

U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL TRANSIT ADMINISTRATION

FINDING OF NO SIGNIFICANT IMPACT (FONSI)

Project: Second Avenue Subway: 72nd Street and 86th Street Station Entrances

Applicants: Metropolitan Transportation Authority (MTA) and  
MTA New York City Transit (NYCT)

Location: New York County, New York

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**INTRODUCTION**

The Federal Transit Administration (FTA) issued the *Second Avenue Subway Final Environmental Impact Statement and Final Section 4(f) and 6(f) Evaluation* (“FEIS”) on April 2004 and a Record of Decision (“ROD”) for the Second Avenue Subway project (Project) on July 8, 2004. New York City Transit (“NYCT”), an operating entity of the Metropolitan Transportation Authority (“MTA”), is proposing to revise the design of the Project’s northern entrance at the 72nd Street Station and the northern entrance at the 86th Street Station. In order to analyze potential environmental impacts of the proposed revision, on June 1, 2009, the MTA/NYCT and the Federal Transit Administration (FTA) issued a *Supplemental Environmental Assessment to the Second Avenue Subway Final Environmental Impact Statement: 72nd Street and 86th Street Station Entrance Alternatives*, dated May 2009 (herein after referred to as the “May 2009 EA”). The May 2009 EA was prepared in compliance with the National Environmental Policy Act (NEPA) of 1969, as amended (42 USC 4321 et seq.), the Federal Transit Administration implementing regulations (23 CFR 771), and all other applicable laws.

Based on the May 2009 EA, the FTA finds, in accordance with 23 CFR 771.121, that the 72nd Street Station Preferred Alternative (described in the May 2009 EA as Alternative 1 of the 72nd Street Station alternatives), and the 86th Street Station Preferred Alternative (described in the May 2009 EA as Alternative 7 of the 86th Street Station alternatives), together the “Proposed Action”, will result in no significant impacts on the environment beyond those identified in the FEIS and ROD.

**PROPOSED ACTION**

The May 2009 EA compared the impacts of the Proposed Action against the impacts of the No Action Alternative. The FEIS, ROD, and subsequent changes presented in four (4) technical memoranda form the basis of the No Action Alternative analyzed in the May 2009 EA. FTA determined that the design changes analyzed in the four (4) technical memoranda would not change the conclusions of the FEIS and ROD. Therefore, the impacts of the Proposed Action are compared against the Build Alternative of the FEIS and subsequent changes.

**72nd Street Station Preferred Alternative**

The 72nd Street Station Preferred Alternative will relocate the subway entrance at 305 East 72nd Street (the northeast corner of Second Avenue and 72nd Street) and a single, sidewalk elevator

entrance (the southeast corner of 72nd Street and Second Avenue), the locations of the No Action design, to a newly constructed structure at 300 East 72nd Street (the southeast corner of 72nd Street and Second Avenue). An existing, four-story building at 300 East 72nd Street will be acquired and demolished and a new structure that will house five elevators will be constructed at the 300 East 72<sup>nd</sup> Street location.

### **86th Street Station Preferred Alternative**

The 86th Street Station Preferred Alternative will relocate the subway entrance from within the building at 305 East 86th Street, (northeast corner of 86th Street and Second Avenue), the location of the No Action design, to two new locations in the sidewalk on the north side of East 86th Street east of Second Avenue. In the revised design, a total of four escalators—two escalators per entrance—will be constructed in the sidewalk. One entrance will be approximately 21 feet east of the building line at Second Avenue and oriented toward Second Avenue, in close proximity to the corner. The other entrance will be approximately 229 feet east of the building line at Second Avenue and oriented toward First Avenue. Each pair of escalators will be covered by a glass canopy with a granite base located on the sidewalk and will be approximately 41 feet long and 14 feet wide. To accommodate the new subway canopies, the sidewalk will be widened (bumped out) by 6 feet along the north side of East 86th Street for a total of 270 feet from the intersection. The elevator entrance on the south side of 86th Street will not be changed.

The Proposed Action evaluated in the May 2009 EA, which included a Section 106 analysis, is the subject of this Finding of No Significant Impact (FONSI).

### **BACKGROUND**

In April 2004, the FTA and the MTA/NYCT issued the FEIS. The FEIS examined the potential environmental impacts of MTA's proposed 8.5-mile-long Second Avenue Subway, over the subway's full alignment from East 125th Street in Harlem to Hanover Square in Lower Manhattan. On July 8, 2004, FTA issued a ROD for the Project, based on the findings presented in the FEIS.

The Project's station entrances presented in the FEIS were based on conceptual and preliminary engineering. Subsequent to the FEIS and ROD, four technical memoranda have assessed the effects from other changes to the design of the Project. The design changes proposed in these previous technical memoranda did not result in any new significant environmental impacts from those in the FEIS and have been incorporated into the Project. Technical Memorandum No 1, dated November 2006, included changes to entrances for the 72<sup>nd</sup> Street Station and 86<sup>th</sup> Street Station. The other three technical memoranda did not relate to the design or location of entrances for those stations. Technical Memorandum No. 1 evaluated, among other changes, the following: the addition of a new elevator entrance within the sidewalk on the southeast corner of 72<sup>nd</sup> Street and Second Avenue; a revision to the orientation of the entrance within 305 East 72<sup>nd</sup> Street (at the northeast corner); elimination of an ancillary facility and entrance from within a new building on the southeast corner of 86<sup>th</sup> Street and Second Avenue; and the addition of an elevator entrance within the sidewalk at the southeast corner of 86<sup>th</sup> Street and Second Avenue.

## **PURPOSE AND NEED**

Since issuance of the FEIS and ROD, and review of technical memoranda for the Project, MTA/NYCT identified unanticipated difficulties in the implementation of the No Action Alternative design for the entrances at the north ends of the stations at 72nd Street and 86th Street. Below are a description of the No Action Alternative and the reasons for the design modifications, followed by a description of the basic siting requirements of station entrances.

### **Reasons for Project Changes**

#### ***72nd Street Station No Action Alternative***

The No Action Alternative for the 72nd Street Station includes one entrance at the south end of the station (northeast corner of 69th Street and Second Avenue) and three entrances at the north end of the 72nd Street Station: 1) an off-street entrance in a new building to be constructed for the Second Avenue Subway at the northwest corner of Second Avenue and 72nd Street; 2) an off-street entrance within a portion of the ground-floor retail space (CVS pharmacy) and below-ground basement space of the existing condominium apartment building on the northeast corner of Second Avenue and 72nd Street (305 East 72nd Street); and 3) an elevator entrance in the sidewalk on the south side of 72nd Street east of Second Avenue.

As engineering has advanced, it has become evident that the design for the two entrances on the east side of Second Avenue at 72nd Street in the No Action Alternative—the entrance within 305 East 72nd Street and the elevator entrance in the sidewalk on the south side of 72nd Street—would require complex property acquisition and utility relocations, and present construction difficulties and associated risk to the overall Second Avenue Subway schedule and budget. Therefore design modifications have been explored.

Upon visual inspection and survey of the basement at 305 East 72nd Street, MTA learned that the location of the subway entrance houses the apartment building's laundry room and main service utility entrance and distribution for the building, including the electrical distribution panel, electrical meters, gas meter, sewer connection, and steam for the building's heating system. To accommodate the subway entrance, this laundry room and mechanical space serving the residential condominium units would have to be relocated into a portion of the basement that is owned by a commercial entity (CVS pharmacy), which would have to be acquired by MTA for that purpose. However, MTA believes it will not have full cooperation of the affected private property interests, and the relocation of privately owned and operated mechanical equipment would be difficult or impossible to undertake without the full cooperation of all affected parties, which MTA believes would not be forthcoming. Therefore, because of the complexity of the required property acquisition and construction and the associated risks to the overall Second Avenue Subway's construction schedule and budget, design changes are being sought to avoid an entrance at this location within the building at 305 East 72nd Street.

In addition to the above, a 48-inch high-pressure steam main that serves a large area of the East Side of Manhattan is located beneath the sidewalk on the south side of East 72nd Street, close to the location planned for an elevator entrance in the No Action Alternative. When this location was incorporated into the Second Avenue Subway project in 2006, MTA, based on criteria set forth by Consolidated Edison, determined that the steam main would not need to be relocated because there was sufficient lateral distance between the proposed elevator shaft and the main. However, following the steam main explosion at the intersection of Lexington Avenue and 41st Street in summer 2007, Consolidated Edison revised its criteria for lateral clear distance around its high-pressure steam

mains, and as a result, the proposed elevator entrance would be too close under Consolidated Edison's revised standards. Therefore, either the steam main or the elevator entrance would need to be relocated. If the elevators were shifted to provide the distance required to avoid relocation of the high-pressure transmission steam main, the elevators would be in the center of the sidewalk, where they would impede pedestrian sight lines and block primary pedestrian view corridors. Therefore, shifting the elevators is not practical or desirable. If the steam main were relocated, cut and cover construction work would be extensive, complex, and costly. Therefore, to avoid the complexity of utility relocation, a new location not within the sidewalk is being sought for the elevators.

#### ***86th Street Station Entrance No Action Alternative***

The No Action Alternative for the 86th Street Station includes three entrances, one at the south end of the station at 83rd Street and Second Avenue and two at the north end of the station at 86th Street and Second Avenue: 1) an off-street entrance within a portion of the ground-floor and basement-level space used by Food Emporium supermarket in the existing apartment building on the northeast corner of Second Avenue and 86th Street (305 East 86th Street); and 2) an elevator entrance in the sidewalk on the south side of 86th Street east of Second Avenue.

As engineering advanced, it became evident that the design for the entrance at 305 East 86th Street would present substantial difficulties during construction, and therefore, an alternative design for the entrance at the northeast corner of 86th Street and Second Avenue was required.

Following completion of the FEIS, MTA determined through additional investigations within the building at 305 East 86th Street that the design for the entrance in that building would require major structural modifications to the building. These modifications would substantially increase the Second Avenue Subway's overall construction cost and schedule. Specifically, the construction work would necessitate underpinning the building. Underpinning requires structural modifications to building columns, beams, and possibly apartments above the entrance location at 305 East 86th Street. Therefore, the residential apartments at 305 East 86th Street would have been impacted by the construction. In addition, the Food Emporium supermarket on the ground floor and a portion of the basement would likely have had to close because of the amount of space required for construction easements. Therefore, an alternative design is now being sought for the north-end access to the 86th Street Station to relocate the entrance from within the building at 305 East 86th Street.

#### **Basic Siting Requirements**

The entrances must meet certain minimum siting criteria (as outlined in the FEIS page 2-19) to be acceptable locations, including the following: entrances must be large enough to accommodate the projected ridership, and entrance locations should be sited as to be constructible in accordance with good engineering practice. In addition, entrances must be located to allow for a connection to the stations' mezzanines without major redesign of the stations.

## **ALTERNATIVES CONSIDERED**

The May 2009 EA provided detailed analysis on four alternatives (No Action Alternative and three Build Alternatives) for the 72nd Street Station entrance and four alternatives (No Action Alternative and three Build Alternatives) for the 86th Street Station entrance.

### **72nd Street Station Entrance Alternatives**

Initially, the MTA evaluated eight (8) build alternatives and the No Action Alternative for the 72nd Street Station entrance. These alternatives were examined for their ability to meet the purpose and need (siting requirements) and their ability to best meet the goals and objectives for the station entrances in comparison to other alternatives. As a result of that evaluation, five alternatives (Alternatives 2, 5, 6, 7, and 8) were eliminated. The No Action Alternative and the remaining build Alternatives -- Alternatives 1 (72nd Street Station Preferred Alternative), Alternative 3, and Alternative 4 -- were then assessed in detail in the May 2009 EA.

(1) The No Action Alternative for the 72nd Street Station is described above in the Purpose and Need section.

(2) Alternative 1, the Preferred Alternative at 72nd Street, would relocate the subway entrance from within 305 East 72nd Street and relocate the station's elevator from the sidewalk on the south side of 72nd Street east of Second Avenue to a newly constructed structure at 300 East 72nd Street (southeast corner) that would consist of five elevators. The existing building at 300 East 72nd Street would be acquired and demolished and a new subway entrance structure, consisting of five elevators, would be constructed at the 300 East 72<sup>nd</sup> Street location.

(3) Alternative 3 would relocate the subway entrance from within 305 East 72nd Street to two entrances in a widened sidewalk on the north side of 72nd Street east of Second Avenue. One entrance, with a stair and an escalator, would be located in front of 305 East 72nd Street and the other entrance, with two escalators, would be located in front of the apartment buildings at 311 and 315 East 72nd Street. At the southeast corner, no elevator would be constructed in the sidewalk; instead, the building at 300 East 72nd Street would be acquired and demolished and a new subway entrance structure, consisting of two elevators, would be constructed at that location.

(4) Alternative 4 would relocate the subway entrance from within 305 East 72nd Street to two escalator entrances in widened sidewalks alongside 305 East 72nd Street. One escalator entrance would be located in the sidewalk on the east side of Second Avenue north of 72nd Street, and the other would be in the sidewalk on the north side of 72nd Street east of Second Avenue. At the southeast corner, no elevators would be constructed in the sidewalk; instead, the building at 300 East 72nd Street would be acquired and demolished. A new subway entrance structure, consisting of two elevators, would be constructed at that location.

### **86th Street Station Entrance Alternatives**

In addition to the No Action Alternative, MTA initially examined seven (7) build alternatives for the entrance at the 86th Street Station. These alternatives were then evaluated for their ability to meet the purpose and need (siting requirements) and their ability to best meet goals and objectives for station entrances in comparison to other alternatives. As a result of that evaluation, four alternatives (Alternatives 1, 3, 4, and 6) were not carried forward for further evaluation, and the No Action

Alternative and the three remaining build alternatives—Alternatives 2, Alternative 5, and Alternative 7 (86th Street Station Preferred Alternative)—were assessed in detail in the May 2009 EA.

(1) No Action Alternative is described above in the Purpose and Need section.

(2) Alternative 2 would relocate the subway entrance from within 305 East 86th Street to two new escalator entrances in a widened sidewalk on the south side of 86th Street east of Second Avenue. One entrance would be located in front of 300-302, 304, and 306 East 86th Street and the other would be located in front of 316, 320, 322, and 324 East 86th Street. In addition to the escalators, the elevator on the south side of 86th Street east of Second Avenue (included as part of the No Action Alternative) would be moved slightly to the west to accommodate the escalators in the sidewalk. Each pair of escalators would be covered by a canopy located on the sidewalk.

(3) Alternative 5 would relocate the subway entrance from within 305 East 86th Street and relocate the station's elevator entrance from the sidewalk on the south side of 86th Street east of Second Avenue to a newly constructed building on the southeast corner. The two four-story buildings at 1654 and 1656 Second Avenue would be acquired and demolished on the southeast corner. A new entrance building, consisting of five elevators, would be constructed.

(4) Alternative 7, the Preferred Alternative at 86th Street Station, would relocate the subway entrance from within 305 East 86th Street to two new entrances in a widened sidewalk on the north side of 86th Street east of Second Avenue. These entrances, both with two escalators, would flank the curved driveway in front of the building at 305 East 86th Street. Each pair of escalators would be covered by a canopy located on the sidewalk. The elevator entrance in the widened sidewalk on the south side of 86th Street would not change from the No Action Alternative.

## **AGENCY COORDINATION AND PUBLIC OPPORTUNITY TO COMMENT**

Public outreach activities for the alternatives evaluated in the May 2009 EA have included a community meeting and a public hearing. These meetings were held to provide information about the proposed designs to the public and to solicit comments on the proposed designs and findings of the May 2009 EA.

- **June 18, 2009:** A public hearing was held at the DoubleTree Metropolitan Hotel located at 569 Lexington Avenue, New York, New York during the public comment period for the May 2009 EA. The hearing was promoted through a newspaper announcement, advertisements, emails, and the MTA's web site. At the hearing, MTA made a presentation identifying the various design alternatives for both stations and describing the process for assessing their potential environmental effects. Project representatives were available to answer questions during and after the public presentation. The public was invited to make oral comments at the hearing and submit written comments during the comment period. At the hearing, a total of 18 speakers provided comments. In addition to the oral testimony at the public hearing, 24 written submissions and more than 1,200 letters, postcards, and petitions were received. The comment period was originally scheduled to end on June 30, 2009 but was extended to July 31, 2009 at the request of Manhattan Community Board 8 and other members of the public. See Attachment A for a summary of the comments on the May 2009 EA and responses to those comments.
- **July 29, 2008:** A public presentation was made to Community Board 8 and other interested members of the public. MTA was available to identify the various design alternatives for both

stations and to describe the process for assessing their potential environmental effects. Public comments were made before, during, and after the public information session. Comments included concerns regarding pedestrian safety at vehicle driveways, jaywalking, community impacts of midblock entrances, and the aesthetic character of station canopies. These comments have been addressed in the May 2009 EA and this FONSI.

