TECHNICAL MEMORANDUM No. 2

Pier 57 Redevelopment Project (CEQR No. 11HRP001M)

A. INTRODUCTION

The Hudson River Park Trust (HRPT) issued a Notice of Completion for the Pier 57 Redevelopment Project Final Environmental Impact Statement (FEIS) on February 22, 2013. The Pier 57 Redevelopment Project, which was subsequently approved by the City Planning Commission (CPC) and City Council on March 6, 2013 and April 9, 2013, respectively, and later modified as analyzed in the Technical Memorandum dated December 8, 2015 (Technical Memorandum No. 1) is referred to in this memorandum as "the previously-analyzed project." Under the previously-analyzed project, the historic Pier 57 site, which is located within Hudson River Park at approximately West 15th Street (the "project site"), would be rehabilitated and redeveloped with approximately 481,500 gross square feet (gsf) of office, retail, restaurant, and other commercial uses and educational and cultural uses, as well as a marina and public open space.

As discussed below, the developers, Young Woo & Associates (YWA) along with RXR Realty, are now proposing a modification to the site access plan for the previously-analyzed project. The proposed modification would not result in any changes to the proposed program or design of the project, or the anticipated first year of operation. Aside from approval of the requested site access plan modification, no other discretionary approvals are required to implement the proposed modification to the previously-analyzed project because all such approvals, including permits from the New York State Department of Environmental Conservation and the Army Corps of Engineers, have already been obtained and do not need to be modified.

This Technical Memorandum describes the proposed site access plan modification and analyzes whether this change, as well as any changes to background conditions, would result in any significant adverse environmental impacts that were not previously identified and addressed in the FEIS.

This memorandum concludes that neither the proposed change to the site access plan, nor the changes in background conditions, would result in significant adverse impacts not previously identified and addressed in the FEIS.

B. DESCRIPTION OF PROPOSED MODIFICATIONS

The proposed modification is a change to the site access plan for the project. As described in more detail below under "Transportation" and as shown on **Figure 1**, the driveway at Route 9A and West 17th Street would no longer provide access to entering vehicles, and vehicles would access the site at the Route 9A and West 16th Street intersection. The previously-approved site access plan allowed for use of the West 17th Street driveway for entering vehicles in limited circumstances when a secondary access point might be needed to provide additional curbside loading space or increased entrance capacity, such as during larger events. The access point at West 16th Street would now include two southbound right-turn lanes, whereas the previously-approved site plan included one southbound right-turn lane. The other elements of the project remain the same as was analyzed in the 2013 FEIS and Technical Memorandum No. 1. There would be no new in-water or additional excavation work associated with the proposed changes to the project.

C. ANALYSIS FRAMEWORK

CHANGES IN BACKGROUND CONDITIONS

In connection with the preparation of this technical memorandum, background conditions and the status of projects anticipated for completion by the project's build year have been updated. Updates to the No Build list were made through field visits and review of publicly-available information. Since the FEIS and Technical Memorandum No. 1 were completed in 2013 and 2015, respectively, some projects have been completed, some have had their development programs modified, and some additional projects have been identified. **Table 1** and **Figure 2** present the no build list used for this technical memorandum. The no build projects identified above include the same general mix of uses as the no build projects analyzed in the FEIS and Technical Memorandum No. 1.

