

BUS TERMINAL REPLACEMENT PROJECT

**PORT AUTHORITY OF NEW YORK & NEW JERSEY
FINAL SCOPING REPORT**

1/21/2021

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ABBREVIATIONS

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

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Executive Summary

The Port Authority of New York & New Jersey (PANYNJ) is proposing to replace the existing Port Authority Bus Terminal (PABT) with a new Replacement Facility (Replacement Facility) and associated infrastructure, accompanied by private development to assist in funding the project. These elements are collectively denominated as the Bus Terminal Replacement Project (the “Proposed Project”). A Replacement Facility is necessary because the existing PABT has significant operational constraints that prevent accommodating current bus size and weight, resulting in the inability to meet forecasted increases in demand. Further, the existing Terminal is an aging building structure and systems that require on-going maintenance and short-term fixes.

PANYNJ intends to seek federal funding for the Proposed Project from the Federal Transit Administration (FTA). Such a request triggers an environmental review of the proposal pursuant to the National Environmental Policy Act (NEPA), with FTA serving as lead federal agency. Consistent with NEPA and FTA regulations, PANYNJ—as the Project Sponsor—undertook a planning-level scoping process (sometimes called “early scoping”), which precedes the formal FTA environmental review. The purpose of this process is to engage the public prior in order to identify any issues/concerns and help refine the proposal, thus facilitating the later formal federal process. Because the documents and actions described in this report were all planning-level, that nomenclature will not be unnecessarily repeated herein.

As part of early scoping, PANYNJ engaged stakeholders in the region—including New York City, New York State, and New Jersey elected officials, government agencies, community boards, bus carriers, civic organizations, commuters, local residents and other interested members of the public. PANYNJ issued a Draft Scoping Document to solicit comment principally on Project Purpose and Need, Goals and Objectives of the Project, potential alternatives to the Replacement Facility, criteria to screen alternatives, the advanced alternatives, the framework for environmental analysis, and further public outreach and coordination.

This Final Scoping Report provides a synopsis of the process and evaluations undertaken, including: an analysis of the need for the Proposed Project; a description of two independent projects that were under consideration at the beginning of the process; the identification of 13 alternatives; a description of Goals and Objectives; a presentation of two “fatal flaw” criteria that had been developed to screen these 13 alternatives; the screening down to three potential options by the application of the two “fatal flaw” criteria; the principal comments on the Draft Scoping Document; and the resultant development by PANYNJ—based on stakeholder input and further analysis—of a third “fatal flaw” criterion and substantial modifications to the initially proposed Build-in-Place Alternative. This enhanced alternative includes constructing a new terminal at the location of the existing PABT and an integrated adjunct building to the immediate west of the terminal to accommodate 1) additional bus storage and staging operations and 2) pick-ups and drop-offs by Curbside Intercity buses that now operate in the

vicinity of the existing terminal. An intercity bus service is a public transportation service using buses to carry passengers significant distances between different cities, towns, or other populated areas. Unlike a transit bus service, which has frequent stops throughout a city or town, an intercity bus service generally has a single stop at one location in or near a city, and travels long distances.

THE PUBLIC PROCESS

The public process included four public meetings (two each in New York City and New Jersey), with extensive public notice and outreach, at which approximately 358 persons attended.

PANYNJ issued the Draft Scoping Document on May 23, 2019 and held two sets of concurrent public meetings in New York City and New Jersey, one on July 10 and the other on September 5, 2019.

At each of the meetings, oral testimony was received using a public or private stenographer (at the choice of the commenter). Written comments were received for 120 days, until the close of business on September 18, 2019 (including by mail, email or a webform). The scheduling and location of public meetings was intended to be convenient for the working population either before they left New York City or as soon as they arrived in their home communities (both New Jersey locations were accessible from NJ TRANSIT bus routes).

The public meetings held on July 10 had an open house component from 4:00 PM to 8:00 PM with presentations describing the Proposed Project at 4:30 PM and 7:00 PM in both the New York City and New Jersey locations. To better accommodate commuters, PANYNJ modified the time for the public meeting held in New Jersey on September 5; the public meetings had an open house component from 4:00 PM to 7:30 PM in New York City and 5:00 PM to 8:30 PM in New Jersey with presentations at 4:30 PM and 6:00 PM in New York City and 6:00 PM and 7:15 PM in New Jersey.

Overall, about 242 elected officials, government agencies, community boards, civic organizations, and individuals submitted comments—orally and/or in writing.

PREVIOUS STUDY EFFORTS & SCREENING OF POTENTIAL ALTERNATIVES

NEPA requires the development and analysis of a No Action Alternative and a range of any reasonable Build Alternative(s) as part of the environmental review process. The identification of potential alternatives for the Proposed Project started during PANYNJ's planning initiatives and public outreach between 2013 and 2018. This process culminated in the assembly of 13 potential alternatives, characterized as an Initial Long List of Alternatives, and the formulation of a screening process based on the Proposed Project's purpose and need, as well as associated goals and objectives. Appendix D summarizes the initial screening of the Long List of Alternatives.

Below is a summary of previous study efforts completed between 2013 and 2018:

- **MIDTOWN BUS MASTER PLAN (2013-2015):** Through interagency meetings and coordination with the Board, the Midtown Bus Master Plan (MBMP) study considered many alternatives, including rehabilitation of the existing terminal, shifting the terminal out of midtown (to New Jersey), and relocating it. A replacement terminal within Midtown Manhattan was determined to be the best locational option, specifically with frontage along Ninth Avenue. A series of alternatives were developed to meet the study's six goals and objectives, with the resultant 5 concepts presented to the PANYNJ Board in March of 2015.
- **INTERNATIONAL DESIGN & DELIVERY COMPETITION (2016):** With feedback received following the Midtown Bus Master Plan Study, PANYNJ welcomed creative international submittals to recommend a world-class bus terminal design. The parameters of the D&D competition were to envision a terminal on Ninth Avenue, building off the outcomes of the Midtown Bus Master Plan study. Of the 15 entries, a short list of 5 concepts was presented to the public through videos and at PANYNJ Board presentations. Throughout the study, the PANYNJ made all background materials available to the public.
- **BUILD-IN-PLACE FEASIBILITY STUDY (2017):** In 2016, the D&D Competition Panel of experts made a recommendation to explore a terminal on the footprint of the existing PABT. Further, with 2017-2026 Board authorization and having received feedback from the community and commuters about the desire to maintain connectivity to the many transit transfer opportunities available at Eighth Avenue, this study was advanced to explore this concept. It concluded that it would be feasible, and that the Build-in-Place concept should be advanced to the next phase of analysis and that further study would be required to determine design and construction approach.

The 13 potential alternatives for the Proposed Project that comprised the Long List of Alternatives identified varying potential locations for siting of the bus terminal – in the current PABT footprint, Ninth Avenue, Eleventh Avenue and New Jersey (see Figure 2-3). The Long List of Alternatives' associated storage and staging could be accommodated through a combination of options including: a separate bus storage and staging facility; storage and staging within the new terminal; and/or the use of property owned or leased by the PANYNJ. Detailed descriptions of each of the Long List of Alternatives is provided in Appendix D.

A two-part screening process was applied to the Long List of Alternatives. The fatal flaw screen identified any of the Long List of Alternatives that could not meet the projected peak hour demand of arriving and departing buses in 2040 and/or would result in significant use of private property (a key consideration of the local community). The second part of the preliminary screening process addressed the alternatives remaining after the Fatal Flaw screen, and developed a third fatal flaw criterion to screen those remaining alternatives based on public comment (see Appendix D).

The initial 13 alternatives were screened down to three potential alternatives based on these two “fatal flaw” criteria; the following alternatives were advanced:

- The Build-in-Place Alternative, which would replace the current terminal at its same location;
- The Perkins Eastman Design and Deliverability (D&D) Alternative, which would place all operations at the lower levels of the Jacob K. Javits Center Convention Center (Javits Center); and
- The Regional Plan Association (RPA) Alternative, which would locate commuter operations at a rehabilitated terminal at the present location and intercity bus operations and storage and staging in a portion of the lower level of the Javits Center.

There were extensive comments on the Proposed Project, including the need for a Replacement Facility, the “fatal flaw” screening criteria, the three advanced alternatives, and the Goals and Objectives that had been developed for any needed further screening of alternatives. The comments reinforced the need for a Replacement Facility and supported the “fatal flaw” criteria. However, a number of commenters, focusing on the Goals and Objectives relating to accessibility and proximity of the terminal to connecting transportation systems, advocated that the screening process should take greater account of the need to provide seamless passenger connectivity from a new Facility to the Eighth Avenue mass transit options—the destination for many passengers—in order to avoid lengthening passenger travel time, and the corollary impacts on the community from the resultant influx of pedestrians on already crowded local sidewalks and streets.

DEVELOPMENT AND APPLICATION OF NEW “FATAL FLAW” CRITERION

Based on this public comment, PANYNJ developed a third “fatal flaw” screening criterion: maintaining the present seamless passenger connectivity to the Eighth Avenue mass transit options and pedestrian accessibility to those options and midtown. This criterion, when applied to the three remaining alternatives, eliminated the Perkins Eastman D&D and RPA Alternatives due to the Javits Center’s isolation from Eighth Avenue mass transit and midtown and the concomitant significant shortcomings described above. Although the RPA Alternative was screened out by this criterion, PANYNJ drew significantly from concepts advanced by RPA (see below) to improve the remaining Build-in-Place Alternative.

There was strong support for the Build-in-Place Alternative—particularly by locally elected officials and agencies—but a number of these and other commenters asserted that this alternative should incorporate two concepts that PANYNJ had been considering as separate and independent from, and not part of, the Proposed Project. The first was construction of a facility that would accommodate bus storage and staging operations that are not now in the terminal and that utilize local streets and surface lots. The second was inclusion in the

Replacement Project of Curbside Intercity buses that currently utilize neighborhood streets for pick-ups and drop-offs.¹ Commenters emphasized that incorporating these surface lot and curbside operations into a Replacement Facility would reduce bus traffic and resultant congestion and bus idling on local streets, which in turn would reduce vehicular emissions.

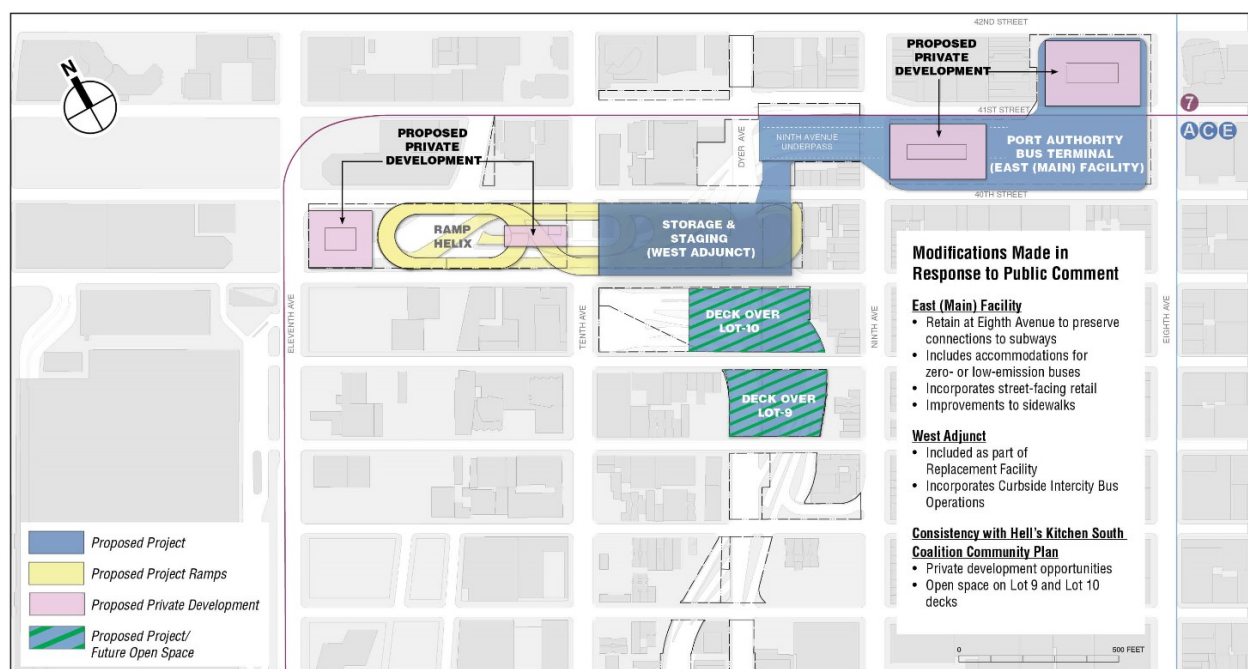
THE ENHANCED BUILD-IN-PLACE ALTERNATIVE

Informed by these comments, PANYNJ determined that a facility for the provision of additional bus storage and staging and the accommodation of Curbside Intercity buses that operate in the vicinity of the terminal would no longer be considered as separate, independent projects, but would be incorporated into the Replacement Facility Project. In formulating the design of the Enhanced Build-in-Place Alternative (see Figure ES-1), PANYNJ drew on two creative concepts that had been advanced by RPA in its alternative: the concept of utilizing a different facility for intercity buses to provide redundancy and resiliency to the transit network, and to have that different location serve as "swing space" during construction of the new PABT. Employing those concepts and after conducting further design and analysis, PANYNJ proposes in this Final Scoping Report a substantially enhanced Build-in-Place Alternative that would:

- Rebuild the existing terminal at its same location, adding a Ninth Avenue underpass (the East [Main] Facility);
- Expand this facility west to connect to a new building between Ninth and Tenth Avenues and between West 39th and West 40th Streets (the West Adjunct) that would accommodate 1) additional bus storage and staging operations, and 2) pick-ups and drop-offs by Curbside Intercity buses that operate in the vicinity of the terminal (the Curbside Intercity buses that would be accommodated in the Replacement Facility do not include charter, tour-bus or jitney services); and
- Place new ramps between Tenth and Eleventh Avenues on Galvin Plaza.

¹ The Curbside Intercity buses that would be accommodated in the Replacement Facility do not include charter, tour-bus or jitney services.

FIGURE ES-1. ENHANCED BUILD-IN-PLACE ALTERNATIVE



Source: WSP (2020)

The locations of the East Facility and West Adjunct would maintain the present passenger connectivity to the Eighth Avenue mass transit options and pedestrian accessibility to that mass transit and to midtown.

The West Adjunct would initially be used as a “temporary” terminal for commuter bus operations during the construction of the new East Facility. This would allow the new terminal to be built from the ground up, rather than “top-down” as previously contemplated, thereby shortening the construction period. Once the East Facility is constructed, the West Adjunct would be repurposed for bus storage and staging and for the accommodation of intercity buses. The enhanced build in place alternative, derived from public input, affords the Port Authority the opportunity for phased construction, therefore provides the commuter a smoother experience during construction due to the addition of the West Adjunct.

The Replacement Facility would incorporate state-of-the art technology in its design to improve passenger experience, maximize operational efficiencies and foster sustainability. This approach is consistent with Port Authority policies at its facilities. For example, the Port Authority is implementing an all-electric bus fleet for regular shuttle service at its airports. Further, the Port Authority is also implementing a Clean Construction Program at all facilities, one of the most ambitious programs of its kind among U.S. transportation agencies, that will reduce carbon emissions throughout the design and construction processes.

Consistent with its environmental stewardship approach, PANYNJ will seek to maximize the use of electric-powered buses (i.e., low or zero-emission buses) to reduce emissions in the community and in the Replacement Facility. The Port Authority will coordinate with NJ TRANSIT as that agency works towards replacement of its diesel-fueled buses with zero-emission (i.e., electric) buses starting in 2024; as of 2032, all new buses purchased must be zero-emission. The Facility design will provide for the installation of electric charging infrastructure to support the conversion by carriers to electric buses. The PANYNJ will explore rate structures that incentivize such conversions. The NJ TRANSIT fleet conversion is governed by a strategy for reducing Energy Consumption and Emissions from the Transportation Sector, including encouraging electric vehicle adoption, electrifying transportation systems, and leveraging technology to reduce emissions and miles traveled.

The Proposed Project, which would now incorporate additional bus storage and staging and Curbside Intercity buses, as well as public amenities, is substantially more expensive than the initial Build-in-Place concept. To help offset these increased costs and make the Proposed Project fiscally practicable, PANYNJ will need financing and/or funding from a variety of sources in addition to its Capital Plan(s), including: revenues generated by the new development; contribution of Payment In Lieu Of Taxes (PILOTs) subject to an agreement with the City of New York, following the model of the Empire Station General Project Plan ^{2,3}; and potential financial assistance sought from the FTA or other government sources.

The private development would comprise four towers built entirely on PANYNJ properties in the vicinity of the Proposed Project, consistent with present as-of-right zoning (three commercial and one mixed-use retail/residential). The Proposed Project also contemplates open space/green space, widened sidewalks, and retail uses. Open space/green space would be provided on two blocks: Lot 9, between 37th Street and 38th Street and Ninth Avenue and Tenth Avenue and Lot 10, between 38th Street and 39th Street and Ninth Avenue and Tenth Avenue. Sidewalks are expected to be widened in the vicinity of the Replacement Facility, with enhanced retail opportunities in adjacent buildings. The composition of the residential components of the mixed-use tower is yet to be determined and will be evaluated during the environmental review process.

