

4.2.1 INTRODUCTION

The analysis in this Chapter considers the potential of the proposed Moynihan Station Development project to affect cultural resources, which for this project are historic properties. It has been prepared in accordance with NEPA and Section 106 of the NHPA. These laws and regulations require that Federal agencies consider the effects of their actions on cultural resources, including historic properties. In accordance with the Section 106 regulations, this analysis identifies all historic properties that are included in, or eligible for inclusion in, the National Register of Historic Places (see Figure 4.2-1), and it assesses potential project effects on historic properties.

The project site includes the superblock between Eighth and Ninth Avenues from West 31st to West 33rd Streets occupied by the James A. Farley Complex and the Pennsylvania Station rail yards. Formerly called the U.S. General Post Office, the James A. Farley Complex is listed on the State and National Registers of Historic Places (S/NR) and is also a designated New York City Landmark (NYCL). The project site also includes the Development Transfer Site on the east side of Eighth Avenue between West 33rd and 34th Streets that is occupied by three one-story retail buildings, a public open space, and a portion of a below-grade parking garage.

The assessment of adverse effects to the Farley Complex from the development of a train station within the historic property has been underway for more than a decade. As described in Chapter 2, “Purpose and Need,” planning for an intermodal transportation facility in the Farley Building portion of the complex has been underway since 1992. As the lead federal agency for the project, FRA began meetings in 1994 with the SHPO, in accordance with the Section 106 regulations. As part of the environmental review of the project in 1994, a comprehensive survey of the Farley Complex was conducted to identify significant historical features. The Section 106 consultation continued through 1995 and then resumed in 1999 when a new Environmental Assessment under NEPA was prepared for a modified project. On September 22, 1999, the FRA issued a FONSI under NEPA. The FONSI also determined that the proposed project would not have an adverse effect on any properties on or eligible for listing on the National Register, and noted that the SHPO did not object to that finding.

Section 106 consultation was again conducted in 2006, when additional modifications to the station development project were proposed, and the New York State Office of Parks, Recreation and Historic Preservation (OPRHP), acting in its capacity as the SHPO and in accordance with the Section 106 regulations, reviewed the conceptual design for the station development project analyzed in the 2006 FEIS, which is described more fully in Chapter 2, “Purpose and Need.” Based on that review, SHPO did not expect that any significant adverse effects would result to the Farley Complex from the proposed conceptual design provided that designs continued to be developed in consultation with their office, as indicated in a letter dated July 28, 2006. A Programmatic Agreement was entered into in August 2006 by the FRA, ESDC, MSDC, SHPO, and the conditionally designated developer. The Programmatic Agreement—which reiterated

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SHPO's determination that significant adverse effects would not be expected to result from the proposed project's conceptual design provided that the design continued to be developed in consultation with their office—was entered into to satisfy FRA's Section 106 responsibilities for the project as proposed in 2006 and to satisfy ESDC's responsibilities under the New York State Historic Preservation Act of 1980 (SHPA). In addition, a Memorandum of Agreement (MOA) among the USPS, ESDC, and SHPO was executed in 2006 and acknowledged by the Advisory Council on Historic Preservation (Advisory Council) for the transfer of the Farley Complex from the USPS to ESDC. The MOA created the adequate and legally enforceable conditions necessary to ensure the long-term preservation of the property's historic significance; it acknowledged that the contributing elements of the Farley Complex were the exterior façade, the postal lobby, and the Eighth Avenue stairs. Also in 2006, the USPS as lead agency and FRA as cooperating agency prepared an updated Environmental Assessment under NEPA. The updated Environmental Assessment found that with the MOA in place, the USPS transfer of ownership of the Farley Complex to ESDC for the station development project would not have substantial impacts on historic properties. On December 1, 2006, the USPS issued a FONSI for its transfer of ownership of the Farley Complex for the project.

In terms of effects to the historic features and character of the Farley Complex, the Preferred Alternative for the current proposed project would be similar to the project addressed in the 1999 Environmental Assessment and 2006 FEIS and Programmatic Agreement, although it would modify some elements of the previous development project. The proposed modifications to the design of the project that would potentially affect the historic features and character of the Farley Complex (thus requiring the detailed analysis set forth below) include different concepts for the Intermodal Hall and for the roof of the train concourse, a modified plan for access from the USPS retail lobby to the train concourse, and new plans for the Farley Building moats. As a result, this chapter sets forth the new Section 106 review for the Preferred Alternative. In addition, an amendment to the 2006 Programmatic Agreement has been prepared and will be entered into by FRA, ESDC, MSDC, SHPO, PANYNJ, the conditionally designated developer, and, if it elects to participate in the historic review process, the Advisory Council. The Section 106 processes and the amended Programmatic Agreement are summarized in this EA.

As defined in the Section 106 regulations, historic properties may be districts, sites, buildings, structures, or objects and include both archaeological and architectural resources. The area of potential effect (APE) for archaeological resources would be the area disturbed for project construction, i.e., the project site itself. In September 1994, an Archaeological Sensitivity Study was prepared for the Farley Complex site. Based on the conclusions of that study and in consultation with SHPO, the FRA determined that the Farley Complex site is not sensitive for archaeological resources due to prior subsurface disturbance. Similarly, the Development Transfer Site would not be sensitive for archaeological resources, because it is built over a multi-level below-grade parking garage. Therefore, no further consideration of archaeological resources is warranted.

As described below, the APE for historic properties is defined as being within an approximately 400-foot radius of the Farley Complex and the Development Transfer Site (see Figure 4.2-1). Within the APE, historic properties analyzed include S/NR properties or properties determined eligible for S/NR listing, National Historic Landmarks (NHLs), NYCLs and Historic Districts, and properties determined eligible for NYCL status.

4.2.2 REGULATORY CONTEXT AND METHODOLOGY

OVERVIEW

In general, an adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Direct effects could include demolition of a historic property, alterations to a historic property that cause it to become a different visual entity, damage from vibration (e.g., from construction blasting or pile driving), additional damage from adjacent construction that could occur from falling objects, subsidence, collapse, or damage from construction machinery, and removal of the property from its historic location. Indirect effects are contextual or visual effects that could result from project construction or operation. Indirect effects could result from blocking significant views of a historic property; isolating a historic property from its setting or relationship to the streetscape; altering the setting of a historic property; introducing incompatible visual, audible, or atmospheric elements to a historic property's setting; neglecting a property, thus causing its deterioration; or transferring, leasing, or selling a property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation. To assess the potential effects of the proposed project, an inventory of historic properties in the APE that could be affected by the project was compiled based on the methodology described below.

AREA OF POTENTIAL EFFECT DELINEATION

The first step in identifying potential effects to historic properties was to define the APE, based on the area for potential construction-period effects, such as ground-borne vibrations, and on an area for potential visual or contextual effects, which is usually a larger area. Following the guidelines of the *New York City Department of Buildings Technical Policy and Procedure Notice (TPPN) #10/88*, regarding procedures for the avoidance of damage to historic structures resulting from adjacent construction, the APE for construction effects is defined as being within 90 feet of construction activities—the range in which construction-period vibration could accidentally damage a historic property. That APE was expanded to account for visual and contextual effects, and since views to the Farley Complex and Development Transfer Site are generally limited to the immediately surrounding streets due to the density of surrounding development, the APE is defined as the area within 400 feet of the Farley Complex and Development Transfer Site (see Figure 4.2-1).

CRITERIA AND REGULATIONS

Once the APE was determined, an inventory of officially recognized (“designated and eligible”) historic properties was compiled. These include properties or districts listed on the S/NR or determined eligible for such listing; NHLs; NYCLs and Historic Districts; and properties that have been found by the New York City Landmarks Preservation Commission (LPC) to appear eligible for designation, considered for designation (“heard”) by the LPC at a public hearing, or calendared for consideration at such a hearing (these are “pending” NYCLs).

Criteria for listing on the National Register are in the Code of Federal Regulations, Title 36, Part 63. Following these criteria, districts, sites, buildings, structures, and objects are eligible for the National Register if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and: 1) are associated with events that have made a significant

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contribution to the broad patterns of history (Criterion A); 2) are associated with significant people (Criterion B); 3) embody distinctive characteristics of a type, period, or method of construction, represent the work of a master, possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction (Criterion C); or 4) may yield [archaeological] information important in prehistory or history. Properties that are younger than 50 years of age are ordinarily not eligible, unless they have achieved exceptional significance. Determinations of eligibility are made by the SHPO.

In addition, the LPC designates historically significant properties in the City as NYCLs and/or Historic Districts, following the criteria provided in the Local Laws of the City of New York, New York City Charter, Administrative Code, Title 25, Chapter 3. Buildings, properties, or objects are eligible for landmark status when a part of such resource is at least 30 years old. Landmarks have a special character or special historical or aesthetic interest or value as part of the development, heritage, or cultural characteristics of the city, state, or nation. There are four types of landmarks: individual landmark, interior landmark, scenic landmark, and historic district.

In addition to identifying historic properties officially recognized in the study area, a new field survey was undertaken (in addition to those previously undertaken for the 2006 FEIS and the expanded project proposed in 2007), in accordance with the Section 106 regulations, to identify potential historic properties (i.e., those that appear to meet one or more of the National Register criteria) within 400 feet of the Farley Complex and Development Transfer Site. No new potential historic properties were identified in the study area.

