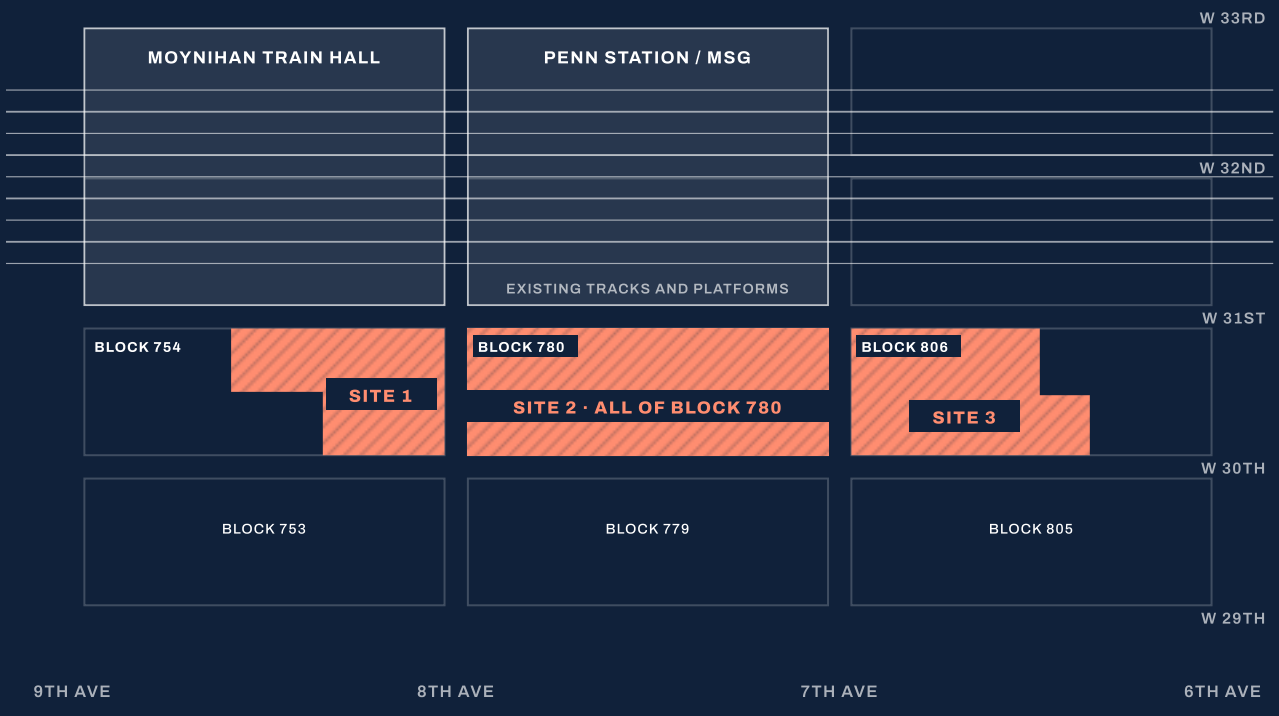
THROUGH-RUNNING AT PENN. KEEP THE BLOCKS.

New York retains 39 parcels south of Penn Station in the expansion footprint.

The published studies have not established that the 48-train target requires these blocks.

Publish the operating tests before authorizing acquisition.



Penn Station capacity and property acquisition.

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39 parcels remain in the Penn South acquisition footprint.

New York's General Project Plan keeps Sites 1–3 across Blocks 754, 780 and 806 in the Penn South footprint. The 2021 plan, affirmed as modified on July 21, 2022, contemplates purchase or condemnation following federal site selection. Condemnation requires separate authorization.[1,2]

39
mapped parcels across three blocks[1,3]

2.1M
square feet of recorded building floor area[3]

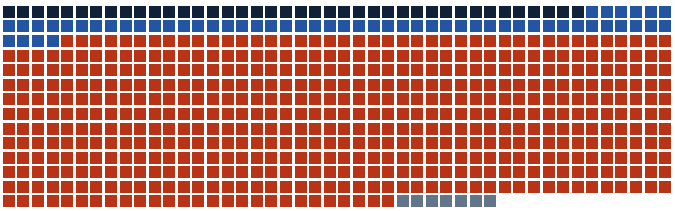
632
residential units in city property records[3]

1
designated NYC landmark, named in April 2026[4]

6
historic resources listed on or eligible for the State and National Registers[5]

4
buildings with rent-stabilized units[6]

Every square is one residential unit on the tax rolls



Site 1 · 40 Site 2 · 56 Stewart Hotel · 529 Rest of Site 3 · 7

The Stewart is planned to become 579 apartments.

Breaking Ground and Slate Property Group acquired the Stewart Hotel at 371 Seventh Avenue in December 2025. The Site 3 conversion plan provides 579 supportive and affordable apartments, about half for formerly homeless adults.[7,8] The former hotel accounts for 529 of the footprint's tax-record residential units.