## **MITIGATION MEASURES**

As a result of the Proposed Action, there will be no significant impacts and therefore, no mitigation measures, apart from those previously outlined in the No Action Alternative.

MTA will implement all measures to minimize harm as described in the May 2009 EA and this FONSI, consistent with the No Action Alternative. The FTA will require in any future grants that the Project be built consistent with its environmental record.

## **SUMMARY ANALYSIS**

The May 2009 EA provided analysis on fifteen (15) environmental issue areas, which are consistent with the environmental issue areas analyzed in the FEIS.

The following eight (8) environmental areas evaluated for the Proposed Action would have no potential to change the conclusions of the No Action Alternative: (1) public open space, (2) infrastructure and energy, (3) contaminated materials, (4) natural resources, (5) coastal zone consistency, (6) safety, (7) environmental justice, and (8) indirect and cumulative impacts. Therefore, no discussion is provided in this FONSI for those eight environmental areas.

The May 2009 EA provided detailed analysis of the environmental impacts of the Proposed Action for the other seven (7) environmental issue areas: (1) transportation, (2) social and economic conditions, (3) displacement and relocation, (4) historic resources, (5) archaeological resources, (6) air quality, and (7) noise and vibration. Below is a summary of that analysis for the Proposed Action.

### ***1. Transportation***

#### **A. 72nd Street Station Preferred Alternative**

During construction, similar to what would occur with the No Action Alternative, the 72nd Street Station Preferred Alternative has the potential to result in temporary significant adverse impacts. However, the 72nd Street Station Preferred Alternative will require fewer construction diversions and a smaller construction zone than the No Action Alternative. The 72nd Street Station Preferred Entrance Alternative will also reduce the number of truck loads of spoils removed from the site during construction reducing the number of days of spoils removal from 23 days with the No Action Alternative to 17 days.

Once completed, the 72nd Street Station Preferred Alternative will not result in significant adverse impacts on traffic, parking, surface transit, and pedestrian circulation.

Passenger Convenience: Although it will have less convenient street-level access for passengers than the No Action Alternative because it will no longer provide an entrance on the northeast

corner of the intersection of Second Avenue and 72nd Street, the 72nd Street Station Preferred Alternative will still provide two entrances at opposite corners (one on the northwest corner and the other on the southeast), and therefore, passengers will continue to have entrance options on both sides of the street. As with the No Action Alternative, the 72nd Street Station Preferred Alternative will also have straight passages and good sightlines.

Traffic, Parking, Transit: The 72nd Street Station Preferred Alternative will be within the footprint of the building lot at 300 East 72nd Street and will not require sidewalk bump-outs. It will not reduce on-street parking or the number of travel lanes, and it will not require relocation of bus stops for the M30/M72 routes.

Pedestrian Circulation: Since the 72nd Street Station Preferred Alternative will not be located within the public sidewalk, it will not reduce the circulation area of the sidewalk, and the adjacent sidewalks, corner, and crosswalks will operate at level of service (LOS) D or better in the AM and PM peak periods. This is an acceptable level of service in urban environments.

### **B. 86th Street Station Preferred Alternative**

During construction, the 86th Street Station Preferred Alternative has the potential to result in temporary significant adverse impacts on traffic, parking, transit, and pedestrian circulation. These impacts are similar to what would occur with the No Action Alternative. Although the 86th Street Station Preferred Alternative will increase the duration of spoils removal from 23 days to 48 days. This is not considered a significant increase. In addition, the daily volume of trucks for spoils removal (65 truck loads per day) will be the same as identified in the No Action Alternative.

Once the subway is operational, the 86th Street Station Preferred Alternative will improve street-level access to the Second Avenue Subway because most of the riders coming from the east will have closer access to a station entrance, as compared to the No Action Alternative.

Passenger Convenience: The 86th Street Station Preferred Alternative will be convenient for the majority of passengers anticipated to use the station, since it will not require riders to cross 86th Street, will provide direct access for passengers coming from the east, and will have good sightlines in its entrances. Since the 86th Street Station Preferred Alternative provides two entrances on the north side of 86th Street with one farther east than the No Action Alternative, it is more convenient for riders coming from the east.

Traffic, Parking, Transit: The 86th Street Station Preferred Alternative will not result in significant adverse impacts on traffic and parking. The sidewalks on the north and south sides of East 86th Street will be widened by 6 feet with bump-outs into the curbside parking lane. Since the same number (four) of moving lanes for traffic as exist today will be maintained on East 86th Street, the 86th Street Station Preferred Alternative will not adversely affect traffic operations. It is also expected that sight distances for vehicles entering and exiting the circular driveway at 305 East 86th Street will improve as compared to the No Action Alternative since there will no longer be the potential for blockage by parked vehicles. Although the 86th Street Station Preferred Alternative will remove 15 curbside parking spaces, the loss of parking is not considered significant. The New York City Department of Transportation (NYCDOT) has reviewed the plans for the lengthened bump-out and has indicated agreement with this design element (see the letter dated May 18, 2007 provided in Appendix B to the May 2009 EA). The bump-out of the south sidewalk will require the relocation of the eastbound M86 bus stop further east along 86th Street, but the westbound bus stop will not be moved. As with the No Action Alternative, the relocation of the eastbound stop will not adversely impact the operation of the M86 bus route.

Pedestrian Circulation: The 86th Street Station Preferred Alternative's escalator entrances on the north side and the elevator entrance on the south side of East 86th Street will be located within the sidewalk, and the sidewalk will be widened by 6 feet. These sidewalks will operate at pedestrian LOS C or better in the AM and PM peak periods. At the intersection of Second Avenue and East 86th Street, the corners and crosswalks will operate at LOS D or better in the AM and PM peak periods. Therefore, the 86th Street Station Preferred Alternative will not result in significant adverse impacts on pedestrian circulation when the subway is operational.

MITIGATION: As with the No Action Alternative, a Maintenance and Protection of Traffic (MPT) plan will be implemented to manage traffic and pedestrian conditions during construction of the Project. With implementation of the MPT plan, construction of the 72nd Street Station Preferred Alternative will maintain at least three moving lanes on Second Avenue and at least one to two lanes in each direction on 72nd Street, the same as the No Action Alternative; and construction of the 86th Street Station Preferred Alternative will maintain at least three moving lanes on Second Avenue and at least one to two lanes in each direction on 86th Street, the same as the No Action Alternative.

## ***2. Social and Economic Conditions***

### **A. 72nd Street Station Preferred Alternative**

Social and economic conditions are defined as those components of a community that influence its character, including population, land use, traffic, pedestrian conditions, and noise.

During construction, the 72nd Street Station Preferred Alternative will result in temporary but significant adverse impacts related to disruptions to access and travel patterns; increases in noise, vibration, and dust; temporary visual effects from barriers and construction equipment (including nighttime lighting); and removal of street trees. These significant adverse impacts are similar what would occur for the No Action Alternative. But unlike the No Action Alternative, this Preferred Alternative will eliminate the need to partially occupy retail space at 305 East 72nd Street and it will not introduce an elevator in the sidewalk on the south side of 72nd Street.

During operation, the 72nd Street Station Preferred Alternative will be consistent with the land use, zoning, neighborhood character of the surrounding area and will not result in significant adverse impacts on social and economic conditions. The 72nd Street Station Preferred Alternative will replace an existing, four-story residential building that has ground-level retail space at the southeast corner of Second Avenue and 72nd Street with a new structure dedicated to transportation use. This will result in the loss of 1,100 square feet of local retail space and three residential units. But given the large number of residential buildings and local retail establishments in the Upper East Side study area, the loss of this structure and its uses will not alter the overall character of the area. The new structure will be no higher than the existing four-story, building at 300 East 72nd Street, and although the 72nd Street Station Preferred Alternative will change the appearance of the building site, the new structure will not be incongruous with the mix of different building types, heights, and architectural styles in the area. The 72nd Street Station Preferred Alternative will also bring additional pedestrians to the sidewalk of 72nd Street. The number of pedestrians will not differ noticeably from the No Action Alternative and the new structure will also not be incongruous with its setting. Since the new subway entrance will be on a wide crosstown street with a bus route and large apartment buildings, it will not result in conflicts with land use or neighborhood character. The 72nd Street Station Preferred Alternative will be consistent with the intent of the Special Transit Land Use District established by the New York City Zoning Resolution, which is a zoning district mapped along Second Avenue in support of placement of entrances for the new subway. This district is intended to support

construction of the Second Avenue Subway and to minimize pedestrian conflicts by encouraging provision of access to the subway, including weather-protected public access to the underground transit system.

### **B. 86th Street Station Preferred Alternative**

During construction of the 86th Street Station Preferred Alternative, there will be temporary but significant adverse impacts related to disruptions to access and travel patterns; increases in noise, vibration, and dust; temporary visual effects from barriers and construction equipment (including nighttime lighting); and removal of street trees. Construction disruption associated with this Preferred Alternative would be similar to that of the No Action Alternative. Both would require cut-and-cover construction across part of 86th Street and in the south sidewalk of 86th Street to construct the new entrances, and both would require traffic diversions affecting traffic patterns and sidewalk widths. Cut-and-cover construction would be required on the north side of 86th Street in front of 305 East 86th Street; in the No Action Alternative, cut-and-cover construction would be required within and in front of that building.

During operation, the 86th Street Station Preferred Alternative will be consistent with the land use, zoning, neighborhood character of the surrounding area and will not result in significant adverse impacts on social and economic conditions. The 86th Street Station Preferred Alternative will require less disruption to existing businesses and residents than the No Action Alternative, since it will not require permanent displacement of any businesses or residences in 305 East 86th Street or impacts to residential apartments in that building during construction. Once completed, the new escalator entrances on the north side of 86th Street will be located in front of the building at 305 East 86th Street, a large, 21-story apartment building that extends from 86th to 87th Street and occupies the western third of the block. East 86th Street is a wide, crosstown street and the location of new subway entrances within its north and south sidewalks will not be out of character for this urban setting. Adding a transportation use to the public sidewalk will be similar to subway entrances elsewhere in New York City. The 86th Street Station Preferred Alternative will bring additional pedestrians to the north and south sidewalks of 86th Street, but this number will not differ noticeably from the No Action Alternative and will not be incongruous with the street's setting as a busy, wide crosstown street. The small number of parking spaces lost (15 spaces) to the bump-outs of the north and south sidewalks will not significantly affect parking supply in the surrounding area and therefore will not adversely affect nearby land uses, including street-level retail uses. The 86th Street Station Preferred Alternative will be consistent with the intent of the Special Transit Land Use District, a zoning district mapped along Second Avenue in support of placement of entrances for the new subway.

**MITIGATION:** As with the No Action Alternative, during construction, a number of mitigation measures will be employed throughout the Project alignment to minimize effects on social and economic conditions. A community outreach program will be designed to provide residents and businesses with information about construction activities. Some mitigation measures will be aimed at maintaining operations of restaurants and stores along the construction zone by ensuring continuity of access and the visibility of signage. Construction activities will be limited to daytime hours to avoid disturbing residents in the area and measures will be taken to minimize construction dust and debris.

### ***3. Displacement and Relocation***

#### **A. 72nd Street Station Preferred Alternative**

During construction, similar to what would occur with the No Action Alternative, the 72nd Street Preferred Alternative will not require temporary displacement of businesses or residents to accommodate construction activities. During operation, the 72nd Street Station Preferred Alternative will eliminate the need to permanently displace a portion of the CVS at 305 East 72nd Street (1,260 square feet, 3 full-time-equivalent employees) that is required for the No Action Alternative. Instead, the 72nd Street Preferred Alternative will require full acquisition of the property at 300 East 72nd Street with the potential to displace approximately 1,100 square feet of commercial space (a ground-floor restaurant and a cellular phone store with an estimated four employees) and three apartments, occupied by an estimated six residents. Overall, the 72nd Street Preferred Alternative will result in the displacement of a similar number of employees and approximately six additional residents as compared to the No Action Alternative.

#### **B. 86th Street Station Preferred Alternative**

During construction and operation, the 86th Street Station Preferred Alternative will not result in significant adverse impacts from displacement or relocation of businesses or residents, as there is no need to temporarily or permanently displace or relocate businesses or residents. It will eliminate the need to permanently displace a portion of the Food Emporium at 305 East 86th Street (2,800 square feet, 7 full-time-equivalent employees) that is required with the No Action Alternative.

MITIGATION: As with the No Action Alternative, all property acquisition and relocation of residents or businesses will take place in accordance with applicable federal and state regulations.

### ***4. Historic Resources***

#### **A. 72nd Street Station Preferred Alternative**

Construction activities for the 72nd Street Station Preferred Alternative will take place within 200 feet of one historic building—Catholic Church of St. John the Martyr. Once completed, the 72nd Street Station Preferred Alternative will have a station entrance on the east side of Second Avenue within visual proximity of the historic building. As with the No Action Alternative and consistent with the Programmatic Agreement (executed on April 2004 pursuant to Section 106 of the National Historic Preservation Act), the design of the 72nd Street Station Preferred Alternative will be provided to SHPO and the New York City Landmarks Preservation Commission (LPC) for review and comment. Therefore, FTA has determined and SHPO has concurred that the 72nd Street Station Preferred Alternative will result in No Adverse Effect to historic properties (SHPO letter dated March 12, 2009).

#### **B. 86th Street Station Preferred Alternative**

The 86th Street Station Preferred Alternative expands the Area of Potential Effect (APE) beyond what was analyzed in the No Action Alternative. As with the No Action Alternative and consistent with the procedures set forth in the Programmatic Agreement, the buildings located within 200 feet of the 86th Street Station Preferred Alternative's entrance locations were evaluated by professional architectural historians to determine whether they meet the eligibility criteria for the State and National Register of Historic Places and to determine if construction or operation of the station entrances will result in adverse effects on historic resources within the APE. The 86th Street Station

Preferred Alternative will have construction activities within 200 feet of one historic building—Manhattan Apartments on the southwest corner of Second Avenue and 86th Street. The potential construction impacts on the Manhattan Apartments are consistent with those identified in the No Action Alternative, and the building will be included in the Project's Construction Protection Plan as to avoid potential accidental damage during construction. Once completed, the 86th Street Station Preferred Alternative will have station entrances on the east side of Second Avenue within visual proximity of the Manhattan Apartments. Consistent with the Programmatic Agreement, the design of the 86th Street Station Preferred Alternative will be provided to SHPO and the LPC for review and comment. Therefore, FTA has determined and SHPO has concurred that the 86th Street Station Preferred Alternative will result in No Adverse Effect to historic properties (SHPO letter dated March 12, 2009).

MITIGATION: The potential construction impacts on the Manhattan Apartments, which is near the 86<sup>th</sup> Street Station Preferred Alternative, and the Catholic Church of St. John the Martyr, which is near the 72<sup>nd</sup> Street Station Preferred Alternative, are consistent with those identified in the No Action Alternative. These buildings will be included in the Project's Construction Protection Plan so as to avoid potential accidental damage during construction.

## ***5. Archaeological Resources***

### **A. 72nd Street Station Preferred Alternative**

The 72nd Street Station Preferred Alternative will involve subsurface disturbance in areas determined not to have potential archaeological concerns. Therefore, FTA has concluded and SHPO has concurred that the 72nd Street Station Preferred Alternative will have No Adverse Effect on archaeological resources (SHPO letters dated February 4, 2008 and March 12, 2009).

### **B. 86th Street Station Preferred Alternative**

The 86th Street Station Preferred Alternative will involve subsurface disturbance in areas determined not to have potential archaeological concerns. Therefore, FTA has concluded and SHPO has concurred that the 86th Street Station Preferred Alternative will have No Adverse Effect on archaeological resources (SHPO letters dated February 4, 2008, June 20, 2008, and March 12, 2009).

MITIGATION: None.

## ***6. Air Quality***

### **A. 72nd Street Station Preferred Alternative**

During construction, similar to what would occur with the No Action Alternative, the 72nd Street Station Preferred Alternative has the potential to result in significant adverse impacts on air quality. Once the subway is operational, the 72nd Street Station Preferred Alternative will not adversely affect traffic flow and therefore will not result in significant adverse impacts on air quality in the long-term.

### **B. 86th Street Station Preferred Alternative**

During construction, similar to what would occur with the No Action Alternative, the 86th Street Station Preferred Alternative has the potential to result in significant adverse impacts on air quality.

During operation, the 86th Street Station Preferred Alternative, will not adversely affect traffic flow and therefore will not result in significant adverse impacts on air quality in the long-term.

MITIGATION: As with the No Action Alternative, comprehensive mitigation measures will be used to mitigate the potential air quality impacts during construction.

