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MEMORANDUM

To: CB7
From: Michael Kwartler, FAIA
Date: 22 September 2009
RE: Riverside Center Background, Proposed Development and Project Context

Background

In conjunction with BFJ, Michael Kwartler and Associates ("MKA") was asked by CB7 to review the parking/traffic, affordable housing and urban design/zoning of the proposed Riverside Center development. The proposed development occupies Lots L, M, and N, a superblock in the Riverside South Development, which had been configured to house residential and television/film studios and other commercial and retail uses. As per the Riverside South Plan, this site of approximately 354,897 SF was mapped C4-7, yielding approximately 3,197,000 GSF at 8.96 FAR (Riverside South General Large Scale Development Plan, 1992).

Proposed Development

The proposed Riverside Center is a mixed-use development of residential towers, hotel, ground floor retail, a school, and an underground car dealership and accessory parking (see BFJ Parking Memorandum). The proposed project site plan divides the L, M, and N superblock into 3 blocks; two almost square (slightly larger than an acre) blocks, bisected by the westerly extension of W. 60th Street and a superblock bounded by the southerly extension of Freedom Place South to the east, W. 59th and 61st Streets to the south and north respectively, and Riverside Blvd. to the west. The extension of Freedom Place South and W. 61st Street are shown on the Kondylis drawings as private streets with public access easements. The two easterly blocks fronting West End Avenue each have a single building and the westerly superblocks 3 buildings. W. 60th Street is extended as a "view corridor" with "water feature" (a linear pool of water with a waterfall at Riverside Boulevard) located within the westerly extension of the W. 60th Street roadbed. The entire project appears to sit on a plinth or elevated platform configured to apparently accommodate the auto dealership and parking, which creates a wall along Riverside Blvd. resulting from the site's topographysloping down from east to west. Loading docks are located along the perimeter east/west streets—W. 59th and 60th Streets.

The five towers rise shear from the perimeter streets, avenues and Blvd. The proposed building heights (Kondylis Dwg. CB. A-1 22 July 2009) and floor areas (Extell 27 July 2009) are:

Building 1: 53 stories 947,294 ZFA
Building 2: 42 stories 583,337 ZFA
Building 3: 50 stories 541,315 ZFA
Building 4: 35 stories 399,361 ZFA
Building 5: 39 stories 623,896 ZFA
Total 3,095,603 ZFA

Retail uses are proposed to front on West End Avenue, W. 61st, W. 60th and a portion of W. 59th Street. On the superblock, the primary retail uses front inward facing the water feature/W. 60th Street. Vehicular access to Bldgs. 3 and 4 on the superblock potion of the lot are serviced by a roadway and cul de sac with a ramp down to accessory parking below. Similar to Bldgs. 3 and 4, Building 1's primary entrance is also not accessed from a public street (secondary entrance is located on W. 61st St.) but rather from the interior of the superblock. (See proposed site plan).

The remainder of the site is comprised of small plazas and raised terraces relating to the fronting retail use, internal paths, Buildings 1, 2 and 5, three sitting lawns, planted areas, a water feature, and criss-crossed with internal pedestrian paths.

Project Context

Directly across W. 59th Street is the McKin, Meade and White monumental Con Edison Generating Plant. Preservation groups have recommended landmarking the structure. To the west is the existing elevated extension of Henry Hudson Drive, which rises above the Riverside South Park, to the north is W. 61st Street and Freedom Place South, which are mapped streets in Riverside South, and to the east is West End Avenue, with fronting high-rise residential buildings with setbacks from the avenue and narrow streets. W. 61st Street and Freedom Place South are characterized by residential buildings of varying heights.

Michael Kwartler and Associates

MEMORANDUM

To: CB7
Date: 23 September 2009
RE: Riverside Center Alternative Development Scenarios

The project team was asked to develop site plan alternatives to the proposed site plan which would reflect City Planning urban design policy (see Urban Design and City Planning Precedents Memorandum). The alternative development scenarios focus on site planning eg., the disposition of buildings on the site, public and private open space, ground floor uses, landscaping, building, parking and off-street loading, pedestrian access and quality of experience, etc. For an apples-to-apples comparison of different site plan/urban design approaches, the alternative development scenarios utilize the same buildings and in the same location as those in the proposed development. By taking this approach, we are able to focus on the basic site planning issues, including the impact proposed buildings would have on the proposed and alternative development scenarios (eg., shadowing of the open space). The alternative development scenarios include either four or five buildings as currently configured and with the same proposed floor area, and represent reasonable alternatives for the EIS.

There are three alternative development site plan scenarios and the proposed development scenarios excluding and including public streets.

They are:

- Scenario A.1, and A.2: Proposed Development with Private streets (Freedom Place South and West 60th Street with Public Access Easement) and Proposed Development with Public Streets A.2. (Freedom Place South and West 60th Street)
- Scenario B: 5 Buildings/4 Blocks with mapped West 60th Street (replaces water feature) and Freedom Place South retains all of the proposed buildings on 4 conventional city blocks.
- Scenario C: 4 Buildings/3 Blocks with Park and mapped Freedom Place South and West 60th Street extension in which the Park replaces Building 5.
- Scenario D: 4 Buildings/4 Blocks with Park and mapped Freedom Place South and West 60th Street in which the Park replaces Building 5.

The alternative development scenarios conceptually build on the prior scenario. Scenario B continues the concept of mapping streets (see Proposed Development A.2.) to its logical conclusion by creating 4 city blocks from the L, M and N superblock creating a clear delineation between public and private and linking West 60th Street to Riverside Boulevard at grade. The extension of the traditional block and street system through the superblock is consistent with the prior development of Riverside South and gives each proposed building frontage on a public street. Scenario C focuses on the provision of a truly “public park” by disassociating itself from the fronting buildings by the recognized NYC convention of intervening streets (eg., Brodsky’s Manhattan West directly to the north is a precedent). Further, the park at this location signifies along with the sidewalk

widening and bosc of trees common to Scenarios B, C, and D access to the Riverside South Waterfront Park to the west of Riverside Boulevard, and creates a setting for the Con Edison Generating Facility's monumental arcaded façade and literally would set the stage for future adaptive reuse of the building. Scenario D combines the block system of Scenario B with the park in Scenario C. Scenarios C and D both contain approximately 2,471,307 ZFA (Zoning Floor Area) and include the proposed development's Buildings 1,2,3 and 4. Scenario B includes all of the proposed development's Buildings 1,2,3,4 and 5 which contains approximately 3,095, 603 ZFA.

Each of the Scenarios and Proposed Development, A.1 and A.2 are illustrated on pages 1 through 4, which also contain the calculations of the allocation of areas of the site devoted to, for example, pedestrian circulation, sitting lawn, building coverage, etc., which is discussed in more detail in the Distribution of Site Area/Open Space Memorandum.

The calculations also include the site's lot area for the proposed development A.1 and A.2 and Scenarios B, C, and D, which is used with the Zoning Floor Area (ZFA) (e.g., A.1 includes the private streets yielding a lot area of approximately 354,897 SF, while A.2 and Scenario B, not including the private streets—and has a lot area of 308,427 SF, reflecting the mapping as public streets Freedom Place South and the extension of West 60th Street, which under normal circumstances would not generate floor area. The lot area is further reduced in Scenarios B and D as a result of mapping Freedom Place South and extending West 60th Street to Riverside Boulevard resulting in a lot area of approximately 274,478 SF. Page 5 shows the proposed development A.1 and A.2 and Scenarios B, C and on the same page for comparison. Table 1 Riverside Center Comparative Analysis compares the proposed development A.1 and A.2 with Scenarios B, C and D (see FAR and Density Memorandum).

Table 1: Riverside Center Site Plan Comparative Analysis										September 22, 2009
	Scenario A.1: As proposed w/Private Streets		Scenario A.2: As Proposed w/out Private Streets		Scenario B: With Mapped Streets (4 Blocks / 5 Buildings)		Scenario C: With Park and Mapped Streets (3 Blocks / 4 Buildings)		Scenario D: With Park and Mapped Streets (4 Blocks / 4 Buildings)	
Items	**Area Sq.Ft.**	**Area % of Site Area**	**Area Sq.Ft.**	**Area % of Site Area**	**Area Sq.Ft.**	**Area % of Site Area**	**Area Sq.Ft.**	**Area % of Site Area**	**Area Sq.Ft.**	**Area % of Site Area**
Lot Area	354,897.74		308,427.06		279,478.80		308,427.06		279,478.80	
Building Zoning Coverage	172,302.60	48.55%	172,302.60	55.86%	172,302.60	61.65%	121,705.16	39.46%	121,705.16	43.55%
Building Footprint	152,899.67	43.08%	152,899.67	49.57%	152,899.67	54.71%	105,482.30	34.20%	105,482.30	37.74%
Outdoor and Covered Outdoor Space related to Fronting Commercial/Community Facility	58,422.21	16.46%	58,422.21	18.94%	61,457.31	21.99%	52,446.19	17.00%	51,825.27	18.54%
Pedestrian Circulation	30,408.86	8.57%	30,408.86	9.86%	18,902.72	6.76%	29,392.19	9.53%	18,902.72	6.76%
Sitting Lawn	17,060.98	4.81%	17,060.98	5.53%	13,791.57	4.93%	74,110.37	24.03%	70,840.99	25.35%
Visual Landscape	27,165.00	7.65%	27,165.00	8.81%	32,219.90	11.53%	33,664.23	10.91%	32,219.90	11.53%
Water Feature	13,124.15	3.70%	13,124.15	4.26%	-	-	13,124.15	4.26%	-	-
Sidewalks or Sidewalk Equivalent Along Freedom Place	18,288.88	5.15%	Excluded from Site Area (46470.6814 SF)	-	Excluded from Site Area (75418.88 SF)	-	Excluded from Site Area (46470.68 SF)	-	Excluded from Site Area (75418.88 SF)	-
Roads	28,181.79	7.94%								
Parking Ramps / Lane	9,346.20	2.63%	9,346.20	3.03%	207.63	0.07%	207.63	0.07%	207.63	0.07%
Total	**354,897.74**	**100.00%**	**308,427.06**	**100.00%**	**279,478.80**	**100.00%**	**308,427.06**	**100.00%**	**279,478.80**	**100.00%**

Note: Calculated overall area might vary from the actual total area as the source of site plan is a scanned & digitized drawing