Building floor area by site, square feet[3]

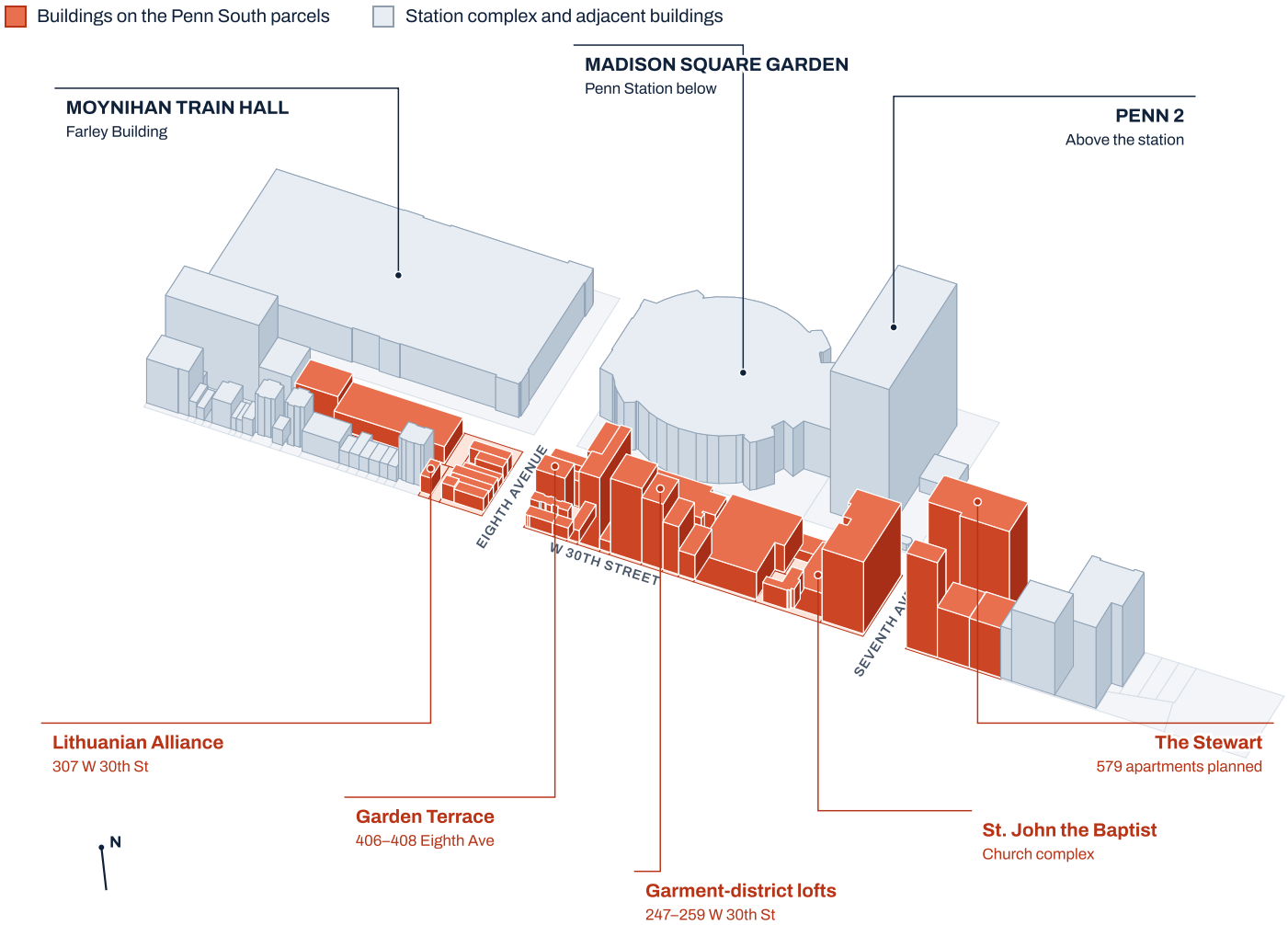
SITE 1	SITE 2	SITE 3
Block 754 · 242,369	All of Block 780 · 1,118,491	Block 806 · 746,897

All 39 lots, by block, with floors and year built[1,3]

