR

The environmental review will assess future conditions for two analysis years: 2030, when the replacement terminal is anticipated to be complete and operational, and 2040 when full demand will be met and ancillary private development will have been completed.⁹

4.5 METHODOLOGY

Analyses of environmental impacts will address the potential impacts of the proposed project (which includes any reasonable alternative(s) advanced for inclusion in the environmental review) against the No Action Alternative in which no project action is taken. The No Action Alternative establishes the environmental baseline for the future analysis years and will identify other known and planned projects likely to be in place by 2030 and 2040. This baseline incorporating the existing transportation network and programmed or reasonably anticipated improvements will be applied in the evaluation of the proposed project.

⁹ This anticipates the monetization of the development rights by 2037.

Each technical chapter of the environmental review will establish the regulatory context guiding the assessment as well as a description of the methodology to be used. In accordance with the Council on Environmental Quality's (CEQ) NEPA-implementing regulations, impacts will be characterized with respect to their context and intensity. The analysis also will be conducted to comply with New York State and City environmental review laws and policies.

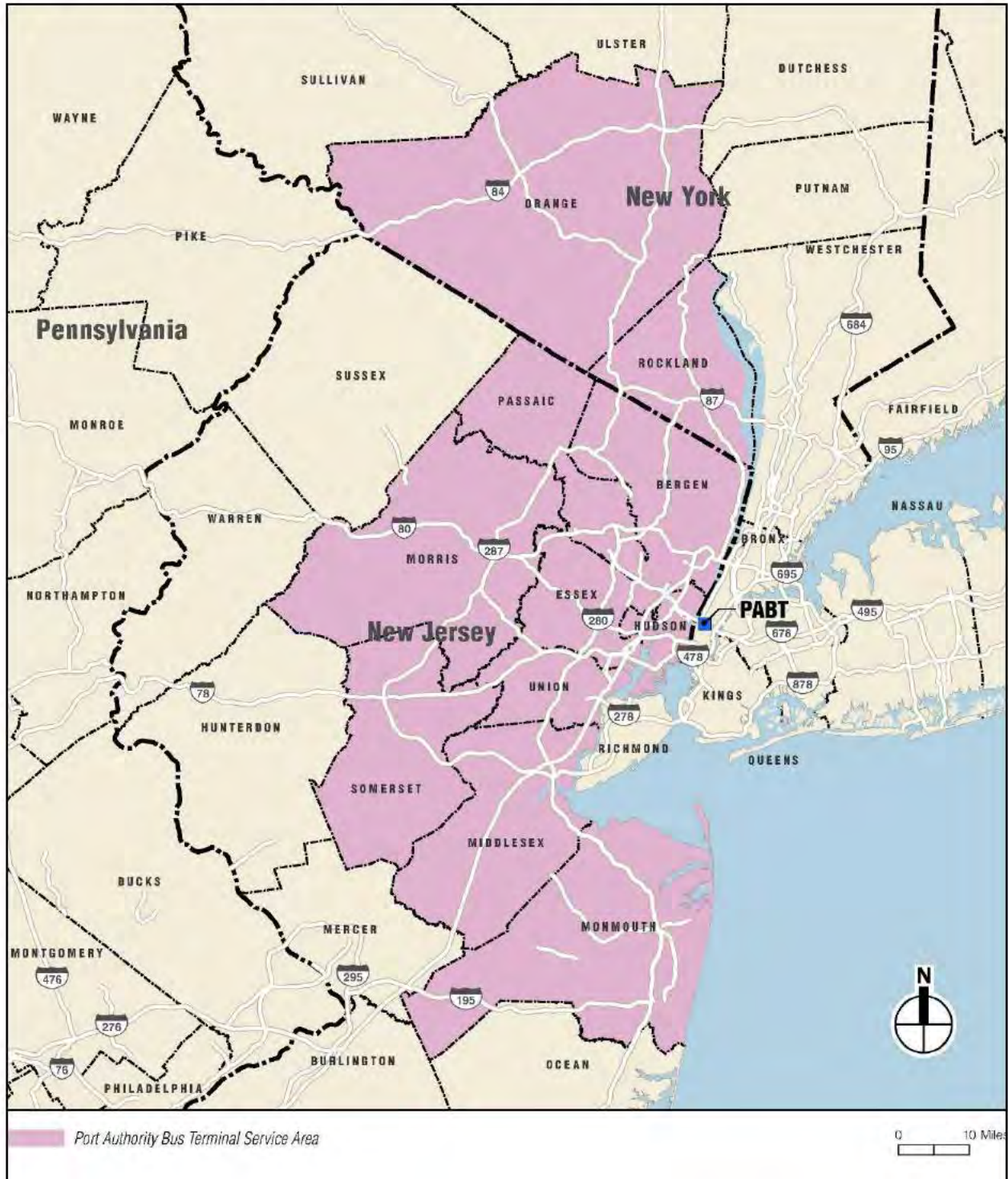
4.5.1 Project Study Area

It is proposed that the anticipated environmental review for this project will identify several geographic areas of analysis, subject to the completion of the scoping process:

- **SERVICE AREA:** The counties west of the Hudson River that are the primary contributors to NJ TRANSIT and private carrier bus routes utilizing the PABT—including Hudson, Bergen, Essex, and Passaic Counties in New Jersey and Orange and Rockland Counties in New York (Figure 4-1)—define the primary Service Area for commuter service. Additional commuter bus routes extend into eastern Pennsylvania and the southern tier of New York state. Other intercity bus service on private carriers that operate from the PABT provide service from New York City to other points in the northeast (e.g., Boston and Montreal) and mid-Atlantic (e.g., Washington, D.C.). Currently, during peak hours, this is a small percentage of total bus trips at the PABT.
- **ANTICIPATED PROJECT AREA AND STUDY AREA:** The Project Area is defined as the area of any potential new construction, any on-site or off-site construction activities, along with a buffer of approximately 100 feet. A broadly defined Project Area, which includes the 100-foot buffer, has been delineated to ensure it encompasses all short list alternatives and other locations in the PABT area that could emerge through the scoping process; however, the Project Area could be redefined if warranted to accommodate a new alternative. The Project Area is defined as the west side of Eighth Avenue west to the Hudson River and from the south side of West 42nd Street to the north side of West 33rd Street. This is the area where potential primary direct or indirect impacts may be experienced (Figure 4-2).

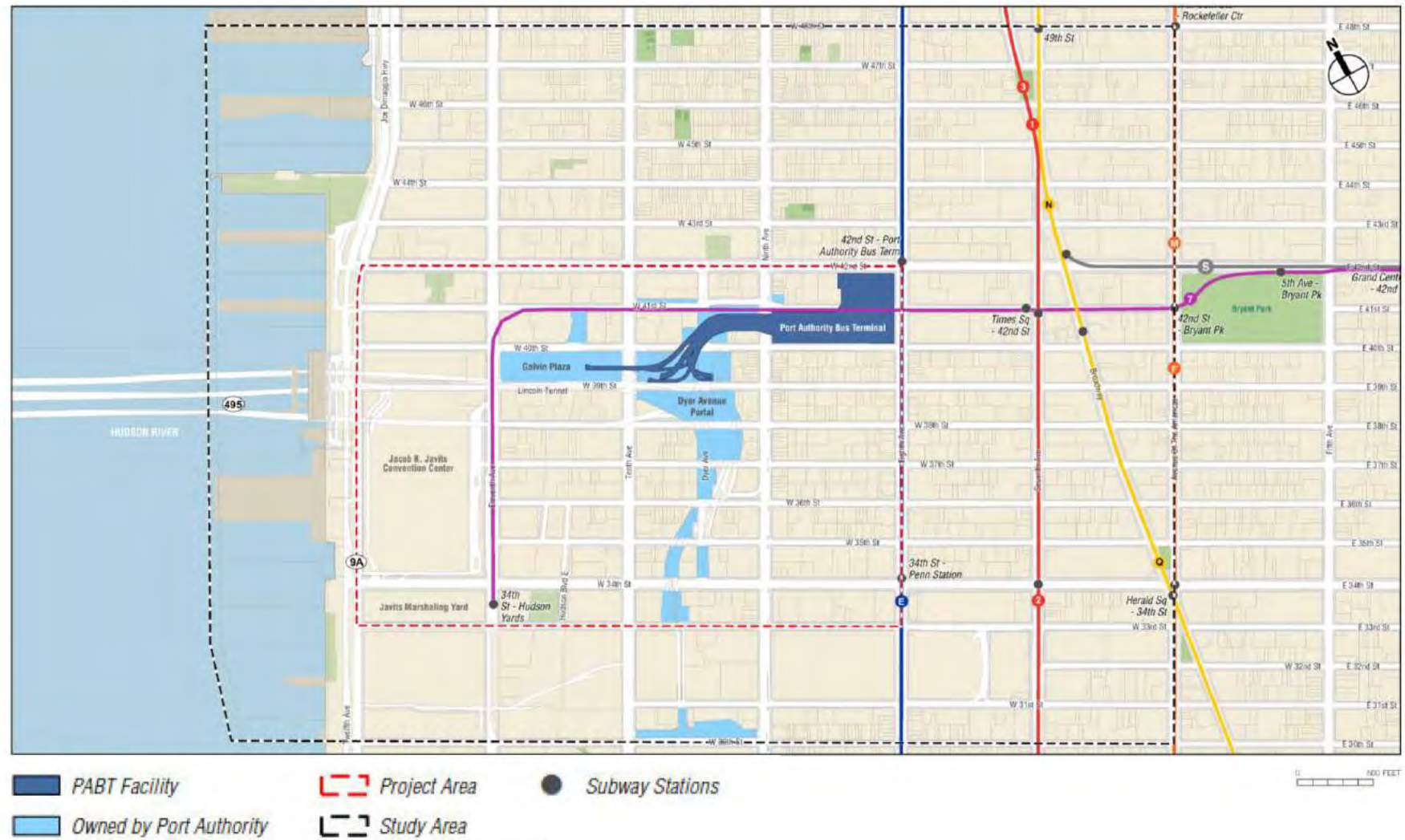
For environmental analyses, an impact assessment study area is typically created for the direct Project Area and a larger study area surrounding the Project Area. While any given technical analysis would define a specific study area as the environmental review is being prepared, Figure 4-2 provides a general Study Area of about ¼ mile beyond the Project Area. The Study Area comprises portions of the Hell's Kitchen, Times Square, Chelsea, and Garment District neighborhoods of Manhattan. The Study Area encompasses the blocks from the west side of Sixth Avenue to the Hudson River (including the piers and Hudson River Park west of Route 9A) from the south side of West 48th Street to the north side of West 30th Street. Existing conditions and potential environmental impacts will be described and assessed within the Study Area or other analysis-specific study areas for all topics included in the environmental review.

FIGURE 4-1. PRIMARY PROJECT SERVICE AREA FOR COMMUTER SERVICE



Source: WSP

FIGURE 4-2. ANTICIPATED MANHATTAN PROJECT AREA AND STUDY AREA



Source: WSP

4.5.2 Analytic Framework

The proposed Bus Terminal Replacement Project involves a complex array of elements and requires a comprehensive analytic framework to ensure that a thorough environmental review can be completed that encompasses the variability of project elements and potential implementation timeframes.

4.5.2.1 No Build (No Action) Scenario

2030 and 2040 No Action baselines will be established for the project study area that identifies the known and proposed projects anticipated to be completed with or without the proposed Bus Terminal Replacement Project. The No Action will include:

- Private and public development projects expected in the continuing build-out of Hudson Yards, as well as other known development projects;
- Local and regional transportation and infrastructure projects expected in the project study area by 2030 and 2040;
- An independent storage and staging facility at Galvin Plaza with ancillary private development.

The environmental review will consider scenarios with and without the storage and staging facility constructed prior to or concurrent with the analysis year for the terminal.

4.5.2.2 Build (With Action) Scenario

By the 2030 analysis year it is anticipated that the bus terminal would be completed. As noted above, the environmental review will consider scenarios with and without the storage and staging facility constructed prior to or concurrent with the analysis year for the terminal.

By the 2040 analysis year it is anticipated that the private real estate development included in the Replacement Project would be completed and operational and the full demand for PABT would be realized. The analysis would incorporate the range of options for storage and staging as noted above.

4.5.2.3 Construction Analysis Year(s)

As the sequencing and phasing of proposed project elements is further detailed as part of the environmental review, a representative reasonable worst case construction impact analysis framework will be established to identify reasonable mitigation strategies and to consider the potential cumulative effects of multiple project elements (potentially including the independent storage and staging facility at Galvin Plaza) or other separate projects under construction at the same time.

4.5.3 Technical Studies

The environmental review will include evaluations of the full range of technical areas needed to comply with NEPA. Any potential environmental impacts and concerns identified during the scoping process would be considered and included in the environmental review document as

appropriate. At a minimum, the following bullets identify the key environmental topics that could result in potential adverse impacts that will be studied with potential mitigation strategies identified, as necessary:

- **LAND USE, ZONING, AND PUBLIC POLICY:** This chapter will assess land use, zoning, and public policy. This chapter will identify reasonably foreseeable development projects in the study area in the No Action Alternative. Changes in land use that may result from the proposed project, either directly or indirectly, will be described and impacts to land uses will be evaluated. In addition, this chapter will evaluate consistency with any applicable local or regional policies. It is noted that the western-most portion of the Project Area and Study Area lies within the city's coastal zone and, as a result, any alternative that emerges during the scoping process that is in the coastal zone would require an evaluation of consistency with the City's Waterfront Revitalization Program.
- **SOCIOECONOMIC CONDITIONS:** This chapter will examine the potential effects of the proposed project on socioeconomic conditions in the study area. It will consider key demographic and economic factors that are typically used to characterize social and economic conditions, including population demographics, employment and real estate. A description of existing conditions, changes that are expected to occur in the future independent of the proposed project, and the potential impacts of the proposed project will be presented. Potential economic impacts related to any full and partial property acquisitions and easements, changes in access to local businesses and residences (if any), and changes in customer activities that could occur due to a potential new terminal will also be identified. Where applicable, this chapter will address requirements related to property acquisitions under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.
- **ENVIRONMENTAL JUSTICE:** This chapter will identify low-income and minority populations to inform the Environmental Justice analysis required by Executive Order 12898 and whether the proposed project will result in any disproportionately high and adverse impacts on minority or low-income populations. This chapter will also describe the public outreach efforts undertaken to inform and involve minority and low-income populations who may be affected by the proposed project.
- **NATURAL RESOURCES:** The proposed project is located in a dense urban environment with limited natural resources. Existing natural resources within the Study Area will be characterized and any potential adverse impacts on natural resources resulting from the proposed project would be identified and assessed. Baseline information will be collected including inquiries on threatened or endangered species to the New York State Department of Environmental Conservation Natural Heritage Program and the U.S. Fish and Wildlife Service Information for Planning and Consultation online information service.
- **OPEN SPACE:** This chapter will identify and describe any open spaces within the Study Area, including any existing or new parks and informal open space. Any direct effects to open spaces (e.g., removal of existing open spaces) or indirect effects (e.g., additional use of open space from new residential or daytime worker populations) would be assessed.
- **HISTORIC AND CULTURAL RESOURCES:** This chapter will document the proposed project's impact on these resources, as well as the FTA's compliance with Section 106 of the National Historic Preservation Act for the project. An Area of Potential Effect (APE) will be defined for this

analysis and the chapter will identify the potential for the proposed project to affect known historic properties (i.e., those listed or eligible for listing on the New York and and/or National Registers of Historic Places and any properties designated as New York City Landmarks and contained within New York City Historic Districts) within the APE. During field visits, architectural historians will identify historic structures that are potentially eligible for listing on the State and/or National Registers of Historic Places ("potential resources") in the APE. The environmental review will document any potential adverse effects on historic structures, including potential resources identified during field visits, and will identify any measures to minimize or mitigate reasonably anticipated adverse effects.

The environmental review will also include an evaluation of the proposed project's potential to affect land that may have buried archaeological resources. If through consultation with the New York State Historic Preservation Office it is determined that an archaeological evaluation should be undertaken, a professional archaeologist will prepare a Phase 1A documentary study, which will assess the potential archaeological sensitivity of areas that would be disturbed for the Project based on research. The environmental review will document any potential adverse effects on areas of potential archaeological sensitivity and will identify measures to minimize or mitigate reasonably anticipated adverse effects.

- **URBAN DESIGN AND VISUAL RESOURCES:** The proposed project may cause changes to how pedestrians experience the study area. To document changes to the visual landscape, the environmental review will consider the appearance of any new structures and the potential visual effects of any new structures or infrastructure. The visual character in the area of visual effect will be documented by describing natural and manmade features and identifying visual resources, such as nearby historic buildings and views to the waterfront. The analysis will be prepared in accordance with the *CEQR Technical Manual* as well as the U.S. Department of Transportation Guidelines for the Visual Impact Assessment of Highway Projects (DOT 2015), which represents current best practices for conducting a thorough evaluation of visual impacts caused by a transportation project. Measures to mitigate adverse effects or visual enhancement measures will be identified.
- **SHADOWS:** In New York City, environmental review of projects including new buildings of 50 feet in height or taller typically includes an analysis of potential shadow impacts to determine if any adverse impacts would result to sunlight sensitive features like open space or historic resources. This chapter will be prepared following guidance in the *CEQR Technical Manual*.
- **TRANSPORTATION:** The proposed project is intended to address long-term bus transportation needs within a service area covering much of northern New Jersey, New York west of the Hudson River, and many points beyond. This chapter will discuss the potential beneficial aspects of the project on regional mobility and transportation services. The analysis will utilize regional travel demand models to describe any changes in ridership numbers, logistics, or circulation that would result from the proposed project. This chapter will also assess potential impacts associated with additional ancillary residential or commercial development and/or changes to vehicular traffic and pedestrian/bicycle traffic on the local streets and transit systems serving the PABT in New York City.
- **AIR QUALITY:** The proposed project may result in modifications to circulation patterns on the local streets and ramps serving the PABT. This chapter will assess mobile source and stationary source air emissions from the proposed project and will determine whether any regional or localized adverse impacts would result from the proposed project.

- **NOISE AND VIBRATION:** In accordance with the FTA's *Transit Noise and Vibration Impact Assessment Manual* (September 2018) and in conformance with the *CEQR Technical Manual*, the environmental review will identify any sensitive receivers (i.e., sensitive land uses) that could be affected by the proposed project and will assess potential impacts associated with changes in noise or vibration levels.
- **HAZARDOUS MATERIALS:** Due to the existing and past land uses within the Project Area, the potential for contaminated materials exists within and adjacent to the project limits. A contaminated materials assessment will be conducted in accordance with American Society for Testing and Materials (ASTM) standards and will be summarized. The assessment will include a limited Phase I environmental site assessment to identify potential sites of concern within the proposed project limits. A Phase II environmental sampling would be conducted, as needed. The environmental review would also describe any warranted remedial approaches for addressing identified contaminated materials.
- **WATER AND SEWER INFRASTRUCTURE:** This chapter will discuss the potential impacts to water and sewer infrastructure based on *CEQR Technical Manual* methodologies. Direct effects on existing infrastructure (i.e., relocation or resizing) would be identified and evaluated. Changes in water utilization and sewage generation will be estimated for the proposed project.
- **ENERGY:** Operation of the proposed project will result in changes to energy consumption. This chapter will characterize the anticipated changes made by updating equipment within the new PABT as well as from new development.
- **GREENHOUSE GAS AND CLIMATE CHANGE.** This chapter will estimate greenhouse gas (GHG) emissions and describe anticipated design features that would minimize energy consumption and GHG emissions and will be prepared in conformance with the *CEQR Technical Manual* that examines GHG in the context of climate change considerations. This chapter will assess the project's consistency with PANYNJ's Sustainability Guidelines and any other PANYNJ environmental commitments.
- **CONSTRUCTION IMPACTS:** Primary concerns related to construction activities for the proposed project will be modifications to traffic due to temporary lane closures, noise and vibration, air quality (e.g., emissions from construction equipment), any hazardous materials, construction traffic on surrounding streets, and the potential impact to existing bus service. Potential construction impacts in Environmental Justice communities will also be considered.

The construction analysis will be based on a framework developed by the project engineers. This will include a roster of equipment, operating assumptions, and abatement measures used to minimize noise and air quality impacts. Once the construction assumptions have been developed, an analysis of the impacts of construction will be conducted for the applicable range of environmental issues.
- **INDIRECT IMPACTS AND CUMULATIVE EFFECTS:** The environmental review will evaluate the proposed project's indirect (secondary) and cumulative effects. An indirect effect is a reasonably foreseeable effect caused by the proposed project, but occurs later in time or is further removed from the project site than a direct effect. "Indirect effects may include growth inducing effects and other effects related to induced changes in the pattern of land use, population density or growth rate," and related effects on resources (40 C.F.R. § 1508.8(b)). A cumulative effect is an "impact on the environment which results from the incremental effect of the action when added to other past, present, and reasonably foreseeable future actions"

(40 C.F.R. § 1508.7). Indirect effects will be evaluated in each of the technical areas of evaluation and will include the cumulative effect of other reasonably foreseeable land use development and transportation projects that are included in the No Action Alternative.

- **UNAVOIDABLE ADVERSE IMPACTS:** The environmental review document will identify any impacts that are unavoidable and that cannot be mitigated.
- **IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES:** The environmental review document will include a discussion of any irreversible or irretrievable commitments of resources. Typically, environmental review will disclose use of building materials and energy that are committed to construction of a project.
- **SECTION 4(F) EVALUATION:** Section 4(f) of the Department of Transportation Act of 1966 affords protection to publicly owned parklands and recreational areas, wildlife and waterfowl refuges, and any historic properties of local, state or national significance (on or eligible for the National Register). While the Section 4(f) evaluation is a standalone process with its own public review requirements, it will be incorporated into the environmental review and public review for streamlining purposes. The evaluation will identify any Section 4(f) resources within the project limits, whether the proposed project would or would not use these resources, and documentation in accordance with Section 4(f) requirements for any such use.

5 Agency and Public Coordination

- ✓ What is the purpose of the agency and public coordination program?
- ✓ How will the public stay informed throughout the project?
- ✓ What is the Public and Agency Coordination Plan and where can it be viewed?

5.1 INTRODUCTION

Agency and public coordination is an integral component at all stages of planning and project development. Federal regulations require that projects include a comprehensive public involvement program, and PANYNJ is committed to providing the public an active role in the planning and development of the Bus Terminal Replacement Project. The contemplated public and agency participation efforts for this project are in compliance with NEPA and CEQ regulations implementing NEPA (40 C.F.R. §§ 1500-1508), FTA policies and regulations, including 23 C.F.R. §450.318), Section 4(f) of the Department of Transportation Act of 1966, Section 106 of the National Historic Preservation Act of 1966, and Executive Order 12898 on Environmental Justice, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations.

5.2 AGENCY COORDINATION ACTIVITIES

Prior to the issuance of the scoping document, PANYNJ has conducted meetings with key agencies and stakeholders to get early feedback that has helped shape the purpose and need, goals and objectives, and alternative development process (see Appendix A). Informational meetings have been conducted with: Community Board 4 and 5 Leadership, New York and New Jersey elected officials, NJ TRANSIT, private bus carriers, NYCDOT, NYC City Planning Commission, New York City Mayor's office, and both regional MPO's (NJTPA and NYMTC).

Coordination will continue with these key stakeholders. The agency coordination process will include coordination with various federal, state, and city agencies (Table 5-1), in addition to those noted above, as well as any private transportation companies that provide service to the PABT. As lead agency for this project, FTA will work closely with PANYNJ to develop the agency coordination plan that will identify cooperating and participating agencies to be informed and involved throughout the environmental review. A "cooperating agency," according to CEQ regulations (40 C.F.R. §1508.5), means any federal agency, other than a lead agency, that has jurisdiction by law or special expertise with respect to any environmental impact involved in a proposed project or project alternative. If a state or local agency has similar qualifications or when the proposed action may have effects on lands of tribal interests, a state or local agency or a

tribal government may, by agreement with the lead agency, also become a cooperating agency. CEQ regulations also state (40 C.F.R. § 1501.6) that an agency may request the lead agency to designate it a cooperating agency. "Participating agencies" are those federal, state, or local agencies or federally recognized tribal governmental organizations with an interest in the project. The standard for participating agency status is broader than the standard for cooperating agency status. Therefore, all cooperating agencies are participating agencies, but not all participating agencies are cooperating agencies.

A Technical Advisory Committee (TAC) will be established to assist in the planning and design of the Bus Terminal Replacement Project. The TAC meetings will provide a venue to facilitate information sharing with federal, state and city agencies and allow for open discussion of project details, analysis and issues.

5.3 PUBLIC COORDINATION ACTIVITIES

A variety of outreach activities are planned to engage public stakeholders. The activities will be tied to support project development efforts. The following activities are planned:

- **Website** – The project website (www.pabtreplacement.com) will be the primary platform for sharing information with the public and stakeholders about the project and soliciting comments about the project. The website will include project overview, project documents, project schedule, Frequently Asked Questions, a sign-up to join the project mailing list, and a project email address for submission of comments.
- **Social Media** – A social media communication program will be developed, which may include Facebook, Twitter, and others to communicate project updates and direct interested stakeholders to the project website.
- **Contact Database/Mailing List** – A master contact list will be generated and updated throughout the project to generate mailings and email alerts to keep interested parties informed on project updates and upcoming meetings.
- **Public Meetings**– PANYNJ will hold public meetings to solicit input on the purpose and need, goals and objectives, and alternatives development and screening processes. Comments received during those meetings will be summarized in a report that will be made public.
- **Stakeholder Briefings** – Meetings and presentations will be held with key stakeholders throughout the course of the project to provide for discussion and exchange of information.
- **Open Houses** – Public open houses will be held to provide project information and gain input at key project milestones.
- **PABT Redevelopment Center** – A PABT Redevelopment Center will be located inside the Ninth Avenue entrance at the PABT to provide the community with access to project information and a location to speak to staff and ask questions.

The following outreach, environmental review, and design schedule is being considered:

Activity	Approximate Timeframe
PANYNJ Scoping Meetings	2 nd Quarter and 3 rd Quarter in 2019
PANYNJ Initiates Stakeholder Advisory Committee meetings	2 nd Quarter in 2019
PANYNJ Initiates Technical Advisory Committee meetings	2 nd Quarter in 2019
PANYNJ Conducts Conceptual Design	2 nd Quarter in 2019 through 4 th Quarter in 2019
FTA Environmental Review Document(s)	4 th Quarter in 2019 through 1 st Quarter in 2020
Public Hearings	2 nd Quarter in 2020
Final NEPA Document(s)	4 th Quarter in 2020
PANYNJ Completes Preliminary Design	4 th Quarter in 2020

TABLE 5-1. PRELIMINARY LIST OF LEAD, COOPERATING AND PARTICIPATING AGENCIES

Agency	Role	Responsibilities
Lead Agency		
Federal Transit Administration (FTA)	Federal Lead Agency	Manage environmental review process; prepare NEPA decision document; financing/funding
Project Sponsor		
Port Authority of New York and New Jersey (PANYNJ)	Project Sponsor	Plan and design project; facilitate environmental review process; facilitate opportunity for public and agency involvement
Federal Agencies		
Federal Highway Administration (FHWA)	Participating Agency	Consultation related to any possible modifications to Lincoln Tunnel
U.S. Department of Environmental Protection	Participating Agency	Consultation related to the Clean Air Act and Section 309 concurrence
U.S. Department of Interior, Office of Environmental Policy and Compliance	Participating Agency	Consultation related to Section 4(f) of the U.S. Dept. of Transportation Act
U.S. Department of Homeland Security	Participating Agency	Consultation related to security
Advisory Council on Historic Preservation	Participating Agency	Possible participation in Section 106 process
State Agencies		
Metropolitan Transportation Authority	Cooperating Agency	Consultation related to possible modifications to NYC Subway facilities
MTA New York City Transit	Cooperating Agency	Consultation related to possible modifications to NYC Subway facilities
NYS Department of Transportation	Participating Agency	Possible approvals related to Route 9A
NYS Office of Parks, Recreation and Historic Preservation (SHPO)	Participating Agency	Consultation related to historic resources
NYS Department of Environmental Conservation	Participating Agency	Consultation related to threatened & endangered species
NJ TRANSIT	Participating Agency	Consultation related to possible modifications to operations
NJ Department of Transportation	Participating Agency	Consultation related to possible modifications to NJ Route 495
NJ Turnpike Authority	Participating Agency	General consultation
City Agencies		
NYC Department of Transportation	Cooperating Agency	Consultation and possible approvals related to modifications to local streets/sidewalks; Construction coordination and Maintenance and Protection of Traffic (MPT) approvals
NYC City Planning Commission, City Council	Participating Agency	Consultation and possible approvals related to modifications to local streets/sidewalks and ULURP
NYC Department of Environmental Protection	Participating Agency	Coordination on project utilities, including stormwater utilities
NYC Mayor's Office of Environmental Coordination	Participating Agency	Consultation relating to CEQR compliance
Regional Agencies		
New York Metropolitan Transportation Council (NYMTC)	Participating Agency	General consultation and approval actions to add to official regional transportation plans
North Jersey Transportation Planning Authority (NJTPA)	Participating Agency	General consultation and approval actions to add to official regional transportation plans
Orange County Transportation Council	Participating Agency	General consultation

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Environmental & Preliminary Engineering
Bus Terminal Replacement Project

PORT AUTHORITY OF NEW YORK AND NEW JERSEY SCOPING DOCUMENT

APPENDIX A: BUS TERMINAL REPLACEMENT ALTERNATIVES DEVELOPMENT AND PUBLIC ENGAGEMENT

DRAFT

4/28/2019

Version10

(Scoping Document v.25)

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1 Introduction

This document summarizes the FTA “Planning and Environmental Linkage” process consistent with 23 C.F.R. §450.318 as undertaken by the Port Authority of New York & New Jersey (PANYNJ) throughout the course of study of the future of the Port Authority Bus Terminal (PABT), which began in 2013 and is still underway. PANYNJ used a robust and iterative planning process to receive and respond to public input on project purpose and need, goals and objectives, and long list of alternatives. Specifically, the alternatives screening criteria was strongly influenced by reactions and feedback from the public received throughout the course of study.