The enhanced Build-in-Place Alternative, which is described in detail in this Final Scoping Report, would be the Locally Preferred Alternative to be advanced by PANYNJ in the NEPA environmental review process. The adverse impacts of Covid-19 on the Port Authority's revenues and the necessary revisions to the Port Authority Capital Plan are currently under review.

² Modified Supplement to the Empire Station General Project Plan:
https://esd.ny.gov/sites/default/files/20170123_Modified_Supplement_to_GPP_Moynihan.pdf

³ Empire Station Final Amended General Project Plan:
https://esd.ny.gov/sites/default/files/MSDC_GPP_attachmentsA_D.pdf

1 Introduction

1.1 REPORT INTRODUCTION AND OUTLINE

PANYNJ is planning to replace the existing PABT and intends to seek federal funding from the FTA to support construction of the Project. Approvals by federal agencies such as the FTA are subject to environmental review under NEPA, and the FTA is serving as the NEPA lead agency. NEPA and its implementing regulations (40 C.F.R. §§ 1500-1508) and the FTA's *Environmental Impact and Related Procedures* (23 C.F.R. §771) require federal agencies to consider the reasonably anticipated environmental impacts of their actions, including direct, indirect, and cumulative effects. The early scoping has been completed in accordance with 23 C.F.R. §450.318, with extensive solicitation of public input on the Proposed Project, its Purpose and Need, Goals and Objectives, and potential alternatives and the screening thereof.

The environmental review will be conducted through either an Environmental Assessment (EA) or an Environmental Impact Statement (EIS), depending on the severity of the potential impacts. That determination will be made by the FTA. The environmental review in either form would study the environmental impacts of the Proposed Project (and any reasonable alternative(s)) and identify appropriate mitigation measures and any adverse impacts that could not be avoided. The NEPA environmental review would also conform, as applicable, with the guidelines and methodologies established under the New York State Environmental Quality Review Act (SEQRA) and New York City Environmental Quality Review (CEQR), so that the environmental review could be used for any decision making by state and/or local agencies from which discretionary permits or approvals are required. The need for the Uniform Land Use Review Procedure (ULURP) process will be determined as the concept design progresses.

This Final Scoping Report contains the following sections:

- **SECTION 2.0 – SUMMARY OF THE DRAFT SCOPING DOCUMENT** – This section summarizes the principal elements of the Draft Scoping Document: the existing PABT and its operations; the need for the Proposed Project; the independent projects being considered by PANYNJ that were not part of the Proposed Project; the 13 alternatives identified on the Long List of Alternatives for the Proposed Project; the development of screening criteria; and the application of the two initial “fatal flaw” criteria to those 13 alternatives.⁴
- **SECTION 3.0 – THE PLANNING-LEVEL SCOPING PROCESS** – This section describes this process.
- **SECTION 4.0 – THE PRINCIPAL PUBLIC COMMENTS ON TRANSPORTATION ELEMENTS OF THE PROPOSED PROJECT** – This section summarizes the principal comments on the Draft Scoping Document relating to the transportation components of the Proposed Project and the

⁴ The Draft Scoping Document should be reviewed for details on these subjects.

relevant Goals and Objectives, the development and application of a third “fatal flaw” criterion based on public comment, and on the scope of environmental review.

- **SECTION 5.0 – PRIVATE DEVELOPMENT AND RELATED ISSUES** – This section summarizes the comments on the Draft Scoping Document relating to the private development contemplated for the Proposed Project and related issues.
- **SECTION 6.0 – THE RESULT OF THE PRE-PLANNING SCOPING PROCESS: THE ENHANCED BUILD-IN-PLACE REPLACEMENT FACILITY** – This section describes the enhancements to the initially proposed Build-in-Place Alternative that is the Locally Preferred Alternative to be advanced by PANYNJ in the environmental review process.
- **SECTION 7.0 – ENVIRONMENTAL ANALYSIS FRAMEWORK** – This section describes the methodologies proposed to be used to assess the Proposed Project's potential social, economic, and environmental impacts.
- **SECTION 8.0 – AGENCY AND PUBLIC COORDINATION** – This section describes the public and agency participation program for the Proposed Project.

The following appendices are provided to support information contained in this Final Scoping Report:

- **Appendix A:** Summary of Comments and Responses on the Draft Scoping Document
- **Appendix B:** Documentation of the Public Outreach Process
- **Appendix C:** Materials of the Public Outreach Process
- **Appendix D:** Bus Terminal Replacement Alternatives Development and Public Engagement

2 Summary of the Planning-Level Draft Scoping Document

This section recaps the principal aspects of the Draft Scoping Document, and notes where aspects of the Proposed Project described in that document have been modified due to public comment received.

2.1.1 The Existing terminal and operations

The PABT, located on the west side of Manhattan, was first opened for service in 1950 and last underwent major expansion in 1981, when its capacity was increased by 50 percent with the addition of the North Wing. The terminal building occupies approximately one and one-half city blocks between West 40th and West 42nd Streets and between Eighth and Ninth Avenues. Ramps connecting the PABT to the Lincoln Tunnel are located to the west and south, spanning Galvin Plaza and Dyer Plaza; the 41st Street underpass (Greyhound tunnel) affords access to the tunnel.

The PABT is one of the major Midtown Manhattan transportation hubs. It connects regional/commuter and intercity bus service to 12 New York City Transit (NYCT) subway lines and 5 NYCT bus routes and offers pedestrian access to some of Manhattan's densest employment locations.

Figure 2-2 shows the regional transportation network serving travel between New Jersey and the Manhattan central business district (i.e., Manhattan below West 60th Street).

The PABT serves an estimated 260,000 passenger trips on a busy weekday, which comprises approximately 23 percent of trans-Hudson trips entering or exiting the Manhattan central business district.⁵ The PABT hosts routes for daily commuters throughout New Jersey, eastern Pennsylvania, and the Lower Hudson Valley. It also accommodates intercity bus services to and from locations such as upstate New York, New England, the Mid-Atlantic and Canada. The PABT does not currently service Curbside Intercity buses that drop off and pick up from neighborhood streets; nor does it service charter, tour-bus or jitney services, which are not considered to be Curbside Intercity bus services.

The PABT has historically provided for bus storage and staging in the terminal together with nearby surface lots (owned or leased by PANYNJ). Bus storage entails midday bus parking and storage for multiple hours between the AM peak period from 6:00 – 10:00 AM and PM peak period from 4:00 – 8:00 PM. peak period. Only a portion of the fleet is optimally stored in Manhattan because operators still need to balance fleets (e.g., NJ TRANSIT returns most of its fleet to New Jersey, so buses are available if an issue occurs with trans-Hudson accessibility). Operators also have midday passenger service requirements, bus maintenance needs, and emergency service contingencies. Bus staging is the short-term dwelling of buses waiting to enter

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

the PABT (dwell time of less than an hour; typically, 20 minutes) whereby the bus cannot be left unattended; the bus driver must remain with the bus except for short breaks for personal need.

Terminal efficiency has been improved (and bus traffic on city streets reduced) by recent bus gate reassignments and tighter regulation of the supply of buses and of bus movements inside the terminal, combined with additional surface bus parking spaces. However, the use of surface lots for storage and staging remains necessary.

FIGURE 2-1 EXISTING PORT AUTHORITY BUS TERMINAL FACILITY



Source: WSP (2020)

FIGURE 2-2 TRANSPORTATION NETWORK BETWEEN NEW JERSEY AND THE MANHATTAN CENTRAL BUSINESS DISTRICT



Source: WSP (2020)

2.1.2 The functional Operations and capacity constraints at the existing terminal

A Replacement Facility is necessary because the existing PABT has significant operational constraints that prevent accommodating current bus size and weight, resulting in the inability to meet forecasted increases in demand. Further, the existing Terminal is an aging building structure and systems that require on-going maintenance and short-term fixes. The current facility is functionally obsolete based on;

- Lack of flexibility and capacity to support forecasted growth in bus demand;
- Current bus size and weight standards; and
- Americans with Disabilities Act (ADA) requirements.

Double-decker buses or a greater number of longer articulated buses cannot be accommodated in much of the terminal given its height restrictions and tight internal roadway geometries.

In addition, the passenger experience within the PABT, passenger environment (e.g., ticketing areas, gates and queuing areas, and restrooms), and aesthetic features (e.g., building design and wayfinding features)—even with recent improvements by PANYNJ—have failed to keep pace with the revitalized character of the surrounding Times Square, Hell's Kitchen, and Hudson Yards neighborhoods, and are unfitting for a gateway transit facility for the nation's largest city. The PANYNJ has committed over \$375 million in the 2017-2026 Capital Plan toward interim improvements, including a Quality of Commute Program to address today's most critical needs in the existing terminal building, while a new PABT facility replacement project is advanced and delivered, including: building systems improvements, communications enhancements, and improvements in operational reliability. However, these measures do not and cannot address the fundamental functional and operational deficiencies of the PABT facility (such as wayfinding and real time schedule and gate updates). Accordingly, a new modern facility is needed to alleviate the need for continuous and substantial capital investments to maintain the existing outdated PABT facility.

The Port Authority developed a trans-Hudson travel demand forecast in 2013 to support planning efforts at the Port Authority Bus Terminal, the PATH system, and other Port Authority facilities. This forecast was developed using a project-specific model based on the 2005 Base Year version of the New York Metropolitan Transportation Council's New York Best Practice Model (NYBPM). This project-specific model incorporated updates to NYMTC's approved regional employment forecast, which had been adopted in the midst of the recession in 2011, to reflect the latest economic data and forecasts available in 2013. It also included substantial updates to NYMTC's transit networks in New Jersey, in order to reflect the most current information used at the time by New Jersey Transit and the North Jersey Transportation Planning Authority. It is anticipated that future stages of this environmental analysis will include updated forecasts and appropriate documentation.

2.1.3 Increasing bus and passenger demand

The growth in bus demand to the PABT facility has been robust, and passenger activity at the bus terminal has been growing rapidly. The PANYNJ trans-Hudson travel demand forecast from 2013, which utilized a customized version of the New York Metropolitan Transportation Council's New York Best Practice Model (NYBPM), indicated that passenger activity at the PABT would rise to 337,000 per day (30 percent) by 2040.

Based on data and projections by PANYNJ Planning in coordination with bus operators, the increase to 337,000 passengers per day represents about 41,000 evening peak hour riders (5:30 PM to 6:30 PM). With an average occupancy of about 40 passengers per bus (given differences in bus sizes and with higher occupancy for evening peak hour commuter and intercity departures), this results in a projection of about 1,000 peak-hour buses. If the PABT is not replaced, the projected bus demand would worsen conditions on area roadways, which could result in a shift to auto, creating more congested conditions on the approach roadways, Hudson River crossings and Manhattan streets.

The strong, long-term growth in bus ridership is paralleled by projected growth across all transit modes in the trans-Hudson transportation network, much of which is also currently operating at or near capacity. On October 22, 2015, PANYNJ's Board of Commissioners authorized a *Trans-Hudson Commuting Capacity Study*⁶ (the Capacity Study) to evaluate a range of strategies for meeting and managing the anticipated increases in trans-Hudson commuter demand to 2040, to inform its deliberations on conceptual planning for replacement of the PABT.

The fundamental premise of the Capacity Study is that the transportation network that accommodates trans-Hudson commuter demand is an integrated system, as opposed to a series of stand-alone corridors, facilities, and services. Accordingly, the Capacity Study provides an updated overview of that system that takes into account potential investments in physical transportation infrastructure, operational changes to existing transit services, implementation of emerging technologies, and modifications to public policy – and the prospects for their implementation in the timeframe for planning and implementing a PABT replacement project.

The *Trans-Hudson Commuting Capacity Study* demonstrated that opportunities to shift bus passengers to other modes are limited, given the geographic distribution of regional residences and the constraints of the regional transit networks. This confirms that, despite capacity additions planned throughout the network and efficiencies afforded by advances in technology, a Replacement Facility is required.

⁶ Trans-Hudson Commuting Capacity Study - Summary Report:
https://www.panynj.gov/content/dam/bus-terminals/Trans-Hudson_Commoting_Capacity_Study-Summary_Report_9-21-16.pdf

In sum, the existing PABT facility has significant capacity and operational constraints and cannot meet projected increases in demand. It is aging and obsolete, is constrained to use surface lots for necessary bus storage and staging and does not accommodate Curbside Intercity buses.

2.1.4 Consideration of potential initiatives with independent utility

Contemporaneously with planning for the Proposed Project, PANYNJ was also considering several concepts independent and separate from replacement of the PABT; these were not part of the Proposed Project.

Curbside Intercity buses, which pick up and drop off on local streets in the vicinity of the terminal, do not utilize the PABT; this is due in part to different business and fiscal plans, as well as regulatory constraints (bus operators cannot be compelled to use the facility under the present regulatory regime). PANYNJ was evaluating a potential separate project to accommodate Curbside Intercity buses, which could have proceeded with or without the Proposed Project.

As noted above, the existing PABT accommodates some storage and staging, with the remainder being accommodated on surface lots in this area owned by PANYNJ. Developing a separate bus storage and staging facility, potentially at Galvin Plaza, was being considered as a separate project, which would lessen the need to rely on surface lots. This project could have proceeded with or without the Proposed Project.

PANYNJ was also evaluating the Hell's Kitchen South Coalition Neighborhood Plan⁷ (HKSC Concept), a concept that would utilize overbuilding on the Replacement Facility and value capture to provide new planning and community connectivity. The plan notes that private development of PANYNJ lands could transform these properties into neighborhood assets, including street-facing retail, commercial and residential development, subway access improvements and pedestrian friendly open spaces. As with the two potential initiatives above, the PANYNJ evaluation of this conceptual plan was independent and not part of the Proposed Project.

As discussed below, the Project now proposed as a result of the scoping process contains these previously independent elements.

2.1.5 Identification of potential alternatives and development of screening criteria

NEPA requires the development and analysis of a range of reasonable alternative(s) as part of environmental review; a "No Action Alternative" is a required part of the environmental review. PANYNJ assembled an initial Long List of Alternatives based on planning initiatives that were performed between 2013 and 2018 (described in Appendix D). The initial Long List of Alternatives was assembled using several sources, including the Midtown Bus Master Plan study, PANYNJ International D&D competition, and feedback from the community and commuters. A total of 13 alternatives was initially considered in the Long List Alternatives. This Long List of Alternatives

⁷ Hells Kitchen South Coalition, "Neighborhood Plan" (p. 4-17) May 2019. Source: https://cbmanhattan.cityofnewyork.us/cb4/wp-content/uploads/sites/10/2020/04/hksc_neighborhood_plan_20190531-compressed.pdf

included options for the new bus Replacement Facility to be sited in varying locations—in the current PABT footprint, at Ninth Avenue, at Eleventh Avenue, and in New Jersey (see Figure 2-3). The 13 alternatives provided for different combinations of options to accommodate some intercity buses and storage and staging, including a separate bus storage and staging facility; storage and staging within the new Replacement Facility; and/or the use of property owned or leased by PANYNJ.

NEPA requires the development and analysis of a No Action Alternative and a range of any reasonable Build Alternative(s) as part of the environmental review process. The identification of potential alternatives for the Proposed Project started during PANYNJ's planning initiatives and public outreach between 2013 and 2018. This process culminated in the assembly of 13 potential alternatives, characterized as an Initial Long List of Alternatives, and the formulation of a screening process based on the Proposed Project's purpose and need, as well as associated goals and objectives. Appendix D summarizes the initial screening of the Long List of Alternatives.

Below is a summary of previous study efforts completed between 2013 and 2018:

- **MIDTOWN BUS MASTER PLAN (2013-2015):** Through interagency meetings and coordination with the Board, the Midtown Bus Master Plan (MBMP) study considered many alternatives, including rehabilitation of the existing terminal, shifting the terminal out of midtown (to New Jersey), and relocating it. A replacement terminal within Midtown Manhattan was determined to be the best locational option, specifically with frontage along Ninth Avenue. A series of alternatives were developed to meet the study's six goals and objectives, with the resultant 5 concepts presented to the PANYNJ Board in March of 2015.
- **INTERNATIONAL DESIGN & DELIVERY COMPETITION (2016):** With feedback received following the Midtown Bus Master Plan Study, PANYNJ welcomed creative international submittals to recommend a world-class bus terminal design. The parameters of the D&D competition were to envision a terminal on Ninth Avenue, building off the outcomes of the Midtown Bus Master Plan study. Of the 15 entries, a short list of 5 concepts was presented to the public through videos and at PANYNJ Board presentations. Throughout the study, the PANYNJ made all background materials available to the public.
- **BUILD-IN-PLACE FEASIBILITY STUDY (2017):** In 2016, the D&D Competition Panel of experts made a recommendation to explore a terminal on the footprint of the existing PABT. Further, with 2017-2026 Board authorization and having received feedback from the community and commuters about the desire to maintain connectivity to the many transit transfer opportunities available at Eighth Avenue, this study was advanced to explore this concept. It concluded that it would be feasible, and that the Build-in-Place concept should be advanced to the next phase of analysis and that further study would be required to determine design and construction approach.