754 · LOT 34 307 W 30th St 4 fl · 1876–77	**754 · LOT 35** 305 W 30th St no building	**754 · LOT 36** 403 8th Ave 4 fl · 1920	**754 · LOT 37** 405 8th Ave 3 fl · 1901	**754 · LOT 38** 407 8th Ave 3 fl · 1901	**754 · LOT 39** 409 8th Ave 2 fl · 1920	**754 · LOT 40** 411 8th Ave 4 fl · 1901	**754 · LOT 41** 413 8th Ave 4 fl · 1901
754 · LOT 44 415 8th Ave no building	**754 · LOT 51** 320 W 31st St 4 fl · 1953	**754 · LOT 63** 340 W 31st St 8 fl · 1972	**780 · LOT 1** 402 8th Ave 3 fl · 1900	**780 · LOT 2** 404 8th Ave 5 fl · 1900	**780 · LOT 5** 265 W 30th St 3 fl · 1910	**780 · LOT 6** 263 W 30th St 3 fl · 1910	**780 · LOT 7** 259 W 30th St 17 fl · 1928
780 · LOT 9 257 W 30th St 2 fl · 1927	**780 · LOT 10** 251 W 30th St 16 fl · 1927	**780 · LOT 13** 247 W 30th St 16 fl · 1926	**780 · LOT 15** 243 W 30th St 12 fl · 1925	**780 · LOT 17** 239 W 30th St 6 fl · 1923	**780 · LOT 19** 225 W 30th St 6 fl · 1957	**780 · LOT 26** 209 W 30th St 4 fl · 1920	**780 · LOT 36** 370 7th Ave 17 fl · 1921
780 · LOT 45 204 W 31st St 3 fl · 1974	**780 · LOT 60** 232 W 31st St standing; 0 sf in PLUTO	**780 · LOT 70** 252 W 31st St 5 fl · 1930	**780 · LOT 71** 254 W 31st St 15 fl · 1926	**780 · LOT 73** 416 8th Ave 2 fl · 1930	**780 · LOT 74** 414 8th Ave 1 fl · 1920	**780 · LOT 75** 412 8th Ave 7 fl · 1930	**780 · LOT 76** 410 8th Ave 6 fl · 1925
780 · CONDO 406 8th Ave 12 fl · 1986	**806 · LOT 1** 363 7th Ave 22 fl · 1930	**806 · LOT 3** 367 7th Ave 4 fl · 1924	**806 · LOT 6** 151 W 30th St 12 fl · 1912	**806 · LOT 9** 145 W 30th St 12 fl · 1913	**806 · LOT 69** 148 W 31st St no building	**806 · LOT 76** 371 7th Ave 28 fl · 1929	

Buildings in Penn South's footprint.

The southern expansion sites reach across a neighborhood of homes, lofts, a church and a planned supportive-housing conversion, directly beside the existing station.[1,3,7]



Sites 1–3 of the General Project Plan, shown with NYC building footprints, roof heights and MapPLUTO parcel boundaries. The massing shows geographic positions and relative heights.[9,10,1]

Lithuanian Alliance of America

307 W 30TH ST · SITE 1

Built 1876–77. Listed on the National Register in 2022 and designated a city landmark on April 7, 2026, the only building in the footprint with that protection.[4,5]

The Stewart

371 SEVENTH AVE · SITE 3

A 28-story hotel built in 1929, acquired for conversion into 579 supportive and affordable apartments. Eligible for city landmark status and the State and National Registers; on the 2024 rent-stabilization list.[3,7,5,6]

St. John the Baptist Church Complex

207–215 W 30TH ST · SITE 2

A Catholic church complex that LPC found eligible for both city designation and the National Register.[5]

Garden Terrace Condominium

406–408 EIGHTH AVE · SITE 2

Twenty-nine apartments and a shop held by 26 ownership groups across 30 condominium units, each of which would have to sell or be condemned.[11]

402 and 404 Eighth Ave

WALK-UPS · SITE 2

Twenty apartments in two buildings on the state's list of buildings with rent-stabilized units.[3,6]

Penn Terminal and Amtrak Service Building

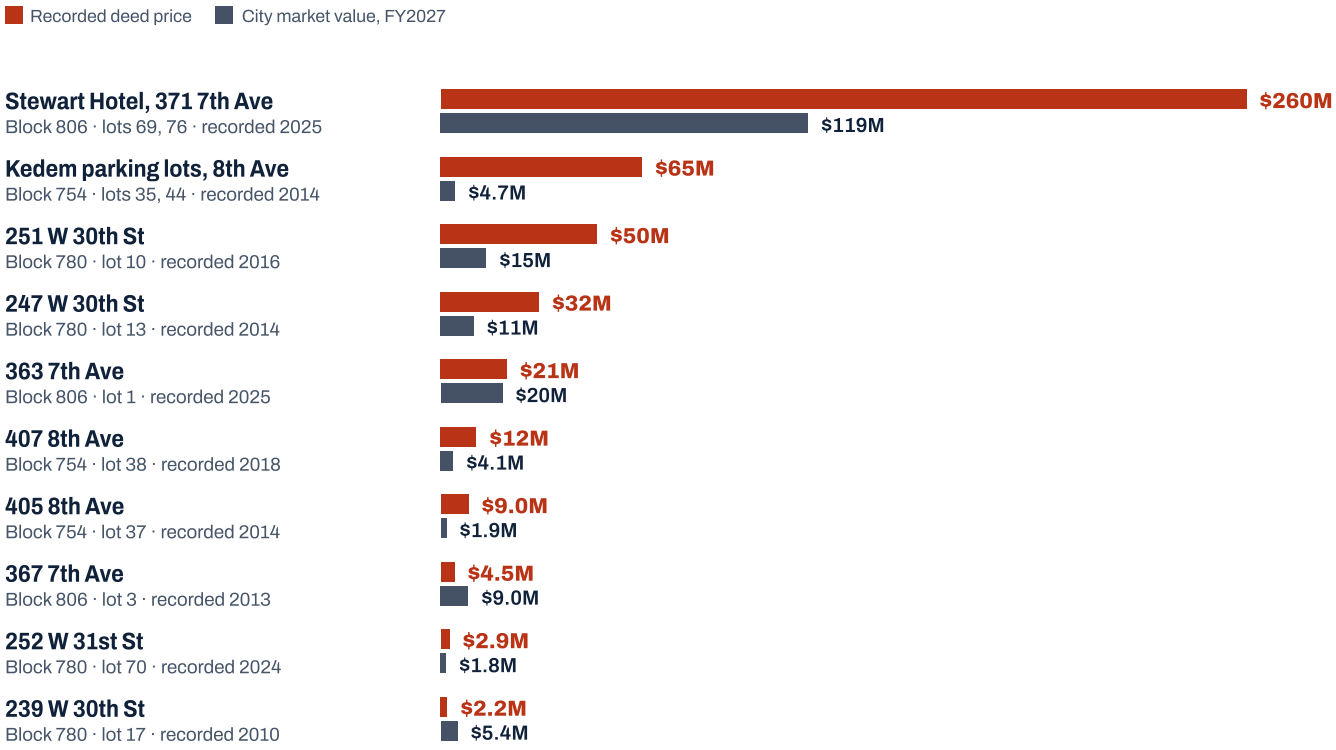
370 SEVENTH AVE · 232 W 31ST ST · SITE 2

