

## **1.0 PROJECT DESCRIPTION**

### **1.1 Introduction**

The Hospital for Special Surgery (HSS or the “Hospital”) is proposing a major renovation and expansion for modernization of its existing facility located between East 70<sup>th</sup> Street, East 72<sup>nd</sup> Street, York Avenue, and the Franklin Delano Roosevelt (FDR) Drive, in Community District 8 of Manhattan, New York County, New York, 10021 (see Figure 1.1, Site Location Map). The proposed project is a Type I Action.

### **1.2 Location and Existing Site Conditions**

The existing facility at the Hospital for Special Surgery consists of the Main Hospital Building encompassing the West and East Wings; the Caspary Research Building; and the Belaire Building.

The Main Hospital Building is located at 535 East 70<sup>th</sup> Street (Block 1482, Lot 20). The West Wing is a partial 8-story and partial 4-story building. The original building was constructed in 1954 and an addition was constructed on it in 1980 to complete the West Wing. The East Wing is a 7-story building with a partial 8<sup>th</sup> story, constructed in 1995, on a platform within the air space over the FDR Drive. The West and East Wings combined consist of 355,901 square feet (SF) of community facility space.

The Caspary Research Building is located at 541 East 71<sup>st</sup> Street (Block 1483, Lot 23). It is an 8-story building, constructed in 1958, that consists of 66,631 SF of community facility space used for medical research.

The Belaire Building is located at 525 East 71<sup>st</sup> Street (also known as 524 East 72<sup>nd</sup> Street) (Block 1483, Lot 33). It is a 39-story building, constructed in 1987-1988, that consists of 113,917 SF of community facility space on the 1<sup>st</sup> through 14<sup>th</sup> floors for the Hospital for Special Surgery and 192,076 SF of residential space for condominiums on the 15<sup>th</sup> through 39<sup>th</sup> floors. The residential use is not owned by and is unrelated to the Hospital for Special Surgery.

The planes of air space over the FDR Drive between the north side of East 62<sup>nd</sup> Street and the north line of Lot: 23 in Block: 1483 (which is at the midblock between East 71<sup>st</sup> Street and East 72<sup>nd</sup> Street) and portions of East 63<sup>rd</sup> Street, East 70<sup>th</sup> Street and East 71<sup>st</sup> Street between York Avenue and the westerly side of the FDR Drive in the area were eliminated, discontinued, closed, and allocated to hospitals in accordance with the 1973 Agreement, as amended, among the City of New York, The Society of New York Hospital, The New York Society for the Relief of the Ruptured and Crippled maintaining The Hospital for Special Surgery, and The Rockefeller University (the “Agreement”). The parcels assigned to Hospital for Special Surgery are 3A, 3B and 3C of Block 1482, Lot 9020.

In accordance with the Agreement, as amended, and a special permit granted in 1992 (C910485ZSM), HSS constructed a platform over the FDR Drive in the volume of air provided for in the Agreement, upon which it constructed the East Wing Building. The East Wing

building was approved to be 8-stories in height. In addition, the amended agreement requires construction of the pedestrian access bridge to the East River Esplanade, that starts on the north side of East 71<sup>st</sup> Street and crosses over the FDR Drive and terminates in a switchback ramp bringing pedestrians down to the level of the East River Esplanade, was constructed.

### **1.3 Renovation and Expansion Plan**

HSS plans a renovation and expansion of existing facilities that would be completed in 2010. All of the expansion is allowed under the terms of the Agreement, as amended (in 1983 and 1993). The expansion plan will require modification of an existing Special Permit (C910485ZSM), approved February 24, 1992, as well as a new Special Permit, pursuant to ZR section 74-682. As part of the proposed action, ZR Section 74-682 would be amended to allow for the modification of loading controls for an institution occupying more than one zoning lot whose expansion was authorized under the 1971 legislation.

With discretionary approval of the proposed actions, HSS proposes the new construction of 137,869 SF of zoning floor area of new space in two locations: 50,998 SF of zoning floor area on the East/West Wing (the elevators servicing the East Wing would be constructed in the West Wing) to add the 9<sup>th</sup> through 11<sup>th</sup> floors with a roof-top mechanical equipment room in the East Wing and 86,869 SF of zoning floor area for a new 12-story River Building with a roof-top mechanical equipment room to be constructed on a platform within the air space over the FDR Drive along the north side of East 71<sup>st</sup> Street. Access to the River Building would be provided by walking through the second floor of the adjacent Caspary Building. There would also be a new pedestrian bridge constructed at the third floor level connecting the East Wing of the existing Main Hospital to the new River Building. The East Wing of the existing Main Hospital was constructed on a platform within the air space over the FDR Drive along the south side of East 71<sup>st</sup> Street in 1995, pursuant to a Special permit granted in 1992 by the City Planning Commission (C 910485 ZSM).

#### ***Expansion Allowed Under the 1973 Agreement, and Subsequent Development***

In 2007, HSS added 41,531 SF of zoning floor area to the West Wing of the main hospital building, completing the 5<sup>th</sup> through 8<sup>th</sup> floors, and added a 9<sup>th</sup> floor, and a mechanical room on the 10<sup>th</sup> floor roof. HSS also added 9,644 SF of zoning floor area to complete the previously approved 8<sup>th</sup> floor of the East Wing of the main building. In conjunction with the expansion, HSS renovate 74,955 SF in the East Wing and West Wing of its existing Main Hospital Building at 535 East 70<sup>th</sup> Street (Block 1482, Lot 20), Caspary Building at 541 East 71<sup>st</sup> Street (Block 1483, Lot 23), and Belaire Building at 525 East 71<sup>st</sup> Street, floors 1-14 (Block 1483, Lot 33). ] The As-of-Right construction of the addition to the West Wing, the 8<sup>th</sup> floor of the East Wing, and renovation of the existing Main Hospital Building, Caspary Building, and Belaire Building are not included in the proposed project since they were completed in 2007. This construction was accounted for in the build year background data of the EIS and is not part of the proposed project.

## **1.4 Proposed Project Description**

The proposed project includes 137,869 SF of zoning floor area of new construction described above including the 50,998 SF of zoning floor area proposed to be constructed for the 9th through 11th floors of the East/West Wing and the 86,869 SF of zoning floor area new River Building proposed to be constructed on a platform over the FDR Drive. The build year for the proposed project is 2010.

The proposed project would provide the Hospital for Special Surgery with the additional space needed for modernization of the facility by expanding operating room capacity, inpatient beds, ambulatory surgery, diagnostic imaging services, sports medicine rehabilitation, and physician offices in a close proximity to the existing Buildings in order to maximize their operational capabilities. Expansion and modernization would allow the facility to accommodate high utilization and volume increases in surgeries and patients.