Table 1
Updated Projects Planned for Study Area by 2017

Map No.	Project Name	Location / Block & Lot	Future Use	Status	Change Since FEIS and TM001
N/A	*Whitney Gansevoort*	*Washington Street and Gansevoort Street (Block 644/ Lots 5, 10)*	*New Whitney Museum space; 241,017 sf*	*Completed*	*Completed*
N/A	*860 Washington Street*	*860 Washington Street (Block 646/ Lot 19)*	*New 10-story, 120,413 sf mixed-use building; retail on first and second floors; office on floors 3–10*	*Completed*	*Completed*
1	40-56 Tenth Avenue	40-56 Tenth Avenue (Block 646/ Lot 1)	New office and retail building with approx. 27,000 gsf retail; 15,000 gsf restaurant; and 107,000 gsf office	Planned	TBD (Post 2017)
N/A	*402 West 13th Street*	*402 West 13th Street between Ninth Avenue and Washington Street*	*New 5-story building; 2,400 sf retail and 12,950 sf office space.*	*Completed*	*Completed*
N/A	*837 Washington Street*	*837 Washington Street*	*4-story addition to and renovation of existing 2-story industrial building; 51,625 sf commercial space; ground floor retail and office space above.*	*Completed*	*Completed*
N/A	*High Line Building*	*450 W 14th Street between Tenth Avenue and Washington Street*	*10-story addition to and renovation of existing 5-story building; 11,950 sf retail and over 51,300 sf office space. Will span High Line and include an entrance to the High Line Park.*	*Completed*	*Completed*
N/A	*537 West 20th Street*	*537 West 20th Street*	*5-story, 24,289 sf new building; first floor gallery space with offices above*	*Completed*	*Completed*
N/A	*M&O Building*	*820 Washington Street*	*4-story 23,899 sf maintenance and operations building for the High Line; 12,000 sf storage, 11,899 sf commercial space.*	*Completed*	*Completed*
2	Pier 54 in Hudson River Park	Pier 54 (Hudson River Park at approx. West 13th St.) (Block 651/ Lot 7)	Redevelopment of pier for public open space and park events for up to 5,000 people	2019[1]	Under Construction
N/A	*58 Tenth Avenue (Former Mobil Gas Station)*	*58 Tenth Avenue (Block 712/ Lot 6)*	*New 17,000 sf retail building*	*Completed*	*Completed*
3	414 West 15th Street and 413-435 West 14th Street	412-414 West 15th Street (Block 712/ Lot 42) and 413-435 West 14th Street	New 130,000 sf office building, renovation of existing 14th St retail storefronts, 2,300 sf rooftop addition	Under Construction[2]	Change in proposed use
4	Chelsea Market Expansion	401 West 15th Street (Block 713/ Lot 1)	Basement expansion for 80,000 sf retail[2]	Under Construction	Change to program and build date
5	Pier 54 Connector Project/ Route 9A West 13th Street Crosswalk Project	Hudson River waterfront esplanade and Route 9A bikeway from Bloomfield Street to West 14th Street, West 13th Street and Route 9A	Improved and widened pedestrian platform, improvements to the Route 9A bikeway alignment, new lay-by area for future public bus stop, landscaping, at-grade crosswalk across Route 9A at West 13th Street	2017	Under Construction
N/A	*500 West 21st Street*	*500 West 21st Street (Block 692/ Lot 30)*	*32 dwelling units, approx. 13,000 gsf retail*	*Completed*	*Completed*
6	**61 Ninth Avenue**	**61 Ninth Avenue (Block 712, Lot 36)**	**20,000 sf retail, 150,000 sf office**	**2017**	**New to list**
7	**9-19 Ninth Avenue**	**9-19 Ninth Avenue (Block 645, Lot 49)**	**Conversion from restaurant use to retail and 27,259 rooftop expansion**	**2017**	**New to list**

Notes: [1]Project has been included, despite being outside 2017 analysis year, because it is within Hudson River Park, proximate to the Pier 57 site. The proposed use of the redeveloped pier would be consistent with its prior use, for recreation and cultural programming.
[2]Expected build date is 2016-2021; assumes 25 percent of retail space is constructed by 2017. Former program was 290,000 sf office.
New projects are noted in bold; *projects completed since the FEIS and TM001 are italicized.*

Sources: New York City Department of Buildings; New York City Department of City Planning; New York City Board of Standards and Appeals; media coverage; Whitney Museum of American Art—Gansevoort Facility EAS (CEQR No. 07SBS021M); AKRF, Inc. field visits November 2016.

D. TECHNICAL AREAS NOT REQUIRING ANALYSIS

Compared to the previously-approved project, the proposed modification to the site access plan would not result in any increases in worker or visitor populations; would not result in a residential population; and would not result in any changes to the design or program of the project. Therefore, with the exception of the analyses discussed below in Section E, the previously-completed technical analyses would not be affected by the proposed site access plan modification or changes in background conditions.

The proposed modification would not result in any changes to the anticipated populations. Therefore, as with the previously-analyzed project, it would not have the potential to result in any significant adverse impacts related to socioeconomic conditions, community facilities, or open space.

The proposed site access plan modification would not result in any alterations to the proposed design and would not require any new land use actions. Therefore, as with the previously-analyzed project, the proposed changes to the project would not have the potential to result in any significant adverse impacts related to land use, historic and cultural resources, or shadows not previously identified and addressed in the FEIS.