A 332,000 sq ft office building eligible for the National Register, and Penn's original power plant, eligible for both city and national designation.[3,5]

Require an acquisition budget backed by appraisals.

The FY2027 tax roll values the 39 parcels at $506.8 million.[12] Recorded deeds for twelve lots total $458.5 million against $190.7 million in current tax-roll value, a combined ratio of 2.4 to one.[11,12] Amtrak and ESD must commission independent appraisals and budget relocation, demolition and construction before approving expansion.

Last recorded deed consideration vs. FY2027 city market value, footprint lots with a priced deed



$260M

The Stewart's December 2025 deed records $260M, against a tax-roll market value of $118.5M. The buyers reported $255M. The acquisition loan for the housing conversion has closed.[11,8,7]

$65M

Recorded in 2014 for two parking lots on Eighth Avenue that the tax roll values at $4.7M.[11,12]

$507M

The FY2027 tax roll's combined market value for all 39 parcels, including properties without a priced deed in this comparison.[12,11]

Recorded consideration: nominal dollars, 2010–2025; each multi-lot deed counted once. Tax-roll values: FY2027 market valuations for tax purposes. The 2.4-to-one ratio describes these transactions; acquisition costs require current appraisals. The 247 W 30th St deed was signed in December 2013 and recorded in January 2014. The 367 Seventh Ave deed also references historical Lot 5.

Penn South's operating plan determines its capacity.

Amtrak's 2015 eight-track annex analysis yielded 19–22 trains per hour, depending on turn times, storage and service mix.[13] Its estimate excluded property acquisition.[14] Compare expansion with through-running on operating performance and the cost of taking the blocks.

MARCH 2015 · EIGHT-TRACK ANNEX

$2.68B

Construction and professional services in 2015 dollars, with a high-range estimate of $3.24 billion.[14]

REPORTED SEPTEMBER 2023 · 12 TRACKS, TWO LEVELS

$16.7B

Draft engineering estimate for a 12-track, two-level southern expansion, reported by the New York Post on September 19, 2023.[15]

The 2015 estimate covered eight tracks, four 1,100-foot platforms and a 94,000-square-foot concourse under Block 780. It included a Moynihan passageway, additional rock excavation to preserve a future eastward connection, and a 31st Street pedestrian tunnel.[14]

It excluded real estate and relocations; demolition other than the Amtrak Utility Building; operations and maintenance; rolling stock; executive reserve; finance charges; and escalation.[14]

The $16.7 billion draft priced a 12-track, two-level station mostly between Seventh and Eighth avenues and West 30th and West 31st streets. MTA and Amtrak had not selected an option.[15] FRA cited that figure in its 2026 Phase I report, p. x.[16] The 2015 and 2023 estimates price different designs in different years. Require a current, fully scoped budget before selecting an expansion plan.

Penn South capacity in Amtrak's February 2015 technical memorandum, Appendix E[13]

OPERATING CONFIGURATION	TRAINS PER HOUR	KEY ASSUMPTIONS
Eight-track stub-end terminal without nearby storage	**19**	Commuter trains only; 22-minute passenger-service turnbacks and 3-minute, 15-second headways.
Eight-track terminal with nearby storage, without Acela	**22 peak** 2–4 reverse peak	Shorter dwells for trains moving to or from storage. Capacity depends on storage access and the service mix.
Station with nearby storage and Acela service	**19 peak** 4 reverse peak	Through tracks toward Hell Gate; one Acela and one Regional train per direction.