HSS asserts that the proposed River Building represents the last opportunity for the Hospital for Special Surgery to expand on its constrained campus, and is essential to the Hospital that they have the continued ability to serve the needs of its patients in a comprehensive manner. The twelve-story building contains only 86,869 square feet of zoning floor area, with floor plates ranging from approximately 9,400 SF on the lower four floors and 7,600 SF on floors five through twelve, in order to minimize visual impacts and reduce the bulk of the design. The small floor plate sizes limit the Hospital's ability to expand in an efficient manner, but in the Hospital's view reflect a balance between the Hospital's space needs today, the need to create flexibility within the building for changes in use, equipment, and technologies over time, and a desire to avoid undue conflicts with neighboring buildings.

The first four floors of the River Building have the largest floor plates, allowing for some flexibility in programming, now and in the future. As presently envisioned by the Hospital, the second floor (the first occupiable floor), will house lobby and reception areas (approximately 3,800 SF); a radiology unit for the Sports Medicine practice (approximately 4,600 SF), and vertical circulation and support space (approximately 1,000 SF). The next three floors, each 9,400 square feet, will house eight doctors' offices in the Sports Medicine practice, with the offices and administrative areas along the perimeter of the building. Circulation and building core space will occupy about 20% of the floor plate, and approximately ten to eleven examining rooms will be located in the interior. These floors provide a reasonable layout for medical suites and examining rooms, and are also the only floors in the building that would be able to accommodate a larger use in the future.

As stated by the Hospital, the programs on the smaller, upper floors of the Building will be more constrained. The 6<sup>th</sup> and 7<sup>th</sup> Floors are anticipated to house sports rehabilitation facilities serving the Sports Medicine practice in the lower floors of the River Building and the Hospital as a whole. The 8<sup>th</sup> Floor will be occupied by a radiology department for the Arthroplasty department. These uses include larger open spaces and work better in the 7,600 square foot floor plate than individual doctor's offices and examining rooms because circulation requirements are less. However, HSS stated that even for these floors circulation and vertical support areas will generally reduce the usable space to approximately 6,000 square feet.

The 9<sup>th</sup> through 12<sup>th</sup> Floors will house doctor’s offices and examining rooms (anticipated for Arthroplasty Department) similar to Floors 3 to 5. However, HSS affirmed that due to the smaller floor plate, the number of offices is reduced to five or six per floor (rather than eight) and the doctor’s offices are smaller in size than those on the lower floors, reducing flexibility. The smaller floor plates on the upper floors were created in order to minimize visual impacts and reduce the bulk of the design. In addition HSS has stated that, the number of examining rooms per floor is reduced to six or seven (rather than ten or eleven). Circulation and building support occupies a substantial portion of each of these floors, reducing the portion of the floor available for program to approximately 5,000 – 5,200 square feet.

Overall, the proposed reduction in floor plate size, as determined by HSS, from 9,600 to 7,600 square feet already included in the program translates into 30 to 40% reduction in program per floor. The River Building as proposed by HSS utilizes almost all of the floor area available on the zoning lot, and accordingly any reduction in floor plate size will inevitably result in a smaller program for the River Building. This is an unacceptable result for a Hospital committed to responding to its patient’s needs for years to come.

It should be noted that as designed, the River Building will share a common side lot line with the adjoining Edgewater building for a width of only approximately 5 feet, and for only the first four stories of the River Building (overlapping with approximately 5 stories of the Edgewater building). The minimal overlap has been designed to avoid conflict with windows in the adjoining Edgewater residential building, though the wall will be adjacent to four balconies located on the southeast corner of the building. This design reflects a practice established with the Caspary Research Building to the River Building’s west, where the Hospital voluntarily set part of its building back from the common lot line to allow the Edgewater residential building to locate windows along a side lot line, a condition that typically does not exist in Manhattan. HSS declares that both the configuration of the Building and its design will allow them to continue to further its core mission of serving its patients, and to do so in a manner that minimizes its effect in the surrounding neighborhood.

The Hospital for Special Surgery has a certified capacity of 162 patient beds and an estimated 1,773 employees. The new construction permitted under the Agreement, as amended, and the subsequent City approvals, would result in a net gain of twenty-six (26) new patient beds and an estimated 464 employees by 2010.

**Table ES-2. Proposed Development.**

<b>Proposed Project</b>	<b>Zoning Square Footage of the Proposed Project Requiring Discretionary Actions</b>
East/West Wing (9 <sup>th</sup> – 11 <sup>th</sup> Floors)	50,998 SF of zoning floor area
New River Building	86,869 SF of zoning floor area
<b>TOTAL</b>	<b>137,869 SF of zoning floor area</b>