There would be no new in-water or additional excavation work associated with the proposed site access plan modification, and the proposed modification would not result in any changes to the construction means and methods. As with the previously-analyzed project, renovation and rehabilitation of the project site would be conducted in accordance with applicable federal, state, and local regulatory requirements. Therefore, as with the previously-analyzed project, the proposed modifications to the project would not result in any significant adverse impacts related to natural resources, hazardous materials, or construction.

The proposed site access plan modification would not result in any changes to the project's projected demand for water and sewer infrastructure, solid waste and sanitation, or energy. Therefore, as with the previously-analyzed project, the proposed changes to the project would not result in any significant adverse impacts related to water and sewer infrastructure, solid waste and sanitation services, or energy.

In regard to urban design and visual resources, the proposed site access plan modification would result in additional sidewalk esplanade area west of the bikeway between West 16th and 17th Streets, rather than roadway. This change would be an enhancement to the pedestrian environment, providing additional area to experience waterfront views and views to the historic pier headhouse. Therefore, as with the previously-analyzed project, the proposed changes to the project would not result in any significant adverse impacts related to urban design and visual resources.

In regard to neighborhood character, the FEIS and Technical Memorandum No. 1 concluded that the previously-analyzed project would not have the potential to result in a significant adverse impact. Because the assessment provided below concludes that the proposed site access plan modification would not have the potential to result in any unmitigated significant adverse impacts in any of the technical areas that contribute to neighborhood character (land use, urban design, visual resources, historic and cultural resources, socioeconomic conditions, shadows, open space, transportation, and noise), the proposed modification, as with the previously-analyzed project, would not result in any significant adverse impacts related to neighborhood character.

The proposed site access plan modification also would not result in any unmitigated significant adverse impacts in the areas of air quality, water quality, hazardous materials, or noise, and therefore as with the previously-analyzed project it would not result in any significant adverse impacts related to public health.

E. POTENTIAL ENVIRONMENTAL IMPACTS OF PROPOSED CHANGES

TRANSPORTATION

SCREENING ANALYSIS

A screening analysis was conducted to determine if the proposed modification of the site access plan or the status of planned No Action developments would result in any significant impacts not previously identified in the FEIS or Technical Memorandum No. 1. There would be no change in the land use program or anticipated first year of operation for the proposed project from what was analyzed in Technical Memorandum No. 1.

Modified Site Access Plan

The FEIS accounted for a circulation plan in which vehicles approaching the site from the north would access the site at the intersection of Route 9A and West 16th Street via a southbound right turn. Vehicles approaching the site from the east and south would access the site at the intersection of Route 9A and West 17th Street via a through movement from West 17th Street. Vehicles would egress the site at the intersection of Route 9A and West 14th Street and would be able to turn right onto southbound Route 9A, left onto northbound Route 9A, or continue straight across Route 9A to West 14th Street eastbound.

Technical Memorandum No. 1 considered a modified circulation plan, in which the West 17th Street access would be closed most of the time, except in limited circumstances when a secondary access point might be needed to provide additional curbside loading space or increased entrance capacity, such as during larger events. When closed, all vehicles would access the site at the Route 9A and West 16th Street intersection via a single southbound right turn.

The proposed modification to the site access plan would eliminate the West 17th Street entrance, thereby requiring all vehicles to access the site at the Route 9A and West 16th Street intersection via a double southbound right turn during all time periods.

Technical Memorandum No. 1 analyzed the proposed modification to the site access plan for the weekday AM, midday, PM, and Saturday midday peak hours, assuming a single southbound right turn lane. The modified site access plan would provide a double southbound right turn at West 16th Street, which would result in improved vehicular traffic operations compared to the findings from Technical Memorandum No. 1. To reflect the modified site access plan for the weekday and Saturday pre-event peak hours, project-generated trips at Route 9A and West 17th Street from the east and south, which were analyzed as a westbound through movement for the previously-analyzed project, would instead turn left at this intersection. These trips would also be added to the southbound right-turn movement at Route 9A and West 16th Street. Other study locations would not be affected by the proposed modification to the site access plan and therefore need not be analyzed in this technical memorandum.

Updated Background Conditions

The list of No Action developments through the build year of 2017 was updated since the completion of Technical Memorandum No. 1, as shown in **Table 1**.

Due to changes in the development programs for the No Action developments, there would be a decrease in office, restaurant, and hotel uses compared to what was analyzed for Technical Memorandum No. 1. While there would be a net increase in local retail square footage, the total number of vehicle, pedestrian, and transit trips generated by No Action developments would be less than what was analyzed for Technical Memorandum No. 1. Therefore, no changes to the No Action traffic volumes presented in Technical Memorandum No. 1 would be required.