As explained in the Draft Scoping Document, PANYNJ had identified 13 potential alternatives for the Proposed Project (characterized as the Long List of Alternatives). The Long List of Alternatives

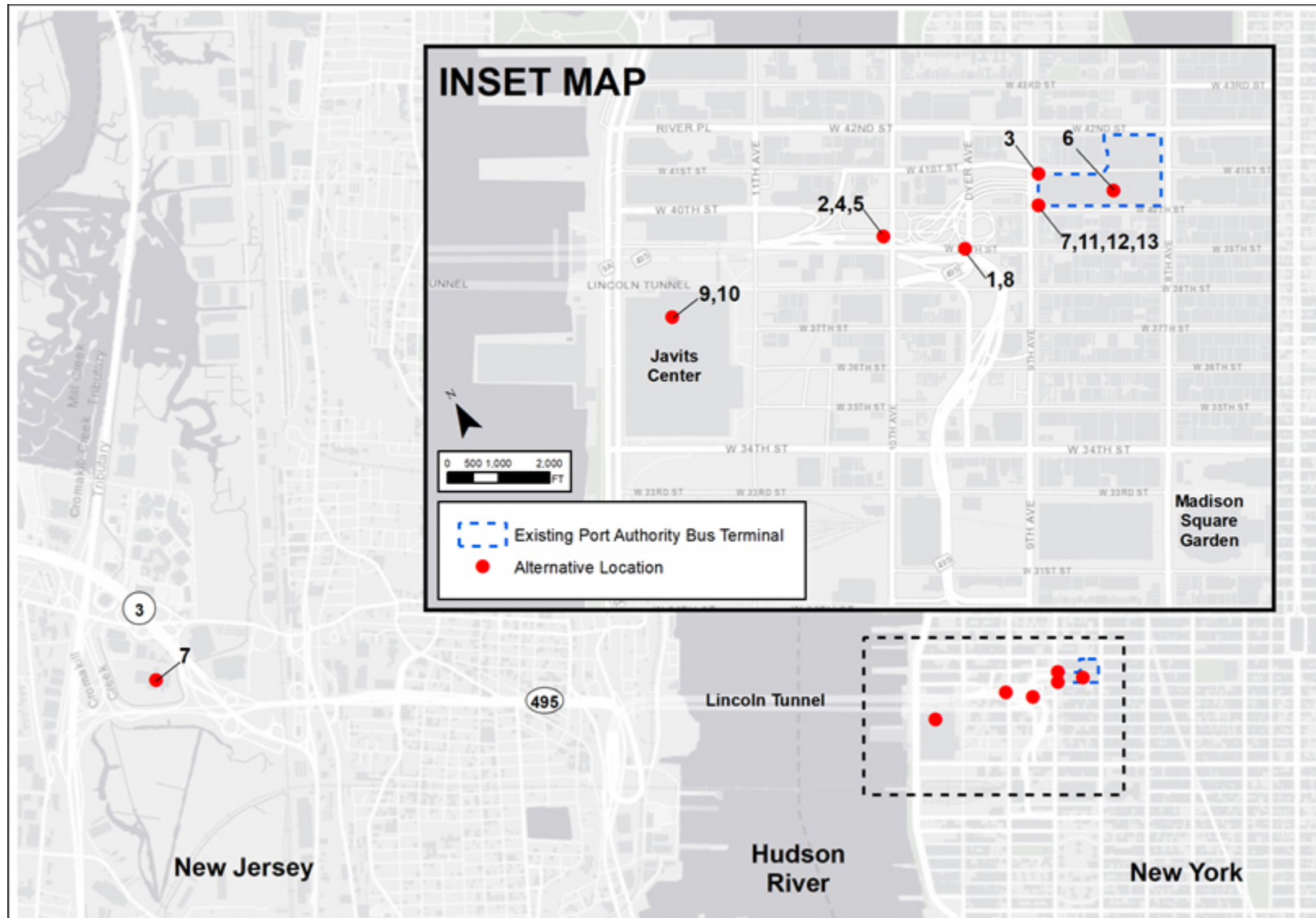
identified varying potential locations for siting of the bus terminal – in the current PABT footprint, Ninth Avenue, Eleventh Avenue and New Jersey (see Figure 2-3). The Long List of Alternatives' associated storage and staging could be accommodated through a combination of options including: a separate bus storage and staging facility; storage and staging within the new terminal; and/or the use of property owned or leased by the PANYNJ. Detailed descriptions of each of the Long List of Alternatives is provided in Appendix D.

A two-part screening process was applied to the Long List of Alternatives. The fatal flaw screen identified any of the Long List of Alternatives that could not meet the projected peak hour demand of arriving and departing buses in 2040 and/or would result in significant use of private property (a key consideration of the local community). The second part of the preliminary screening process addressed the alternatives remaining after the Fatal Flaw screen, and developed a third fatal flaw criterion to screen those remaining alternatives based on public comment (see Appendix D).

To evaluate whether any of the Long List of Alternatives (or other alternatives that might be identified during the scoping process) would satisfy the Purpose and Need, PANYNJ developed two sets of screening criteria. These criteria were based in large measure on community outreach that had been conducted by PANYNJ with elected officials, community boards, and civic groups before issuing the Draft Scoping Document and, as described below, were the subject of public comment to further inform PANYNJ with respect to their importance and applicability.

The screening discussed in the Draft Scoping Document was based on two “fatal flaw” criteria. The first criterion was the need to meet a minimum threshold of providing capacity for forecasted peak-hour arriving and departing buses (combination of commuter and intercity buses) utilizing the PABT. The terminal currently serves roughly 860 peak-hour arriving and departing buses. The forecast for the year of 2040 passenger demand projects that, accommodating for bus occupancy rates, approximately 1,000 peak-hour arriving and departing buses would be needed. Thus, to avoid being screened out, an alternative would need to be able to accommodate this number of buses.

FIGURE 2-3 LONG LIST OF ALTERNATIVES LOCATION MAP



Source: WSP (2019)

The second fatal flaw was avoidance of the use of private property. Based on the prior outreach conducted by PANYNJ, it was made evident that the substantial use of private property (i.e., acquisition that would change the utility of a property through demolition or restrictions on access) would be inconsistent with community character and neighborhood cohesion. The act of significant private property taking via the use of eminent domain by the PA was opposed at the outset of public outreach by the local community.

To facilitate screening of alternatives that passed this “fatal flaw” screening, PANYNJ formulated six Goals and supporting Objectives (see Table 2-1). The supporting Objectives further defined the Goals and afford specific and measurable means to evaluate potential alternatives.

TABLE 2-1 GOALS AND OBJECTIVES

GOALS	OBJECTIVES
1. Improve Trans-Hudson bus operations	<ul style="list-style-type: none"> a. Provide direct linkages to Lincoln Tunnel portals. b. Create linkages to bus storage and staging to optimize operations and minimize impact to local streets. c. Accommodate larger buses and new bus technologies.
2. Improve the passenger experience within the Terminal	<ul style="list-style-type: none"> a. Utilize sustainable building design technologies or practices that enhance environmental performance. b. Incorporate State of the Art building design, communications, and passenger amenities (e.g., gates and queuing areas, ticketing, restrooms, and waiting areas) to promote ease of use and reliability of the passenger experience. c. Foster safety and security improvements in terms of design, operations, and site location.
3. Provide seamless passenger accessibility	<ul style="list-style-type: none"> a. Maintain or improve connections to transportation systems currently accessible from PABT, in particular NYCT subway and bus, and other modes including bicycle networks, as practicable. b. Maintain or improve pedestrian accessibility between the PABT and traveler origins and destinations. c. Enhance passenger experience and flows within and around the new bus Facility. d. Minimize impacts to bus passengers during construction.
4. Strive to achieve consistency with local and regional land use plans and initiatives	<ul style="list-style-type: none"> a. Integrate with West Midtown development projects. b. Provide opportunity for civic space and local retail opportunities. c. Maintain regional economic vitality. d. Integrate with urban fabric and respect community character. e. Minimize Impacts to local community during construction.
5. Develop a project that optimizes life-cycle costs	<ul style="list-style-type: none"> a. Minimize capital cost. b. Minimize operating and maintenance costs. c. Create ability to temporarily close portions of the Facility during off-peak operating hours. d. Allow for phased construction and early initiation of operations. e. Minimize need to build temporary facilities. f. Minimize construction timeframe. g. Provide private development opportunities on PANYNJ properties.
6. Reduce the impacts of bus services on the built and natural environment	<ul style="list-style-type: none"> a. Reduce bus idling, unnecessary bus circulation, and traffic impacts on local city streets. b. Reduce bus vehicle miles travelled on city streets. c. Reduce bus idling within the facility.

Source: WSP 2020

As discussed below, based on comments and input from stakeholders on certain of these Goals and Objectives and the three alternatives that passed the two “fatal flaw” criteria, a third “fatal flaw” criterion was developed for screening of those alternatives.

2.1.6 Application of the initial “fatal flaw” criteria to the long list of alternatives

As detailed in the Draft Scoping Document, the two “fatal flaw” criteria were applied to each of the 13 alternatives on the Long List of Alternatives. Of these 13 alternatives, four were considered fatally flawed and screened out because they did not provide sufficient capacity to meet projected demand. See Table 2-2. As shown in Table 2-3, of the nine alternatives that passed the first fatal flaw analysis, six required acquisition of private property and were eliminated from further consideration. The three remaining alternatives were the Build-in-Place, Perkins Eastman D&D, and RPA Alternatives. Figures 2-4, 2-5, and 2-6 identify these alternatives.

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

Fatal Flaw Screening #1	1	2	3	4	5	6	7	8	9	10	11	12	13
	Arcadis D&D	Archilier D&D	Build-in-Place	Combined Galvin & Dyer	Galvin Only	HTC D&D	NJ Terminal w/Bus Shuttle	Pelli Clarke Pelli D&D	Perkins Eastman D&D	RPA Terminal Under Javits	Westward Exp. from South Wing	Westward Expansion of Shifted South Wing w/ Dyer Storage	Westward Expansion of Shifted South Wing w/ Galvin Storage
2040 PM peak-hour bus trips (capacity)	965	1,208	1,060	1,134	856	1,134	966	659	1,259	1,430	1,183	1,074	1,074

Does not meet threshold of ~1000 trips/peak period

Meets threshold of ~1000 trips/peak period

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

Fatal Flaw Screening #2	2	3	4	6	9	10	11	12	13
	Archilier D&D	Build-in-Place	Combined Galvin & Dyer	HTC D&D	Perkins Eastman D&D	RPA Terminal Under Javits	Westward Exp. from South Wing	Westward Expansion of Shifted South Wing w/ Dyer Storage	Westward Expansion of Shifted South Wing w/ Galvin Storage
Utilizes currently owned Port Authority real estate and avoids private property acquisition	No	Yes	No	No	Yes	Yes	No	No	No

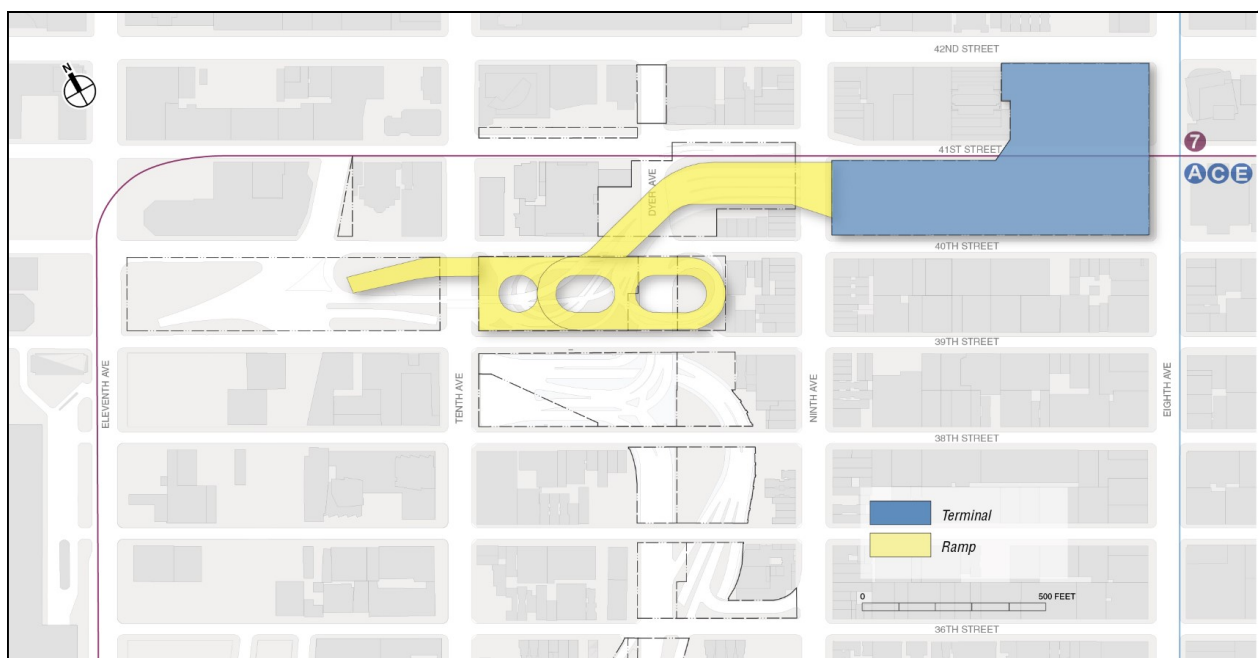
Requires private property acquisition

Avoids private property acquisition

Build-in-Place Alternative (Alternative 3)

The Build-in-Place Alternative proposed in the Draft Scoping Document would rebuild the bus terminal within all or part of the existing PABT footprint. A new Ninth Avenue underpass would provide a direct connection from the Lower Level to the Lincoln Tunnel network, taking buses off the street. This alternative would accommodate intercity buses that currently use the terminal plus forecasted demand of these buses, but would not accommodate curbside intercity buses. This alternative would provide for storage and staging within the terminal structure or by a combination of on-site and off-site locations, and ensure that the use of city streets by these buses would not increase.

FIGURE 2-4 BUILD-IN-PLACE ALTERNATIVE (ALTERNATIVE 3)

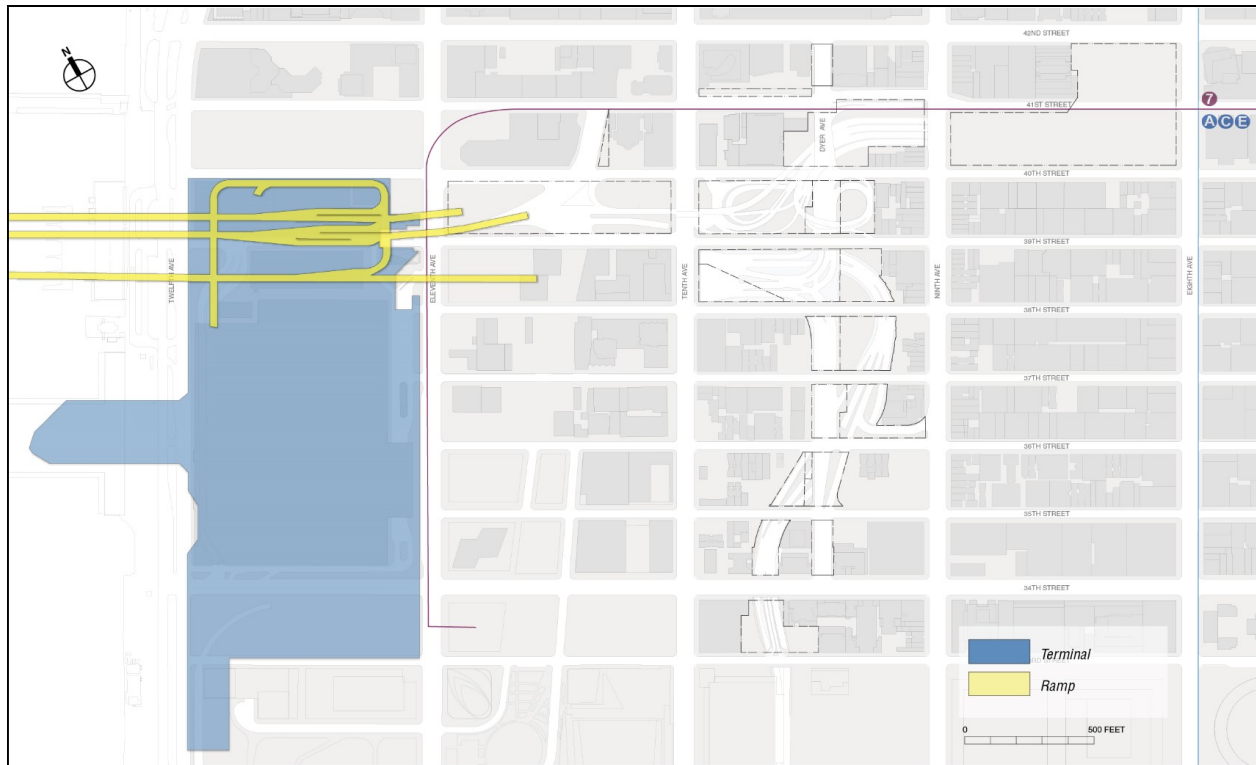


Source: WSP (2019)

Perkins Eastman D&D Alternative (Alternative 9)

The Perkins Eastman D&D Alternative would convert the Javits Center's lower level (basement and marshaling yard) for a new underground bus terminal for commuter and intercity service. The footprint would extend from West 32nd to West 40th Streets, and between Eleventh Avenue and the West Side Highway. Storage and staging would be located in the Javits Center's lower level. New underground bus ramps would provide connections between the Lincoln Tunnel and terminal.