Once the historic properties in the study area were identified, the project alternatives were assessed for both direct physical effects and indirect visual and contextual effects on historic properties.

4.2.3 EXISTING CONDITIONS

PROJECT SITE

FARLEY COMPLEX

Significant under National Register Criterion C in the area of architecture, the James A. Farley Complex consists of two connected structures—the original U.S. General Post Office building (renamed the James A. Farley Building in 1982) and the Western Annex. Built between 1910 and 1913 over a portion of the Pennsylvania Station Rail Yard, the Farley Building covered only the eastern half of the block, with the primary façade facing Eighth Avenue and the original Pennsylvania Station, which was begun in 1902 and completed in 1910. The Western Annex expanded the complex over the western half of the block to Ninth Avenue in 1934. The four-story (120-foot-tall) Farley Complex is a monumental, freestanding Classical Revival-style building designed to be seen from all sides, and both sections form a coherently designed whole. The Farley Complex is described in detail below.

Farley Building

As early as 1904, track layout plans for Pennsylvania Station indicated a future postal facility on the air rights over the tracks, and the Farley Building was planned to utilize the tracks below for postal operations. Having won the commission in a competition, the firm of McKim, Mead & White designed the monumental granite building as a companion to the original Pennsylvania Station (demolished in 1963–1964), which was located directly across Eighth Avenue. The

Farley Building's form is that of a monumental Corinthian temple with a peristyle set on a high podium (see view 1 of Figure 4.2-2), and the building plan consists of four office blocks around a central skylight-covered atrium originally used as a general work floor. Above the attic story, there is a set back penthouse floor that rings the atrium. The penthouse floor has a copper roof visible from certain locations along Eighth Avenue. Besides space for mail sorting and distribution uses, the Farley Building contains public lobbies, retail windows, administration spaces, and the office of the New York City Postmaster. The building has existing mail connections (but not passenger connections) to Penn Station platforms below.

Each façade of the Farley Building is articulated with a central colonnade framed by heavy corner pavilions. (The original west façade is not visible from the adjacent streets, and a large portion of it was removed for construction of the Western Annex.) An entablature and projecting cornice encircling the building below an attic story further unifies the design. Beginning in front of the corner pavilions on Eighth Avenue, there are moats adjacent to the north and south façades of the Farley Building. Tall stone walls border the moats, which have concrete floors. The moats originally contained a floor system of glass blocks set in a steel frame that provided light to the tracks below.

Once corresponding to the main façade of the original Pennsylvania Station, the Eighth Avenue façade (the primary façade) is a shallow portico raised high above the street and reached by a wide flight of stairs (see view 1 of Figure 4.2-2). The portico consists of twenty 53-foot-tall, fluted Corinthian columns supporting the entablature. An inscription in the frieze reads, "Neither snow nor rain nor heat nor gloom of night stays these couriers from the swift completion of their appointed rounds." The wall behind the columns is punctured with monumental steel entrance doors and windows with Classical-style details. Windows with heavy architraves are located in the attic story.

The Eighth Avenue corner pavilions have symmetrical avenue and street façades. Corinthian pilasters frame the corners, and large panels with inscriptions are found on the attic story (see Figure 4.2-2). On Eighth Avenue, each corner pavilion has a half-domed niche on the piano nobile level, a tripartite window located above the niche, and three windows in the moat level. On the street façades of the corner pavilions, arched entrances correspond to the niches on the avenue façades, and there are tripartite windows above the entrances. Recessed within the arched openings, the entrance doors are steel with fanlight forms. Tall flights of steps lead to the side entrances. Capping each corner pavilion is a low stone, stepped pyramid.

The colonnaded West 31st and 33rd Street façades are articulated with alternating Corinthian pilasters and recessed window bays (see Figure 4.2-3). The pilasters have heavy capitals similar to those used on the Eighth Avenue corner pavilions. The window bays contain double-height wooden windows with smaller ones above at the level of the pilaster capitals. Deeply recessed windows are located at the moat level (see Figure 4.2-4), and the attic story contains windows with heavy architraves. The southwest and northwest corner pavilions are identical to the Eighth Avenue corner pavilions—they contain arched recessed openings, tripartite windows, and inscribed panels located above the entablature (see Figure 4.2-5). On all four of the Farley Building corner pavilions, the inscriptions refer to historical figures associated with mail operations. The southwest and northwest arched openings currently serve as entrances, but when the corner pavilions were constructed they did not contain entrances. The arched openings originally functioned as windows raised above the moat. Doors were inserted and walkways added most likely when the annex was built in 1934.

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Originally, terra cotta crestring capped the Farley Building at the parapet. This crestring is missing in sections on the north and south façades. The crestring above the Eighth Avenue portico was recently restored, with much of it being modern reproductions. An inappropriate modern addition to the Farley Building is the system of cobra-head lights projecting from the north and south façades above the entablature, which is below the attic story (see Figure 4.2-3). On the Eighth Avenue facade, ESDC and MSDC recently replaced the former cobra-head lights with a more sympathetic lighting system. Additional modern alterations include several boxy mechanical penthouses located on the roof, which are visible from Eighth Avenue, and metal louvers inserted into some of the windows along the north and south façades.

The Eighth Avenue façade was recently restored under the auspices of MSDC. The restoration program included cleaning and repointing the granite, restoring the metal window wall behind the colonnade, replacing the terra cotta crestring, and removing the modern cobra-head lighting.

The significant Farley Building interior spaces are the public USPS spaces and the atrium. The main USPS retail lobby is a long publicly accessible room that runs behind the main colonnade on Eighth Avenue and ends at side lobbies. Decorative metal entrance kiosks are located at every other bay between the columns, and they alternate with high marble tables. Bronze retail windows line the wall opposite the entrance façade. The retail lobby wall surfaces are ornamented with marble pilasters capped by plaster capitals. The high plaster ceiling is decorated with neoclassical motifs. The side lobbies are set at right angles to the retail lobby. Features of the side lobbies include blind niches, pilasters, and additional retail windows. The side lobbies connect the retail lobby to rotundas within the Eighth Avenue corner pavilions. The rotundas have domed ceilings with plaster neoclassical reliefs and wall niches. At the west side of each rotunda is a monumental stair leading to the upper floors of the Farley Building. Further, each rotunda contains a mural painted by Louis Lozowick in 1935—“Lower Manhattan” shows the harbor and skyline and “Triboro Bridge” illustrates construction of that bridge. The north rotunda also contains war memorial plaques.

The central Farley Building atrium (the former work room) is not publicly accessible, and a renovation in the 1950s substantially altered the original space by introducing mechanical equipment and supporting infrastructure above the work room floor. In particular, a mezzanine floor was added that divided the formerly large, open room, and there are numerous non-original metal columns located throughout the space (see view 9 of Figure 4.2-6). Additionally, partitions have been added to the roof system, and from within the atrium the roof system is largely obscured by those non-original partitions and mechanical equipment (see view 10 of Figure 4.2-6). The roof system is located above the first floor and it consists of trusses that span the space, observation galleries, ceilings that were originally glazed to create a skylight, and a hipped monitor (see view 11 of Figure 4.2-7). However, the original trusses were never fully visible from within the atrium because of enclosed catwalks and observation galleries. There are three major trusses that span the atrium from east to west and two secondary, perpendicular truss spans. Large piers and spandrels support the trusses at the perimeter of the room. Those trusses support the ceilings and monitor. The original glazing has been removed and the roof is now covered with copper sheathing; it has not functioned as a skylight for decades. Above the level of the roof, the four atrium facades are clad in brick and ornamented with decorative brick framing around the windows and a brick frieze at the roofline (see view 12 of Figure 4.2-7).

An additional notable interior space in the Farley Building is the Postmaster’s Office, which is located at the northeast corner of the third floor overlooking Eighth Avenue. This office retains an

original fireplace, finishes, and lighting fixtures. Other interior spaces in the Farley Complex include storage and mechanical rooms, restrooms and locker rooms, offices, stairwells, and hallways.

Western Annex

Constructed in 1934, the Western Annex extended the U.S. General Post Office facility to Ninth Avenue. Also designed by McKim, Meade & White, it is a fully integrated addition to the original structure, with much of the ground-floor interior space used for truck loading and unloading. Like the Farley Building, the Western Annex has façades composed of colonnades framed by heavy corner pavilions, and the entablature on the earlier structure is continued around the annex (see view 13 of Figure 4.2-8). The terra cotta cresting also encircles the annex, but it is missing in numerous places. The corner pavilions of the Western Annex are almost identical to those of the Farley Building—they are designed with Corinthian pilasters, large arched windows that correspond to the arched entrances and niches on the Farley Building pavilions, and tripartite windows set below the entablature (see view 14 of Figure 4.2-8 and view 15 of Figure 4.2-9). Instead of inscribed panels at the attic story, there are windows. Stone stepped pyramids cap the Ninth Avenue corner pavilions.

Stylistic differences that distinguish the Western Annex from the Farley Building noticeably occur at the colonnades (see view 16 of Figure 4.2-9 and view 17 of Figure 4.2-10). Between the corner pavilions, the entablature along Ninth Avenue and West 31st and West 33rd Streets is less detailed, lacking the dentils and molding bands that ornament the entablature on the Farley Building and the corner pavilions of both structures. While the façades repeat the colonnade motif, the pilasters have stylized representations of Corinthian capitals. The window bays between the pilasters contain no masonry wall surface, as recessed metal windows fill the entirety of the bays below the entablature. At the attic story, there are windows with heavy stone architraves.