2015 figures: throughput of the Penn South annex. The later 48-train trans-Hudson target applies to the combined Penn Station complex.[13,17]

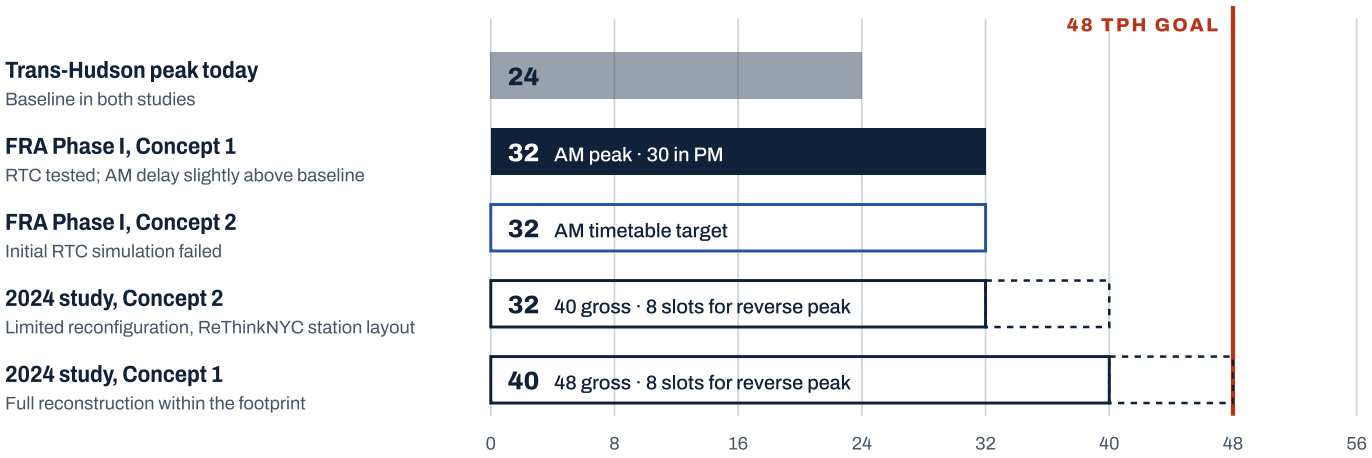
The portal model reached 29 trains per hour. The annex reached 19–22.

Network simulation verified 29 eastbound trains per hour at the Gateway portal with 30 mph routing through the western switching network. The terminal scenarios yielded 19–22.[13] Amtrak must demonstrate how an expansion's platforms and operating plan will use the tunnel capacity.

The 2024 study did not establish that Penn South is necessary.

Amtrak, NJ TRANSIT and the MTA require at least 48 peak-direction trans-Hudson trains per hour.[17] Their 2024 study evaluated two through-running layouts. Concept 1, full reconstruction, provided 48 gross slots and 40 peak-direction trains after the reverse-peak allowance. Concept 2, using ReThinkNYC's station layout, provided 40 gross slots and 32 peak-direction trains.[17,18] Concept 2 passed the engineering-screening criteria for track geometry, constructability and fire-life safety. It failed operational performance and compatibility with the future regional rail vision.[17] The study routed suburban turnbacks outside Penn, consuming peak-direction tunnel slots to deliver reverse-peak service. Test alternative service plans against both peak and reverse-peak requirements.[17,18] Concept 1 required work on about 1,045 columns and a roughly 30% peak-service cut for about 12 years, failing constructability.[17,19]

Peak trans-Hudson trains per hour



The study called for evaluating expansion in "a separate, future analysis."[17]

Require a defined Penn South plan and an in-footprint alternative, tested against the same service, reliability and cost requirements. Establish the need for these 39 parcels before authorizing acquisition.