FIGURE 2-5 PERKINS EASTMAN D&D ALTERNATIVE (ALTERNATIVE 9)

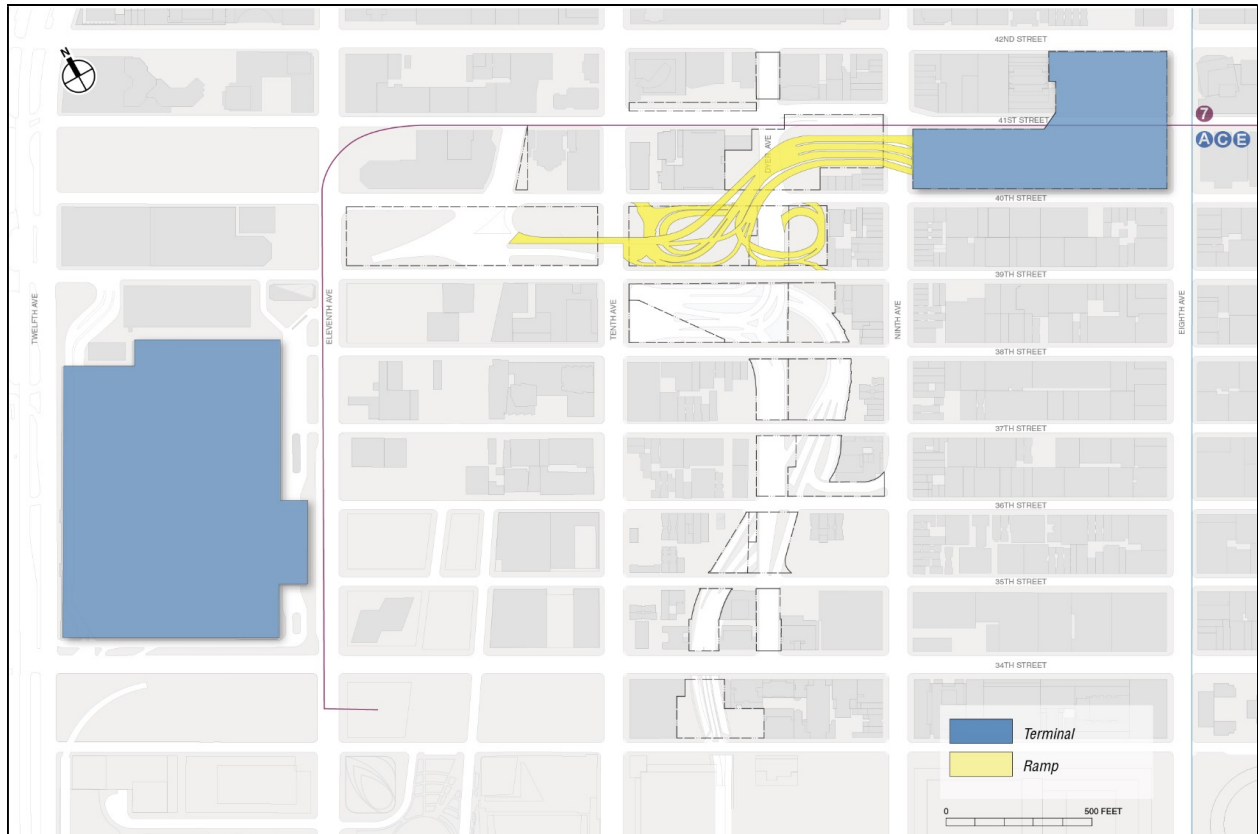


Source: WSP (2019)

RPA Alternative (Alternative 10)

The RPA Alternative would locate a terminal in the lower level of the Javits Center to accommodate primarily intercity buses (and some commuter operations) while a rehabilitated PABT would handle commuter service. Storage and staging of buses would be accommodated in the Javits lower level. The existing connections from the PABT to the Eighth Avenue subway station would be retained but be available only to bus riders utilizing the Eighth Avenue facility.

FIGURE 2-6 RPA ALTERNATIVE (ALTERNATIVE 10)



Source: WSP 2020

All of these alternatives would utilize phasing to allow for continued operations to be maintained during construction and would afford the ability to monetize private development rights from PANYNJ real estate holdings near the facility to help fund the Project. This monetization would be in addition to the funds allocated in the Capital Budget, any funds allocated in future Capital Budgets and any governmental funding.

As discussed in Chapter 4,, the application of a third "fatal flaw" criterion screened out the Perkins Eastman and RPA Alternatives, and the Build-in-Place Alternative was substantially enhanced in response to public comment.

3 The Planning-Level Scoping Process

PANYNJ issued the Draft Scoping Document on May 23, 2019 and held two sets of concurrent public meetings in New York City and New Jersey, one on July 10 and the other on September 5, 2019.

Issuance of the Draft Scoping Document was accompanied by extensive public notice, including on the Project website (www.pabtreplacement.com). Newspaper advertisements were published in newspapers of general circulation in New York City and New Jersey as well as in Haitian Creole, Spanish, Portuguese, Chinese Traditional, Chinese Simplified, Korean, and Arabic newspapers serving communities of people with Limited English Proficiency. Posters announcing the July 10, 2019, public meeting were placed within the PABT in both English and Spanish.

In addition, hard copy and electronic copies of the Draft Scoping Document were available and distributed at the Bus Terminal Replacement Center located in the existing terminal. PANYNJ staff informed community leaders and PABT tenants, including bus carriers, about the meetings, and all information was posted on the Project website and publicized via PANYNJ's social media account.

PANYNJ posted video of the July presentation on its website prior to the close of public comments to allow those who could not attend in person to view the presentation. Additional public notices (and posters in the PABT) were published in late August and early September to announce the September 5, 2019, public meetings. PANYNJ also installed a 32-foot by 6-foot banner within the PABT; placed posters at the existing terminal, at park-and-ride lots within New Jersey, and on NJ TRANSIT buses; and distributed flyers at PABT entrances.

At each of the meetings, oral testimony was received using a public or private stenographer (at the choice of the commenter). Written comments were received for 120 days, until the close of business on September 18, 2019 (including by mail, email or a webform). The scheduling and location of public meetings was intended to be convenient for the working population either before they left New York City or as soon as they arrived in their home communities (both New Jersey locations were accessible from NJ TRANSIT bus routes). The public meetings held on July 10 had an open house component from 4:00 PM to 8:00 PM with presentations describing the Proposed Project at 4:30 PM and 7:00 PM in both the New York City and New Jersey locations. To better accommodate commuters, PANYNJ modified the time for the public meeting held in New Jersey on September 5; the public meetings had an open house component from 4:00 PM to 7:30 PM in New York City and 5:00 PM to 8:30 PM in New Jersey with presentations at 4:30 PM and 6:00 PM in New York City and 6:00 PM and 7:15 PM in New Jersey.

The Project website included a webform (www.pabtreplacement.com) to allow for submission of comments, and a U.S. Post Office box was provided to allow for receipt of written comments sent by mail. PANYNJ also established an email address to receive comments: ReplacePABTcomment@panynj.gov. The agency website continues to maintain an archive of planning-level scoping and presentation materials that were available at the public meetings, including video recordings of the presentations. This information can be accessed through the following link: www.pabtreplacement.com

Elected officials, government agencies, local NYC Manhattan Community Boards 4 and 5, bus carriers, civic organizations (such as the Hell's Kitchen South Coalition and the RPA), residents, and commuters provided extensive comments.

At the July 10, 2019 early scoping meetings in both New York and New Jersey, 119 persons were in attendance: 15 elected officials or their delegated representatives; 12 agency officials, representing 6 agencies; 88 members of the public; and 4 press entities. At the September 5, 2019 scoping meetings in both New York and New Jersey, 239 persons were in attendance: 9 elected officials or their delegated representatives; 21 agency officials, representing 11 agencies; 199 members of the public; and 10 press entities. Overall, 242 individuals submitted comments.

The public comments addressed the following generic subjects:

- | | |
|---------------------------|--------------------------------------|
| ▪ Planning Process | ▪ Environmental Assessment – General |
| ▪ Purpose & Need | ▪ Socioeconomic Conditions |
| ▪ Goals & Objectives | ▪ Transportation |
| ▪ Project Design | ▪ Air Quality |
| ▪ Alternatives | ▪ Hazardous Materials |
| ▪ Property Development | ▪ Infrastructure |
| ▪ Use of Private Property | ▪ Environmental Justice |
| ▪ Construction | |

The principal comments on the Proposed Project and its transportation components are summarized in the following section; comments on the Project's inclusion of private development and related land use components and fiscal comments are summarized in Section 5. A summary of all comments, along with PANYNJ responses thereto, are contained in Appendix A. The full comments are available in Appendix C.

4 The Principal Public Comments on Transportation Elements of the Proposed Replacement Facility

Attached Appendix A summarizes all comments and categories of comments received during the 120-day pre-planning public scoping process and responds to comments.

As reflected by the comments themselves, as well as the summaries of the comments in Appendix A, the comments related to the transportation components of the Proposed Project principally focused on the following specific subjects:

- Need for a Replacement Facility;
- “Fatal flaw” Criteria;
- Goals and Objectives;
- Accommodation of bus storage and staging and Curbside Intercity buses; and
- The three alternatives that advanced past the “fatal flaw” screening

Overall, these comments:

- Reinforced the need for a Replacement Facility;
- Confirmed the two “fatal flaw” criteria;
- Emphasized the importance of Goal 3 and its corresponding Objectives 3a and 3b:
 - To maintain the existing seamless passenger connectivity to the Eighth Avenue mass transit options, to avoid lengthening passenger travel time; and
 - To maintain or improve pedestrian accessibility between the Replacement Facility and traveler origins and destinations and thereby avoid adding pedestrians to already-crowded sidewalks and streets.
- Criticized the two advanced alternatives that would utilize the Javits Center due to that facility’s isolation from Eighth Avenue mass transit and midtown destinations; and
- Supported the Build-in-Place Alternative, but asserted that it should accommodate bus storage and staging operations and Curbside Intercity buses.

The result of the early scoping process, as detailed below in this Final Scoping Report, was first, the application of Goal 3 and Objectives 3a and 3b, as amplified above, to develop a third “fatal flaw” criterion and second, to apply this third criterion to the three advanced alternatives, with the subsequent screening out of the two alternatives that would utilize the Javits Center. In addition, based on the comments received, PANYNJ developed an enhanced Build-in-Place Alternative that would accommodate 1) additional bus storage and staging (incremental to those operations now accommodated within the terminal) and 2) pick-ups and drop-offs by Curbside Intercity buses that operate in the vicinity of the existing terminal.

4.1.1 Need for the Proposed Project

The comments reflected strong support for a Proposed Project, particularly from elected officials and agencies. For example, New Jersey State Senator Loretta Weinberg stated: “New Jersey legislators, our representatives in Washington and local officials have been united on a bipartisan basis in our support for this project.”⁸ A coalition of State of New York and City of New York local officials wrote, in a letter signed on their behalf by Assembly Member Gottfried, that there is “a strong need for a new bus terminal.”⁹ Manhattan Borough President Brewer appeared at the July 10, 2019, public meeting “to advocate for a new bus terminal that brings benefits to commuters as well as the neighboring community.” The RPA (in advancing its proposed alternative) commented that it “has researched and advocated for better mobility options across the Hudson River for decades, and believes that improving the Port Authority Bus Terminal is a vital component of a comprehensive long-term strategy. Transportation across the Hudson River is in crisis and better mobility is desperately needed.”¹⁰ While a handful of commenters identifying as commuters questioned the cost and time of a Replacement Facility (see, e.g., Commenter Nos. 138, 165, 166), the vast majority of commenters expressed support for the Proposed Project.

4.1.2 Long List of Alternatives

There was nominal public comment on the 13 potential alternatives on the Long List of Alternatives except, as discussed below, on the three alternatives that advanced past the initial “fatal flaw” criteria, as described in the Draft Scoping Document. A few comments suggested alternative locations in New Jersey (see Appendix A, Summarized Comments 113 and 114 and responses thereto),¹¹. There were no comments on the nine alternatives in Manhattan that had been eliminated by the “fatal flaw” screening. (See Appendix A of the Draft Scoping Document, Section 3.2.1.)

4.1.3 Fatal Flaw Criteria

There were few comments on the “fatal flaw” criterion that an alternative, to be reasonable, must be able to meet the forecasted demand of bus ridership in 2040. Several comments questioned the 2040 date, and urged that any Replacement Facility be able to accommodate demand in later years. (See Appendix A, Summary Comment 33.) As reflected in the response to these comments, PANYNJ would seek to create a flexible and adaptable design that would accommodate advances in technology and practices not currently available, an approach

⁸ Oral statement from New Jersey State Senator, Loretta Weinberg at a public meeting made on July 10, 2019, in Tenafly, New Jersey.

⁹ Joint statement from: Congressman Jerrold Nadler, NYC Council Speaker Corey Johnson, New York State Senator Brad Hoylman, New York Assembly Member Richard N. Gottfried, New York Assembly Member Linda B. Rosenthal. Submitted on September 5, 2019 (Joint Statement of NYC Local Elected Officials).

¹⁰ Written statement from Tom Wright, Regional Plan Association, dated July 10, 2019.

¹¹ Appendix A, “Summary of Comments and Responses,” contains a list of each commenter, as well as a summary of comments on the same subjects and PANYNJ responses to those summarized comments. The reference to a “Summarized Comment” is to such summarized comments.

that would allow the Replacement Facility to have greater operations capacity, and in effect meet demand beyond 2040.¹²

There were a number of comments on the “fatal flaw” criterion that the Proposed Project should not entail the taking of private property. Consistent with input received by PANYNJ in prior public outreach, comments supported that criterion and reiterated opposition to the taking of private property for the Proposed Project because it would adversely affect community cohesion and character. For example, Manhattan Borough President Brewer noted that she, “along with other elected officials, joined hundreds of community members in urging the Port Authority to avoid use of eminent domain.”¹³ The New York City local elected officials stated that “We also appreciate the PA’s stated intent to not use eminent domain to acquire property for this project. We will hold the PA to that pledge.”¹⁴

A Hell’s Kitchen South Coalition representative stated, “We are also very happy that this document (Draft Scoping) says that new development would be on PA properties, indicating it would not be on private sites that would be taken. We applaud the draft scope’s goal to strive to achieve consistency with local and regional land use plans and initiatives.”¹⁵ (See also Appendix A, Summarized Comments 60, 61 and 136.) A few members of the public criticized this criterion. (See Appendix A, Summarized Comment 135.)

4.1.4 Goals and Objectives

There were extensive comments on several transportation-related aspects of the Goals and Objectives.

4.1.4.1 Goal 1

Goal 1 is “Improve Trans-Hudson bus operations,” with one of the corollary Objectives being to “Create linkages to bus storage and staging to optimize operations and minimize impact to local streets.” As explained below, the two principal concerns of commenters on this Goal were that the Replacement Facility should 1) incorporate bus storage and staging, so that some or all of such operations would be removed from surface lots, and 2) incorporate Curbside Intercity buses that drop off and pick up passengers in the area. The objective of these comments was to remove those buses from neighborhood streets and avoid accompanying contributions to congestion and deteriorated air quality in the area.

The New York City local elected officials stressed that they:

¹² There were several comments suggesting that PANYNJ consider improvements to the George Washington Bridge Bus Station; however, as explained by PANYNJ, this option would not meet anticipated demand. Appendix A, Summarized Comments 117 and 118. Suggested rail and ferry options have the same deficiency. See Appendix A, Summary Comments 120 to 123.

¹³ Letter from Manhattan Borough President Gale Brewer, dated September 5, 2019.

¹⁴ Joint statement of NYC Local Elected Officials.

¹⁵ Written statement from Betty Mackintosh, Hell’s Kitchen South Coalition, provided at the public meeting on September 5, 2019, in New York City.

strongly recommend alternative #3, to rebuild the bus terminal in-place on the existing site.... We support this alternative with the caveat that it integrates a facility that includes bus parking and staging {and Curbside Intercity buses}.¹⁶

The New York City Mayor's Office of Environmental Coordination agreed that

the Project should incorporate storage and staging facilities. With respect to anticipated street impacts, the City deems surface lots to be insufficient accommodation and sees the Project as unviable without storage and staging facilities. All storage and staging should be located off-street.¹⁷

One bus operator (Coach USA) noted that "the new bus terminal should include a parking area or a staging area for buses to lessen the wait time for the commuter and take the bus off the street to stop congestion."¹⁸ Another operator (DeCamp Bus Lines) commented that the Proposed Project should include "a dedicated staging and dwelling area for the buses to layover."¹⁹ Local residents and commuters concurred in these comments; for example, Commenter 222 stated:

...the planning for additional bus storage and parking cannot be developed in isolation from the new bus terminal, but needs to be a consideration in the design of integrated, if separate, parcels.²⁰

Many of the same commenters also emphasized the need to accommodate Curbside Intercity buses into the Replacement Facility. For example, the New York City local elected officials, expanding on their prior comment regarding bus storage and staging,

...urge[d] the Port Authority to plan for the new bus terminal to absorb all buses that currently use the surrounding streets as staging, pick up and drop off points. Intercity, long-distance, commuter and tourist buses inundate local streets that are already plagued by traffic jams, noise and exhaust fumes. This is the same problem that the bus terminal was originally built to mitigate.²¹

Manhattan Borough President Brewer testified that "...the integration of Curbside Intercity buses, whether it is part of the new terminal or a broader transit plan, needs to be addressed."²² The New York City Department of City Planning noted "[t]he reconstruction and expansion of the PABT presents an opportunity to minimize and avoid the growing burdens related to on-street intercity bus operations."²³ Manhattan Community Board 4 also supported integrating bus storage and staging and Curbside Intercity buses in the new Facility:

¹⁶ Joint Statement of NYC Local Elected Officials.