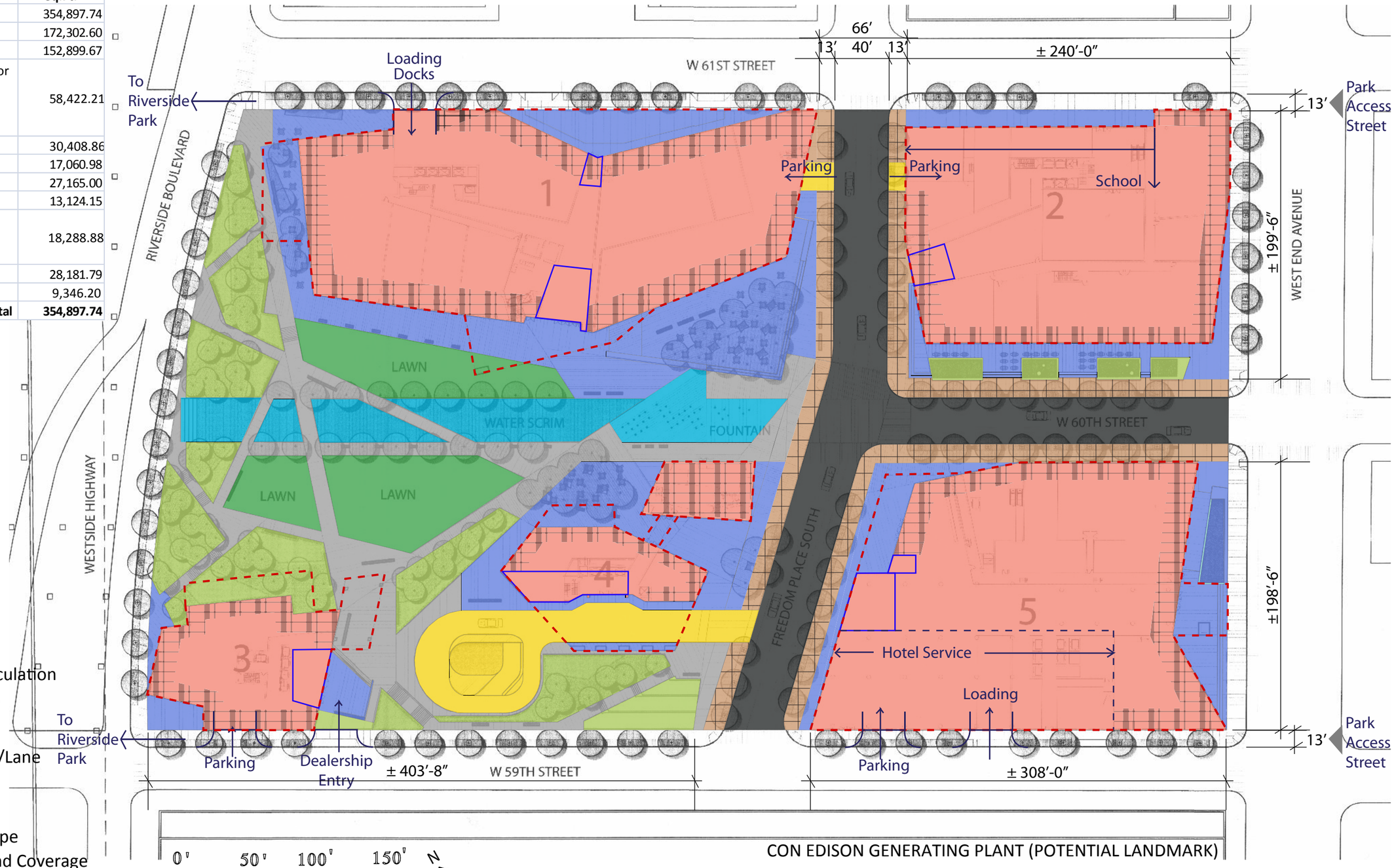
Source: All Site Plans are based on drawings provided by Kondylis/Extell

PROPOSED RIVERSIDE CENTER GROUND PLAN/A.1. : AREA CALCULATION AND ANALYSIS

LMN Block Riverside Center Site Plan as Proposed/A.1.: withPrivate Streets (3 Blocks / 5 Buildings)

Riverside Center Site Plan	
Items	**Area Sq.Ft.**
Lot Area	354,897.74
Building Zoning Coverage	172,302.60
Building Footprint	152,899.67
Outdoor and Covered Outdoor Space related to Fronting Commercial/Community Facility	58,422.21
Pedestrian Circulation	30,408.86
Sitting Lawn	17,060.98
Visual Landscape	27,165.00
Water Feature	13,124.15
Sidewalks or Sidewalk Equivalent Along Freedom Place	18,288.88
Roads (Private)	28,181.79
Parking Ramps / Lane	9,346.20
Total	**354,897.74**

Note: Calculated overall area might vary from the actual total area as the source of site plan is a scanned & digitized drawing



- Public Roads
- Pedestrian Circulation
- Water Feature
- Lobbies
- Parking ramps/Lane
- Retail Front
- Sitting Lawn
- Visual Landscape
- Building Ground Coverage
- Building Coverage (Zoning)
- Sidewalks or Sidewalk Equivalent along Freedom Place
- Outdoor and Covered Outdoor space related to Fronting Commercial/ Community Facility

September 22, 2009

Base Drawing Source: Extell
Atelier Christian de Portzamparc
Costas Kondylis & Partners
6/22/09

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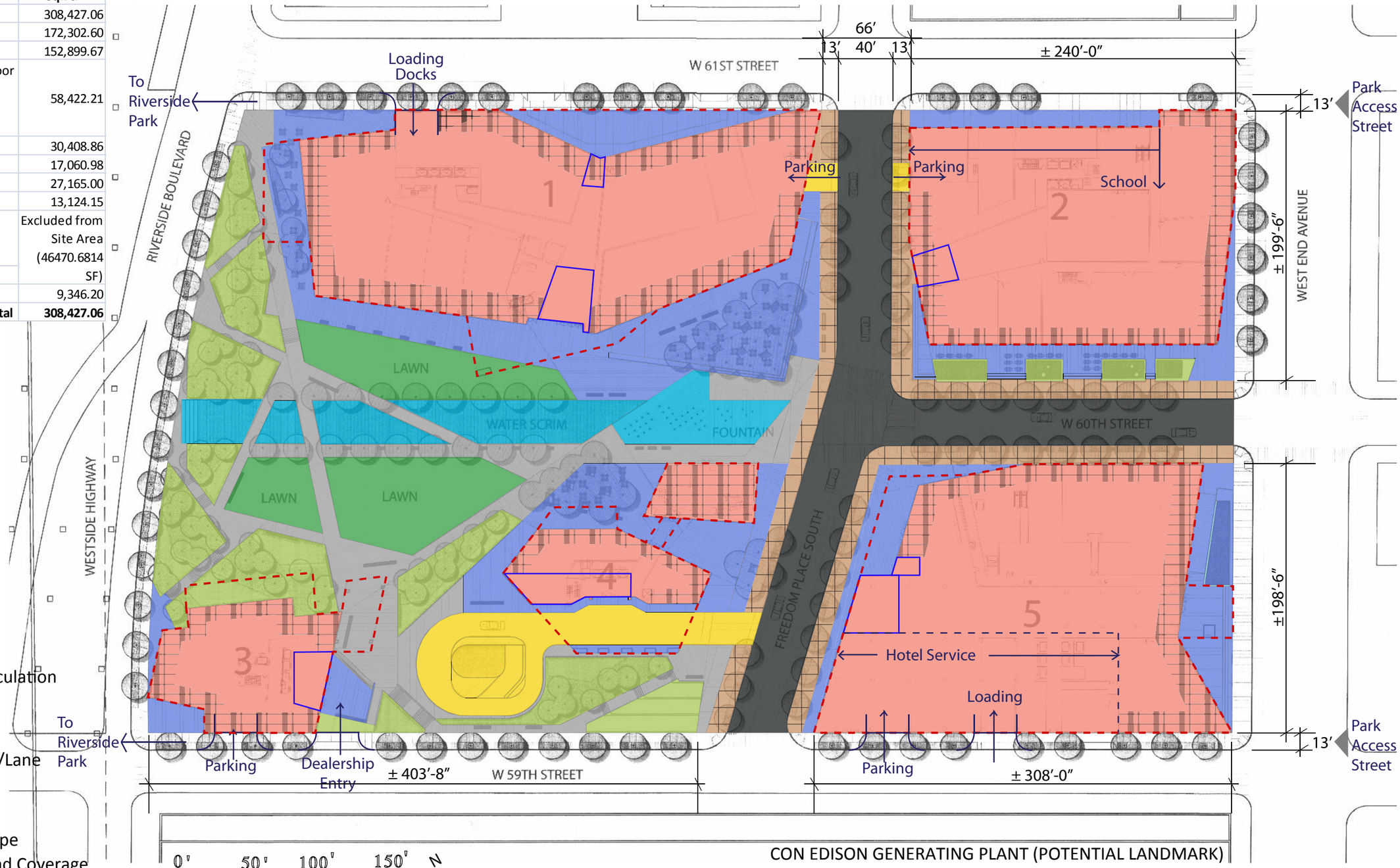
Dwg 1

PROPOSED RIVERSIDE CENTER GROUND PLAN/A.2. : AREA CALCULATION AND ANALYSIS

LMN Block Riverside Center Site Plan as Proposed/A.2.: without Private Streets (3 Blocks / 5 Buildings)

Riverside Center Site Plan	
Items	**Area Sq.Ft.**
Lot Area	308,427.06
Building Zoning Coverage	172,302.60
Building Footprint	152,899.67
Outdoor (and Covered Outdoor Space related to Fronting Commercial/Community Facility	58,422.21
Pedestrian Circulation	30,408.86
Sitting Lawn	17,060.98
Visual Landscape	27,165.00
Water Feature	13,124.15
Sidewalks or Sidewalk Equivalent Along Freedom Place	Excluded from Site Area (46470.6814 SF)
Roads (Public)	
Parking Ramps / Lane	9,346.20
Total	**308,427.06**

Note: Calculated overall area might vary from the actual total area as the source of site plan is a scanned & digitized drawing



- Public Roads
- Pedestrian Circulation
- Water Feature
- Lobbies
- Parking ramps/Lane
- Retail Front
- Sitting Lawn
- Visual Landscape
- Building Ground Coverage
- Building Coverage (Zoning)
- Sidewalks or Sidewalk Equivalent along Freedom Place
- Outdoor and Covered Outdoor space related to Fronting Commercial/ Community Facility

Base Drawing Source: Extell
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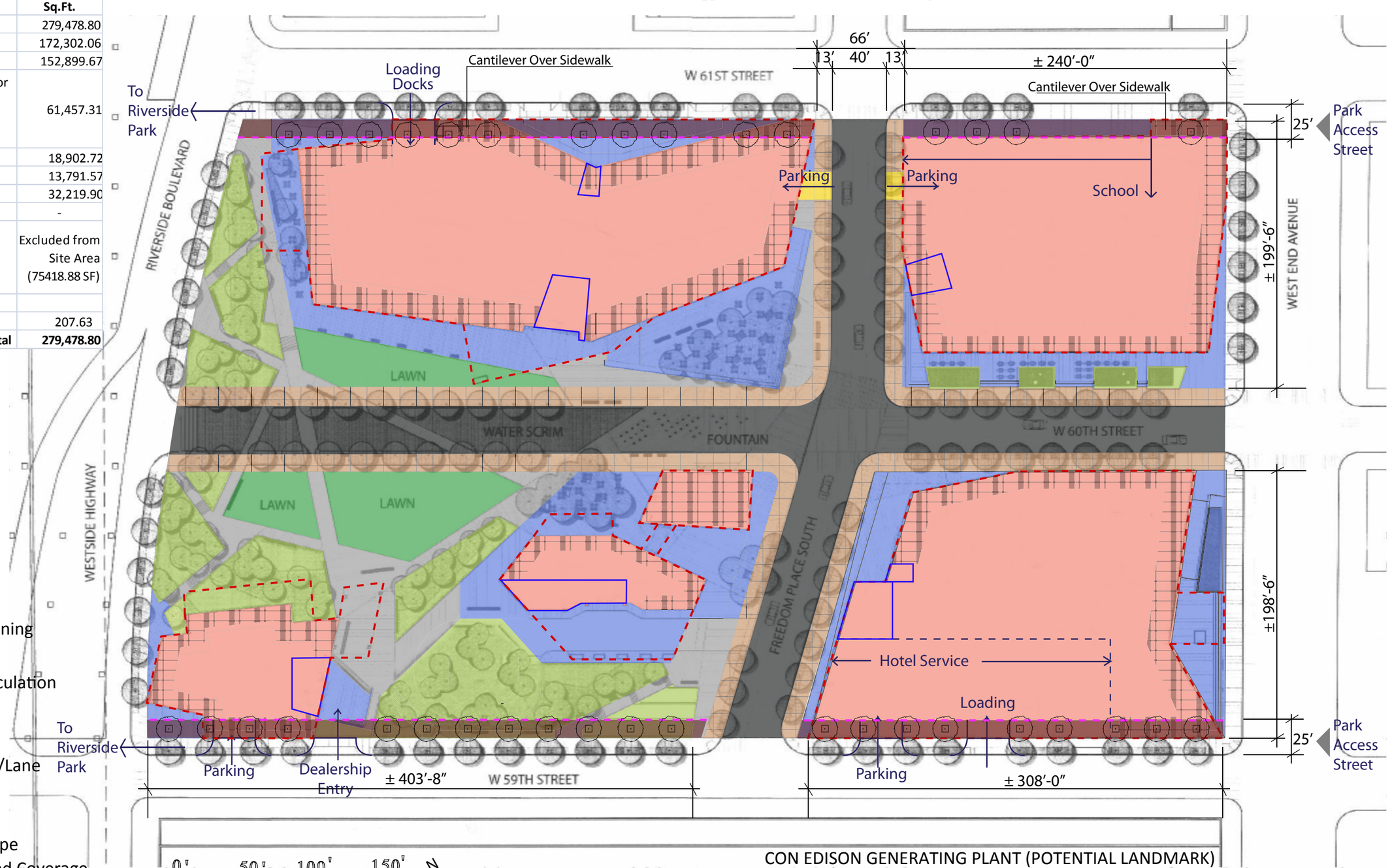
Dwg 2