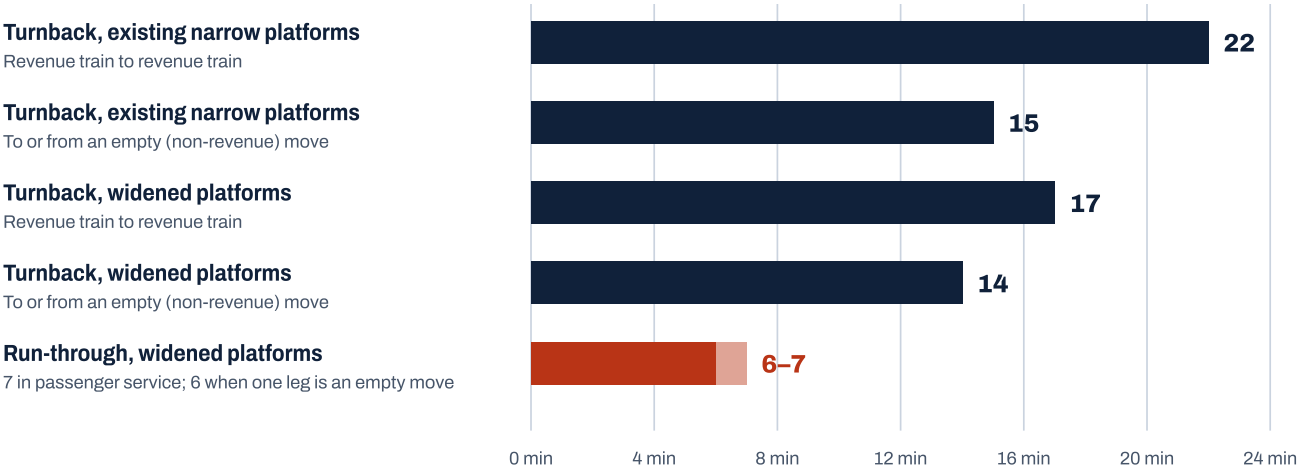
FRA's Concept 1 reached 32 AM peak trains per hour in Rail Traffic Controller (RTC) simulation, with delays slightly above baseline. The model combines completed Gateway infrastructure, shorter dwells, platform extensions, circulation improvements and four commuter through trains an hour each way. Concept 2's 32-train timetable, with eight commuter through trains, failed initial simulation because of arrival variability and West Side Yard congestion. It removes Tracks 10 and 11 to merge Platforms 5 and 6. FRA identifies more commuter through-running as a way to avoid the yard congestion. Phase II, due in 2028, must resolve the operating plan, construction impacts, implementation and funding.[16,20]

Peak-direction trans-Hudson trains per hour. Dashed segments represent the 2024 study's eight-slot reverse-peak allowance. Each row uses its study's service plan, dwell assumptions and infrastructure scope.[17,18,16]

The 2024 study allows 17 minutes for a turnback and 7 for a through train.

Most NJ Transit and LIRR trains end passenger service at Penn, then reverse or continue empty to a yard. On widened platforms, the 2024 study assigns a minimum scheduled dwell of 17 minutes to a commuter train reversing between passenger runs and 7 minutes to one continuing in passenger service. Through-running cuts the scheduled dwell by more than half.[21]

Minimum scheduled dwell, minutes (2024 study, Appendix B, Table B-1)



WIDENED PLATFORM · TURNBACK

17 Minutes of scheduled dwell for a commuter train that reverses, revenue to revenue

WIDENED PLATFORM · RUN-THROUGH

7 Minutes for a train in passenger service that keeps going

FRA's 2026 dwell assumptions, minutes (Phase I report, dwell parameter sets, p. 4-46)[16]

SERVICE	SHORTEST SCHEDULED TODAY	MINIMUM REQUIRED	FRA SET 2 (CONCEPT 1)	FRA SET 3 (CONCEPT 2)
NJ Transit turn	22	18	18	18
NJ Transit through-running	12	10	10	10
Amtrak NEC through-running	15	12	12	10
Commuter through at a super-wide platform	–	–	–	5

FRA's Phase I gains rely partly on replacing long terminal turnbacks with shorter through-running dwells; Concept 2 assumes a 5-minute commuter through stop on a super-wide platform.[16]

Platform reoccupation includes dwell, arrival, departure and interlocking clearance. FRA must model the time saved by through-running alongside reconstruction within Penn, and publish the capacity and reliability results.

Test demand under affordable fares.

LIRR President Rob Free reported that CityTicket sales rose 361% from 2022 to 2025.[22] FRA and the railroads must test demand under affordable fares, transit transfers and frequent all-day service, and use those results to shape the regional operating plan.

Remove the Penn South blocks from the state plan.

In August 2025, Amtrak's project lead told reporters the expansion was "on hold."[23,24] Amtrak's announcement that week did not mention expansion.[25] ESD has not amended the modified General Project Plan to remove Sites 1–3.[1]

- **Feb 2021** — State adopts the project plan identifying Sites 1–3 for expansion following federal site selection.[1]
- **Jun–Jul 2022** — ESD says the plan "does not authorize" eminent domain; the modified plan keeps Sites 1–3.[2,1]
- **Oct 2024** — Railroads' study rejects two through-running concepts, one using ReThinkNYC's station layout; says expansion is next.[17]
- **Jan 2025** — Railroads list six alternatives, including Through-Running Without Expansion.[26,27]
- **Mar 2025** — Gov. Hochul: "I'm not going to destroy a neighborhood."[28]
- **Apr 2025** — USDOT takes control; the master developer will assess station reconstruction and expansion.[29]
- **Aug 2025** — Amtrak's Andy Byford: the block demolition is "on hold." FRA capacity study announced.[23,25]
- **Apr 2026** — RPA opposes converting Penn entirely to through-running on capacity grounds.[30]
- **May 2026** — House committee adopts a broader Amtrak property-powers amendment, 64–1; orders H.R. 8870 reported, 62–2. Not law.[31,32]
- **Jun 2026** — Station design unveiled with "at least limited through-running."[33]
- **Jul 2026** — FRA Phase I: up to 32 trains per hour within the existing footprint.[16,20]
- **End 2026** — Environmental Assessment due for public comment. It covers the existing station only.[34]
- **Apr 2027** — Environmental review target completion.[35]
- **End 2027** — Amtrak targets groundbreaking; design is to be finalized during pre-development in 2026–2027.[36]
- **2028** — FRA Phase II: regional service, infrastructure, fleets, governance, funding and agreements between operators.[16,20]