On Ninth Avenue, three large attached arches mark the center of the façade (see view 18 of Figure 4.2-10). These arches have elaborately molded archivolt and spandrels and inset metal window systems. At ground level, the arches function as truck and pedestrian entrances. Large lanterns are attached to the façade outside the arches, and a sculptural relief group rests on the entablature above. On West 33rd Street, there is an adjacent moat and a building entrance located at the center of the façade. At this location, there are three entrances set within the recessed window bays of the colonnade—these entrances consist of metal doors framed by stone pilasters that support small entablatures (see view 19 of Figure 4.2-11). Large metal lanterns identify the entrances. In the lobby of this entrance is a highly deteriorated mural painted by Frederico (“Rico”) Lebrun between 1936 and 1938. Titled “Post Office in the County”, the mural was not completed and showed signs of peeling by 1942. However, as written in a letter dated May 3, 2005 OPRHP has determined that the mural is a contributing element to the Farley Complex. On West 31st Street, a row of back-in loading docks forms the ground floor of the colonnade (see view 17 of Figure 4.2-10). Projecting stone walls frame the bank of loading docks and there is a metal canopy decorated with a Greek key frieze.

The connecting sections between the Farley Building and the main bulk of the Western Annex are wide recessed bays. These sections differentiate the two halves of the Farley Complex, while repeating, with variations, the classical motifs of the structure. On West 31st Street, the moat continues in front of the connecting bay, which is designed with a façade similar to that of the corner pavilions. The connecting bay is composed of three arched windows framed by Corinthian pilasters, tripartite windows set below the entablature, and an attic story with windows and terra cotta cresting at the parapet (see view 20 of Figure 4.2-11). On West 33rd Street, the connecting bay contains two large truck exits set within arched openings (see Figure

4.2-12). The arches are detailed with molded archivolt, carved spandrels, and scrolled keystones. Corinthian pilasters frame the arched openings, above which are tripartite windows. The building entablature continues across the connecting bay.

The truck exits on West 33rd Street lead to a wide, internal loading area that extends approximately half the north-south width of the Farley Complex and connects to the loading area that fills most of the ground floor of the Western Annex. The loading area between the Farley Building and the Western Annex is a one-story utilitarian space covered by a pitched metal roof with skylights (see Figure 4.2-13 and view 25 of Figure 4.2-14). The roof structure is a metal truss system supported on concrete columns and piers. The original west façade of the Farley Building is visible through the skylight; although it is clad in brick, that façade uses Classical ornamentation like the street facades of the Farley Building (see view 26 of Figure 4.2-14). The ornamentation includes brick piers, a terra cotta frieze and cornice, and terra cotta cresting at the roofline. The facades of the Western Annex that overlook the north, south, and west sides of the loading area are also clad in brick but they lack any ornamentation. Other interior spaces in the Western Annex include offices, a modern auditorium, large, open work areas, and a tunnel along Ninth Avenue that connects the Farley Complex to the USPS Morgan General Mail Facility and Annex on Ninth Avenue between West 30th and West 28th Streets. The tunnel connects to the southwest corner of the Western Annex.

Alterations to the Western Annex include missing sections of the terra cotta cresting, boarded windows on the West 31st Street and Ninth Avenue façades, and metals louvers inserted into various window openings on the three façades. In addition, there are several boxy mechanical bulkheads on the roof that are visible from Ninth Avenue. These bulkheads appear to be built with concrete and corrugated metal sheeting.

DEVELOPMENT TRANSFER SITE

A one-story retail and restaurant building and a public open space occupy the Development Transfer Site. Constructed in 1972 as part of the One Penn Plaza development, the retail building and public plaza do not possess any architectural or historical significance.

AREA OF POTENTIAL EFFECT

In addition to the Farley Complex, there are fifteen historic properties located in the project APE (see Table 4.2-1 and Figure 4.2-1). Many of them were identified and subsequently determined to be eligible for S/NR listing and/or NYCL designation through the environmental review process for the Hudson Yards Rezoning and Redevelopment Project.

LOFT BUILDING (S/NR-ELIGIBLE)

Paul Hunter designed the 12-story loft building at 424 West 33rd Street, which was built in 1912–1913 for the printing trades. The building’s developer selected the site overlooking the Penn Station Rail Yard on the south to ensure ample unobstructed light to the building’s interior. The West 33rd Street façade has a two-story rusticated stone base with pilasters, and the upper floors of wide window bays are clad in tan brick (see view 27 of Figure 4.2-15). A terra cotta belt course, brackets, and cornice decorate the top floors. The south façade, overlooking the rail yard, has the same articulation of window bays and piers, but the brick is not decorative face brick. This loft building is significant under Criterion A in the areas of commerce and industry. As an intact example of printing loft design, it also meets Criterion C in the area of architecture.

Table 4.2-1
Cultural Resources in the Area of Potential Effect

Map Ref. #	Name/Type	Address	S/NR	NYCL	S/NR-eligible	NYCL-eligible
1	Farley Complex	Block bounded by Eighth and Ninth Avenues and 31st and 33rd Streets	X	X		
2	Loft Building	424 West 33rd Street			X	
3	St. Michael's RC Church Complex	414-424 West 34th Street and 409-429 West 33rd Street			X	X
4	William F. Sloan Memorial YMCA	360 West 34th Street			X	X
5	Former J.C. Penney Co.	331-343 West 33rd Street			X	
6	Loft Building	406-426 West 31st Street			X	
7	Penn Station Service Building	236-248 West 31st Street			X	X
8	Loft Building	259-261 West 30th Street			X	
9	West Side Jewish Center	347 West 34th Street			X	
10	Former Manhattan Opera House	311 West 34th Street			X	X
11	New Yorker Hotel	481-497 Eighth Avenue			X	X
12	Morgan General Mail Facility	341 Ninth Avenue			X	
13	Former French Hospital	326 West 30th Street			X	
14	Pennsylvania Building	225 West 34th Street			X	X
15	Hoover Building	501-507 Eighth Avenue			X	
16	Garment Center Historic District	Roughly bounded by Sixth and Ninth Avenues and West 41st and 34th Streets	X			

ST. MICHAEL'S ROMAN CATHOLIC CHURCH (S/NR-ELIGIBLE, NYCL-ELIGIBLE)

St. Michael's Roman Catholic Church was originally located on the site of the current open cut of the Penn Station Rail Yard. On the condition that the Pennsylvania Railroad would build a new facility nearby, the church sold its original buildings to accommodate construction of the Penn Station complex. In 1905-1906, the Pennsylvania Railroad built the current church complex at 414-424 West 34th Street and 409-429 West 33rd Street. Designed by Napoleon LeBrun & Sons, the complex consists of a church and rectory that front on West 34th Street, and a school, convent, and vestry that front on West 33rd Street (see view 28 of Figure 4.2-15). The through-block church is a limestone Romanesque Revival structure. The primary façade fronts on West 34th Street and is faced in rough ashlar stone (see view 29 of Figure 4.2-16). The church's south façade is faced in smooth limestone blocks, and its defining features are a blind arched window in the center and two pinnacled turrets framing the gable.

The five-story brick rectory is adjacent to the west of the church at 424 West 34th Street. It exhibits a unique mixture of Gothic and Romanesque Revival elements that include a corbelled archivolt over the entrance arch, windows with limestone colonnette mullions and architraves with hood-moldings and carved label stops, and three limestone, gabled dormer windows. On West 33rd Street, the vestry (409 West 33rd Street), the convent (417 West 33rd Street), and the school (421-429 West 33rd Street) exhibit the same mix of Gothic and Romanesque Revival details as the rectory. All three are brick with limestone bases, window architraves, and corbelled cornices, and they all have copper dormer windows (see view 28 of Figure 4.2-15). Unique details of the three-story brick vestry include a large limestone, peaked-roof porch with an arched entrance capped by a corbelled archivolt resting on colonnettes, and two dormer windows with trefoil tracery in the gables. The school has squat corner towers. The church complex is eligible for listing on the Registers under Criterion A for its association with the historical development of Hell's Kitchen and under Criterion C for its architectural design. LPC has determined that the church complex also appears to be eligible for NYCL designation.

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WILLIAM F. SLOAN MEMORIAL YMCA (S/NR-ELIGIBLE, NYCL-ELIGIBLE)

Cross & Cross designed the through-block William F. Sloan Memorial Branch of the YMCA located at 360 West 34th Street immediately across West 33rd Street from the Farley Complex. Built in 1929-1930 and named for William Sloan, the chairman of the National War Council of the YMCA during the First World War, the building originally functioned to provide social facilities and sleeping accommodations for men in the armed services. The 14-story brick building is designed in the neo-Georgian style, and it is massed with projecting pavilions and upper floor setbacks (see view 30 of Figure 4.2-16 and view 31 of Figure 4.2-17). The two-story base has a limestone ground floor that contains entrances with broken segmental pediments and a second floor with round-arched windows with stone keystones. A central light court on the West 34th Street façade creates corner pavilions. Stone detailing includes quoins, string courses, window keystones and voussoirs, balustrades, cartouches, and pediments that form the crowns of the corner pavilions. The south façade is similar in detailing, but it does not use setbacks. Abutting a three-story building on Ninth Avenue, the west façade carries the design of the north and south façades and also utilizes the corner pavilion motif. This building meets National Register Criterion A for its association with the area's historical development and Criterion C for its architectural design. LPC has determined that this building also appears to be eligible for NYCL designation.