SCENARIO B. RIVERSIDE CENTER GROUND PLAN : AREA CALCULATION AND ANALYSIS

LMN Block Riverside Center Scenario B: With Mapped Streets (4 Blocks / 5 Buildings)

Riverside Center Site Plan	
Items	**Area Sq.Ft.**
Lot Area	279,478.80
Building Zoning Coverage	172,302.06
Building Footprint	152,899.67
Outdoor and Covered Outdoor Space related to Fronting Commercial/Community Facility	61,457.31
Pedestrian Circulation	18,902.72
Sitting Lawn	13,791.57
Visual Landscape	32,219.90
Water Feature	-
Sidewalks or Sidewalk Equivalent Along Freedom Place	Excluded from Site Area (75418.88 SF)
Roads	
Parking Ramps / Lane	207.63
Total	**279,478.80**

Note: Calculated overall area might vary from the actual total area as the source of site plan is a scanned & digitized drawing



- Sidewalk Widening
- Roads
- Pedestrian Circulation
- Water Feature
- Lobbies
- Parking ramps/Lane
- Retail Front
- Sitting Lawn
- Visual Landscape
- Building Ground Coverage
- Building Coverage (Zoning)
- Sidewalks or Sidewalk Equivalent along Freedom Place
- Outdoor and Covered Outdoor space related to Fronting Commercial/ Community Facility

September 22, 2009

Base Drawing Source: Extell
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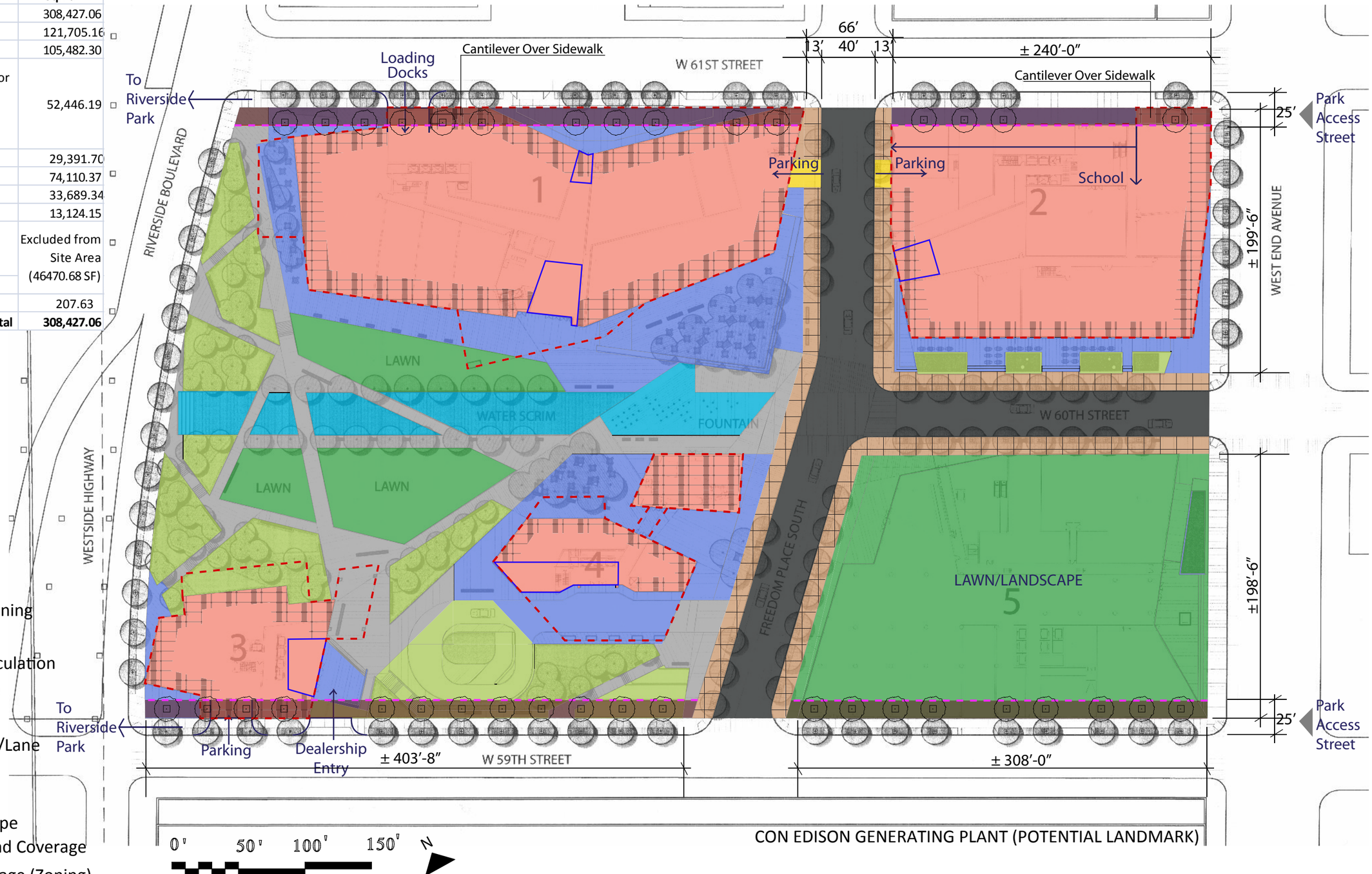
Dwg 3

SCENARIO C. RIVERSIDE CENTER GROUND PLAN : AREA CALCULATION AND ANALYSIS

LMN Block Riverside Center Scenario C: With Park and Mapped Streets (3 Blocks / 4 Buildings)

Riverside Center Site Plan	
Items	**Area Sq.Ft.**
Lot Area	308,427.06
Building Zoning Coverage	121,705.16
Building Footprint	105,482.30
Outdoor and Covered Outdoor Space related to Fronting Commercial/Community Facility	52,446.19
Pedestrian Circulation	29,391.70
Sitting Lawn	74,110.37
Visual Landscape	33,689.34
Water Feature	13,124.15
Sidewalks or Sidewalk Equivalent Along Freedom Place	Excluded from Site Area (46470.68 SF)
Roads	
Parking Ramps / Lane	207.63
Total	**308,427.06**

Note: Calculated overall area might vary from the actual total area as the source of site plan is a scanned & digitized drawing



- Sidewalk Widening
- Roads
- Pedestrian Circulation
- Water Feature
- Lobbies
- Parking ramps/Lane
- Retail Front
- Sitting Lawn
- Visual Landscape
- Building Ground Coverage
- Building Coverage (Zoning)
- Sidewalks or Sidewalk Equivalent along Freedom Place
- Outdoor and Covered Outdoor space related to Fronting Commercial/ Community Facility

September 22, 2009

Base Drawing Source: Extell
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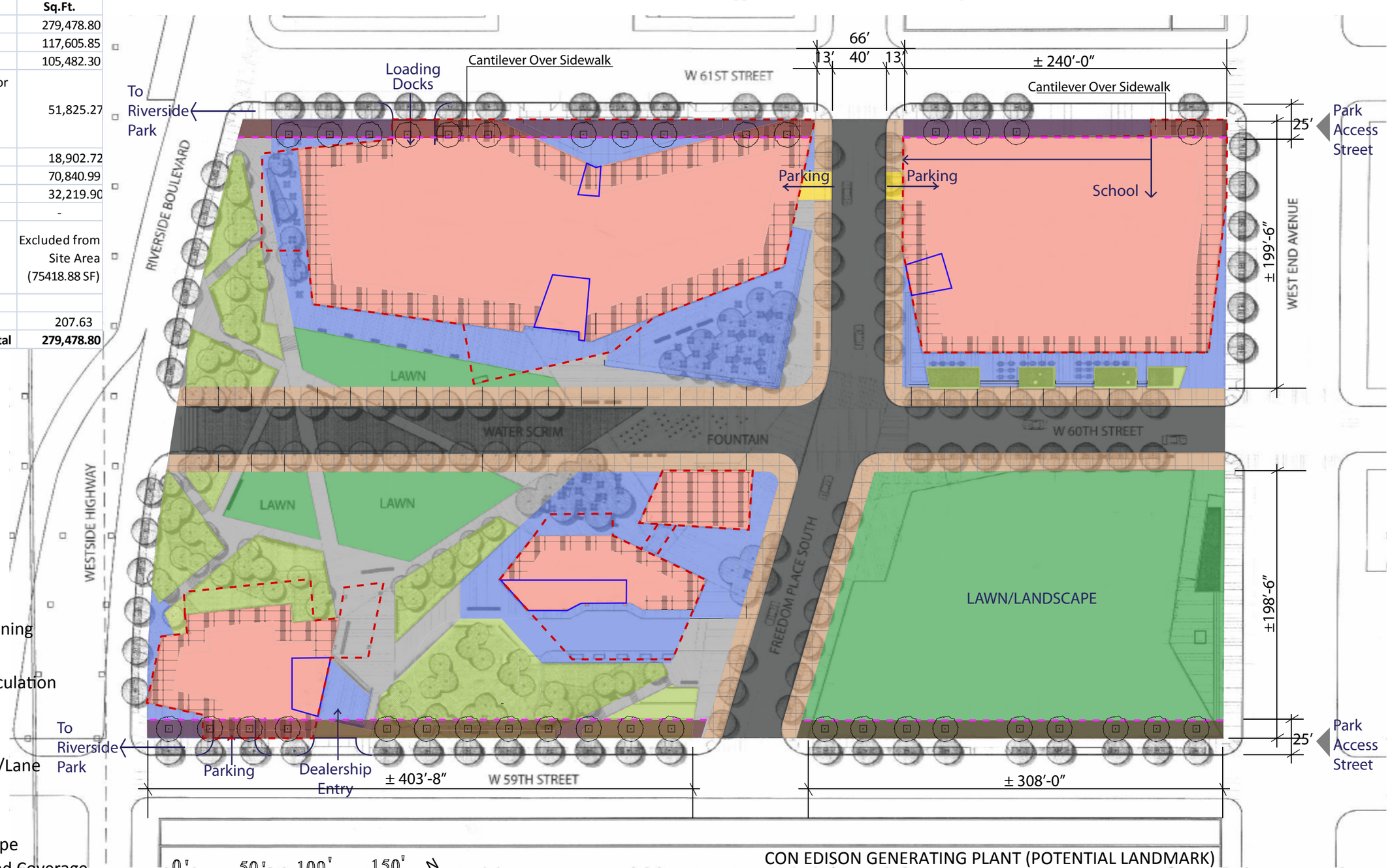
Dwg 4

SCENARIO D. RIVERSIDE CENTER GROUND PLAN : AREA CALCULATION AND ANALYSIS

LMN Block Riverside Center Scenario D: With Park and Mapped Streets (4 Blocks / 4 Buildings)

Riverside Center Site Plan	7/28/2009
Items	**Area Sq.Ft.**
Lot Area	279,478.80
Building Zoning Coverage	117,605.85
Building Footprint	105,482.30
Outdoor and Covered Outdoor Space related to Fronting Commercial/Community Facility	51,825.27
Pedestrian Circulation	18,902.72
Sitting Lawn	70,840.99
Visual Landscape	32,219.90
Water Feature	-
Sidewalks or Sidewalk Equivalent Along Freedom Place	Excluded from Site Area (75418.88 SF)
Roads	
Parking Ramps / Lane	207.63
Total	**279,478.80**

Note: Calculated overall area might vary from the actual total area as the source of site plan is a scanned & digitized drawing