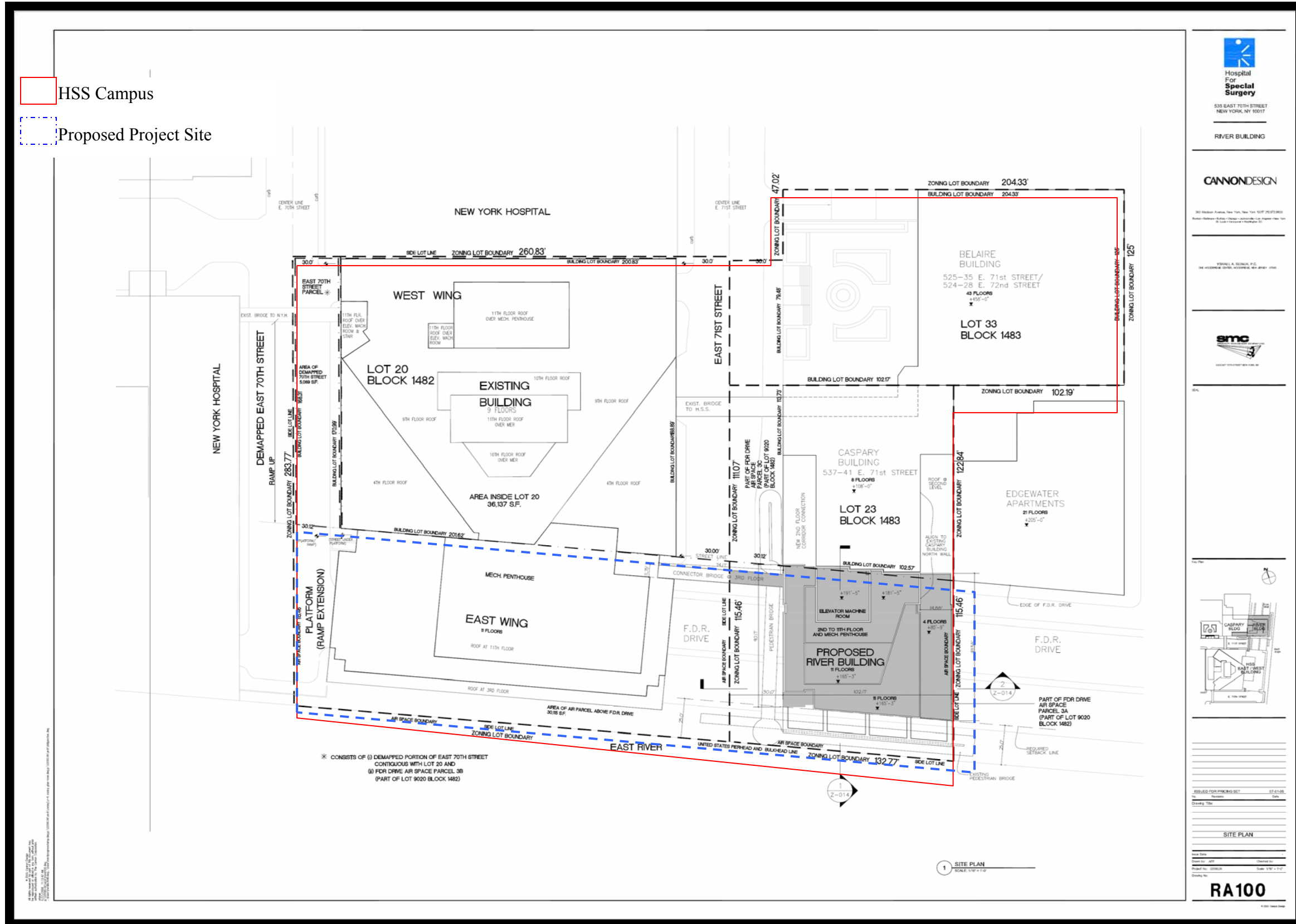
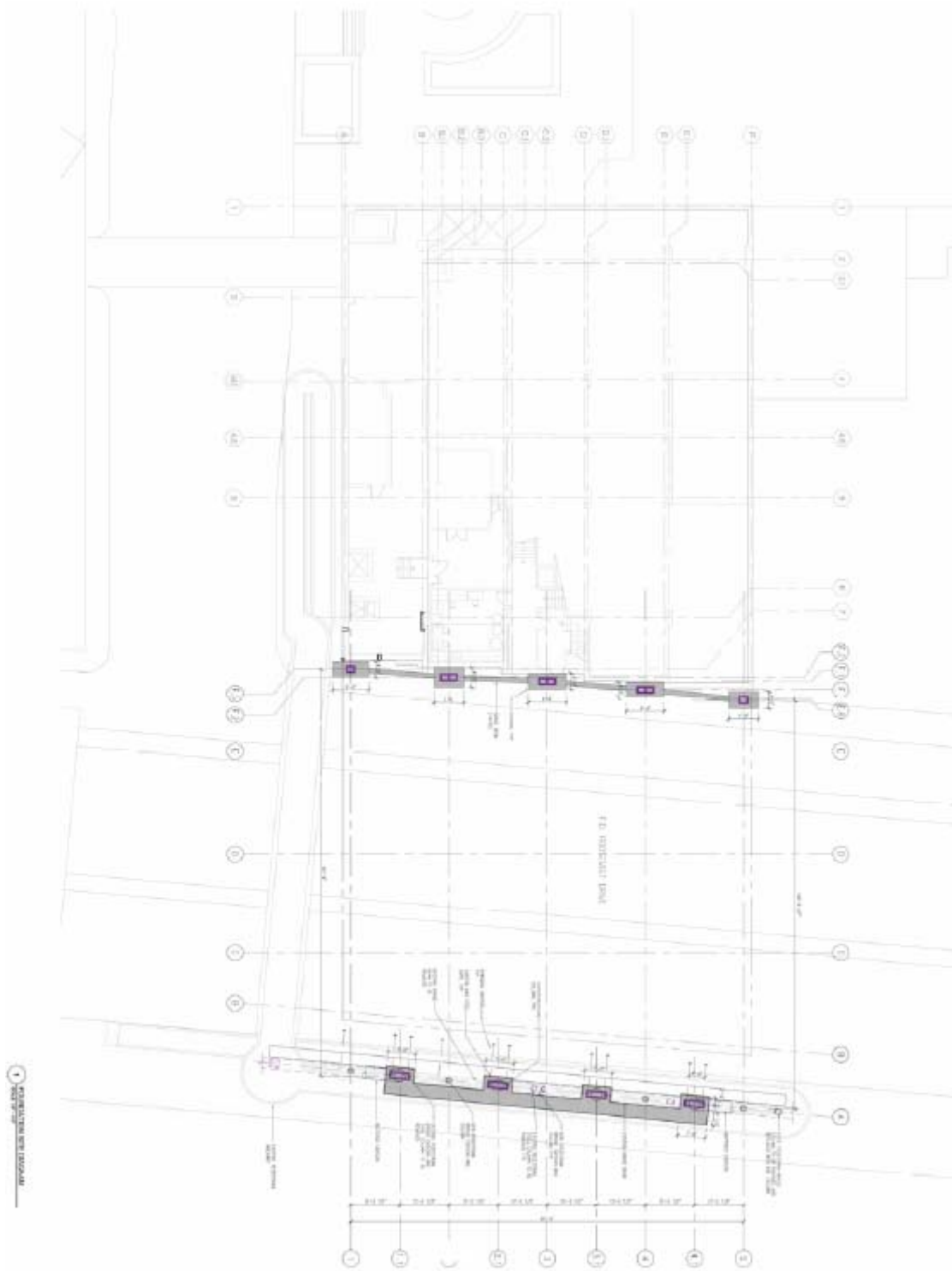
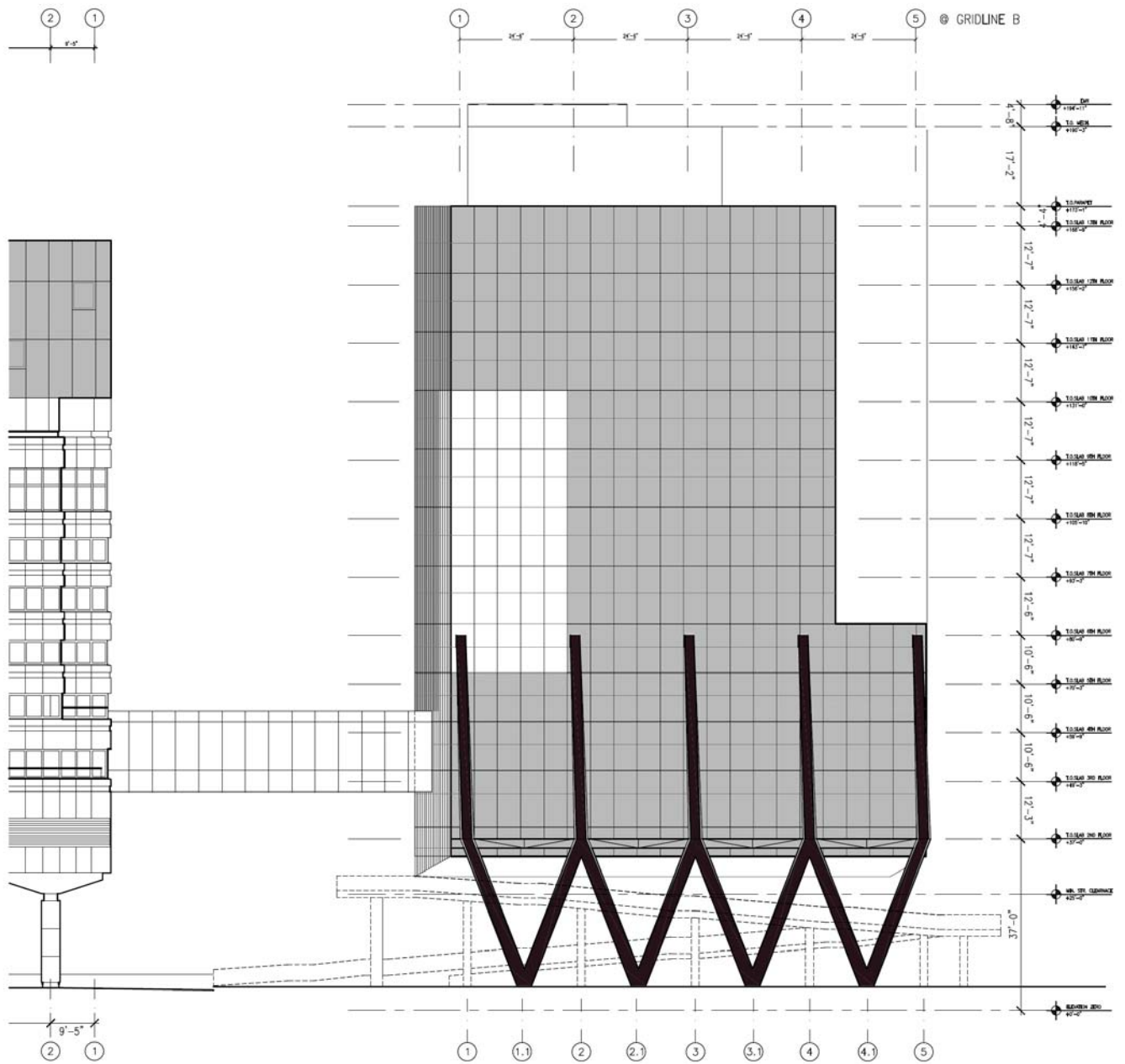