FORMER J.C. PENNEY COMPANY (S/NR-ELIGIBLE)

The J.C. Penney Company constructed the 18-story building at 330 West 34th Street and 331-343 West 33rd Street in 1925–1926 for offices and a plant for manufacturing packing cases. The building also originally contained an office for the American Express Company solely devoted to J.C. Penney express shipments. Adjacent to the east of the former YMCA building, it sits across West 33rd Street from the Farley Complex. Schultze & Weaver designed the building as a large Italian palazzo, and its solid and rectilinear bulk is slightly relieved by a series of two setbacks beginning at the 12th floor on the north façade and a series of four setbacks beginning at the seventh floor on the south façade (see view 32 of Figure 4.2-17). The north and south façades are similarly designed, but the north façade is the primary one. On the north façade, the three-story rusticated base is faced in stone and has two large arched entrances; the 12th floor is designed as a large, bracketed stone cornice with arched windows in the gaps between the brackets; a stone balustrade forms the parapet of the second setback; and the top floor takes the form of an attic story clad in stone with carved piers. On the south façade facing the Farley Complex, the attic story and balustrade appear, but there is no bracketed cornice at the first setback, and the rusticated base is clad in brick. In addition, there are ground-floor loading docks on West 33rd Street. This building meets National Register Criterion A for its association with commercial development around the original Pennsylvania Station and Criterion C for its architectural design.

LOFT BUILDING (S/NR-ELIGIBLE)

Designed by Edward L. Larkin and built in 1914, the large loft building at 406-426 West 31st Street overlooks the Penn Station Rail Yard to the north. Erected for the printing trades, it is a 15-story building with a wide 250-foot frontage. The West 31st Street façade has a three-story, rusticated stone base and upper floors clad in tan brick. The shaft is articulated with thin brick piers and numerous, regularly spaced windows that originally served to provide ample light to the printing floors (see view 33 of Figure 4.2-18). Terra cotta pilasters and decorative panels embellish the upper three floors. The east and west façades are largely blank brick, while the

south façade overlooking West 30th Street and an entrance to Dyer Avenue and the Lincoln Tunnel has the same repetition of numerous windows as the north façade. The south façade, however, is not clad in decorative face brick. The Fashion Institute of Technology is currently converting the building into a dormitory. It is S/NR-eligible under Criterion A in the area of commerce/industry and under Criterion C in the area of architecture as an intact example of printing loft design.

PENNSYLVANIA STATION SERVICE BUILDING (S/NR-ELIGIBLE, NYCL-ELIGIBLE)

Located at 236-248 West 31st Street across from Madison Square Garden, the Pennsylvania Station Service Building was built in 1908, two years before the completion of the old Pennsylvania Station, which was located directly to the north. McKim, Mead & White designed the structure to supply electricity to the engines going in and out of the station and compressed air for braking and signaling mechanisms. It also generated heat and light for the station. The five-story building is a simple Classical structure clad in the same granite of which the station had been constructed (see view 34 of Figure 4.2-18). The façade is divided into a large three-story section set on a plinth and capped with a projecting stone cornice, and an attic story with windows. Across the main portion of the façade, double-height Doric pilasters alternate with windows secured with iron grills. The attic story is surmounted by a stone cornice that is smaller and less elaborately molded than the one above the base. The building meets National Register Criterion C in the areas of architecture and engineering. LPC has determined that it also appears to be eligible for NYCL designation.

LOFT BUILDING (S/NR-ELIGIBLE)

The 17-story loft building at 259-261 West 30th Street was designed by Sugarman & Berger and built in 1928 for 259-261 West 30th Street, Inc. The president of the development corporation was Henry Licht, who had a furrier business in the building, which originally contained stores, offices, showrooms, and factories. In 1956, a joint enterprise of the Associated Fur Manufacturers and the fur union established a Fur Label Authority to promote fur sales, establish a fur label for union-made garments, and regulate workmanship and style standards. The authority's headquarters were in the building. The loft building at 259-261 West 30th street has a three-story stone base and upper floors clad in brick and massed with setbacks. This building is asymmetrically massed with staggered corner pavilions above the seventh floor. The modest ornament on the upper floors consists of projecting square panels below the windows and paired lancet windows in each window bay at the setbacks (see view 35 of Figure 4.2-19). Above the base, some of the original three-over-three windows have been replaced with two-over-two windows. The loft building at 259-261 West 30th Street meets National Register Criterion A in the area of commercial/industrial history for its association with the fur and garment industry and Criterion C as a representative example of industrial loft architecture.

WEST SIDE JEWISH CENTER (S/NR-ELIGIBLE)

In 1924, Congregation Beth Israel built the West Side Jewish Center at 347 West 34th Street to house an auditorium, synagogue, classrooms and reading rooms, and a cellar gymnasium. Designed by Gronenberg & Leuchtag, it is a three-story limestone Romanesque Revival building (see view 36 of Figure 4.2-19). The focal point of the exterior design is a large, round-arched opening in the center of the façade. The archivolt of the arch is sculpted with two colonnettes whose forms are carried across the intrados of the arch as rounded ribs. A pedimented temple-front window is set within the arch, and stained glass is used for much of the glazing within the

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opening. At the building base, there is a double-arched entrance. Fluted colonnettes support the arch ribs, and stained glass is set in the tympanums above the entrance doors. The top floor is gabled and designed with a round-arched wall arcade, a round-arched corbelled cornice, and a sculpture group of two lions holding a Torah. Two arched stained glass windows are located on the west side of the building, overlooking an adjacent parking lot. The synagogue building meets National Register Criterion A for its association with the historical development of Hell's Kitchen and Criterion C for its architectural design.

FORMER MANHATTAN OPERA HOUSE (S/NR-ELIGIBLE, NYCL-ELIGIBLE)

Designed by William E. Mowbray to resemble an Italian palazzo, the former Manhattan Opera House at 311 West 34th Street was constructed between 1901 and 1907 for producer Oscar Hammerstein, who sought to compete with the Metropolitan Opera. The nine-story, brick-and-stone building is set on a two-story rusticated stone base that has five arched entrances (see view 37 of Figure 4.2-20). The main body of the building, in keeping with its original function as a performance space, is largely solid surface. There are, however, five bays of small windows in the center of the façade. On the sixth-floor, arched double-windows have stone colonnette mullions and stone tympanums, and stone balconies with decorative panels are located below each of the double-windows. The top portion of the building is designed as an attic story. In 1923, the building was altered for the New York Freemason group, the Ancient Accepted Scottish Rite of Free Masonry. Their name is still inscribed in the frieze above the base. A modern canopy is attached to the ground floor. The former opera house meets National Register Criterion A for its association with the historical development of Hell's Kitchen and Criterion C for its architectural design. LPC has determined that the former opera house also appears to be eligible for NYCL designation.

NEW YORKER HOTEL (S/NR-ELIGIBLE, NYCL-ELIGIBLE)

The New Yorker Hotel at 481-497 Eighth Avenue was constructed in 1928–1930 to designs by Sugarman & Berger. The bold massing of the 43-story, brick-and-stone building is the most significant feature of its design. Corner towers rise in a series of deep setbacks to the central tower, which has a form accented by deep light courts on each of its façades (see view 38 of Figure 4.2-20). On the north and south façades, there are two light courts that create a central pavilion flanked by the corner towers; on the Eighth Avenue façade, there is only one central light court. Most of the brick wall surface, above the stone base, is simply articulated with vertical bands of windows. Art Deco ornamentation is found in carved stone blocks at the parapet of each setback, in panels above the fourth-floor windows, and on the base. After having housed the national headquarters of the Holy Spirit Association for the Unification of World Christianity (Unification Church) for almost thirty years, the building now functions again as a hotel. It meets National Register Criterion A for its association with the commercial development around the original Pennsylvania Station and Criterion C for its architectural design. LPC has determined that the hotel building also appears to be eligible for NYCL designation.

MORGAN GENERAL MAIL FACILITY (S/NR-ELIGIBLE)

The ten- and six-story USPS Morgan General Mail Facility occupies the entire block bounded by Ninth and Tenth Avenues and West 29th and West 30th Streets. It is connected to the Farley Complex by a tunnel. Constructed in 1933 over part of the New York Central rail yards, the building is significant under Criterion C as one of many postal facilities built under a New Deal-

generated building program. James A. Wetmore, who was Acting Supervising Architect of the Public Works Branch of the U.S. Treasury Department at the time of the building's construction, is credited with its design. Set on a limestone base, the upper portion of the building is faced in tan brick and articulated with alternating piers and window bays (see view 39 of Figure 4.2-21). Art Deco details embellish the ten-story Ninth Avenue portion of the building. A frieze with a geometric relief pattern runs above the base, a belt course with a similar pattern runs above the eighth floor, and a cornice projects above the ninth floor. On the Ninth Avenue façade, the brick piers take the form of fluted pilasters. Sculpted eagles and carved floral blocks embellish the base. Over the main door is an ornamental bronze screen above a fixed transom window. There is a broken connection to a rail spur from the High Line at the Tenth Avenue façade.