## *7. Noise and Vibration*

### **A. 72nd Street Station Preferred Alternative**

As with the No Action Alternative, construction activities required for the 72nd Street Station Preferred Entrance Alternative will result in significant adverse noise impacts. Once the subway is operational, the 72nd Street Station Preferred Alternative will not result in significant adverse noise or vibration impacts.

### **B. 86th Street Station Preferred Alternative**

As with the No Action Alternative, construction activities required for the 86th Street Station Preferred Entrance Alternative will result in significant adverse noise impacts. During operation, the 86<sup>th</sup> Street Station Preferred Alternative will not result in significant adverse noise or vibration impacts.

MITIGATION: As with the No Action Alternative, to reduce the noise impacts associated with construction, MTA has established performance standards that have been included in contract documents and must be met by contractors. Table 12-9 of the FEIS identified the construction period noise impacts and associated mitigation measures; the construction of the Proposed Action will be undertaken consistent with these measures. Construction of the Proposed Action may result in significant adverse noise impacts that cannot be fully mitigated because of the proximity of residences and other sensitive uses to the construction zone. As described above, the Catholic Church of St. John the Martyr and the Manhattan Apartments will be included in the Project's Construction Protection Plan so as to avoid potential accidental damage from vibration associated with construction.

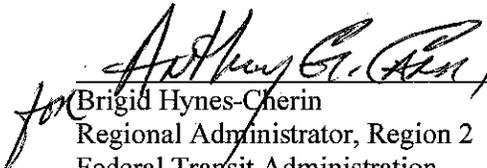
## **CONCLUSION**

Each build alternative evaluated for the 72nd Street Station would require acquisition of the building at 300 East 72nd Street. Whereas Alternative 1 would maximize the use of the footprint of 300 East 72nd Street for the new entrance, Alternatives 3 and 4 would use the property at 300 East 72nd Street and require additional construction within the north sidewalk of and below 72nd Street. Alternatives 3 and 4 would require more cut-and-cover construction and utility relocation. For these reasons, MTA recommended Alternative 1 as the 72nd Street Station Preferred Alternative.

For the 86th Street Station, construction of Alternative 2 would be more disruptive to the community than Alternatives 5 and 7. Alternative 2 would require temporary displacement of businesses and residents and Alternative 5 would require permanent displacement of businesses and residents. In contrast, Alternative 7 would avoid property acquisition and both temporary and permanent displacement of businesses and residents. As a result, the cost and the time to implement Alternative 7 would be less than Alternatives 2 and 5. Alternative 7, with an entrance on the north side of 86th Street would be more convenient for the majority of riders. For these reasons, MTA recommended Alternative 7 as the 86th Street Station Preferred Alternative.

**DETERMINATION AND FINDING**

FTA has reviewed the *Supplemental Environmental Assessment to the Second Avenue Subway Final Environmental Impact Statement: 72nd and 86th Street Entrance Alternatives* (May 2009) and Attachment A of this FONSI. I find pursuant to 23 CFR 771.121 that the Proposed Action, the 72nd Street Station Preferred Alternative and the 86th Street Station Preferred Alternative, will not result in any significant impacts.

  
for Brigid Hynes-Cherin  
Regional Administrator, Region 2  
Federal Transit Administration

10/29/09  
Date

Enclosure:

Attachment A: *Summary of Comments and Responses on Supplemental Environmental Assessment to the Second Avenue Subway Final Environmental Impact Statement: 72nd and 86th Street Entrance Alternatives*, May 2009 (October 2009)

**Attachment A:  
Summary of Comments and Responses on  
Supplemental Environmental Assessment to the  
Second Avenue Subway Final Environmental Impact Statement:  
72nd and 86th Street Entrance Alternatives, May 2009**

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**A. INTRODUCTION**

This document summarizes and responds to comments on the May 2009 *Supplemental Environmental Assessment to the Second Avenue Subway Final Environmental Impact Statement: 72nd Street and 86th Street Alternatives* (EA). The EA was prepared by the Metropolitan Transportation Authority (MTA) in cooperation with MTA New York City Transit in compliance with the National Environmental Policy Act (NEPA) for the Federal Transit Administration (FTA) as lead federal agency. Public review for the EA began with publication and distribution of the EA in May 2009.

A *Notice of Availability* for the EA and announcement of the public hearing was published in *El Diario* on May 31, 2009 and June 1, 2009; in the *New York Post* on June 1, 2009; in the *Daily Challenge* on June 1, 2009; and in *Our Town* on June 4, 2009. Copies of the EA and notice of availability were available for public review at the offices of the MTA (at 347 Madison Avenue), FTA Region 2 (One Bowling Green, Room 429), and Community Board 8 (505 Park Avenue, Suite 620). In addition, the EA was available on MTA's website at: [www.mta.info/capconstr/sas](http://www.mta.info/capconstr/sas).

MTA held a public hearing to receive comments on the document at 6 PM on June 18, 2009 in the Metro Ballroom of the DoubleTree Metropolitan Hotel located at 569 Lexington Avenue, New York, NY. At the hearing, a total of 18 speakers provided comments.

The public comment period remained open from June 1, 2009 through July 31, 2009. The comment period was originally planned to close on June 30, 2009, but was extended to July 31, 2009 in response to public comments. Comments on the EA were accepted during the comment period via mail, fax, and e mail though July 31, 2009. In addition to the oral testimony at the public hearing, 24 written submissions and more than 1,200 letters, postcards, and petitions were received. All comments received are summarized and responded to in this attachment.

This document is organized as follows. Section B lists all resource agencies, elected officials, and individuals and organizations that commented on the EA. This list is organized alphabetically. Following each commenter's name is a list of the comments made, referenced by comment number. Section C contains a summary of all comments made and a response to those comments. Where similar comments on the same subject matter were made by more than one person, a single comment summarizes all comments on that issue. Following each comment is a list in parentheses of people or organizations that made the comment.

The comments are organized into eight different subject areas, and provided in the same general order as the organization of the EA:

1. Entrance Alternatives and Selection of Preferred Alternative
2. Construction Activities
3. Transportation
4. Social and Economic Conditions
5. Displacement and Relocation
6. Historic Resources
7. Noise and Vibration
8. Public Outreach

## **B. LIST OF COMMENTERS**

### **ELECTED OFFICIALS**

1. Honorable Carolyn B. Maloney, United States House of Representatives, comments made at public hearing, June 18, 2009 (presented by Minna Elias, New York Chief of Staff), and written submission dated June 2, 2006 (Comments 1, 30, 43, and 50).
2. Honorable Liz Krueger, New York State Senate, written submission dated June 30, 2009 (Comments 30, 31, and 58).
3. Honorable Micah Kellner, New York State Assembly, comments made at public hearing, June 18, 2009, presented by Paul Curtis (Comments 1, 4, 8, and 53).
4. Honorable Scott Stringer, Manhattan Borough President, written submission dated June 30, 2009 (Comments 1, 9, 14, 27, 41, and 59).
5. Honorable Daniel R. Garodnick, New York City Council, written submission dated July 31, 2009 (Comments 1, 9, 11, 31, 41, and 59).
6. Honorable Jessica Lappin, New York City Council, comments made at public hearing, June 18, 2009 (Comments 1 and 41).
7. Coalition of East Side Elected Officials (Assembly Member Micah Kellner, Congress Member Carolyn Maloney, Manhattan Borough President Scott Stringer, Assembly Member Jonathan Bing, Council Member Daniel Gardonick, Council Member Jessica Lappin), written submission dated June 30, 2009 (Comments 16 and 58).
8. Manhattan Community Board 8 (CB8), written submission from Jacqueline Ludorf, Chair, and M. Barry Schneider and H. Patrick Stewart, Co-Chairs, Second Avenue Task Force, dated June 30, 2009 (Comment 58).

### **ORGANIZATIONS AND INDIVIDUALS**

9. Residents of 320 East 86th Street, written submission (23 form letters) dated June 24, 25, 26, 2009 (Comments 11, 36, 43, 48, 49, 55, and 56).
10. Various residents of the Upper East Side, written submission (118 form letters) dated June 24, 25, 27, 2009 and July 21, 24, 27, 2009 (Comments 11, 30, 36, 43, 48, 49, 54, and 55).
11. Yorkshire Tower Tenants Association (305 and 315 East 86th Street), written submission dated June 25, 2009 (622 form letters) (Comments 9, 12, 31, 34, 43, and 46).

Attachment A: Summary of Comments and Responses

12. Residents of 305 and 315 East 86th Street, petition signed by 530 residents (Comments 19, 31, and 46).
13. Concerned residents of the neighborhood and Board of Directors of 320 East 86th Street ("Concerned Residents"), written submission (26 form letters), received July 24 and 31, 2009; and postcard, "NO to Mid-block Entrances for the Second Avenue Subway 86th Street Stop" ("NO postcard"), dated July 25-28, 2009 (108 postcards) (Comments 11, 30, 36, 43, and 58).
14. Gioia Ambrette (320 East 86th Street), comments made at public hearing, June 18, 2009 and petition to STOP Mid-Block Subway Entrances on East 86th Street, written submission with 419 signatures, dated June 20, 2009 and June 29, 2009 (Comments 9 and 44).
15. Richard Bass, Herrick, Feinstein, LLP, representing 250 East 87th Street, written submission dated June 30, 2009 (Comment 13)
16. Michelle Birnbaum, comments made at public hearing, June 18, 2009 (Comments 30, 31, 37, 50 and 52).
17. Joseph Ceccarelli, Ceccarelli Weprin PLLC, representing Yorkshire Towers Company, L.P. (305-315 East 86th Street), written submission dated June 29, 2009 (Comments 9, 18, 20, 31, and 43).
18. Civitas, comments made by Hunter Armstrong, comments made at public hearing, June 18, 2009, and written submission dated June 30, 2009 (Comments 2, 5, 10, 22, 23, 24, 38, 43, and 47).
19. Richard Figueroa, Gould Investors LLP, representing the Condominium Board of 320 East 86th Street, written submission dated June 30, 2009 (Comments 11, 14, 39, 43, 48, 49, 51, and 54).
20. Doron Gopstein, comments made at public hearing, June 18, 2009; additional comments submitted July 30, 2009 (Comments 9, 12, 31, 34, and 43).
21. Susan Hendryx, email submission dated July 1, 2009 (Comment 3).
22. Jeanine Hightower (425 East 86th Street), written submission dated July 7, 2009 (Comments 11, 14, 30, and 40).
23. Edward M. Holtzmann, (305 East 86th Street), written submission dated June 29, 2009 (Comments 15 and 35).
24. Margaret Kniffin (305 and 315 East 86th Street), comments made at public hearing, June 18, 2009; written submission dated June 29, 2009 (Comments 16, 29, 31, and 32).
25. Valerie Mason (320 East 72nd Street), comments made at public hearing, June 18, 2009 (Comment 1).
26. Margaret Nealon, comments made at public hearing, June 18, 2009 (Comment 17).
27. Thomas and Margaret Noble (233 East 69th Street), written submission dated July 18, 2009 (Comment 7).
28. Gail Pierce Siponen (250 East 87th Street), written submission dated June 30, 2009 (Comment 13).
29. John Poor (325 East 72nd Street), comments made at public hearing, June 18, 2009 (Comment 1).
30. Joseph Puglisi (320 East 72nd Street), comments made at public hearing, June 18, 2009 (Comment 26).

31. Julia Schwartz, written submission dated June 30, 2009 (Comments 14, 31, and 58).
32. Franklin J. Sharp, comments made at public hearing, June 18, 2009, written submissions dated June 18, 19, and 29, 2009 and July 8, 2009 (Comments 9, 16, 17, 21, 43, 45, and 46).
33. Mary Silva (305 and 316 East 86th Street), comments made at public hearing, June 18, 2009 (Comments 9, 44, and 57).
34. Jeffrey Waldmann, email submission dated June 20, 2009 (Comment 6).
35. Phyllis Weisberg (attorney for 320 and 340 East 72nd Street), comments made at public hearing, June 18, 2009 (Comment 1).
36. Nanci Weisbord, (305 72nd Street), comments made at public hearing, June 18, 2009 and email submission dated June 30, 2009 (Comments 1, 3, and 33).
37. Mr. X, comments made at public hearing, June 18, 2009 (Comment 25, 58, and 60).
38. Michael Zarin, Zarin and Steinmetz, representing residents of 325 East 72nd Street, comments made at public hearing, June 18, 2009; written submission dated June 29, 2009 (Comments 1, 28, and 42).

### C. COMMENTS RECEIVED

#### ENTRANCE ALTERNATIVES AND SELECTION OF PREFERRED ALTERNATIVE

##### *72ND STREET STATION ENTRANCE ALTERNATIVES*

**Comment 1:** For the 72nd Street Station, the MTA has made an extraordinary effort and has gone back to the drawing board to address objections raised previously by a large coalition of buildings in the immediate vicinity of Second Avenue and 72nd Street. We appreciate the MTA's responsiveness to the concerns raised by the community at 72nd Street. While it is still regrettable that there will still be some businesses and apartments lost, the impacts from the proposed project have been minimized. This alternative is most consistent with the neighborhood character and minimizes the project's adverse impacts to the greatest extent practicable. In addition, it is understood that the current proposal will also bring cost savings to the MTA and the taxpayers. The residents of 320, 325, and 340 East 72nd Street support the Preferred Alternative for 72nd Street. We support the Preferred Alternative for the 72nd Street Station. (Garodnick, Kellner, Lappin, Maloney, Mason, Poor, Stringer, Weisberg, Weisbord, Zarin)

**Response:** Comments noted.

**Comment 2:** We support the Preferred Alternative for the 72nd Street Station. We encourage the MTA to further explore the possibility of incorporating an additional stair entrance at the northeast corner of 72nd Street and Second Avenue, the CVS location at 305 East 72nd Street, as identified in the No Action Alternative. The entrance can be reoriented northward to avoid mechanical spaces in the cellar. Escalators would

descend from the street level toward the north and then the south to the mezzanine above the station platform. The southbound portion of this descent would not be any closer to the station cavern than the escalators in the western portion of the station. The elevators that are located in the sidewalk under the No Action Alternative would be located within the building on the southeast corner. (Civitas)

**Response:** The design suggested in the comment is similar to the No Action Alternative, which has been found to be problematic to construct. The design suggested in the comment would conflict with the existing residential elevators serving 305 East 72nd Street. As described in the EA , siting an entrance in the building at 305 East 72nd Street would present complex property acquisition and utility relocation issues and would result in substantial risk to the Second Avenue Subway's overall schedule and budget (for more detail on this please see page 1-7 of Chapter 1, "Purpose and Need").

**Comment 3:** We do not support the Civitas proposal for an additional entrance to the 72nd Street Station on the northeast corner of 72nd Street where CVS is presently. What purpose did this presentation serve, when MTA has now developed a Preferred Alternative that does not affect that building and that the residents endorse? (Hendryx, Weisbord)

**Response:** See response to the previous comment. An entrance within the building at 305 East 72nd Street is no longer under consideration.

**Comment 4:** While I support the implementation of the Preferred Alternatives, I do have some reservations about the heavy reliance on elevator service to transport passengers from street level, particularly at East 72nd Street where there will be a five-elevator bank. While I believe that elevators should be included at every station to provide better accommodations to wheelchair customers, wheelchair users can be crowded out of when elevators are the primary means of entry to and from a station for all users. Also, heavy utilization of elevators in MTA facilities creates an unacceptably high level of outages. The MTA has a dismal record when it comes to conducting timely maintenance of existing elevators in its system. As elevators are to be the primary means of access to the East 72nd Street station in particular, continual service outages could become a serious and ongoing issue there. (Kellner)

**Response:** The entrance to the 72nd Street Station on the southeast corner of Second Avenue and 72nd Street will include five elevators. Although four elevators will meet passenger demand at this location, five will be provided in the event that one is out of service.

New York City Transit has recently instituted new procedures for elevator maintenance. The new procedures have two components: a remote monitoring system and a new maintenance program. The remote monitoring system, called LiftNet, has been installed in all elevators in the subway system as of November

2008. The LiftNet system provides immediate notification to a central repair dispatcher if an elevator shuts down, including the reason for the shut-down. Upon notification of a shut-down, the dispatcher immediately sends a maintainer to address the problem; the maintainer arrives at the elevator with the advance information about the problem provided through the LiftNet system. The second component of the maintenance program is a new Scheduled Maintenance System (SMS) for elevators, instituted in January 2007. Using the SMS, New York City Transit elevator maintenance crews routinely replace elevator components before the scheduled end of their useful life. This greatly reduces the number of breakdowns and failure of parts. With this new elevator maintenance program, for the year 2009 to date (January through September), 96.6 percent of elevators have been available, meaning that only 3.4 percent have been shut down for unscheduled repairs.