¹⁷ Letter from Hilary Semel, Mayor's Office of Environmental Coordination, dated September 5, 2019.

¹⁸ Written statement from Linda Burtwistle, CEO, Coach USA, submitted September 18, 2019.

¹⁹ Oral statement from Jonathan DeCamp, VP of DeCamp Bus Lines, at the public meeting on September 5, 2019 in New Jersey.

²⁰ Commenter 222; see also Appendix A, Summarized Comments 68, 69 and 72.

²¹ Joint statement of NYC Local Elected Officials.

²² Oral statement from Manhattan Borough President Gale Brewer at a public meeting made on September 5, 2019, in Manhattan, New York.

²³ Letter from New York City Department of City Planning, dated September 7, 2019

The Build in Place alternative presents the least disruption to our community, but it fails to provide capacity for all curbside intercity buses and — as presented — does not include bus parking and staging. If the Build in Place alternative is pursued, it must be combined with the creation of a facility that allows for bus parking and absorbs all curbside long-distance operations in West Midtown.²⁴

Manhattan Community Board 5 reiterated this point, stating that any new or repurposed facility (or facilities) must also consider “finding sufficient layaway or staging space for the increasing number of tour buses, . . . , which further clog the streets of the district.”²⁵ A Hell's Kitchen South Coalition representative stated, “...we really want to advocate for the Port Authority facilities to house all buses that are currently used in the terminal itself and on curbsides and any expansion that we know is going to happen.”²⁶

As explained below, the initially-proposed Build-in-Place Alternative was enhanced to address most of these concerns.

4.1.4.2 Goal 2

There were a number of comments relating to Goal 2, which is to “Improve the passenger experience within the Terminal.” These comments expressed concern about the operations within the existing, outmoded PABT, and the need to incorporate advanced technology and state-of-the-art design elements into a new facility. (See generally Appendix A, Summary Comments 33, 36, 38, 40, 41 and 43.) As explained in the Draft Scoping Document, no criteria were established for this Goal, as any alternative(s) advanced were anticipated to achieve this objective. Details about the design and technological elements that would be included in the Replacement Facility would be described in the environmental document.

4.1.4.3 Goal 3

Goal 3 is to “Provide seamless passenger accessibility,” and the corresponding Objectives include: (a) “Maintain or improve connections to transportation systems currently accessible from PABT, in particular NYCT subway and bus, and other modes including bicycle networks, as practicable” and (b) “Maintain or improve pedestrian accessibility between the PABT and traveler origins and destinations.”

Numerous commenters stressed the need to maintain seamless passenger connectivity to the Eighth Avenue mass transit options, and to avoid a location that would increase the distance needed to walk to access these options, as such a location would lengthen the travel time for bus passengers. For example, Community Board 5 noted that “the new or repurposed bus facility

²⁴ Letter from Burt Lazarin on behalf of Community Board 4, dated September 5, 2019.

²⁵ Manhattan Community Board 5, letter dated September 13, 2019; see also the comments of Manhattan Community Board 4 letter dated September 5, 2019.

²⁶ Oral statement from Hell's Kitchen South Coalition representative, Pastor Tiffany Henkel, at a public meeting made on September 5, 2019, in Manhattan, New York. See also Commenter 35.

must have direct and substantial links to the New York Subway System...."²⁷ Other commenters emphasized that the lack of pedestrian accessibility to those mass transit options and to midtown locations would cause a corollary influx of large numbers of pedestrians on already crowded sidewalks and streets, as passengers would need to walk from the Javits Center on Eleventh Avenue to Eighth Avenue or midtown. For example, the Bus Association of New Jersey stated, "Commuters should have the easy access to their places of work that the current location of the bus terminal affords [sic]."²⁸

Commenters noted that the existence of the No. 7 station at 34th Street and Eleventh Avenue in Hudson Yards would not address these deficiencies. Commuters seeking a north-south subway would face either the 10-15 minute walk outdoor walk through the community, or commuters would need to make their way to the Hudson Yards station, take the No. 7 train to the No. 7 train stop at Seventh Avenue and then walk back to Eighth Avenue (using a non-ADA-complaint ramp) to access the north-south A/C/E subway lines or still, at best, have to transfer to the Seventh Avenue or Broadway line (i.e., in total, a three-seat ride at peak, rush hour periods). Returning passengers would have the same options.

Many of these comments were made in the context of addressing the two alternatives that proposed use of the Javits Center. The principal comments focused on the isolation of the Javits Center from the Eighth Avenue mass transit and midtown, and thus the deficiencies noted in the preceding paragraph. For passengers under the Perkins Eastman D&D Alternative, the distance to mass transit options and midtown destinations would increase; for commuters, this would lengthen their daily commuting time. As one commuter noted, "...relocation [of] services to Javits Center would create a tremendous additional hardship for commuters. Subway access at Javits is practically non-existent."²⁹

Although the RPA Alternative would keep some of the commuter operations at the existing terminal location while locating intercity and long-distance buses at the Javits Center, those passengers would need to walk to Eighth Avenue mass transit or midtown. As noted by a member of the West Side Neighborhood Alliance, moving all or part of the PABT to the Javits Center "would render an already congested traffic area worse in terms of entry into the city while degrading the quality of life in the neighborhood."³⁰

As summarized by a long-distance passenger:

Alternatives 9 and 10, to build at the Javits Center site would make the passenger experience worse for many passengers, with longer walking distances, more difficult connections to local transit and longer door to door travel times. It would

²⁷ Letter from Manhattan Community Board 5, dated September 13, 2019.

²⁸ Oral statement from the Bus Association of New Jersey at a public meeting made on September 5, 2019 in Manhattan, New York. See also Commenter No. 136 in Appendix A, "Summary of Comments and Responses."

²⁹ Commenter No. 136.

³⁰ Commenter No. 135.

make travel more costly, as walking from 11th Avenue might not be doable for everybody. Taxi fares to get to and from the PABT would be more expensive for people coming to PABT from the east side of Manhattan.³¹

4.1.4.4 Goal 6³²

Goal 6 is to “reduce the impacts of bus services on the built and natural environment,” including the Objectives of reducing bus idling and unnecessary bus circulation. As explained in the Draft Scoping Document, it was anticipated that any alternative(s) advanced would operate more efficiently than the current PABT and would thus achieve this objective.

Commenters supported this Goal, specifically in regard to improving local air quality. Local residents complained that “Curbside pickups are rampant. Idling and parked buses take up precious space that could be used for additional pedestrian and bike lanes. General bus travel congest[s] streets all around.”³³ Manhattan Borough President Brewer commented that:

Remediating long-term environmental impacts from bus pollution must be a goal of a new facility. The benchmark cannot be the status quo; the Port Authority needs to ensure that the new bus terminal provides much better air quality to the surrounding area than is currently the case.³⁴

This concern was echoed by Manhattan Community Board 4; noting that the City is in non-attainment for certain air quality standards,³⁵ the Board stated that:

the Draft Scoping Document's stated goal must be changed to 'minimize or eliminate the impact of bus service and related facilities on the built and natural environment.' An objective should be to 'match or exceed City, State, and PANYNJ standards in matters of air quality for the community.'

The Board asserted that “the air quality must be addressed in a more encompassing way: facilities (terminal, ramps, staging, garage and street network) should all be studied as part of the environmental scoping.”³⁶ Some commenters wanted air quality issues addressed by including all buses within the Proposed Project and having appropriate filtration/ventilation systems.³⁷

As discussed below in the Scope of Environmental Analysis, the impacts of the Replacement Facility on air quality--- beneficial or adverse---would be addressed. The inclusion in the

³¹ Commenter No. 201.

³² Goals 4 and 5 are discussed in Section 5.0 below, in the context of Private Development and related land use and fiscal issues.

³³ Commenter No. 165.

³⁴ Letter from Manhattan Borough President Gale Brewer, dated September 5, 2019; see also Commenter No. 104.

³⁵ The National Ambient Air Quality Standards, or NAAQS, established under the Clean Air Act.

³⁶ Letter from Manhattan Community Board 4, dated September 5, 2019.

³⁷ See, e.g., Joint statement of NYC Local Elected Officials; oral testimony from Tiffany Henkel of the Hell's Kitchen South Coalition and pastor at the Metro Baptist Church from September 5, 2019; oral statement from the Bus Association of New Jersey at a public meeting made on September 5, 2019, in Manhattan, New York. The New York City Department of City Planning gave specific comments on the scope of the environmental review with respect to air quality. See Letter from New York City Department of City Planning, dated September 5, 2019; see also Letter from Hilary Semel, Mayor's Office of Environmental Coordination, dated September 9, 2019. These comments would be considered in the Environmental Analysis Framework discussed in Section 7.0 below.

Replacement Facility of 1) additional bus storage and staging and 2) pick-ups and drop-offs by Curbside intercity buses that operate in the vicinity of the existing terminal would remove bus operations from the streets and thus should reduce vehicular emissions in the area.

Furthermore, it is expected that advances in operational efficiencies in the Replacement Facility and an extensive change-over to electric buses will reduce vehicular emissions from buses (e.g., NJ TRANSIT is moving toward an electric (zero-emission) commuter bus fleet in lieu of diesel-fueled buses). As described below, the enhanced Build-in-Place Alternative will be designed to foster the use of electric buses, including the installation of electric charging infrastructure. The analysis will consider whether, given the transition to electric buses and the concomitant reduction in emissions, there would be a need for a system to manage emissions from inside the Replacement Facility. (See generally Environmental Analysis Framework, Section 7.4.3: Air Quality, below).

The Replacement Facility would incorporate state-of-the art technology in its design to improve passenger experience, maximize operational efficiencies and foster sustainability. This approach is consistent with Port Authority policies at its facilities. For example, the Port Authority is implementing an all-electric bus fleet for regular shuttle service at its airports. Further, the Port Authority is also implementing a Clean Construction Program at all facilities, one of the most ambitious programs of its kind among U.S. transportation agencies, that will reduce carbon emissions throughout the design and construction processes.

Consistent with its environmental stewardship approach, PANYNJ will seek to maximize the use of electric-powered buses (i.e., low or zero-emission buses) to reduce emissions in the community and in the Replacement Facility. The Port Authority will coordinate with NJ TRANSIT as that agency works towards replacement of its diesel-fueled buses with zero-emission (i.e., electric) buses starting in 2024; as of 2032, all new buses purchased must be zero-emission). The Facility design will provide for the installation of electric charging infrastructure to support the conversion by carriers to electric buses. The PANYNJ will explore rate structures that incentivize such conversions. The NJ TRANSIT fleet conversion is governed by a strategy for reducing Energy Consumption and Emissions from the Transportation Sector, including encouraging electric vehicle adoption, electrifying transportation systems, and leveraging technology to reduce emissions and miles traveled.

4.1.5 Comments on the Three Alternatives that were Advanced Past the Initial “Fatal Flaw” Screening

There were extensive comments on these three alternatives. The overall comments approved of the Build-in-Place Alternative, although (as noted) many commenters asserted the need for the Replacement Facility to incorporate bus storage and staging and other buses that operate on local streets (such as Curbside Intercity buses). There was marked criticism, as summarized above, of the two alternatives that would utilize the Javits Center, either for the entire facility

(the Perkins Eastman D&D Alternative) or in conjunction with a rehabilitated terminal in the existing location (the RPA Alternative), due to the lack of seamless passenger connectivity to the Eighth Avenue mass transit options and the absence of pedestrian accessibility to those mass transit options as well as to midtown destinations.³⁸

New York City local elected officials strongly supported the Build-in-Place Alternative, especially if it accommodated storage and staging and Curbside Intercity and other similar bus operations.³⁹ Manhattan Borough President Brewer commented, “I am in favor of a build-in-place option because in addition to reducing the need for eminent domain, it allows for existing bus operations to continue during construction—and this project is slated to take a long time.”⁴⁰ Manhattan Community Board 5 stated that “the new or repurposed bus facility must have direct and substantial links to the New York City Subway system, which is why we support, in principle, the ‘build in place’ option.”⁴¹ A local resident expressed the same sentiment: building in place “represents the best way in and out of the city. It is centrally located, near numerous city buses and subways.”⁴²

The contrast between the Build-in-Place Alternative and the two alternatives that would utilize the Javits Centers was aptly summarized by one commenter:

I support Alternative 3: Build in Place. One of the great things about PABT is its central location. Alternatives 9 and 10, to build at the Javits Center site, would make the passenger experience worse for many passengers, with longer walking distances, more difficult connections to local transit and longer door to door travel times.⁴³

4.1.6 Adoption of a Third “Fatal Flaw” Criterion and Resultant Screening

The comments on Goal 3 and the accompanying Objectives reflected the overwhelming consensus that an alternative must maintain convenient passenger connectivity to the Eighth Avenue mass transit options and pedestrian accessibility to those options and to midtown destinations in order to avoid passenger inconvenience and the influx of large numbers of pedestrians on already crowded sidewalks and streets. As noted above, the existing No. 7 train line station at 34th Street and Eleventh Avenues does not meet this goal.

³⁸ Community Board 4 also pointed out that the Perkins Eastman D&D Alternative would require the use of Pier 76, which is planned by Community Board 4 for park use. The Board also noted that this alternative would entail use of the tow pound at the Javits Center, and thus result in large numbers of buses crossing the Hudson River Park Greenway at all times of the day; because the Greenway is the most heavily used bicycle path in the country, this would create serious safety risks. See Letter from Manhattan Community Board 4, dated September 5, 2019. The RPA Alternative would have the same impacts. See Appendix A, Response to Summarized Comment 99. The Joint Statement of NYC Local Elected Officials reiterated the concerns about the interaction of the Perkins Eastman D&D Alternative (and thus the RPA Alternative) with the Lincoln Tunnel infrastructure, the West Side Highway and the Hudson River Greenway.

³⁹ Joint statement of NYC Local Elected Officials. See also Oral statement from the Bus Association of New Jersey at a public meeting made on September 5, 2019 in Manhattan, New York.

⁴⁰ Letter from Manhattan Borough President Gale Brewer, dated September 5, 2019.

⁴¹ Letter from Manhattan Community Board 5, dated September 13, 2019.

⁴² Commenter No. 151.

⁴³ Commenter No. 144. See also Commenter 151 (“Arrival in NJ or Javits Center adds another layer of difficulty to travel in the region”).

4.1.6.1 *Adoption of Criterion*

Accordingly, as a result of public comment, PANYNJ has reformulated Goal 3 and Objectives 3a and 3b into a third “fatal flaw” screening criterion: an alternative must satisfy the Goal of providing seamless (convenient) passenger accessibility by meeting the Objectives of a) maintaining the level of passenger connectivity to NYCT north-south subways (at Eighth Avenue) and b) maintaining direct pedestrian accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street) and other midtown destinations.

4.1.6.2 *Application of Criterion*

PANYNJ then applied this third “fatal flaw” criterion to the three alternatives that had advanced past the initial “fatal flaw” screening:

- **Alternative 9: Perkins Eastman Design & Deliverability**
 - **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue) –**
Does not meet the criterion. If passengers chose, they could walk from the Javits Center at Eleventh Avenue to Eighth Avenue to access the north-south A/C/E subway lines. This would add 10-15 minutes to their commute and would add pedestrians to an already crowded area. The alternative is for passengers to walk several blocks to the Hudson Yards station and take the No. 7 train to the No. 7 stop at Seventh Avenue and then walk back to Eighth Avenue to access the A/C/E north-south subway lines or transfer to the Seventh Avenue or Broadway line (i.e., a three-seat ride) during rush-hour periods. Passengers returning to Javits would have the same options and increase in travel time.
 - 3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street) and midtown – Would shift the terminal west to Eleventh Avenue and does not meet this criterion. To meet the criterion, and overcome distinct passenger connectivity and operational issues, subway connections would need to be relocated closer to the future terminal; this is not practical or reasonable.
- **Alternative 10: Regional Plan Association**
 - **3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue) -**
Does not meet the criterion. Although the existing connection from the PABT to the Eighth Avenue north-south A/C/E subway lines is retained under this alternative, this connection would be available to only a portion of bus riders. Bus passengers who arrive at Javits would add another 10-15 minutes to their commute in walking from Eleventh Avenue to Eighth Avenue to access the north-south subway lines. This would add pedestrians to an already crowded area. If passengers did not select this option, they could walk several blocks to the Hudson Yards station and take the No. 7 train to the No. 7 line stop at Seventh Avenue and then walk back to Eighth Avenue to

access the A/C/E north-south lines or transfer to the Seventh Avenue or Broadway line (i.e., a three-seat ride) during rush-hour periods. Passengers returning to Javits would have the same options and increase in travel time.

- **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** and midtown – Would shift the terminal west to Eleventh Avenue and does not meet this criterion. To meet the criterion, and overcome distinct passenger connectivity and operational issues, subway connections would need to be relocated closer to the future terminal; this is not practical or reasonable.
- **Alternative 3: Build-in-Place**
 - 3a. Maintains level of connectivity to NYCT north-south subway (at Eighth Avenue) – Maintains existing subway connections and meets the criterion.
 - **3b. Provides direct accessibility to current passenger origins and destinations (to Eighth Avenue/West 42nd Street)** and midtown – Would keep the terminal at Eighth Avenue for commuters and intercity bus passengers would be within a block, so meets the criterion.