- Sidewalk Widening
- Roads
- Pedestrian Circulation
- Water Feature
- Lobbies
- Parking ramps/Lane
- Retail Front
- Sitting Lawn
- Visual Landscape
- Building Ground Coverage
- Building Coverage (Zoning)
- Sidewalks or Sidewalk Equivalent along Freedom Place
- Outdoor and Covered Outdoor space related to Fronting Commercial/ Community Facility

September 22, 2009

Base Drawing Source: Extell
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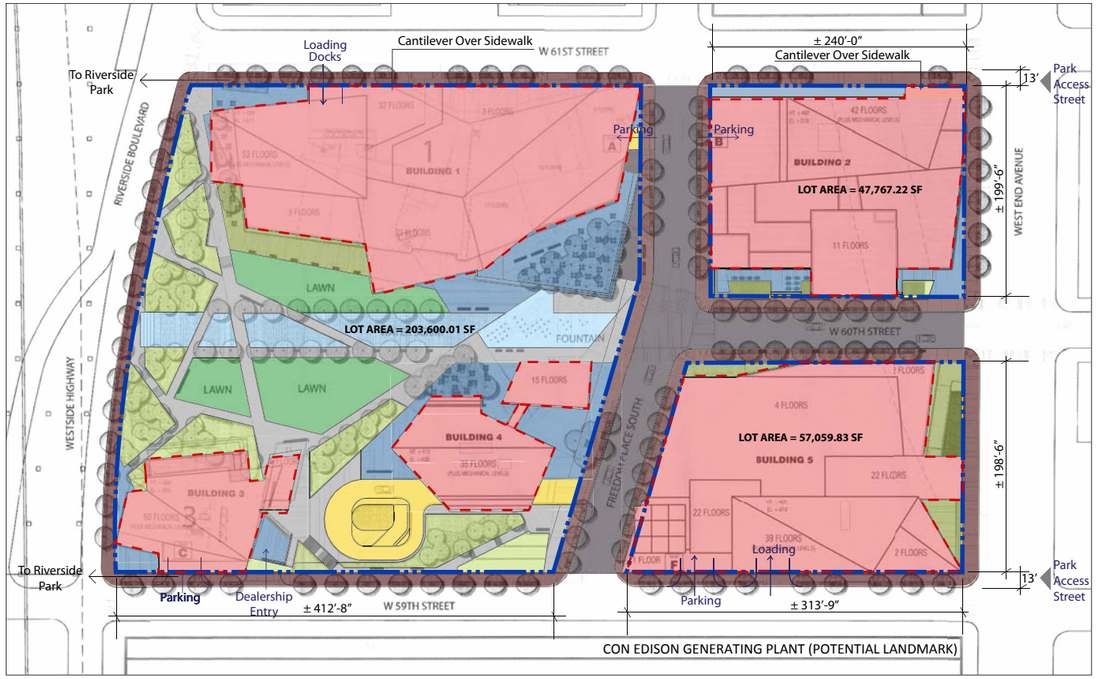
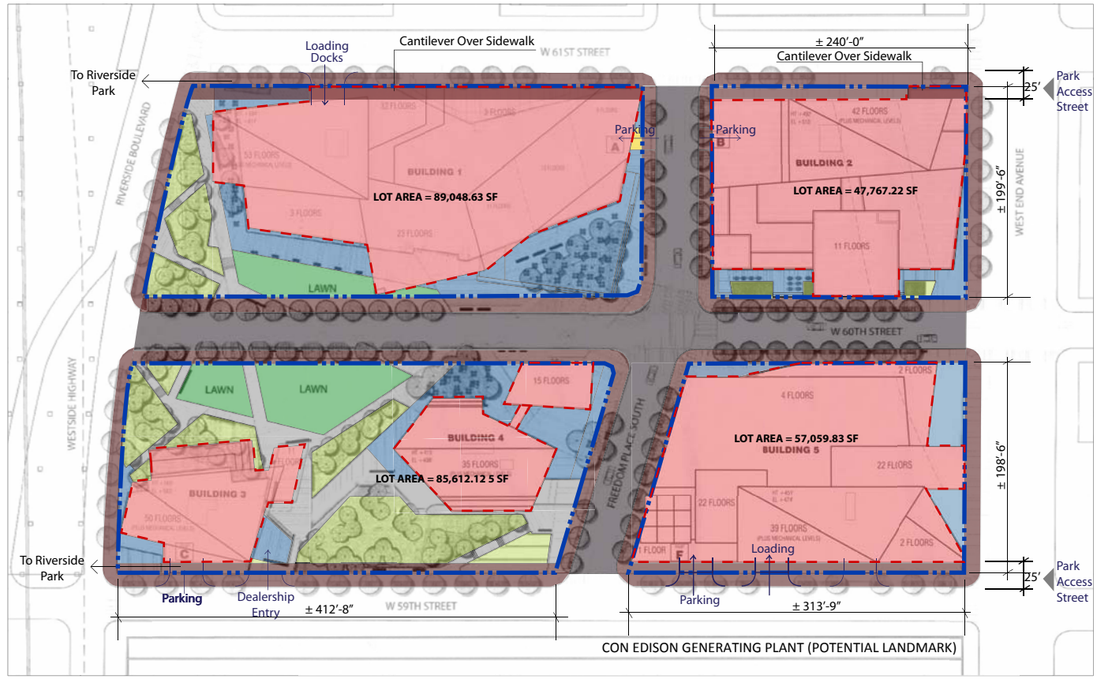
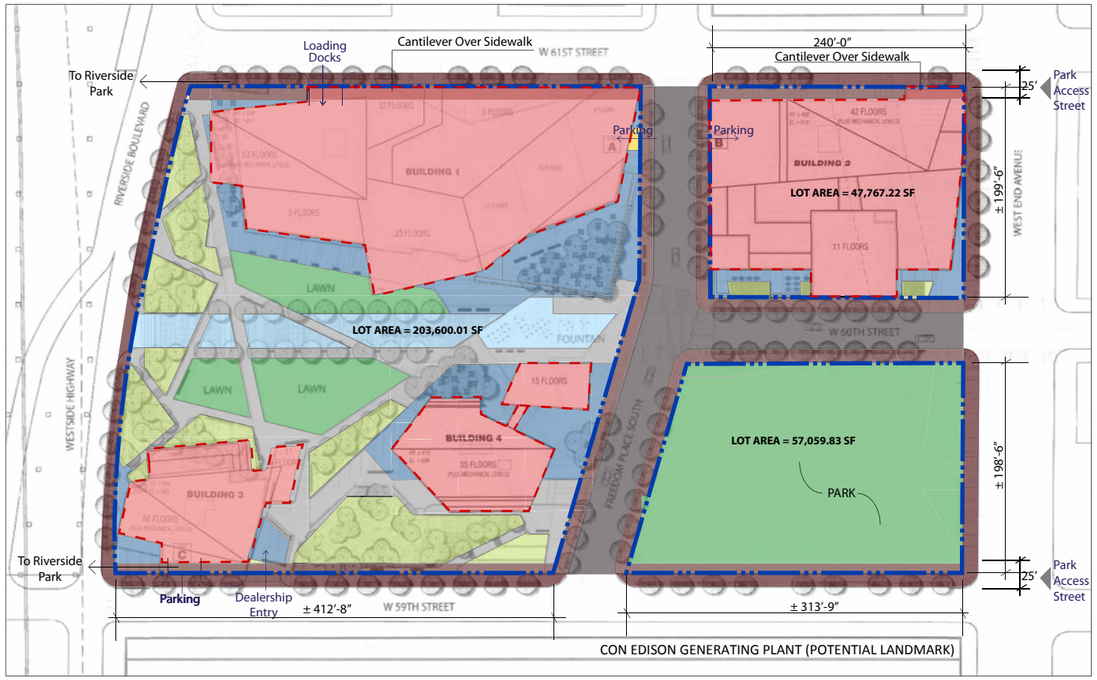
Dwg 5



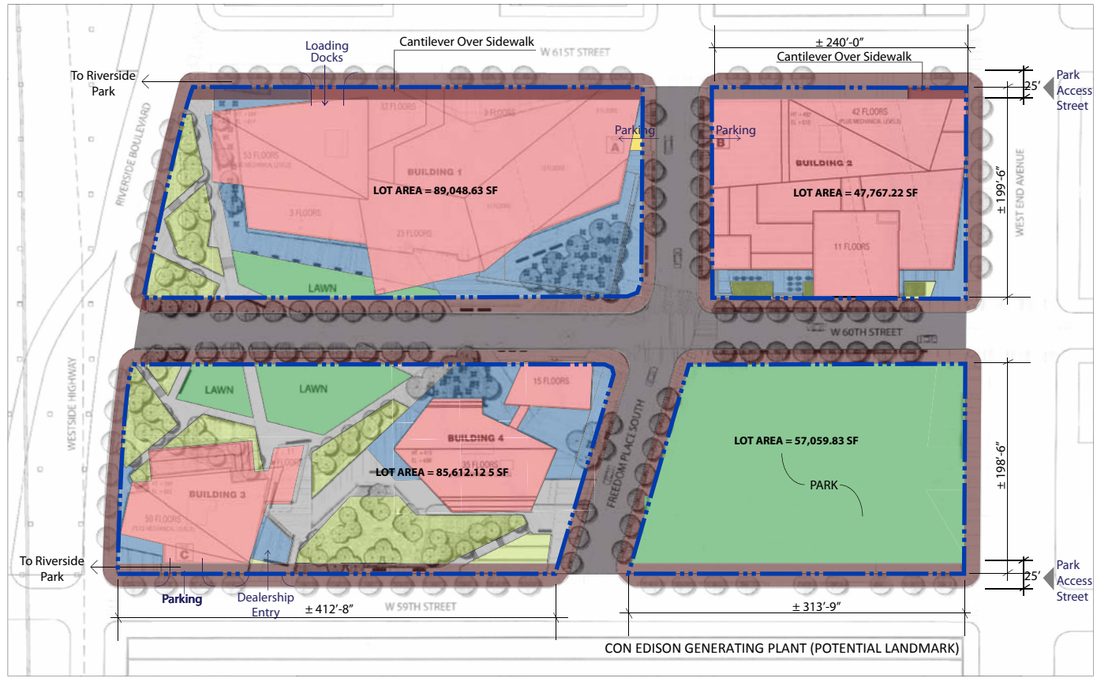
Proposed Development/A.1., A.2. : 5 Buildings / 3 Blocks



Scenario B: 5 Buildings / 4 Blocks with through 60th Street



Scenario C w/Park: 4 Buildings / 3 Blocks



Scenario D w/Park: 4 Buildings / 4 Blocks with through 60th Street

September 22, 2009

RIVERSIDE CENTER

N

0' 50' 100' 150'

DRAFT

- Roads
- Pedestrian Circulation
- Water Feature
- Parking ramps/Lane
- Sitting Lawn / Park
- Visual Landscape
- Building Coverage (Zoning)
- Sidewalks
- Outdoor (and Covered Outdoor space related to Fronting Commercial/ Community Facility)
- Lot Line

Base Drawing Source: Extell
Atelier Christian de Portzamparc
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6/22/09

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MEMORANDUM

To: CB7
From: Michael Kwartler, FAIA
Date: 23 September 2009
RE: Riverside Center Urban Design and City Planning Precedents

The urban design analysis was done in the context of the last 20 to 30 years of City Planning urban design policy, both implicit and explicit, and the many amendments to the Zoning Resolution in the same period. The effect of this approach is not to critique the proposed development based on our urban design preferences, but rather to show how well the proposed project performs and is responsive to established City Planning policy and zoning. That is not to say that the project team believes that this development must adhere religiously to the urban design precedents set by City Planning Policy and the Riverside South Design Guidelines (1993). The project site is the southerly site in Riverside South and because of its context, logic suggests, may be treated differently than the sites to the north.

As per the analysis which follows, the proposed project site plan and the configuration and siting of the building does not perform as well as it could against City Planning policies. We offer this critique in the spirit of making this a better project than it currently is. In doing this analysis based on public policy, we prefer to think of the analysis less of a critique, but rather performance measures to be achieved—in this case by an architect fully capable of responding to the performance measures in a creative and innovative way.