Figure 1-1. Site Plan

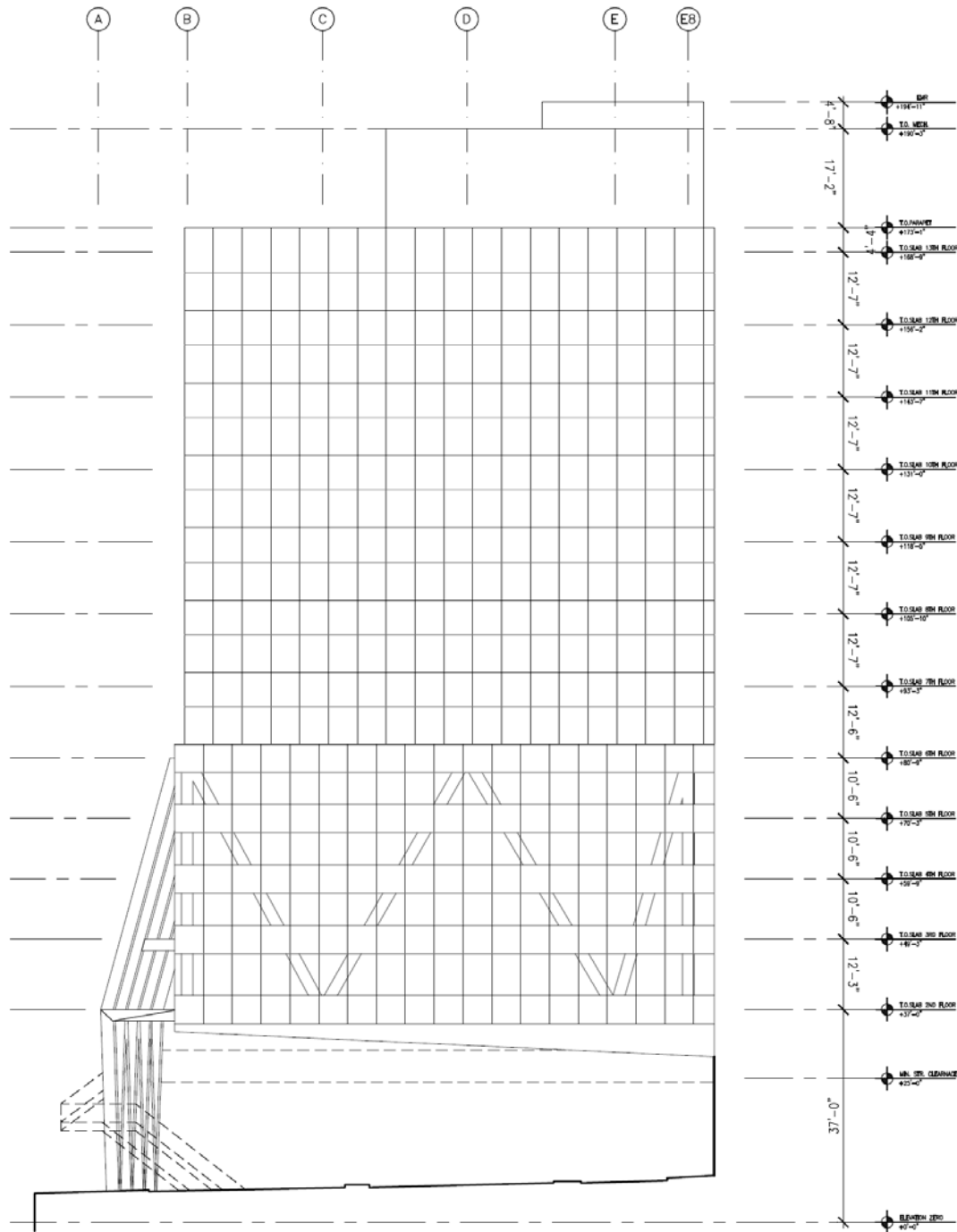


**Figure 1-2. Foundation Site Diagram**



2 EAST ELEVATION  
SCALE: 1/16" = 1'-0"

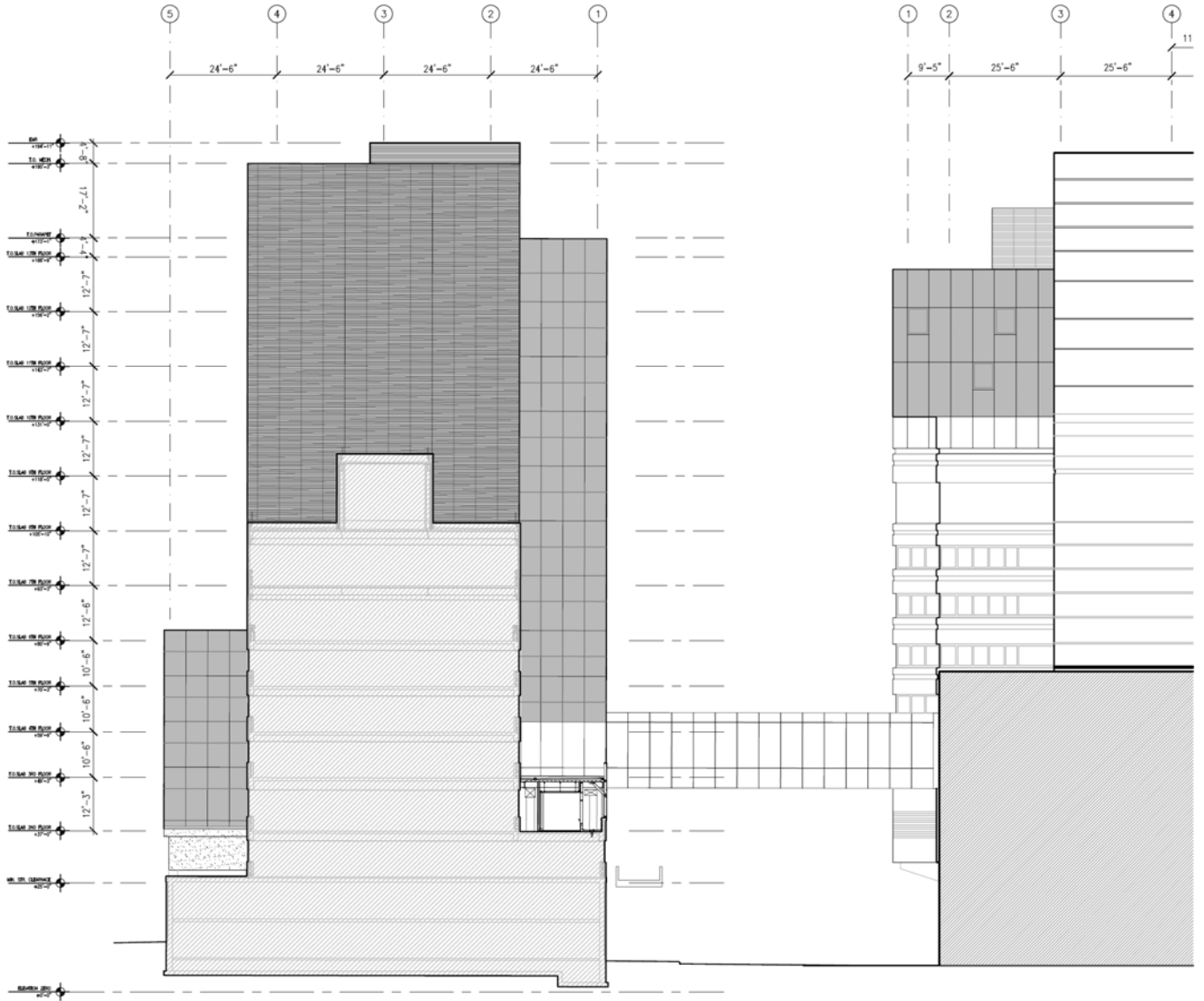