Screening Analysis Conclusions

As indicated above, the only intersections to be affected by proposed site access plan modification are the intersections of Route 9A at West 16th Street and West 17th Street during the weekday and Saturday evening pre-event peak hours. Therefore, quantified analysis was undertaken for those intersections, for the peak hours identified above.

The proposed site access plan modification would not affect transit or pedestrian operations, parking assignment or utilization, or safety conditions. Therefore, the proposed modification would not alter the conclusions presented in Technical Memorandum No. 1 for these elements of the transportation analyses.

TRAFFIC ANALYSIS

Vehicular analyses were conducted at two intersections, Route 9A and West 17th Street and Route 9A and West 16th Street, for the weekday and Saturday evening pre-event peak hours.

No Action Condition

The No Action condition analysis focuses on conditions in 2017, when the project is expected to be complete. The No Action condition serves as the baseline against which the modified project is compared. Although the list of No Action development projects has been revised since Technical Memorandum No. 1, the No Action condition analysis is conservatively based on the previously-analyzed No Action development list, which would generate a greater number of peak hour vehicular trips than the current No Action project list.

Figure 3 shows the 2017 No Action traffic volumes for the two peak hours, and **Table 2** presents the No Action analysis results for the study intersections. As reported in Technical Memorandum No. 1, the majority of the approaches/lane-groups would operate at the same LOS in the No Action condition as in existing conditions. The No Action condition shows traffic operations worse than mid-LOS D at the following locations:

Route 9A and West 16th Street

- During the weekday evening pre-event peak hour, the southbound through lane group would operate at LOS D with an average delay of 53.0 seconds and a v/c ratio of 0.46.

Route 9A and West 17th Street

- During the weekday evening pre-event peak hour, the eastbound left-turn lane group would operate at LOS D with an average delay of 52.3 seconds and a v/c ratio of 0.07. The eastbound left/right-turn lane group would operate at LOS D with an average delay of 54.1 seconds and a v/c ratio of 0.17. The eastbound right-turn lane group would operate at LOS D

with an average delay of 53.1 seconds and a v/c ratio of 0.11. The westbound approach would operate at LOS F with an average delay of 130.0 seconds and v/c ratio of 0.99.

- During the Saturday evening pre-event peak hour, the westbound approach would operate at LOS E with an average delay of 61.2 seconds and a v/c ratio of 0.60.

With Action Condition

The FEIS and Technical Memorandum No. 1 assumed construction of an access road adjacent to and west of Route 9A between West 14th and 17th Streets as a project improvement. The following additional adjustments to the West 16th and West 17th Street intersections would be included as project improvements for the modified project:

- The addition of a second southbound right-turn lane on Route 9A at West 16th Street that would operate on the same phase as the southbound left-turn and during a portion of the southbound phase on Route 9A. The FEIS and Technical Memorandum No. 1 provided a single right-turn lane.
- The reallocation of three seconds of green time from the northbound/southbound phase to the westbound phase during the weekday evening pre-event peak hour at the intersection of Route 9A and West 17th Street.
- The reallocation of one second of green time from the northbound/southbound phase to the westbound phase during the Saturday evening pre-event peak hour at the intersection of Route 9A and West 17th Street.

Figure 4 shows the project-generated volumes, and **Figure 5** shows the 2017 With Action Condition traffic volumes for the two peak hours. **Table 2** presents a comparison of No Action and With Action conditions for the study intersections. With the implementation of the project improvements listed above, no significant adverse transportation impacts were identified at the study locations.

Table 2
No Action and With Action Level of Service

		Weekday Evening Pre-Event Peak Hour							
		No Action 2017				With Action 2017			
		Lane Group	v/c Ratio	Delay (sec)	LOS	Lane Group	v/c Ratio	Delay (sec)	LOS
		Rt. 9A & West 16th Street							
5	Northbound	TR	0.69	5.5	A	TR	0.71	5.2	A
	Southbound	L	0.46	53.0	D	L	0.48	53.7	D
		T	0.75	6.3	A	T	0.54	0.7	A
						R	0.13	33.1	C
		Intersection		7.6	A	Intersection		5.4	A
		Rt. 9A & West 17th Street							
4	Eastbound	L	0.07	52.3	D	L	0.08	52.5	D
		LR	0.17	54.1	D	LR	0.18	54.4	D
		R	0.11	53.1	D	R	0.11	53.1	D
	Westbound	LR	0.99	130.0	F	L	0.98	128.5	F
						R	0.46	68.3	E
	Northbound	T	0.74	13.4	B	T	0.78	16.5	B
	Southbound	T	0.86	16.8	B	T	0.90	21.7	C
		Intersection		20.0+	C	Intersection		24.3	C