FORMER FRENCH HOSPITAL (S/NR-ELIGIBLE)

Designed by Crow, Lewis & Wickenhaefer, the brick, stone, and terra cotta French Apartments building at 326-330 West 30th Street and 329 West 29th Street was formerly the French Hospital. The George A. Fuller Company constructed the 12-story, Classical Revival building in 1928–1929 for the French Benevolent Society, founders of the hospital. The building was the fourth non-sectarian hospital operated by the society. The hospital performed outpatient work and provided children's and maternity services, and the building included a residence and training school for nurses. The hospital building's primary (West 30th Street) façade is composed of a central portion set back from the street and two corner pavilions (see view 40 of Figure 4.2-21). A two-story projecting entrance pavilion is ornately designed with fluted Corinthian pilasters, windows with segmental pediments and tympanums carved with foliate designs, ornamental balconies, carved swags, and a balustrade. The words "Societe Française De Bienfaisance" are engraved in the frieze. Above the entrances to the corner pavilions are a carved sign that reads "Clinic Entrance" and a mortar and pestle set in a wreath. The building is ornamented with additional Classical Revival details. The West 29th Street façade is similar in design. The former hospital building meets Criterion C as an example of Classical Revival-style institutional architecture, and it may also meet Criterion A in the areas of health, medicine, and social history.

PENNSYLVANIA BUILDING (S/NR-ELIGIBLE, NYCL-ELIGIBLE)

Julius Tishman and Sons Incorporated built the 22-story Pennsylvania Building at 225 West 34th Street in 1924–1925. Located near Penn Station and in the center of the garment district, it originally housed insurance firms, garment businesses, trade organizations, real estate firms, and, on the ground floor, banks. Schwartz & Gross designed the building in a Byzantine style with upper-floor loggias and Moorish foliated arches. The three-story stone base has a large arched entrance framed with marble columns, two floors of showroom windows, elaborately carved stone panels and a frieze, and a cornice line of stepped pinnacle forms. A slightly projecting central bay rises almost the entire height of the building. Cornices of corbelled arches decorate the parapets of the upper setbacks. This building meets National Register Criterion A for its association with commercial development around the original Pennsylvania Station and Criterion C for its architectural design. LPC has determined that it also appears to be eligible for NYCL designation.

HOOVER BUILDING (S/NR-ELIGIBLE)

The Hoover Building at 501-507 Eighth Avenue is a 25-story Art Deco garment loft building. Designed by Chester James Storm, it was built in 1929–1930. Most of the building is clad in

light-colored brick and articulated with bays of three window columns flanked by brick piers. Brick spandrel panels provide some ornamentation to the shaft. Above the modernized ground floor, the four-story showroom base is clad in richly patterned terra cotta. The upper floors rise in a series of setbacks and are ornamented with Art Deco stone details and cornices of corbelled brick arches. This building is S/NR-eligible under Criterion A in the area of commerce/industry and under Criterion C in the area of architecture as an intact example of garment loft design.

*GARMENT CENTER HISTORIC DISTRICT (S/NR)**

Only a portion of the southernmost boundary of the large Garment Center Historic District is located within 400 feet of the project site. Overall, the large historic district includes part or all of 25 blocks in an area roughly bounded by Sixth Avenue on the east, Ninth Avenue on the west, West 35th Street on the south, and West 41st Street on the north. New York City's Garment Center (or Garment District) has been the heart of the city's, and also the nation's, garment industry since the years immediately following World War I. It also includes architectural remnants from an early tenement district later infamous as the city's "Tenderloin," an earlier incarnation of the Broadway theater district, and a publishing and printing district south and west of the New York Times tower in Times Square. Most buildings within the historic district are commercial with the most common type being the loft building, and most were constructed between 1896 and 1931, with some dating from earlier decades and others dating through the 1960s. The majority of loft and showroom buildings reflect the architectural trends of the 1920s and early 1930s. A typical 1920s loft building has a three- or four-story base, often clad in stone, with entrances and storefronts on the first story and bays of wide show windows above, and a brick-faced shaft with narrow windows in bays defined by brick piers and setbacks on the upper floors. Several garment center buildings of the immediate post-World War II era show the influence of post-War modernism. The Garment Center Historic District is significant under National Register Criterion A for its industrial and commercial history, and its social and immigrant history and under National Register Criterion C for its role in community planning and development, and also for its architectural history, in particular the development of the modern loft building, including the impact of New York City's 1916 zoning resolution which led to the creation of the typical "setback" building.

4.2.4 NO ACTION ALTERNATIVE

In the future, the status of historic properties could change. S/NR-eligible properties could be listed on the Registers, NYCL-eligible properties could be calendared for a designation hearing, and properties pending designation as Landmarks could be designated. It is also possible, given the project's completion year of 2015, that additional sites could be identified as historic properties and/or potential historic properties in this time frame.

Changes to the historic properties identified above or to their settings could occur irrespective of the proposed project. Future projects could also affect the settings of historic properties. It is possible that some historic properties in the APE could deteriorate, while others could be restored. In addition, future projects could accidentally damage historic properties through adjacent construction.

* This summary of the Garment Center Historic District is adapted from the *Garment Center Historic District National Register of Historic Places Registration Form* authored by Anthony Robbins.

Historic properties that are listed on the S/NR or that have been found eligible for listing are given a measure of protection under Section 106 of the NHPA from the effects of projects sponsored, assisted, or approved by federal agencies. Although preservation is not mandated, federal agencies must attempt to avoid adverse effects on such resources through a notice, review, and consultation process. Properties listed on the Registers are similarly protected against effects resulting from projects sponsored, assisted, or approved by State agencies under the SHPA. However, private owners of properties eligible for, or even listed on, the Registers using private funds can alter or demolish their properties without such a review process. Privately owned properties that are New York City Landmarks, in New York City Historic Districts, or pending designation as Landmarks are protected under the New York City Landmarks Law, which requires LPC review and approval before any alteration or demolition can occur, regardless of whether the project is publicly or privately funded. Publicly owned resources are also subject to review by the LPC before the start of a project; however, the LPC's role in projects sponsored by other City or State agencies generally is advisory only.

FARLEY COMPLEX

In the No Action Alternative as under the Preferred Alternative, USPS would continue to operate the main post office retail facility in the Farley Building, occupying approximately 265,000 square feet for its retail, administrative, and mail sorting functions. Major distribution activities, which have relocated to the Morgan Annex on Ninth Avenue, would not be reintroduced to the Farley Complex. It is expected that continued use and maintenance of portions of the Farley Complex for postal operations would not have any adverse effects on the historic property, as there would be no proposed changes to the property to accommodate the continuation of existing uses.

In addition, ESDC would redevelop the Western Annex to contain approximately 1,069,100 square feet of commercial space. The commercial redevelopment of the Western Annex would involve exterior changes to provide new commercial entrances and fenestration and interior reconfigurations, mechanical upgrades, and other changes to accommodate the new uses. As stipulated in the 2006 Programmatic Agreement, ESDC would take into account effects on the Farley Complex from the redevelopment and would assess any physical changes to the Farley Complex, in addition to the change in use, for adverse effects in consultation with OPRHP. It is expected that changes to the Farley Complex would conform to the Secretary of the Interior's Standards for the Treatment of Historic Properties (the SI Standards).¹

The SI Standards address four treatments—preservation, rehabilitation, restoration, and reconstruction—and are intended to provide guidance to historic building owners and building managers, preservation consultants, architects, contractors, and project reviewers prior to treatment. The Guidelines have been prepared to assist in applying the Standards to all project work and they pertain to both exterior and interior work on historic buildings. The U.S. Secretary of the Interior requires the application of the Standards in certain programs that the

¹ The Standards, revised in 1992, were codified as 36 CFR Part 68 in the July 12, 1995 Federal Register (Vol. 60, No. 133). The revision replaces the 1978 and 1983 versions of 36 CFR 68 entitled The Secretary of the Interior's Standards for Historic Preservation Projects. It is noted that another regulation, 36 CFR 67, focuses on "certified historic structures" as defined by the IRS Code of 1986. The Standards for Rehabilitation in 36 CFR 67 should always be used when property owners are seeking certification for Federal tax benefits. (http://www.nps.gov/history/hps/tps/standguide/overview/choose_treat.htm)

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Secretary administers through the National Park Service, such as the Federal Historic Preservation Tax Incentives program.

DEVELOPMENT TRANSFER SITE

Prior to the Preferred Alternative's Build year of 2015, work will have begun on relocating the subway entrance at the northwest corner of the development site from the street to an off-street location on the site. This subway relocation is part of the Access to the Region's Core project and will affect the retail building on the site and a portion of the public plaza. This project is not related to or caused by the Preferred Alternative and it will not affect any historic properties.

AREA OF POTENTIAL EFFECT

In the APE, there are four projects planned for completion by 2015. An approximately 200,000-square-foot hotel will be constructed at 325 West 33rd Street, across the street from the Farley Complex and adjacent to the former J.C. Penney Company building. The second project is a residential building that will be constructed at the southwest corner of West 31st Street and Eighth Avenue, across West 31st Street from the Farley Complex. In addition, in the background condition the USPS will continue to consolidate operations at the modern Morgan General Mail Facility Annex, and Amtrak will undertake infrastructure upgrades to the Penn Station Service Building.