At the 72nd Street Station with the Preferred Alternative, in addition to the entrance at the southeast corner of Second Avenue and 72nd Street with five elevators, there will also be an entrance at the northwest corner with three escalators, as well as an entrance at the southern end of the station (at 69th Street) with escalators. See page 2-1 of the EA for a description of the 72nd Street Station.

**Comment 5:** With respect to the elevator bank proposed on Second Avenue (under the 72nd Street Preferred Alternative), we ask that MTA evaluate whether the space allotted to the vestibule waiting area is sufficient to accommodate the estimated number of subway users during peak times. Based on our evaluation, it does not appear to be large enough for rush hour crowds waiting for elevators. (Civitas)

**Response:** In the Preferred Alternative for the 72nd Street Station, the row of five elevators will be set back by about 4.5 feet from the Second Avenue sidewalk (see Figure 2-3 in Chapter 2 of the EA). They will not be within a building, so there will not be a vestibule area. The pedestrian analysis prepared for the street-level waiting area in front of the elevators during design development for the Preferred Alternative concluded that during the AM peak period, approximately 12 to 16 people on average would be queued at in front of the elevators at street level, with a maximum of approximately 40 people. This analysis assumed four elevators in operation (allowing for one elevator to be out of service). Subway customers waiting to use the elevators would queue within the 4.5-foot setback area and on the nearby sidewalk. Even with the maximum queued passengers, a sidewalk LOS B is predicted, and therefore, the analysis determined that the street-level waiting area and adjacent sidewalk would have adequate capacity for passengers waiting for the elevator.

**Comment 6:** The Preferred Alternative shows that the only access to the street on the northbound side is via five elevators with only a narrow emergency escape stairway. This clearly would be a dangerous bottleneck, especially during evening rush hours since it

would cause extensive backup on the subway platform. Further, in the event of a power outage, it carries a potential for trapping riders in these elevators with no escape whereas with escalators, riders would still be able to reach the street. Although some elevator access is helpful for ADA access, it is suggested that escalators should also be available for the reasons mentioned. (Waldmann)

**Response:** We wish to correct the siting of facilities referenced in this comment. The 72nd Street Station will have one island platform serving both the northbound and southbound tracks. Passengers exiting the station from the north end of the station will have the choice of escalators leading to the northwest corner of 72nd Street and Second Avenue or elevators leading to the southeast corner of the intersection. All new stations on the Second Avenue Subway, including the 72nd Street Station, will comply with the National Fire Protection Association's standard for transit stations (NFPA 130, "Standard for Fixed Guideway Transit and Passenger Rail Systems"), including with respect to emergency egress. At the 72nd Street Station, emergency egress will be available not only adjacent to the elevators, but also in the ancillary building at the northwest corner of Second Avenue and 72nd Street. See page 2-4 of the EA.

**Comment 7:** Our building is adjacent to the locations planned for the 69th Street ancillary structure and across the street from the 69th Street entrance. None of the alternatives for the 72nd Street Station entrances indicate how the alternative designs might affect the 69th Street entrance or ancillary structure. There is no way to tell if the proposed bulk for the ancillary structure is the result of the design parameters of the original design, a premature adoption of the Preferred Alternative, or whether the bulk massing of the ancillary building will change again if any of the EA alternatives are adopted. Therefore, it is impossible to make an informed decision on how any of the alternatives will affect the neighborhood as a whole. We feel that as nice as the Preferred Alternative may or may not be when viewed in isolation as the EA does, if it has negative consequences on 69th Street, a reasonable person might reject it. (Noble)

**Response:** A station entrance and an ancillary facility at 69th Street were included in the FEIS and are mentioned on page 2-1 of the EA. The EA states that none of the Build Alternatives analyzed in the EA propose changes to nor will affect the 69th Street entrance or ancillary structure. Please refer to page 2-1 in Chapter 2 of the EA.

#### *86TH STREET STATION ENTRANCE ALTERNATIVES*

**Comment 8:** I am pleased that the MTA has conducted a full review of potential alternatives for entrances to the 86th Street Station. I support MTA's Preferred Alternative for the Second Avenue Subway entrances at East 86th Street as outlined in the Supplemental Environmental Assessment. (Kellner)

**Response:** Comment noted.

**Comment 9:** We note that in response to community opposition for the previously proposed mid-block entrances at 72nd Street, MTA developed a new Preferred Alternative for that station that addresses community concerns and eliminates the mid-block entrance in front of a large apartment building. Why can't a new Preferred Alternative be identified for 86th Street that addresses our concerns and eliminates the mid-block entrance in front of the building at 305 East 86th Street? MTA must be equally responsive to the main concerns raised regarding midblock entrances on East 86th Street. The quality of life for building residents during construction and after the project is complete must be taken into account. (Ambrette, Ceccarelli, Garodnick, Gopstein, Sharp, Silva, Stringer, Yorkshire Towers Tenants Association)

**Response:** To address community concerns, MTA undertook an extensive investigation of alternative designs at both the 72nd Street and the 86th Street Stations. The alternatives developed for each station are not the same at 86th Street as at 72nd Street because of differences in land use, building and utility conditions, the location of the station cavern, and ridership demand between the two stations. See page 2-9 in Chapter 2 of the EA for the discussion of alternatives evaluated for the 86th Street Station. The evaluation of these alternatives includes consideration of a full range of issues, including effects on quality of life during and after construction. For more on quality of life, please see the response to Comments 41 through 51 later in this document.

At the 72nd Street Station, one escalator entrance to the north end of the station will be provided in a new ancillary building on the west side of Second Avenue. In addition to that entrance, another entrance will be provided on the east side of the avenue. For that entrance, eight Build alternatives were developed and three were evaluated in detail in the EA (see Figure 2-1 in the EA): Alternative 1, which provides one entrance with five elevators in a building on the southeast corner; Alternative 3, which provides two sidewalk escalator entrances on the north side of 72nd Street and an ADA elevator entrance in a building on the southeast corner; and Alternative 4, which provides two sidewalk escalator entrances (one on 72nd Street and one on Second Avenue) and an ADA elevator entrance in a building on the southeast corner. All alternatives would require property acquisition at the southeast corner of Second Avenue and 72nd Street for the ADA elevators to the station. Only Alternative 1 would not require any additional construction activity and therefore Alternative 1 was selected as the Preferred Alternative for the 72nd Street Station.

At the 86th Street Station, an entrance will be provided on the east side of Second Avenue; none will be provided on the west side of the avenue. For the entrance on the east side, seven Build alternative were developed and three were evaluated in detail in the EA (see Figure 2-6 in the EA): Alternative 2, which would provide two escalator entrances and an ADA elevator in the sidewalk on the south side of 86th Street; Alternative 5, with five elevators in a new building on the southeast corner of Second Avenue and 86th Street; and Alternative 7, with two sidewalk escalator entrances on the north side of 86th Street and an ADA elevator in the sidewalk on

the south side of 86th Street. At the 86th Street Station, Alternative 7 was selected as the Preferred Alternative, because it best serves projected ridership while minimizing the need to displace residents and businesses either temporarily during construction or permanently.

The only alternative at the 86th Street Station that would eliminate an entrance eastward of the corner is Alternative 5, the elevator-only alternative. However, Alternative 5 would require the permanent displacement of two businesses (a coffee shop and Schaller and Weber) and the residents of the 15 apartments in 1654 and 1656 Second Avenue. As Alternative 7 could meet the project's purpose and need without displacing these businesses or residents, it was selected as the Preferred Alternative for the 86th Street Station entrance.

**Comment 10:** Civitas proposed an entrance alternative for the 86th Street Station that would locate escalator entrances on the northwest and northeast corners of the intersection of 86th Street and Second Avenue, with an elevator entrance at the southeast corner (see Figure 1). The comment is summarized and responded to below in two parts, 10A (for the escalator entrances) and 10B (for the elevator entrance).

**10A:** We are fully opposed to MTA's Preferred Alternative for the 86th Street Station. As an alternative, we support incorporation of two entrances at the northeast and northwest corners of East 86th Street. Based on sketches prepared by our planning consultant, we suggest that an entry can be incorporated at the northeast corner with less disruption to the retail tenant at 305 East 86th Street and the building's 2,000 residents without compromising the building's structural integrity. We note that the retail space at this location extends beyond the footprint of the residential building and with the removal of a decorative planter and minimal amount of sidewalk space on East 86th Street and Second Avenue, an entrance may be created. With respect to the northwest corner, the ancillary mechanical structure will have a deadening effect on this prominent corner. Our proposal shows how a subway entrance at this corner may be incorporated into the ancillary structure.

Our alternative would have escalator entrances at the northwest and northeast corners, descending away from Second Avenue to a landing beneath the sidewalk, and then diagonally back toward the station mezzanine. Access is thus from the corners of the intersection, and mostly within the building line so as to not obstruct the sidewalk. The route to the platform is direct, minimizing travel distance and tunnel construction. The escalators and stairs use the setback areas between the buildings and the property lines but probably need to have one or two elements routed between building columns. Figure 1 shows the Civitas proposal. (Civitas)

**Response:** The Civitas proposal places escalator entrances on the north side of 86th Street, close to the corner, descending from street level away from the station to an upper level landing beneath the sidewalk. From the upper level landing, escalators descend to reach the station at the mezzanine level. The two entrances—one on the east side of 86th Street (northeast corner) and one on the west side (northwest corner)—are

laid out the same way, in reverse. (See Figure 1.) The materials submitted included conceptual drawings that are not to scale, and that are not based on site investigations.

The Civitas proposal would not meet the purpose and need for the entrance modifications at the 86th Street Station, for two primary reasons: 1) a single entrance at the northeast corner would be inadequate to handle expected passenger flows; and 2) an entrance cannot be accommodated on the northwest corner of the intersection. These reasons are described below.

*1) Single Entrance at Northeast Corner is Inadequate to Meet Passenger Demand*

On the northeast corner of Second Avenue and 86th Street, the conceptual drawing included in the Civitas proposal (provided as Figure 1 to this attachment) appears to place an escalator entrance partially within the building at 305 East 86th Street and partially within the building's five-foot-wide planted area along the north side of 86th Street. The comment notes that the entrance would "probably need to have one or two elements routed between building columns." However, placing an entrance within the building at 305 East 86th Street would have the same problems as the No Action Alternative. As noted on page 1-12 of the EA, placing an entrance partially within 305 East 86th Street would require major structural modifications to this residential building. These structural modifications are the reason why the No Action Alternative is no longer being considered.

Any changes in 305 East 86th Street that would affect the columns would require underpinning of those columns. Based on a review of the building's plans, the Second Avenue Subway engineering team determined that in addition to underpinning, additional structural modifications to the building's columns and beams would also be required in order for the building to meet the American Concrete Institute (ACI) Code 318. The design team believes that this would most likely require construction in residential apartments on seven floors above the station area. Construction activities of this nature would substantially increase the Second Avenue Subway's overall construction cost and schedule. This work would affect residential apartments above the entrance location at 305 East 86th Street. In addition, the Food Emporium supermarket in that building would likely close because of the amount of space required for temporary construction easements.

Even if the entrance is not within the building, but instead is immediately adjacent to the building, this would require the same structural modifications to that building, affecting residential apartments, as would an entrance in the building and therefore would not meet the purpose and need for the changes at the 86th Street Station. Therefore, any entrance at the northeast corner could not be placed within or immediately adjacent to the building at 305 East 86th Street.

In addition, any entrance that is provided at the northeast corner of Second Avenue and 86th Street must be large enough to handle the anticipated passenger demand. The entrance on the northeast corner shown in the Civitas submission would not be

large enough to handle the anticipated passenger demand. As described in the EA (see page 1-10), 76 percent of the passengers who use the north end of the 86th Street Station will come from east of the intersection of Second Avenue and 86th Street—68 percent from north of 86th Street and 8 percent from south of 86th Street. Therefore, most of the passengers entering the station at the north end would use this entrance. For this reason, an entrance at the northeast corner must include a minimum of three escalators and/or stairs (also referred to as vertical circulation elements, or VCEs) to handle the anticipated passenger demand. An alternative with only two VCEs at this corner was screened out for this reason and not analyzed in detail in the EA (see Alternative 4, described in Appendix A, page A-9 and shown in Figure A-2). As described there, an entrance with only two VCEs would not provide sufficient capacity to handle the anticipated ridership and therefore does not meet the purpose and need for the modifications to the 86th Street Station.

However, there is not enough space to provide an entrance with three VCEs on the northeast corner of Second Avenue and 86th Street. To fit three VCEs in the sidewalk in a single entrance at the northeast corner would require that the entrance be approximately 25 feet wide. An entrance this wide could not be accommodated in the sidewalk alone, even if a sidewalk bump-out were included. The sidewalk in this area is 20' 5" wide. Without a bump-out, a three-VCE entrance at this location would occupy the entire width of the planted area and sidewalk. With a 6-foot bump-out, only a narrow (6-foot-wide) sidewalk would remain, which would not be adequate to handle the pedestrian volumes at that location. In any case, as discussed above, the entrance cannot be constructed in the planted area or within the building at 305 East 86th Street, because this would require major structural modifications to the building. Therefore, a single entrance with three VCEs cannot be accommodated on the northeast corner of Second Avenue and 86th Street.

In addition to the entrance at the northeast corner, the Civitas proposal also provides an entrance at the northwest corner to provide additional capacity. However, because only 24 percent of the passengers who will use the 86th Street entrance to the station will come from west of Second Avenue, the addition of an entrance on the west side of the avenue does not alleviate the need for three VCEs at the entrance on the east side of the avenue. This is the reason why the Preferred Alternative has two entrances with two escalators each (a total of four VCEs) to the northeast of the intersection of Second Avenue and 86th Street.

*2) An Entrance Cannot be Accommodated on the Northwest Corner*

On the west side of 86th Street, an escalator entrance cannot be provided at the northwest corner as envisioned in the Civitas proposal. The northwest corner of Second Avenue and 86th Street is the site of an ancillary building (presented in the FEIS and summarized again on page 2-10 and page A-6 of the EA) that will serve the 86th Street Station (housing ventilation equipment and other critical station equipment). The building and its connections will fully occupy the area within the property line on the northwest corner, and will extend 10 feet beyond the property

line, beneath the public sidewalk on the north side of 86th Street. Therefore, there is no room for a new entrance on the northwest corner, even within the sidewalk.

Although it is possible to accommodate a sidewalk entrance on the northwest corner, this change would add significantly to the project's schedule and cost at this point in design because it would require major modifications to the design of the planned ancillary building and its connections to the subway station. As shown in the conceptual layout in Figure 1, this entrance would connect to the station mezzanine via a new escalator bank that passes beneath 86th Street on the west side of Second Avenue, similar to the escalator bank that is included in the Preferred Alternative on the east side of 86th Street. This new escalator bank, like the one that is planned for the east side of the street, would be excavated in the rock by mining. The need to mine two escalator banks beneath 86th Street (one on the west side and the other on the east side) in the Civitas proposal, rather than one as in the Preferred Alternative, would add substantially to the construction cost of the north end of the station. Adding an entrance on the northwest corner would also require a substantial modification to the design of the northern end of the 86th Street Station, adding significantly to the project's schedule and cost at this point in the design. Moreover, to accommodate an entrance close to the northwest corner of 86th Street and Second Avenue, the ancillary building would have to be shifted northward along Second Avenue. This would mean that the above-grade portion of the ancillary building would occupy the garden area in front of the glass façade of the lobby for the large residential building that extends between 86th and 87th Streets on the west side of Second Avenue (250 East 87th Street). Below street level, shifting the ancillary building northward would affect additional facilities within 250 East 87th Street, such as building utilities, support tenant facilities and commercial rental space.

An escalator entrance could also potentially be accommodated in the sidewalk on the north side of 86th Street west of Second Avenue west of the ancillary building, similar to the entrance that is included on the east side of Second Avenue in the Preferred Alternative. This escalator entrance would be approximately 10 feet west of the ancillary building, which would place its eastern end approximately 40 feet from the property line at Second Avenue. Such an entrance would extend 41 feet westward in front of the ground-floor retail space (Duane Reade) on the north side of 86th Street, ending to the east of the garage entrance located there. Like the option described above, this entrance would also require mining of a new inclined escalator cavern beneath 86th Street and modifications to the design of the north end of the station, both of which would add significantly to the project's schedule and cost at this point in the design. This option would also require relocation of the utilities that serve the high-rise building on the north side of 86th Street (250 East 87th Street) and displacement of below-grade vault space beneath the sidewalk used by Duane Reade (note that Duane Reade will also lose below-ground space beneath the Chase Bank because of the ancillary building).