Section 2 of this Appendix provides an overview and succinct outcomes of prior planning efforts. The current PABTR study is heavily informed by the collective outcomes of prior study efforts since 2013. Section 3 provides details regarding alternatives development and screening for the Port Authority Bus Terminal (PABT) Replacement study. Section 4 provides a more detailed summary of all public engagements and meetings as led by the PANYNJ since 2013. Finally, Section 5 highlights the current process of engagement for the PABT Replacement study currently underway.

1.1 PUBLIC OUTREACH AND ENGAGEMENT IN THE PLANNING PROCESS

The initial planning study for the future of the Port Authority Bus Terminal was the Midtown Bus Master Plan Study, which began in 2013. The study sought to cast a wide net of possibilities to best address the need to meet growing bus demand.

In September 2014, the Port Authority Board of Commissioners approved a \$90 million Quality of Commute program¹ to improve on-time performance, upgrade the customer experience and enhance the condition of the bus terminal. One feature of this program is PANYNJ's quarterly Commuter Chats with customer surveys (ongoing since 3Q 2014), which result in direct, meaningful customer feedback on targeted improvements needed at the terminal. Understanding current customer needs will allow planning of the future terminal to provide significant improvement over existing reliability and comfort issues that they experience.

In December 2014, a Special Panel Report “Keeping the Region Moving”² reinforced the PANYNJ's commitment to “providing for more transparency to the public” via the second of its two Governance Recommendations, which is to “Promote Culture of Transparency and Ethical Conduct”.

Over the subsequent years, Port Authority staff engaged the general public, leadership of community groups and public agencies at various decision-making points regarding the future of

¹ <http://www.panynj.gov/bus-terminals/pabt-quality-of-commute-program.html>

² <http://www.panynj.gov/pdf/SpecialPanelReporttotheGovernors.pdf>

the PABT. These outreach efforts not only served to inform the leadership at the agency, but the feedback received played a strong role in shaping alternatives development and the ultimate project recommendations. The impacts of public involvement to the Port Authority's planning process for the replacement of the PABT are documented in this Appendix, and specifically enumerated in Section 5.

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2 Chronology of Planning Studies and Public Engagement



FIGURE 2-1. CHRONOLOGY OF PABT-RELATED PLANNING STUDIES BY PANYNJ

Figure 2-1 shows the studies that the Port Authority has undertaken related to Trans-Hudson bus capacity and the future of the Port Authority Bus Terminal, beginning in 2013 and continuing through present. Also ongoing through the course of these efforts have been distinctive Port Authority initiatives to solicit ridership feedback, including Customer Attitude Tracking Surveys (CATS) and Quarterly Commuter Chats.

MIDTOWN BUS MASTER PLAN (2013-2015): Through interagency meetings and coordination with the Board, the Midtown Bus Master Plan (MBMP) study considered many alternatives, including rehabilitation of the existing terminal, shifting the terminal out of midtown (to New Jersey), and relocating it. A replacement terminal within Midtown Manhattan was determined to be the best locational option, specifically with frontage along Ninth Avenue. A series of alternatives were developed to meet the study's six goals and objectives, with the resultant 5 concepts presented to the PANYNJ Board in March of 2015.

INTERNATIONAL DESIGN & DELIVERY COMPETITION (2016): With feedback received following the Midtown Bus Master Plan Study, PANYNJ welcomed creative international submittals to recommend a world-class bus terminal design. The parameters of the D&D competition were to envision a terminal on Ninth Avenue, building off the outcomes of the Midtown Bus Master Plan study. Of the 15 entries, a short list of 5 concepts was presented to the public through videos and at PANYNJ Board presentations. Throughout the study, the PANYNJ made all background materials available to the public.

TRANS-HUDSON COMMUTING CAPACITY STUDY (2016): This study set out to evaluate a range of strategies for meeting and managing the anticipated increases in trans-Hudson commuter demand to 2040, to inform its deliberations on conceptual planning for replacement of the Port Authority Bus Terminal (PABT). During the study, numerous stakeholder engagement events took place, including meetings with Metropolitan Planning Organizations (MPOs), Community Boards, Neighborhood groups, and Congressional briefings. The study concluded that in order to meet growing regional commuting needs, a replacement PABT with expanded peak-period operations capacity would be required, regardless of planned improvements to other transit modes.

2017-2026 CAPITAL PLAN – PROJECT APPROVAL (2017): With the Port Authority's commitment to "restart" the planning process (as of October 18, 2018), the 2017-2026 capital plan denoted funds for rebuilding the Port Authority Bus Terminal.

BUILD-IN-PLACE FEASIBILITY STUDY (2017): In 2016, the D&D Competition Panel of experts made a recommendation to explore a terminal on the footprint of the existing PABT. Further, with 2017-2026 Board authorization and having received feedback from the community and commuters about the desire to maintain connectivity to the many transit transfer opportunities available at Eighth Avenue, this study was advanced to explore this concept. It concluded that it would be feasible, and that the Build-in-Place concept should be advanced to the next phase of analysis and that further study would be required to determine design and construction approach.

BUS TERMINAL REPLACEMENT PROJECT (2018-PRESENT): The current study is advancing the work initiated in the Build-in-Place feasibility study and other prior studies, with conceptual engineering and design, as well as environmental analysis. It has built off of all prior studies, and responded to feedback from elected officials, the community and existing bus commuters, and PANYNJ leadership.

TRANS-HUDSON RAPID TRANSIT STUDY (2018-present): This is an ongoing study in response to community concerns, specifically from Community Boards 4 and 5. The intent is to consider long-term development and workplace trends in New York City and the surrounding region, and implications of emerging transportation technologies. It will develop concepts that add additional trans-Hudson transit capacity to meet forecast travel needs beyond 2040 and improve resiliency.

3 Alternatives Screening Process

The Bus Terminal Replacement Project alternative development and screening process is closely tied to the project's purpose and need, and goals and objectives as set forth in this study and described in the Scoping Document, and building upon all prior studies as shown in the Chronology graphic, Figure 2-1. A multimodal analysis reviewed other modal (non-bus) options that would theoretically help meet growing commuter demand. However, it was determined through initial analysis that none of these other modes would sufficiently meet demand from bus passengers, leading the PANYNJ to proceed with study of a replacement bus terminal. Following the discussion about other modal alternatives, this chapter describes the preliminary alternatives development and analysis, and the initial screening of the Long List of Alternatives. Public and agency stakeholders have the opportunity to comment on the alternatives identification and screening process as part of the Planning and Environmental Linkages process.

3.1 OTHER MODAL ALTERNATIVES

The consideration of multimodal alternatives to address trans-Hudson travel needs is an important complement to the overall Bus Terminal Replacement Project; however, as evaluated in the Trans-Hudson Commuting Capacity Study, on their own and together, these modes are not viable alternatives to the PABT Replacement Project. There are several active projects and proposals in the region, including new ferry services, gondola systems, investments to expand peak-period capacity of the Port Authority Trans-Hudson (PATH) system, and a Hudson-Bergen Light Rail extension, that could affect future trans-Hudson travel. The Trans-Hudson Commuting Capacity Study analyzed a range of multimodal network strategies and their potential effect on trans-Hudson demand.³ The study found that when all factors affecting future demand for buses to access PABT are considered, including multimodal strategies, there would still be a need for a replacement bus terminal to meet the forecast demand. The study further predicted that latent demand could emerge when improved and emerging technologies and services could make trans-Hudson transit more convenient and easily accessible.

NEW FERRY SERVICES – Potential growth in ferry ridership may be captured from the introduction of new trans-Hudson ferry routes such as South Amboy to Lower Manhattan; Edgewater to West 125th Street – West Harlem Piers; Hoboken to a new West 34th Street Ferry Terminal, and Carteret to midtown Manhattan. The commuter bus and ferry markets have a different customer base and there may not be significant numbers of inland bus customers who would find additional multiple intermodal connections with a ferry to be an attractive daily commutation choice given that bus customers already have longer commutes than current ferry customers. Moreover, bus-to-ferry

³ http://www.panynj.gov/about/pdf/Trans-Hudson_Commuting_Capacity_Study-Summary_Report_9-21-16.pdf (Appendix B - Multimodal Network Strategies)

commutation would require multiple transfers, which is well beyond the number experienced by today's bus passenger. Additionally, the trans-Hudson ferry operations have faced considerable challenges in New Jersey accommodating effective vehicular access and adequate parking for expanded service. However, ferries do offer flexible opportunities as interim commutation capacity should rail or bus capacity be constrained during the construction of the replacement PABT. The ferry companies already have experience working with public authorities on emergency transportation planning through leases of additional vessels and arrangements for shuttle connections at park-and-ride lots and locations such as Liberty State Park, which may be useful in planning PABT interim construction-related capacity.

GONDOLA SYSTEM – A 2.6- to 3.0-mile trans-Hudson gondola system could be constructed from the North Bergen, NJ, park-and-ride, across the Hudson River following a parallel path to the existing Lincoln Tunnel, and terminating in Manhattan along the waterfront. Five to seven towers would be required to support the gondola system, including two within the Hudson River. Additional studies would need to be conducted to determine whether the gondola system could extend to the PABT due to conflicts with existing buildings. According to its sponsors, a private consortium of engineers and transportation entrepreneurs, such a system could serve approximately 3,000 people per direction per hour (the equivalent of about 50 commuter buses). One challenge for this project is access on the New Jersey side and the introduction of an additional transfer for passenger parking in North Bergen or transferring from bus. Similar to other trans-Hudson initiatives, this would not obviate the need for a replacement bus terminal, but could provide an option to address demand beyond the capacity of the PABT.

EXPANSION OF PATH PEAK PERIOD CAPACITY– To address capacity constraints along various PATH Lines (Hoboken-33rd Street, Hoboken-World Trade Center (WTC), Journal Square (JSQ)-33rd Street and Newark-WTC), two initiatives are underway as part of the PANYNJ Capital Program: (1) PATH Signal System Replacement Program/Purchase of Additional Cars and (2) improved service on PATH Newark-WTC line. The replacement of an outdated signal system with a computerized automatic train control system using communications-based train control technology will increase PATH capacity service on the Hoboken-33rd Street Line from 9 trains per hour (tph) to 10 tph. Service on the JSQ-33rd Street Line will remain unchanged at 15 tph. The increased capacity along all lines would require approximately 50 additional cars. While increasing PATH capacity would be a beneficial investment, it would not change the capture area of PATH service. The 2016 Trans-Hudson study concluded that this strategy would not have a sizable effect on peak-hour PABT demand because of the different markets served by the PATH system and bus network.

NEW INTERMODAL TRANSFER FACILITY AT PATH-EWR RAIL LINK STATION - This project proposes an extension of PATH service to the Northeast Corridor (NEC) Rail Link Station at Newark Liberty International Airport (EWR), and the creation of a new intermodal transfer facility at this location. The current proposed scope includes consideration of the potential to leverage the PATH extension to the airport by adding bus service to the new intermodal transfer station at EWR on selected local and commuter

bus routes. By way of a transfer to the PATH system at the Rail Link Station, this new connection may offer additional trans-Hudson commuters the option of avoiding both the Lincoln Tunnel and PABT. However, since existing commuting options from New Jersey already include trans-Hudson bus service directly to Wall Street as well as bus-to-PATH service at downtown Newark, this proposed project is not anticipated to play a substantial role in serving the trans-Hudson bus market.

HUDSON-BERGEN LIGHT RAIL (HBLR) EXTENSION – The New Jersey Transit Northern Branch Corridor Project would extend the existing HBLR service from its current northern terminus at Tonelle Avenue in North Bergen to Englewood Hospital and Medical Center in Englewood. This service would offer certain commuters to Manhattan the option of using the HBLR to access either the Port Imperial Ferry Terminal or Hoboken Terminal and transfer to a trans-Hudson mode other than the bus (i.e., ferry at Port Imperial; ferry or PATH at Hoboken) to reach their destination. The potential PABT demand reduction associated with the Northern Branch Corridor Project would be minimal since this new service would require additional transfers versus the current bus service one-seat ride. Another project—the proposed Route 440 Extension—would extend the HBLR system approximately 0.7 mile west from the West Side Avenue Station in Jersey City to a new station that would serve the planned Bayfront development in Jersey City near Culver Avenue, west of Route 440. This project would provide a new transit option for commuters from the western waterfront of Jersey City, who could subsequently transfer to ferry or PATH to cross the Hudson River. However, the potential PABT demand reduction associated with the Route 440 Extension is not anticipated to be substantial, in part because the target neighborhood is not part of a major trans-Hudson bus corridor.

NO. 7 LINE EXTENSION TO SECAUCUS⁴ – This project would extend the NYCT No. 7 Line from its current terminus at West 34th Street and Eleventh Avenue in New York City to an expanded No. 7/Bus Multimodal Facility at Frank R. Lautenberg Station in Secaucus, New Jersey. It would provide cross-Midtown distribution from New Jersey by linking Secaucus with West Midtown, East Midtown, and Queens. The project has the potential to divert an estimated 200 peak-hour buses from the PABT to an expanded No. 7/Bus Multimodal Facility in Secaucus, though it would not obviate the need to replace the functionally obsolete PABT. This project is being evaluated by PANYNJ in cooperation with other regional and New York City agencies as part of a broad scan of longer-term, post-2040 trans-Hudson improvements and would not be available to meet the need for a replacement bus terminal. However, as this project is not included in any MPO long-range plans, it is not likely that such a rapid-transit extension would be available within the time frame established for the PABT Replacement project.

GATEWAY PROGRAM – The Gateway Program includes the addition of a new two-track Hudson River tunnel, expanding the existing mainline to four tracks between Newark and PSNY, replacement

⁴ https://www.nycedc.com/sites/default/files/filemanager/Resources/Studies/No_7_Secaucus_Extension_Final_Report_April_2013.pdf

of the Sawtooth Bridge, a new Portal Bridge, loop tracks at Secaucus, and expansion of PSNY, with new tracks, platforms, and concourses. Some specific projects contained in the Gateway Program are related to current state of good repair conditions that have been advanced as early action priorities to protect existing levels of service, while others would enable increased peak-period train capacity with a long-term implementation horizon. Most notably, the new Hudson Tunnel and Portal Bridge projects are essential to maintain existing trans-Hudson capacity since the existing tubes require complete closure for renovation and post-Sandy storm damage. The larger Gateway Program with anticipated trans-Hudson capacity increases would not occur until PSNY is expanded with new tracks and platforms. For example, the Trans-Hudson Commuting Capacity Study concluded, in part, that even substantial expansion of NJ TRANSIT peak-period commuter rail service to Penn Station New York (PSNY), an objective of the Gateway program, would divert only approximately six percent of projected 2040 demand for PABT service.

3.2 ALTERNATIVES CONSIDERED AND ELIMINATED

The initial Long List of Alternatives was assembled using several sources, including the Midtown Bus Master Plan study, PANYNJ International D&D competition, and feedback from the community and commuters. A total of 13 alternatives was initially considered in the Long List Alternatives. Figures 3-1 and 3-2 shows the initial Long List of 13 Alternatives.

FIGURE 3-1 INITIAL LONG LIST OF ALTERNATIVES

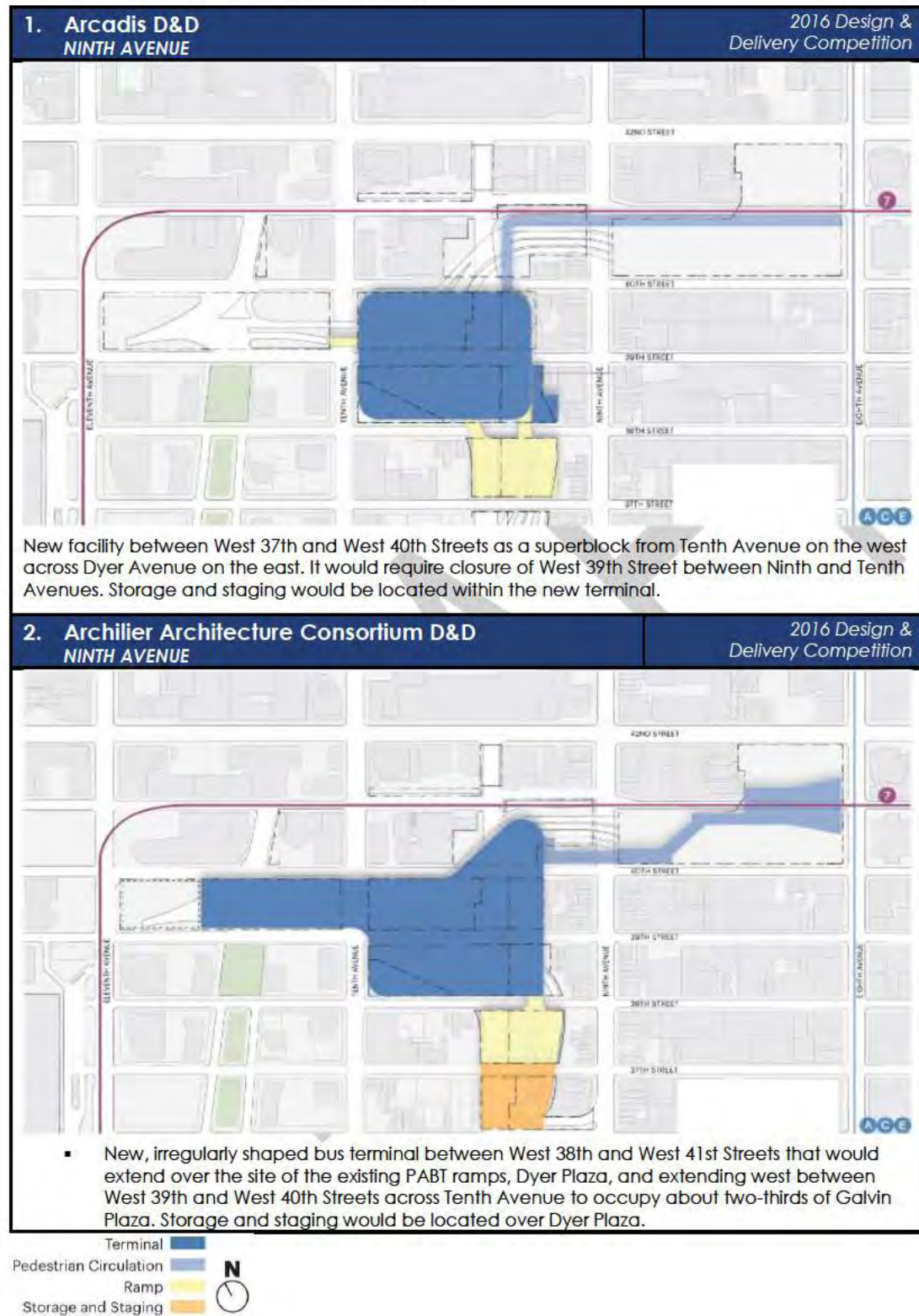


FIGURE 3-1 INITIAL LONG LIST OF ALTERNATIVES (CONTINUED)

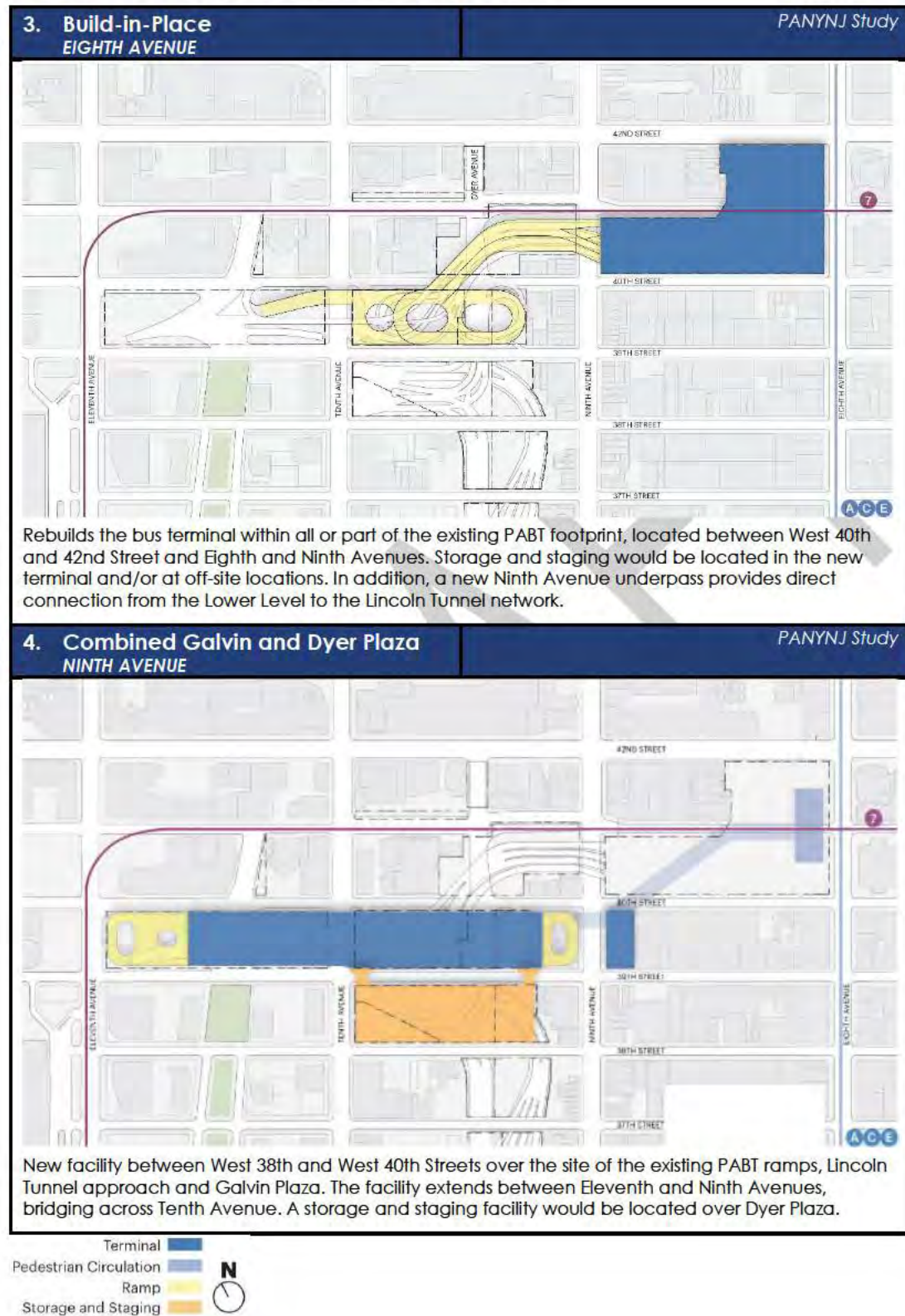


FIGURE 3-1 INITIAL LONG LIST OF ALTERNATIVES (CONTINUED)

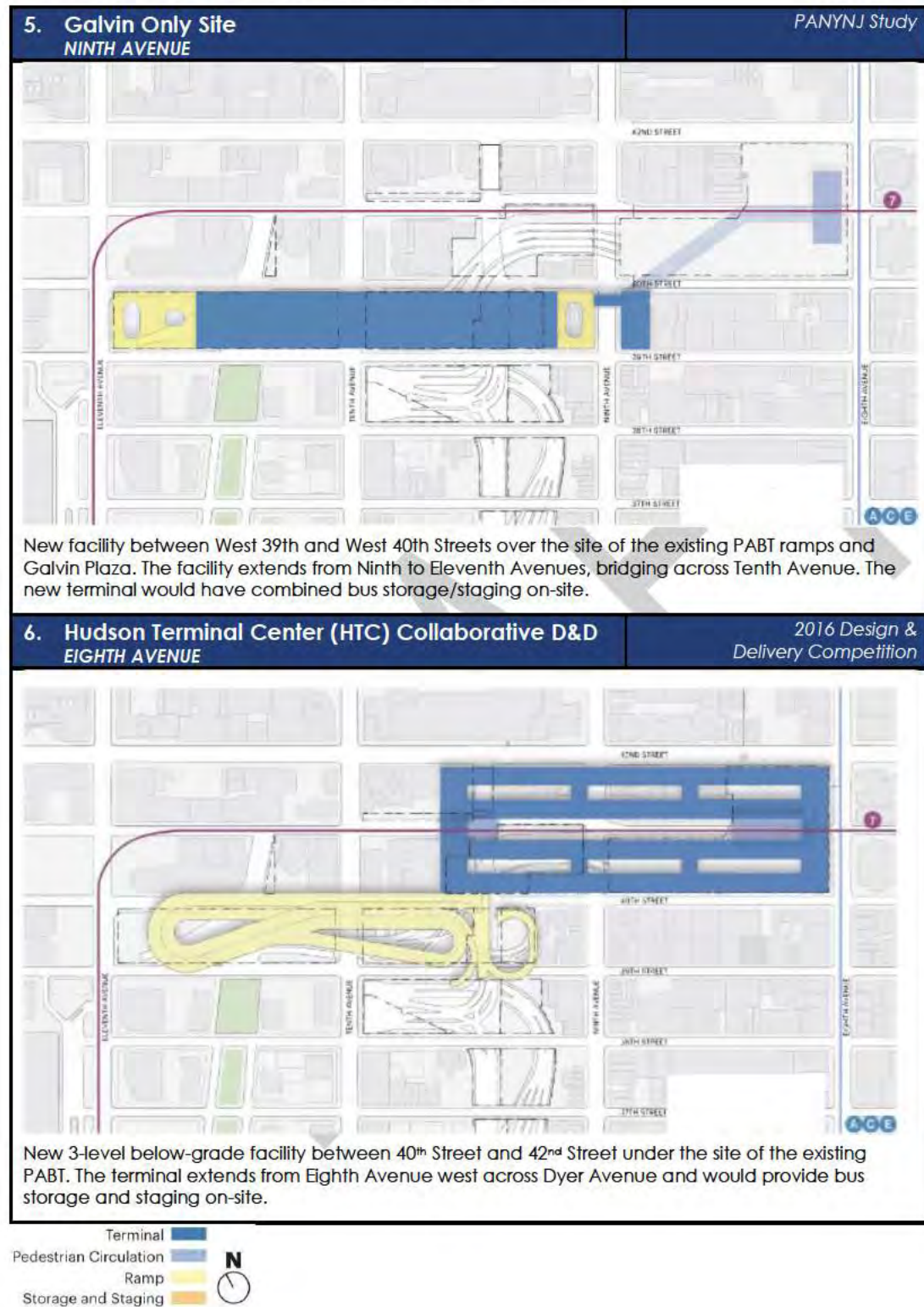
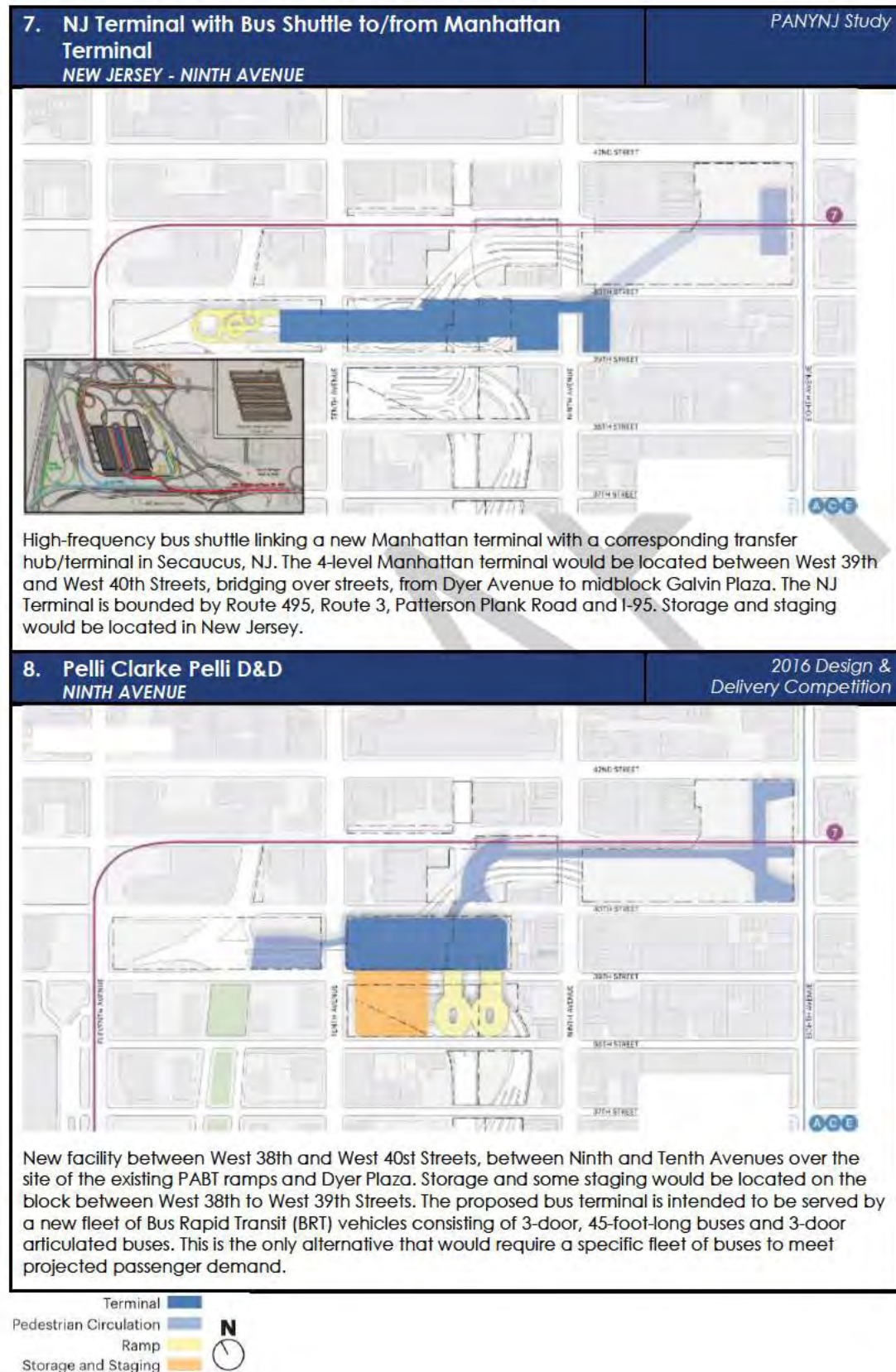