Because the block and street system and disposition of buildings, uses, and open space is fundamental to urban design, the project team's efforts have focused on these and leave the nuances of site design and building configuration for further consideration at a later time.

City Planning Policy Precedents

1. *Delineate a clear distinction between public and private spaces* has been a mainstay of City Planning policy for some time. Beginning with the rejection of the tower-in-the-park zoning legislated in the 1961 omnibus amendment to the Zoning Resolution, the City Planning Commission has worked strenuously to eliminate the tower-in-the-park zoning through the extensive mapping of perimeter block Contextual Zoning Districts throughout the city and Tower-on-a-Base zoning regulations in high density districts, and the virtual elimination of the plaza bonus in residential districts. The proposed superblock portion of the site plan is, for all intents and purposes, a tower-in-the-park development, set in an ambiguous open space which is not clearly delineated as either public or private space, but is in fact private space (the public access easements only pertain to Freedom Place South and W. 60th Street) If anything, the site plan attempts to

render this open space as private open space with barely an outlet to Riverside Blvd., the major north/south street in Riverside South, and the Park.

2. *The City's major public spaces are public sidewalks and parks* which is the corollary to the rejection of the tower-in-the-park. The concept is simple: public space should be clearly defined and boarded by a lively array of fronting uses (eg., stores and major building lobbies should be accessed from the public space of the streets). For example, the Brodsky development to the north along West End Avenue clearly responds to this policy by defining the public space of the street by building walls. The publicly accessible private park is located on its own block, separating it from the development, similar to Stuyvesant Square and many other city parks, and surrounded by public streets. That the park is public and separate from the development's private space is an urban design convention familiar to New Yorkers. Alternative site plans Scenarios B and C with the "island" park on its own block are an illustration of how one might respond to this time-honored City policy.

   The proposed development's site plan, particularly the superblock internalizes the major building entrances, (Buildings 1, 3, and 4) and open space. Buildings 3 and 4 are accessed by a suburban style private driveway and cul de sac and parking ramp, an urban design convention more typical of Houston and Atlanta than New York City. The superblock's plinth results in a pedestrian unfriendly wall along Riverside Blvd. and places pedestrian unfriendly loading docks and vehicular entries along W. 61st and primarily W. 59th Street, which is treated as a service street. The rejection of W. 59th Street is unfortunate, as it is the closest pedestrian-access street to the Riverside South waterfront park from the Clinton neighborhood to the south. Further, by turning its back on the landmark quality Con Edison Generating Plant, it renders the adaptive reuse of this monumental structure less desirable.

3. *Retail uses should be on or close to the street line and be at the same elevation as the sidewalk resulting in a direct connection between pedestrians and the stores.* In almost every Manhattan Special District which permits retail uses, the location of uses are clearly spelled out as being at or close to the street line, as are the diversity of uses, some with frontage limitations.

   The proposed development does have retail uses, although the size and diversity of shops is not specified on the drawings supplied by the developer. The shops and/or restaurants in Buildings 1, 2 and 5 appear to be raised up from the sidewalk, or in the case of Building 1, the superblock private open space. This approach is contrary to City Planning policy which, for example in the case of Public Plazas must be at the same elevation as the sidewalk. Restaurants, cafes and kiosks are permitted in the Public Plaza and can be located close to the sidewalk.

4. *Whenever possible, mapped streets should be extended to the Waterfront.* This has been City policy for some time for waterfront and upland blocks.

   The proposed development does not extend W. 60th Street to Riverside Blvd., although it does provide a view corridor by not building in the W. 60th St. roadbed. The other aspect of Waterfront Zoning which has bearing is to encourage ease of pedestrian access to the Riverside South Waterfront Park. The two primary access points adjacent to the site are W. 59th and 61st Streets. The proposed site plan, as noted above, more or less treats these streets as secondary service streets and in the case of W. 59th Street pedestrian unfriendly loading docks and vehicular driveways.

   To correct this situation, all of the project team alternatives (Scenarios A, B and C) indicate a double width sidewalk with a bosc of trees on both W. 59th and W. 61st Streets providing an urban design cue to the pedestrian that these are significant paths as they are wider and more landscaped than the other streets in Riverside South. This is particularly important at the south end of Riverside South, as only some east/west streets go all the way through to Columbus Circle and provide connections to the subway and Riverside South Waterfront Park. W. 59th and 61st Streets provide pedestrian connection to the Park while W. 60th street is the only through street to Columbus Circle with the potential to directly link up with Riverside Blvd. and Waterfront Park access at W. 60th Street.

5. *Sunlight on parks and publicly accessible open space has emerged as a major concern of City Planning.* This policy objective is manifested in the Public Plaza regulations which require Public Plazas be located along south facing property lines to maximize potential sunshine access. Further, the recently adopted amendments to the Waterfront Zoning regulations require a minimum amount of sunlight throughout the day to fall on the waterfront open space.

   The proposed development's siting of buildings appears to result in extensive shadowing of the superblock's landscaped and sitting areas for a good part of the day. This assessment is based on MKA's and ESC's extensive experience with analyzing sunlight on open space, but needs to be verified by a sunrise to sunset hourly shadow analysis on the March Equinox and 1 November, when direct solar access compensates for the colder air temperatures making it comfortable to sit outside. Please note that because the alternative site plans (Scenarios A, B and C) utilize the proposed buildings and their location, the shadow impacts are similar to those on the proposed development's site plan. A detailed shadow analysis should provide the necessary information to shape the proposed buildings to limit their shadowing of the open space.

6. *Building forms should generally by setback as they extend vertically, opening up view corridors and providing much needed daylight to the public space of the street.* Beginning with the adoption of the Midtown Zoning regulations in 1981, daylighting has become an important factor in high density districts in

determining building form. By way of historical background, daylighting was instituted in the 1916 Zoning Regulation to require buildings which block daylight by rising shear from the streetline to setback as they rise. Other examples include the as-of-right tower-on-a-base regulations, and the limited coverage and setback regulations for as-of-right development in the Lower Manhattan Special District

The proposed development's buildings, in many cases rise shear without setbacks, constricting the view corridor and daylight access to the public space of the street (see Buildings 1, 3 and 5). In the case of W. 59th and W. 61st Streets, these shear building walls are intimidating and are contrary to the urban design convention noted above, giving the wrong signals to the pedestrian that these are park access streets.

Further, it has been demonstrated repeatedly that shear tall buildings create unpleasant pedestrian-level winds, often times making the areas adjacent to the tall tower's shear walls unusable and sometimes dangerous. The shear buildings cited above will probably create adverse pedestrian-level winds. One way to correct this situation is with substantial setbacks, which break down the downward thrust of the wind, dissipating them at the setback. The project team recommends that the site plan and building configurations be subjected to wind tunnel modeling and the building configurations modified to correct the situation.

7. *City Planning has been regulating the length of tower building walls to mitigate the effect on pedestrians of excessively long and potentially overbearing building walls*. For example, the West Chelsea and Lower Manhattan Special District, as well as the "packing-the-bulk" of the tower-on-a-base regulations limit the length of street walls from between 175 ft. to 250 ft. Similarly, the Waterfront Zoning regulations limit the length of building walls parallel to the waterfront.

   It appears that many of the proposed development's tower lengths exceed the limits cited above, resulting in the sense of massiveness and monumentality exhibited by the proposed plan.

MEMORANDUM

To: CB7
From: Michael Kwartler, FAIA
Date: 23 September 2009
RE: Riverside Center Open Space Analysis

The proposed development (see A.1) is comprised of two easterly blocks (approximately 200 ft. by 200 ft.) and a westerly superblock which contains approximately 58% of the site's lot area including the private streets (Freedom Place South and the westerly extension of W. 60th Street). The open spaces on the easterly blocks are mostly on terraces elevated from the sidewalk with the terrace on W. 60th Street related to Building #4's ground floor uses (eg., restaurant, café, bar, etc.). The remainder of the open space on these blocks are intermittent sidewalk widenings. Most of the proposed development's open space is located on the superblock. This space can be characterized as privatized—or minimally ambiguous as to what is public and what is private—typical of a tower-in-a-park site plan, and in this case, the perception of privatization is reinforced by the superblock's open space functionally ending in a dead end where it is elevated above Riverside Blvd. Further, as will be demonstrated in the comparative analysis between the proposed development and the illustrative alternative development scenarios, the proposed development does not perform well when evaluated against the city's urban design philosophy and policy.

To assist CB7 better understand the proposed development, MKA, ESC and BFJ analyzed the proposed development to determine the amount of useable open space (active, passive and associated with ground floor commercial uses), building coverages, building footprints, areas in sidewalks and roads, and ramps and cul de sacs. The open space was broken down into:

- Outdoor and outdoor covered space related to and servicing the fronting commercial and community uses (eg., elevated restaurant terraces)
- Pedestrian circulation exclusive of internal sidewalks along W. 60th Street and Freedom Place which function as public sidewalks
- Sitting lawn
- Visual landscape
- Water feature and waterfall in the roadbed of W. 60th Street, if extended

Using drawings provided by Extell, the project developers, the ESC performed the area analysis described above. The results are shown on Table 1. Riverside Center Comparative Analysis.

The Draft EIS Scope of Work states that the proposed development's total zoning lot area, approximately 46%, or 163,253 SF, is open space and of that, approximately 3.8 acres or 165,528 SF is passive open space. Open space and passive open space are not defined terms in the Draft Scope Supplement Scope of Work. Based on the ESC's

calculations, the total open space in the Proposed Development A.1 (includes private streets), and including open areas under buildings (Note: the Zoning Resolution does not count open areas under buildings as open space, but rather is part of building coverage).

A. 146,181.2 SF (41.19% of the zoning lot) including: Outdoor and covered outdoor space related to fronting commercial/community facilities, pedestrian circulation (not including sidewalks on the zoning lot), sitting lawn, visual landscape and water feature.

B. 164,470 SF (46.35% of the zoning lot) including: A. above and sidewalks or sidewalk equivalents on the zoning lot.

C. 192,654.8 SF (54.28% of the zoning lot) including: A + B above and private roads.

D. 201,998 SF (56.92% of the zoning lot) including: A + B + C above and park ramps and driveways.

Building footprints (coverage at grade—not from the roof as per the Zoning Resolution) occupy approximately 152,899.67 SF or 3.5 acres and 43.08% of the zoning lot (±354,897 SF) leaving the rest as open space. Using the Zoning Resolution definition of lot coverage, the building's coverage is 172,302.6 or___ acres and 48.55% of the zoning lot leaving the remaining 182,595 SF, or 4.19 acres and 51.45% in zoning defined open space.

Notwithstanding minor adjustments for lot area (the ESC was required to scan the CAD drawings since it did not receive electronic files from the developer and architect) of approximately 2,000 SF—the distance between the Scope's 8.18 acres (356,320 SF) and the ESC's 8.15 acres (354,897 SF) there are significant questions as to what constitutes open space and particularly what constitutes passive recreation space.

There seems to be a mismatch between our calculations and the open space numbers presented in the supplemental EIS Draft Scope of Work. For example, the Draft Scope of Work states that 3.8 acres or 164,690 SF is devoted to passive open space. Assuming passive open space includes the sitting lawns, visual landscaped areas and the water feature and not the pedestrian circulation, the total is 74,634 SF or 21.03% and 1.71 acres of the 3.8 acres of passive open space cited in the Draft Scope of Work. Including the pedestrian circulation, which is not passive open space, totals 105,045 SF or 2.41 acres or 63.46% of the 3.8 acres.

lllustrative Scenario B. creates four blocks dividing the "tower-in-the-park" superblock into two city blocks by extending W. 60th St. as a mapped city street through to Riverside Blvd. replacing the water feature and creating public streets through the site and the two sidewalk widenings along W. 59th and W. 61st streets and the bosc of trees which signals to a pedestrian access to the Riverside Sotuh Waterfront Park, is consistent with City Planning Policy (eg., Waterfront Zoning).