Figure 1-3. River Building, East Elevation



1 NORTH ELEVATION  
SCALE: 1/16" = 1'-0"

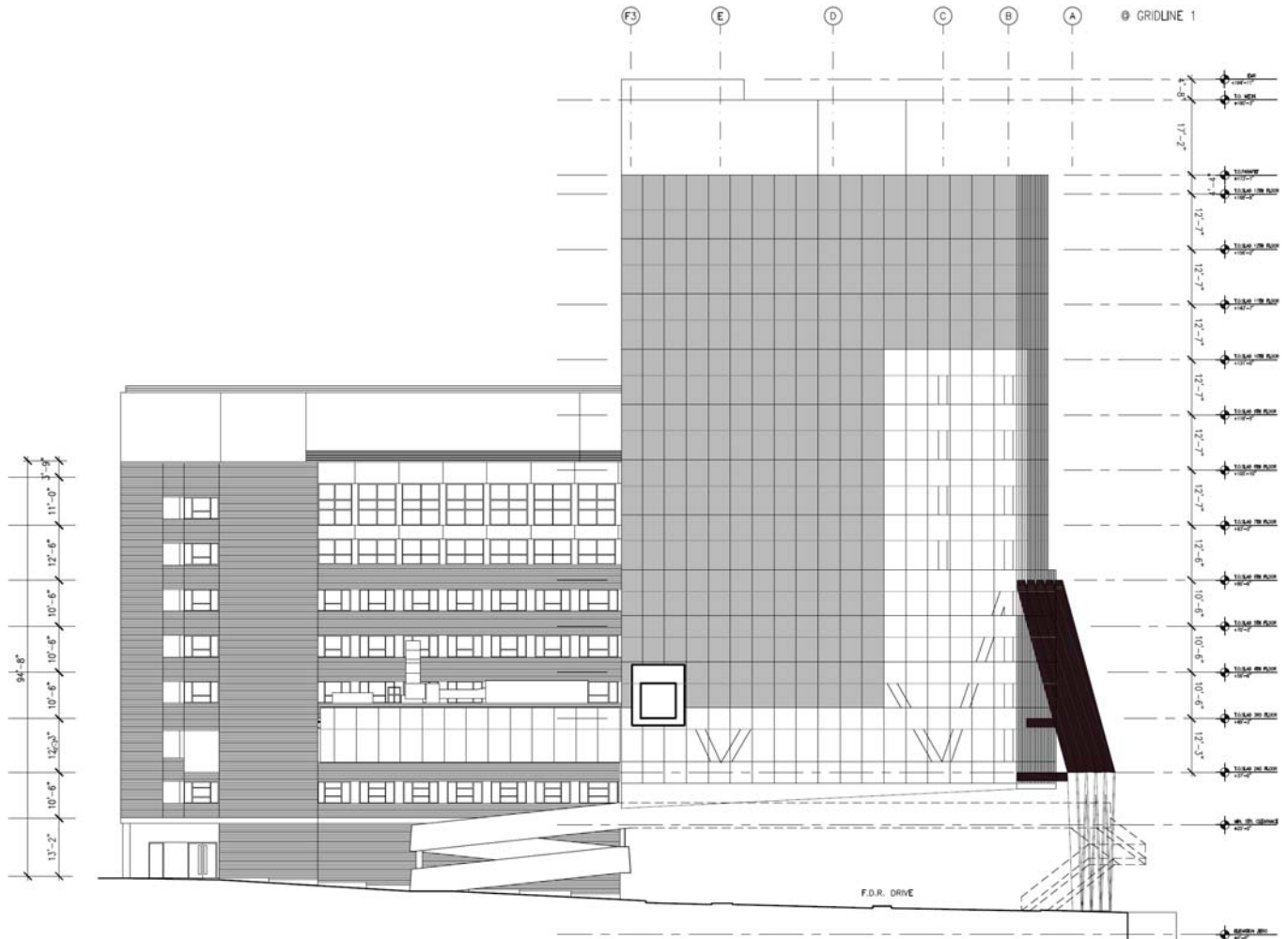
Figure 1-4. River Building, North Elevation