		Saturday Evening Pre-Event Peak Hour							
		No Action 2017				With Action 2017			
		Lane Group	v/c Ratio	Delay (sec)	LOS	Lane Group	v/c Ratio	Delay (sec)	LOS
		Rt. 9A & West 16th Street							
5	Northbound	TR	0.65	9.5	A	TR	0.66	9.0	A
	Southbound	L	0.32	34.6	C	L	0.34	35.0-	C
		T	0.75	11.2	B	T	0.48	0.6	A
						R	0.08	22.5	C
		Intersection		11.3	B	Intersection		6.0	A
		Rt. 9A & West 17th Street							
4	Eastbound	L	0.07	41.0	D	L	0.09	41.3	D
		LR	0.17	42.6	D	LR	0.19	42.9	D
		R	0.11	41.6	D	R	0.11	41.6	D
	Westbound	LR	0.60	61.2	E	L	0.60	62.8	E
						R	0.45	54.9	D
	Northbound	T	0.69	14.7	B	T	0.71	15.8	B
	Southbound	T	0.84	18.5	B	T	0.87	20.5	C
		Intersection		18.7	B	Intersection		20.8	C

Notes: L = Left Turn, T= Through, R = Right Turn, DefL = Defacto Left Turn; LOS = Level of Service; "+" designates signficant impacts.

In summary, neither the proposed modification to the previously-analyzed project, nor the changes in background conditions, would result in any significant adverse impacts related to transportation that were not previously identified and addressed in the FEIS.

AIR QUALITY

As discussed above under "Transportation," the proposed modification would not result in any significant adverse impacts that were not previously identified and addressed in the FEIS. At the intersections analyzed in the FEIS for mobile source air quality impacts, project incremental traffic volumes would be the same or less; therefore, the proposed modification would not result in any significant adverse air quality impacts at these locations. At the intersection of Route 9A and West 16th Street, which was not analyzed for mobile source emissions in the FEIS, incremental traffic volumes with the proposed modification would be somewhat higher than the traffic volumes estimated for this intersection in the FEIS; however, the With Action traffic volumes at this intersection with the proposed modification would be similar or lower compared

to those intersections that were analyzed for mobile source air quality in the FEIS. Since the mobile source analysis presented in the FEIS determined there would be no significant adverse air quality impact, similarly, no significant adverse air quality impacts from mobile sources would be expected with the proposed modification, and no additional mobile source analysis is required. As the proposed site access plan modification would not result in any changes to the proposed program or design, it would not affect the assumptions and data that were used to analyze the project's heating, ventilation, and air conditioning HVAC systems in the 2013 FEIS. The proposed modification would not require new or additional analysis of existing or planned emission sources in the area. In addition, the proposed modification would not result in changes to the proposed marina; consequently, no additional analysis of the marina's emissions is required.

In summary, as with the previously-analyzed project, neither the proposed modification to the previously-analyzed project, nor the changes in background conditions, would result in any significant adverse impacts related to air quality.

NOISE

The FEIS concluded that there would be high noise levels at the project's open space, but there are no practicable measures to fully mitigate those noise conditions. Nonetheless, noise levels within the open space would be comparable to the existing noise levels in Hudson River Park, and noise levels in a number of open space areas that are also located adjacent to heavily trafficked roadways, including Brooklyn Bridge Park, Riverside Park, Bryant Park, Fort Greene Park, and other urban open space areas.

The proposed site access plan modification would not have the potential to cause a significant noise impact (i.e., it would not result in a doubling of Noise passenger car equivalents [PCEs] which would be necessary to cause a 3 dBA increase in noise levels. The changes to background conditions noted above would not affect the noise analysis.

In summary, neither the proposed modification to the previously-analyzed project, nor the changes in background conditions, would result in any significant adverse impacts related to noise that were not previously identified and addressed in the FEIS.

F. CONCLUSION

As with the previously-analyzed project, neither the proposed modification to the site access plan for the Pier 57 project, nor the changes in background conditions, would result in significant adverse impacts. ✷