POTENTIAL DIRECT EFFECTS

The continued consolidation of postal functions at the Morgan Annex will not have adverse effects on historic properties. The Annex is a modern building and there will be no effects on the adjacent S/NR-eligible Morgan General Mail Facility. In addition, the consolidation of postal functions at the Morgan Annex was assessed in the 2006 FEIS and addressed in the 2006 USPS FONSI for the transfer of the Farley Complex to ESDC.

The infrastructure upgrades to the Penn Station Service Building being undertaken by Amtrak separately from the proposed Moynihan Station Development project would not be expected to result in adverse effects to the Service Building. Amtrak is consulting with SHPO concerning the infrastructure upgrades.

The two development projects located in the APE are located close enough to the Farley Complex to potentially cause adverse, construction-related effects to the historic property from ground-borne construction-period vibrations, falling debris, subsidence, collapse, or damage from construction machinery. The planned hotel could also cause adverse construction-related effects to the former J.C. Penney Company building.

There are two mechanisms to protect buildings in New York City from potential damage caused by adjacent construction. All buildings are provided some protection from accidental damage through New York City Department of Building (DOB) controls that govern the protection of any adjacent properties from construction activities, under Building Code Section 27-166 (C26-112.4). For all construction work, Building Code Section 27-166 (C26-112.4) serves to protect buildings by requiring that all lots, buildings, and service facilities adjacent to foundation and earthwork areas be protected and supported in accordance with the requirements of Building Construction Subchapter 7 and Building Code Subchapters 11 and 19.

The second protective measure applies to New York City Landmarks, properties within New York City Historic Districts, and National Register-listed properties. For these structures, DOB

TPPN #10/88 applies. *TPPN #10/88* supplements the standard building protections afforded by Building Code C26-112.4 by requiring a monitoring program to reduce the likelihood of construction damage to adjacent New York City Landmarks and National Register-listed properties (within 90 feet) and to detect at an early stage the beginnings of damage so that construction procedures can be changed. With these required measures, adverse construction-related effects to the Farley Complex would be avoided.

For the former J.C. Penny Company building, which has been determined eligible for listing on the Registers but is a non-designated or listed historic property, construction of the planned hotel could potentially result in construction-related effects to the historic property. The former J.C. Penny Company building would be afforded limited protection under DOB regulations applicable to all buildings located adjacent to construction sites (C26-112.4); however, since it is not a New York City Landmarks or listed National Register property, it would not be afforded special protections under *TPPN #10/88*. Additional protective measures afforded under *TPPN #10/88* would only become applicable if the property was designated or listed in the future prior to the initiation of adjacent construction. If the historic property is not designated or listed, it would not be subject to *TPPN #10/88* and may, therefore, be adversely affected by adjacent development.

POTENTIAL INDIRECT EFFECTS

The two projects located in the APE would not have adverse visual or contextual effects on the Farley Complex or on other historic properties. They would add to the density of development surrounding the Farley Complex, but they would not block views of the Farley Complex or significantly alter its setting. The existing setting of the Farley Complex includes an open rail yard and buildings of various heights, styles, bulk, and uses. Similarly, the two planned projects would not significantly alter the setting of other historic properties located in the APE.

4.2.5 POTENTIAL IMPACTS OF THE PREFERRED ALTERNATIVE

FARLEY COMPLEX

As described in Chapter 3, “Project Alternatives,” the Preferred Alternative includes constructing a new train station in the Farley Building, developing the Western Annex and portions of the upper floors of the Farley Building with commercial space, and extensively restoring the Farley Complex’s exterior. USPS would continue to maintain space in the Farley Complex for postal retail operations, administration, and mail distribution. The design of Moynihan Station would be similar to the design of the station as proposed and analyzed in the 1999 Environmental Assessment and the 2006 FEIS and Environmental Assessment. As part of the environmental review in 2006, SHPO indicated in a letter dated July 28, 2006, pursuant to the Section 106 process, that no adverse effects were expected from the conceptual design of the project provided that designs continued to be developed in consultation with SHPO. At that time, a Programmatic Agreement was also prepared in accordance with Section 800.14 of the Section 106 Regulations to establish a process for evaluating the effects on the Farley Complex and adjacent historic properties caused by the project, which could not be fully assessed at the time, and to ensure the long-term preservation of the Farley Complex’s historic significance. However, since the Preferred Alternative includes modifications to the formerly analyzed design of the train station (which include different concepts for the Intermodal Hall, a modified plan for access from the USPS retail lobby to the train concourse, and new plans for the Farley Building

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moats) the analysis below assesses whether there are new or different effects to the Farley Complex from the Preferred Alternative. SHPO has reviewed the conceptual design of the Preferred Alternative and, based on that review, does not expect that any significant adverse effects would result to the Farley Complex from the Preferred Alternative provided that designs continue to be developed in consultation with SHPO, as indicated in a letter dated January 5, 2010 (see Appendix 2 for the SHPO letter).

MOYNIHAN STATION AND USPS FACILITIES

The proposed station design consists of an expanded and widened West End Concourse, an Intermodal Hall enclosed with a glass and metal roof, a train concourse in the location of the Farley Building atrium under a new glass and metal roof, at-grade Eighth Avenue station entrances through the corner pavilions, continued USPS use, mechanical upgrades, partial removal of the moats, and a comprehensive restoration program of the Farley Complex exterior that includes restoration and replacement of the terra cotta cresting. In addition, the Preferred Alternative includes removing the remaining elements of the existing cobra-head lighting system and installing an exterior lighting system that is more compatible with the building's historic character and similar to the new lighting system on the Eighth Avenue facade. As all designs would be developed in consultation with SHPO in accordance with the amended Programmatic Agreement, no adverse effects are expected. The specific station and USPS elements of the redevelopment program and their potential effects are described below.

Train Concourse and Waiting Area

As was contemplated in 1999 and 2006, a new large train concourse and waiting area would be constructed in the Farley Building interior atrium at the existing basement level (which is at the grade of Eighth Avenue). To construct the concourse, the non-original mezzanine, the original floor of the work room, and a portion of the basement floor would be removed so that the space would have greater height. Above, there would be a new, glazed roof. As currently contemplated, the existing roof system would be removed and the new roof would be a vault with a light metal structure that would rise above the roof line of the Farley Building but that would not be visible from the street (see Figures 3-6 and 3-7 in Chapter 3, "Project Alternatives). (The 2006 FEIS also assessed a scenario that contemplated the complete removal of the existing roof system and the construction of a new roof that rose above the level of the Farley Building roof parapet.) Removing and replacing the original roof would create a grand and sky-lit interior space. The brick-faced upper floor sections of the atrium facades would be restored, while the lower levels (which correspond to the walls of the existing work room floor and the basement) would have new surface finishes, as was contemplated in the 2006 FEIS and Environmental Assessment.

Design features of the station would establish a visual connection from the train concourse to the West End Concourse and the track level for passengers and would provide natural light to the platforms through escalator openings. Stairs and escalators would lead down from the Intermodal Hall (described below) to the train concourse and would provide a visual connection between the two station areas. There would be vertical connections from the train concourse to the platforms below. Restaurants, retail space, train passenger services, circulation corridors, and open seating are planned for the perimeter of the train concourse and waiting area.

As with the project assessed in 2006, the train concourse would not result in any adverse effects on the Farley Building. Although an original element of the Farley Building would be removed, the work room roof has never been visible to the public, it has been altered over time, most

significantly through the removal of original glazing, and the new roof would create a more open and light-filled train concourse. All new train concourse construction—new roof, ticketing windows, storefronts, and interior finishes—would be designed in consultation with ESDC, MSDC and SHPO to be compatible with the building’s historic character. Further, the Preferred Alternative would create a publicly accessible space within the Farley Building atrium, an area of the building that is not currently open to the public.

Intermodal Hall

The Preferred Alternative includes an Intermodal Hall between the Farley Building and the Western Annex in the location of the midblock loading area on West 33rd Street. The existing roof over the loading area would be removed and the Intermodal Hall would be covered with a new glass and metal roof. The design and height of the new roof have not been determined but it would be a vault that would not rise above the Farley Complex’s existing roof parapet (see Figure 3-7 in Chapter 3, “Project Alternatives”). The Intermodal Hall would extend south to about the midpoint of the building, and a more narrow corridor lined with retail would continue to West 31st Street, thereby protecting more of the original building fabric created at the time of Annex construction. (The 1999 Environmental Assessment, the 2006 FEIS, and the 2006 Environmental Assessment analyzed an Intermodal Hall that ran the full width of the Farley Complex and was covered with a new roof that rose above the roof height of the Farley Complex. In addition, the Intermodal Hall analyzed in the 1999 Environmental Assessment removed midblock sections of the Farley Complex’s north and south facades. Those alterations would not be made under the Preferred Alternative.) Together with the train concourse described above, the Intermodal Hall is meant to reference the layout, design, and feeling of the original Pennsylvania Station, and it would provide a grand midblock entrance to the station from West 33rd Street.