Finally, as noted above in the discussion of the entrance at the northeast corner, even if an entrance were included at or close to the northwest corner, it would not alleviate the need for three VCEs at the entrance on the east side of Second Avenue. If no entrance at all were provided on the east side of Second Avenue, an entrance on the west side that provided three VCEs could meet the demands of the project, but there is no space to accommodate such an entrance on the west side.

**10B:** We are opposed to the proposed location for the elevator bank at the southeast corner of 86th Street. A more preferable location for the proposed elevator bank on 86th Street would be within the ground floor of the building at the southeast corner of the intersection. This would not obstruct the sidewalk and require the sidewalk to be widened into the street. (Civitas)

**Response:** With regard to Civitas's proposal to locate the elevator within the four-story building at the southeast corner of the intersection, the elevator could not be fit into the ground floor space alone. The depth of the 86th Street Station (with the mezzanine approximately 80 feet below street level) requires that a traction elevator be installed (the same type of elevator used in high-rise buildings).<sup>1</sup> This type of elevator requires headroom over the cab for the mechanical pulleys, resulting in a structure that is 22 feet tall. Therefore, to accommodate the necessary overhead clearance in the existing building at the southeast corner of Second Avenue and 86th Street, residential space on the second floor and potentially third floors of this four-story building would have to be displaced. This would, in effect, require acquisition of the entire building and displacement of its commercial and residential tenants in order to provide one elevator that could otherwise be accommodated in the sidewalk location, without the need for any displacement. As noted in the EA in Chapter 1, one of the objectives for the changes at the 86th Street Station is to minimize displacement of occupied residential units or active commercial space when other alternatives are available. The EA included an entrance alternative for the 86th Street Station, Alternative 5 that would require two buildings at the southeast corner of the intersection of Second Avenue and 86th Street to be replaced by an elevator entrance. Since this alternative would require the permanent displacement of businesses and residents from 1654 and 1656 Second Avenue, but Alternative 7 could meet the project's purpose and need without displacing these businesses or residents, Alternative 7 was selected as the Preferred Alternative for the 86th Street Station entrance. With the elevator located within the sidewalk, a sidewalk bump-out would be provided. The pedestrian analysis conducted for the EA concluded that

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<sup>1</sup> American Public Transportation Association (APTA), elevator standards provided in *APTA Manual of Standards and Recommended Practices for Rail Transit Systems*, Volume 5 -- Fixed Structures Inspection and Maintenance, Standard RT-RP-FS-008-03, "Heavy Duty Transportation System Elevator Design Guidelines" (January 2004); and "Mid to High Rise, Heavy Duty Transportation System Traction Elevator Design Guideline" (September 2004). Available at <http://www.aptastandards.com/PublishedDocuments/TechnicalSpecifications/ElevatorsandEscalatorsTechnicalSpecifications/tabid/269/Default.aspx>.

no significant adverse impacts to pedestrian conditions on the sidewalk would occur with the elevator in this location (for more information, see the response to Comment 38 below).

**Comment 11:** We are opposed to placing subway entrances either midblock on the north side or on the south side of 86th Street (Alternative 2 or Alternative 7). Both alternatives would have serious negative effects on our quality of life. We support the Civitas proposal, which would place a modified entrance on the northeast corner and another on the northwest corner in the Chase Bank building. The Civitas proposal would produce much less disruption for the neighborhood and the people who live there, and according to Civitas, this can be done without disturbing the building at 305 East 86th Street's structural integrity. Placing the subway entrance in the Chase Bank on the northwest corner would be far less disruptive to a historic, residential neighborhood. (Concerned Residents, Figueroa, Garodnick, Hightower, Residents of 320 East 86th Street, Various Residents of the Upper East Side)

**Response:** See the responses to Comments 10 and 43. Please note that Alternative 7 is the Preferred Alternative for the 86th Street Station; Alternative 2 is not recommended.

**Comment 12:** The problems with the Food Emporium building in the No Action Alternative are something you could have found five years ago had you chosen to walk in there. (Gopstein, Yorkshire Towers Tenants Association)

**Response:** As described in Chapter 1 of the EA on page 1-12 (see section 1.3.2.4), following completion of the FEIS, additional investigations were required in the Food Emporium building (including investigations in publicly inaccessible areas of the building) as part of ongoing design of the station facilities. It should be noted that MTA engaged in protracted discussions and litigation with the owner and tenant to obtain such access and did not obtain access until March 2007, pursuant to a court order. During the subsequent building investigations, MTA determined for the first time that the No Action Alternative's station entrance in that building would require major structural modifications to the building.

**Comment 13:** We are opposed to the proposed modified design recently submitted by Civitas which includes the suggestion for an additional entrance to the station at 250 East 87th Street (at the northwest corner of 86th Street). Civitas's proposed modification was presented without input from the affected building and without a planning analysis that addresses the key issue of pedestrian circulation. The MTA's own planning studies correctly argue that pedestrian traffic will predominantly come from the east side of Second Avenue, so relocating an entrance to the west side should not be done without consideration of pedestrian traffic patterns. Civitas's plan would dramatically increase costs well beyond the current proposal's call for a taking of a portion of the building. Civitas's plan would require major design modifications to the building and would disrupt the quality of life of the residents.

This building has already been slated to house an ancillary structure and, as a result, has incurred legal and engineering costs to plan for these changes. The ancillary structure will result in disruption, loss of a large part of the building's garden, loss of rental retail space, a need to reconfigure the building's boiler and water systems, potential loss of storage and laundry space, and reconfiguration of the building's finances. Why should one building have to bear the burden of an ancillary structure and an entrance? This proposal would remove all of the building's retail space and the entrance to its parking garage. (Bass, Pierce Siponen)

**Response:** See response to Comment 10 regarding Civitas's proposal.

**Comment 14:** Subway entrances should always be as close as possible to the avenue in order to provide the safest and most efficient access to the subway. With a midblock entrance, we just have to walk farther underground. The entrance closest to the tracks makes the most sense. We request that MTA continue its analysis of possible entrances at 86th Street and Second Avenue, including the plans prepared by Civitas. We urge the MTA to continue considering alternate proposals that eliminate the need for a midblock entrance while allowing greater access to enter the subway on both sides of Second Avenue. If a midblock entrance is built at 86th Street, this will set a precedent for other station entrances to be built away from corners. (Figueroa, Hightower, Schwartz, Stringer)

**Response:** Alternative 7, the Preferred Alternative for 86th Street Station, includes three entrances. Two of the three entrances will be located in close proximity to Second Avenue and the corner: the escalator entrance at the northeast corner of the intersection, which will be 21 feet from the building line at Second Avenue, and the elevator entrance at the southeast corner, which will be 18 feet from the building line at Second Avenue. Subway entrances throughout New York City are not located directly in the corner of the sidewalk, because this would impede pedestrian flows. Instead, they are located on the avenue or side street in close proximity to the corner. The third entrance, which is needed to handle anticipated passenger volumes at the north end of the 86th Street Station, will be 229 feet east of the building line at Second Avenue. As noted in Chapters 2 and 12 of the EA, Alternative 7 will provide clear sightlines and straight passages when walking underground and is most convenient for substantial ridership coming from the northeast. The distance to be traveled underground will be slightly longer than in the No Action Alternative or Alternative 5, but less than the other Build Alternative (Alternative 2). When determining the design and location of station entrances, including entrances for the Second Avenue Subway, MTA does not rely on previous designs, because each station must be designed for the unique circumstances at the location where it will be built. Factors to be considered include constructability (taking into account the location of the subway tunnel, connections to the new station, and the presence of major utilities beneath the streets), effects on overall construction schedule, anticipated ridership demand at that station, providing clear sightlines and straight

passages, minimizing environmental impacts, and minimizing the need to acquire property and displace businesses and residents.

**Comment 15:** To avoid pedestrian congestion, the entrances to the 86th Street Station need to be on two corners, rather than just one (i.e., the northeast corner), and the MTA appears not to have explored every possible way of putting one entrance on the northwest corner or southeast side of Second Avenue. (Holtzmann)

**Response:** With the Preferred Alternative for the 86th Street Station, there will be two entrances in close proximity to two corners: one escalator entrance on the northeast corner will be approximately 21 feet east of the building line at Second Avenue, with the entrance opening facing toward Second Avenue, and one elevator entrance will be on the southeast corner 18 feet from the building line at Second Avenue. Subway entrances throughout New York City are not located directly in the corner of the sidewalk, because this would impede pedestrian flows. Instead, they are located on the avenue or side street in close proximity to the corner. The other escalator entrance, which is needed to handle anticipated passenger volumes at the north end of the 86th Street Station, will be approximately 229 feet east of the building line at Second Avenue, with the entrance opening facing toward First Avenue. Please see the response to Comment 9 above for a discussion of the alternatives evaluated and please see response to Comment 10 above for an explanation of why an entrance cannot be included at the northwest corner. The response to Comment 16, below, describes the reasons that other combinations of corner entrances were not considered. See also the response to Comment 35 below regarding sidewalk operations with completion of the Preferred Alternative.

**Comment 16:** There are additional alternatives to the Preferred Alternative at 86th Street that were not among the alternatives listed in the EA. The EA did not seriously consider viable alternatives, but only alternatives that could be easily eliminated. The additional alternatives are as follows:

- **One entrance on the northeast corner, another on the southeast corner.** This would eliminate some of the concerns of the people on the north side and the relocation problems on the south side. This alternative could provide escalators on each corner in bump-outs. This would not require any relocation on the south side of 86th Street.
- **One entrance on the northeast corner, another on the northwest corner,** as proposed by Civitas but without impacting buildings on those corners. Bump-outs could be used to avoid affecting adjacent buildings. The elevator at the southeast corner should be in a bump-out, to avoid the need to acquire property.

- **One entrance on the northwest corner, another on the southeast corner.**  
That would seem to be the best for the quality of life for the people in the neighborhood. (Coalition of East Side Elected Officials, Kniffen, Sharp)

**Response:** Subway entrances throughout New York City are not located directly in the corner of the sidewalk, because this would impede pedestrian flows. Instead, they are located on the avenue or side street in close proximity to the corner. The EA considered the full range of alternatives that would meet the purpose and need for the entrances to the north end of the 86th Street Station (see Figure 2-6 and Figure A-2 in the EA, which together depict the alternatives considered). The alternatives cited in the comment were not considered for the following reasons:

- **One entrance on the northeast corner, another on the southeast corner.**  
The Preferred Alternative (Alternative 7) for the 86th Street Station will have entrances close to the northeast and southeast corners of the intersection. The escalator entrance near the northeast corner will be 21 feet from the building line at Second Avenue, and the elevator entrance near the southeast corner will be 18 feet from the building line at Second Avenue. A third entrance, with escalators, which is needed to handle anticipated passenger volumes at the north end of the 86th Street Station, will be approximately 229 feet east of the building line at Second Avenue, with the entrance opening facing toward First Avenue. At the southeast corner, the only way to accommodate an escalator entrance, rather than the elevator entrance currently proposed in Alternative 7, would be to shift the escalator farther east, as in Alternative 2, which would result in the need for temporary relocation of businesses and residents on the south side of 86th Street.
- **One entrance on the northeast corner, another on the northwest corner.**  
The Preferred Alternative (Alternative 7) will include an entrance close to the northeast corner, as discussed above. An entrance cannot be accommodated at the northwest corner, even within a sidewalk bump-out, for the reasons stated in the response to Comment 10A, part 2 (*An Entrance Cannot be Accommodated on the Northwest Corner*) and on page A-6 of the EA. Moreover, as noted in the response to Comment 10A, even an entrance could be accommodated at the northwest corner, it would not alleviate the need for three vertical circulation elements at the entrance on the east side of Second Avenue.
- **One entrance on the northwest corner, another on the southeast corner.**  
An entrance cannot be accommodated at the northwest corner, even within a sidewalk bump-out, for the reasons stated in the response to Comment 10A, part 2 (*An Entrance Cannot be Accommodated on the Northwest Corner*) and on page A-6 of the EA. At the southeast corner, the Preferred Alternative will include an elevator in the sidewalk. The only way to accommodate an escalator entrance at this corner, rather than the elevator entrance currently proposed in Alternative 7, would be to shift the escalator farther east, as in

Alternative 2, which would result in the need for temporary relocation of businesses and residents on the south side of 86th Street.

**Comment 17:** We want the subway entrance placed either on the plaza at East 85th Street and Second Avenue, or if that is not possible, then the northwest and southwest corners of East 86th Street. (Nealon)

Another possible two-corner alternative would involve the southwest corner, if the southwest corner building would not be directly affected. For example, the elevator could be put in a bump-out on the southwest corner, instead of on the southeast corner. (Sharp)

**Response:** An alternative that placed an entrance in the plaza at East 85th Street was evaluated in the EA—see the discussion of Alternative 6 in Appendix A. As described there (see page A-9), this alternative would require full acquisition and demolition of the six-story residential building (with two floors of commercial space at street level) on the north side of 85th Street at the corner of Second Avenue to allow construction of the required below-grade passageway. In addition, the subway entrance would be located directly in front of the main entrance to the residential building at 300 East 85th Street, potentially blocking the entrance and requiring substantial design modifications to the building's access. For these reasons, this alternative was eliminated from consideration.

Regarding an entrance at the northwest corner of Second Avenue and 86th Street, please see the responses to the previous comments, such as 10 and 16. Regarding an entrance at the southwest corner, the building at this corner is a historic building, so no alternatives were considered that would require modifications to the building (see page A-6 in the EA). Moving the sidewalk elevator entrance from the southeast corner to the southwest corner would not meet ridership demand, since fewer than 3 percent of the passengers anticipated for the north end of the station are expected to arrive at this corner. In addition, a sidewalk elevator at the southwest corner would require modifications to the design of the station mezzanine, and would result in a dead-end corridor that would not meet the New York State Building Code.

**Comment 18:** Since the MTA is already proceeding to acquire the space currently housing a Chase Bank on the northwest corner of 86th Street and Second Avenue, the MTA should evaluate placing an entrance on that corner. (Ceccarelli)

**Response:** MTA has evaluated placing an entrance on the northwest corner of 86th Street and Second Avenue. The reasons why an entrance here would not work are provided on page A-6 of the EA, and in responses to Comments 10 and 16. As stated in response to Comments 10 and 16, the northwest corner of Second Avenue and 86th Street is the site of an ancillary building that will serve the 86th Street Station (housing ventilation equipment and other critical station equipment). The building and its connections will fully occupy the area within the property line on the northwest

corner, and will extend beneath the sidewalk on the north side of 86th Street. The ancillary building is fully programmed for mechanical and operations space needed to support the Second Avenue Subway and sufficient room is not available within this structure to provide for an entrance at this location. The majority of the building's floor area will be used for air shafts, utility chases, station emergency stairs, and a service stair, all of which will connect the station level to street level. If the ancillary building were to be taller than the one story currently planned, its footprint at street level would still be occupied by these same vertical elements (shafts and staircases), and no space could be provided for an entrance into the station.

**Comment 19:** We want the subway entrance on 86th Street to be on the south side, not the north side, of 86th Street, to address public safety concerns and to place entrances near commercial uses. (Residents of 305-315 East 86th Street)

The Preferred Alternative for the 86th Street Station (Alternative 7) will include an elevator entrance in the sidewalk on the south side of 86th Street. Two other alternatives were considered in the EA that placed entrances only on the south side of 86th Street, not the north side. An alternative with escalator entrances in the sidewalk on the south side of the street was evaluated in detail in the EA as Alternative 2. As discussed in the EA, Alternative 2 included placing escalator entrances in the sidewalk on the south side of 86th Street. On this side of the street, buildings are mixed-use, with ground-floor and lower-level retail uses and upper-floor residential uses. Construction of Alternative 2 would require temporary displacement of three businesses and eight residential units, and access to other buildings on the south side of 86th Street would be substantially impaired during an eight-month period of construction. Once operational, Alternative 2 would have the potential to restrict use of the sidewalk for sidewalk cafes and building canopies, and pedestrian circulation space would be more constrained than with other alternatives (see discussion on page 12-7 of the EA). For these reasons, Alternative 2 was not identified as the Preferred Alternative for the 86th Street Station. A second alternative that provided an entrance on the south side of 86th Street was also considered in the EA—Alternative 5. This alternative provided an elevator-only entrance to the station in a new building on the southwest corner of Second Avenue and 86th Street. However, Alternative 5 would require the permanent displacement of two businesses (a coffee shop and Schaller and Weber) and the residents of the 15 apartments in 1654 and 1656 Second Avenue. As Alternative 7 could meet the project's purpose and need without displacing these businesses or residents, it was selected as the Preferred Alternative for the 86th Street Station entrance.

Regarding public safety concerns, please see the response to Comments 30 and 31 below.