Based on the application of the third “fatal flaw” criterion, the Perkins Eastman D&D and RPA Alternatives are not advanced.⁴⁴ The Build-in-Place Alternative meets this criterion and thus is advanced. However, as explained below in Section 6.0, this Alternative, assuming sufficient funding, has been substantially enhanced in response to public comment to 1) accommodate additional bus storage and staging and 2) pick-ups and drop-off by Curbside Intercity buses that operate in the vicinity of the existing terminal, and to phase development to lessen construction impacts.

⁴⁴ In addition, as noted above, both the Perkins Eastman D&D and RPA Alternatives have severe constructability issues that would also make them unreasonable and warrant being screened out. They would require the likely shutdown of lanes and full tunnel tubes of the Tunnel and the raising of the West Side Highway; this latter construction would likely require shoring and underpinning of a highway that is the only major capacity roadway on the west side of Manhattan.

5 Private Development and Related Issues

PANYNJ, as noted above, proposes the use of private development to assist in funding the Project. Goals 4 and 5 are related to this aspect of the Proposed Project, and comments on these Goals and supporting Objectives are discussed below.

5.1.1.1 Goal 4

Goal 4 is to “Strive to achieve consistency with local and regional land use plans and initiatives,” with a series of corresponding Objectives to integrate the Project with community character and the urban fabric. Several commenters opined that the initial construction of the PABT in the late 1940s had seriously affected community character and cohesion, and to partially rectify these impacts PANYNJ should include open space and affordable housing as part of the Proposed Project. For example, Manhattan Borough President Brewer stated that:

The neighborhood immediately surrounding the Port Authority Bus Terminal has been drastically altered and ripped apart to accommodate ramps to and from the bus terminal.... [I]n conjunction with a new terminal, the Port Authority should undo the previous damage by creating affordable housing and open space.⁴⁵

The HKSC Concept advocates for new uses on nine PANYNJ properties in order to create a network of local parks/green space, as well as affordable housing and retail space. The plan was endorsed by Manhattan Community Board 4⁴⁶ and the New York City local elected officials) (the plan “... would provide that connectivity by replacing subterranean divides with new parks and housing”).⁴⁷

Goal 4 also includes Objectives that relate to providing retail and private development opportunities to promote economic vitality. While one commenter expressed concern about potential overdevelopment (Commenter No. 198), a number of commenters expressed support for these objectives. Manhattan Borough President Brewer, illustratively, stated that “[t]he new bus terminal needs to include retail and street activation. I don’t want to see another brick wall extending the entire length of West 40th Street. I want to see shops— and not just the national chains, but mom-and-pops.”⁴⁸

⁴⁵ Letter from Manhattan Borough President Gale Brewer, dated September 5, 2019. A community member noted, “We have the third worst air quality in New York, increasing green space, building over, for instance, the Dyer Avenue underpass between 34th and 35th, a park, giving us some green.” (Commenter No. 104). See also Appendix A, Summarized Comments s 59 and 60.

⁴⁶ Letter from the Transportation Committee of Manhattan Community Board 4, dated July 10, 2019.

⁴⁷ Oral Statement from Richard Gottfried on September 17, 2019 and as presented in the joint statement dated September 5, 2019.

⁴⁸ Letter from Manhattan Borough President Gale Brewer, dated September 5, 2019.

5.1.1.2 Goal 5

Goal 5 ("Develop a project that optimizes life-cycle costs") provides for private development opportunities on PANYNJ properties, which is intended to generate revenues that would help fund the Proposed Project. There were limited comments on the concept of private development other than, as discussed with regard to Goal 4, that development be consistent with local planning and initiatives. As one commenter noted: "I strongly support substantial private development to offset construction costs."⁴⁹

The enhanced Build-in-Place Alternative, described in detail below, would address comments on Goals 4 and 5.

The Proposed Project would encompass the private development of four towers (see figure 5-1) between Eighth and Eleventh Avenues and West 39th and West 42nd Streets; currently, three are contemplated to be commercial and one mixed-use (retail/residential).⁵⁰

The towers would be consistent with current as-of-right development under New York City zoning. This alternative also contemplates open space/green space, as well as retail uses and widened sidewalks near the Replacement Facility.

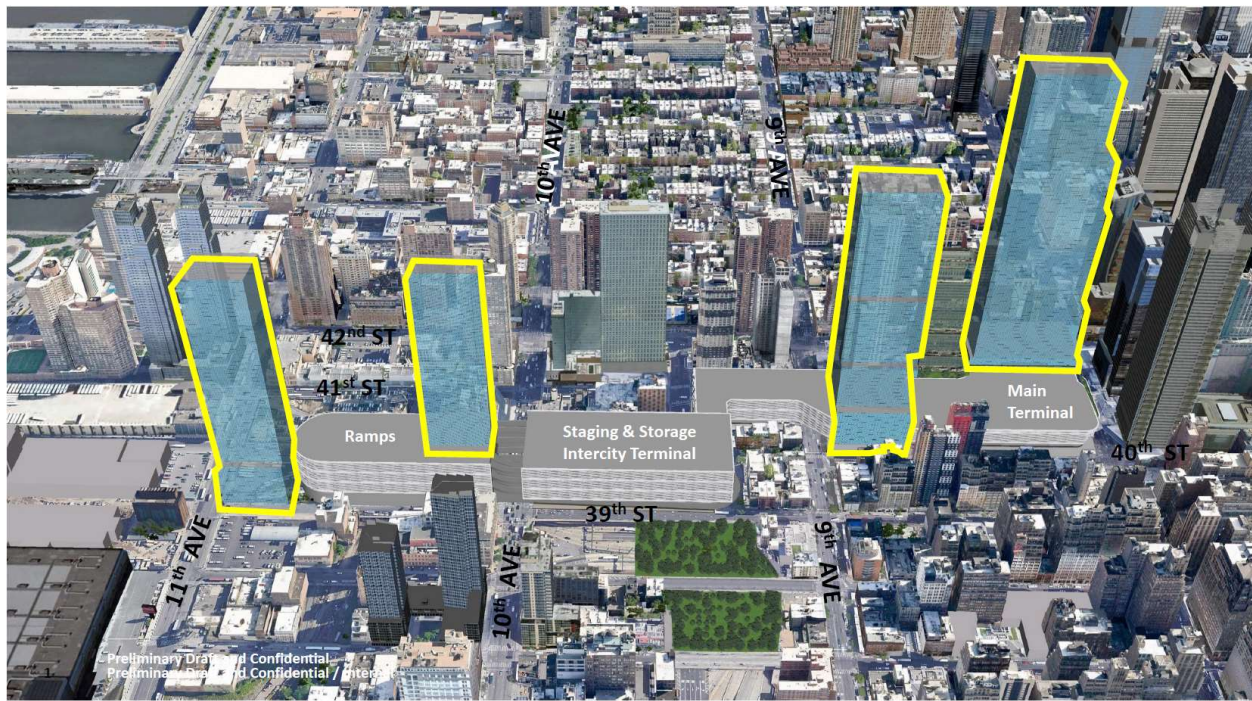
- West side of Eighth Avenue between 41st Street and 42nd Street (up to approximately 3.0 million gross square feet of commercial space);
- East side of Ninth Avenue between 40th Street and 41st Street (up to approximately 2.0 million gross square feet of commercial space);
- East side of Eleventh Avenue between 39th Street and 40th Street (up to approximately 2.3 million gross square feet of commercial space); and
- West side of Tenth Avenue between 39th Street and 40th Street (up to approximately 900,000 gross square feet of mixed-use (retail/residential) space).

The Proposed Project, which would now incorporate additional bus storage and staging and Curbside Intercity buses, as well as public amenities, is substantially more expensive than the initial Build-in-Place concept. To help offset these increased costs and make the Proposed Project fiscally practicable, PANYNJ will need financing and/or funding from a variety of sources in addition to its Capital Plan(s), including: revenues generated by the new development; contribution of Payment In Lieu Of Taxes (PILOTs) subject to an agreement with the City of New York, following the model of the Empire Station General Project Plan; and potential financial assistance sought from the FTA or other government sources.

⁴⁹ Commenter No. 192. See also Appendix A, Summarized Comments 130 and 131.

⁵⁰ The Community Board 4 Transportation Committee emphasized the importance of including the contemplated private development in the environmental review. See Letter from Community Board 4 Transportation Committee, dated July 10, 2019. As reflected in the discussion of the Environmental Analysis Framework, the private development would be included as an element of the overall Proposed Project to be evaluated in the environmental review. See Section 7.0 below.

FIGURE 5-1 PROPOSED PRIVATE DEVELOPMENT



Source: The Port Authority of NY & NJ (2020)

6 The Result of the Planning-Level Scoping Process: The Enhanced Build-in-Place Replacement Facility

Although the Build-in-Place Alternative was plainly favored by public comment from all sources (governmental, organizational and private), multiple comments from key stakeholders, as discussed above, sought the inclusion of bus storage and staging and the accommodation of Curbside Intercity buses in the Replacement Facility. These comments, along with two creative elements of the RPA Alternative (the concepts of using a separate location for intercity buses to provide additional redundancy and resiliency to the transit network and using that site as “swing space” during construction), were applied to modify the Build-in-Place Alternative. Thus, assuming sufficient funding, the Replacement Facility would 1) accommodate additional bus storage and staging (to that now provided in the terminal) and 2) accommodate pick-ups and drop-offs by Curbside Intercity buses that operate in the vicinity of the existing PABT.⁵¹ 3) accommodate 1,000 trips during the PM peak hour from 5:30 to 6:30 PM. This enhanced Build-in-Place Alternative has been identified by PANYNJ as the Locally Preferred Alternative to be advanced into the NEPA process. The adverse impacts of Covid-19 on the Port Authority's revenues and the necessary follow-on revisions to the Port Authority Capital Plan are currently under review.

As described in detail below, a bus storage and staging building (called the West Adjunct) would be constructed first, so that it could be used as temporary “swing space” to accommodate buses during the construction of a new terminal at the present location. While existing and temporary locations would still be used during the construction period, this phasing would reduce reliance on such facilities. This approach would allow the new terminal to be built from the ground up, rather than “top-down” as contemplated by the initial Build-in-Place proposal, thereby shortening the construction period. Once the new terminal is operational, the West Adjunct would be used for storage and staging and intercity bus operations.

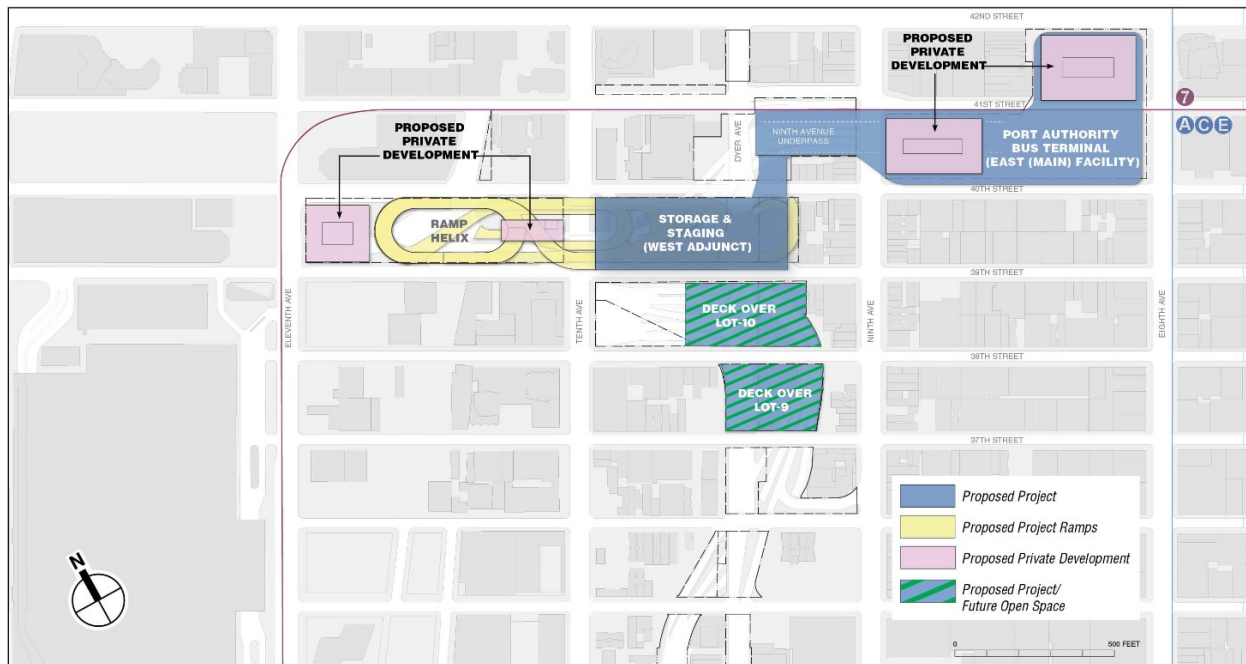
The new integrated “Replacement Facility” (see Figure 6-1) would comprise the following:

- Passenger operations in an East, or Main Facility, generally occupying the footprint of the existing PABT and ramps between Eighth Avenue and Ninth Avenue between 40th Street and 42nd Street with an enclosed multi-level portion extending across Ninth Avenue between 40th Street and 41st Street, an enclosed multi-level portion extending across 40th Street, and an underpass under Ninth Avenue between 40th Street and 41st Street linking Dyer Avenue to the Lower Level;

⁵¹ As noted earlier, charter, tour-bus and jitney services are not considered to be within the category of Curbside intercity buses.

- The West Adjunct for storage and staging and bus and intercity bus operations occupying the western portion of the block between Ninth Avenue and Tenth Avenue between 39th Street and 40th Street, connected to the East Facility through an enclosed structure crossing 40th Street; and
- A new ramp structure located west of Tenth Avenue (on Galvin Plaza between Eleventh Avenue and existing Ramp 96) with new ramps crossing Tenth Avenue to connect to the Facility.

FIGURE 6-1 REPLACEMENT FACILITY



Source: WSP (2020)

The Replacement Facility would integrate operations currently occurring within the PABT (commuter service and intercity service) with additional space for Curbside Intercity buses that currently operate in the vicinity of the PABT and storage space for approximately 350 buses.

Overall, the enhanced Build-in-Place Alternative would provide for storage and staging and intercity buses within the West Adjunct and thus provide for additional efficiencies as compared to the existing PABT with respect to bus operations. This alternative would meet the goal of minimizing impacts on city streets from bus services and should reduce bus usage of these streets.

The locations of the East Facility and West Adjunct would maintain the existing terminal's seamless passenger connectivity to the Eighth Avenue mass transit options and pedestrian accessibility to that mass transit and to midtown destinations.

The Replacement Facility would be designed to facilitate advances in technology, most particularly electric buses and other zero or low-emission buses that would lessen vehicular emissions. The Facility design will provide for the installation of electric charging infrastructure to

support in the conversion by carriers to electric buses (e.g., based on recent New Jersey legislation, NJ TRANSIT has the goal of replacing its diesel-fueled buses with zero-emission (i.e., electric) buses starting in 2024; as of 2032, all new buses purchased must be zero-emission).

6.1.1 East (Main) Facility⁵²

The East Facility would comprise a street-level pedestrian entry on Eighth Avenue between 40th Street and 42nd Street (as well as maintaining connection to the existing subway lines that run under Eighth Avenue). A separate street-level pedestrian entry would be provided on 42nd Street for the Private Development to be located on the west side of Eighth Avenue between 41st Street and 42nd Street. Vertical circulation (escalators, stairwells, and elevators) would be located in the East Facility to carry passengers to the upper gate levels. Retail spaces would likely be provided within the East Facility to serve bus passengers as well as the surrounding community.

The ground floor would provide Facility entrances, passenger amenities, ticketing areas, circulation space, and street-facing retail spaces. Facility and private development loading areas would be located along 41st Street. A mezzanine level would provide PANYNJ offices and support space. The East Facility would provide Lower Level and four (4) operating levels above the mezzanine.

The ground floor and mezzanine levels of the East Facility would be constructed within the footprint of the existing PABT. Starting at the first bus operating level, the East Facility would extend horizontally above the sidewalks to approximately the curb line on both 40th Street and 41st Street.

The East Facility would also extend over Ninth Avenue, and would be integrated with the West Adjunct, to provide bus circulation from the West Facility to each of the four (4) above-ground operating levels. The expanded section of the East Facility would connect to the West Adjunct via an above-grade connection across 40th Street.

Bus access to the East Facility would be provided from the Lincoln Tunnel portals through the West Adjunct and associated ramp system, and to the Lower Level through a new two-way underpass under Ninth Avenue from Dyer Avenue. The existing 40th Street bus entrance to the Lower Level and existing 41st Street bus exit from the Lower Level would be removed. Each of the operating levels would be accessible to taller buses, such as double-decker buses requiring a minimum clearance of 13 feet 9 inches, and articulated buses up to 60-feet long comprised of two or more sections linked by a pivoting joint.

⁵² The design of the Proposed Project is ongoing, and further details will be provided in future documents as part of the environmental review process.