Illustrative Scenario C. creates a distinct publicly accessible open space similar to Manhattan West to the north fronting West End Avenue and W. 59th Street, a park access street, by removing Building #5. This results in an open space which could be completed independently from the rest of the development, and would, unlike A.1 and A.2, be in full sunlight and not be shadowed by buildings #3 and #4, and create a setting for the McKim, Meade and White Con Ed Power Plant. Scenario C. would have approximately 35% of its lot area (308,427 SF, excluding the mapped) devoted to passive open space, which is mapped, as per the Manhattan West Park, to have recreation space for children.

Illustrative Scenario D. is the most consistent with City policies. It divides the superblock into two blocks by extending W. 60th St. to Riverside Blvd. and creates a stand along the publicly accessible park similar to Scenario C. The passive open space would be approximately 37% of the lot area of approximately 279,478 SF. Similarly to Scenario C., the publicly accessible park would be in sunlight, signal Riverside South Waterfront Park access, and create a setting for the landmark-quality Con Ed Powerhouse.

The result of the A.1 (as proposed with Private Streets) analysis is that of the 354,879 SF of lot area, which includes Freedom Place and W. 60th St., approximately 44,225 SF or 12.5% and 1.2 acres is devoted to passive open green space (sitting lawns and visual landscaped areas). Including the water feature and pedestrian circulation, but excluding private streets, parking ramps and cul de sacs, public sidewalks and retail or community facility-related open space (eg., restaurant/cafe terraces, schools) the total outdoor space and outdoor space under proposed buildings, is approximately 87,759 SF or 24.73% or 2.0 acres of the site's lot area.

The result of the A.2 analysis is that the 308,427 SF of lot area which excludes Freedom Place and W. 60th St., approximately 44,225 SF or 14.3% or 1.2 acres with a smaller lot area is devoted to green space (sitting lawns and visual landscaped areas), still far less than 3.8 acres stated in the Draft Scope of Work. Including the water feature and pedestrian circulation, but excluding public sidewalks and retail/community facility related open space (eg., restaurant terraces), and total outdoor space including space under the buildings is approximately 87,750 SF (2.01 acres) or 28.5% of the site's lot area, which is still less than the 3.8 acres. In addition, approximately 53,500 SF or 15.1% (A.1) and 58,425 SF or 18.9% (A.2) is devoted to space related to fronting commercial/community facility spaces. In both instances, this space is greater than the area devoted to sitting lawns and visual landscape. Similarly, the area devoted to pedestrian circulation and the water feature approximately equal lawn and landscaped areas.

MEMORANDUM

To: CB7
From: Michael Kwartler, FAIA
Date: 23 September 2009
RE: Riverside Center FAR and Density Analysis

Overview

FAR (Floor Area Ratio) is an abstract and somewhat crude indicator of density. It is determined by dividing the total ZFA [Zoning Floor Area does not include deductions for mechanical spaces (approximately 1.5 to 3% for residential buildings)] or said another way, the maximum ZFA is a multiple of the zoning lot area (the area within the property lines) and the permissible FAR. FAR gives us a good idea of the overall size of the building or buildings—the higher the FAR the more ZFA can be placed in the development. When coupled with the Zoning Resolution's minimum dwelling unit (DU) or apartment size for that zoning district (eg., C4-7 = 680 SF/DU), it determines the maximum number of DU's (Total permissible ZFA/SF per DU). The total number of DU's is a better indicator of the development impact on services and public facilities (eg., schools, transportation, parks, etc.) although it does not profile the individuals and families who might live in the development (eg., the number of children, elderly, etc.).

The form of the building or buildings is important in determining the visual or experiential density. For example, the typical Public Housing projects are in R6 districts, which permit tall buildings of 14 to 16 stories covering approximately 21-30% of the lot, leaving most of the zoning lot in open space. The same ZFA could also be contained in what is commonly referred to as a Contextual Building. A Contextual Building, by comparison, is a high coverage building covering 65 to 75% of the zoning lot, which, under the current Contextual Zoning in R6 districts, would have a 6 story base and one additional setback penthouse floor. The experience of the two developments by a pedestrian (the "Tower-in-the-Park" and Contextual Building) is entirely different for a host of reasons, most importantly, the apparent size of the building. As a result, most observers perceive the tall, free standing 14 story towers as more dense than the 6 to7 story traditionally configured, high coverage contextual building.

Finally, a development may appear larger than what one may expect because the private streets (including the sidewalks) also generate floor area resulting in larger buildings on their blocks than would be permitted if the streets were mapped as public streets and did not generate floor area. Perceptually, a pedestrian would respond to the streets and sidewalks as public space regardless of whether they are mapped/public or private streets and the resulting blocks as separate building sites. For example, in Proposed Development A.1 and A.2, the area in roads and sidewalks (Freedom Place South and the extension of W. 60th Street) in the Proposed Development is approximately 46,500 SF and assuming an FAR of 8.84, the maximum permitted, (3,136,831 Max. ZFA ÷ Lot Area (±354,897 SF) = ±8.84 FAR; Source: Riverside Center Draft Scope of Work for a Supplemental Environmental Impact Statement) the amount of ZFA generated by the

streets and roadbeds is 411,060 ZFA or slightly more than the proposed ZFA in Riverside Center Building 4 (399,361 ZFA). It is not unusual to count streets in the development's FAR.

Zoning Analysis

The zoning analysis reviewed the proposed development including the private streets as part of the zoning lot (A.1). We also analyzed the proposed development assuming the exclusion of the private streets—Freedom Place South and the westerly extension of W. 60th Street—from the zoning lot's lot area (A.2), and three other development scenarios which reflect City Planning Commission Urban Design Public Policy (see: Zoning Amendments and City Planning Commission reports for plans, zoning amendments, and discretionary project reviews, eg., special permits). These scenarios, outlined below, are discussed in more detail in Riverside Center Alternative Development Scenarios

Scenario B: 5 Buildings/4 Blocks with mapped West 60th Street (replaces water feature) and Freedom Place South retains all of the proposed buildings on 4 conventional city blocks.

Scenario C: 4 Buildings/3 Blocks with Park and mapped Freedom Place South and West 60th Street extension in which the Park replaces Building 5.

Scenario D: 4 Buildings/4 Blocks with Park and mapped Freedom Place South and West 60th Street in which the Park replaces Building 5.

The zoning analysis for the five development scenarios is attached to this memorandum. The analyses assumed the proposed buildings as designed (Buildings 1-5 on the attached development scenarios) and their proposed ZFA's (see Riverside Center Background and Project Context Memorandum). These ZFA's and the zoning lot area for each of the scenarios resulted in the FAR's. When looking at the zoning analysis, it is important to look at it in conjunction with the site plans and the allocation of lot area to uses as FAR should not be looked at in isolation but rather in the context of the advantages and disadvantages of each site plan (see Table 1: Riverside Center Site Plan Comparative Analysis).

Proposed Development A.1 and A.2, with and without the streets result in FARs of ±8.84 FAR and ±10.01 FAR. The difference in FAR's is exclusive of the streets (Freedom Place South and the westerly extension of W. 60th St.), which represented by the difference in zoning lot areas—354,897.5 SF versus 309,166.3 SF. A.2. exceeds the maximum permitted FAR of ±8.84. If A.2's zoning lot area is multiplied by the ±8.84 FAR approximately 2,733,032 ZFA could be built versus 3,095,605 ZFA, the proposed ZFA.

Scenario B extends W. 60th St. through to Riverside Blvd. and assumes W. 60th St. and Freedom Place South are mapped streets and do not generate floor area. The site plan creates 4 city blocks, or zoning lots, bounded by public streets but retains the 5 proposed buildings. The lot area is further reduced by the extension of W. 60th Street to ±281,229

SF, resulting in an FAR of 11.0 which is greater than the maximum permitted FAR of ±8.84 FAR. If Scenario B's zoning lot area is multiplied by ±8.84 FAR, approximately 2,486,064 ZFA could be built, versus 3,095,605 ZFA, the proposed project ZFA.

Scenario C is basically Proposed Development A.2 with the southeast block a publicly accessible private park, similar in concept to Manhattan West's to the north. The park replaces the proposed Building #5, which reduces the total ZFA to ±2,471,307 ZFA, with a lot area of ±309,166.56 SF, and an FAR of 7.99, which is less than 8.84 FAR.

Both Scenario C and Scenario D replace the proposed Building #5 with a publicly accessible private park. Scenario D also combines with Scenario B, dividing the site into four blocks and results in an FAR of ±8.79 < ±8.84 FAR. The difference in FAR between Scenarios C and D is the extension of W. 60th St. to Riverside Blvd. The total ZFA for Scenario D is 2,471,307 ZFA, the same as Scenario C, assuming the ZFA in the proposed buildings.

As this analysis shows, FAR is not the only determinant of density. Urban design, number of dwelling units, height and setback, the viability of open space as truly public space or at least publicly accessible open space. Shadows on the open space, ground floor uses, the pedestrian's experience, etc. all contribute to an understanding of density.

Analyzing the three alternative development scenarios against City Planning's urban design policy suggests that the proposed development does not fare well. Of the alternative development scenarios, Scenario B at full density with a block system and Scenario D at a lower density with a coherent and publicly accessible private park (see Manhattan West to the north as precedent), fare the best when evaluated against City Planning Urban Design policy. Scenario C fares the least well, although it has the park, it still retains the superblock and the privatized open space.

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Riverside Center
Zoning Analysis **23 September 2009**

Proposed Development A.1 - 3 Blocks/5 Buildings (Includes Freedom Place and W. 60th Street)

Superblock

- Building ZFA/Kondylis/Extell
  - #1 = 947,294 ZFA
  - #2 = 583,337 ZFA
  - #3 = 541,315 ZFA
  - #4 = 399,361 ZFA
  - #5 = 623,896 ZFA
  - Total = 3,095,603 ZFA

Total Lot Area = ***± 354,897.74 SF***
Total ZFA = ***± 3,095,603 ZFA***
FAR = ***± 8.72 < ± 8.84 (Max. FAR as per EIS Scope of Work)***

Proposed Development A.2 - 3 Blocks/5 Buildings (Excludes Freedom Place and W. 60th Street)

Superblock

- Buildings ZFA/Kondylis/Extell
  - #1 = 947,294 ZFA
  - #3 = 541,315 ZFA
  - #4 = 399,361 ZFA
  - Total = 1,887,970 ZFA
- Lot Area = ± 204,125.77 SF (66.02%)
- FAR = ± 9.25 (Weighted Avg. FAR = 9.25 x .6602 = 6.11 FAR)

W. 61st St. Block

- Building ZFA/Kondylis/Extell
  - #2 = 583,337 ZFA
- Lot Area = ± 47,651.5 SF (15.42%)
- FAR = ± 12.24 (Weighted Avg. FAR = 12.24 x .1542 = 1.89 FAR)

W. 59th St. Block

- Building ZFA/Kondylis/Extell
  - #5 = 623,896 ZFA
- Lot Area = ± 57,389.26 SF (18.56%)
- FAR = ± 10.87 (Weighted Avg. FAR = 10.87 x .1856 = 2.01 FAR)

Total Lot Area = ***± 309,166.53 SF***
Total ZFA = ***± 3,095,603 ZFA***
FAR = ***± 10.01 (Weighted Avg. FAR = 10.01) > ± 8.84 (Max. FAR as per EI Scope of Work)***

Scenario B: 5 Bldgs./4 Blocks with through 60th Street (Excludes Freedom Place & W. 60th St.)