The Transformation Environmental Assessment covers No Action and one Build alternative within the existing station.[34,33] FRA must publish its response if Phase II falls short of 48 trains per hour. ESD must remove Sites 1–3 from the acquisition footprint and require fresh public justification for any future expansion proposal.

The 2023 funding "decoupling" left the GPP's zoning overrides intact. Assembly Member Tony Simone's proposal for 5,000 homes excludes Block 780.[37] The adopted plan still includes Sites 1–3. ESD must amend that plan to remove them.

Expanded federal property powers remain pending in Congress.

As of October 14, 2026, the Nationally Significant Rail Station Modernization Act of 2026 is a committee-approved amendment to H.R. 8870, the BUILD America 250 Act. Congress has not enacted it; the latest recorded action is May 22, 2026.[31,32]

The amendment would extend Amtrak's acquisition authority to station modernization and revenue-generating commercial, office, retail, mixed-use and ancillary development on or adjacent to stations.[31] Existing condemnation authority under 49 U.S.C. § 24311(a)–(b) covers property necessary for intercity passenger rail through a federal-court process.[38] ESD controls the separate state project plan.

Compare expansion with operations inside Penn.

The 2024 study paired ReThinkNYC's station layout with an illustrative operating concept the railroads had not evaluated or approved.[18] FRA and the railroads must publish RTC results for ReThinkNYC's actual service plan and compare it with expansion under the same 48-train requirement.[39]

	PROPERTY IMPACTS AT PENN	REQUIRED WORK	TRAINS PER HOUR	STATUS
Penn South expansion 2021 General Project Plan, modified 2022	**39 parcels on three blocks** City landmark; Stewart conversion: 579 apartments; 632 tax-record residential units[1,4,7,3]	New tracks and platforms under cleared blocks south of 31st Street	48-train target for the complex. 2015 annex: 19–22[17,13]	On hold since Aug 2025; Sites 1–3 remain in the state plan[23,1]
FRA Phase I, Concept 1 July 2026	No Penn South acquisition[20]	Three platform extensions, stairs and escalators, decluttering and shorter dwells. Requires completed Gateway; capital funding unresolved[16]	Model: 32 AM, 30 PM per direction; 4 commuter through trains an hour each way[16]	RTC tested; AM delay slightly above baseline. Phase II due 2028[16,20]
FRA Phase I, Concept 2 July 2026	No Penn South acquisition[16]	Concept 1 works; removes Tracks 10 and 11 to merge Platforms 5 and 6; 5-minute commuter dwell there[16]	Timetable target: 32 AM, 30 PM per direction; 8 commuter through trains an hour each way[16]	Initial RTC test failed: arrival variability and West Side Yard congestion. Resolve in Phase II[16]
2024 study, Concept 2 Limited reconfiguration; ReThinkNYC station layout	Within Penn's existing footprint[17]	Widens platforms by decking over or removing one track beside each island platform; retains 12 of 21 tracks. Structural work remains[19]	40 gross; 32 peak-direction after 8-slot reverse-peak allowance[18]	Passed geometry, constructability and fire-life-safety screening. Failed operations and regional rail compatibility[17,18]
2024 study, Concept 1 Full reconstruction, Oct 2024	None; within the existing footprint[17]	Rebuilds the track and platform level as 17 tracks and nine 30-foot platforms, removing, relocating or strengthening about 1,045 columns[19]	48 gross; 40 peak-direction with 8 slots kept for reverse-peak service[18]	Failed constructability: about 30% less peak service for about 12 years. Also failed operating criteria[17,19]
ReThinkNYC 12-track plan ReThinkNYC, July 2025	No acquisition of Sites 1–3; 150–200 columns removed in the proposal[39]	Platform realignment, Sunnyside and Port Morris stations, Cross-Bronx tunnel and a yard east of Penn. Proposed cost scenarios: $8.25B and $9.75B, with different scopes[40]	Service-plan target: 48 trans-Hudson, including Amtrak, plus 6 LIRR[40]	RTC validation outstanding; ReThinkNYC requests simulation[39]

Amtrak identified Gateway 2040 RTC simulation work in 2021.[41] Publish the model inventory, files, run logs and results. Compare operating performance and fully scoped costs before authorizing property acquisition.

Test through-running before acquiring the Penn South blocks.

Do not authorize acquisition of the Penn South blocks without published evidence that the 48-train trans-Hudson requirement needs these properties.[17,16] The footprint contains homes, a city landmark and the Stewart's planned 579 supportive and affordable apartments.[1,4,7] Direct FRA and the railroads to publish comparative operating tests before the state commits to acquisition.