6.1.2 West Adjunct

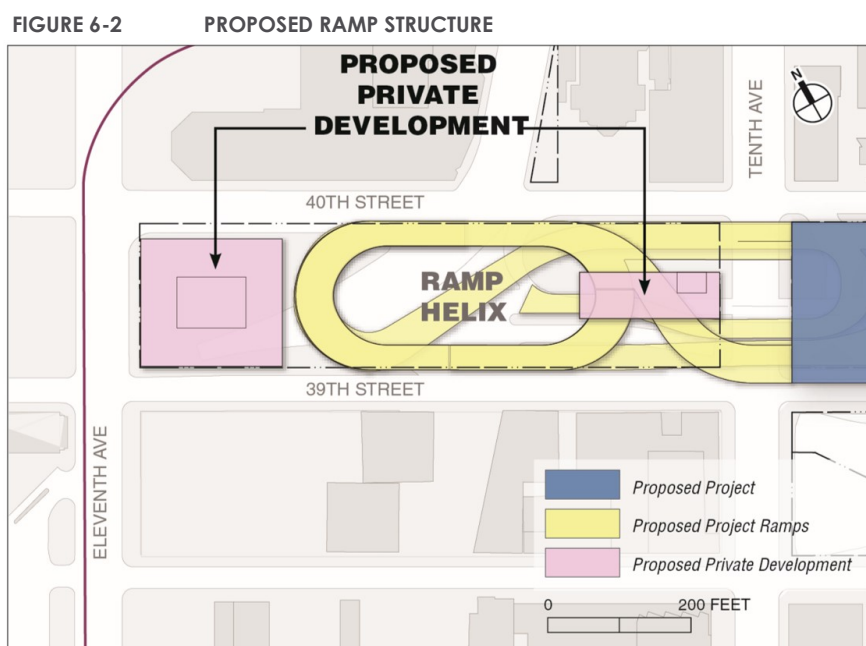
The West Adjunct would occupy the western portion of the block between Ninth Avenue and Tenth Avenue between 39th Street and 40th Street. It would be integrated with the East Facility above Ninth Avenue and would connect the East Facility to the ramp structure to be located on Galvin Plaza. Existing private buildings located east of the existing PABT ramps would remain. The West Adjunct upper levels would extend horizontally above the 39th Street sidewalk and approximately one lane of 39th Street. The street-level space below the West Adjunct would be occupied by new ramps for the Replacement Facility.

The West Adjunct would provide four (4) levels for storage of approximately 350 buses. An additional one (1) to two (2) levels would provide gates for intercity operations (including Curbside Intercity buses currently operating in the vicinity of the PABT) above the storage and staging levels.

Buses exiting the Lincoln Tunnel portals would use a new ramp structure west of Tenth Avenue to access the West Adjunct and continue to the East Facility with interconnections between each of the four (4) levels of the West Adjunct and East Facility.

6.1.3 Ramp Structure

A new ramp structure would be constructed on Galvin Plaza west of Tenth Avenue between 39th Street and 40th Street. (See Figure 6-2) The ramp structure would serve all bus movements into and out of the above-grade bus levels of the Replacement Facility from the Lincoln Tunnel. (A new two-way underpass under Ninth Avenue would provide entry/egress to/from the Lower Level and Dyer Avenue.)



Source: WSP (2020)

6.1.4 Private Development

PANYNJ proposes to utilize private development, based on presently determined within applicable as-of-right development zoning regulations, to be located on available PANYNJ land as outlined below:

- West side of Eighth Avenue between 41st Street and 42nd Street (up to approximately 3.0 million gross square feet of commercial space);
- East side of Ninth Avenue between 40th Street and 41st Street (up to approximately 2.0 million gross square feet of commercial space);
- East side of Eleventh Avenue between 39th Street and 40th Street (up to approximately 2.3 million gross square feet of commercial space); and
- West side of Tenth Avenue between 39th Street and 40th Street (up to approximately 900,000 gross square feet of mixed-use (retail/residential) space).

Private development on PANYNJ property associated with this project is consistent with community feedback. Residential and commercial uses are compatible with community planning discussions.

6.1.5 Project and Community Amenities

The new Replacement Facility, consistent with Goal 2, would include a variety of approaches to improve passenger experience and the aesthetic environment within the Facility, such as state-of-the art building design and improved communications (e.g., wayfinding features) and operations (e.g., ticketing areas, gates and queuing areas, and restrooms).

Open space/green space would be provided on two blocks: Lot 9, between 37th Street and 38th Street and Ninth Avenue and Tenth Avenue and Lot 10, between 38th Street and 39th Street and Ninth Avenue and Tenth Avenue. During phased construction, deck-overs of these spaces would be used to accommodate operational needs; when construction is complete these deck-overs will be converted from operational to green space, resulting in approximately 3 additional acres of new community space. Sidewalks are expected to be widened in the vicinity of the Replacement Facility, with enhanced retail opportunities in adjacent buildings. The composition of the residential components of the mixed-use tower is yet to be determined, and will be evaluated during the environmental review process.

6.1.6 Construction-Period Operations

The construction for the Project would occur during two major phases over an eight-year period, incorporating various levels of activity at multiple locations. The initial phase of approximately four years would entail the construction of the West Adjunct and ramps to the existing terminal; the construction of the West Adjunct would allow this facility to serve as a temporary bus terminal while the current terminal is unavailable. The second major phase of approximately four

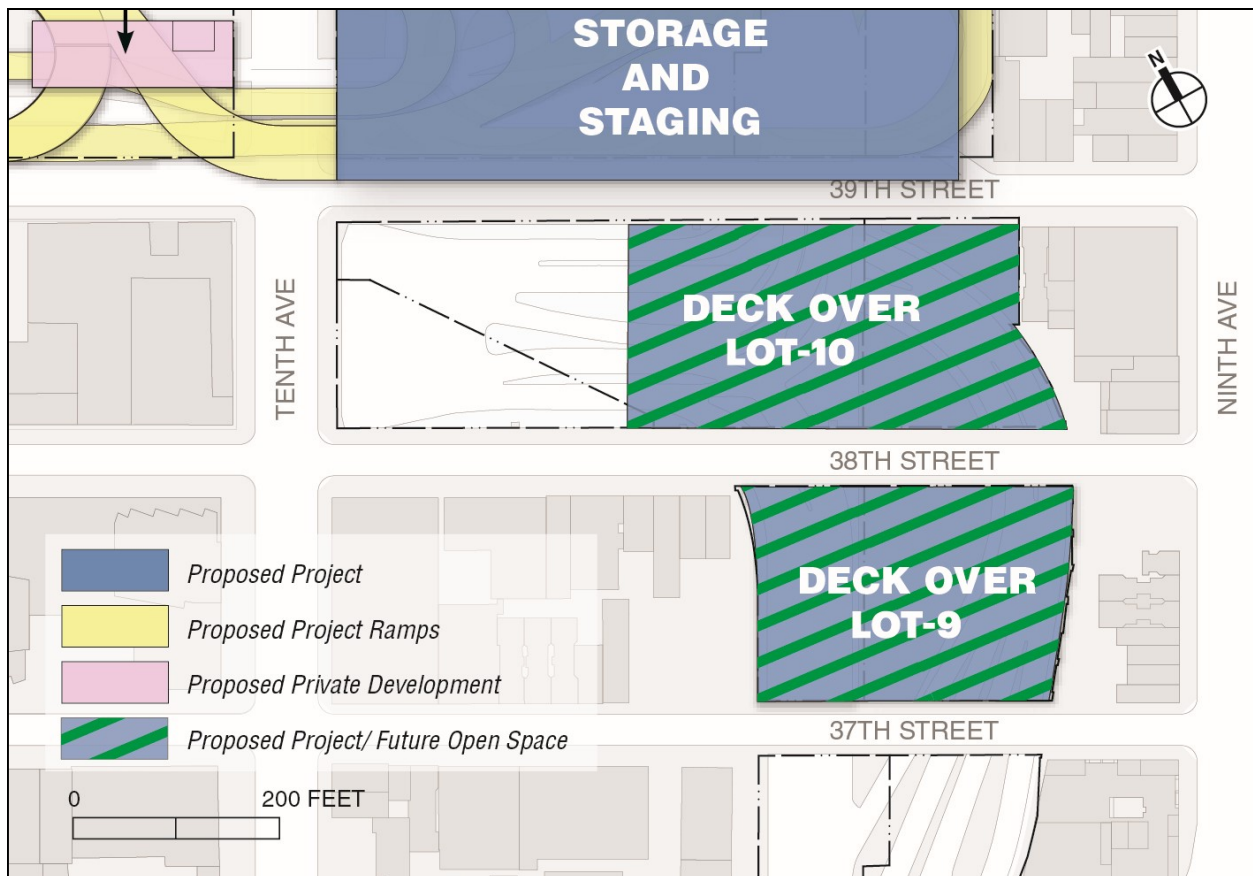
years would include the demolition of the existing terminal and the rebuilding in that location of the East Facility.

Construction impacts will need to be analyzed in depth in the EIS process, and would include noise, dust, street closings and changes in local traffic patterns for periods of time, and sidewalk closings or shifts in pedestrian walkways. Methods to address vehicular, pedestrian, residential, local business, and commuter impacts would be developed as part of an area transportation/traffic management plan (TMP). PANYNJ would anticipate, plan, mitigate, and coordinate quality of life, safety, and logistical impacts throughout the life of the construction period.

The operations of bus service during the approximately four year period for demolition of the current terminal and construction of the East Facility would be provided at the following locations:

- The West Adjunct of the Replacement Facility and ramps to the existing terminal (which, as noted, would be constructed while the existing PABT remains in operation);
- New structural decks constructed over below-grade Dyer Avenue at the following locations (see Figure 6-3):
 - West 38th Street and West 39th Street west of Ninth Avenue (partial footprint of Lot 10)
 - West 37th Street and West 38th Street west of Ninth Avenue (full footprint of Lot 9)
 - Other decks as may be required; and
 - West 30th Street between Ninth Avenue and Tenth Avenue where Dyer Avenue terminates (a location of current intercity bus operations and commuter bus storage).

FIGURE 6-3 LOCATION OF PROPOSED STRUCTURAL DECKS



Source: WSP (2020)

7 Environmental Analysis Framework

PANYNJ will continue coordination with FTA in regard to the agency's commencement of a formal NEPA environmental review. The Draft Scoping Document describes in detail PANYNJ's proposed framework for the anticipated Proposed Project environmental review; this Final Scoping Report summarizes that discussion, and augments it, where applicable, in response to public comment received during the scoping process. The following summarizes regulatory requirements, the organization of environmental analysis, description of the study areas, analysis year, and topics to be studied. The environmental review will discuss the Locally Preferred Alternative identified above (the enhanced Build-in-Place Alternative) and any other reasonable alternative(s) identified in the formal environmental review process.

7.1 REGULATORY REQUIREMENTS

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

- **UNITED STATES DEPARTMENT OF TRANSPORTATION (USDOT) ACT SECTION 4(F)** – The Act is applicable if a proposal would use land from a publicly owned park, wildlife and waterfowl refuge, or public or private historic site on, or eligible for listing on, the National Register of Historic Places—unless the use of the affected resource is determined to be *de minimis*. If not, there must be a showing that there is no feasible and prudent avoidance alternative to the use of the land and the action includes all possible planning to minimize harm.
- **NATIONAL HISTORIC PRESERVATION ACT, SECTION 106** – This Act requires federal agencies to evaluate projects for potential direct and indirect effects on resources included on, or eligible for listing on, the National Register of Historic Places, and requires Section 106 consultation with the State Historic Preservation Office (SHPO) and other consulting parties as appropriate (including the New York City Landmarks Commission). The Section 106 process is intended to build avoidance, minimization, and mitigation measures into project design and construction, the results of which are typically memorialized in a negotiated Memorandum of Agreement among FTA, the project sponsor and the SHPO.
- **NEW YORK CITY ACTIONS** – PANYNJ will continue to coordinate with various City of New York agencies as participating agencies on relevant requirements for potential City actions involved with the Proposed Project, and will comply with applicable City laws, including the

Uniform Land Use Review Procedure (ULURP). The specific requirements of any applicable City of New York laws will be identified after the commencement of the formal NEPA process.

7.2 ORGANIZATION OF THE ANTICIPATED ENVIRONMENTAL REVIEW

In accordance with NEPA, the format of the environmental review document is anticipated to be as follows:

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

7.3 ENVIRONMENTAL REVIEW ANALYSIS YEAR

The environmental review will assess several future conditions: 1) construction of the West Adjunct (2023 to 2026); 2) interim operation of the West Adjunct during construction of the East Terminal (2027 to 2030); 3) initial year of anticipated operation of the Replacement Facility (2030); and 4) 2040, when full demand will be met, and ancillary private development will likely have been completed.⁵³

7.4 METHODOLOGY

Analyses of environmental impacts will address the potential impacts of the Proposed Project (which includes any reasonable alternative(s) advanced for inclusion in the environmental review) against the No Action Alternative in which no project action is taken.⁵⁴

⁵³ This anticipates the monetization of the development rights by 2037.

⁵⁴ PANYNJ would advance the Locally Preferred Alternative described above.

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

7.4.1 Project Study Area

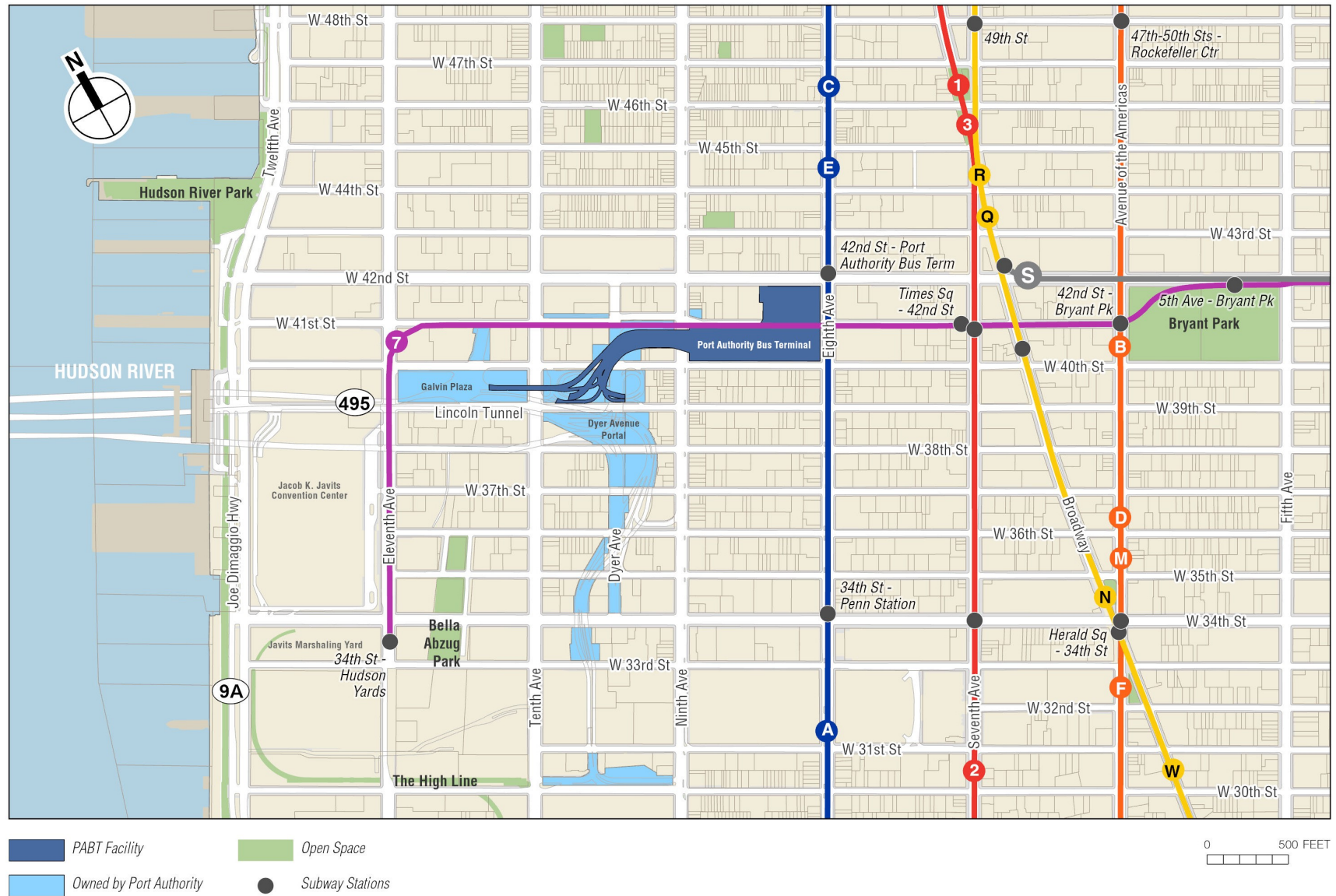
It is proposed that the anticipated environmental review for the Proposed Project will identify several geographic areas of analysis:

- **SERVICE AREA:** The counties west of the Hudson River that are the primary contributors to NJ TRANSIT and private carrier bus routes utilizing the PABT. Figure 7-1 defines the primary Service Area for commuter service.
- **ANTICIPATED STUDY AREA:** For environmental analyses, an impact assessment study area is typically created for a project site and a larger study area surrounding the project site. While any given technical analysis would define a specific study area as the environmental review is being prepared, Figure 7-2 provides a general study area of about ¼ mile beyond the project site.

A map of the New York and New Jersey metropolitan area showing counties with commuter bus service to PABT. The map includes state boundaries, major highways, and a legend. The legend indicates that counties with commuter bus service to PABT are shaded in light blue. These counties include: Ulster, Sullivan, Orange, Rockland, Westchester, Putnam, Dutchess, Litchfield, Berks, Lehigh, Monroe, Sussex, Passaic, Bergen, Essex, Morris, Warren, Northampton, Hunterdon, Somerset, Middlesex, Monmouth, Mercer, Bucks, Montgomery, Chester, Lancaster, York, Dauphin, Northumberland, Snyder, Montour, Columbia, Luzerne, Carbon, Wyoming, Lackawanna, Wayne, Pike, and Pike. The map also shows other counties in New York and New Jersey, as well as parts of Pennsylvania and Delaware. Major highways are labeled with their route numbers. A scale bar indicates distances up to 40 miles. A north arrow is located in the bottom right corner.