W. 61st St./Westerly Block
- Building ZFA/Kondylis/Extell
  #1 = 947,294 ZFA
- Lot Area = ± 89,274.67 SF (31.74%)
- FAR = ± 10.62 (Weighted Avg. FAR = 10.62 x .3174 = 3.37)

W. 61st St/Easterly Block
- Building ZFA/Kondylis/Extell
  #2 = 583,337 ZFA
- Lot Area = ± 47,651.5 SF (16.99%)
- FAR = ± 12.24 (Weighted Avg. FAR = 12.24 x .1694 = 2.07)

W. 59th St./Westerly Bock
- Building ZFA/Kondylis/Extell
  #3 = 541,315 ZFA
  #4 = 399,361 ZFA
  Total = 940,676 ZFA
- Lot Area = ± 86,907.75 SF (30.90%)
- FAR = ± 10.82 (Weighted Avg. FAR = 10.82 x .3090 = 3.34)

W. 59th St/Easterly Block
- Building ZFA/Kondylis/Extell
  #5 = 623,896 ZFA
- Lot Area = ± 57,389.29 SF (20.42%)
- FAR = ± 10.87 (Weighted Avg. FAR = 10.87 x .2042 = 2.22)

Total Lot Area = ± 281,229.21 SF
Total ZFA = ± 3,095,603 ZFA
FAR = ±11.0 (Weighted Avg. = 11.0) > ± 8.84 (Max. FAR as per EIS Scope of Work)

Scenario C: 4 Buildings with Park: 4 Buildings/3 Blocks (Excludes Freedom Place & W. 60th Street)

Superblock
- Building ZFA/Kondylis/Extell
  #1 = 947,294 ZFA
  #3 = 541,315 ZFA
  #4 = 399,361 ZFA
  Total = 1,887,970 ZFA
- Lot Area = ± 204,125 SF (66%)
- FAR = ± 9.25 (Weighted Avg. FAR = 9.25 x .66 = 6.11)

W. 61st St/Easterly Block
- Building ZFA/Kondylis/Extell
  #2 = 583,337 ZFA
- Lot Area = 47,651.5 SF (15.41%)
- FAR = ± 12.24 (Weighted Avg. FAR = 12.24 x .1541 = 1.89)

W. 59th St./Easterly Block/Park
- Lot Area = ± 57,389.29 SF
- FAR = 0.00

Total Lot Area = ***± 309,166.56 (With Park)***
Total ZFA = ***± 2,471,307 ZFA***
FAR = ***± 7.99 < ± 8.84 (Max. FAR as per EIS Scope of Work)***

Scenario D with Park: 4 Buildings/4 Blocks with through W. 60th Street

W. 61st St./Westerly Block
- Building ZFA/Kondylis/Extell
  #1 = 947,294 ZFA
- Lot Area = ± 89,274.67 SF (31.74%)
- FAR = ± 10.62 (Weighted Avg. FAR = 10.62 x .3174 = 3.37)

W. 61st St./Easterly Block
- Building ZFA/Kondylis/Extell
  #2 = 583,337 ZFA
- Lot Area = ± 47,651.5 SF (16.94%)
- FAR = ± 12.24 (Weighted Avg. FAR = 12.24 x .1694 = 2.07)

W. 59th St./Westerly Bock
- Building ZFA/Kondylis/Extell
  #3 = 541,315 ZFA
  #4 = 399,361 ZFA
  Total = 940,676 ZFA
- Lot Area = ± 86,907.75 SF (30.90%)
- FAR = ± 10.82 (Weighted Avg. FAR = 10.82 x .3090 = .3.35)

W. 59th St/Easterly Block/Park
- Lot Area = 57,389.29 SF
- FAR = 0.00

Total Lot Area = ***± 281,229.21 SF (w/Park)***
Total ZFA = ***± 2,471,307 ZFA***
FAR = ***± 8.79 (Weighted Avg. FAR = 8.79) < ± 8.84 (Max. FAR as per EIS S of Work)***

BFJ Planning

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BFJ Planning

MEMORANDUM

To: CB7

From: Frank Fish & John West

Subject: Riverside South parcels L, M & N -- Parking

Date: 11 August 2009

How many parking spaces should be included in the development of parcels L, M, & N of Riverside South?

In 1992 the large scale special permit and restrictive declaration for Riverside South provided for a total of 3,500 parking spaces for all of Riverside South. Originally 2,757 spaces were associated with the rest of Riverside South and 743 spaces with parcels L, M & N. The applicant reports that of the 3,500 parking spaces 2,611 are completed or being built, leaving a remainder of 889 spaces.

The applicant is requesting a total of 1,800 parking spaces for parcels L, M & N -- 600 to replace some of the 2,387 spaces currently on the site and 1,200 for the uses proposed for the site. The several uses for the site include 2,500 apartments, a 250 room hotel, retail space, a school, and automotive showroom and service.

Accessory Residential Parking: The number of parking spaces being requested, as a ratio of spaces to apartments, is larger than would be allowed by the underlying zoning of the site but less than provided by the large scale special permit.

- The applicant is requesting 1,200 parking spaces for uses on the site. Deducting 38 spaces for the hotel (15% of the number of rooms – Section 13-131 of the Zoning Resolution) and 77 spaces for the retail and school (1 space per 4,000 square feet – Section 13-133) leaves 1,085 spaces for the 2,500 apartments – a rate of 43% -- 4.3 spaces for 10 apartments.

- The city-wide standard for parking accessory to high density residential use (R8 through R10) is 40% (See section 25-23 of the Zoning Resolution.) The standard for residential use in Manhattan south of 60 Street is 20%. The standard for Community Board Seven north of 60 Street is 35%. (Section 13-12 of the Zoning Resolution.) If parcels L, M & N contain the 2,500 apartments that the applicant is requesting 20% would equal 500 spaces and 35% would equal 875 spaces, both considerably less than the 1,085 spaces noted above.

- The large scale special permit for the residential portion of Riverside South, excluding parcel N, anticipated 5,700 apartments and 3,058 parking spaces. Deducting 70 spaces for retail and office space leaves 2,988 spaces, which is a rate of 52% for the apartments. This is a higher rate than proposed by the applicant.

- The large scale special permit provided 301 spaces and 577 apartments for parcels L and M. Deducting 5 spaces for office space leaves 296 spaces, which is a rate of 51% for the apartments. This is likewise a higher rate than proposed by the applicant.

Why is the rate of residential parking for Riverside South approximately 50% while the rate for other sites similarly convenient to Midtown Manhattan limited to 20% or 35%? It may be that 50% represents an old attitude about accommodating the car and the smaller percentages respond to the real demand for accessory spaces at a market rent. It has also been reported that the large number of spaces reflects providing a use for cellars that needed to be built above ground but below the new street level of Riverside Boulevard and assumed the relocation of some 1,000 then existing spaces at the south end of Riverside South.

Many residents of Manhattan either do not own a car or do not keep it in the city. An analysis of 2000 census data for a similarly located site on the east side of Manhattan, convenient to public transportation, work, shopping and services, and recreation, indicated that approximately 25% (between 22% and 29%) of households would own a car. Of these households some, particularly those owning more than one vehicle, may choose to park remotely, perhaps at a second home outside the city, to minimize parking costs.

If more parking spaces are provided than are actually needed for accessory use at a market rent, the additional spaces are likely to be used by outsiders, attracting traffic that would not be generated by the uses that are on site.

In order to understand how many parking spaces should be included in the development of sites M, N & L it would be useful to understand:

- How are the parking spaces already built in Riverside South being used? Are all of the existing spaces occupied, by whom, and at what prices?
- What is the rate of car ownership of the existing residents of Riverside South and how many of those cars are registered and parked in New York City?
- What is the rate of car ownership in other New York City locations of similar socio-economic character that are equally convenient to public transportation, work, shopping and services, and recreation?
- What are the trends of car ownership and of short term car rental, such as Zipcar, for persons living in comparable circumstances?

Shared Parking: In a mixed use development parking spaces can often be shared, allowing a smaller total number of spaces. For example, a resident may use a parking space at night and a worker use the same space during the day. This is more efficient than building a larger number of spaces and having many of them vacant half the time. It also avoids the temptation to price the vacant spaces to attract outside vehicles and thereby avoids additional traffic.

In Riverside South outside of sites L, M & N shared parking has not been used to reduce the number of spaces. In fact the actual parking rate is higher than provided in the large scale plan because, outside of sites L, M & N, although 146 fewer parking spaces have been built than originally authorized there are also 631 fewer apartments. Therefore, (ignoring non-residential space) instead of 2,757 parking spaces and 5,123 apartments – 54% -- there are 2,611 parking spaces and 4,492 apartments – 58%.

Public Parking: The site currently contains a surface parking lot with approximately 1,850 spaces and a garage with 537 spaces. The applicant proposes to provide space in the new development for approximately 600 of these spaces.

It would be useful to know how the current spaces are being used and at what prices. It may be that the cost of construction would make it impractical to rent spaces in the new buildings inexpensively enough to attract many of the current parkers.

Given the relatively high rate of parking in the rest of Riverside South it would be useful to know how the existing spaces are used in order to understand the extent to which spaces are or could be used for public parking. There may already be an adequate supply of parking for public use or the analysis may indicate that a number of spaces should be provided different than the 600 proposed by the applicant.

Public Policy: It is good public policy to discourage automobile trips in urban areas. Article I Chapter 3 of the Zoning Resolution was established to limit parking in and near Midtown Manhattan in order to improve the quality of the air. Locations such as Riverside South that are well served by public transportation and are within walking distance of many destinations should be designed to minimize automobile trips and to provide a pedestrian friendly street environment. The site is served by several bus lines and is a 10 to 12 minute walk from the subway at Columbus Circle. Walking is physically and socially more healthy than driving, does not contribute to global warming, and aids national security by reducing the demand for oil.

Consistent with such policy the amount of parking at sites L, M & N should be minimized to provide no more parking than is necessary for its residents and workers and for displaced spaces that can not be satisfied by spaces already existing in the neighborhood. Careful consideration, including car ownership, shared parking, and short term car renting, is needed to determine the necessary amount of parking.

BFJ Planning

MEMORANDUM

To: CB7

From: Frank Fish & John West

Subject: Riverside South parcels L, M & N – Affordable Housing

Date: 20 August 2009

New York City's Inclusionary Housing program is designed "to preserve and promote a mixture of low to upper income housing within neighborhoods experiencing a shift from mixed to upper income housing and thus to promote the general welfare." (Section 23-91 of the Zoning Resolution.)

The City's original affordable housing program was introduced in high density districts as an alternative to plazas. A developer could choose to earn bonus floor area by including a plaza or affordable dwelling units. The current program has been applied to areas where the zoning is being changed -- increasing density or changing uses -- in order to capture for the public's benefit some of the increase in land value. The developer is not required to provide affordable housing but the differential in density is calculated to provide an adequate incentive.

Inclusionary Housing Program: There are two versions of the Inclusionary Housing program. An older version applies in R10 and equivalent commercial districts generally; the current version applies in specially mapped areas ranging from R10 to R6 districts and in some special districts.

- The general R10 version is older. It provides a 2.0 FAR bonus, from 10.0 to 12.0 FAR, for the provision of affordable dwelling units. The bonus rate ranges from 2.0 to 4.0 square feet of additional floor area per square foot of affordable housing depending on whether the affordable housing is on-site or off-site and whether it is new construction, rehabilitation, or preservation. (Section 23-941 of the Zoning Resolution.)

- The version for designated areas is more recent. It establishes a lower base FAR -- 9.0 instead of 10.0 FAR in an R10 district – and allows an increase of typically 33% for the inclusion of affordable dwelling units – to 12.0 FAR in R10 districts. Bonus, or compensating, floor area is earned at the rate of 1.25 square feet of additional floor area for each 1.00 square feet of lower income housing. (Section 23-942 (a) of the Zoning Resolution.)

- The version for designated areas allows buildings to not only gain compensating floor area but also to use various city, state, and federal housing subsidy programs and tax incentives to finance affordable units.

- The version for designated areas subjects buildings that receive compensating floor area to the height and setback rules for contextual buildings. (Section 23-942 (b) of the Zoning Resolution.)

- The version for designated areas includes provisions allowing several tiers of affordability for buildings covered by a large scale special permit in C4-6 and C5 districts. (Section 23-942 (d) of the Zoning Resolution.)

- The versions incorporated in some of the special districts include provisions allowing several tiers of affordability for benefitting buildings. (For the Special West Chelsea District see Section 98-26 of the Zoning Resolution; for the Special Hudson Yards District see Section 93-23; and for the Greenpoint Williamsburg waterfront see Section 62-35.)