2 WEST ELEVATION  
SCALE: 1/16" = 1'-0"

Figure 1-5. River Building West Elevation



1 SOUTH ELEVATION  
SCALE: 1/16" = 1'-0"

Figure 1-6. River Building South Elevation

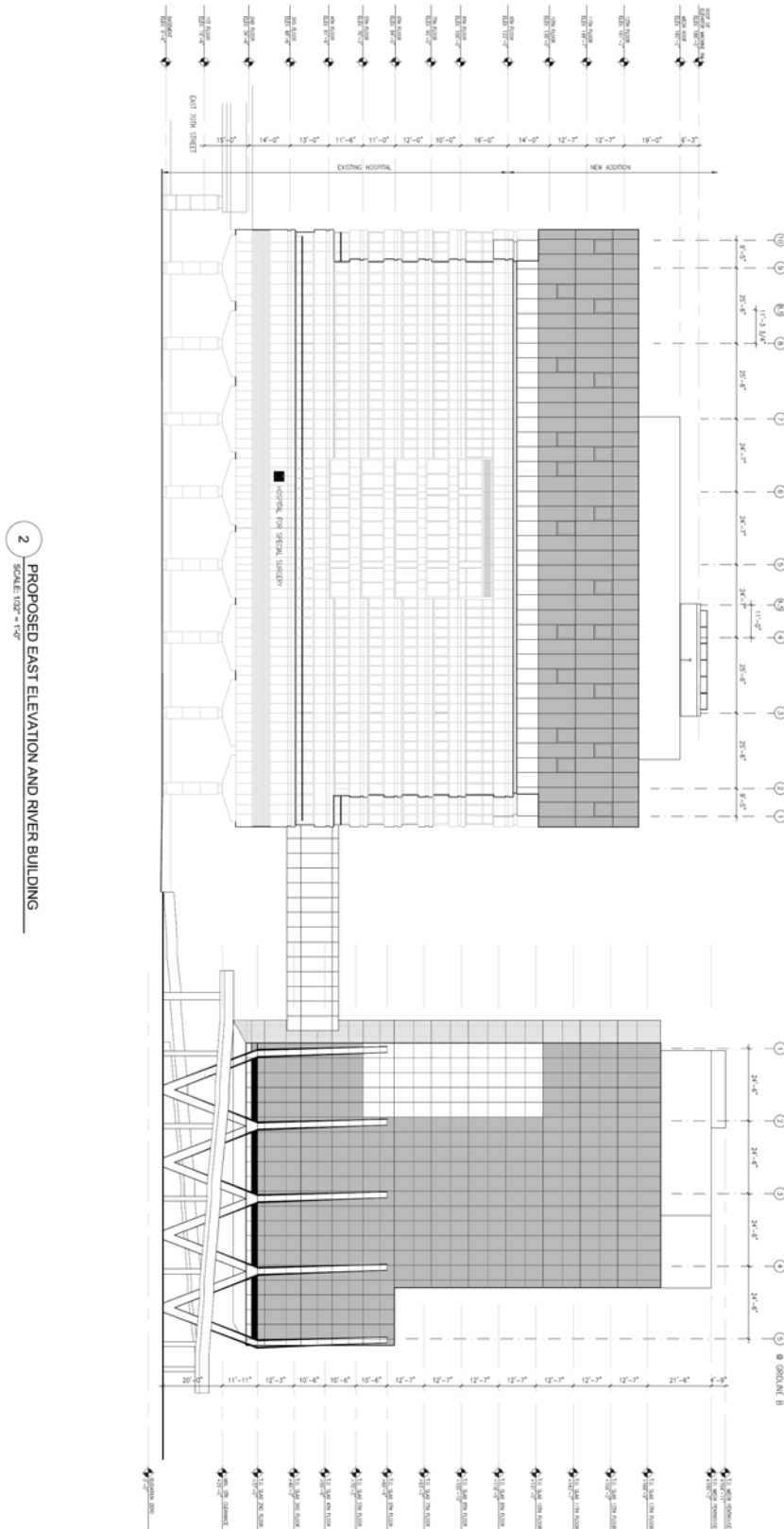
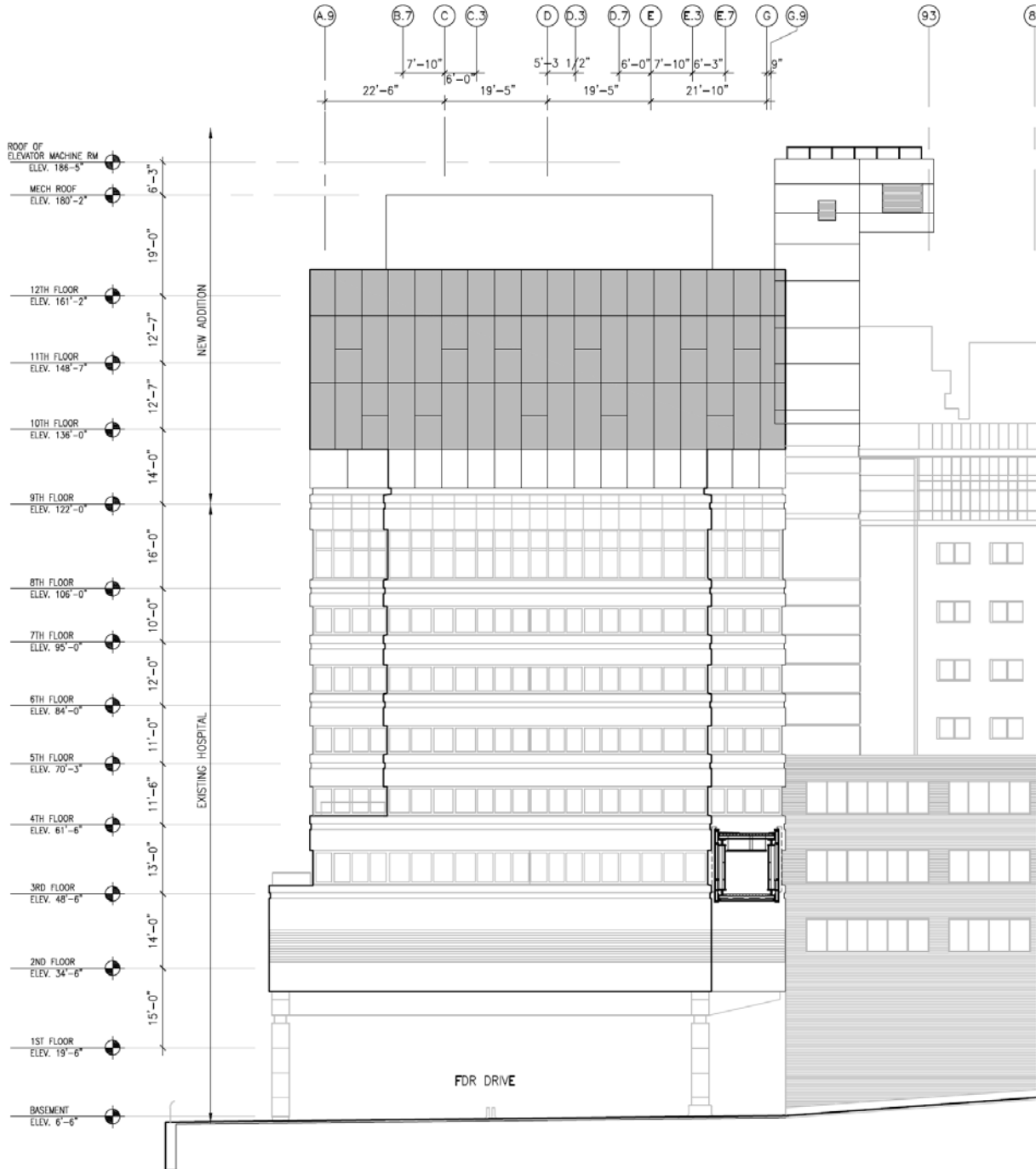
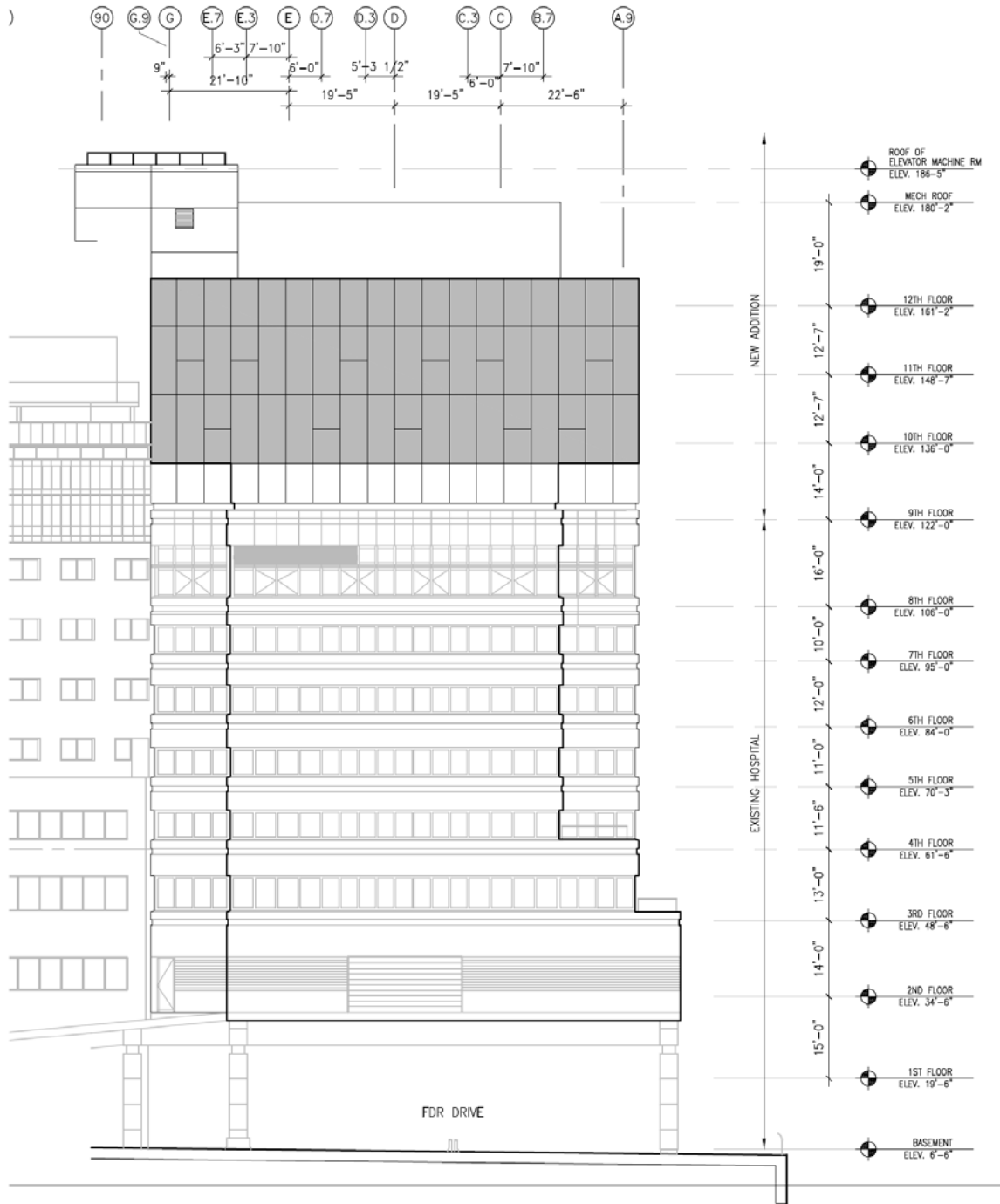