FIGURE 3-1 INITIAL LONG LIST OF ALTERNATIVES (CONTINUED)



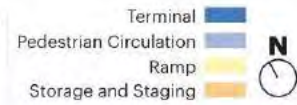


FIGURE 3-1 INITIAL LONG LIST OF ALTERNATIVES (CONTINUED)

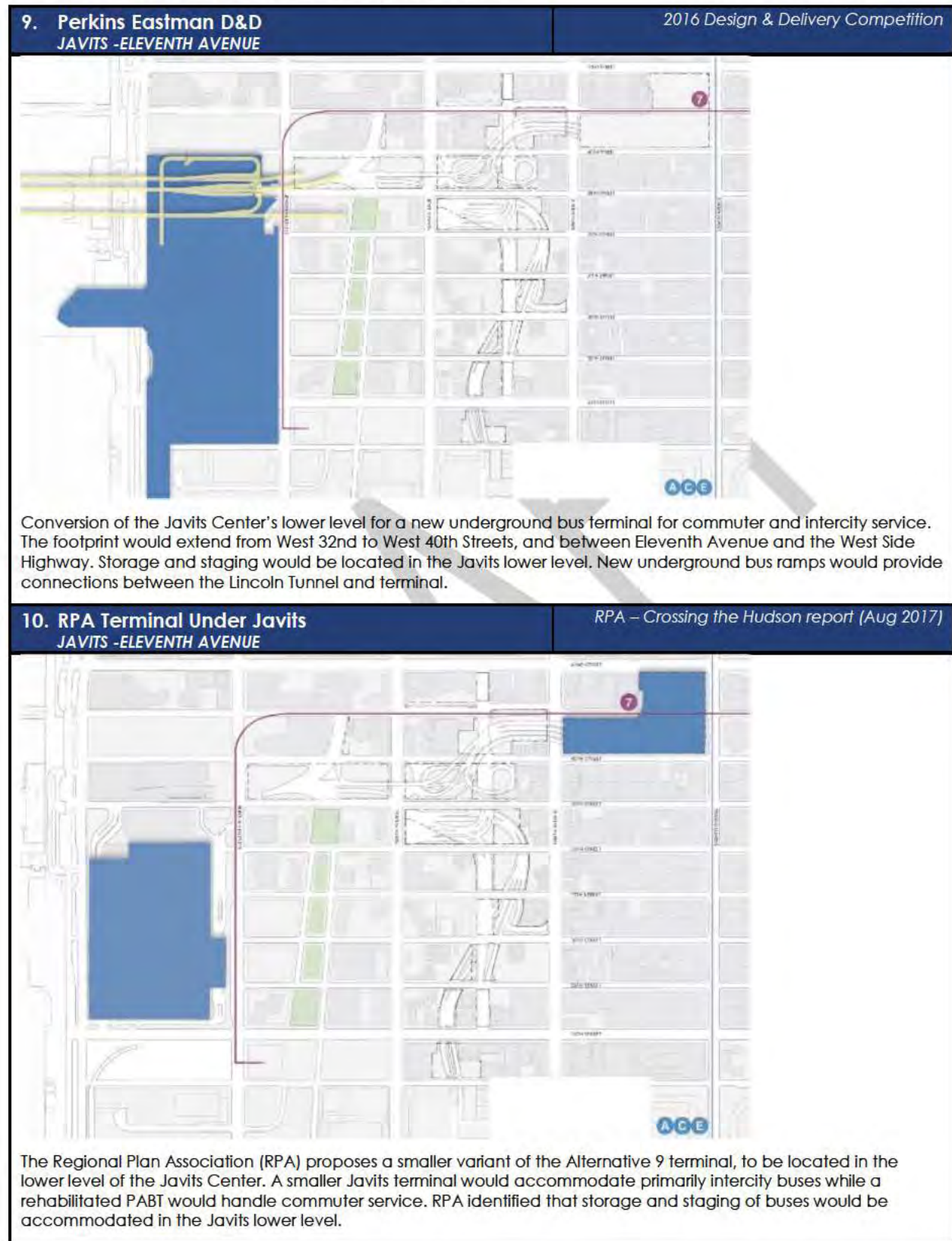


FIGURE 3-1 INITIAL LONG LIST OF ALTERNATIVES (CONTINUED)

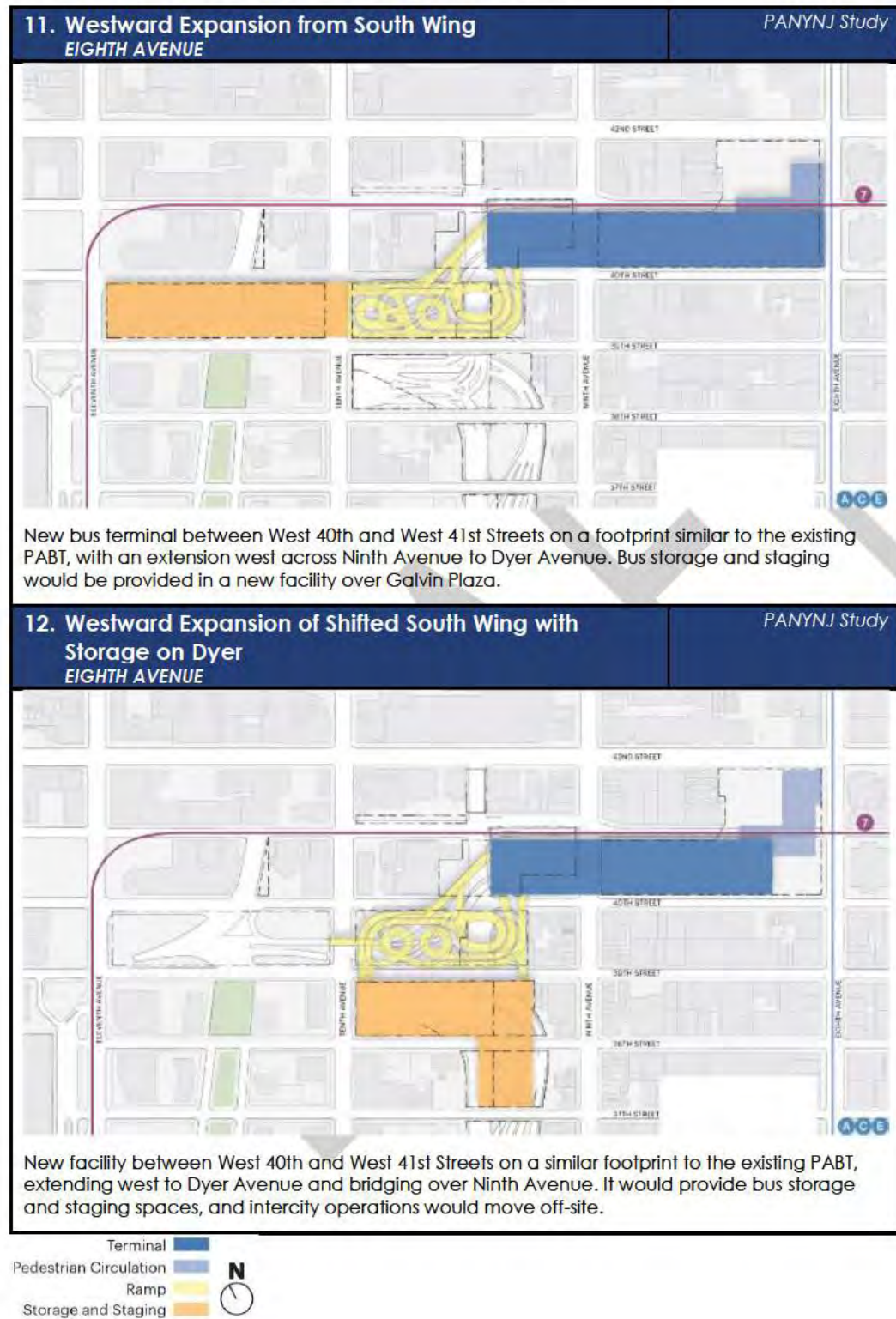
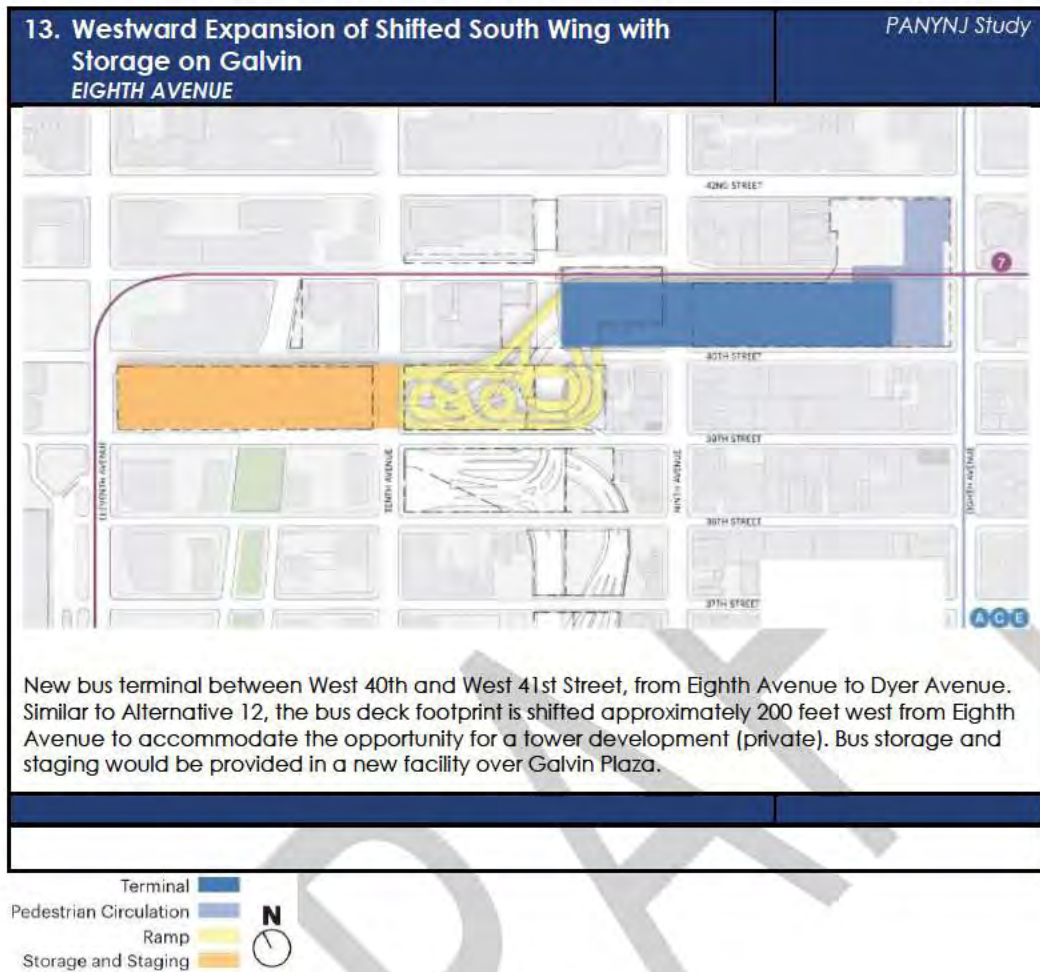
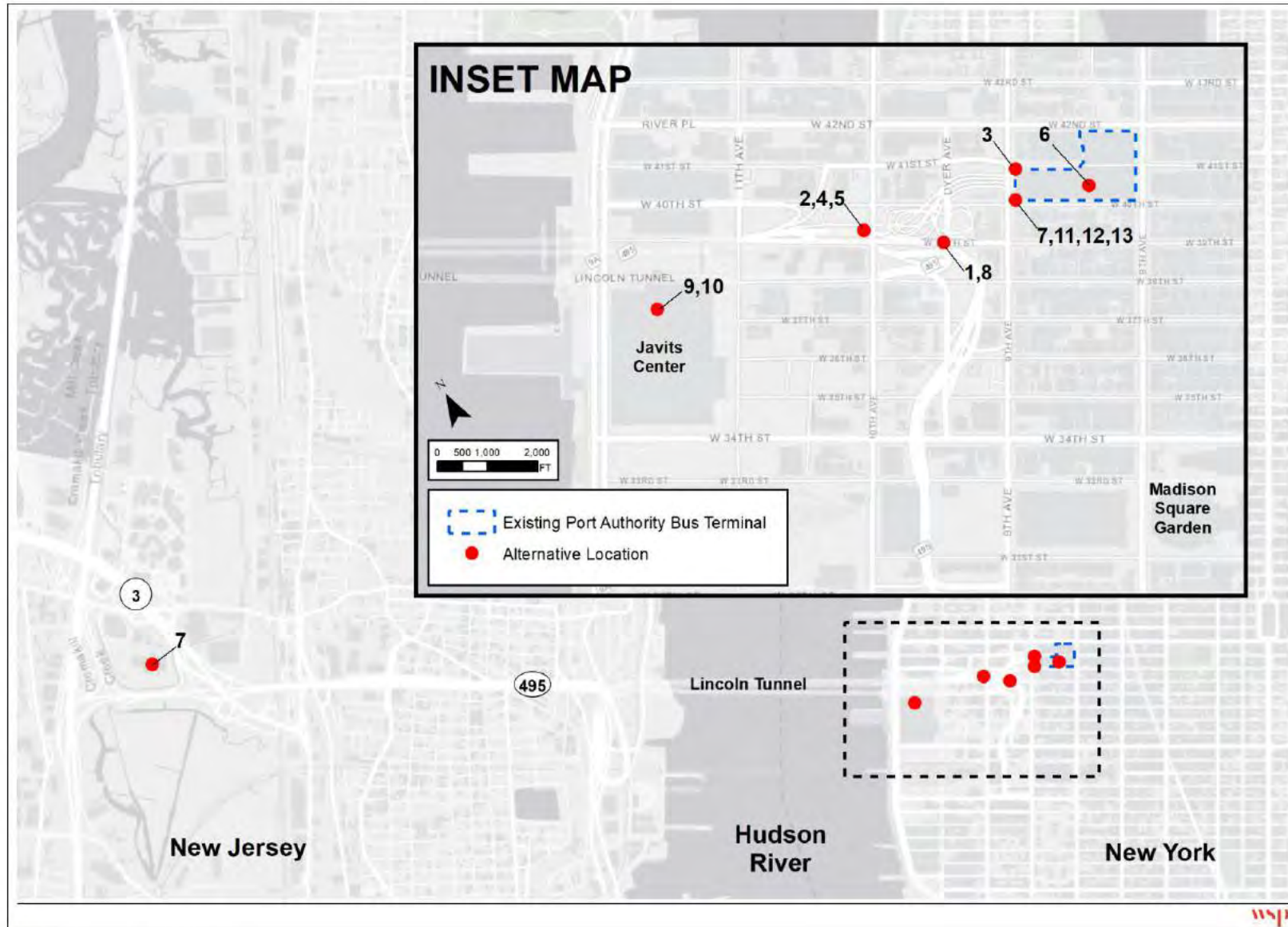


FIGURE 3-1 INITIAL LONG LIST OF ALTERNATIVES (CONTINUED)



Source: WSP

FIGURE 3-2. LONG LIST OF ALTERNATIVES LOCATION MAP



Source: WSP

3.2.1 Fatal Flaw Screening

Criteria were developed based on the project goals and objectives to screen the Long List of Alternatives. The screening is based on qualitative and quantitative information currently available for each alternative. It focuses on the characteristics that an alternative must possess to meet key project objectives.

3.2.1.1 Fatal Flaw: Forecasted Demand

Any of the Long List of Alternatives that does not meet a minimum threshold of providing capacity for forecasted peak hour arriving and departing buses (combination of commuter and intercity buses currently utilizing the PABT) was considered fatally flawed, as they would not meet the purpose and need for the project. The terminal currently serves roughly 860 peak hour arriving and departing buses. The forecast of 2040 passenger demand estimates that, accommodating for bus occupancy rates, approximately 1,000 peak hour arriving and departing buses would result to meet passenger demand.

Of the 13 alternatives included in the Long List of Alternatives, eight alternatives were considered fatally flawed because they do not provide sufficient capacity to meet the purpose and need. As shown in Table 3-1 through Table 3-3, below, the five remaining alternatives are: Alternative 2: Achillier Design + Deliverability, Alternative 3: Rebuild in Place, Alternative 6: HTC Design + Deliverability, Alternative 9: Perkins Eastman Design + Deliverability, and Alternative 10: RPA Terminal Under Javits.

3.2.1.2 Fatal Flaw: Use of Private Property

In planning for this important infrastructure project, PANYNJ is committed to working closely with local and regional stakeholders. For instance, based on extensive community coordination with elected officials, community boards, and civic groups it was made evident that the substantial use of private property would be highly controversial and contrary to maintain consistency and cohesiveness of the district character.⁵

Therefore, a second fatal flaw analysis was applied for any alternative that required substantial acquisition of private property (i.e., acquisition that would change the utility of the property through demolition or restrictions on access). Community Board 4 and New York elected officials expressed strong opposition to a bus terminal requiring use of private property, so only those alternatives that can be constructed on currently-owned public property remain for final evaluation. As shown in Table 3-2, of the five alternatives that passed the first fatal flaw analysis, two required substantial acquisition of private property and were eliminated from further consideration (Alternative 2: Achillier Design + Deliverability and Alternative 6: HTC Design + Deliverability).

⁵ Manhattan Community Board 4 Letter. May 4, 2016

The remaining three alternatives are: Alternative 3: Rebuild in Place, Alternative 9: Perkins Eastman Design + Deliverability, and Alternative 10: RPA Terminal Under Javits, which would be further screened based on their ability to meet the evaluation criteria, as shown in Table 3-4.

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TABLE 3-1. FATAL FLAW SCREENING #1: MEETS THRESHOLD PEAK PERIOD ARRIVAL AND DEPARTURE TRIPS

	1	2	3	4	5	6	7	8	9	10	11	12	13
	Arcadis D&D	Archilier D&D	Build-in-Place	Combined Galvin & Dyer	Galvin Only	HTC D&D	NJ Terminal w/Bus Shuttle	Pelli Clarke Pelli D&D	Perkins Eastman D&D	RPA Terminal Under Javits	Westward Exp. from South Wing	Westward Expansion of Shifted South Wing w/ Dyer Storage	Westward Expansion of Shifted South Wing w/ Galvin Storage
2040 PM peak hour bus trips (capacity)	896	1,128	998	954	660	1,068	N/A (new mode)	unknown	1,176	> 1,000	984	864	864

Does not meet threshold of ~1000 trips/peak period

Meets threshold of ~1000 trips/peak period

As shown in Table 3-1. Alternatives 2, 3, 6, 9, and 10 meet the initial fatal flaw criteria.

TABLE 3-2. FATAL FLAW SCREENING #2: AVOIDS NEED TO ACQUIRE PRIVATE PROPERTY

	2	3	6	9	10
	Archilier D&D	Build-in-Place	HTC D&D	Perkins Eastman D&D	RPA Terminal Under Javits
Utilizes currently owned Port Authority real estate and avoids private property acquisition	No	Yes	No	Yes	Yes

Requires private property acquisition

Avoids private property acquisition

Following the second fatal flaw analysis (Table 3-2), three alternatives will be advanced:

TABLE 3-3. FATAL FLAW SCREENING – REMAINING ALTERNATIVES

	3	9	10
Remaining Alternatives	Build-in-Place	Perkins Eastman D&D	RPA Terminal Under Javits

3.2.2 Summary of Fatal Flaw Analysis and Screening

As shown in Tables 3-1 to 3-3, above, three alternatives emerge from the Fatal Flaw screenings and remain in consideration for the PABT replacement: Alternative 3 (Build-in-Place), Alternative 9 (Perkins Eastman D&D), and Alternative 10 (RPA Terminal Under Javits). The remaining alternatives will be screened using the evaluation criteria shown in Table 3-4.

Study Goal #2 ("Improve the passenger experience within the terminal"), Goal #5 ("Strive to achieve consistency with local and regional land use plans"), Goal #6 ("Develop a project that optimizes life-cycle costs"), and Goal #7 ("Reduce the impacts of bus services on the built and natural environment") do not have associated criteria at this conceptual stage for the reasons stated in Table 3-4.

TABLE 3-4. EVALUATION CRITERIA

Goals	Criteria
1. Improve trans-Hudson bus operations	1a. Provides similar or improved connection to existing Lincoln Tunnel portal infrastructure 1b. Provides improved connection to an independent bus storage & staging facility or storage & staging integrated to the Terminal
2. Improve the passenger experience within the Terminal	<i>No criteria established for this goal for the initial screening – all alternatives are anticipated to achieve the goal/objectives</i>
3. Provide seamless passenger accessibility	3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue) 3b. Provides direct accessibility to current passenger origins and destinations
4. Avoid use of private real estate that would change its use for replacement of the PABT facility to the extent practicable	4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition
5. Strive to achieve consistency with local and regional land use plans and initiatives	<i>No criteria established for this goal for the initial screening – all alternatives are anticipated to achieve the goal/objectives</i>
6. Develop a project that optimizes life-cycle costs	<i>No criteria established for this goal at this time. Since life-cycle costs are typically only developed based on a greater level of design, insufficient information is available on life-cycle costs to evaluate all alternatives at this time.</i>
7. Reduce the impacts of bus services on the built and natural environment	<i>No criteria established for this goal for the initial screening – all alternatives are anticipated to achieve the goal/objectives</i>

The following describes how each alternative will be measured as to whether it (a) meets the criteria, (b) partially meets the criteria, or (c) does not meet the criteria:

1a. Provides similar or improved connection to Lincoln Tunnel infrastructure – Alternatives fully meet this criterion if the proposed facility provides improved connections for both commuter and

intercity buses between the Lincoln Tunnel portal infrastructure and the facility. Alternatives partially meet this criterion if they provide an improved direct connection for either commuter or intercity buses. Alternatives that would require major modification to the Lincoln Tunnel system do not meet this criterion.

1b. Provides improved connection to an independent bus storage & staging facility – Alternatives fully meet this criterion if the proposed facility provides improved connections to an independent storage and staging facility or storage and staging is incorporated into the design of the terminal that accommodates at least 350 buses, which is the current volume of off- and on-street bus storage and staging. Alternatives that partially meet this criterion would provide capacity for storage and staging for fewer than 350 buses. Alternatives do not meet this criterion do not provide connections to an independent storage and staging facility or accommodation for storage and staging within the terminal.

3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue) – The current PABT—located on Eighth Avenue between West 40th and West 42nd Streets—provides direct, indoor, underground passenger connections to twelve NYCT subway lines. Alternatives that fully meet this criterion would maintain the convenience of this existing connection. Alternatives that partially meet this criterion would have terminals west of Ninth Avenue, which would require a longer walk for passengers transferring to the subway; however, these alternatives would provide an enclosed pedestrian walkway through publicly available space. Alternatives do not meet this criterion if the enclosed pedestrian walkway would pass through private development, which may not be available in the future.

3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street) – Currently, approximately 50 percent of all arriving passengers walk to their final destinations. Most of whom walk toward Midtown Manhattan, north and east of the PABT. These patterns are anticipated to continue in the future. Alternatives that fully meet this criterion would have terminals located at or close to Eighth Avenue and would not increase travel time for pedestrians. The alternatives that shift the terminal west of Ninth Avenue would partially meet this criterion because the walking time would increase slightly. Alternatives that increase walk time by five minutes or more do not meet this criterion.

4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition – The PANYNJ owns multiple properties on the west side of Midtown Manhattan near the existing PABT. Alternatives fully meet the criterion if they utilize PANYNJ owned properties. Alternatives that would require substantial acquisition of private property; i.e. acquisition that would change the utility of the property (demolition or restrictions on access) do not meet this criterion. Note that this criterion is reflected in the fatal flaw screen.

To understand each alternative's ability to meet the screening criteria, a high-level assessment was conducted as part of project study. Each alternative was assessed on how well it met each

evaluation criterion. A narrative describing how each of the 13 alternatives were initially assessed follows.

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ALTERNATIVE 1 - ARCADIS D&D (Ninth Avenue)**Shifts terminal west to Ninth Avenue, which impacts passenger accessibility.**

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, accommodating 896 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires no substantial private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for both commuter and intercity buses to connect directly from the tunnel to the facility, which fully meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be located within the new facility.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Provides pedestrian access through the existing Greyhound tunnel, requiring a longer walk for passengers transferring to the subway. It provides an enclosed pedestrian walkway through publicly available space, which partially meets the criterion.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Shifts the terminal west of Ninth Avenue and partially meets this criterion because the walking time would increase slightly.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Fully meets the criterion since it would primarily utilize PANYNJ owned properties and require no substantial private property acquisition.

ALTERNATIVE 2 - ARCHILIER D&D (Ninth Avenue)**Shifts terminal west to Ninth Avenue, impacting passenger accessibility.**

Fatal Flaw #1: Fully meets forecast commuter bus demand, accommodating 1,128 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for both commuter and intercity buses to connect directly from the tunnel to the facility, which fully meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided in a new facility over Dyer Plaza.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Does not meet the criterion because the proposed pedestrian passage would pass through a "satellite lobby" on the second floor of a future development at Eighth Avenue and 42nd Street, which may not be available.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Shifts the terminal west of Ninth Avenue and partially meets this criterion because the walking time would increase slightly.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of three properties which include existing 92 residential units that would need to be demolished.