**Comment 20:** The EA is inadequate or incomplete in a variety of material aspects with respect to the Preferred Alternative. First, the EA does not adequately balance the short- and long-term burdens imposed by Alternative 7 with the at-best minimal gains in long-term productivity associated with this alternative. Instead, the EA is supported by mere conclusory statements that, although all alternatives “have the potential to result in temporary significant adverse impacts during construction,” the MTA has general, unspecified plans in place to mitigate these impacts. If Alternative 7 is implemented, it will result in larger construction impacts than any other alternative and impose large short-term and long-term environmental burdens on the residents of Yorkshire Towers with minimal long-term benefits to the community as a whole when compared with the benefits of the southeast corner entrances set forth, for example, in Alternatives 2 and 5. With either Alternative 2 or 5, pedestrians commuting from north of 86th Street would have to walk merely an additional half block to an entrance on the south side of 86th Street. This minor inconvenience must be balanced against the burdens on the residents of Yorkshire Towers. (Ceccarelli)

**Response:** The EA describes the construction requirements for Alternative 7 on pages 3-13 through 3-14, and the potential impacts during construction are described in Chapters 4 through 11. As described in Chapter 12, “Recommendation of the Preferred Alternative,” Alternative 2 would be more disruptive during construction than Alternative 7 since it would require temporary displacement of residents and businesses. As stated in the EA, the Preferred Alternative would not result in significant adverse impacts beyond those in the FEIS or require any mitigation measures not identified in the FEIS and FTA’s Record of Decision.

See the response to the Comment 9 for information on how benefits and impacts of each alternative were weighed during selection of the Preferred Alternatives.

**Comment 21:** I oppose having the only two 86th Street entrances on the Second Avenue Subway midblock in front of the same apartment building. In my opinion, no entrances should be placed midblock. Other alternatives are available that MTA did not evaluate; the best solution is one that does not require destroying existing buildings or relocating people from buildings. (Sharp)

**Response:** Alternative 7, the Preferred Alternative at the 86th Street Station, includes three entrances, two of which will be in close proximity to corners. Please see response to Comments 15 and 16. As described in the EA (see pages 2-9 and A-6), MTA examined a wide range of alternatives for entrances to the 86th Street Station. The Preferred Alternative for the 86th Street Station does not require modifications to existing buildings and relocation of people.

*OTHER*

**Comment 22:** Consider including at least a small amount of retail space on the ground floors of the ancillary buildings at both the 72nd Street and 86th Street Stations in order to

maintain retail continuity along Second Avenue and at the corner on major cross town streets. (Civitas)

**Response:** The design of the ancillary buildings is not the subject of the EA. However, it should be noted that the FEIS anticipated the potential to include retail space in above-grade subway structures (see page 2-22 in Chapter 2 of the FEIS, which states, “In some cases, depending on the types of properties within a given station area, it may be possible to construct buildings in a way that would allow retail or similar uses to occur on the ground floor . . .”) As the designs have been refined for the 72nd Street and 86th Street Stations, a small retail space has been added to the ancillary buildings to be located at 69th Street, 72nd Street, and at 83rd Street.

**Comment 23:** For the 72nd Street Station, consider adding an entrance in the ancillary building on the west side of Second Avenue at 69th Street. If this is not possible, consider including a small retail space on the ground floor. (Civitas)

**Response:** Please see the response to Comment 7 above. The purpose of the design modifications is to identify an alternative to the previously approved design for the northern entrance to the station. Please see the response to Comment 22 regarding the addition of retail space to the ancillary building.

**Comment 24:** For the southern station entrance for the 86th Street Station, consider shifting the entrance on the east side of Second Avenue south, so as to have openings on both Second Avenue and 83rd Street, similar to the entrance proposed on the northeast corner of Second Avenue and 69th Street. Also consider adding an entrance to the ancillary building on the west side of Second Avenue and 83rd Street. If this is not possible, consider a small retail space on the ground floor. (Civitas)

**Response:** The comment is outside the scope of this EA. The purpose of the design modifications is to identify an alternative for the northern entrance to the station. Please note that no changes are proposed to the southern entrance or ancillary facilities at the 86th Street Station as a result of any of the entrance alternatives. This is explained in the EA on page 2-10. Please see the response to Comment 22 regarding the addition of retail space to the ancillary building.

**Comment 25:** You should add a 79th Street Station and eliminate the 14-block walk between stations. (Mr. X)

**Response:** The subject of the EA was modifications to the northern entrances at the 72nd Street and 86th Street Stations. No other design changes to the overall Second Avenue Subway project are being considered at this time. Nonetheless, please note that there will be no reason to make a 14-block walk: a rider at the north end of that span could use the 83rd Street entrance to the 86th Street Station and a rider at the south end of that span could use the 72nd Street entrance to the 72nd Street Station, so that

at most, riders will have to walk five blocks to reach a station entrance from a location on Second Avenue.

## CONSTRUCTION ACTIVITIES

**Comment 26:** Please make sure they use the utmost care with the gas lines and the steam lines that are old, as well as the electric, sewer and services. (Puglisi)

**Response:** Comment noted. As described in the EA (see page 3-1 in Chapter 3, "Construction Activities,") construction for areas to be excavated will begin with relocation of any utilities that are present and that cannot be supported in place to areas outside the area of excavation. In order to make sure that utilities are relocated in a safe manner and also to minimize service disruptions, MTA has undertaken an extensive utility investigation program to identify affected utilities and their precise locations. MTA has worked, and will continue to work, closely with all impacted utility companies to make sure that impacted utilities are relocated in accordance with each utility company's requirements. During construction, the contractor is required to excavate by hand to locate the utilities to avoid any mishaps during construction.

**Comment 27:** Before any construction begins at 86th Street and 72nd Street, a construction mitigation plan must be created through significant consultation with neighborhood residents and commercial tenants. (Stringer)

**Response:** As specified in the FEIS and the ROD, MTA is required to and committed to working with the community to prepare a construction mitigation plan and to minimize construction impacts. Prior to beginning work at 72nd Street, MTA presented construction information and mitigation measures to the Community Board 8 Second Avenue Subway Task Force (see July 2006 presentation). This presentation included information on traffic, pedestrians, local access, noise and vibration, vector control, dust and air quality, settlement or movement, and ongoing community outreach. MTA will present the construction information and mitigation measures for the 86th Street Station construction at an upcoming Task Force meeting.

These construction mitigation measures were and continue to be developed based on MTA's extensive experience working within a congested city environment. MTA will be available throughout construction to discuss any additional mitigation that may be required. In addition, MTA has a construction field representative to listen to resident and business concerns, and take immediate action.

## TRANSPORTATION

**Comment 28:** The residents of 325 East 72nd Street disagree with the conclusions about the midblock alternative for the 72nd Street Station (i.e., 72nd Street Alternative 3).

Narrowing 72nd Street to accommodate these entrances would create significant public safety issues by hindering emergency vehicle traffic on this key crosstown street. (Zarin)

**Response:** The widened sidewalk area that would be required to accommodate 72nd Street Alternative 3 would occupy the north curbside parking lane, which is not currently used for moving traffic, therefore, four moving lanes of traffic would be maintained on East 72nd Street. With no change to the number of moving lanes, there would not be an impact on public safety. This is described on page 5-10 of the EA.

**Comment 29:** The construction of the 86th Street entrance in Alternative 7 would result in school buses and taxis not being able to drive through the circular driveway in front of 305-315 East 86th Street. Also construction work will take up the parking lane in front of the building. This is a very major safety problem that was not considered in the EA. On school days, dozens of school children and hundreds of others are picked up and dropped off in the circular driveway. With Alternative 7, these pick-ups and drop-offs would have to occur in the traffic lane. (Sharp)

During the construction of the Preferred Alternative, the entrance and exit driveways in front of 305-325 East 86th Street would have to be closed off, one at a time. Because the circular driveway then would be unusable for heavy delivery and supplier and repair traffic for the building, and while the parking lane of East 86th Street would be blocked for construction and for the sidewalk bump-out, delivery trucks will block one of the only two westbound lanes still open on 86th Street. Only one westbound lane of 86th Street will remain open. (Kniffin)

**Response:** As described in the EA in Chapter 5, "Transportation," during construction of Alternative 7, one of the two curb cuts for the circular driveway will remain open at all times (see page 5-18 of the EA). When one curb cut is closed, the commenter is correct in that school buses and taxis will not be able to drive through the circular driveway. Whenever possible, both curb cuts will remain open during construction. In addition, when one curb cut is closed, a 100-foot-long dedicated area will be reserved in the north curb lane near the building along 86th Street for use by pick-ups, drop-offs, and goods delivery. This dedicated zone will be available for use by taxis and school buses and for service vehicles and delivery trucks during construction stages when only one curb cut of the building's circular drive is available. Therefore, delivery trucks should not block one of the two westbound lanes on 86th Street.

A Maintenance and Protection of Traffic (MPT) Plan will be developed and implemented to maintain traffic flow on East 86th Street, including access to 305 East 86th Street. With the MPT Plan, the same number of moving lanes (four, or two in each direction) will be maintained on East 86th Street as currently exist. MTA will coordinate with representatives of the building at 305 East 86th Street during development and implementation of the MPT Plan for this area.

**Comment 30:** A midblock entrance on either side of 86th Street—i.e., on the south side in Alternative 2 or on the north side in Alternative 7—would be hazardous as pedestrians would be likely to cross the street in the middle of the block to access the subway. This will cause accidents and increase traffic congestion. The safety impacts of these alternatives are not addressed in the EA. (Birnbaum, Concerned Residents, Hightower, Krueger, Maloney, Various Residents of the Upper East Side)

**Response:** Jaywalking is hazardous, but based on the origin and destination of the largest proportion of riders who will use the 86th Street entrance on the north side of 86th Street, the potential for jaywalking is low. The EA describes anticipated passenger access to the station and assesses the potential for jaywalking. As described in Chapter 1 of the EA, (section 1.3.2.2, page 1-10), the largest proportion of riders (68 percent) who will use the north entrance to the 86th Street Station will arrive from the north and east. A discussion of the potential for jaywalking is provided in the EA on page 5-25. As discussed there, it is anticipated that most riders will cross legally since they will arrive from the corners of First and Second Avenues. While jaywalking is illegal in New York City and dangerous, some people may jaywalk. Please note that Alternative 7 is the Preferred Alternative for the 86th Street Station; Alternative 2 is not recommended.

**Comment 31:** There are four active driveways on the north side of 86th Street between First and Second Avenues; two driveways between First and York Avenues; and one active driveway between York and East End Avenues. The EA says that the new entrances in Alternative 7 would bring a significant number of new people to the area of these new entrances. These driveways pose a public safety hazard to riders approaching the proposed 86th Street station entrance from the east. Cars will be stacked up waiting to enter and leave the driveways and will try to dart between pedestrians. On the south side of 86th Street, there are no driveways. (305-315 East 86th Street, Birnbaum, Ceccarelli, Gopstein, Kniffin, Krueger, Schwartz, Yorkshire Towers Tenants Association)

If the MTA determines that the Preferred Alternative (Alternative 7) for 86th Street is the only feasible and workable one, the MTA and the community must come together to ensure that proper pedestrian safety measures are put in place. The MTA must be prepared to fully explain how it will ensure the safety of the thousands of additional pedestrians who will be forced to walk past an active driveway in order to access the station. (Garodnick, Krueger)

**Response:** As noted in the comment, the new entrances in Alternative 7 will increase the volumes of pedestrians using the sidewalk on the north side of 86th Street. This was explained in the FEIS and the EA (see page 5-24 of the EA). East 86th Street is already a heavily traveled pedestrian route. In the No Action Alternative, pedestrians would have had to cross the existing driveways referenced in the comment to access the station entrance at 305 East 86th Street. The new entrances in Alternative 7 will actually improve pedestrian safety as compared to the No Action Alternative since

passengers arriving from and going to the east will enter and exit the station without needing to cross one of the curb cuts of the circular driveway at 305-315 East 86th Street. Moreover, as noted earlier, Alternative 7 will eliminate parking along the north curb lane by creating a bump-out, and this will improve sightlines for drivers, thus improving pedestrian safety.

The number of passengers headed to and from the Second Avenue Subway on blocks east of First Avenue will be the same, regardless of which alternative is selected. As noted earlier, the majority of passengers who will use the north end of the 86th Street Station are projected to come from north and east of the station, so passengers will walk along the north side of 86th Street, crossing the driveways, regardless of which alternative is selected.

Please note that the MTA has not determined that Alternative 7 is the only feasible and workable one, as the comment suggests. Alternative 7 is preferred compared to the other Build Alternatives for reasons noted in previous responses to Comments 9, 10B, and 19, and on page 12-7 of the EA.

Also please also note that throughout New York City, subway entrances are located on streets that also have driveways and garage entrances.

**Comment 32:** The addition of an 86th Street Station will increase the number of pedestrians using 86th Street. In Alternative 7, pedestrians walking on 86th Street will block cars trying to enter the four driveways along the north side of 86th Street between Second and First Avenues, causing cars to line up on 86th Street, impeding traffic flow (Kniffin)

**Response:** See the response to the comment above. As noted there and on page 5-26 of the EA, heavy volumes of pedestrians already use the sidewalks on the north side of 86th Street today, without observed back-ups at these driveways.

**Comment 33:** Civitas's concern for foot traffic is absurd. This is New York City—we know how to cross a street to a subway entrance. (Weisbord)

**Response:** Please see the response to Comments 31 and 32 above.

**Comment 34:** The FEIS stated that pedestrian traffic at the northeast corner of Second Avenue and 86th Street will increase with the Second Avenue Subway and identified a Level of Service (LOS) E for the northeast corner of 86th Street, an unacceptable level of service under the New York City's *City Environmental Quality Review Manual*. Neither the FEIS nor the EA discuss the issue of pedestrian safety related to the driveways. (Gopstein, Yorkshire Towers Tenants Association)

**Response:** The EA describes the increase in pedestrian volumes anticipated on the north side of 86th Street with the No Action Alternative (see page 5-20) and with the Build Alternatives, including the Preferred Alternative (see page 5-25). As noted in the

EA, the analysis of pedestrian conditions takes into account refinements made since completion of the FEIS. It concludes that none of the 86th Street entrance alternatives would result in significant adverse impacts on pedestrian circulation, and the corners and crosswalks at this intersection would operate at acceptable levels of service (LOS D or better). The EA also discusses pedestrian safety related to the driveways for the No Action Alternative and each of the Build Alternatives, including the Preferred Alternative (see page 5-25). See the response to Comment 31 for more information.

**Comment 35:** Having two entrances to the 86th Street Station on one corner (i.e., the northeast corner of 86th Street) would result in congestion beyond anything that can currently be anticipated. As the subway line is expanded downtown, it will engender crowds on that corner that will choke the street and adjacent area. (Holtzmann)

**Response:** As clarified earlier in the response to Comment 15, with the Preferred Alternative (Alternative 7) for the 86th Street Station, there will be three entrances to the 86th Street Station at the north end: the northeast escalator entrance will be in close proximity to the corner, the southeast elevator entrance will be in close proximity to the corner, and one escalator entrance on the north side of 86th Street will be approximately 229 feet from the building line east of Second Avenue. An analysis of pedestrian conditions for each of the Build entrance alternatives was conducted and is provided in the EA in Chapter 5, "Transportation." The analysis for Alternative 7 is provided on page 5-24. This analysis accounts for pedestrian volumes anticipated once the full-length subway is completed, not just Phase 1, and the analysis concluded that Alternative 7 will not result in significant adverse pedestrian impacts when the subway is operational. Based on that analysis, pedestrian LOS will be acceptable on 86th Street.

**Comment 36:** Alternatives 2 and 7 would increase congestion of both traffic and pedestrians and seriously impede traffic and pedestrian flow. Both alternatives would compromise vehicular and pedestrian safety by narrowing the sidewalks and roadway of East 86th Street. (Concerned Residents, Residents of 320 East 86th Street, Various Residents of the Upper East Side)

**Response:** Please note that Alternative 7 is the Preferred Alternative for the 86th Street Station; Alternative 2 is not recommended. Alternatives 2 and 7 would both narrow one sidewalk on East 86th Street but neither would affect any moving traffic lanes on 86th Street. Alternative 2 would have a bump-out on the south side of 86th Street into the parking lane, while Alternative 7 would have a bump-out on the north and south sides of 86th Street into the parking lanes. The EA includes a detailed analysis of the effects of both alternatives on traffic and pedestrians in Chapter 5, "Transportation" (see page 5-20 for the discussion of Alternative 2 and page 5-23 for the discussion of Alternative 7). That analysis concludes that neither Alternative

2 nor Alternative 7 would result in significant adverse impacts on traffic or pedestrian conditions, including safety conditions.