1/21/2021

FIGURE 7-2 STUDY AREA



Source: WSP (2020)

7.4.2 Analytic Framework

The Proposed Project involves a complex array of elements and requires a comprehensive analytic framework to ensure that the environmental review encompasses the variability of Project elements and potential implementation timeframes.

7.4.2.1 No Build (No Action) Scenario

No Action baselines will be established for the study area for each Build (with Action) analysis year identified below (2026, 2030, and 2040), and will identify known and proposed projects anticipated to be completed without the Proposed Project. The No Action will include:

- Private and public development projects expected in the continuing build-out of Hudson Yards, as well as other known development projects; and
- Local and regional transportation and infrastructure projects expected in the project study area by 2030 or 2040.

7.4.2.2 Build (With Action) Scenarios

The following Build (With Action) Scenarios will be evaluated:

- Construction of the West Adjunct and ramps (2023 to 2026—approximately four years). Analysis build scenario year 2026;
- Interim operation of the West Adjunct during construction of the East Terminal (2027 to 2030—approximately four years). Analysis build scenario year 2030;
- Initial year of anticipated operation of the Replacement Facility (2030); and
- 2040, when full demand will be met, and ancillary private development will likely have been completed.

7.4.2.3 Construction Analysis Year(s)

As noted above, PANYNJ will conduct environmental assessment of conditions during several overall phases of construction. As the sequencing and phasing of Proposed Project elements are further refined as part of the environmental review, a representative reasonable worst-case construction impact analysis framework will be established to identify reasonable mitigation strategies, and to consider the potential cumulative effects of multiple project elements, or other separate projects under construction at the same time. As noted above, the Project will need to be analyzed in depth.

7.4.3 Technical Studies

The environmental review will include evaluations of the full range of technical areas needed to comply with NEPA. The following bullets identify the key environmental topics that could result in potential adverse impacts that will be studied. Where environmental analysis reveals any

significant adverse impacts, the document will identify any reasonable measures to minimize or mitigate those impacts.

- **LAND USE, ZONING, AND PUBLIC POLICY:** This chapter will assess land use, zoning, and public policy. It will identify reasonably foreseeable development projects in the study area in the No Action Alternative. Changes in land use that may result from the Proposed Project, either directly or indirectly, will be described and evaluated. Consistency with any applicable local or regional policies will be evaluated. This chapter will include consideration of the HKSC Concept.
- **SOCIOECONOMIC CONDITIONS:** This chapter will examine the potential effects of the Proposed Project on socioeconomic conditions in the study area. A description of existing conditions, changes that are expected to occur in the future independent of the Proposed Project, and the potential impacts of the Proposed Project will be presented.
- **ENVIRONMENTAL JUSTICE:** This chapter will identify low-income and minority populations to inform the Environmental Justice analysis required by Executive Order 12898 on Environmental Justice, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations and whether the Proposed Project will result in any disproportionately high and adverse impacts on minority or low-income populations. This chapter will also describe the public outreach efforts undertaken to inform and involve minority and low-income populations who may be affected by the Proposed Project.
- **NATURAL RESOURCES:** This chapter will address the limited natural resources that may be located in the dense urban environment of the study area; any such resources will be characterized and any potential adverse impacts on them would be identified and assessed.
- **OPEN SPACE:** This chapter will identify and describe any open spaces within the study area, including any existing or new parks and informal open space. Any direct effects to open spaces (e.g., removal of existing open spaces) or indirect effects (e.g., additional use of open space from new residential or daytime worker populations) would be assessed. This chapter will be prepared following guidance in the *CEQR Technical Manual*.
- **HISTORIC AND CULTURAL RESOURCES:** This chapter will document the Proposed Project's impact on these resources, as well as the FTA's compliance with Section 106 of the National Historic Preservation Act. An Area of Potential Effect (APE) will be defined for this analysis and the chapter will identify the potential for the Proposed Project to affect historic properties within this area. The evaluation will include the potential to affect buried archaeological resources, through consultation with the SHPO. If determined necessary, an archaeological evaluation would be undertaken.
- **URBAN DESIGN AND VISUAL RESOURCES:** To document changes to the visual landscape, the environmental review will consider the appearance of new structures and the potential visual effects of those new structures or infrastructure. The analysis will be prepared following guidance in the *CEQR Technical Manual* as well as the U.S. Department of Transportation Guidelines for the Visual Impact Assessment of Highway Projects (DOT 2015), which

represents current best practices for conducting a thorough evaluation of visual impacts caused by a transportation project.

- **SHADOWS:** In New York City, environmental review of projects including new buildings of 50 feet in height or taller typically includes an analysis of potential shadow impacts to determine if any adverse impacts would result to sunlight sensitive features like open space or historic resources. This chapter will be prepared following guidance in the *CEQR Technical Manual*.
- **TRANSPORTATION:** This chapter will discuss the potential beneficial aspects of the Proposed Project on regional mobility and transportation services, employing regional travel demand models to describe any changes in ridership numbers, logistics, or circulation. This chapter will also assess potential impacts associated with the Proposed Project, such as changes to vehicular traffic and pedestrian/bicycle traffic on the local streets and city transit systems serving the PABT. The traffic analysis will account for traffic on local streets attributable to the Lincoln Tunnel.⁵⁵ This chapter will be prepared following guidance in the *CEQR Technical Manual*.
- **AIR QUALITY:** This chapter will assess mobile source and stationary source air emissions from the Proposed Project, including those from modifications to circulation patterns on the local streets and ramps serving the PABT. Mobile source emissions from bus movements will include bus movements on local streets, on the ramps, and within the Replacement Facility. The air quality analysis will therefor account for vehicular emissions associated with traffic from the Lincoln Tunnel. The assessment will determine whether any regional or localized impacts to air quality (beneficial or detrimental) would result from the Proposed Project (as noted in response to Summarized Comment 44, the enhanced Build-in-Place Alternative would result in fewer buses circulating on city streets and a consequential reduction of on-street idling of buses).
- The assessment will also include consideration of advances in technology, such as electric buses and other zero or low-emission buses, that would lessen vehicular emissions (e.g., the NJ TRANSIT transition to zero-emission (i.e., buses). The Port Authority will consider NJ TRANSIT progress towards its goal to replace its diesel-fueled buses with zero-emission (i.e., electric) buses starting in 2024; as of 2032, all new buses purchased must be zero-emission). The Facility design will provide for the installation of electric charging infrastructure to support the conversion by carriers to electric buses and PANYNJ will explore rate structures that incentivize such conversions. Thus, as electric or low-emission buses replace diesel-fueled buses over time the percentage of the commuter bus fleet that has emissions will be reduced.⁵⁶ The conversion of much of the bus fleet to electric buses, along with other

⁵⁵ Although several comments raised the issue of including impacts on the Lincoln Tunnel, the projected increases in bus and other vehicular traffic will occur with or without the terminal. It is expected that inclusion of storage and staging in the Proposed Project would reduce the number of buses that would need to travel through the Tunnel. See response to Summarized Comment 53.

⁵⁶ See Public Law 2019, c. 362 (A2252 SCS CC), signed into law on January 17, 2020.

advances in technology, would call into question the need to manage emissions in the Replacement Facility.

This chapter will be prepared following guidance in the *CEQR Technical Manual*.⁵⁷

- **NOISE AND VIBRATION:** In accordance with the FTA's *Transit Noise and Vibration Impact Assessment Manual* (September 2018) and following guidance in *CEQR Technical Manual*, the environmental review will identify any sensitive receivers (i.e., sensitive land uses) that could be affected by the Proposed Project and will assess potential impacts associated with changes in noise or vibration levels.
- **HAZARDOUS MATERIALS:** The assessment of hazardous materials will include a limited Phase I environmental site assessment pursuant to American Society for Testing and Materials (ASTM) standards to identify potential areas of concern within the Proposed Project limits. Phase II environmental sampling would be conducted, as needed. Any warranted remedial approaches for addressing identified contaminated materials would be described. This chapter will be prepared following guidance in the *CEQR Technical Manual*.
- **WATER AND SEWER INFRASTRUCTURE:** This chapter will discuss the potential impacts to water and sewer infrastructure based on guidance in the *CEQR Technical Manual* methodologies.
- **ENERGY:** This chapter will characterize the anticipated changes to energy consumption made by updating equipment within the new PABT as well as from new development.
- **GREENHOUSE GAS AND CLIMATE CHANGE.** This chapter will estimate greenhouse gas (GHG) emissions and describe anticipated design features that would minimize energy consumption and GHG emissions. This analysis will be prepared following guidance in the *CEQR Technical Manual*. This chapter will also assess the project's consistency with PANYNJ's Sustainable Building Guidelines and any other PANYNJ environmental commitments.
- **CONSTRUCTION IMPACTS:** This chapter will address impacts arising from the large-scale construction activities for the Proposed Project, such as construction traffic on surrounding streets, modifications to traffic due to temporary lane closures, noise and vibration, air quality (e.g., emissions from construction equipment), any hazardous materials, and the potential impact to existing bus service. Potential construction impacts in Environmental Justice communities will also be considered. The analysis will address the proposed phasing anticipated for the Project.

The Project engineer will identify anticipated equipment, operating assumptions, and abatement measures used to minimize noise and air quality impacts, which will serve as the basis for assessing construction-related impacts.

⁵⁷ The chapter will address, as appropriate and consistent with the *CEQR Technical Manual*, comments by the New York City Department of City Planning and the Mayor's Office of Environmental Coordination with respect to air quality. See Letter from New York City Department of City Planning, dated September 5, 2019 and Letter from Hilary Semel, Mayor's Office of Environmental Coordination, dated September 9, 2019.

- **INDIRECT IMPACTS AND CUMULATIVE EFFECTS:** This chapter will evaluate the Proposed Project's indirect (secondary) and cumulative effects in each of the technical areas of evaluation. An indirect effect is a reasonably foreseeable effect caused by the Proposed Project, but occurs later in time or is further removed from the project site than a direct effect, and includes growth inducing effects and induced changes in the pattern of land use, population density or growth rate (40 C.F.R. § 1508.8(b)). A cumulative effect is an "impact on the environment which results from the incremental effect of the action when added to other past, present, and reasonably foreseeable future actions" (40 C.F.R. § 1508.7).
- **UNAVOIDABLE ADVERSE IMPACTS:** This chapter will identify any impacts that are unavoidable and that cannot be reasonably mitigated.
- **IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES:** This chapter will include a discussion of any irreversible or irretrievable commitments of resources; this assessment typically entails use of building materials and energy that are committed to construction of a project.
- **SECTION 4(f) EVALUATION:** There would be a separate Section 4(f) evaluation if that legislation is applicable. While this evaluation is a standalone process with its own public review requirements, it will be incorporated into the environmental review process for streamlining purposes.

8 Agency and Public Coordination

8.1 INTRODUCTION

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

8.2 AGENCY COORDINATION ACTIVITIES

Prior to the issuance of the Draft Scoping Document, PANYNJ conducted meetings with key agencies and stakeholders to get early feedback that has helped shape the Purpose and Need, Goals and Objectives, and potential alternatives (see Appendix A of the Draft Scoping Document). Informational meetings were conducted with: Community Board 4 and 5 leadership, New York and New Jersey elected officials, NJ TRANSIT, private bus carriers, NYCDOT, NYC Department of City Planning, New York City Mayor's office, and both regional metropolitan planning organizations (NJTPA and NYMTC).

Coordination will continue with these key stakeholders. The agency coordination process will include coordination with various federal, state, and city agencies (Table 8-1), in addition to those noted above, as well as any private transportation companies that provide service to the PABT. Upon initiation of the formal NEPA process, FTA, as the NEPA lead agency for the Proposed Project, will work with PANYNJ to develop an Agency Coordination Plan that will any identify cooperating and participating agencies to be informed and involved throughout the environmental review.

A "cooperating agency," according to CEQ regulations (40 C.F.R. §1508.5), means any federal agency, other than a lead agency, that has jurisdiction by law or special expertise with respect to any environmental impact involved in a proposed project or reasonable alternative. If a state or local agency has similar qualifications or when the proposed action or reasonable alternatives may have effects on lands of tribal interests, a state or local agency or a tribal government may, by agreement with the lead agency, also become a cooperating agency. CEQ regulations also state (40 C.F.R. § 1501.6) that an agency may request the lead agency to designate it a cooperating agency.

“Participating agencies” are those federal, state, or local agencies or federally recognized tribal governmental organizations with an interest in the project. The standard for participating agency status is broader than the standard for cooperating agency status. Therefore, all cooperating agencies are participating agencies, but not all participating agencies are cooperating agencies.

8.3 PUBLIC COORDINATION ACTIVITIES

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

- **Website** – The project website (www.pabtreplacement.com) will be the primary platform for sharing information with the public and stakeholders about the project and soliciting comments about the project. The website will include project overview, project documents, project schedule, Frequently Asked Questions, a sign-up to join the project mailing list, and a project email address for submission of comments.
- **Social Media** – A social media communication program will be developed, which may include Facebook, Twitter, and other platforms to communicate project updates and direct interested stakeholders to the project website.
- **Contact Database/Mailing List** – A master contact list will be generated and updated throughout the project to generate mailings and email alerts to keep interested parties informed on project updates and upcoming meetings.
- **Stakeholder Briefings** – Meetings and presentations will continue to be held with key stakeholders throughout the course of the project to provide for discussion and exchange of information. PANYNJ initiated informal meetings with some stakeholders in 2018 as a precursor to formal Stakeholder and Technical Advisory meetings. It is anticipated that formal meetings with TAC and SAC groups will commence with the initiation of the NEPA environmental review process.
- **Open Houses** – Public open houses will be held to provide project information and gain input at key project milestones.
- **PABT Redevelopment Center** – A PABT Redevelopment Center will be located inside the Ninth Avenue entrance at the PABT to provide the community with access to project information and a location to speak to staff and ask questions.

The following environmental review schedule is being proposed by PANYNJ for the FTA's consideration for that agency's NEPA review:

- FTA Initiates Formal NEPA
Environmental Review Process Document(s) Fall 2020/Winter 2020-21
- FTA Conducts Public Hearings on
Environmental Document.....Summer/Fall 2021
- Draft Final NEPA Document(s) including
Associated Preliminary Engineering Spring/Summer 2022
- Progress Applicable Federal, State, and Local Permitting and Approvals

TABLE 8-1 PRELIMINARY LIST OF LEAD, COOPERATING AND PARTICIPATING AGENCIES

Agency	Anticipated Role	Responsibilities
Project Sponsor		
Port Authority of New York and New Jersey (PANYNJ)	Project Sponsor	Plan and design project; facilitate environmental review process; facilitate opportunity for public and agency involvement.
Federal Agencies		
Federal Transit Administration (FTA)	Federal Lead Agency	Manage environmental review process; prepare NEPA decision document; financing/funding.
U.S. Environmental Protection Agency	Participating Agency/Cooperating Agency	Consultation related to the Clean Air Act and Section 309 concurrence.
U.S. Department of Interior, Office of Environmental Policy and Compliance	Participating Agency	Consultation related to Section 4(f) of the U.S. Dept. of Transportation Act.
U.S. Fish & Wildlife Service	Cooperating Agency	Consultation on Endangered Species Act compliance.
U.S. Department of Homeland Security	Participating Agency	Consultation related to security.
Advisory Council on Historic Preservation	Participating Agency	Possible participation in Section 106 process.
State Agencies		
Metropolitan Transportation Authority	Cooperating Agency	Consultation related to Proposed Project.
MTA New York City Transit	Cooperating Agency	Consultation related to Proposed Project.
NYS Department of Transportation	Participating Agency	Possible approvals related to Route 9A.
NYS Office of Parks, Recreation and Historic Preservation (SHPO)	Participating Agency	Consultation related to historic resources.
NYS Department of Environmental Conservation	Participating Agency	Consultation related to threatened & endangered species.
NJ TRANSIT	Participating Agency	Consultation related to possible modifications to operations.
NJ Department of Transportation	Participating Agency	Consultation related to possible modifications to NJ Route 495.
NJ Turnpike Authority	Participating Agency	General consultation.
City Agencies		
NYC Department of Transportation	Cooperating Agency	Consultation and possible approvals related to modifications to local streets/sidewalks; Construction coordination and Maintenance and Protection of Traffic (MPT) approvals.
NYC City Planning Commission, City Council	Cooperating Agency	Consultation and possible approvals related to modifications to local streets/sidewalks.
NYC Department of Environmental Protection	Participating Agency	Coordination on project utilities, including stormwater utilities.
NYC Mayor's Office of Environmental Coordination	Participating Agency	Consultation relating to CEQR compliance.
NYC Department of City Planning	Participating Agency	Consultation relating to CEQR compliance.
Manhattan Community Board 4	Participating Agency	General consultation.
Manhattan Community Board 5	Participating Agency	General consultation.
Regional Agencies		
New York Metropolitan Transportation Council (NYMTC)	Participating Agency	General consultation and approval actions to add to official regional transportation plans
North Jersey Transportation Planning Authority (NJTPA)	Participating Agency	General consultation and approval actions to add to official regional transportation plans
Orange County Transportation Council	Participating Agency	General consultation