Keep 2027 design decisions open to FRA's 2028 findings.

Amtrak signed a pre-development agreement with Penn Transformation Partners on June 22, 2026. Design is to be finalized during pre-development in 2026–2027, with groundbreaking by the end of 2027. FRA's Phase II regional operations and infrastructure study is due in 2028.[36,16,20] Design decisions must preserve options that analysis has yet to resolve.

Amtrak commits to limited through-running. FRA recommends reserving space for future stairs and escalators and keeping columns clear of future track and platform changes.[36,16] Make those safeguards binding, publish design-freeze milestones and require FRA review before approving changes that foreclose Phase II options.

Require evidence before acquisition.

- **FRA, with Amtrak, the MTA and NJ TRANSIT, must simulate ReThinkNYC's 12-track plan and other in-footprint alternatives against the 48-train target.** Set common peak and reverse-peak service, passenger-demand, delay and reliability criteria, construction-service constraints and cost boundaries. Publish service plans, dwell and reoccupation assumptions, arrival variability, and RTC inputs and results. Release the Gateway 2040 model inventory, files, versions, run logs and outputs.[16,20,39,41]
- **Empire State Development must remove Sites 1–3 (Blocks 754, 780 and 806) from the GPP's acquisition and redevelopment provisions.** The designation exposes homes and planned housing to acquisition without demonstrated necessity.[1,7] Require fresh public justification and review for any future acquisition proposal.
- **Amtrak and ESD must publish displacement and property costs:** affected residents, rent-stabilized and supportive apartments, the landmark and register-eligible buildings. Commission independent acquisition appraisals and budget relocation, demolition and construction.[6,5,12]
- **Amtrak and its developer must adopt binding design safeguards and FRA review points before freezing track and platform decisions.** Publish layouts, reserved space, construction phasing, service impacts and funding responsibilities. USDOT and FRA must carry through-running forward in the Transformation Environmental Assessment, with public comment expected by the end of 2026.[36,16,34]

Publish the operating and property record.

Acquisition footprint. Sites 1–3 of the 2022 General Project Plan: Block 754, Lots 34–41, 44, 51 and 63; all of Block 780; Block 806, Lots 1, 3, 6, 9, 69 and 76. The 39 mapped parcels count Garden Terrace's 30 condominium tax lots as one property.

Building inventory. NYC MapPLUTO 26v2 records 2.1 million square feet and 632 residential units, including 529 at the former Stewart Hotel. The Amtrak Service Building carries zero recorded floor area. LPC dates the Lithuanian Alliance building to 1876–77.

Tax-roll values. The FY2027 final roll records $506.8 million in market value and $228.1 million in assessed value. Garden Terrace's total covers all 30 condominium tax lots.

Recorded transactions. Twelve lots have priced deeds across ten transactions. ACRIS identifies the last recorded deed for each lot. The Stewart's $260 million deed is CRFN 2025000353046.

Housing and historic resources. DHCR's 2024 list identifies buildings containing stabilized units. Historic eligibility follows SHPO's letters of December 30, 2020, February 2, 2021 and November 5, 2021, alongside LPC's December 14, 2020 findings.

Operating evidence. Amtrak's February 2015 memorandum, Appendix E, pp. E-1–E-2. The 2024 study: Executive Summary, Table E-1 and pp. xvi–xviii; Chapter 5, pp. 129, 133 and 135–136; fact sheet; Appendix B, Table B-1. FRA Phase I: dwell assumptions, p. 4-46; operating conflicts, pp. 4-53–4-54; Phase II scope, pp. 6-63–6-64. RPA's April 2026 constraints report.

Cost evidence. Amtrak's March 2015 estimate, pp. 1–3, establishes construction costs and exclusions. The New York Post reported the $16.7 billion draft estimate for a 12-track, two-level southern station in September 2023; FRA repeats it on p. x of its 2026 report.[15,16] Publish that engineering draft and its cost workbook, including dollar year, contingency, acquisition allowances and scope assumptions.

Release these records and act on the findings.

RTC models and validation results	FRA and the railroads must test ReThinkNYC's service plan and infrastructure against the 48-train target and common service and reliability criteria. Amtrak identified Gateway 2040 simulation work in 2021. Release the model inventory, files, versions, run logs and results.[39,41]
West Side Yard operating plan	FRA's Concept 2 failed initial RTC simulation with variable arrivals and West Side Yard congestion. On p. 4-54, FRA identifies platform turnbacks and more commuter through-running as ways to avoid the congestion. Test both and publish the regional service plan, fleet requirements and operating agreements.[16]
Amended General Project Plan	Amtrak put expansion on hold. The governor opposed destroying the neighborhood. ESD's plan still lists all 39 parcels. ESD must publish an amendment removing Sites 1–3 from its acquisition and redevelopment provisions.[1,23,28]

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