The primary intercity station entrance, which would be ADA compliant, would be through the Intermodal Hall on West 33rd Street. This entrance would use the existing, arched truck exits located in the midblock façade section of the Farley Complex and, as currently contemplated, the metal window framing and grills within the arches would be removed. The portion of the moat adjacent to the Farley Building corner pavilion would be filled in and the existing pedestrian entrance into the corner pavilion would be retained. An area for taxi pick-ups and drop-offs would be located at the West 33rd Street entrance and the sidewalk adjacent to the Western Annex would be narrowed to create a lay-by lane. A secondary entrance to the Intermodal Hall would be located midblock on West 31st Street and the new building entrance would be through the existing three arched window openings. It is currently contemplated that portions of the metal window framing would be removed within the arches. The section of the moat adjacent to the West 31st Street entrance would be filled in and a new stairway would be created to the new midblock entrance. The existing pedestrian entrance into the Farley Building corner pavilion on West 31st Street would be renovated to provide ADA access. Each midblock entrance would have modern glass and metal canopies that would be largely freestanding with minimal ties to the facades. Overall, these entrance designs, which are similar to those assessed in the 2006 FEIS, would preserve the midblock façade sections and the midblock corner pavilions of the Farley Building and Western Annex.

Inside, the Intermodal Hall would have stairs and escalators to the train concourse that would be located at a lower level, and there would be a passage between the Intermodal Hall and the USPS retail lobby on Eighth Avenue. The remaining portion of the original west façade of the Farley Building (found within the loading area off West 33rd Street and above the elevation of

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the existing roof) would be preserved and restored. While the interior volume of the loading area would be retained, the finishes and columns would not. New construction within the Intermodal Hall would be modern but would be referential to the original design of the Farley Building's west facade in terms of scale and detailing. A new glass and metal roof would crown the Intermodal Hall. The new roof would not affect the remaining portion of the original west façade of the Farley Building.

Overall, it is not expected that the Intermodal Hall would have adverse effects on the Farley Complex. It would be located within the existing space of the loading area and would be designed to minimize the removal of masonry on the West 33rd and 31st Streets facades. In addition, the new roof would be located below the existing roof parapet of the Farley Complex and would not be visible from the surrounding streets, unlike the proposed roof that was assessed in the 2006 FEIS. The final design of the Intermodal Hall, including the passage to the USPS retail lobby, would be developed in consultation with SHPO as stipulated in the amended Programmatic Agreement to ensure that it is compatible with the historic character of the Farley Complex.

Eighth Avenue Station Entrances and Moats

To provide access to the station from Eighth Avenue, new at-grade entrances would be constructed at the corner pavilions. There have been no modifications to the plans for the new entrances as assessed in the 2006 FEIS. The new entrances would be installed on each side of the monumental stairs at the corner moats in order to separate station users from USPS pedestrian traffic, which would continue to enter at the colonnade level. The stone walls bordering the moat would be removed to allow for regrading and access to the entrances. Some form of architectural treatment, such as a special paving, would be explored to mark the location of the removed walls if requested by SHPO. Existing windows on the corner pavilions' Eighth Avenue façades would be widened to create ADA-compliant sidewalk level station entrances below the existing domed niches. These new entrances would be wider than the existing windows and they would be marked by metal and glass canopies. The canopies would have minimal connections to the building facade. The new entrances would be planned to be clearly identifiable as leading to the station, while minimized in terms of width and height and visibility of the canopies as much as practicable. The new entrances would be designed in consultation with SHPO and no adverse effects are expected to result from them.

USPS Truck Access

Creation of the Intermodal Hall would replace the existing truck entrances on West 33rd Street, and truck access through the Ninth Avenue arches would be discontinued. In addition, the existing row of exterior loading bays on West 31st Street adjacent to the new midblock station entrance would not be retained. To provide truck access into the Western Annex, the Preferred Alternative includes replacing all of the West 31st Street loading bays with a new interior loading area in the same location. (In addition to an interior loading area, the project assessed in the 2006 FEIS included a ramp to a below-grade loading area.) It is expected that the reconstruction of the loading bays within the building and removal of the flanking masonry walls would not have an adverse effect on the Farley Complex, because the opening for the new loading area would correspond to the location of the existing loading bays. Although the existing, original metal canopy above the loading bays may be removed, the new entrance to the loading area would not remove masonry from the façade above the loading bays or from the

flanking corner pavilions. In addition, the reconfigured loading bays would be designed in consultation with SHPO.

Continued USPS Use

A key component of the project is the continued USPS use of the retail lobby. In addition, it is currently contemplated that USPS would continue to use some upper floor administrative offices in the Farley Building and in the Western Annex, loading areas in the Western Annex, and the tunnel connecting the Farley Complex to the USPS Morgan General Mail Facility and Annex. As mentioned above, a new passage would be created between the historic postal retail lobby and the new station through the side lobby at the north end of the retail lobby. (The project plan assessed in the 2006 FEIS also included a passage from the retail lobby to the new station through the side lobby at the south end of the retail lobby.) As currently contemplated, the postal museum in the north side lobby would remain in the Farley Building, but possibly would be moved to the side lobby at the south end of the retail lobby, at the discretion of the USPS. The transitional area between the north side lobby and the station would be designed in consultation with SHPO and compatibly designed with the historic interior spaces of the Farley Building. As a result, adverse effects would not be expected from creation of the transitional area between the historic USPS public spaces and the station. In addition, if it is determined that any project-related work is needed within the retail lobby, side lobbies, or rotundas, such work would be done in consultation with SHPO and in a manner that would not result in adverse effects to those historic spaces, as stipulated in the 2006 USPS MOA.

If the USPS determines to restore the retail lobby, the side lobbies, the flanking rotundas including the Lozowick murals, and the public stairs, independently of the Preferred Alternative, the restoration of those spaces would be subject to Section 106 review by USPS prior to its undertaking, in accordance with the 2006 USPS MOA.

Mechanical Upgrades

The Preferred Alternative would remove and replace the remaining old mechanical systems in the Farley Building. Although the removal of equipment was not determined to be an adverse effect in the 1999 Environmental Assessment, the 2006 Environmental Assessment and FEIS, or the 2006 Programmatic Agreement, the plans for the removal of these systems will developed in consultation with SHPO in accordance with the amended Programmatic Agreement, since the 1999 EA determined that some of the original mechanical equipment could be found to be historic.

Eighth Avenue Subway Improvements

The below-grade subway connector at West 33rd Street would be reconfigured to improve pedestrian circulation and access between Penn Station, the Farley Building, and the Eighth Avenue subway. This part of the project would not affect any historic components of the Farley Building.

Summary

Overall, it is expected that development of the proposed Moynihan Station would not have any adverse effect on the Farley Complex. Design elements that would avoid or minimize the potential for adverse effects include efforts made to limit the removal of masonry, design of the Intermodal Hall and train concourse roofs so that they would not be visible from the surrounding streets, the clear differentiation between new and historic building components, and treatment of significant interior spaces in a manner sensitive to the original architectural design. Additional project elements that would have beneficial effects on the Farley Complex include continued

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USPS use of portions of the building, an extensive restoration program of the Farley Complex exterior (described below), and adaptive reuse of the historic building as a station designed to reference the former Pennsylvania Station with a light-filled and spacious train concourse and Intermodal Hall.

As mentioned above, SHPO has indicated in a letter dated January 5, 2010, that no significant adverse effects are expected to be caused to the Farley Complex, assuming the final design is developed in consultation with SHPO. Therefore, the amended Programmatic Agreement, like the 2006 Programmatic Agreement, will establish a process for continued Project review with SHPO and for evaluating the effects on the Farley Complex caused by the Project. In order to ensure that the Project will not cause adverse effects to the Farley Complex and to ensure compatibility with the historic character of the building, under the amended Programmatic Agreement the final design for Moynihan Station will be developed in consultation with SHPO. SHPO's design review will cover, among other things: the Intermodal Hall; the new entrances on West 31st and 33rd Streets, including the new stair on West 31st Street and treatment of the arched openings and canopies; treatment of the remaining original section of the Farley Building's west façade (that will become the east wall of the Intermodal Hall) and the corresponding new west wall of the Intermodal Hall; the train concourse and roof; station-related retail spaces; the interior connection between the station and the USPS north side lobby; new Eighth Avenue entrances and canopies; treatment of the Postmaster's Office; removal of the moat along Eighth Avenue and in front of the West 31st and 33rd Street entrances; and treatment of other building elements that may be determined to have historic interest. As a result, no adverse effects are expected.

NON-STATION REDEVELOPMENT

Redevelopment of the Farley Complex

Under the Preferred Alternative, as in the No Action Alternative, the Western Annex and portions of the Farley Building would be redeveloped with commercial uses, with some space retained for USPS use. The commercial uses would include a boutique hotel, retail uses, and a banqueting facility, as described in Chapter 3, "Alternatives." The new commercial uses (which are the same as those assessed in the 2006 FEIS) would be consistent with the overall adaptive reuse project, in which Moynihan Station is a key component and the USPS would have a continued presence in the building. In addition, the design plans for the new commercial spaces will be developed in consultation with SHPO, as would the appropriate adaptive reuse of the Postmaster's Office. Therefore, the expanded commercial uses and a new hotel use would not be expected to have adverse effects on the Farley Complex.