**Comment 37:** A 6-foot bump-out for 270 feet east of Second Avenue intersection for 86th Street Alternative 7 would narrow traffic lanes and increase congestion. (Birnbaum)

**Response:** The widened sidewalk areas will occupy the north and south curbside parking lanes, which are not currently used for moving traffic, and four moving lanes of traffic will be maintained on East 86th Street. Overall, therefore, the proposed sidewalk bump-outs will not increase congestion along East 86th Street. Please refer to page 5-24 of the EA for more information.

**Comment 38:** The location of the elevator on the southeast corner of 86th Street in Alternative 7 may restrict efficient pedestrian flow because of the physical location of the elevator in the sidewalk and by promoting the buildup of waiting passengers at a busy intersection. (Civitas)

**Response:** The pedestrian level of service analysis prepared for the Preferred Alternative (see page 5-24 of the EA) shows that at the location of the 86th Street Station elevator, pedestrian level of service will operate at acceptable levels of service (LOS D or better) in the AM and PM peak periods. This analysis assumes that a build-up of passengers will not occur for the elevator, since escalator entrances will also be available on the other side of 86th Street. Passengers who prefer elevators will wait for the elevator, and others will cross to the escalators. As stated in the EA, the Preferred Alternative (Alternative 7) will not result in significant adverse pedestrian impacts on pedestrian circulation.

**Comment 39:** 86th Street Alternative 2 will result in markedly different pedestrian conditions along East 86th Street than presently exist. It would significantly reduce the width of the sidewalk and result in a substantially narrower sidewalk than is typical, particularly adjacent to a busy subway entrance. The crowds of people entering and exiting the subway will add congestion to the street, changing its operations and character in ways not adequately considered in the EA. The level of service analysis included in the EA does not fully take into account the adverse effect on pedestrian levels of concentrations of transit riders leaving the subway. (Figueroa)

**Response:** Please note that Alternative 7 is the Preferred Alternative for the 86th Street Station; Alternative 2 is not recommended. See the response to Comment 35 and 36 above. Chapter 5, "Transportation," of the EA includes an analysis of pedestrian conditions for each of the Build Alternatives once the subway is operational, and the pedestrian analyses of Alternative 2 and Alternative 7 at the 86th Street Station account for changes to the width of the sidewalk and the anticipated volumes of passengers who would use the subway entrances. Both Alternative 2 and Alternative 7 would include sidewalk bump-outs, so that the effective width of the sidewalk remaining alongside the escalator entrances (after subtracting other sidewalk obstructions, such as

planters) would be 10 feet. This effective width is typical at many locations, such as on an avenue's sidewalk where bus stops, tree pits, or other obstructions are present. As shown in Table 5-5 of page 5-22 of the EA, the analysis concludes that the south sidewalk of 86th Street would operate at an acceptable level of service with completion of Alternative 2.

**Comment 40:** There is no M86 bus stop between First and Second Avenues, so with the midblock entrances on 86th Street, subway riders relying on the crosstown bus will be forced to cross an intersection on either side. Or would the bus route be adjusted to stop for the subway? This would be an annoyance to have another stop midblock with one on First and Second Avenues already, or harm the community if one of those existing stops were removed. (Hightower)

**Response:** Figure 1-8 in Chapter 1, "Purpose and Need," of the EA shows the location of bus stops near the intersection of Second Avenue and 86th Street. As shown in that graphic, the eastbound M86 bus stop is on the south side of 86th Street between Second and First Avenues (just east of Second Avenue), and the westbound M86 bus stop is on the north side of 86th Street between Second and Third Avenues (just west of Second Avenue). For the eastbound bus (on the south side of 86th Street), in the Preferred Alternative the bus stop will be relocated farther east along the bump-out (see page 5-24 in the EA). Passengers transferring between the subway and the eastbound M86 will not need to cross Second Avenue. For the westbound bus (on the north side of 86th Street), none of the entrance alternatives developed for the 86th Street Station will permanently move any existing bus stop, so in all Build alternatives, passengers transferring between the subway and the westbound M86 will have to cross Second Avenue. At many locations throughout the city, passengers transferring between buses and subway entrances must cross streets to make their connection. Please also note that although none of the alternatives would move the existing westbound bus stop, the locations of bus stops are reviewed on an ongoing basis and can be relocated depending on observed conditions and demand.

## **SOCIAL AND ECONOMIC CONDITIONS**

**Comment 41:** The negative impacts of the project are real. The construction already under way is not only disruptive and inconvenient to our community but is hurting businesses and area residents financially. The MTA has an obligation to minimize these impacts wherever possible. I urge the MTA to design and implement the least intrusive plan for the construction at 72nd and 86th Street. (Garodnick, Lappin, Stringer)

**Response:** The FEIS described the impacts of the project during construction, including inconvenience and potential impacts to local businesses. These effects would also occur with all of the Build alternatives, as described in each chapter of the EA in the discussion of construction impacts. As described in Chapter 12 of the EA, "Preferred Alternative," the Preferred Alternatives for the 72nd Street and 86th

Street Station entrance alternatives were selected after consideration of the goals and objectives for the entrance alternatives and engineering, construction, operational, and environmental benefits and disadvantages of the alternatives. Goals and objectives include minimizing environmental impacts and displacement of residents and commercial space during construction (see page 1-15 of Chapter 1 of the EA).

MTA has been and will continue to work with local area businesses during construction, as they are currently doing at construction locations along Second Avenue. This includes use of signage, posting business information on their website, and attending meetings to address business owners' needs. Regular meetings are held with the Second Avenue Business Association to help businesses during construction and mitigate impacts to them.

**Comment 42:** The residents of 325 East 72nd Street support the EA's designation of Alternative 1 (the five-elevator entrance) as the Preferred Alternative for the 72nd Street Station. This is the alternative most consistent with neighborhood character and minimizes the project's adverse environmental impacts to the greatest extent practicable. In contrast, the residents of 325 East 72nd Street disagree firmly with the EA's assertion that the other 72nd Street Build entrance alternatives would be consistent with neighborhood character. The midblock option (i.e., 72nd Street Alternative 3) would result in significant adverse impacts to the neighborhood, unlike the Preferred Alternative for 72nd Street. Construction of the entrances in 72nd Street Alternative 3 would require far more spoils removal and truck trips during construction than the Preferred Alternative, would involve substantial tree removal, and the greatest extent of noise impact of the Build alternatives. When completed, 72nd Street Alternative 3 would impose large, unattractive edifices in the middle of the residential street and forever alter the neighborhood character. (Zarin)

**Response:** The FEIS describes the effects of station entrances on neighborhood character in Chapter 6, "Social and Economic Conditions." The EA includes a further evaluation of all three 72nd Street Build entrance alternatives' effects on neighborhood character in the EA's Chapter 6, "Social and Economic Conditions." That analysis considers neighborhood character to be generally the result of a combination of different elements that together give an area its distinctive qualities. In an urban area, like the Upper East Side, the elements that typically contribute to neighborhood character are land use and building form; the presence of notable architecturally distinctive buildings (if any); streetscape elements such as the presence of street-level retail, street and sidewalk widths, street furniture, and street trees; vehicular and pedestrian volumes; and noise levels. The City of New York's guidance document for environmental review, the *City Environmental Quality Review Technical Manual*, defines neighborhood character as "an amalgam of the various elements that give neighborhoods their distinct 'personality.' These can include land use, urban design, visual resources, historic resources, socioeconomics,

traffic, and noise.”<sup>1</sup> FTA’s guidance on conducting environmental reviews describes elements that may affect community character similarly, stating that impacts to community character may include “creating physical and psychological barriers; changes in land use patterns, circulation patterns, and access to services; changes in population densities; and, effects on neighborhood cohesiveness.”<sup>2</sup>

The evaluation of the 72nd Street Station Build Alternatives’ effects on neighborhood character includes consideration of impacts during construction (see page 6-5) and impacts once completed (see page 6-7). During construction, all of the Build entrance alternatives would result in similar significant adverse impacts to those that would occur with the No Action Alternative (i.e., those described in the FEIS). The analysis in the EA concludes that none of the Build entrance alternatives would result in significant adverse impacts to neighborhood character once the subway is operational. As discussed in the EA, in 72nd Street Alternative 3, the new sidewalk entrances would be designed to use a minimal footprint and transparent canopy, so as to minimize intrusions to the area’s visual character.

**Comment 43:** We are opposed to Alternatives 2 and 7 for 86th Street. These alternatives would disastrously change the character of this tree-lined residential neighborhood. The pedestrian environment and sense of place would be wholly undermined by the large midblock and mid-sidewalk entrances proposed in these alternatives. Both alternatives would increase traffic and pedestrian congestion and increase noise and pollution. The EA fails to address the project’s effects on the quality of life. (Civitas, Concerned Residents, Figueroa, Gopstein, Residents of 320 East 86th Street, Sharp, Various Residents of the Upper East Side, Yorkshire Towers Tenants Association)

Alternative 7 will create a serious overriding negative effect on the quality of life of the over 2,000 residents of the Yorkshire Towers and will place onerous short- and long-term burdens placed upon the residents of Yorkshire Towers. (Ceccarelli)

Residents of 86th Street worry that the midblock entrance in Alternative 7 would draw crowds in front of what has been a predominantly residential street. This was a problem not discussed in the section of the EA addressing potential impacts of the 86th Street Station. (Figueroa, Maloney)

**Response:** For a general description of elements that contribute to neighborhood character, please see the response to Comment 42 above. The FEIS describes the effects of station entrances on neighborhood character in Chapter 6, “Social and Economic Conditions.” The EA includes a further evaluation of all three 86th Street Build entrance alternatives’ effects on neighborhood character in the EA’s Chapter 6, “Social and Economic Conditions.” This includes consideration of impacts during construction (see page 6-15) and impacts once completed (see page 6-17).

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<sup>1</sup> *City Environmental Quality Review Technical Manual*, 2001, City of New York, page 3H-1.

<sup>2</sup> [http://fta.dot.gov/planning/environment/planning\\_environment\\_2241.html](http://fta.dot.gov/planning/environment/planning_environment_2241.html), accessed September 25, 2009.

As described on page 6-14 of the EA, 86th Street at Second Avenue is not a “tree-lined residential neighborhood;” it has a mix of residential and commercial uses and, with a wide street and wide sidewalks, supports four lanes of traffic (two lanes in each direction). The No Action Alternative (i.e., the design already approved for the Second Avenue Subway, including the entrances to the 86th Street Station) would bring heavy construction to this intersection for up to five years, including implementation of an MPT Plan extending 500 feet along 86th Street east of Second Avenue. Alternatives 2 and 7 would have similar effects to the No Action Alternative during construction. Please note that Alternative 7 is the Preferred Alternative for the 86th Street Station; Alternative 2 is not recommended. During construction, all of the Build entrance alternatives would result in similar significant adverse impacts to those that would occur with the No Action Alternative. This would include temporary disruptions to traffic and pedestrian flows, increased noise and dust, and the visual intrusion of a construction zone. This would occur with all alternatives, including the No Action Alternative.

Following completion of the subway, the FEIS describes the effects of new subway entrances on the immediate vicinity. These effects will include introduction of additional pedestrians headed to and from the subway. Increases to traffic congestion, noise, and pollution are not anticipated, however. Once the subway is completed, any of the Build entrance alternatives would be similar in effect to the No Action Alternative. The analysis in the EA concludes that none of the Build entrance alternatives would result in significant adverse impacts to neighborhood character once the subway is operational. Additional pedestrians would be present on the sidewalks in the area, headed to the subway station, similar to the No Action Alternative. As described in response to Comment 31, the analysis of pedestrian conditions in the EA concluded that pedestrian conditions on 86th Street would be acceptable with the Preferred Alternative. No significant changes to traffic flows, air pollution, or noise levels would occur. In terms of visual effects, all alternatives would change the appearance of the area by adding a new subway entrance as well as the new ancillary building that will be constructed on the northwest corner of Second Avenue and 86th Street. As discussed in the EA, in the Preferred Alternative, two escalator entrances will be located in the sidewalk on the north side of 86th Street. One will be close to the corner, located 21 feet east of the building line at Second Avenue. The other escalator entrance will be approximately 229 feet east of the building line at Second Avenue. Both escalator entrances will be located at the edge of the sidewalk, close to the parking lane. In addition, a third entrance—an elevator entrance—will be located close to the corner in the sidewalk on the south side of 86th Street. The new sidewalk entrances will be designed to use a minimal footprint and transparent canopy, so as to minimize intrusions to the area’s visual character. Therefore, the EA provides conclusions with respect to the potential short- and long-term impacts of the 86th Street Station entrance alternatives on the character of the surrounding community.

**Comment 44:** We are opposed to 86th Street Alternative 7. It would adversely affect our lives and the value of our co-ops. As a small business owner myself, I am worried about my fellow small business owners on our street. (Ambrette, Silva)

**Response:** See the response to Comments 42 and 43 for a discussion of the effects on quality of life. Please see the response to Comment 31 for a discussion of pedestrian conditions. As described in the EA (see page 12-7) and in response to previous comments (see responses to Comments 9 and 19), one of the reasons for selection of Alternative 7 as the Preferred Alternative for the 86th Street Station was the fact that it was the only alternative that would not require displacement of businesses and tenants either temporarily during construction (as would Alternative 2) or permanently (as would Alternative 5).

**Comment 45:** According to the MTA proposal, there will be a construction zone of up to 500 feet along the north side of 86th Street east of Second Avenue. This will clearly have a terrible effect on quality of life for five or more years for the 3,000 to 4,000 tenants who live in that block on the north and south sides of 86th Street. This was not considered in the EA. (Sharp)

**Response:** The FEIS describes the effects of construction activities on neighborhood character in Chapter 6, "Social and Economic Conditions." The EA includes a further evaluation of the effects of construction of all three 86th Street Build entrance alternatives' effects on neighborhood character in the EA (see page 6-15).

The construction activities associated with the No Action Alternative and the three Build entrance alternatives for the 86th Street Station are described in the EA in Chapter 3, "Construction Activities," and evaluated in each chapter of the EA. The No Action Alternative (i.e., the design already approved for the Second Avenue Subway, including the entrances to the 86th Street Station) would bring heavy construction to this intersection for up to five years, including implementation of an MPT Plan extending 500 feet along 86th Street east of Second Avenue. As noted on page 3-10, the No Action Alternative would have a smaller station excavation area than the Preferred Alternative, but both would require the use of a construction zone that extends along 86th Street for 500 feet east of Second Avenue. In this area, utility relocation will occur, and traffic will be shifted around the construction zone while that work is under way. Construction disruption was one of the factors considered in the selection of the Preferred Alternative. As described in the EA (see Chapter 12, page 12-5), the Preferred Alternative for the 86th Street Station (Alternative 7) would have less disruption during construction than Alternative 2, and would not require any displacement of businesses or residents, unlike Alternative 2 or Alternative 5. Construction activities for the subway will inevitably be disruptive to residents of 86th Street as well as to residents in other areas, regardless of which alternative is selected. MTA will work with the community to make every effort to minimize this disruption as much as possible.

**Comment 46:** In the block where the 86th Street subway entrances will be built, the north side is mainly residential (where most residents do not want subway entrances), while the south side is mainly commercial (where subway entrances and the heavy foot traffic would likely be good for most businesses). (Residents of 305-315 East 86th Street, Sharp, Yorkshire Towers Tenants Association)

**Response:** The EA describes the land uses around the potential entrance locations in Chapter 6, "Social and Economic Conditions." As noted in Figure 6-3, the buildings along the south side of 86th Street have ground-floor and lower-level retail space but are residential above. Please see the response to Comment 19, above, regarding the other alternatives considered at 86th Street and their effects on commercial activities on the south side of 86th Street. As described there, the other alternatives considered (Alternatives 2 and 5) would have adverse effects on neighborhood businesses during and after construction. Only the Preferred Alternative would avoid the need to displace businesses and residents.

**Comment 47:** We consider the design and height of the elevator bulkhead in the Preferred Alternative for the 86th Street Station to be overly obtrusive and encourage MTA to look at other designs in the system, such as the shorter, more compact elevator in Richard Tucker Square at 66th Street and Broadway. (Civitas)

**Response:** The station at West 66th Street and Broadway is just below street level, allowing the use of a hydraulic elevator. Hydraulic elevators (piston type) require only enough room over the cab to allow access for maintenance. In contrast, the depth of the 86th Street Station (with the mezzanine approximately 80 feet below street level) requires that a traction elevator be installed (the same type of elevator used in high-rise buildings).<sup>1</sup> This type of elevator requires headroom over the cab for the mechanical pulleys, resulting in a structure that is 22 feet tall. Therefore, it is not feasible to have a shorter, more compact elevator for the 86th Street Station. The design of the elevator will not be any larger than necessary for its function.