ALTERNATIVE 3 – BUILD-IN-PLACE (Eighth Avenue)**Terminal at Eighth Avenue maintains passenger accessibility.**

Fatal Flaw #1: Fully meets forecast commuter bus demand, accommodating 998 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires no substantial private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for commuter buses to connect directly from the tunnel to the facility. Improves intercity bus connection by providing direct access/egress from Dyer Avenue to the Lower Level for all intercity service via a new Ninth Avenue underpass and the existing Greyhound Tunnel. This alternative fully meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Some bus storage and staging would be provided within the facility, with connections available to a new off-site storage and staging facility.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Maintains existing subway connections and fully meets the criterion.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Keeps the terminal at Eighth Avenue and fully meets the criterion.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Fully meets the criterion since it would primarily utilize PANYNJ owned properties and require no substantial private property acquisition.

ALTERNATIVE 4 – COMBINED GALVIN & DYER (Ninth Avenue)**Shifts terminal west to Ninth Avenue, which impacts passenger accessibility.**

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, accommodating 954 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for commuter buses to connect directly from the tunnel to the facility. Intercity bus connection is not improved and buses would be required to run on street. This alternative partially meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided in a new facility over Dyer Plaza.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Does not meet the criterion because the proposed pedestrian passage would pass through a private development which may not be available.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Shifts the terminal west of Ninth Avenue and partially meets this criterion because the walking time would increase slightly.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of 27 properties, which include 164 residential units.

ALTERNATIVE 5 – GALVIN ONLY (Ninth Avenue)**Shifts terminal west to Ninth Avenue, which impacts passenger accessibility.**

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, accommodating 660 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for commuter buses to connect directly from the tunnel to the facility. Intercity bus connection is not improved and buses would be required to run on street. This alternative partially meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided within the new facility.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Does not meet criterion because the proposed pedestrian passage would pass through private development which may not be available in the future.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Shifts the terminal west of Ninth Avenue and partially meets this criterion because the walking time would increase slightly.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of 27 properties, which include 164 residential units that would have to be demolished.

ALTERNATIVE 6 – HTC COLLABORATIVE D&D (Eighth Avenue)**Underground terminal at Eighth Avenue maintains passenger accessibility.**

Fatal Flaw #1: Fully meets forecast commuter bus demand, accommodating 1,068 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for both commuter and intercity buses to connect directly from the tunnel to the facility which fully meets criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided within the new facility.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Maintains existing subway connections via new vertical circulation elements and fully meets the criterion.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Keeps the terminal at Eighth Avenue and fully meets the criterion.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of 15 properties, which include 74 residential units that would have to be demolished.

ALTERNATIVE 7 – NJ TERMINAL WITH BUS SHUTTLE (New Jersey)

Terminal in NJ with smaller Manhattan facility operating shuttle service between terminals, requiring additional transfer in NJ. Shifts Manhattan terminal west to Ninth Avenue, which impacts passenger accessibility.

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, as the bus shuttle system relies on a Lincoln Tunnel/495 level of throughput that is not achievable with the current configuration.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Ramps would connect directly to and from the Lincoln Tunnel north tube, but inbound operations would use city streets. This alternative does not meet the criterion since inbound operations would not connect directly to Lincoln Tunnel infrastructure.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided in New Jersey.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Does not meet the criterion because the proposed pedestrian passage would pass through private development which may not be available in the future.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Shifts the terminal west of Ninth Avenue and partially meets this criterion because the walking time would increase slightly.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of 27 properties, which include 164 residential units that would have to be demolished.

ALTERNATIVE 8 – PELL CLARKE PELL D&D (Ninth Avenue)**Shifts terminal west to Ninth Avenue, which impacts passenger accessibility.**

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, as it requires operators to acquire new fleets of vehicles.

Fatal Flaw #2: Requires no private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for commuter buses to connect directly from the tunnel to the facility. Intercity bus connection is not improved and buses would be required to run on street. This alternative partially meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided in a new facility over Dyer Plaza.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Does not meet the criterion because the proposed pedestrian walkway connects to Eighth Avenue and Hudson Yards via an envisioned public elevated mezzanine (bridges over streets) that requires access across private property.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – This alternative shifts the terminal west of Ninth Avenue and partially meets this criterion because the walking time would increase slightly.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Fully meets the criterion since it would utilize PANYNJ owned properties.

ALTERNATIVE 9 – PERKINS EASTMAN D&D (Javits/Eleventh Avenue)

Terminal under Javits Center between Eleventh Avenue and West Side Highway, which impacts passenger accessibility.

Fatal Flaw #1: Fully meets forecast commuter bus demand, accommodating 1,176 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires no private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Does not meet the criterion since it requires major modifications, including new ramp connections west of the existing ramps/tunnels to connect to the Lincoln Tunnel tubes
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided within the new facility.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Does not meet the criterion because it requires an additional subway transfer via a new pedestrian connection to the 7-line station at 34th Street/Hudson Yards.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Shifts the terminal west of Tenth Avenue and does not meet this criterion.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not require private property acquisition so it fully meets the criterion; however, it does require an agreement for use of a substantial amount of Javits Center property.

ALTERNATIVE 10 – RPA TERMINAL UNDER JAVITS (Javits/Eleventh Avenue)

Terminal under Javits Center between Eleventh Avenue and West Side Highway with use of rehabilitated PABT.

Fatal Flaw #1: Appears to meet forecast bus demand assuming a proportionate share of the capacity established in Alternative 9 (Perkins Eastman D+D) at Javits combined with a rehabilitated PABT.

Fatal Flaw #2: Requires no private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Does not meet the criterion since it requires major modifications, including new ramp connections west of the existing ramps/tunnels, to connect to the Lincoln Tunnel tubes.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided within the new facility.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Does not meet the criterion because it requires additional subway transfer via new pedestrian connection to the 7-line station at 34th Street/Hudson Yards.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Shifts the terminal west of Tenth Avenue and does not meet this criterion.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – This alternative does not require private property acquisition so it fully meets the criterion; however, it does require an agreement for use of a substantial amount of Javits Center property.

ALTERNATIVE 11 – WESTWARD EXPANSION FROM SOUTH WING (Eighth Avenue)**Terminal near Eighth Avenue maintains passenger accessibility.**

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, accommodating 984 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for commuter buses to connect directly from the tunnel to the facility. Intercity bus connection is not improved and buses would be required to run on street. This alternative partially meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided in a new facility over Galvin Plaza.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Maintains existing subway connections and fully meets the criterion.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Keeps the terminal at Eighth Avenue and fully meets the criterion.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of three properties, which include 92 residential units that would have to be demolished.

ALTERNATIVE 12 – WESTWARD EXPANSION OF SHIFTED SOUTH WING W/ DYER STORAGE (Eighth Avenue)

Terminal near Eighth Avenue maintains passenger accessibility.

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, accommodating 864 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for commuter buses to connect directly from the tunnel to the facility. Intercity bus connection is not improved and buses would be required to run on street. This alternative partially meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided in a new facility over Dyer Plaza.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Maintains direct connection to Eighth Avenue subway level by placing the pedestrian walkway in the current Lower Level (PANYNJ retains ownership). It provides an enclosed pedestrian walkway through publicly available space, which partially meets the criterion.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Keeps the terminal near Eighth Avenue and fully meets the criterion.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of three properties, which include 92 residential units that would have to be demolished.

ALTERNATIVE 13 – WESTWARD EXPANSION OF SHIFTED SOUTH WING W/ GALVIN STORAGE (Eighth Avenue)

Terminal near Eighth Avenue maintains passenger accessibility.

Fatal Flaw #1: Does not provide capacity for full forecast commuter bus demand, accommodating 864 bus arrivals and departures in the peak period.

Fatal Flaw #2: Requires private property acquisition.

- **1a. Provides similar or improved connection to Lincoln Tunnel infrastructure** – Provides direct connection to the existing Lincoln Tunnel portal infrastructure and allows for commuter buses to connect directly from the tunnel to the facility. Intercity bus connection is not improved and buses would be required to run on street. This alternative partially meets the criterion.
- **1b. Provides improved connection to an independent bus storage & staging facility** – Bus storage and staging would be provided in a new facility over Galvin Plaza.
- **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue)** – Maintains direct connection to Eighth Avenue subway level by placing pedestrian walkway in the current Lower Level (PANYNJ retains ownership). It provides an enclosed pedestrian walkway through publicly available space, which partially meets the criterion.
- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** – Keeps the terminal near Eighth Avenue and fully meets the criterion.
- **4a. Utilizes currently owned Port Authority real estate and avoids private property acquisition** – Does not meet the criterion because it requires private property acquisition of three properties, which include 92 residential units that would have to be demolished.

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3.2.3 Evaluation of Remaining Alternatives

There are advantages to each of the remaining three alternatives. As described below.

ALTERNATIVE 3 (BUILD-IN-PLACE):

This proposed alternative would meet evaluation criteria that tie to Purpose and Need. For example, it would maintain connectivity to the Lincoln Tunnel in essentially the present configuration; the addition of a new Ninth Avenue underpass would provide direct connection from the Lower Level to the Lincoln Tunnel network to improve trans-Hudson bus operations. Additionally, this alternative would provide for storage and staging at off-site locations and with capacity in the new terminal, and would provide for additional efficiencies as compared to the existing terminal with respect to these operations (A separate storage and staging facility of

independent utility would also be compatible with this alternative). This alternative also provides direct accessibility for passengers with the existing subway, totaling twelve lines.

Furthermore, this alternative would provide an Americans with Disabilities Act (ADA) compliant facility and accommodate modern day bus design, while providing more efficient circulation. The Build-in-Place Alternative includes the potential development of a portion of the PABT site for private commercial development (see Figures 3-3 and 3-4).

Although there would be challenges, the PANYNJ would maintain, to the greatest extent practicable, bus operations during construction of this alternative.

ALTERNATIVE 9 (PERKINS EASTMAN D&D):

Storage and staging **as well as intercity bus operations** could be provided in the Javits lower level for this alternative. Additionally, this alternative includes the potential development of the full existing PABT site for private commercial development.

This alternative would be challenging from a design and construction perspective due to the following factors:

- Proposed Lincoln Tunnel extensions would be problematic as they would require the likely shutdown of lanes and full tunnel tubes. The construction would also violate the "grandfathered" status of the Lincoln Tunnel's existing ventilation system, require significant investment in replacing the system.
- Construction would require the raising of the Westside Highway, which would also likely require shoring and underpinning of a highway that is the only major capacity roadway on the west side of Manhattan.
- Development would occur on an existing pier which would require additional in-water construction and extensive permitting actions.

This alternative fails to meet the passenger accessibility criteria (3a and 3b) by significantly increasing pedestrian walk times and adding a subway transfer to access NYCT Eighth Avenue subway lines.

This alternative, at a minimum, requires the approval of the New York Convention Center Operating Corporation (NYCCOC). (NYCCOC has expressed doubt with the practicability of accommodating intercity buses and storage and staging operations in the Javits lower level--NYCCOC to provide comments).

ALTERNATIVE 10 (RPA TERMINAL UNDER JAVITS):

Storage and staging as well as intercity bus operations would be provided in the lower level of the existing Javits Center for this alternative.

The alternative assumes commuter buses would continue to use a newly renovated (as opposed to reconstructed) PABT facility; thus there is no opportunity for potential development on the existing PABT site. The viability of this assumed renovation appears problematic and potentially impracticable due to the inability to achieve or address the following:

- Meeting Americans with Disabilities Act (ADA) requirements without reducing capacity.
- Accommodating heavier, taller, and longer buses.
- Incorporating new building, bus operation and passenger technologies. (eg. wayfinding, signage, ticketing)
- Providing the adequate amount of passenger queuing space at gates and within the facility.
- Accommodating more flexible floor plate and a more efficient gate configuration.

Additionally, it relies upon a wide range of transportation investments in new rail tunnels and new rail service over time and therefore assumes a reduction in bus ridership that is not supported by forecasting models.

As noted for the Perkins Eastman D+D alternative, the RPA alternative would have the same challenges from a design, construction, and accessibility basis.

This alternative requires the approval of the New York Convention Center Operating Corporation (NYCCOC), at a minimum. (NYCCOC has expressed doubt with the practicability of accommodating intercity buses and storage and staging operations in the Javits lower level--NYCCOC to provide comments).

The concept of creating a new far west side terminal for intercity bus operations does provide a new approach for a long-term strategy to accommodate Curbside-Intercity buses. It could also potentially optimize PABT commuter operations by separating out all intercity service to such a new facility. This concept would require careful evaluation of critical factors such as operational, practicality, accessibility and connectivity to mass transit, jurisdictional responsibilities and overall constructability. Such strategic planning could be part of the future discussion of identifying a potential separate and independent project to address Curbside-Intercity and other curbside boarding from neighborhood streets.

4 Current Public Coordination Activities

As part of the current study effort, a variety of outreach activities are planned and underway to further engage public stakeholders. The activities will be tied to support project development efforts and the environmental review. The following activities are planned:

- **Website** – Information about the project is made available to the public via the Planning For A New Bus Terminal landing page of the Port Authority of New York & New Jersey's main website (<http://www.panynj.gov/bus-terminals/planning-for-a-new-bus-terminal.html>).
- **PABT Redevelopment Center** – A PABT Redevelopment Center opened in the PABT just inside the Ninth Avenue entrance to the PABT where staff are able to provide the community with access to project information and a location to engage with PANYNJ staff and ask questions.
- **Social Media** – A social media communication program will be developed, which may include Facebook, Twitter, and others to communicate project updates and direct interested stakeholders to the project website.
- **Contact Database/Mailing List** – A master contact list has been generated and will be updated throughout the project to generate mailings and email alerts to keep interested parties informed on project updates and upcoming meetings.
- **Stakeholder Briefings** – As with all prior study efforts, meetings and presentations will continue to be held with key stakeholders throughout the course of the project to provide for discussion and exchange of information.
- **Open Houses** – Public open houses will be held to provide project information and gain input at key project milestones.

5 Detailed Summary of Public Engagement Meetings and Milestones

5.1 OVERVIEW

In its effort to initiate the redevelopment of the Port Authority Bus Terminal, the Port Authority advanced planning and feasibility studies with evolving levels of public engagement throughout the conception of alternatives under consideration in this document. To the extent practicable, the overall development of the Bus Terminal Replacement planning studies has involved consultation with, or joint efforts among, the MPO(s), State(s), and/or public transportation operator(s), where appropriate.

This detailed summary appendix is provided to outline the following:

- Provides a detailed outline of public review meetings throughout the advancement of planning studies, where applicable;
- Describes the outreach methods employed at the various phases in planning and project development;
- Summarizes the comments received from various survey processes;
- Provides formal documented stakeholder correspondences that were considered by the Port Authority.

5.2 BACKGROUND

Launched in 2013, the Midtown Bus Master Plan effort was intended to create a non-binding development strategy that would incorporate near-term and long-term solutions to address the region's mobility problems, and support opportunities to create new revenues for the Port Authority. Although external engagement throughout this period was widely limited to key stakeholders, the International Design + Deliverability Competition and subsequent studies along with the Trans-Hudson Commuting Capacity Study, Build-In-Place Feasibility study, planning authorization for the Bus Terminal Replacement Project, and Trans-Hudson Rapid Transit Study illustrate a transition in cooperative public and stakeholder involvement.

Additionally, the Quality of Commute Program, a \$90-million-dollar near-term investment designed to enhance and improve the passenger commuting experience has remained at the backdrop of long-term planning processes. This initiative set forth a regulated framework for soliciting comments from commuters through the Quarterly Commuter Chat which was implemented parallel to the replacement efforts.

More specifically, the Port Authority has conducted the following activities to further its reach and inform transportation and policy decisions:

- **Peer Review Exercises:** Beginning in 2015, in support of early input to define critical project components, the Port Authority led a series of peer-led discussions to converse on existing and future best practices.
- **Elected Group & Local Community Meetings:** Intermittently, the Port Authority has convened elected and local community meetings, participated in town halls, and have conducted briefings to incorporate feedback and advance the various planning processes.
- **Board Discussion Transparency:** Recently, Port Authority Board of Commissioners have since erred towards open and robust discussions during public board sessions allowing the opportunity for informed public comment sessions on critical updates in the various planning exercises.
- **Regional Summit Discussion:** Port Authority has sponsored regional Summit discussions to reassert its leadership in Trans-Hudson transportation solutions with Involvement of New York and New Jersey state, local, and federal agencies.
- **Electronic & Survey Communications:** In recognition of the impact of any state-of-good repair initiatives and/or long-range planning and capital investment on stakeholders including but not limited to—the surrounding local community, commuters, and bus carriers (commuter/regional).
- **Stakeholder Correspondences:** Port Authority staff have asserted written and verbal responsiveness to community leaders and elected officials expressing earnest concerns through a series of letter correspondences for consideration throughout various milestones.

Through the outreach activities and methods described above, as well as in the context of the progressing phases in planning and development of alternatives as outlined in this section five of the Appendix, PANYNJ will further illustrate ongoing compliance with 23 C.F.R. §450.318 throughout the course of study of the future of the PABT.

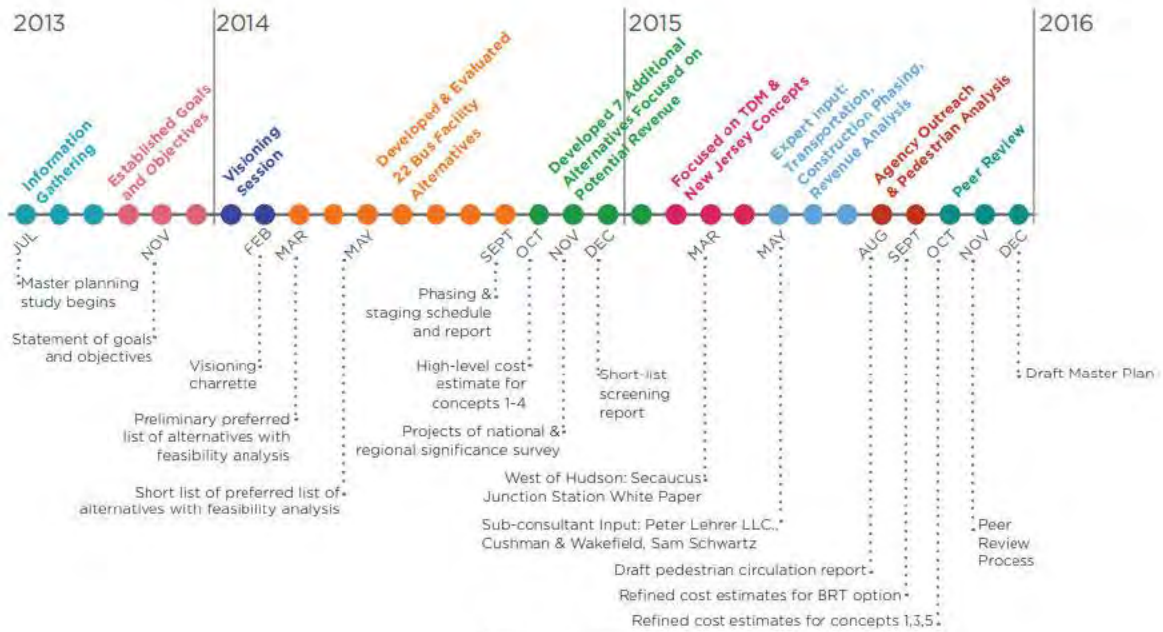
5.3 MEETINGS AND MILESTONES - MIDTOWN BUS MASTER PLANNING PROCESS (2013-2015)

In 2013, PANYNJ initiated a master planning process to develop a technically and financially sound framework for addressing the capacity and operational issues at the PABT (see Figure 1-1). The Master Plan is the result of a multi-disciplinary effort between the PANYNJ and consultant team as listed below:

- PANYNJ Departments
- Kohn Pedersen Fox Associates PC (Joint Venture Partner)
- WSP | Parsons Brinckerhoff (Joint Venture Partner)
- Skanska USA Building Construction Phasing and Staging
- Thornton Tomasetti Structural Analysis

- Walker Parking Consultants Traffic and Parking Design
- VJ Associates Cost Estimating

FIGURE 5-1. MIDTOWN BUS MASTER PLAN TIMELINE



The initial Master Plan study area covered West Midtown Manhattan and included 59 blocks distributed over 367 acres. The area is bounded by West 43rd Street (north), West 29th Street (south), the Hudson River (west), and 7th Avenue (east). This area includes the Bus Terminal, Dyer and Galvin Plazas, the Dyer Avenue Corridor (from West 42nd Street to West 30th Street), the entire Special Hudson Yards Zoning District, and portions of Clinton, Chelsea, the Garment District, the Theater District, and the greater Times Square area.

The alternatives analysis of the Bus Terminal master planning process considered four major components on a constrained site: footprints and site locations of a new or improved terminal facility; passenger connections to the New York City subway system; location, size, and connections to a bus parking and staging facility; and connections to dedicated ramps to and from the Lincoln Tunnel.

The following key principles were identified at the outset of the master planning process:

1. Develop a bus transportation strategy,
2. Promote urban design enhancements,
3. Promote private sector development and revenue generation, and
4. Create a viable project implementation plan.

The key principles described above guided the development of planning goals and objectives, and together they formed the foundation of the Bus Terminal master planning process.

Developed at the beginning of the planning process through a comprehensive iterative process, the goals and objectives served as a basis for identifying, assessing and selecting alternatives. They addressed a range of issues - including market growth, transportation network capacity, reliability, connectivity, and commercial development potential of the Bus Terminal.

The project goals provided a broad measure of characteristics required to meet the project purpose. The objectives, in turn, defined a series of more specific metrics to allow for an objective comparison among alternatives. Used throughout the analysis phases, the goals and their specific objectives informed the development of criteria and performance measures and lent coherence to the process.

At an early stage of development, working level meetings and/or overview briefings were conducted with key stakeholders including but not limited to:

- Office of Congressman Jerry Nadler
- Office of New York State Senator Espaillat
- New York City Department of Transportation
- City Hall/New York City Department of City Planning
- Manhattan Community Board 4
- Hudson Yard's Hell's Kitchen BID
- Economic Development Corporation (EDC)

5.3.1 Public Board Presentation (March 2015)

On March 19, 2015, key Port Authority staff addressed the Port Authority Board during a public session on the status of the then 18-month Midtown Bus Master Plan effort, as available to date. The presentation introduced the five (5) options for the Board's consideration and was led by former Port Authority leadership including—Cedrick Fulton, TB&T Director; Andrew Lynn, Director of Planning and Regional Development; and Peter Zipf, Chief Engineer. The address to the Board both affirmed the need for replacement along with current initiatives underway to preserve existing bus network operations.

This presentation marks the first time that Port Authority staff publicly established that incremental rehabilitation efforts would be futile—as supported by the Visioning Workshop among stakeholders. Additional options to rehab the bus terminal while simultaneously maintaining operations was considered impractical due to the closures required, potential impact to daily bus operations, and inefficiency of the construction process which was estimated to take 15 to 20 years, at the time. In addition, a rehabilitation approach was considered costly and expected to yield a loss in capacity due to the building requirements necessary to bring the existing infrastructure to ADA standards for accessible design. This process and construction technique for

a full replacement effort while maintaining operations would later be challenged and reevaluated during the planning process in 2017.

Following a robust discussion during the public meeting, the Board of Commissioners expressed that they were not prepared to endorse any of the proposed options and the Chairman suggested **the establishment of a Working Group consisting of Chairman Degnan, Vice-Chairman Rechler, Commissioners Schuber and Lipper**. The Board's PABT Working Group would go on to meet several times over the following months to deliberate over the concepts.

Public Presentation: <http://www.panynj.gov/bus-terminals/pabt-master-plan.html>

Public Transcript: <https://corpinfo.panynj.gov/documents/Transcript-5141/>

5.3.2 Trans-Hudson Summit: A Vital Link (May 2015)

In support of the need to elevate awareness of critical Trans-Hudson infrastructure beyond internal planning exercises—the Port Authority and Regional Plan Association (RPA) co-sponsored the Trans-Hudson Summit: A Vital Link. This Summit was intended to mark the beginning of a focused and urgent dialogue among regional and national stakeholders understanding the array of public resources, aimed at developing a shared strategic vision, and concrete action plans, to address the region's need for expanded trans-Hudson transportation resources, including the need to replace the Port Authority Bus Terminal and Gateway Program among other regional projects,

Summit participants also discussed innovative infrastructure funding sources, financing techniques, and project delivery mechanisms, including public-private partnerships, and tax-increment financing, as well as ways to streamline the current regulatory process to reduce costs and fast-track crucial infrastructure projects.

Panelists included representatives from the following relevant stakeholder organizations, among other organizations:

- U.S. Department of Transportation;
- New York City Department of Transportation (NYCDOT);
- New York Metropolitan Transportation Council (NYMTC);
- North Jersey Transportation Planning Authority (NJTPA);
- NJ TRANSIT;
- Metropolitan Transportation Authority (MTA);
- Amtrak;
- Regional Plan Association (RPA);
- Rutgers University;
- University of Pennsylvania;
- Eno Center for Transportation.

Video Presentation of Proceedings: <https://www.panynj.gov/vital-link/videostream.html>

Event Program: <https://www.panynj.gov/vital-link/pdf/Trans-Hudson-Program-5-7-15.pdf>

Event Presentations: <https://www.panynj.gov/vital-link/presentations.html>

5.3.3 Public Board Presentation (September 2015)

Following the March 2015 Board meeting in which staff presented five (5) options in which the Board was not prepared to endorse, a Board constituted Working Group convened several times over the intervening period and submitted to the board, for its consideration a draft resolution. In its proceeding, the Board stated that they were cognizant of the importance of this discussion, in which would require deliberation and careful consideration. In light of this understanding, the Commissioners opted to conduct this meeting as an open floor discussion, with the intent to defer for further discussion and consideration any vote that may come about on the topic until the October 2015 meeting.

As a second review by the full Board during public session, the Director of Planning and Regional Development, Andrew Lynn once more provided a presentation of all five proposed concepts along with their respective opportunities and challenges. Subsequently, Chairman Degnan posed draft recommendations of the Board Working Group in which consisted of the following based on the information and preliminary analysis performed to date, the Working Group concluded that the most promising approach to replacing the PABT would involve:

1. Constructing a new bus terminal on available Port Authority-owned property one block west of the current structure, between Ninth and Eleventh Avenues;
2. Constructing facilities, that may include people-moving technology, to connect the new terminal with subway and other mass transit connections;
3. Preserving the option of an additional "bus staging facility" appurtenant to the new terminal as future needs dictate;
4. Operating the existing PABT continuously until the new terminal is completed, thereby minimizing disruption for commuters; and
5. Exploring innovative financing strategies (consistent with the Authority's obligations to its bondholders) to help finance the construction of the new terminal, including the disposition of real estate owned by the Port Authority at or adjacent to the existing PABT site.

The following specific recommendations were published in the draft resolution for consideration by the full Board by way of the Working Group. Although tabled in September, the resolution would be voted and advanced at the following public session in October 2015. The below parallel actions the Port Authority would later advance included the following:

- A "design competition" inviting private design firms and other interested organizations to submit concepts for the design and construction of a new Port Authority bus terminal in the Ninth Avenue location, including its connections with nearby mass transit; and

- A request for proposals ("RFP") for an outside consultant to advise the Port Authority on strategies for meeting and managing the anticipated increases in trans-Hudson commuter demand over the next 30 years;
- At an appropriate stage of the project, a detailed review by an outside consultant of potential construction costs, projected operating costs, as well as methods to deliver the project in the most cost-effective and efficient manner, and operate the terminal on a sustainable basis moving forward.

The Working Group also recommended that the Port Authority continue to engage the firm of Cushman & Wakefield to advise it on the valuation of the Authority's property fronting on Eighth Avenue at the site of the current PABT.

Finally, the Working Group recommended that the Board and staff solicit substantial public and stakeholder input as they consider the concepts produced by the recommended bus terminal design competition and parallel study of commuting capacity strategies.

Public Presentation: <http://www.panynj.gov/bus-terminals/pdf/PABT-Design-Appendix%20B.pdf>

Board Transcript: <https://corpinfo.panynj.gov/documents/Transcript-5077/>

Draft Board Resolution: <https://corpinfo.panynj.gov/documents/Port-Authority-Bus-Terminal-3/>

5.3.4 Public Board Presentation (October 2015)

At its meeting in October 2015, the Port Authority's Board of Commissioners voted to hold an international design competition for a new Port Authority Bus Terminal (PABT), with the goal of selecting a winner by fall 2016. Staff provided an update on the screening of alternatives with comparison of alternatives 1, 3, and 5. The Board authorized the endorsement of Concept 3, one block west of the current structure, between Ninth and Eleventh Avenues, as the preferred option for review in the launch of the International Design & Deliverability Competition.