Affordability: The Inclusionary Housing program defines Lower Income Housing in terms of household income at or below 80% of median for the area. Waterfront Zoning further defines Lower Income Housing to include moderate income households; the Special West Chelsea District and the Special Hudson Yards District further define Lower Income Housing to include moderate income households and middle income households; and the provisions for a large scale special permit in C4-6 and C5 districts also further defines Lower Income Housing to include moderate income households and middle income households.

In order to maintain the amount of public benefit the different tiers are combined in proportions intended to be of equal value. For example, the Special Hudson Yards District allows an increase from 9.0 to 12.0 FAR for:

- 20% lower income,
- 10% lower income and 15% moderate income, or
- 10% lower income and 20% middle income.

These tiers of affordability presumably allow the affordable housing that is produced to better match the needs of the neighborhood.

Riverside South: The 1992 restrictive declaration for Riverside South includes a requirement that between 12% and 20% of its apartments be affordable. The applicant is requesting that requirement be extended to include parcels L, M & N.

Public Policy: It is generally considered good public policy to encourage socio-economically diverse communities. The Inclusionary Housing program is evolving as a useful approach to that goal.

- Inclusionary Housing has been mapped to capture for the public benefit part of the increase in land value that results from zoning changes that increase density or allow more profitable uses.

- Inclusionary Housing is not mandatory, allowing development to proceed at a lesser density if the provision of the affordable units is economically infeasible.

- Inclusionary Housing can include tiers of affordability that allow a mix to be established that best suits the particular community and project.

- Inclusionary Housing produces affordable dwelling units that remain affordable for the duration of the buildings that benefit from compensatory floor area.

- Inclusionary Housing units are preferred to be integrated among market rate units.

- Inclusionary Housing is being amended to include owned housing as well as rented housing.

The current program for affordable housing has evolved since 1992 when the current requirements for Riverside South were established. The application to change the use and density of parcels L, M & N is

an appropriate occasion to consider applying a more advanced set of requirements to encourage inclusionary housing on this site.

References: Discussions of the Inclusionary Housing program and an amendment are on the Department of City Planning web site:

http://www.nyc.gov/html/dcp/html/zone/zh_inclu_housing.shtml

http://www.nyc.gov/html/dcp/html/inclusionary_housing/index.shtml

BFJ Planning

MEMORANDUM

To: CB7

From: Frank Fish & John West

Subject: Riverside South parcels L, M & N – Circulation

Date: 20 August 2009

The street system of Riverside South was designed to reestablish the Manhattan grid at the west edge of the island. This represented a swing of public policy from the older superblocks to the east and is consistent with contemporary public policy and projects such as Battery Park City.

Streets, to borrow a phrase from weaving, are the woof and warp of the urban fabric. They form the web that supports our open spaces and our buildings and structures the relationships among them. They are the circulatory system and the public realm that connects and serves the places where we live and work and play.

One might say that we shape our buildings, our buildings shape our streets, and our streets shape our lives. We might also agree that the best living is on streets with small blocks because small blocks have more street frontage and more corners and force buildings into a more intimate relationship with the public realm.

Unfortunately, the existing street pattern in and around Riverside South has many discontinuities because of the superblocks west of Broadway. Between 72 and 58 Streets only two streets run through between Broadway and Riverside Boulevard – 70 Street and 66 Street. Streets dead-end and change from one-way to two-way making both vehicular and pedestrian circulation inefficient and confusing. How can the design of parcels L, M, & N best integrate them into the surrounding urban fabric and encourage active and welcoming street life?

60 Street: The redesign of parcels L, M & N from a combination of uses including television studios, which needed a superblock, to primarily residential buildings, which do not need a superblock, is an opportunity to extend 60 Street and provide a third through street, supplementing 66 and 70 Streets.

The applicant is requesting a modification of the restrictive declaration "removing the requirement to extend West 60th Street as a mapped street through the Proposed Project site." (Draft scope, p 9.) Even so, the proposed design for the site introduces 60 Street on the eastern third of the site, between West End Avenue and an extension of Freedom Place South, and provides a visual corridor and water feature on the western two thirds of the site.

The proposed design risks the open space on the western portion of the site being perceived as somewhat private -- welcoming to the residents of the buildings flanking it but not to the larger community. Extending 60 Street all the way between West End Avenue and Riverside Boulevard would both make the public nature of the area clear and provide vehicular as well as pedestrian circulation across the site.

Two configurations need to be considered at the west end of 60 Street. The initial configuration includes the elevated highway and separated north- and south-bound lanes of Riverside Boulevard; the intended long term configuration relocates the highway to grade with the north- and south-bound portions of Riverside Boulevard flanking it and approximately half a story higher. The initial configuration might allow a full intersection between 60 Street and both parts of Riverside Boulevard and provide a pedestrian crossing to Riverside Park; the long term configuration separates the north- and south-bound portions of Riverside Boulevard with the relocated highway entering a tunnel under Riverside Boulevard at 61 Street, allowing vehicular movements between 60 Street and north-bound – but not south-bound -- Riverside Boulevard and blocking direct pedestrian access to Riverside Park.

The design of the site should be compatible with both the initial and the long term configurations of Riverside Boulevard and the highway. Perhaps the best solution would be to bring 60 Street to a full intersection with Riverside Boulevard, including pedestrian access to Riverside Park, and provide diagonal circulation on the site between 60 Street and 59 and 61 Streets for pedestrians. If and when the highway is relocated the intersection would lose its connection to the south-bound part of Riverside Boulevard and its pedestrian access to the park; however, vehicles would still be able to circulate between 60 Street and Riverside Boulevard north-bound and pedestrians would be able to use 60 Street via 59 or 61 Streets to the park.

Freedom Place: The changed program also allows the extension of Freedom Place South through the site between 61 and 59 Streets. This helps integrate parcels L, M & N with the portion of Riverside South immediately to the north, it increases pedestrian and vehicular circulation options providing greater convenience and efficiency, and it provides more ground floor frontage and corners for activities enlivening the public realm.

The driveway serving buildings 3 and 4 in the southwest of the site is inconsistent with the potentially street oriented nature of other parts of the proposed design. It removes the activity of people coming and going at those buildings from the sidewalk to the interior of the site and creates a conflict between pedestrians and vehicles where the driveway crosses the sidewalk of Freedom Place South.

The Zoning Resolution has a general requirement (see section 36-53) that access to parking "shall be located not less than 50 feet from the intersection of any two *street lines*." The intention is to allow adequate space between the curb cut of the parking facility and the intersection for cars to enter or leave the flow of traffic without disrupting vehicular and pedestrian movement at the intersection. Parking ramps are located on both sides of Freedom Place South approximately 36 Feet south of the street line of 61 Street. Furthermore, the Riverside South Design Guidelines from 1993 (page 20, section 3.3.2) not only restates that "curb cuts must be located at least 50 feet from the intersection of two streets" but also states that "No vehicular entrances to parking (curb cuts) will be permitted on … Freedom Place South ...", which would include the driveway to buildings 3 and 4 which leads to a ramp to the parking garage.

South of 60 Street the proposed design angles Freedom Place South toward the west. This implies access to the waterfront at 59 Street and pedestrian circulation toward the waterfront via 59 Street and toward Broadway via 60 Street.

59 Street: The proposed design for parcels L, M & N treats 59 Street as a service street – a location for garage entrances and loading docks and not for building entrances. It seems to assume that the power station and the garbage trucks will remain and that it will not be a route for pedestrians to the waterfront.

59 Street currently crosses under the highway and provides pedestrian access to Riverside Park and truck access to the marine transfer station. It seems desirable to maintain this vehicular route rather than divert the trucks to other streets. It also seems desirable to maintain pedestrian access to the waterfront. The

intended design for relocating the highway to grade and into a tunnel under Riverside Boulevard would block this crossing, although the 1992 traffic plan indicated a signalized intersection.

Con Edison's Hudson River Power Station occupies the south side of 59 Street opposite the site. Although the façade of the powerhouse is handsome it is, at sidewalk level, essentially blank. There is talk of landmarking and finding new uses for the historic building; however, on the east side of Manhattan the Waterside Power Station was recently demolished and is to be replaced by high density housing.

Although the superblock occupied by the Time Warner Center and Coliseum Park Apartments blocks 59 Street at Columbus Avenue, a block short of Columbus Circle, 59 Street is busy with pedestrians coming and going to Roosevelt Hospital and John Jay College. It would be convenient for them to be able to use 59 Street to enter the site and to reach the waterfront. To encourage pedestrians the proposed design might be modified to provide a wider sidewalk on the north side of 59 Street, perhaps with a double row of trees.

61 Street: The superblock occupied by Fordham University blocks 61 Street in a cul-de-sac just east of Amsterdam Avenue. As a result, access to the site via 61 Street is somewhat indirect from the east. On the other hand, the full intersection between 61 Street and Riverside Boulevard will allow direct access to and from Riverside Park.

A street has two sides and its character depends on how both sides are used – where the lobbies, service areas, and garage entrances are located, what the ground floor uses are, and how the buildings and sidewalks are designed and landscaped. 61 Street seems likely to have apartment buildings on both sides and generally non-residential ground floor uses, including a school. It is less clear whether the residential buildings on the south side of the street will have their lobbies face 61 Street or 60 Street or both.

The proposed design recognizes that 61 Street will connect to Riverside Park and that 60 Street is unlikely to. It therefore angles its buildings and landscape at the west end of the site to encourage pedestrian circulation between the waterfront via 61 Street and Broadway via 60 Street.

Relocated Highway: Although it is unknowable whether or when the proposed relocation of the elevated highway will be realized it is important to design Riverside South to function with the highway elevated or at grade and to consider how a relocated highway might best be designed to accommodate Riverside South.

Functionally 12 Avenue today changes from boulevard to highway between 55 and 57 Streets. The intersections at 57 and 56 Street allow limited vehicular turns; 55 Street allows vehicles and pedestrians to cross the avenue. 59 Street allows vehicles and pedestrians to cross under the highway.

Because 57 Street is a wide, two-way, cross-town street the uninitiated would expect it to have full access to and from 12 Avenue and across 12 Avenue to the waterfront. Because of the marine transfer station on the waterfront at 59 Street it is useful for vehicles to be able to cross the highway there. Can 12 Avenue be designed to accommodate these features when the highway is relocated to grade and into the tunnel under Riverside Boulevard? The answer may depend on whether 12 Avenue is understood to change from boulevard to highway at 59 Street or further south.

The portal of the highway to the tunnel under Riverside Boulevard will allow a full intersection between 61 Street and Riverside Boulevard above the highway and pedestrian access to Riverside Park. Between 61 and 59 Streets the two portions of Riverside Boulevard will descend on either side of the highway from above the highway at 61 Street to level with the highway at 59 Street. This precludes a vehicular crossing of the highway at 60 Street and makes a pedestrian overpass awkward. At 59 Street the width of

the right-of-way may not allow turning lanes; however, since the highway and 59 Street will be at the same level, a traffic light would allow pedestrians and vehicles to cross. The traffic plan in 1992 indicates a signalized intersection at 59 Street with the highway relocated to grade. 58 Street has similar opportunities and constraints. At 57 Street there seems to be the potential for a complete intersection similar to that at 42 Street.

Streets and Buildings: The proposed design seems undecided between two well established theories of urban design – towers-in-a-park and street-wall-blocks. Buildings 3 and 4 in the southwest portion of the site are clearly tower-in-a-park. They ignore the sidewalk and face a driveway within the site. Buildings 2 and 5 in the eastern portion of the site, although somewhat eroded from the surrounding streets and with ground floor uses often retreated from the sidewalks, fill their blocks and have street walls and uses facing each street. Building 1 is more conflicted. It approximates a street wall building on its north side, along 61 Street, and a tower-in-a-park along its south side. It hopes for ground floor retail on all four sides but only on 61 Street would the retail front a sidewalk.

The extension of 60 Street across the rest of the site and an understanding that access to buildings and their ground floor uses is to be from sidewalks might resolve the inconsistencies with which the design deals with streets and circulation.

This is not saying that some of the buildings should not be towers in or facing open space or that a design in which some buildings frame an open space and others are objects in that space should not be valid. It is saying that streets are a city's circulation system and that their success depends on a close and supportive relationship with the buildings that face them.