The Preferred Alternative includes several physical alterations to the Western Annex, which are the same as assessed in the 2006 FEIS. To accommodate the needs of the retail tenants, new entrances would be inserted into the Ninth Avenue corner pavilions through the existing arched windows and the existing West 33rd Street pedestrian entrance lobby (including the deteriorated Lebrun mural) would be removed or reconfigured for the new interior spaces. In accordance with the 2006 MOA between USPS, ESDC, and SHPO, the Lebrun mural will be graphically and photographically documented by USPS prior to removal. The Preferred Alternative also includes a pedestrian passage linking Ninth Avenue to the Intermodal Hall. There would be escalators to a corresponding passage on the level below that would connect with the train concourse and waiting areas. The design and height of the passages are still being determined, but they would be flanked with retail uses. Entrance to the pedestrian corridor would be through

the Ninth Avenue arches, which would be modified from truck entrances into an inviting pedestrian portal. As currently contemplated, the existing metal grills within the arched openings would be removed.

Inserting a pedestrian passage/courtyard through the Western Annex would not be expected to have an adverse effect on the Farley Complex, because the interior spaces are undistinguished, utilitarian back-of-the-house facilities and typical office spaces, and the passageway would enhance the Moynihan Station design by creating visual links between the Intermodal Hall and Ninth Avenue. In addition, it is expected that the new entrances through the Ninth Avenue arches and Ninth Avenue corner pavilions would be compatibly designed with the building's historic character. Construction of the passageway would follow a construction protection plan developed and implemented in consultation with SHPO to avoid adverse physical effects to adjacent portions of the Farley Complex. Further, the passageway and entrances would be designed in consultation with SHPO to ensure compatibility with the architectural character of the building. Therefore, it is not expected that redevelopment of the Western Annex would have an adverse effect on the historic character of the Farley Complex.

Farley Complex Moats

The redevelopment of the Farley Complex also includes alterations to the moats in addition to those described above to accommodate the new station entrances on Eighth Avenue and West 33rd and West 31st Streets. The remaining moat sections along the north and south sides of the Farley Building would be used for retail and/or restaurant space at the concourse level, which is similar to what was assessed in the 2006 FEIS. To create these spaces, the existing floor level of the moats would be lowered and enclosures would be constructed above the moats. These enclosures would be slightly taller than the existing moat walls, which would be retained although small sections of the walls adjacent to the new station entrances on West 33rd and West 31st Streets may be removed. Lowering the moat levels would reveal more of the building's base. It is expected that some of the existing windows within the moats would be reused as entrances to the new retail/restaurant spaces. It is also possible that an escalator and stair bank between the Moynihan Station train concourse and lower concourse would be located within the eastern end of the north moat adjacent to the Farley Building; under this scenario, there would still be an enclosed retail area within the remaining portion of the north moat. The new enclosures, and possibly the new escalator and stair bank, would alter the Farley Building's relationship to the street, but since the alterations to the moats would be designed in consultation with SHPO, it is not expected that there would be adverse effects to the historic property. In addition, the moat adjacent to the Western Annex on West 33rd Street would be filled in with mechanical equipment located below street level, where an expanded sidewalk would be created.

Central Mechanical Plant

The Preferred Alternative (like the project assessed in the 2006 FEIS) includes the construction of a new central mechanical plant and cooling tower on the roof of the Western Annex. The new plant will be designed in consultation with SHPO to limit its visibility from the surrounding streets in order to avoid adverse visual effects on the Farley Complex.

RESTORATION PROGRAM

A comprehensive and detailed exterior restoration program for the Farley Complex is a primary objective of the Preferred Alternative. In general, the restoration program is expected to include: cleaning and repointing the granite façades; restoring the terra cotta cresting and replacing it

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where missing or heavily damaged; replacing the existing copper roof in kind; restoring the existing wood window sashes on the Farley Building or replacing them as needed; replacing the fifth floor aluminum windows with new aluminum sash; replacing louvers with new windows designed to match original windows; installing new granite where missing or damaged, or where required at new openings, using salvaged granite from other parts of the building when possible; replacing the existing cobra-head light fixtures with more appropriate lighting; and removing the existing non-original bulkheads on the Farley Complex. The Eighth Avenue façade was recently restored under the auspices of ESDC and MSDC.

Proposed Station and Non-Station Commercial Signage

A signage program for Moynihan Station and the new non-station commercial users within the Farley Complex would be implemented as part of the Preferred Alternative, although the details for such a program have not been determined. Therefore, to avoid adverse effects to the Farley Complex, a signage program would be designed in consultation with SHPO, as stipulated in the amended Programmatic Agreement.

FEDERAL HISTORIC PRESERVATION TAX INCENTIVES

It is expected that an application for Federal Historic Preservation Tax Incentives would be pursued for the Preferred Alternative. In order to qualify for the tax incentives, the Preferred Alternative would have to be reviewed by SHPO and the National Park Service (NPS) to ensure that the rehabilitation of the Farley Complex would achieve the appropriate preservation standards and the Preferred Alternative would follow the SI Standards (described above).

CONCLUSIONS

As noted above, it is expected that the Preferred Alternative would not have adverse effects on the Farley Complex. The architectural design of the new station spaces, commercial facilities, and the pedestrian corridor would be modern, but in accordance with the amended Programmatic Agreement—to be entered into by the FRA, ESDC, MSDC, PANYNJ, SHPO, the conditionally designated developer, and, if it elects to participate, the Advisory Council—the final design would be developed in consultation with SHPO to ensure compatibility with the historic character of the building. In addition, construction protection measures would be developed and implemented in consultation with SHPO to avoid adverse effects on the Farley Complex exterior and the interior spaces to be preserved as part of the Preferred Alternative. Further, the adaptive reuse project and the restoration program would have overall beneficial effects on the Farley Complex.

ESDC has presented the preliminary conceptual design for the Preferred Alternative to SHPO and has consulted with SHPO with respect to that design. Based upon information received as a result of such consultation and discussions, SHPO has indicated in a letter dated January 5, 2010 that no adverse effects are expected to be caused to the Farley Complex as noted above. Moreover, the final design of the Preferred Alternative would be developed in consultation with SHPO, to ensure that such design is compatible with the historic character of the Farley Complex and to ensure that currently unresolved details of the project would not have adverse effects on the Farley Complex. The framework for this ongoing consultation process will be set forth in the amended Programmatic Agreement.

DEVELOPMENT TRANSFER SITE

As described in Chapter 3, “Alternatives,” the Preferred Alternative would also involve the development of a 1.1 million-gross-square-foot building on the Development Transfer Site by the conditionally designated developer. Constructed using a portion of the Farley Complex’s unused development rights, the building would be a mixed-use structure. The transfer of development rights across Eighth Avenue is proposed to preserve the Farley Complex’s architectural integrity. There are no architectural resources located on the Development Transfer Site and, therefore, there would be no adverse effects to historic properties.

As currently envisioned, the Development Transfer Site building would be massed above a four-story base with three components of various heights. A portion of the proposed building could rise from the street without setbacks to a height of up to 720 feet, which is approximately 30 feet shorter than One Penn Plaza adjacent to the east. The tallest portion would be located on West 34th Street. On West 33rd Street the illustrative building would be approximately 460 feet tall. The shortest section would also front on West 33rd Street, where the building would rise to a height of approximately 140 feet. The new development is expected to have a modern design.

AREA OF POTENTIAL EFFECT

The former J.C. Penney Company building and the former William F. Sloan Memorial YMCA are located close enough to the Farley Complex (within 90 feet) to potentially experience adverse construction-related effects. Therefore, to avoid inadvertent construction damage from ground-borne vibrations, falling debris, collapse, or subsidence, a construction protection plan would be developed and implemented in consultation with SHPO. The plan would follow the recommendations of *TPPN #10/88*, which include “a monitoring program to reduce the likelihood of construction damage to adjacent historic structures and to detect at an early stage the beginnings of damage so that construction procedures can be changed.” With implementation of the construction protection plan, no adverse effects are expected in connection with the construction of the Preferred Alternative. Redevelopment of the Farley Complex would not have adverse physical effects on any of the other historic properties in the study area, as they are all located more than 90 feet from the project site, outside the range of potential construction damage.

The new building on the Development Transfer Site would not have adverse physical effects on historic properties. There are no historic properties located within 90 feet of the site, close enough to experience inadvertent construction damage from ground-borne construction-period vibrations, subsidence, collapse, or other accidental damage.

The Preferred Alternative would not result in adverse visual or contextual effects on surrounding historic properties. The new Moynihan Station and the commercial uses in the Farley Complex would be in keeping with the largely transportation and commercial character of the study area. While new glass and metal roofs covering the Intermodal Hall and train concourse would be new features on the project site, they are not expected to be visible from the surrounding streets. As noted above, the new rooftop mechanical plant would be designed to limit its visibility. Therefore, the Intermodal Hall and train concourse roofs and the new mechanical plant would not have an adverse visual or contextual effect on surrounding historic properties, which occupy an area characterized by a variety of structures of various sizes, materials, uses, and design.

The new building on the Development Transfer Site is not expected to have adverse visual or contextual effects on architectural resources. It would be in keeping with the high-rise mixed-use

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character of the study area and would be similar in height, massing, and general design to One Penn Plaza. The proposed building would not eliminate or screen significant publicly accessible views of a historic property, isolate a historic property from or alter its visual relationship with the streetscape, or introduce an incompatible visual element to a historic property's setting. Although the new building would eliminate some existing views of the Farley Complex from the public plaza on the Development Transfer Site, the Farley Complex would continue to be prominent in views on Eighth Avenue, and there would be no adverse effects to the Farley Complex. *