The Working Group reported the following key priorities, with all members except, Vice Chairman Rechler dissenting:

1. meeting the present and future capacity needs of the commuting public,
2. providing continued access by bus commuters to mass transit in Manhattan,
3. minimizing construction-related disruption to commuters and adjacent neighborhoods, and
4. reducing the net cost of the project by utilizing modern construction techniques and project delivery methods (such as public-private partnerships), and by monetizing real estate assets and/or development rights not required for a new Port Authority bus terminal.

In addition to the provisions of the draft resolution specifically providing for the International Design + Deliverability Competition and Commuting Capacity Study provided for review at its September 2015 Board meeting, the Working Group continued, with concurrence of Vice Chairman Rechler endorsing the following recommendations:

1. participants in the proposed design competition be encouraged to suggest alternative sites for a new Port Authority bus terminal should their analysis determine that the proposed site west of Ninth Avenue is not optimal; and
2. the proposed RFP for a study of anticipated commuting capacity needs be expanded to include analyses of: (i) existing and anticipated patterns and preferences of bus commuter travel after arrival in Manhattan, (ii) strategies to reduce bus congestion in neighborhood streets adjacent to the proposed new bus terminal and in the Lincoln Tunnel and its approaches, and (iii) the costs and benefits of alternative strategies for meeting and managing anticipated commuter demand, including the construction of a new bus terminal.

Public Presentation: <https://corpinfo.panynj.gov/documents/Board-Meeting-Port-Authority-Bus-Terminal-Replacem/>

Board Transcript: <https://corpinfo.panynj.gov/documents/Transcript-5073/>

Board Resolution: <http://www.panynj.gov/bus-terminals/pdf/PABT-BoardItem.pdf>

5.3.5 MCB4 Letter to the Port Authority (November 2015)

On November 12, 2015, Manhattan Community Board 4 (CB4) submitted the first of a series of correspondences to the Port Authority to express their position on the Board's preferred location authorized at its October 22, 2015 Board meeting. CB4 was *explicitly encouraged* by the resolution's directives related to: soliciting substantial stakeholder input; performing a Trans-Hudson Commuting Capacity Study to assess other transportation modes, anticipated patterns and preferences of commuter bus travel, and strategies to reduce bus congestion to the proposed bus terminal and Lincoln Tunnel; conducting an International Design & Deliverability Competition; and the commitment to select a preferred design concept by September 2016 meeting.

However, CB4 expressed the following concerns with some aspects of the proposed site located one block west of the current structure, between Ninth and Eleventh Avenues, 39th and 40th streets, as described in Concept 3.⁶

- Use of condemnation to free up properties when there are alternative options to the north and underground to connect commuters to the Eighth Avenue station.
- Lack of commuter circulation and connectivity
- Lack of an identified location to build a Tour and Charter Bus Garage
- Overall lack of integration in the urban fabric

Additional comments were related to recommendations of unallocated funds in the Port Authority capital budget to fund. **For the complete letter to the Port Authority, refer to Section 6 entitled, Stakeholder Correspondences.**

⁶ November 12, 2015. CITY OF NEW YORK MANHATTAN COMMUNITY BOARD FOUR. Letter to Pat Foye, Executive Director. The Port Authority of New York & New Jersey

5.3.6 Peer Review (November 2015)

To finalize the Master Planning effort, following the Board's resolution to proceed with an International Design & Deliverability Competition, on November 16th-18th the Port Authority hosted a panel of 29 industry experts covering a broad field of technical, construction, financial, and operational disciplines were invited to participate and provide feedback. They were presented with a significant amount of material prepared by the Master Planning team to brief them on the study efforts to date.

Key stakeholder participants included representatives from:^[1]

1. New York State Department of Transportation
2. New York City Department of Transportation
3. New York City Department of City Planning
4. New York City Mayor's Office
5. NJ Transit
6. North Jersey Transportation Planning Authority
7. Metropolitan Transportation Authority
8. Department of Homeland Security

The goals were threefold:

- Validate the master planning efforts to date
- Counsel regarding response to recommendations of (Port Authority Board) Bus Terminal Working Group
- Provide insight regarding program delivery challenges and schedule

Many thoughtful opinions were expressed, but due to the size of the group, there was not time to form a single set of consensus findings. Not all the peer reviewers agreed with each other, however, major findings include:⁷

1. A mission statement, concept of operations, risk register, associated business plan, and public outreach effort is needed to guide further development.
2. The bus terminal needs to be seen as intermodal transit facility, not just a bus facility. It was concluded that an intercity facility could be at remote site, and constructed at later date.
3. Overall, demand projections are considered appropriate. Sensitivity tests were suggested to be considered to evaluate elasticity in travel behavior.
4. A Bus terminal in Manhattan was validated as the best solution. Some NJ supporting facilities, such as bus parking, can help reduce the size—with the understanding that a two seat ride is not preferred.

⁷ Midtown Bus Master Plan document. Produced by KPF, PB and Port Authority Staff.

5. There is major concern for increased walking distances and travel time as compared to current facility. The pedestrian experience will need to be comfortable and efficient. Interim conditions are as important as long term.
6. A 5-level bus facility with shallow sawtooth gates, helix ramps and connections to tunnel portals (building blocks) did not appear to have fatal flaws, but the use of a 5-level helix should be validated relative to passenger comfort.
7. A #7 train connection (new 10th avenue station) should be a part of the bus facility, pending evaluation of impacts to other #7 line stations.
8. A Ninth Avenue head house should be developed in association with Concept 3, and the facility should be in an acceptable state of completion before demolition and construction begins at the existing site.
9. An Eighth Avenue connection for bus passengers to the subway is important, but the existing PABT site should provide for unencumbered commercial development.
10. A technology task force/committee should be created with high-tech partners aimed at assessing how autonomous vehicle technology and future commutation behaviors may reduce the size of the terminal.
11. Facilities at Galvin and Dyer Plaza were considered unfriendly from an urban design perspective. The bus facility should respond to the streetscape and roofscape opportunities to be available to the public were seen as positive.
12. Project delivery should be scalable, flexible and respond to different private partners for commercial retail development as compared to bus facilities. In particular, the pedestrian connection should consider different funding opportunities.
13. Additional alternatives beyond Concept 3 should continue to be evaluated, particularly those that include the use of the Greyhound tunnel as a pedestrian passage to Eighth Avenue.
14. The value of an International Competition was brought into question.
15. The construction costs were not disputed. Questions about the costs being higher as the project advances were raised.
16. The selection criteria for the Board-preferred alternative was questioned
17. A holistic approach with other trans-Hudson projects and stakeholders' capital initiatives must be undertaken.
18. Evaluate public parking program in new facility planning effort.
19. Funding strategy should include Federal assistance and a more effective dialog with the region's congressional delegation should be commenced.

5.4 MEETINGS AND MILESTONES - INTERNATIONAL DESIGN & DELIVERABILITY COMPETITION (2016)



In March 2016, the Port Authority, in accordance with the October 2015 Board Authorization, the Port Authority launched an International Design & Deliverability Competition to inform the Port Authority's previous master planning efforts and select a

conceptual design that most fully meets the Design + Deliverability Objectives for a new Bus Terminal.

The Competition's scope embraced a diverse field of expertise, including architecture and engineering, intermodal transportation operations and planning, construction, land use, and finance. Competitors were asked to assemble a multi-disciplinary design-led team, of both emerging and established talent, with the appropriate skill sets and expertise to embrace the complex challenges of designing a new Bus Terminal in the heart of New York City, and deliver a conceptual design that meets the Design + Deliverability Objectives. Members of the public were encouraged to participate in an online survey made available throughout the Competition and survey results and public comments were provided to the Competitors, the Jury selected to judge the Competition, and the Port Authority's Board of Commissioners. The Jury was comprised of leading industry experts. The eight individuals selected include experts in urban theory, transportation planning, traffic engineering, infrastructure finance, and historical preservation.

Parallel to the Competition, the Port Authority commissioned a trans-Hudson Commuting Capacity Study of available strategies for meeting and managing the anticipated increases in trans-Hudson commuter demand over the next thirty years. Interim study products highlighting work in progress findings were provided to Competitors at the midpoint of this effort and was provided to Finalists during Phase Two.

International Design + Deliverability Competition Website: <http://www.panynj.gov/bus-terminals/pabt-bus-terminal-design.html>

5.4.1 Commuter Chat Program (May 2016)

The Commuter Chat was held on Wednesday, May 18, 2016 on the 2nd floor in the North Wing from 4:30 – 6:30pm. In addition to speaking directly with customers at the main table in the North Wing, staff used iPads to conduct surveys at the 300 and 400 gates, as well as the Lower Level South Wing. The surveys addressed quality of commute, desired improvements for the terminal, and communication during delays. The survey also provided the opportunity to register for the Port Authority's e-Alerts and we had **168 respondents** to the QuickTap survey administered on iPads.

RESPONDENTS' BUS CARRIERS

The top three bus carriers represented were NJ Transit (45%) and Community Coach, (17%) and Shortline/and DeCamp tied at 8%. We had representation of 14 bus carriers in total.

WAIT TIME COMPARISONS

Customers were asked how long, on average, they wait for their bus in the evening. The mean wait time for customers surveyed was 17 minutes and the median was 15 minutes. This was similar to the responses provided at the June 2015 Commuter Chat, where the mean wait time was 16 minutes and the median was 15 minutes. Customers were asked how their wait time compared to this time last year.

- 49% of respondents said there was no change in their wait time.
- 23% of respondents said they had a longer wait.
- 11% of respondents said their wait was shorter.

CUSTOMER COMMUNICATION & ALERTS

Customers were asked about their level of satisfaction with the information they receive when there are delays, and about their awareness of, and desire to enroll in, e-alerts.

- 51% of respondents were very unsatisfied, unsatisfied, or somewhat unsatisfied with the information they receive when there are delays.
 - 59% of these individuals were not aware of our e-alerts.
- 55% of respondents overall were not aware of our e-alerts.
- 30% of respondents elected to enroll in e-alerts; 26% were already enrolled.

DESIRED AREAS OF IMPROVEMENT

118 of those surveyed (71%) responded to this open-ended question, providing 133 desired areas of improvement. Since customers filled this out in a variety of ways, responses were grouped into categories consistent with our customer correspondence standards. The following were the top 5, which represented 87% of all responses:

Category	Key Words/Themes	Percentage
General Bus Carrier/Tenant	Frequency of buses	35%
Gate Area Operations	Line organization and crowding	26%
Communication/Alerts	Communication about travel delays and scheduling	10%
General Facility Condition & Maintenance	Cleanliness	8%
Homeless/Panhandlers	Increase in homeless individuals	8%
General Bus Carrier/Tenant	Frequency of buses	35%

5.4.2 Bloomberg Panel (March 2016)



FIGURE 5-2. BLOOMBERG PANEL. SOURCE: BLOOMBERG

On March 22, 2016, at the New York Bloomberg Office, Erik Schatzker, Anchor for Bloomberg TV moderated an esteemed panel of transportation leaders including—Chairman Degnan of the Port Authority; Thomas Wright, President, Regional Planning Association; and Stephen Gardner, Executive Vice President, Chief Northeast Corridor Business Development, Amtrak. The panel discussion entitled, *Mind the Gap*, united officials from the area's most

influential regional authorities tasked with the challenge of finding common cause to identify the opportunities to make the regional transportation system more efficient and better serve the citizens who depend on it.

Addressing a crowd of about one-hundred senior leaders across the public and private sectors, Chairman Degnan provided an overview of the agency's capital improvement priorities and the need for regional cooperation to support such projects as the Port Authority Bus Terminal and the Gateway Programs. His remarks also included a status on the International Design & Deliverability Competition and the Commuting Capacity Study among other notable projects.

5.4.3 International Design & Deliverability Competition Commuter and Neighborhood Survey Launch (March 2016)

Throughout the International Design & Deliverability Competition, members of the public, particularly commuters and neighbors of the bus terminal were invited to submit comments to the Port Authority via online surveys. A survey was created to provide information about the

respondents' experience at the existing Port Authority Bus Terminal and the most prominent concerns and considerations that should be accounted for in the redevelopment efforts for a new Midtown Bus Terminal.

Two surveys, with translations in Spanish and Chinese, were offered online via the Port Authority website—one for individuals who *live* or *work* in the vicinity of the PABT referred to as the Neighborhood Survey, and an additional Survey for individuals who *commute* through the PABT, known as the Commuter Survey. A total of 1,596 surveys were collected with 846 responses for the Neighborhood Survey and 742 responses for the Commuter Survey.

The survey location and link were initially announced along with the launch of the Competition in an agency press release, then widely advertised at intermittent intervals over 18 weeks using social media channels including Twitter, Facebook and Instagram accounts. In addition, handouts with Competition and survey information were distributed to a group of 150 New York elected officials, community leaders and attendees at the April 2016 Competition briefing meeting hosted by Manhattan Community Board 4.

Subsequently, survey information was discussed and included in a NJ Senate Legislative Oversight Committee hearing in Fairlawn, NJ on May 24th with Sen. Robert Gordon, Sen. Linda Greenstein, Sen. Paul Sarlo, Sen. Thomas Kean Jr., Sen. Joseph Kyrillos Jr. in attendance.

Survey Results: March 11, 2016 – September 19, 2016

SURVEY TITLE	RESPONSES
PABT Design Questionnaire - Commuter	742
PABT Design Questionnaire - Neighbor	846
Cuestionario del Diseño de la Terminal PABT - Viajero	4
Cuestionario del Diseño de la Terminal PABT - Vecino	0
PABT 设计调查问卷 - 通勤者	2
PABT 设计调查问卷 - 邻居	2
TOTAL:	1,596

Survey Results Summary: http://www.panynj.gov/bus-terminals/pdf/2016-09-19%20PABT_DesignSurvey_All_Results.pdf

5.4.4 Manhattan Community Board 4 Letter Correspondence (April 2016)

On April 11, 2016—the week prior to the Town Hall featuring the Port Authority, Manhattan Community Board 4 (MCB4) transmitted a letter in response to the announcement of the International Design + Deliverability Competition. The letter details both appreciation and disdain towards the authorities' process thus far and provides a description of the historic Hell's Kitchen South Neighborhood and potential impacts to "homes, business, houses of worship, and social

service organizations" as more than "private real estate", as described in previous Port Authority studies—leading with a request to first, do no harm. In conclusion, MCB4 asks to ensure that the selected design allows the neighborhood to maintain its character. **For the complete letter to the Port Authority, refer to Section 6 entitled, Stakeholder Correspondences.**

MCB4Letter:

https://www1.nyc.gov/html/mancb4/downloads/pdf/27_chklu_letter_to_port_authority_re_bus_terminal_design_final.pdf

5.4.5 Manhattan Community Board 4 Town Hall Meeting (April 2016)

The Community Town Hall at Metro Baptist Church on April 18, 2016 was hosted by MCB4, Congressman Jerry Nadler, New York State Senator Brad Hoylman, New York State Senator Adriano Espillay, New York Assembly Member Linda Rosenthal, New York State Assembly Member Richard Gottfried, New York City Public Advocate Letitia James, Manhattan Borough President Gale Brewer, and the New York City Council Member Corey Johnson.

Attended by nearly 250 community members, Port Authority staff reported on recent improvements through investments in its Quality of Commute Program specifically in the concourse of the terminal to improve customer's experience. Other improvements to bus circulation, wait time and security features were highlighted in addition to the International Design + Deliverability Competition to select a "conceptual design" for a new bus terminal.

Town Hall Presentation:

https://www1.nyc.gov/html/mancb4/downloads/pdf/pa_town_hall_mcb4_presentation_4_18_16.pdf

5.4.6 New York Elected/MCB4 Letter Correspondence (April - May 2016)

Following the April Town Hall, honorable Anthony E. Shorris, First Deputy Mayor and MCB4 the submitted separate letters on April 25th and May 4th, respectively. First Deputy Mayor Shorris expressed a need for coordinating to complete the Trans-Hudson Commuting Capacity Study among other listed concerns and priorities in contrast to the International Design + Deliverability Competition, described as "counterproductive to our shared goal: an economically-viable project to replace the aging terminal with a world-class facility that meet future commuter demand".

While the letter generated by MCB4 provided a follow-up letter summarizing the proceedings and highlighting the comments, queries and concerns heard at the Town Hall as it relates to the following categories:

1. Displacement, Demolition, Destruction
 - Zoning Restrictions

- Displacement of Residents
- Loss of Businesses
- Loss of Community Institutions

2. Traffic and Infrastructure

- Lincoln Tunnel
- More Rail, Less Traffic
- Midtown Congestion

3. Current PABT Operations

- Commuter vs. Community Experience
- A Bad Neighbor

The letter concluded with a willingness to work together to ensure that the selected design takes the appropriate measures to help achieve the community's goals. **For the complete letter(s) to the Port Authority, refer to Section 6 entitled, Stakeholder Correspondences.**

First Deputy Mayor Shorris Letter: No link available.

MCB4 Letter:

http://www.nyc.gov/html/mancb4/downloads/pdf/archives/may/10_exec_letter_to_pa_re_bt_town_hall.pdf

5.4.7 New Jersey Senate Legislative Oversight Committee (May 2016)

At the May 24, 2016, New Jersey Legislative Oversight Committee Meeting in Fair Lawn, New Jersey—the committee convened a discussion and update from Port Authority Chairman Degnan and staff regarding the future of the bus terminal and trans-Hudson commuting. In attendance were Senator Robert M. Gordon, Chair Senator Linda R. Greenstein Senator Paul A. Sarlo Senator Thomas H. Kean Jr. Senator Joseph M. Kyrillos Jr.

During the meeting NJ elected officials made the point that it was critical that the bus terminal remained east of the Hudson. The committee was interested in how the bus terminal redevelopment project was going to address the legacy infrastructure of the Port Authority Bus Terminal and the Lincoln tunnel, the need for added storing and staging, and the need for added capacity due to population growth in New Jersey. Additional concerns include the timeline for the project and previous PANYNJ Capital Plans which notably excluded the Port Authority Bus Terminal.

Transcription: <https://www.njleg.state.nj.us/legislativepub/pubhear/slo05242016.pdf>

5.4.8 New York Elected Letter Correspondence / Public Session Remarks (July 2016)

On July 21, 2016—a letter criticizing the Port Authority's Midtown Bus Master Plan and International Design & Deliverability Competition was presented from a group of New York elected officials

including Congressman Jerrold Nadler, Manhattan Borough President Gale Brewer, New York State senator Brad Hoylman, New York State Assemblymember Richard Gottfried, New York State Assemblymember, Lind Rosenthal.

Similarly, the letter and remarks provided directly to the Board of Commissioners outlines a series of reasons as to why the Competition is premature at that time and concludes with a request to terminate the Competition. **For the complete letter(s) to the Port Authority, refer to Section 6, entitled, Stakeholder Correspondences.**

See elected remarks from Board Transcript: <https://corpinfo.panynj.gov/documents/Transcript-5042/>

5.4.9 MCB4/Elected Letter Correspondences & Press Conference (August 2016)

http://www.nyc.gov/html/mancb4/downloads/pdf/archives/july-august/25_chklu_letter_to_pa_re_halting_the_pabt_design_competition.pdf

http://www.nyc.gov/html/mancb4/downloads/pdf/2016.8.10_pabt_joint_letter_statement_final.pdf

5.4.10 Elected Briefing (September 2016)

To learn about the status of the International Design & Deliverability Competition the Port Authority conducted detailed briefings with the following stakeholder groups:

9/12/2016	New York Governor's Office – Rick Cotton, Special Counsellor to the Governor for Interagency Initiatives
9/16/2016	New Jersey Electeds - Senator Loretta Weinberg, Senator Tom Kean Jr., Senator Bob Gordon, Staff of Senator Cory Booker, Senator Robert Menendez, Senator Senator Loretta Weinberg, Senator Tom Kean Jr., Senator Bob Gordon, Assemblyman Gordon Johnson, Freeholder Tom Sullivan, Mayor Richard Turner, Mayor Peter Rustin
9/16/2016	New York Electeds - Congressman Nadler, Manhattan Borough President Brewer, Senator Hoylman, Assembly Member Gottfried, Assembly Member Rosenthal, Council Member Johnson, Community Board 4 (Multiple Members)
9/21/2016	Offices of Congressman Nadler, Senator Hoylman, Assembly Member Gottfried, Assembly Member Rosenthal, Councilmember Johnson, BP Brewer
10/18/2016	New Jersey Electeds – Staff of Senator Cory Booker, Senator Robert Menendez, Congressman Donald Payne Jr., Congressman Albio Sires, Congressman Bill Pascrell Jr., Senator Loretta Weinberg, Senator Bob Gordon, Assemblyman John Wisniewski, City of Hoboken, Bergen County Executive Office, Bergen County, Mayor Richard Turner, Mayor Peter Rustin, Mercury, City of Bayonne New York Electeds – Staff of Congressman Jerrold Nadler, Senator Hoylman; Staff of Jerrold Nadler, Senator Hoylman, Assembly member Gottfried, Councilmember Cory Johnson, Borough President Gale Brewer, MCB4, MCB5

5.4.11 Public Board Meeting (September 2016)

At the September 22, 2016, public board meeting, Port Authority staff presented the findings and recommendations of the Trans-Hudson Commuting Capacity Study. An evaluation of available strategies to meet and manage trans-Hudson demand over the next thirty-years. Conducted as an independent assessment of previous planning efforts, the study focused on rail, ferry, and other modes; impact of new technologies; congestion mitigation; workplace flexibility; and relative benefits of trans-Hudson alternatives.

Projects of mention included the Gateway Program, 7-line extension with bus terminal on NJ side of Hudson. More specifically, recommendations encompassed the following:

- develop partnerships for NJ corridor improvement to compliment PABT operations in long and short term,
- ensure new PABT can serve 2040 forecast, and support demand management strategies.

Next steps described a robust public outreach program to the review study with NYCDOT, NJ Transit, private bus operators, community stakeholders, and concerned agencies; identify alternate crossing of bus services; monitor related transit projects; develop interagency strategy to evaluate bus technologies; and investigate potential for regional effort to promote flexible work schedules to ease peak-hour demand.

Board Presentation: <https://corpinfo.panynj.gov/documents/Trans-Hudson-Commuting-Capacity-Study/>

Transcript: <https://corpinfo.panynj.gov/documents/Transcript-5039/>

5.4.12 Public Board Presentation/NY & NJ Elected Group Created (October 2016)

At the October 20, 2016 Board session, International Design + Deliverability Competition Panel Chair, Martin Wachs presented a recommended summary report. The submissions were described as illustrative ideas to inform stakeholders, planners and policymakers as they consider options for the future of the PABT. All typical planning and regulatory processes and required reviews are still to be addressed (e.g., scoping, alternatives analysis, environmental impact review, public engagement, federal/state/local requirements, etc.) and will be done in the context of an official planning authorization by the Port Authority.

The panel chair led a detailed discussion about inherent “tradeoffs” of a replacement facility--including footprint and height of a building, needs of bus storage and staging, additional transportation network improvements across the Hudson river, proximity to travelers' origins and destinations, single vs. multiple terminals, technology improvements, and customer experience.

The finalists of the Design and Deliverability Competition are listed including; Arcadis, Archilier Architecture Consortium, Hudson Terminal Center Collaborative, and Perkins Eastman.

The panel concluded its report with the following suggestions—

- Consider early actions to augment bus parking & staging before completing new Terminal (in Manhattan & other locations in New York and New Jersey)
- Weigh whether a combined Intercity & Commuter Terminal is better than a plan for separate terminals prior to detailed planning & design
- Consider placing at least part of future Terminal underground
- Explore a preliminary staff proposal to rebuild the current terminal on its existing site while it continues to operate (i.e., top-down development)—this recommendation would later validate the Build-In-Place Feasibility Study in 2017

Board Presentation: <https://corpinfo.panynj.gov/documents/Port-Authority-Bus-Terminal-International-Design-and-Deliverability-Panel-Report/>

Board Transcript: <https://corpinfo.panynj.gov/documents/Transcript-5035/>

5.4.13 Manhattan Community Board 4 Hosts Community Planning Session (December 2016)

On December 6, 2016, this event was hosted by Manhattan Community Board 4, with Port Authority staff in attendance, to solicit input from neighborhood residents and businesses in Hell's Kitchen South. Attendees were provided seven sticky notes and an agenda as they walked in. They were instructed to place a sticky note on a topic they felt was important, or to write comments on the sticky notes on a specific issue relating to the topic. Throughout the room, posters were set up to represent a topic of community concern. According to the MCB4 Summary report, the major topic areas and findings were:⁸

1. Neighborhood Preservation- 20.5% of respondents were concerned about preservation of historic buildings, and 12.8% of comments focused on retaining structures that already exist.
2. Small Business/Community Services- 29.3% of respondents were concerned about encouraging small business diversity, and 19.5% of comments focused on displacement of small businesses.
3. Housing - This category garnered responses that were reactionary to the long term effects of a new bus terminal. Respondents made comments about the availability and attainability of current and future affordable housing in Hell's Kitchen South. 18.5% of respondents commented, "No demolition", demonstrating the link between older residential buildings being used as affordable housing. 7.4% of respondents wanted to, "Limit Luxury Apartments and Hotels".
4. Transportation – This category had comments on the two transit issues seemingly at odds with one another – too much "Tunnel and Street Level Traffic" (19.6%) and wanting more public transit options, a combined 50% of comments, "7 Line Extension" (25%), "Increase Subway Access" (14.3%), and "Increase Rail Services" (10.7%). This theme seems especially apparent

⁸ Percentages provide a snapshot of key findings per topic. For full percentage breakdown, reference HKSC December 2016 Planning Session Report.

as residents will have to weigh the positives of access to additional transit and the negatives of increased traffic from an expanded bus terminal.

5. Air Quality - respondents suggested several solutions to improving air quality in the neighborhood, including 10.8% of respondents saying to "Move part of PABT to NJ". Other comments were concerned with solutions apart from the Bus Terminal, "Use Clean/Renewable Energy" had 18.9% of responses and, "Better Designed Buildings" had 8.1%.
6. Parks – this category had mostly similar comments; respondents answered that they wanted more of any type of green space. 36.4% wanted "More Parks & Playgrounds". These comments show the lack of open space in the neighborhood felt by all residents.

In total, 113 people attended the event. The Transportation poster had the most comments (56), but all posters had ideas and concerns about the future of the Hell's Kitchen South neighborhood.



FIGURE 5-3. MANHATTAN COMMUNITY BOARD 4 COMMUNITY PLANNING SESSION, DECEMBER 2016. SOURCE: MCB4

Session Presentation: <https://www1.nyc.gov/html/mancb4/downloads/pdf/Dec-6-2016-Community-Planning-Session.pdf>

Session Final Report: https://www1.nyc.gov/html/mancb4/downloads/pdf/dec6_report_final.pdf

Supporting Appendix:

https://www1.nyc.gov/html/mancb4/downloads/pdf/dec6_report_final_appendix.pdf

5.5 MEETINGS AND MILESTONES – TRANS-HUDSON COMMUTING CAPACITY STUDY (2016)

On October 22, 2015, the Port Authority of New York and New Jersey's (PANYNJ) Board of Commissioners authorized a Trans-Hudson Commuting Capacity Study (the Capacity Study) to evaluate a range of strategies for meeting and managing the anticipated increases in trans-Hudson commuter demand to 2040, to inform its deliberations on conceptual planning for replacement of the Port Authority Bus Terminal (PABT).

The fundamental premise of the Capacity Study is that the transportation network that accommodates trans-Hudson commuter demand is an integrated system, as opposed to a series of stand-alone corridors, facilities, and services. Accordingly, the Capacity Study provides an

updated overview of that system that takes into account potential investments in physical transportation infrastructure, operational changes to existing transit services, implementation of emerging technologies, and modifications to public policy – and the prospects for their implementation in the timeframe for planning and implementing a PABT replacement project.

Summary Report: https://www.panynj.gov/about/pdf/Trans-Hudson_Commuting_Capacity_Study-Summary_Report_9-21-16.pdf

5.5.1 Commuter Chat Program (December 2016)

The Commuter Chat was held on December 6, 2016 the 2nd floor in the North Wing from 4:30 – 6:30pm. In addition to speaking directly with customers at the main table in the North Wing, staff used iPads to conduct surveys in the Lower Level North Wing and Lower Level South Wing. The surveys addressed frequency of terminal usage, desired improvements for the terminal, and communication during delays. The survey also provided the opportunity to register for the Port Authority's E-Alerts.

Additionally, the North Wing survey gauged customer satisfaction related to the September 2016 gate changes while the South Wing survey collected information on customers' bus carriers and the quality of their commute. The following data is based on the responses of **163 commuter participants**.