**Comment 48:** The EA fails to adequately analyze the significant adverse effects of Alternative 2 on the residents and businesses on the south side of 86th Street. Alternative 2 could irreparably damage the popular Mexican restaurant Maz Mezcal both by blocking its entrance permanently and eliminating greenery and by requiring relocation of both businesses and residents for almost a year. This would produce significant economic losses at a time when businesses are already struggling due to poor economy.

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<sup>1</sup> American Public Transportation Association (APTA), elevator standards provided in *APTA Manual of Standards and Recommended Practices for Rail Transit Systems*, Volume 5 -- Fixed Structures Inspection and Maintenance, Standard RT-RP-FS-008-03, "Heavy Duty Transportation System Elevator Design Guidelines" (January 2004); and "Mid to High Rise, Heavy Duty Transportation System Traction Elevator Design Guideline" (September 2004). Available at <http://www.aptastandards.com/PublishedDocuments/TechnicalSpecifications/ElevatorsandEscalatorsTechnicalSpecifications/tabid/269/Default.aspx>.

Moreover, access to several businesses will be substantially compromised after construction and the permanent location of the subway entrances will compromise retail operations along East 86th Street, including sidewalk cafes. These significant adverse impacts are not acknowledged and are not analyzed in the EA. (Figuro, Residents of 320 East 86th Street, Various Residents of the Upper East Side)

**Response:** The EA describes the effects of 86th Street Alternative 2 on social and economic conditions, including potential effects on businesses, in Chapter 6, "Social and Economic Conditions" (see page 6-15 for a discussion of construction impacts and page 6-19 for a discussion of permanent effects). All of the impacts described in the comment, including the temporary construction impacts and the permanent effects, are described in the EA. As noted in Chapter 6 and in Chapter 12, "Recommendation of the Preferred Alternative," MTA has recommended selection of 86th Street Alternative 7 as the Preferred Alternative for the 86th Street Station. One of the reasons that Alternative 2 was not recommended was these negative effects on the residents and businesses on the south side of 86th Street, which would be more severe with Alternative 2 than with the other alternatives.

**Comment 49:** The EA fails to adequately consider the consequences of locating a principal entrance to the subway in the midblock of a predominantly residential side street in Alternative 2. The south side of East 86th Street between First and Second Avenues is characterized by low-rise residential buildings with ground-floor retail. Street trees line the full frontage of the block, and the ground-floor retail includes a variety of restaurants, some with sidewalk cafes, opening onto a 20-foot-wide sidewalk. Alternative 2 would alter this condition drastically by removing street trees, introducing two 41-foot-long, 14-foot-wide, and 16-foot-high structures to the sidewalk, eliminating sidewalk cafes and building awnings, and replacing the existing 20-foot wide sidewalks with sidewalks having an effective width of less than 10 feet. None of these significant adverse consequences on neighborhood character or visual resources are adequately analyzed in the EA. (Figuroa, Residents of 320 East 86th Street, Various Residents of the Upper East Side)

**Response:** See the response to Comment 43. As noted in that response, 86th Street between First and Second Avenues has a mix of residential and commercial uses and, with a wide street and wide sidewalks, supports four lanes of traffic (two lanes in each direction). All of the effects of 86th Street Alternative 2 described in the comment are discussed in detail in the EA in Chapter 6 ("Social and Economic Conditions") as well as in the discussion of the design of the alternative provided in Chapter 2. For these and other reasons, Alternative 2 has not been recommended as the Preferred Alternative for the 86th Street Station.

**Comment 50:** Residents of 86th Street are concerned about glass entrance covers that will impede the views from their windows (in Alternative 2 or 7). This was a problem not

discussed in the section of the EA addressing potential impacts of the 86th Street Station. (Birnbaum, Maloney)

**Response:** The visual effects of the Build Alternatives for the 86th Street Station are described in Chapter 6 of the EA (see pages 6-18 and 6-22). As described, the proposed canopy entrances would not result in material changes in urban design and neighborhood character.

In the Preferred Alternative for the 86th Street Station, the two new escalator entrances are being designed to use a minimal footprint and transparent canopy, so that they would be least visually intrusive to the surrounding neighborhood context. The minimalist glass design will be similar in nature to other new street furniture (e.g., bus shelters and newsstands) being installed throughout New York City. The entrances will be 41 feet long and 14 feet wide, with a height of 16 feet at the front, sloping to 6 feet at the rear. The glass canopies will be visible from apartment windows on both sides of 86th Street. The building is set back 5 feet from the property line, so the canopies would be approximately 15 feet away from the building façade. With this distance, and with the slope of the canopy, the canopies would not impede views from the nearest apartment windows.

**Comment 51:** The EA fails to analyze the inconsistency of Alternative 2 with the City's land use policy. The Zoning Resolution makes it clear that newly constructed entrances to the subway are to be located adjacent to or along the City's avenues, rather than in mid-block of side streets. In particular, the Special Transit Land Use District was adopted specifically for the purpose of providing access points to the future Second Avenue subway. The District is mapped in areas within 125 feet of Second Avenue. The EA fails to analyze the departure from the requirements of the Special District and instead incorrectly relies of this policy to justify Alternatives 2 and 7. (Figuro)

**Response:** The City's Special Transit Land Use District was established and mapped in 1974, to support construction of the Second Avenue Subway as was anticipated at that time. The *Zoning Resolution of the City of New York* lists six specific purposes of the district in Section 95-00: 1) to minimize the conflict between normal pedestrian movements on public sidewalks and access to underground transit systems, by requiring developments within the Special District to provide access to underground transit or other subway amenities; 2) to reduce congestion on city streets in the vicinity of transportation nodes, by encouraging the provision of adequate underground pedestrian circulation systems; 3) to require adequate access of light and air to the subway mezzanines or station areas of the underground transit system and other related facilities in order to provide greater visibility and safety to below ground spaces; 4) to encourage development that reinforces and preserves the character of the existing communities within the area, by promoting needed pedestrian amenities; 5) to coordinate the present and future relationship of land uses within the Special District including weather protected public access to the underground transit system; and 6) to promote the most desirable use of land in the

area and thus to conserve the value of land and buildings, and thereby protect the City's tax revenues. These purposes are related to the design and function of future buildings constructed near the new subway system, and do not make it clear, as the comment states, that newly constructed entrances to the subway are to be located adjacent to or along the City's avenues, rather than on side streets. In any case, Alternatives 2 and 7 are not inconsistent with the general purposes of the above-referenced provisions of the City's Zoning Resolution.

The EA analyzes each Build alternative's consistency with the City's zoning and land use policy in Chapter 6, "Social and Economic Conditions" (see page 6-20 for a discussion of Alternative 2 and page 6-21 for a discussion of Alternative 7). The EA also specifically discusses the Special Transit Land Use District in Chapter 6 on page 6-4). The current design for the subway has changed substantially since that time, and most of the locations set aside for subway stations in the Zoning Resolution can no longer be used for the subway stations currently planned. At the 86th Street Station, easements were set aside on the south side of 86th Street more than 100 feet west of Second Avenue, in the building at 240 East 86th Street. The reasons these easements cannot be used for entrances to the 86th Street Station are discussed in Appendix A of the EA (see page A-6).

## DISPLACEMENT AND RELOCATION

**Comment 52:** We believe that the No Action Alternative with the entrance inside the Food Emporium at the 305 East 86th Street building remains the best alternative with minimal disruption to others. We recognize that there would be a major disruption to that building and the tenants immediately above the construction. But this alternative would still disrupt the least number of businesses and residents. (Birnbaum)

**Response:** As described in the EA (see page 1-12) and the response to Comment 10A, the No Action Alternative would require major structural modifications in the residential building at 305 East 86th Street that would substantially increase the Second Avenue Subway's overall construction cost and schedule. In addition, residential apartments above the entrance location at 305 East 86th Street would also be impacted by the construction, requiring tenants on seven floors above the construction to be displaced. In addition, the Food Emporium supermarket in that building would likely close because of the amount of space required for temporary construction easement and for permanent subway structures. Therefore, design modifications are now being sought to relocate the entrance from within the building at 305 East 86th Street.

**Comment 53:** We urge the MTA to be as considerate as possible to commercial tenants, particularly at the East 86th Street location. East 86th Street is a critical commercial corridor that is essential to the economic health of the neighborhood. Working with

commercial tenants early and establishing a back and forth dialogue around construction schedules and potential impacts with business owners is critical at this stage. (Kellner)

**Response:** Please see the responses to Comments 27 and 41 above.

**Comment 54:** The EA fails to adequately analyze the significant adverse effects of Alternative 2 on the residents and businesses on the south side of 86th Street. Although the EA recites that some businesses and residents will need to be relocated during construction for at least eight months, it fails in any manner to consider where the relocated businesses and families will go during the construction period or the consequences of the dislocation to the ongoing viability of the commercial uses. Moreover, access to several businesses will be blocked for an extended period during construction. These significant adverse impacts are not acknowledged and are not analyzed in the EA. (Figueroa, Various Residents of the Upper East Side)

**Response:** See the response to Comment 48 above. As noted there, the EA describes and analyzes the adverse effects of Alternative 2 on the residents and businesses on the south side of 86th Street in Chapter 7, "Displacement and Relocation." The discussion of displacement required during construction is provided in the discussion that begins on page 7-5, section 7.4. The chapter also describes (see page 7-2) that property acquisition and relocation of residents or businesses would take place in accordance with the requirements of the New York State Eminent Domain Procedure Law and the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 and will adhere to all procedures required by these statutes, including those concerning relocation assistance and/or compensation.

A key consideration in the evaluation of this alternative was its adverse effect on businesses and residents during construction, and therefore, it was not selected as the Preferred Alternative for the 86th Street Station entrance.

## **HISTORIC RESOURCES**

**Comment 55:** Some of the buildings on 86th Street are nearly 100 years old and there have been past issues related to underground streams. Any mid-street alternative for the 86th Street Station may threaten the foundations and result in increased costs and delays. Moreover, placing the subway entrance within the Chase bank located on the northwest corner of 86th Street (as proposed by Civitas) would be far less disruptive to a historic, residential neighborhood. (Various Residents of the Upper East Side, Residents of 320 East 86th Street)

**Response:** The Second Avenue Subway project has an ongoing vibration monitoring program to protect buildings adjacent to the construction zone from possible damage due to construction activities. Precautions are being taken in all construction zones to avoid adverse effects to nearby foundations. As described in the EA, the reason that a new

entrance alternative is being sought for the 86th Street Station is to avoid adverse structural effects to the building at 305 East 86th Street that might occur in the No Action Alternative.

With respect to historic resources, the EA includes an evaluation of the 86th Street Station entrance alternatives' potential effects on historic resources in Chapter 8, "Historic Resources," beginning on page 8-7. This evaluation was prepared in consultation with the State Historic Preservation Office at the New York State Office of Parks, Recreation and Historic Preservation. As described there (see pages 8-7 and 8-8), the only building within 200 feet of the three station entrance alternatives for the 86th Street Station that is a historic resource is the Manhattan Apartments, at the southwest corner of Second Avenue and 86th Street. This building is the same distance from all of the entrance alternatives and would be in closer proximity to the station cavern itself than to the entrances to the station. A Construction Protection Plan will be implemented during construction to avoid accidental damage to this building.

Based on the Viele map, a common source of information about the location of streams in Manhattan prior to development, a stream was located west of Second Avenue at 86th Street, and therefore will not affect the Preferred Alternative. Nonetheless, during construction of the entrance, a stiff supportive excavation system will be constructed to minimize ground movement during construction and will minimize the potential for groundwater drawdown outside the excavation.

Regarding an entrance at the northwest corner of Second Avenue and 86th Street, please see the response to Comments 10A and 16. As noted there, an entrance cannot be accommodated at the northwest corner, even within a sidewalk bump-out, for the reasons stated in the response to Comment 10A, part 2 (*An Entrance Cannot be Accommodated on the Northwest Corner*) and on page A-6 of the EA.

## NOISE AND VIBRATION

**Comment 56:** Alternative 2 would place a subway entrance instead of a tree in front of a residential building, making at least the second floor apartments uninhabitable due to noise. (Residents of 320 East 86th Street)

**Response:** Alternative 2 is not the Preferred Alternative for the station entrance at the 86th Street Station. Please note, however, that 86th Street Alternative 2 would not be anticipated to result in significant adverse noise impacts once construction is completed. The EA provides an analysis of the noise impacts of each of the Build entrance alternatives in Chapter 11, "Noise and Vibration," and concludes that none would result in significant adverse noise impacts once construction is complete.

## PUBLIC OUTREACH

**Comment 57:** I request that in the future the meetings for East 86th Street be held for East 86th Street, not 72nd Street and 86th Street. We are always pushed to the back. There is never enough time for us to speak. We deserve our own meetings. (Silva)

**Response:** The EA provided an assessment of the station entrance alternatives for both the 72nd Street and 86th Street Stations, and therefore, the public meeting held to receive comments on the EA covered both stations and written and oral comments have been accepted for both station locations and their respective station entrance alternatives during the public comment period for the EA. With regard to future Community Board 8 Second Avenue Subway Task Force meetings, MTA will transmit this request to the Community Board.

**Comment 58:** I am concerned that community members were not better informed about the MTA's 86th Street proposals. Many residents attending the June 29 Community Board 8 Second Avenue Subway Task Force meeting stated that they had only learned about the MTA's plans for 86th Street within the past week, which was also after the hearing on the EA had taken place. With the MTA's deadline for public comment and testimony submission only eight business days following the public hearing, the community has had an insufficient opportunity to comment on or question the appropriateness of the new location. In the future, the process for notification of individuals who will be directly affected by such changes must be more efficient and thorough, so that appropriate time for public response is granted. (Krueger)

With little notice to the public, MTA announced on June 18, 2009 its plan to build subway entrances in the middle of the block on East 86th Street between First and Second Avenues. (Concerned Residents)

There was inadequate notice of the public meeting. I ask that a minimum of 30 days notice be given to newspapers, radio, and TV stations to notify those affected of the public meeting. (Schwartz, Mr. X)

Please extend the public comment period to July 31, 2009. (CB8, Coalition of East Side Elected Officials, Krueger)

**Response:** Public presentations of the potential alternatives for the 86th Street Station began almost a year before the EA was made available for public review. On July 29, 2008, a public presentation was made to Community Board 8 and other interested members of the public at the Community Board 8 Second Avenue Subway Task Force meeting regarding potential design modifications for the 72nd Street and 86th Street Stations and alternatives to be evaluated in the EA. The alternatives referred to in the EA as Alternative 2 and Alternative 7 were presented at that time.

Public review for the EA began with publication and distribution of the EA in May 2009. A *Notice of Availability* and announcement of the public hearing for the EA was published in *El Diario* on May 31, 2009 and June 1, 2009; in the *New York Post*

on June 1, 2009; in the *Daily Challenge* on June 1; and in *Our Town* on June 4, 2009. Copies of the EA and notice of availability were available for public review at the offices of the MTA (at 347 Madison Avenue), FTA Region 2 (One Bowling Green, Room 429), and Community Board 8 (505 Park Avenue, Suite 620). In addition, the EA and the public hearing notice were available on MTA's website at: [www.mta.info/capconstr/sas](http://www.mta.info/capconstr/sas). These notifications are consistent with FTA requirements specified in 23 CFR 771.119.

A public hearing was held to receive comments on the document on June 18, 2009. In addition, in response to requests from the public, the comment period for the EA was extended to July 31, 2009 to provide additional time for public review. Please note that the meeting held on June 29, 2009 was Community Board 8's Second Avenue Subway Task Force meeting, and not the EA public hearing held by the MTA.

**Comment 59:** Community input is an essential part of the design process and I strongly encourage the MTA to consider the concerns and suggestions of residents, business owners, community leaders, and elected officials. The MTA should take very opportunity to engage and hear from community stakeholders through the design, contracting, and construction phases of the project. (Stringer)

For the 86th Street Station, if Alternative 7 is the only responsible option, MTA must work with the community to lessen the impact. Work on the subway entrance at this location will need to conform with anticipated changes under a planned streetscape revitalization program for this street that have not yet been finalized. (Garodnick)

**Response:** MTA has encouraged public involvement throughout all phases of the project. MTA continues to update the community through regular meetings with the Community Board 8 Second Avenue Subway Task Force. MTA regularly discusses design and construction issues with the community and solicits input. Regular meetings are held with the Second Avenue Business Association to help businesses during construction and mitigate impacts to them. In addition, MTA has a construction field representative to listen to resident and business concerns, and take immediate action.

**Comment 60:** As far as I know the building where the public hearing was held on June 18, 2009 isn't wheelchair accessible. (Mr. X)

**Response:** The location of the public hearing was fully accessible pursuant to the requirements of the Americans with Disabilities Act.

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