FREQUENCY OF USE

- 72% of respondents use the terminal 5 or more days per week
- 20% of respondents use the terminal 1 to 4 days per week
- 4% of respondents use the terminal 1 to 3 times per month
- 4% of respondents use the terminal less than once per month but more than once per year

DESIRED AREAS OF IMPROVEMENT

129 of the total 163 customers surveyed (79%) responded to this open-ended question. Since customers filled this out in a variety of ways, responses were grouped into categories consistent with our customer correspondence standards. The following were the top 5 categories:

Category	Key Words/Themes	Percentage
General Bus Carrier/Tenant	Timeliness	25%
Gate Operations	Queue Management	18%
Facility Condition & Maintenance	Ceilings/Construction	14%
Travel information	Communication/Scheduling	9%
General Bus Carrier/Tenant	Frequency of buses	11%

CUSTOMER COMMUNICATION & ALERTS

Customers were asked about their level of satisfaction with the information they receive when there are delays, and about their awareness of and desire to enroll in E-Alerts.

- 60% of respondents were unsatisfied or very unsatisfied with the information they receive when there are delays
- 57% of respondents overall were not aware of our e-alerts
- 48% of respondents elected not to enroll in e-alerts
- 29% of respondents elected to enroll in e-alerts
- 23% were already enrolled.

NORTH WING - NEW BUS GATES (57 RESPONDENTS)

North Wing Customers were asked about their satisfaction with their new bus gate following the September changes.

- 70% of respondents were satisfied or very satisfied

SOUTH WING - BUS CARRIERS (106 RESPONDENTS)

For South Wing Customers, Academy was the most common bus carrier (at 34%), followed by DeCamp (at 26%), NJ Transit (20%), Trans-Bridge Lines (16%), and C&J, Greyhound, Martz, and Megabus (each 1%). We had representation of 8 bus carriers in total.

SOUTH WING - QUALITY OF COMMUTE (106 RESPONDENTS)

South Wing Customers were asked to rate the quality of their commute over the past six months.

- 11% of respondents said that it had improved
- 58% of respondents said that it had stayed the same
- 31% of respondents said that it had gotten worse

5.5.2 NJ Senate Legislative Oversight Committee (January 2017)

On January 30, 2017, Port Authority staff and various community interest groups were invited to speak before the NJ Senate Legislative Oversight Committee. Respondents submit statements regarding trans-Hudson commuting including Edison Properties LLC; KJO Rapid-Rail-Response & Emergency Preparedness LLC, NJ Association of Railroad Passengers, Lackawanna Coalition, The Bus Association of New Jersey, and the Port Authority of New York and New Jersey.

NJ Transit discussed the need for a new terminal. Their operation transports approximately 70 percent of users at the terminal. NJ Transit cites the growth of ridership, a need for one seat ride to midtown Manhattan, changes in bus fleets (longer buses, higher buses, and articulated bus fleets), and additional storing and staging requirements all as trends affecting and weaknesses of the current Port Authority Bus Terminal. They highlight the need for actions as these trends and problems are potentially debilitating.

In addition to discussion of Bus Terminal Replacement, the Gateway Program was discussed at length. The eventual Bus Terminal Replacement would serve as a key part of the future makeup of trans-Hudson commuting and transportation needs. Concerns about the 2017-2016 capital plan were discussed including the current promised funding for the PATH-Newark Airport Extension and 7-Train extension to Secaucus.

Transcription: https://www.njleg.state.nj.us/legislativepub/pubhear/slo01302017_appendix.pdf

5.6 2017-2026 CAPITAL PLAN – PROJECT APPROVAL (2017)

At its March 2016 meeting, the Board of Commissioners committed to keep plans for a new state-of-the-art bus terminal on Manhattan's West Side and voted to dedicate the funding necessary for completion of the project as part of the development of the 2017-2026 Capital Plan, which considers both revenues and expenditures.⁹

The Board of Commissioners of the Port Authority of NY and NJ approved the 2017-2026 Capital Plan on February 16, 2017. The 2017-2026 Capital Plan provides approximately \$32 billion in capital investment to fund critical projects for the region during the next 10 years. This plan encompasses a balanced portfolio of more than 600 projects including the replacement of the Port Authority Bus Terminal. The plan estimates the project cost at \$7.5-\$10 billion and commits \$3.5 billion

Public Link: <http://www.panynj.gov/bus-terminals/pabt-design-survey.html>

5.6.1 Public Board Meeting – Capital Plan Adopted (February 2017)

The Port Authority hosted two open public sessions to respond to 46 Comments related to the PABT Replacement Program General support, suggestions for alternatives and process, and request for community involvement amongst the themes received on the New Bus Terminal.

Recommendation adopted to continue dialogue with stakeholders and monitor asset condition – PABT Replacement.

New York Public Session Video (January 2017): <https://corpinfo.panynj.gov/pages/capital-plan/>

New Jersey Public Session Video (February 2017): <https://corpinfo.panynj.gov/pages/capital-plan/>

Summary of Public Comments: <https://corpinfo.panynj.gov/documents/Capital-Plan-Summary-of-Public-Comments/>

Board Meeting Minutes: <https://corpinfo.panynj.gov/documents/PA-Board-Minutes-2/>

⁹ Port Authority Annual Report. 2015. <https://corpinfo.panynj.gov/documents/2015/>

5.6.2 Commuter Chat Program (February 2017)

The Commuter Chat was held on February 27, 2017 on the 2nd floor in the North Wing from 4:30 – 6:30pm. In addition to speaking directly with customers at the main table in the North Wing, staff used iPads to conduct surveys at the 300 and 400 gates, as well as the Lower Level South Wing. The surveys addressed quality of commute, desired improvements for the terminal, and communication during delays. The survey also provided the opportunity to register for the Port Authority's e-Alerts. The following data is based on the responses of **136 commuter participants**.

QUALITY OF COMMUTE

Customers were asked to rate the quality of their commute over the past six months.

- 18% of respondents said that it had improved
- 66% of respondents said that it had stayed the same
- 15% of respondents said that it had gotten worse

RANKED IMPORTANCE OF QUALITY OF COMMUTE ISSUES

Customers were presented with the top five Quality of Commute issues as identified in previous Commuter Chat surveys and asked to rank them in order of importance.

In order of overall ranking:

1. On-Time Buses
2. Gate Operations
3. Signage and Bus Scheduling
4. Alerts and Communication
5. Homelessness and Panhandling

CUSTOMER COMMUNICATION & ALERTS

Customers were asked about their level of satisfaction with the information they receive when there are delays, their awareness of and desire to enroll in E-Alerts, and their interest in potential free limited Wi-Fi.

- 50% of respondents were unsatisfied or very unsatisfied with the information they receive when there are delays
- 46% of respondents overall were not aware of our e-alerts
- 71% of respondents elected not to enroll in e-alerts
- 29% of respondents elected to enroll in e-alerts
- 57% of respondents expressed interest in using 15 minutes of free daily Wi-Fi access at PABT.

Additionally, 13% of respondents (18 customers) suggested information that they'd like the e-Alerts to provide, including status of specific bus lines, gate information, and estimated timing of delays.

Customers were asked about their preferences for receiving information on delays, and were allowed to select multiple options.

- 42% of respondents selected text messaging
- 21% of respondents selected e-mail
- 21% of respondents selected the public address system
- 7% of respondents selected the PA website
- 5% of respondents selected Facebook
- 4% of respondents selected Twitter

5.6.3 Manhattan Community Boards 4 & 5 Letter Correspondence (March 2017)

On March 8, 2017, Manhattan Community Boards 4 & 5 submitted a letter to the Port Authority following the adoption of the 2017-2026 Capital Plan. This correspondence urged the Port Authority to study additional transit options in relation to the replacement of the Bus Terminal. A firm suggestion to explore the "PA7, a PATH- like rail built and operated by the Port Authority as part of its PATH operation would link Secaucus to the # 7 Hudson Yards subway station at West 34th Street and Hudson Boulevard, on the west side of Manhattan."

This request to assess other modal options combined with the construction of a bus terminal on the west side of Manhattan and the Gateway program, these projects to satisfy the projected increase in bus ridership by 2040 was the impetus for the 2019 Trans-Hudson Rapid Transit Study currently underway the Port Authority.

MCB4/CB5 Letter:

https://www1.nyc.gov/html/mancb4/downloads/pdf/17_trans_letter_to_panynj_re_study_of_all_transit_option_in_relation_to_replacement_of_bus_terminal_revised.pdf

5.7 MEETINGS AND MILESTONES – BUILD-IN-PLACE FEASIBILITY STUDY (2017)

In 2017, The Port Authority of New York and New Jersey (PANYNJ) initiated a study to assess the feasibility of "top-down" construction of the existing terminal facility located at its current 8th Ave. location. The Replacement Project is the result of a multi-disciplinary effort between the PANYNJ and consultant team as listed below:

- Port Authority Staff
- Thornton Tomasetti
- WSP
- A team of leading sub-consultants in the region

This study was acknowledged as a suggested recommendation to further explore by the independent panel of experts overseeing the International Design + Deliverability Competition.

5.7.1 Public Board Meeting (April 2017)

At the April 27th public session meeting, Port Authority Board of Commissioners' were provided an update on the status of the PABT Replacement Program by the Chief of Major Capital Projects, Steve Plate. Discussed was the public outreach plan moving forward including a strategy for public outreach and next steps such as—request for proposal, capital plan oversight committee, planning authorization, and release requisition for proposal documents.

Separately, as supported by the findings of exercise during the Midtown Bus Master Plan, bus staging and storage was mentioned as a current need to maintain existing operations of the PABT. Additionally, financial planning is briefly discussed in regards to funding any bus terminal replacement.

Board Presentation: <https://corpinfo.panynj.gov/documents/Port-Authority-Bus-Terminal-Replacement-Program-Update/>

Board Transcript: <https://corpinfo.panynj.gov/documents/Transcript-6182/>

5.7.2 Public Board Meeting (September 2017)

At the September 28, 2017, public session meeting, Port Authority Board of Commissioners' were provided an update on the Build-in-Place feasibility in addition to a status of the PABT Replacement Program by the Chief of Major Capital Projects, Steve Plate. On brief discussion of next steps, it was announced that the team would release request for proposals for environmental analysis and architectural-engineering services, initiate a comprehensive environmental and community outreach process. Staff would also advance the development of options for intermediate bus staging and storage to maintain current service, and develop strategy consistent with capital plan.

Board Presentation: <https://corpinfo.panynj.gov/documents/PABT-Rehabilitation-Program-Build-In-Place-Option/>

Board Transcript: <https://corpinfo.panynj.gov/documents/Transcript-6182/>

5.8 MEETINGS AND MILESTONES – BUS TERMINAL REPLACEMENT PROJECT (2017-PRESENT)

In 2017, the Port Authority of New York and New Jersey (PANYNJ) initiated planning authorization to replace the Bus Terminal facility. The Replacement Project is the result of a multi-disciplinary effort between the PANYNJ and consultant team as listed below:

- Port Authority Staff
- WSP
- LB/HNTB
- A team of leading sub-consultants in the region

5.8.1 Public Board Meeting (February 2017)

On February 16, 2017, Port Authority Board of Commissioners authorized 70 million dollars to fund the initial planning of the Bus Terminal Replacement and supporting facilities in accordance with the National Environmental Policy Act and applicable federal, state, and local review processes. With an independent utility, funding was included to plan for an intermediate bus staging and storing facilities in support of existing operations. Planning work to commence first quarter of 2017.

Board Presentation: <https://corpinfo.panynj.gov/documents/Port-Authority-Bus-Terminal-Replacement-Program-Planning-Authorization/>

Board Transcript: <https://corpinfo.panynj.gov/documents/Transcript-5599/>

5.8.2 MCB4 and MCB5 Planning Consideration Meeting(s) (March-April 2018)

Recognizing the need for coordination and cooperation in the development of key planning considerations that would eventually inform the present version of the Purpose & Need, in addition to the Goals and Objectives.

5.8.3 Bus Carrier Briefings - Intercity/Commuter (March 2018)

In support of the planning effort, questionnaires were distributed to bus carriers in March 2018 to assess current carrier needs, operational characteristics, unmet needs, and expectations of company and industry growth. The questionnaires were designed to solicit detailed and individualized perspectives from commuter and intercity carriers to inform design and programmatic decisions as part of the Port Authority Bus Terminal Replacement Program.

COMMUTER CARRIERS

Initial responses to the commuter carrier questionnaire point to the following themes:

- Major concerns include traffic flow around and within the PABT, impacting reliability
- Need for improved bus circulation within the terminal (e.g., minimizing vehicles backing up)
- No major changes anticipated to commuter volume
- No plans to operate on-street (e.g., East Midtown)
- No plans to operate at George Washington Bridge Bus Station
- Anticipate larger vehicles (e.g., double-decker and possibly coaches longer than 45 ft.) and alternative fuels for commuter operations.
- Expectation of more electronic ticketing (on bus and off) in the future
- Desire for more midday layover and staging/parking space
- Interest in bus storage and staging facility is dependent on cost to use such a facility
- Customer desire for improved facilities and amenities at the terminal

INTERCITY CARRIERS

Initial responses to the commuter carrier questionnaire point to the following themes:

- Some interest in building a market at the GWBBS but not as a replacement to Midtown operations
- Double decker buses are already in use and carriers expect continued advancement in vehicle capacity (including longer bus lengths)
- Technology could reduce the amount of advance time customers need to assemble in the terminal, thereby reducing queuing space needs
- Ticketing will continue to move toward electronic but some human interaction is always anticipated
- On-street carriers recognize customer desires for restrooms and other facilities along with competition for curb space and inevitable relocation
- Intercity operations require longer dwell time but gate sharing and coordination with commuter carriers is not out of the question
- Staffing of ticketing operations is not limited to union labor
- Interest in space for driver break rooms/facilities
- Reasons for not operating inside the PABT include vehicle size limitations and other Midtown pickup locations desirable to customers (thus, operating on-street and inside the terminal on a single trip is undesirable)
- Intercity carriers have mixed opinions on ideal gate configuration (i.e., deep vs. shallow sawtooth)

NEXT STEPS

The PABTR EIS/PE Team will continue to review carrier responses to questionnaires as they are received and will coordinate with Port Authority staff on appropriate individual follow-up with specific carriers.

5.8.4 Commuter Chat Program (February 2018)

The Commuter Chat was held Thursday, February 1, 2018 on the 2nd floor in the North Wing from 4:30 – 6:30pm. In addition to speaking directly with customers at the main table in the North Wing, our staff volunteers used iPads to conduct surveys at the 200, 300, and 400 gates, as well as the Lower Level South Wing. The surveys addressed quality of commute, desired improvements for the terminal, wayfinding, communications, and desired features in a PABT mobile app. The survey also provided customers with the opportunity to register for the Port Authority's e-Alerts. The following data is based on the responses of **161 commuter participants**.

QUALITY OF COMMUTE

Customers were asked to rate the quality of their commute over the past six months.

- 66% of respondents said that it had stayed the same.
- 23% of respondents said that it had gotten worse.
 - Issues included: Arrival & Departure Delays, Gate Management and Queuing
- 11% of respondents said that it had improved.
 - Feedback included: Better scheduling, shorter wait times

RANKED IMPORTANCE OF TERMINAL IMPROVEMENTS

Customers were presented with Terminal Improvements and asked to rank them in order of importance.

In order of overall ranking:

1. Availability of Schedule Information
2. Navigating the Bus Terminal (signage)
3. Quality of the restrooms
4. Ability to purchase a bus ticket
5. Amenity Options

WAYFINDING

Customers were asked if they had difficulty finding anything within the Terminal (e.g, Ticketing, Restrooms, Scheduling Information).

- 47% did not cite any issues.
- The top three responses were: **Gate Assignments, Scheduling Information, and Assistance.**

PABT MOBILE APP

Customers were asked what features would be important to them in a PABT Mobile App: Out of the 161 respondents:

- 73% wanted Departure Schedule/Gate Information
- 50% wanted Emergency Alerts
- 29% wanted Map/Directory Information
- 10% stated that they would not use a PABT Mobile App.
- Other requested features included information on delays and real-time bus tracking

CUSTOMER COMMUNICATION & ALERTS

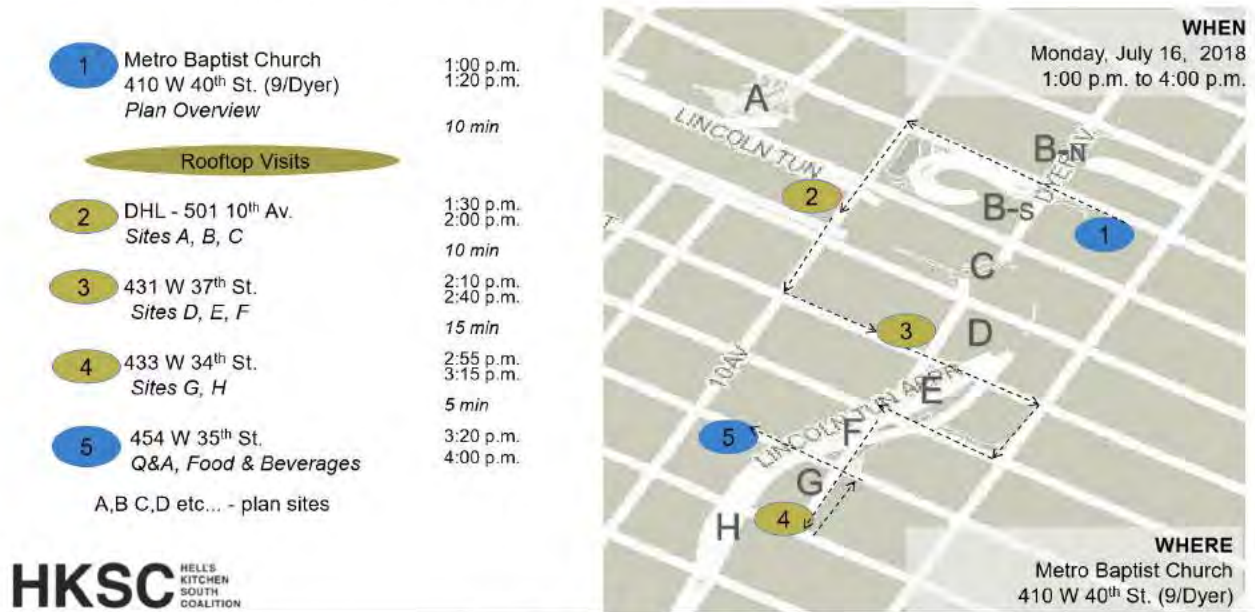
Customers were asked about their level of satisfaction with the information they receive when there are delays and their awareness of and desire to enroll in E-Alerts.

- 65% of respondents were unsatisfied with the information they receive when there are delays.
 - Requested improvements included: More audible announcements, digital signage, faster real-time and ETA information on delays
- 69% of respondents were **not enrolled** in our e-alerts program.
 - 31% of those respondents elected to enroll in e-alerts

5.8.5 MCB4 Neighborhood Tour (July 2018)

On July 16, 2018, Port Authority staff participated in a walking tour alongside the Hell's Kitchen South Coalition to survey land owned by Port Authority that could be used for future expansion.

Neighborhood Tour of HKS Neighborhood Plan Sites



Tour Map: <https://www1.nyc.gov/html/mancb4/downloads/pdf/neighborhood-plan-tour-handouts.pdf>

Board Chair Report: <https://www1.nyc.gov/html/mancb4/downloads/pdf/April-2018-minutes-final.pdf>

5.8.6 NYC Department of City Planning Working Meetings (2018)

As the Port Authority seeks to advance a solution for on-street bus operations, a series of staff-level meetings have occurred at working level to support the overall strategy for Bus Terminal replacement.

5.8.7 NJTRANSIT Working Meetings (January 2019- present)

The focus of these meetings was to begin to determine what NJ Transit sought in a new bus terminal. The agency brought up their biggest concerns and commented on what they would like to see at a hypothetical bus terminal replacement. Since NJ Transit would be the major operator within the facility it was deemed critical that they as a stakeholder had a major say in what any type of facility would look like.

Major points of discussion include the capacity and operation of the new terminal, ridership projection, vertical pedestrian circulation, technology improvements, expected changes in NJT bus fleet. These discussions are intended to inform the eventual designs and layouts of alternatives.

The dates of the meetings were as follows:

- 1/15/2019
- 1/24/2019
- 2/4/2019
- 2/15/2019
- 3/19/2019
- 3/27/2019

5.9 MEETINGS AND MILESTONES – TRANS-HUDSON RAPID TRANSIT STUDY (2018-PRESENT)

The Trans-Hudson Rapid Transit Study is funded and managed by the PANYNJ and being conducted in collaboration with NJ TRANSIT, the Metropolitan Transportation Authority (MTA) and the New York City Department of City Planning (NYCDCP). This effort builds upon planned and programmed Trans-Hudson network expansion projects (i.e., the Hudson River Tunnel Project, the Port Authority Bus Terminal Replacement Project, and investment to support significant expansion of peak-period commuter rail service to the Penn Station NY area).

Overall, the intent is to consider long-term development and workplace trends in New York City and the surrounding region, and implications of emerging transportation technologies. It will develop concepts that add additional trans-Hudson transit capacity to meet forecast travel needs beyond 2040 and improve resiliency.

5.9.1 Metropolitan Planning Organization (MPO) - NJTPA Briefing (November 2018)

On November 27, 2018, the Port Authority led a Planner's Workshop #1, hosted by the North Jersey Transportation Planning Authority (NJTPA) in support of the Trans-Hudson Rapid Transit Study. For this regional effort, the Port Authority is collaborating with its Agency Partners (NJ TRANSIT, NYC City Planning Department, and the Metropolitan Transportation Authority,) and seeking input from stakeholders, starting with Planners' Workshops for governmental agencies involved in metropolitan transportation planning for the bi-state region.

PARTNER-AGENCY PERSPECTIVES

- NJ TRANSIT anticipates demand for its bus and rail services will grow in the future and this growth eventually will exceed available transit capacity, even with anticipated trans-Hudson transit improvements. Therefore, considering additional options to address increased future demand is reasonable.
- MTA indicated that it considers this an important study for the region, though the period beyond 2040 exceeds MTA's capital program horizon. The agency currently is focused on nearer term challenges.
- NYCDCP noted New Jersey residents currently represent 13 percent of New York City's total labor force. New Jersey is where the non-New York City resident labor force is growing. There

is a need to connect New Jersey and New York City effectively as all transit modes are increasingly experiencing capacity constraints.

Following a presentation on the intent of the study, each of the county and agency representatives were given an opportunity to provide input on where development is occurring and envisioned in the future, land use changes and planning considerations for this study.

KEY TAKEAWAYS

- Somerset, Union, Middlesex, Bergen and Hudson counties are experiencing increased development and densification in their downtown areas and around rail stations through transit-oriented development (TOD).
- In addition, areas of large single land uses (i.e., office campuses, shopping centers, manufacturing sites) are being repurposed into mixed-use developments. These conversions will result in increased transit demand.
- There is a concern that as growth and development continues, transit service has not kept pace with demand, and this could affect the counties' ability to sustain further growth. This concern was voiced with regard to both communities that currently are served by Trans-Hudson transit services, and emerging centers that are not directly served.
- Transit accessibility was identified as an area of concern.
 - Towns without transit service that are experiencing growth are requesting improved access to existing transit services/infrastructure.
 - For towns served by transit, improvements to first mile-last mile connection options are being explored. For example, several towns in Union County are exploring Uber and Lyft as alternatives for improving connectivity to bus nodes and rail stations.
- New centers of economic activity are emerging in Hudson County, particularly in western Jersey City, Journal Square, Bayonne, and Harrison around PATH and Hudson-Bergen Light Rail stations. New Brunswick in Middlesex County was cited as an emerging center. Passaic County anticipates growth in development as other areas in nearby counties are built out.
- Orange County is seeing a growth in warehouse development and transit access to these emerging job centers within the county is a challenge.
- Technology may make mobility more efficient –e.g., autonomous vehicles, re-use of underutilized roadways.

5.9.2 Metropolitan Planning Organization (MPO) - NYMTC Briefing (December 2018)

On December 7, 2018, the Port Authority led a Planner's Workshop #2, hosted by the New York Metropolitan Transportation Council (NYMTC) in support of the Trans-Hudson Rapid Transit Study. For this regional effort, the Port Authority is collaborating with its Agency Partners (NJ TRANSIT, NYC City Planning Department, and the Metropolitan Transportation Authority,) and seeking input from stakeholders, starting with Planners' Workshops for governmental agencies involved in metropolitan transportation planning for the bi-state region.

Following a presentation on the intent of the study, participants were asked to envision the trans-Hudson transportation network post-2040 and provide input on where transportation connections should be made and/or what types of modes technologies should be considered.

KEY TAKEAWAYS:

- Growth areas west-of-Hudson, including Rockland and Orange counties in New York State need to be considered as part of this study.
- Brooklyn continues to grow as an employment center. Consider a New Jersey to Staten Island to Brooklyn corridor as a future travel market.
- New Jersey has many existing commuter rail and former rail lines and Manhattan has an extensive subway system. How can these systems be better integrated? Also, think about repurposing existing transportation corridors, such as converting abandoned freight rail lines to commuter rail lines and/or converting a highway corridor into a rail line.
- For any Trans-Hudson proposal/alternative developed as part of this study, the capacity limitations of both the route or line's infrastructure and its stations need to be considered.
- Consider the distribution of passengers to their trip end points rather than only focusing on connections to transit facilities, for example, the PANYNJ Bus Terminal and Penn Station. In the future, it may be difficult to accommodate passenger volumes at a limited number of major transit facilities. Instead, the study should consider creating multiple connections between New Jersey and Manhattan.
- Consider capacity at transit nodes and the number of nodes that will be needed in the future. How will passengers be distributed among those nodes or would creating an entirely new system be feasible?
- The inventory of past proposals is mostly rail-focused. All transit modes should be considered. Given the commuter patterns that might be assumed in northern New Jersey, buses or a similar type of technology may be more effective than rail.
- Consider limiting land-use intensity within the most constrained areas of New York City.
- How much additional employment growth in the future can Manhattan accommodate? How can future employment growth be shifted to other areas outside of Manhattan?
- When developing concepts, consider transportation needs from the customer perspective as opposed to only by mode or corridor. Aim to make the trip from origin to destination as seamless as possible. With emerging technology, explore opportunities to make connections between modes and between systems more seamless.
- Currently, mass transit is experiencing decline in ridership in favor of driving, which leads to increased traffic congestion. Explore micro-transit solutions to help address this trend.
- Consider the Secaucus transfer station in a post-2040 world and whether it will be at capacity or constrained.

5.9.3 Manhattan Community Board 4 & 5 Briefing (March 2019)

A similar presentation was provided to Manhattan Community Boards 4 and 5 as a briefing on the status of the Trans-Hudson Rapid Transit on March 18, 2019. Community members were eager to hear about the parallel study underway along with the replacement of the Bus Terminal.

5.9.4 Commuter Chat Program (March 2019)

The online survey was open and promoted via the PABT Twitter account and the public PANYNJ website between Tuesday, March 12 (the day of the PABT Commuter Chat event) and Friday, March 15.

The surveys addressed quality of commute, wayfinding, interest in potential retail options, and communication. The survey also provided the opportunity to register for a potential PABT Customer Focus Group. The following data is based on **160 respondents**.

QUALITY OF COMMUTE

Customers were asked to rate the quality of their commute over the past six months.

- 49% of respondents said that it had stayed the same.
- 47% of respondents said that it had gotten worse.
 - Issues included: Homeless Population, Cleanliness, Scheduling, Gate Management. See attached files for full list of comments.
- 5% of respondents said that it had improved.
 - Feedback included: Better Communication, Escalator up-time, Performance Stage, Facility repairs. See attached files for full list of comments.

WAYFINDING

- Customers were asked if they had difficulty finding anything within the Terminal (e.g., Ticketing, Restrooms, Scheduling Information).
- 41% did not cite any issues.
- The top three responses were: Scheduling Information, Gate Assignments, and Assistance

RETAIL OPTIONS

- 36% expressed interested in local NY/NJ food (e.g., Irving Farm Coffee, Corbo & Sons Pizza, Doughnut Plant)
- 34% expressed interest in a PABT Market, which would offer fresh prepared foods for purchase.
- 33% expressed interest in fast casual dining options (e.g., Wasabi Sushi, Taim Falafel, Just Salad)
- Other respondents expressed interest in fast food, clothing, and sit-down restaurants.

CUSTOMER COMMUNICATION

Customers were asked about their level of satisfaction with the information on delays, as well as their interest in a PABT Customer Focus Group.

- 80% of respondents were unsatisfied with the information they receive when there are delays.
- Requested improvements included: More accurate real-time and ETA information on delays, more dispatchers, gate/line-specific information, facility cleanliness. See attached files for full list of comments.
- 36% of respondents expressed interest in participating in a PABT Customer Focus Group, and provided e-mail addresses for follow-up.

6 Stakeholder Correspondence (2015-2018)

Date	Sender	Description
11/12/2015	Manhattan Community Board 4	Port Authority Master Plan Concerns
4/11/2016	Manhattan Community Board 4	PABT International Design & Deliverability Competition – “DO NO HARM”
4/25/2016	Anthony Shorris, First Deputy Mayor	Midtown Bus Master Plan Feedback and International Design & Deliverability Competition Concerns
5/4/2016	Manhattan Community Board 4	PABT Community Town Hall – International Design & Deliverability Competition Update/Concerns
5/10/2016	Port Authority Response to First Deputy Mayor Shorris	Address International Design & Deliverability Competition Concerns
7/21/2016	New York Elected Officials	International Design & Deliverability Competition Concerns
8/2/2016	Manhattan Community Board 4	International Design & Deliverability Competition Concerns – Halt Competition
8/8/2016	Port Authority Response to New York Elected Officials	Address International Design & Deliverability Competition – D&D will move forward
8/11/2016	New Jersey Elected Officials	Support for the planning effort and New York located terminal
9/22/2016	NY Elected Officials Public Statement	Support for moving forward in the planning process
3/8/2017	Manhattan Community Board 4 & 5	Study of additional Transit Options in relation to replacement of the PABT
4/14/2017	Manhattan Community Board 4	Community Guidelines on replacing the PABT
7/31/2018	Manhattan Community Board 4	Bus Terminal Replacement Project – Statement of Purpose and Needs

*Note: This is a list of selected stakeholder correspondences.



CITY OF NEW YORK

MANHATTAN COMMUNITY BOARD FOUR

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CHRISTINE BERTHET
Chair

JESSE R. BODINE
District Manager

November 12, 2015

Pat Foye, Executive Director
The Port Authority of New York & New Jersey
4 World Trade Center
150 Greenwich Street – 22nd Floor
New York, NY 10006

Re: Port Authority Master Plan

Dear Mr. Foye,

Manhattan Community Board 4 (CB4) applauds the resolution adopted by the PANYNJ Board at the October 22nd meeting as detailed below, but still harbors deep concerns with the currently preferred location and design. We also encourage you to take interim steps that could immediately relieve delays and congestion.

The October 22nd, 2015 resolution includes very encouraging directives:

- Soliciting substantial public and stakeholder input in this ongoing process
- Performing a "Trans-Hudson Commuting Capacity Study" including other modes like rail and ferry capacity, existing and anticipated patterns and preferences of bus commuter travel after arrival in Manhattan, strategies to reduce bus congestion in neighborhood streets adjacent to the proposed new bus terminal and in the Lincoln Tunnel and its approaches.
- Conducting an international design competition (the "Bus Terminal Design Competition" or "Design Competition") soliciting conceptual designs for a new bus terminal on the site recommended by the Working Group, one block west of the current structure, between Ninth and Eleventh Avenues; and appropriate pedestrian connections to mass transit in the vicinity of the new terminal; suggest alternative sites for a new Port Authority bus terminal should their analysis determine that the proposed site west of 9th Avenue is not optimal.
- Selecting a preferred design concept for a new Port Authority bus terminal no later than its September 2016 meeting

We are also pleased that a consensus is emerging to make this terminal a dedicated commuter facility, and relocate long distance buses to other facilities.

However CB4 is deeply concerned with some aspects of the proposed site located one block west of the current structure, between Ninth and Eleventh Avenues, 39th and 40th streets, as described in Concept 3.

- Use of condemnation to free up properties when there are alternative options to the north and underground to connect commuters to the 8th Avenue station. CB4 is appalled at the idea of condemning two blocks in the heart of Hell's Kitchen-south, on 9th Avenue, our main retail corridor, in order to free up investment properties and make space for ramps and pedestrian passageways, when the existing underground passageways between Dyer and 8th Avenues could easily be used instead. This would require the eviction of many affordable housing tenants, a church and food pantry, a nursery school, a farm, the only affordable food supermarket and a number of other retail stores essential to the character of our neighborhood. Robert Moses's technique of razing our neighborhood is no longer acceptable. You can and must do better than that.
- Lack of commuter circulation and connectivity: the terminal will add 7 minutes to the current commute in order to reach the A/C/E subway lines. It is critical that the construction of the 40th Street /10th Avenue # 7 subway station and its integration to the terminal be included in the project to provide improved connectivity to the subway network. Currently 8th Avenue sidewalks are overwhelmed with commuters and cannot accept increased volume – and 9th Avenue sidewalks were narrowed to make way for the Lincoln Tunnel traffic and cannot afford any increased volume. Both 8th and 9th Avenue are overflowing with Lincoln tunnel and commuter traffic and cannot be used for additional taxi pick-ups.
- Lack of an identified location to build a Tour and Charter Bus Garage that was committed to this community as part of the FEIS of the Hudson Yards rezoning (see attached) as a joint project between the City and the Port Authority. Without a plan these buses are likely to travel through and pick-up and drop-off on our streets.
- Overall lack of integration in the urban fabric: the current sketches of Option 3 show both the terminal and the real estate development being segregated in their own footprint. In an area with real estate as valuable as the West side of Manhattan it seems the terminal should be well integrated with commercial and residential buildings in the urban fabric and its air rights used on site.

We look forward to working closely with the staff and the consultants to find viable and scalable solutions to these issues.

In the meantime, we urge you to use of \$ 600 million of unallocated funds in your capital budget to fund without delay the following short-term projects the staff presented at the September meeting. These projects do not require a new building and can bring relief to commuters and the community alike:

- Centralize control of PABT operations in a single entity and use GPS based control on bus dispatching and routing
- Increase bus-only lanes on the Lincoln Tunnel corridor.
- Relocate Long Distance operations to existing terminals convenient to the subway network.
- Start identifying and evaluating commuter bus parking facilities in New Jersey

We appreciate your leadership in providing the region with a well thought out modern transportation solution.

Sincerely,



Christine Berthet
Chair



Ernest Modarelli
Co-Chair, Transportation
Planning Committee



Jay Marcus
Co-Chair, Transportation
Planning Committee

CC

-Manhattan Borough President Gale Brewer
Council Member Corey Johnson
Senator Brad Hoylman
Assembly Member Richard N. Gottfried
Congressman Jerrold Nadler
Transportation Commissioner Polly Trottenberg, DOT
Bill Replogle, Department of Transportation
Chair Degnan, Port Authority of New York and New Jersey



CITY OF NEW YORK
MANHATTAN COMMUNITY BOARD FOUR

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www.nyc.gov/mcb4

DELORES RUBIN
Chair

Jesse R. Bodine
District Manager

April 11, 2016

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

Re PABT International Design + Deliverability Competition

Dear Chair Degnan,

Manhattan Community Board 4 (MCB4) welcomes the statement that the final choice of a new bus terminal from the Port Authority Bus Terminal's (PABT) International Design + Deliverability Competition ("Competition") "will be informed," by among others factors, input from "neighbors of the bus terminal."

As neighbors, we look forward to informing you.

We also welcome the Port Authority's "promise to continue to solicit public input and keep the public informed throughout the competition process" — though unfortunately the Port Authority neither solicited public input nor kept the public informed about the content or the release date of the Competition despite repeated requests by the Clinton/Hell's Kitchen community, this Board, and our elected state and city representatives to be so informed.

Therefore we were especially appreciative of Port Authority Director Pat Foye's statement about the importance of any plan for a new bus terminal "minimizing impacts on the community" since nowhere among the "key agency objectives" in Port Authority's press release do we find "preserving neighborhood homes, businesses, houses of worship, and community institutions." Surely their obliteration would constitute major —if not terminal— "impacts on the Clinton/Hell's Kitchen community."

And we appreciate the Port Authority agreeing to a community town hall meeting on April 18th. We look forward to the Port Authority's description of the new bus terminal planning effort and we welcome the opportunity for a public dialogue.

FIRST DO NO HARM

A primary key objective which should inform participants in the Competition is that the affected Hell's Kitchen South neighborhood is the home of many people, businesses, and important community organizations and the area immediately west of the existing bus terminal is an essential part of the larger Hell's Kitchen neighborhood. It must not be demolished.

This Hell's Kitchen South Core area ("HKS Core Area" – see two maps) is bounded by West 41st Street on the north, West 35th Street on the south, Tenth Avenue on the west, and Ninth Avenue on the east. The Port Authority has preliminarily identified part of this area for the Bus Terminal expansion even though this area is governed by the Special Hudson Yards District and its Hell's Kitchen Subdistrict has specific restrictions against demolition.

Parts of four blocks — on the northwest corner of Ninth Avenue and 40th Street; the north and south frontages of West 40th Streets between Ninth and Dyer Avenues; the east and west frontages of Ninth Avenue between West 39th and West 40th Streets; and a small midblock portion on the southern side of West 39th Street between Ninth and Dyer Avenues (the "Affected Area" within the Core Area) — are shown in the Port Authority's September 2015 "Midtown Bus Master Plan" for the site of a new or interim bus terminal and ramps. Properties in the Affected Area would have to be condemned by the Port Authority for the new or interim bus terminal, resulting in the destruction of residences, businesses and community facilities, or, as the Competition guidelines has it, "the acquisition of private real estate."

Participants in the Competition should be apprised of the fact that homes, businesses, houses of worship, and social service organizations are more than "private real estate." They are the essential components of the Hell's Kitchen South neighborhood. Any plan to improve the current Port Authority Bus Terminal should assume the preservation of homes and businesses in the affected area.

THE HISTORIC CORE OF HELL'S KITCHEN SOUTH

The core of historic Hell's Kitchen ran from West 30th to West 42nd Streets, and from Ninth Avenue to Eleventh Avenue, comprising Hell's Kitchen South. Over the past 110 years, it is this portion of Hell's Kitchen that has been impacted the most by the largest transportation infrastructure projects in the City of New York. Projects have included:

- The construction of Penn Station and its adjacent rail yards (1906);
- The construction of the Lincoln Tunnel (1938);
- The West Side Improvement creating a rail cut between Tenth and Eleventh Avenues

(1934);

- The extension of the Lincoln Tunnel Dyer Avenue approaches (1957 and the mid-1970s); and,
- The construction of the Port Authority Bus Terminal (1949-1950).

Each successive improvement required the demolition of hundreds of apartments and the displacement of hundreds of neighborhood families. Also displaced were community institutions.

The HKS Core Area is a busy, vibrant neighborhood, part of the larger Hell's Kitchen area that stretches from West 59th Street to West 34th Street, Eighth Avenue to the Hudson River (see Land Use Map).

The area includes:

Residences

There are 1,430 housing apartments in the HKS Core Area, 283 units in the smaller Affected Area. Many of these apartments are affordable, rent regulated homes occupied by long-term low and moderate income residents. This stable population would be extremely hard-pressed to find affordable housing elsewhere. Many families have lived for generations in this neighborhood and have extended families nearby.

Approximately 84 percent of the buildings in the HKS Core Area were built in or before 1879. The Ninth Avenue main street and blocks west of Ninth represent the remnant of the most historic part of Hell's Kitchen. A row of nine buildings in the Target Area, constructed prior to 1885, at 523-539 Ninth Avenue, are eligible for State National Register designation.

Businesses

Ninth Avenue, running through the Core Area, is the "Main Street" of Hell's Kitchen. It is a bustling retail corridor which offers a wide variety of services, primarily in ground floor small stores, with residential units above. In the Affected Area alone there are 30 businesses, including 15 restaurants and eight stores.

Community Institutions

Metropolitan Community Church and MCC Charities

The Metropolitan Community Church (MCCNY) at 446 West 36th Street offers a spiritual home for all people, particularly LGBTQI people. Separate services are given in English and in Spanish. MCCNY provides social services through MCCNY Charities, an independent 501(c)3 comprehensive social service organization. MCCNY Charities:

- Operates an emergency shelter'
- Provides services to over 1,000 homeless LGBTQ youth per year;
- Operates a food pantry providing 450 bag lunches and 250 bags of groceries per week'
- Offers employment opportunities, including a skills-building workshop, job training, and job placement.

The Global Justice Institute

The Global Justice Institute (GJI) is an independent 501(c)3 and is housed at MCC. It is an umbrella organization, coordinating justice centers around the world. GJI allows for quick responses to events coordinated by people on the ground, and provides a place for spiritual activists from around the world for retreats, trainings and meetings.

THE IMPACTED AREA

As well as people's homes and businesses, there are also important community facilities in the Affected Area. Most of these facilities provide services for not only local people, but also for individuals from other parts of Manhattan. They include:

Metro Baptist Church/RMM

At the heart of the Hell's Kitchen South neighborhood is the Metro Baptist Church at 410 West 40th Street. The building was built at the turn of the 20th Century and originally housed the St. Clemens Polish-Catholic Church. The building still maintains many beautiful historic features; the sanctuary has ceiling murals and windows reflecting its Polish-Catholic origin. The church has over 100 members.

The service arm of Metro Baptist Church, Rauschenbusch Ministries (RMM), provides essential services and programs for the wider Hell's Kitchen neighborhood and mid-town Manhattan. RMM has become a lifeline for thousands of the most vulnerable people in the city. RMM employs 12 people, who are assisted by several hundred volunteers. Services include:

- After-school tutoring program for 30 to 40 students each weekday during the school year;
- Community activities for 10 to 20 teenagers on weekdays;

- A food pantry for over 700 families each month;
- A rooftop farm which donates all its fresh produce to the food pantry;
- Weekly support groups and education to dozens of HIV positive residents; and,
- Empowerment programs for military veterans and victims of domestic violence.

Hudson Guild's Head Start and Early Learning classes, housed in the Metro Baptist Church, serve 40 families. This low-cost program with multicultural and bi-lingual staff includes school readiness educational instruction and a focus on social/emotional development.

Clinton Housing Development Company (CHDC)

The non-profit Clinton Housing Development Company (CHDC), located at 403 West 40th Street, is also in the Affected Area. Founded in 1973, CHDC initially focused on protecting the historic Hell's Kitchen community and stabilizing the neighborhood. CHDC expanded to providing permanent affordable housing and housing services. Many of its developments were converted from vacant or poorly managed properties into quality low-and-moderate income housing.

In 1991, CHDC entered into partnerships with social service organizations to create new housing for special needs and homeless populations.

A total of 75 buildings are owned or leased by CHDC in Clinton/Hell's Kitchen and Chelsea, from West 53rd Street to West 17th Streets. Of these, 22 are owned by CHDC subsidiaries; 17 are managed by CHDC. Within the Hell's Kitchen South area from West 35th Street to West 40th Street, CHDC owns or leases 14 buildings with 100 affordable apartments. A seven-building affordable housing complex at 401 West 40th Street, owned and managed by CHDC, houses 38 low-income families in the Affected Area.

The Dwelling Place

The Dwelling Place at 409 West 40th Street, founded in 1977 by the Franciscan Sisters of Allegany, New York, provides food and shelter for homeless women and their children in a nurturing environment. A team of eleven workers assists women at this transitional residence with emotional support and help finding treatment and affordable permanent housing. Over 75 percent of the graduates find and remain in permanent housing and are economically independent — a more successful model than city-run shelters.

The Uprising

The Mark Fisher Fitness (MFF) business at 411 West 39th Street, created a 501(c)3 non-profit called The Uprising, which provides opportunities for MFF members to donate their time to one of three programs:

- LevelUp Academy: Mentors provide day-long sessions for high school students and teenagers in personal development, creative expression, fitness and nutrition.
- SWARMS: Volunteers upgrade spaces that teenagers use such as schools, playgrounds and community centers.
- Uprising Connect: Volunteers work on meaningful projects around the city with organizations such as the Ali Forney Center and Story Pirates.

The Damayan Migrant Workers Association

The Damayan Association at 406 West 40th Street is a grassroots non-profit organization for Filipino migrant workers, particularly domestic workers. Launched in 2000, Damayan seeks to educate and mobilize Filipino workers to uphold their rights. Services include educational programs, free/low-cost legal and health services, and job and leadership training. Damayan has over 8,000 dues-paying members.

CONCLUSION

MCB4 values this portion of Hell's Kitchen, particularly in light of all of the historically and dramatically altering infrastructure development that this part of the neighborhood has experienced in the past century. To paraphrase the philosopher George Santayana, those who forget history are condemned to repeat it. This Board and this community have not forgotten its history.

This Board believes that it is crucial to preserve the homes, businesses, and institutions in this area in order to maintain our neighborhood character. We look forward to working with you to ensure that the selected design takes the appropriate measures to help us achieve this goal.

Sincerely,



Delores Rubin
MCB4 Chair
and Zoning Committee



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

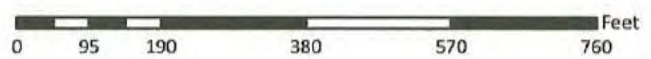
cc: Hon. Brad Hoylman, State Senate
Hon. Adriano Espaillat, State Senate
Hon. Richard Gottfried, State Assembly
Hon. Gale Brewer, Manhattan Borough President
Hon. Corey Johnson, City Council
Pat Foye, Executive Director, Port Authority of New York and New Jersey

Hell's Kitchen South



Legend

- Affected Area
- Hell's Kitchen South Core



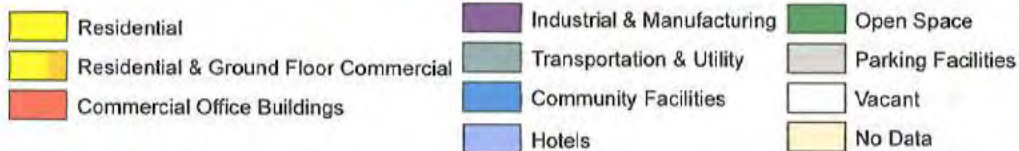
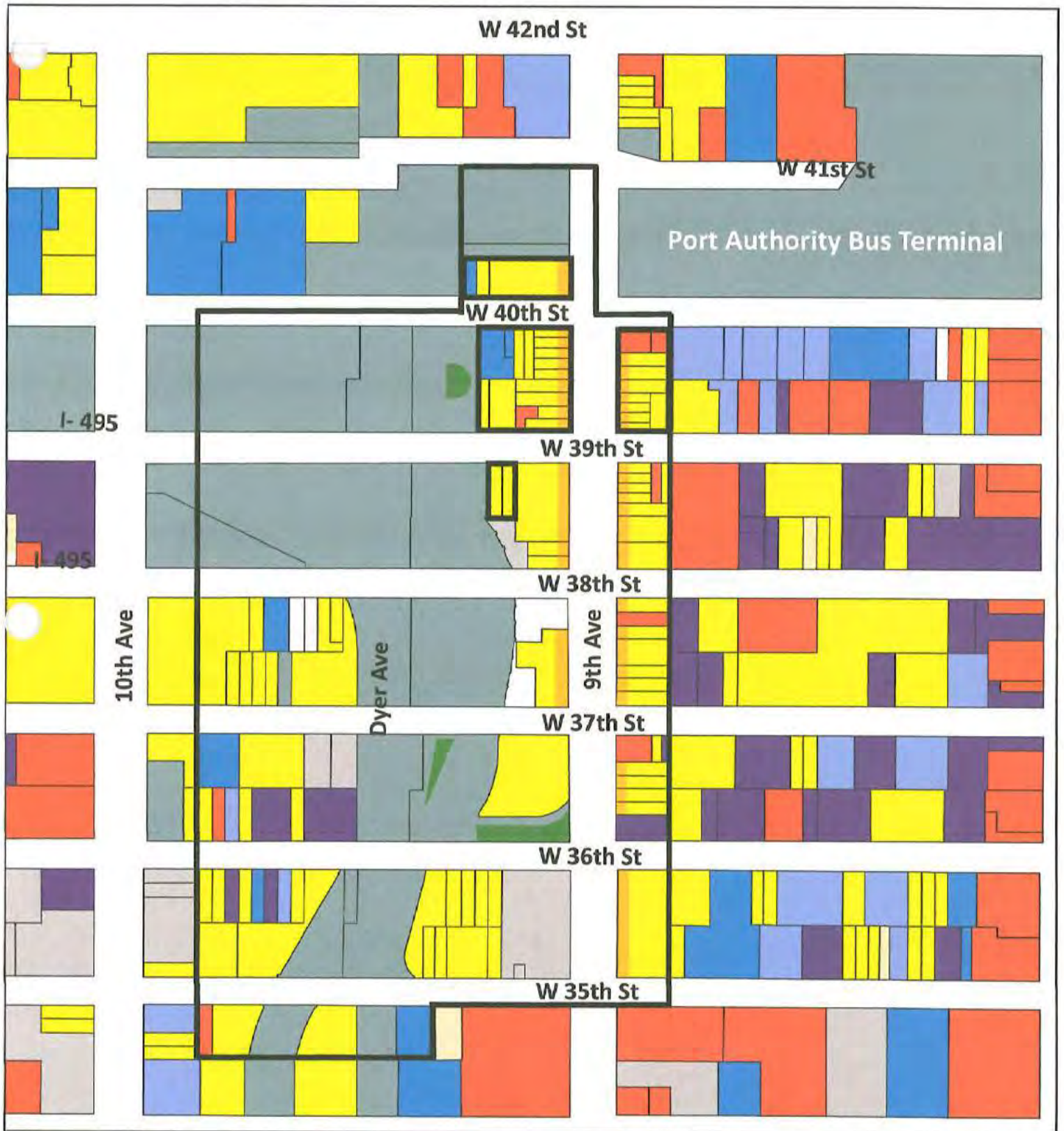
Source: NYC Department of City Planning, February 2016



Hell's Kitchen in Larger Context, with Port Authority Properties



Land Uses in Hell's Kitchen South





OFFICE OF THE MAYOR
THE CITY OF NEW YORK

ANTHONY E. SHORRIS
FIRST DEPUTY MAYOR

April 25, 2016

**John J. Degnan, Chairman
Office of the Chairman**

**Scott H. Rechler, Vice Chairman
Office of the Chairman**

**Patrick J. Foye, Executive Director
Office of the Executive Director**

**The Port Authority of NY & NJ
4 World Trade Center | 150 Greenwich Street, 23rd fl.
New York, NY 10007**

Dear Chairman Degnan, Vice-Chairman Rechler and Executive Director Foye:

I am writing on behalf of the City of New York to express our strong concerns about the process the Port Authority is engaging in regarding the much-needed redevelopment of the Port Authority Bus Terminal (PABT) in New York City. While we appreciate the Port Authority's commitment to the replacement of the Bus Terminal, and for leading the way in seeking a new vision for Trans-Hudson bus commuting more generally, we are concerned that the recent announcement of an international design competition is counterproductive to our shared goal: an economically-viable project to replace the aging terminal with a world-class facility that can meet future commuter demand. We believe that a premature design competition, absent a rigorous and detailed planning process with all stakeholders, is unlikely to result in a thoughtful and actionable proposal. The City would be hard-pressed to support an end result without meaningful engagement that addresses our substantive comments on this very complex planning challenge.

As expressed by our city participants during the "Peer Review" in November 2015, there are serious outstanding local land use and urban design concerns with all of the proposals in the master plan, including the Board's preferred alternative. There are also significant questions about the Terminal's operations, financing, constructability, public approvals, and projected

commuter demand. The City also has strong concerns about Port Authority's apparent willingness to engage in the use of eminent domain to acquire private property in the community. Any assumptions being made about land use and commercial development, local traffic patterns and pedestrian safety, condemnations, and community impacts must be proposed with the consultation and support of the City and the community for this process to succeed. We appreciate that the competition will be focused on both design and deliverability, but a competition format – certainly at this stage – does not support the meaningful and substantive stakeholder engagement and interagency coordination needed to achieve consensus on these issues. We fear that the results of the competition will not be a useful starting point for planning a project of this magnitude. Instead, the project team might risk spending a year or more on architectural designs when we have not settled fundamental questions such as site selection, terminal size, or operational models.

We believe it would be more fruitful for the Port Authority to spend the next several months working with your partners to finish the capacity/demand study, devise an operating plan that incorporates next generation technologies and minimizes demand for space, advance a funding and implementation strategy, and work with the City and community partners on site selection, land use, and urban design. At a minimum, we recommend an aggressive parallel process to begin to address our concerns and we request that you realign the timeline of any design competition to reflect the outcome of a rational planning process.

Sincerely,



Anthony Shorris

First Deputy Mayor

cc: Alicia Glen, Deputy Mayor, Housing & Economic Development
Carl Weisbrod, Chair, City Planning Commission



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DELORES RUBIN
Chair

Jesse Bodine
District Manager

May 4, 2016

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

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

Dear Chair Degnan,

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

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

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

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

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

A NEW TERMINAL IN THE HEART OF HELL'S KITCHEN

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

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

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

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

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

THE COMMUNITY RESPONDS

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

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

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

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

1. Displacement, Demolition, Destruction

Zoning Restrictions

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

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

Displacement of Residents

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

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

No one spoke in favor of losing their home.

Loss of Businesses

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

Loss of Community Institutions

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

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

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

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

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

2. Traffic and Infrastructure

Lincoln Tunnel

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

More Rail, Less Traffic

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

Midtown Congestion

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

3. Current PABT Operations

Commuter vs. Community Experience

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

A Bad Neighbor

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

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

CONCLUSION

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

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

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

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

Thank you,



Delores Rubin
MCB4 Chair



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

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

May 10, 2016

The Honorable Anthony E. Shorris
First Deputy Mayor
City of New York
City Hall
New York, NY 10007

Dear First Deputy Mayor Shorris:

Thank you for your letter of April 25 regarding the Port Authority Bus Terminal redevelopment effort. As we all agree, the existing facility is nearing the end of its useful life and is not capable of accommodating the expected growth in passengers. We appreciate the City's support, as expressed in your letter, of our underlying goal to replace the existing Bus Terminal with a smartly-designed, world-class facility that can meet future trans-Hudson commuter demand. We also agree whole-heartedly with you that designing and delivering a replacement facility is an extremely complex planning challenge.

It is precisely because of the complexity of that challenge, as well as our desire to solicit world-class outside ideas, that the Port Authority recently launched the international design and deliverability competition. This initiative followed over two years of preliminary planning work by the Port Authority to assess what a replacement facility might look like, taking into account future demand forecasts and anticipated changes in technology and bus operations. That planning process included stakeholder communication and input such as the peer review session we hosted in November 2015.

To build on that planning effort, and with the goal of soliciting fresh outside input and identifying and selecting a preferred concept, the Board of Commissioners decided late last year to initiate this competition which will be used to inform a design and development process that will and must include input from the City and other key stakeholders. The competition is not solely focused on architecture and design. The "deliverability" component of the competition is intended to take into account many of the factors you cite in your letter including a future terminal's operational model and sizing, constructability, funding, and implementation issues with a strong focus on community impacts.

The intended goal of the international design and deliverability competition is to select a preferred concept in order to move forward on our planning and development effort. This will only mark the start of a full project permitting and review process as would any project of this magnitude. We anticipate that the redevelopment project will be subject to the full course of federal, state, and local environmental and land use reviews.

*4 World Trade Center
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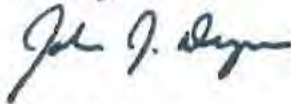
The Honorable Anthony E. Shorris
May 10, 2016
Page 2

We are committed to soliciting and listening to stakeholder and public input in parallel with the competition. To that end, on April 18 Port Authority staff participated in a town hall meeting with elected officials and members of Community Board 4 to share information and listen to concerns, and where we agreed that we would continue these outreach efforts. Similarly, we agree that outreach efforts to the City of New York and the local community need to be increased. Stakeholder and public input will be provided to the jury that is being formed to review submissions to the design and deliverability competition, as well as the Port Authority Board of Commissioners.

The input of the City of New York, elected officials, and the local community are especially important and necessary as we recognize that coordination and collaboration with the City on issues such as approvals for land use and zoning, community impacts, and urban design will be critical to bringing any major redevelopment project in midtown Manhattan to fruition. As such, to further that goal, Executive Director Pat Foye will arrange a status briefing for you and your staff. Following that, we suggest that our teams meet as soon as possible to solicit the views of the City and begin a dialogue. Substantive engagement with you and your team as well as the public at large including our Manhattan neighbors and our commuting customers is essential to the success of this effort.

We thank you for your input and look forward to discussing further with you and your team.

Sincerely,



John J. Degnan
Chairman



Patrick J. Foye
Executive Director

Cc: Alicia Glen, Deputy Mayor, Housing and Economic Development
Carl Weisbrod, Chair, New York City Planning Commission
Scott Rechler, Vice Chairman, Port Authority Board of Commissioners



UNITED STATES HOUSE OF REPRESENTATIVES
MANHATTAN BOROUGH PRESIDENT
NEW YORK STATE SENATE
NEW YORK STATE ASSEMBLY
NEW YORK CITY COUNCIL

July 21, 2016

John J. Degnan
Chairman
The Port Authority of NY & NJ
4 World Trade Center
150 Greenwich Street
New York, NY 10007

Steven M. Cohen
Vice Chairman
The Port Authority of NY & NJ
4 World Trade Center
150 Greenwich Street
New York, NY 10007

Dear Chairman Degnan and Vice Chairman Cohen:

As elected officials who represent the Hell's Kitchen community directly affected by the Port Authority Bus Terminal (PABT) 2015 Midtown Bus Master Plan (Master Plan), we are writing to request that the Port Authority terminate the Port Authority Bus Terminal International Design + Deliverability Competition (the Competition).

We believe that proceeding with the Competition is premature at this time for the following reasons:

- None of the elected officials who represent the community, nor the City of New York, nor the local community board, nor other stakeholders have been consulted on the creation of the Master Plan or the Competition;
- It is outrageous that the Port Authority - an entity already far removed from local accountability - would use the pretense of a panel of outside "experts" to select and justify any option under the Master Plan;
- The Competition is based on assumptions and utilizes selection criteria that have been made with little transparency and public engagement;
- There has been no study of the potential for an integrated transportation system that considers existing and future infrastructure assets, including the Gateway Project, Lincoln Tunnel, NJ Turnpike, the East Side Access Project, the new Moynihan Station, the new Penn Station, the expanded Javits Center, among others;
- While the Port Authority has commissioned a trans-Hudson Commuting Capacity Study of available strategies for meeting and managing the

anticipated increases in trans-Hudson commuter demand over the next 30 years, the results of such a study have never been released;

- The Competition eliminates alternative development proposals for a new PABT without due or public consideration of their merits;
- An environmental impact statement that examines the impacts of a new PABT and of other available alternatives has not yet been published. No analysis of air quality concerns has been done in what is an EPA non-attainment area. This would seem to violate the National Environmental Policy Act, the Clean Air Act, and New York State's Environmental Quality Review Act;
- Potential eligible historic resources have not been analyzed as required by Section 106 of the National Historic Preservation Act, which must include consultation with the NY State Historic Preservation Office.
- The issue of whether and how property for the new PABT will be acquired is unresolved. We unequivocally oppose the use of eminent domain or any acquisition of residential or commercial property for the project.

Several of the options in the Competition would require the acquisition of numerous community assets, including hundreds of apartments, many of which are rent-regulated; nearly 30 small businesses; buildings dating back to 1879; a historic church with over one hundred congregants; a food pantry that serves over 800 people each month; and a Head Start program serving 40 families.

Any plan to use these sites for bus facilities would be contrary to existing zoning. The Special Hudson Yards District, which is zoned residential, was created after years of input from Manhattan Community Board 4, local elected officials, residents and other stakeholders to protect against demolition. Converting this neighborhood to commercial use, as possibly envisioned in the Master Plan, would upend a long-existing residential community.

The destruction of valued housing and businesses in the area would be deemed "necessary" only if the Port Authority chose options that include selling existing PABT space to private developers, thus requiring moving PABT operations into space now occupied by these homes and businesses.

As you well know, the PABT is the largest bus terminal in the nation and one of the busiest bus terminals in the world. On a typical weekday, the PABT accommodates approximately 220,000 passenger trips and more than 7,000 bus movements, a number that is projected to increase considerably in the future.

Any project to replace the PABT on the Far West Side of Manhattan is an extremely complicated, time-intensive effort requiring an enormous public

investment and the consideration of a multitude of transportation, pedestrian, zoning, environmental and quality of life issues in a dense residential neighborhood. It is therefore crucial that this project be premised on comprehensive planning, public input, a transparent process and coordination among city, state and federal levels of government.

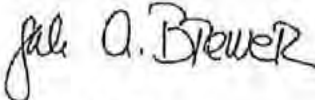
It would be a grave disservice, not only to our constituents, but to all the people of New York and New Jersey, to proceed with the Competition for a new PABT before a thorough and public examination is conducted of all of the outstanding issues and all of the available alternatives regarding a new bus terminal. We demand that the Port Authority immediately terminate the Competition.

We wish to meet with you as soon as possible to discuss this important matter. Kindly contact our offices with your response. We look forward to hearing from you.

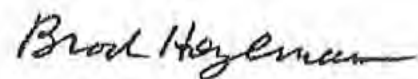
Sincerely,



Jerrold Nadler
Member of Congress



Gale A. Brewer
Manhattan Borough President



Brad Hoylman
NYS Senator



Richard N. Gottfried
NYS Assemblymember



Linda B. Rosenthal
NYS Assemblymember



Corey Johnson
NYC Councilmember

cc:
Governor Andrew M. Cuomo
Governor Christopher Christie
Mayor Bill de Blasio
Executive Director Pat Foye
Manhattan Community Board 4
Port Authority of NY & NJ Board of Commissioners



CITY OF NEW YORK
MANHATTAN COMMUNITY BOARD FOUR

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DELORES RUBIN
Chair

Jesse Bodine
District Manager

John J. Degnan
Office of the Chairman
The Port Authority of New York and New Jersey
4 World Trade Center/150 Greenwich Street, 23rd Floor
New York, NY 10007

August 2, 2016

Dear Chair Degnan,

At the July 21st meeting of the Port Authority of New York and New Jersey Board of Commissioners at 4 World Trade Center in Manhattan, Congressman Jerrold Nadler, Manhattan Borough President Gale Brewer, State Senator Brad Hoylman, State Assemblymember Richard Gottfried, State Assemblymember Linda Rosenthal, and Councilmember Corey Johnson called for the termination of the Port Authority's Design + Deliverability Competition ("Design Competition"). Manhattan Community Board 4 (MCB4) joins with our elected representatives to urge you to put the brakes on the Design Competition and sit down with all stakeholders to examine *all* the variables in the vital task of planning for the projected increase of commuters into Manhattan in the next 20 years.

The brush off at the press conference following the Board meeting of the concerns expressed by the elected representatives of the people of the west side of Manhattan is regrettable. At the public session you stated that you do not wish to be Robert Moses. The peremptory dismissal of our elected representatives' legitimate issues is a page out of the Moses playbook.

At the public session New Jersey Senator Loretta Weinberg in a series of plaintive anecdotes claimed that a new bus terminal was a "quality of life" issue for New Jersey commuters. For the people of Hell's Kitchen it is a *life* issue. Demolishing homes, local small businesses, and community institutions for the comfort and convenience of commuters passing through can no longer serve as justification for the destruction of an inner city neighborhood.

The air quality in midtown Manhattan already runs afoul of Federal air quality standards. The proposal to add more carbon emissions to the mix without studying how to mitigate the current unacceptable and dangerous air betrays a callous disregard for the health of the people who live in the vicinity of the bus terminal, as well as for commuters passing through. Your claim that "the air quality in the neighborhood could be helped because the new terminal would have room for buses to park" is a surmise, not a fact based on any known environmental study. Facts and

studies are what we need; not speculation.

MCB4 urges the Port Authority to halt the design competition and, as Deputy Mayor Shorris requested in his April 25th letter to you, Vice-Chair Rechler, and Executive Director Foye, "begin a comprehensive public engagement and planning process that considers all possible options for a new terminal and views the project in an appropriate regional context."

Specifically we demand that the Port Authority, before contemplating siting any new terminal in Community District 4, respect our community character and comply with existing zoning and prior planning studies. The Port Authority's "preferred alternative" calls for the destruction of the very heart of Hell's Kitchen South. We will accept no degradation or destruction of the Hell's Kitchen community's visual and functional assets. We will accept no seizure of private property. We will accept no demolition of homes and businesses through eminent domain. The history of the devastation of the Hell's Kitchen South neighborhood for transportation infrastructure in the 1920s and in the 1940s and in the 1950s and in the 1960s is not one we have forgotten. We see the scars every day.

Second, the quality of the air around the Port Authority Bus Terminal is one of the worst in the City. Air quality must be improved substantially before bringing in more buses, adding more pollution, and creating more vehicular congestion in midtown Manhattan. And any staging or queuing facility as part of a new terminal is not appropriate in our residential neighborhood.

Third, a rigorous and detailed planning process with all stakeholders must be undertaken to prepare for the next 50 to 100 years, not just for the next 20. We need to know how a projected increase in commuter traffic affects other parts of our district and the City's transportation system, including specifically the proposed Moynihan Station. We must explore ways to integrate bus, rail, and subway. And we must have *meaningful* community engagement on site selection, land use, and design of any proposed public facility in Community District 4.

Chair Degnan: New York City is at a crossroads. There is energy afoot to build and improve mass transit. You are a vital part of that effort. We urge you to seize this opportunity, put the design competition on hold, sit down with New York City's DOT and DCP, NJ Transit and the MTA, Amtrak and Metro North and the City and our community to create a truly first class, world class, comprehensive, city and regional transit system.

The people of New York and New Jersey deserve no less.

Sincerely,



Delores Rubin
MCB4 Chair
and Zoning Committee



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

CC: Commissioner Polly Trottenberg, Department of Transportation
Commissioner Carl Weisbrod, Department of City Planning
Mayor's Office
Congressman Jerrold Nadler
Manhattan Borough President Gale Brewer
State Senator Brad Hoylman
State Assembly Member Richard Gottfried
State Assembly Member Linda Rosenthal
City Council Member Corey Johnson
Tri-State Transportation Campaign

THE PORT AUTHORITY OF NY & NJ

August 8, 2016

The Honorable Jerrold Nadler
U.S. Congress
201 Varick Street, Suite 669
New York, NY 10014

The Honorable Linda Rosenthal
New York State Assembly
230 West 72nd Street, Suite 2F
New York, NY 10023

The Honorable Brad Hoylman
New York State Senate
322 Eighth Avenue, Suite 1700
New York, NY 10001

The Honorable Gale Brewer
Manhattan Borough President
431 West 125th Street
New York, NY 10027

The Honorable Richard Gottfried
New York State Assembly
242 West 27th Street
New York, NY 10001

The Honorable Corey Johnson
New York City Council
224 West 30th Street, Suite 1206
New York, NY 10001

Dear Congressman Nadler, Senator Hoylman, Assembly Members Gottfried and Rosenthal,
Manhattan Borough President Brewer and Council Member Johnson:

We are writing to respond to your recent letter and public statements regarding the replacement of the Port Authority Bus Terminal. We welcome your participation in the planning process and appreciate hearing your concerns about the Bus Terminal Design and Deliverability Competition and the replacement of the Bus Terminal. The Board of Commissioners recognizes that this major project will require comprehensive planning including federal, state, and local environmental, land use, and other review and approvals, and that the project should not move forward without your significant input and support. We also recognize that we can, and need to, do more going forward to solicit meaningful input from you, the City of New York, the communities you represent, and other key stakeholders as we undertake planning for this important regional project.

We do not take lightly the concerns expressed in your joint statement and by the Mayor's Office of the City of New York, and Manhattan Community Board 4. We envision the Design and Deliverability competition only as an initial step to identify concept(s) for further, more

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comprehensive, planning and development that will include your input. The agency's intent is to inform and not to short-circuit those steps and the opportunities they will provide for intergovernmental and stakeholder review, input, and coordination. We have already taken steps to adjust the competition process, and have extended our competition timetable by one month, to allow for direct stakeholder meetings with the finalists and additional time for stakeholder and public comments to the Board before it considers the jury's recommendations later this fall.

We appreciate your recognition of the Bus Terminal's importance to the economic vitality of New York City and the region, and the 232,000 passengers it handles every weekday. The interstate bus network it supports carries more commuters and other travelers to Manhattan than rail service to Penn Station New York or any other trans-Hudson mode of transportation. Opened in 1950, the terminal lacks the capacity to accommodate current peak period demand, or many larger and heavier modern buses. While we have achieved some reduction in traffic congestion on local streets thanks to recent operational changes, continuing and projected growth in commuter demand will overtake these gains. In addition, the limited life span of key structural elements of the existing Bus Terminal means that we must begin planning for a major investment in a replacement West Midtown bus facility.

That planning and design process will continue to move forward now to complete a redevelopment project before the existing facility deteriorates to the point where it can no longer support today's passenger demand, much less the growth forecast for years to come.

Given the size, nature, and importance of this project for the Port Authority and the entire region, we intend to proceed with planning and development in an open and transparent manner, and welcome key stakeholder input at this stage, even before authorizing the agency to initiate formal project planning and review. The Port Authority staff's own effort to develop an initial range of options for a West Midtown facility starting in 2013 included periodic briefings with New York City agencies and with the leadership of Manhattan Community Board 4 beginning late that year. This Midtown Bus Master Plan process reached a milestone when Port Authority staff and consultants presented five potential terminal concepts to the Board in public session in March 2015. Their presentation is publicly available on our website at <http://www.panynj.gov/bus-terminals/pabt-master-plan.html>.

Nevertheless, the Board saw the need to solicit additional ideas and information before endorsing a specific project concept. In its October 2015 public Board meeting, the Commissioners approved a resolution authorizing a design competition to solicit additional ideas, not constrained to the sites identified in the Master Plan report, as well as a trans-Hudson commuting capacity study and future evaluations of options for project delivery and sustainable operation of a new facility. In its March 2016 public meeting, the Commissioners passed a resolution to make

THE PORT AUTHORITY OF NY & NJ

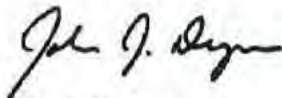
provisions for a Bus Terminal project located in West Midtown as part of the agency's forthcoming ten-year capital program. Those Board resolutions are available at <http://corpinfo.panynj.gov/pages/board-minutes-contract-authorizations/>.

We acknowledge the need for significantly increased outreach and input from you and other stakeholders. Competition submissions from our five finalist teams are due in late August, and we anticipate making the public submission materials available for public and stakeholder review and comment in early September. In addition, we encourage continued participation in our online Neighborhood Survey provided at <https://www.surveymonkey.com/r/L6525NT>, which will be shared directly with Competition Finalists, Jury and Board of Commissioners. As we noted above, we have extended the initial timetable for the competition jury by one month, so that they and the Commissioners will have the benefit of additional stakeholder feedback on the submissions. The Board anticipates receiving the jury's recommendations at its public Board meeting in October and will review and respond at the November meeting. The Board's goal is to identify a preferred concept (or concepts) at that point for further planning and development, recognizing that many steps are ahead of us all before a replacement project can begin.

The Port Authority could have and should have done better in engaging stakeholders earlier in our own initial planning processes and we recognize that this project will not move forward without your support. Our commitment is to bring forward a design concept and to engage in a comprehensive regional and local planning process that results in a project that enhances regional mobility, contributes an improved quality of life in West Midtown, and supports the continued economic vitality of the City and region.

Stakeholders on both sides of the Hudson River expect no less. Neither do we.

Sincerely,



John J. Degnan
Chairman



Steven M. Cohen
Vice-Chairman

cc: Hon. Andrew M. Cuomo, Governor, State of NY
Hon. Chris Christie, Governor, State of NJ
Hon. Bill de Blasio, Mayor, New York City
Patrick J. Foye, Executive Director, Port Authority of NY & NJ
Delores Rubin, Chairperson, Manhattan Community Board 4
Board of Commissioners, Port Authority of NY & NJ



**UNITED STATES SENATE
UNITED STATES HOUSE OF REPRESENTATIVES
NEW JERSEY LEGISLATURE**



August 11, 2016

John J. Degnan
Chairman
Port Authority of New York and New Jersey
4 World Trade Center
150 Greenwich Street
New York, NY 10007

Steven M. Cohen
Vice-Chairman
Port Authority of New York and New Jersey
4 World Trade Center
150 Greenwich Street
New York, NY 10007

Dear Chairman Degnan and Vice-Chairman Cohen:

As elected officials concerned about the future of our trans-Hudson transportation network, we are writing to express our continued support for the expeditious design and construction of a new Port Authority Midtown Bus Terminal sufficient to handle the 50 percent bus commuter growth expected by 2040.

We recognize that the Port Authority's board, executives and planning staff have already put in considerable work sifting through 20 proposals prior to last October's board meeting, when an international design competition was agreed upon, and we are looking forward to the submission of designs that are due in October, as well as the trans-Hudson capacity study that is currently underway.

We appreciate the Port Authority Board's vote this spring requiring that a new Port Authority Bus Terminal be built in Manhattan, which was based on sound transportation policy.

- The current Port Authority Bus Terminal is not only run-down and overcrowded, but also structurally deficient to meet the needs of 21st Century bus commuters. Its structural concrete platforms were not designed for a longer, taller and heavier modern bus fleet, and need to be replaced.
- Building the new bus terminal on the West Side of Manhattan is necessary to continue to provide one-seat service into Manhattan for the 110,000 weekday commuters who travel in and out of the Port Authority Bus Terminal each day – and for the 55,000 additional commuters who are expected to be using that service by 2040. Eliminating one-seat rides would add 15 to 30 minutes each way to the average commute, severely affecting the quality of life of New Jersey commuters.

- Not only do New Jerseyans benefit from this increased capacity, but New York does as well. The Bus Terminal allows for a large portion of Manhattan's "West of Hudson" workforce to commute each day to New York and to contribute to the local and regional economy.
- Plans for the new bus terminal recognize that we need to increase our capacity on multiple transportation modes to meet commuter and employer demand, including building the new Hudson River Rail Tunnel and new Portal Bridge, and future expansion of Penn Station to provide one seat rides to tens of thousands of additional NJ Transit rail passengers, in addition to expanding PATH capacity by extending platforms, and expanding ferry service.
- We cannot consider any plan that reduces direct mass transit service to Manhattan as it would force tens of thousands of commuters back into their cars, increasing traffic congestion and delays at the Port Authority bridges and tunnels, New Jersey highways, and Manhattan city streets that are already gridlocked.
- Pushing more commuters back into their cars would not only make Manhattan traffic and air quality worse, but also add to the commute time of other New Jersey drivers, who already pay the lion's share of the tolls borne by New Jersey and New York residents, and are bearing the brunt of the toll hikes adopted in 2011.
- Building a new bus terminal on the New Jersey side of the Hudson is a recipe for disaster because there is insufficient capacity at Penn Station for additional NJ Transit trains, and because the PATH system is already operating at full capacity. In fact, PATH has had to cancel Hoboken trains to try to cope with the growth in demand at Jersey City.

We recognize and appreciate the concerns of New York elected officials and residents concerned about making sure that their perspectives and interests are considered, and we are confident that the Port Authority will engage in a full and transparent process of public engagement – a process that began in April with the well-attended community meeting in a Hell's Kitchen church.

We are still several months away from seeing the design competition submissions which will undoubtedly make proposals for multiple sites at which point we expect a robust and transparent process to evaluate environmental and other impacts.

We believe a juried panel of independent experts offers the best opportunity to develop a plan that meets the region's transportation needs without undue outside influence, and we encourage you and the Port Authority board to continue the design competition that is underway.

We look forward to working closely with our colleagues in New York on an ongoing basis during the planning process.

Thank you very much for your dedicated service to the citizens of our region.

Sincerely,

Robert Menendez
U.S. Senator

Cory Booker
U.S. Senator

Bill Pascrell Jr.
Member of Congress

Frank Pallone Jr.
Member of Congress

Scott Garrett
Member of Congress

Albio Sires
Member of Congress

Leonard J. Lance
Member of Congress

Donald M. Payne Jr.
Member of Congress

Donald Norcross
Member of Congress

Bonnie Watson Coleman
Member of Congress

Stephen M. Sweeney
New Jersey Senate President

Loretta Weinberg
New Jersey Senate Majority Leader

Thomas H. Kean Jr.
New Jersey Senate Minority Leader

Paul A. Sarlo
New Jersey Senator

Robert M. Gordon
New Jersey Senator

Joseph M. Kyrillos Jr.
New Jersey Senator

Gordon M. Johnson
New Jersey Assemblyman

Valerie Vainieri Huttle
New Jersey Assemblywoman

Tim Eustace
New Jersey Assemblyman

Joseph A. Lagana
New Jersey Assemblyman

CC:

Governor Chris Christie
Governor Andrew M. Cuomo
Mayor Bill de Blasio
Executive Director Pat Foye
Manhattan Community Board 4
Port Authority of NY & NJ Board of Commissioners



Statement on behalf of
Congressman Jerrold Nadler, Manhattan Borough President Gale A. Brewer,
New York State Senator Brad Hoylman,
New York State Assembly Members Richard N. Gottfried and Linda B. Rosenthal
New York City Councilmember Corey Johnson
at The Port Authority of New York and New Jersey Public Board Meeting
Thursday, September 22, 2016

We are Assembly Member Richard Gottfried and State Senator Brad Hoylman speaking on behalf of the local elected officials whose districts include or abut the Port Authority Bus Terminal: Congressman Jerry Nadler, Manhattan Borough President Gale A. Brewer, New York State Senator Brad Hoylman, New York State Assembly Members Richard Gottfried and Linda Rosenthal, New York City Councilmember Corey Johnson. We thank the Port Authority for listening to our concerns about the design competition, which lacked the transparency and public process that is a hallmark of our planning efforts in the Borough of Manhattan. We appreciate re-starting the process.

Earlier this week, we joined Port Authority officials and our New Jersey colleagues in publicly stating our common purpose and grounds for moving forward: we need a new West Side bus terminal, and the planning for that new terminal will include a robust public process and analysis that considers rational planning principles, environmental impact, and transportation issues. The process will include federal, state and local environmental review and regulatory processes, with extensive public and stakeholder input, such as regular meetings with city and state officials and local partners which the Port Authority expects to begin shortly, as well as public meetings in the future. Only after sensible public policy decisions are settled should there be a final design chosen, and this week's agreement helps pave the way.

Those of us who represent Manhattan have never questioned the need for a new Port Authority Bus Terminal – the current one is in bad shape, does not meet current commuter volume, will not be able to handle the anticipated future growth in volume; and is a significant eyesore.

Nor have we questioned the utility of a replacement facility in Manhattan. However, we have not agreed that any future terminal in Manhattan should be the end of any discussion of alternatives nor did we agree that there is no need for any other facilities in coordination with the growth in rail or river capacity. What is true, and what we all agree on, is that in order to comply with federal regulations - and a project of this scope and size will require federal dollars - all alternatives or scenarios must be considered and weighed against each other in terms of environmental, social, economic, and neighborhood impacts. It is premature to say something is off the table when we don't have all the facts.

We appreciate that the Port Authority will now study additional and temporary facilities in both states, as recommended by the Trans Hudson Commuter Study released today, September 22, 2016. This makes common sense and planning sense. The study represents a solid

baseline from which we can begin anew and set up a public process that is informed by the facts of commuters' and residents' experiences with the current Port Authority terminal and transit system. This process will be sensitive to neighborhood concerns while remaining focused on the need for a 21st century bus terminal that is well designed, contextual with and respectful of its surroundings, incorporates advances in technology, is complementary to other forms of transit service, and ultimately improves access to the region's central business district.

As representatives of the community, it is particularly important to us to reiterate our strong opposition to any plan that requires the destruction of non-Port Authority residential, commercial, religious, historic or non-profit buildings in the Hell's Kitchen neighborhood. Decades ago, the Port Authority took vast amounts of property in Hell's Kitchen. We are determined to protect our community from being further diminished.

We believe that the Port Authority, while not pre-judging the outcome, hears and understands our concern. We look forward to working with the Port Authority, the two states, our city and other local governments, and elected officials and communities on both sides of the Hudson as this important project goes forward.



Manhattan Community Board 4 and 5

March 8, 2017

Re: Study of Additional Transit Options in Relation to Replacement of Bus Terminal

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

Dear Executive Director Foye,

Manhattan Community Board's 4 (CB4) and 5 (CB5) congratulate you on the 2017-26 Port Authority of New York and New Jersey (Port Authority)'s 10 Year Capital Plan which includes many critical projects for the region. We are pleased to see the Port Authority's focus has returned to its core mission of transportation. We also want to thank you for seriously engaging with us regarding the future of the Port Authority Bus Terminal, a vital initiative for those of us on both sides of the Hudson.

In that spirit we recommend that the Port Authority undertake as soon as possible the study of a new rail link between Secaucus, NJ and Hudson Yards on the west side of Manhattan, to complement the approved replacement bus terminal on the west side of Manhattan. We urge you to allocate the funds required to complete the feasibility study started in 2013.¹

The PA7, a PATH- like rail built and operated by the Port Authority as part of its PATH operation would link Secaucus to the # 7 Hudson Yards subway station at West 34th Street and Hudson Boulevard, on the west side of Manhattan. The rail cars would be compatible with the subway network and would travel seamlessly to the East Side and Queens on the # 7 tracks. In Secaucus, NJ, a transfer station would ensure a quick transfer from buses to the train, with a high-frequency service.

This recommendation echoes a New York City administration's recommendation²: "We believe the port should further study a full range of rail alternatives that may bring additional rails service to growing parts of New Jersey and permits future bus terminal needs to be addressed without adversely affecting the surrounding areas."

¹ For a cost of approximately \$2 million or less

² Letter From Anthony Shorris to Pat Foye, February 3rd, 2017

We urge you to allocate the funds required to complete the feasibility study (approximately \$2 million) and look forward to continuing to work together cooperatively on all these issues.

Sincerely,



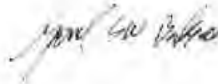
Delores Rubin
Chair, CB4



Vikki Barbero
Chair, CB5



Christine Berthet
Co-Chair, Transportation
Planning Committee
CB4



Yoni Bokser
Co-Chair, Transportation
Planning Committee
CB4



David Sandler
Chair, Transportation/
Environment
Committee, CB5

Cc First Deputy Mayor, Anthony Shorris
 Commissioner Polly Trottenberg, DOT
 Hon. Jerrold Nadler, Congressman
 Hon. Brad Hoylman, State Senator
 Hon. Marisol Alcantara, State Senator
 Hon. Gale Brewer, Manhattan Borough President
 Hon. Richard Gottfried, Assembly Member
 Hon. Corey Johnson, City Council Member



Delores Rubin
Chair

Jesse Bodine
District Manager

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April 14, 2017

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

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

Dear Chair Degnan:

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

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

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

MCB4 RESPONSE TO REPLACING THE PABT

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

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

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

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

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

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

1. FIRST DO NO HARM

1. Avoid Eminent Domain

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

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

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

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

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

2. Comply With Existing Zoning & Prior Planning Studies

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

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

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

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

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

3. Use Only Port Authority Property

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

4. Follow NYC Land Use Procedures

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

II. IMPROVE AIR QUALITY

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

1. Eliminate Parking or Staging areas

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

2. Install Filtration Systems

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

3. Reduce Idling, Mitigate Congestion

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

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

III. INTEGRATE WITH REGIONAL AND NYC TRANSPORTATION NETWORK

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

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

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

1. Tour/Charter Bus Garage

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

2. Extend the 7-Line

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

3. Rail Projects

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

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

³ <https://www.panynj.gov/about/pdf/Trans-Hudson-Commuting-Capacity-Study-Summary-Report-9-21-16.pdf>

⁴ <https://www.panynj.gov/about/pdf/Trans-Hudson-Commuting-Capacity-Study-Summary-Report-9-21-16.pdf>

CONCLUSION

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

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

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

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

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

Sincerely,



Delores Rubin
Board Chair



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

cc

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



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July 31, 2018

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Rick Cotton,
Executive Director
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re: Bus Terminal Replacement Project – Statement of Purpose and Needs

Dear Mr. O'Toole and Mr. Cotton,

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

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

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

1. Regional Bus Facility

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

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

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

2. Improved Air Quality

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

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

Air pollution, such as fine particles (PM_{2.5}), can cause health problems, particularly among the very young, seniors, and those with preexisting health conditions. According to New York City health reports, in Clinton and Chelsea levels of PM, the most harmful air pollutant, are 11.4 micrograms per cubic meter; Manhattan District 4 ranks third-highest in the city.

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

3. Repaired Community Damage

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

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

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

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

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

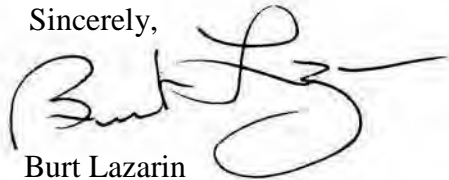
Fruitful Cooperation

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

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

We look forward to continued cooperation.

Sincerely,

A handwritten signature in black ink, appearing to read 'Burt Lazarin', with a long horizontal stroke extending to the right.

Burt Lazarin
Chair

Manhattan Community Board 4

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