Figure 1-7. East Wing and River Building East Elevation



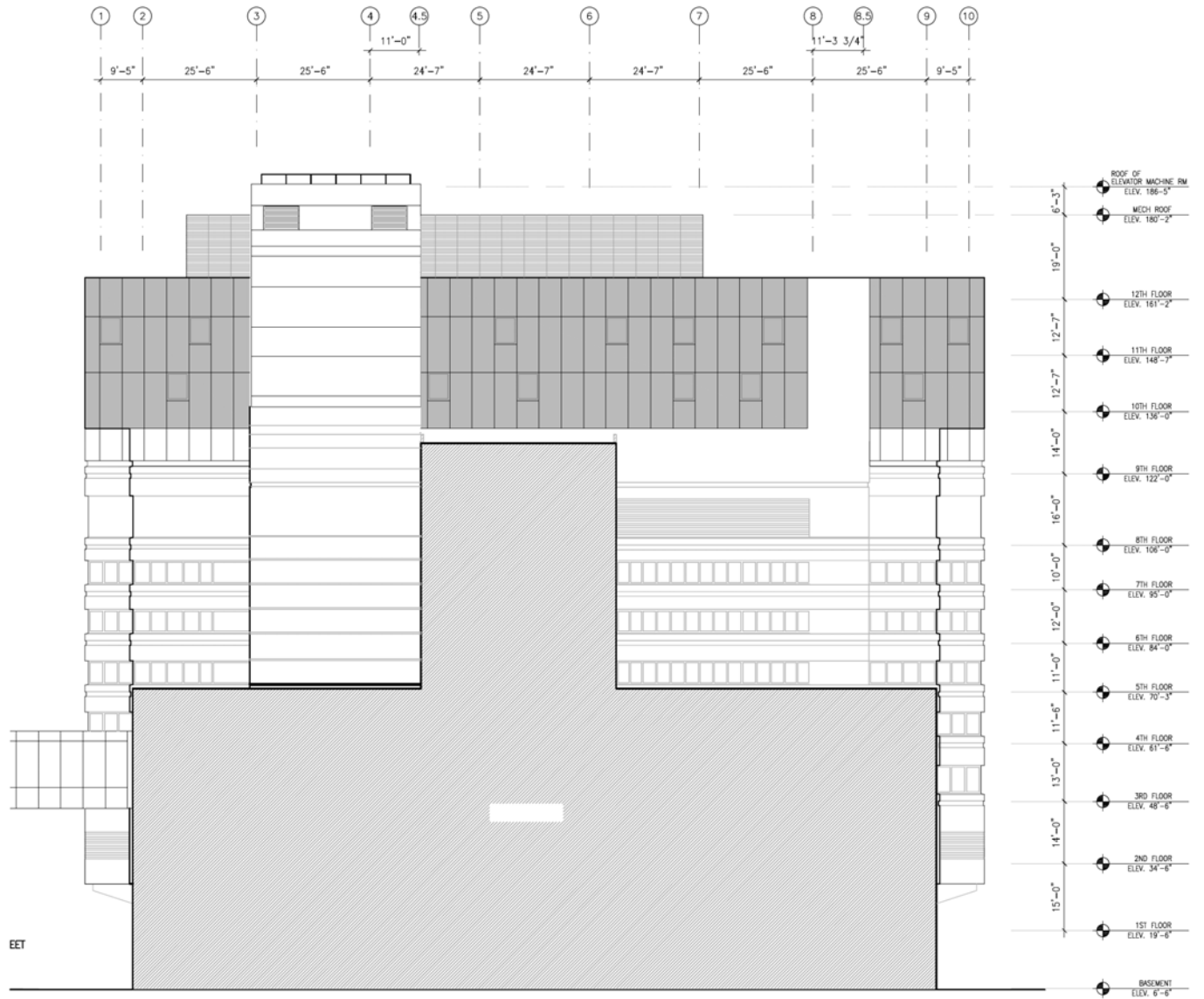
1 PROPOSED NORTH ELEVATION  
SCALE: 1/16" = 1'-0"

Figure 1-8. East Wing North Elevation



2 PROPOSED SOUTH ELEVATION  
SCALE: 1/16" = 1'-0"

Figure 1-9. East Wing South Elevation



3 PROPOSED WEST ELEVATION  
SCALE: 1/16" = 1'-0"

Figure 1-10. East Wing West Elevation

## **1.5 Need for the Proposed Project**

The Hospital for Special Surgery maintains that it is an integrated specialty service campus dedicated to orthopedic surgeries, research, teaching, and clinical practices. The Hospital stated that it has a pressing need for additional modern and efficient space for patients and physicians to accommodate current and expected increased utilization rates and volume increases in surgeries. The proposed addition to the HSS Campus would allow HSS to expand operating room capacity, inpatient beds, ambulatory surgery, diagnostic imaging services, sports medicine rehabilitation, and physician offices to meet these increases in the number of surgeries performed and to continue its role as a leading teaching and research facility specializing in orthopedics

HSS has confirmed that in order to meet their needs efficiently and they must continue to provide sufficient services, by continuing to operate as an integrated facility whose functions are co-located in one campus. This is so for several reasons. HSS states that they are a specialty hospital, which unlike a general tertiary care facility, does not have a large number of departments that could operate efficiently in a variety of locations because they deal with entirely different fields of medical treatment and results. Second, clinical research and patient care at HSS are joint undertakings; i.e., the same physicians who do clinical research are also treating patients. HSS believes that by separating those two (2) functions by expanding their patient care facilities at a location other than the existing campus and leaving research facilities at the campus would reduce the efficiency and the ability of their researchers and clinicians to interact. Separating the function could adversely affect the quality of their patient care and the ability to continue recruiting highly qualified staff.

HSS maintains that their operations are also closely integrated with the neighboring hospitals. HSS' physicians provide orthopedic staff for the Emergency Department at New York Presbyterian and Cornell Medical Center which are connected via a pedestrian bridge on the second floor and on the cellar level.

Furthermore, a portion of the air spaces over the FDR Drive were allocated to the hospital in accordance with the Agreement, as amended. The parcels assigned to the Hospital for Special Surgery are 3A, 3B and 3C of Block 1482, Lot 9020 these parcels include the subject property. Previously, the City demapped, eliminated and discontinued the remaining portion of East 70th Street below parcel 3B and allocated this portion of the street to the New York Presbyterian Hospital. The current proposal would allow for property identified in 1973 as appropriate for hospital purposes to be used in this manner. HSS asserts that the location of the proposed new River Building is a viable and perfectly fit location for the expansion project, given its proximity to the remainder of the HSS campus, the ability to share resources, and connect to operating and other HSS services above grade to provide comprehensive treatment from diagnosis to surgery to rehabilitation.

## **1.6 Proposed Actions**

The proposed project seeks discretionary approvals, which require environmental review under the City's Environmental Quality Review (CEQR) procedures. The proposed project would require the following New York City City Planning Commission (CPC) Uniform Land Use Review Procedure (ULURP) actions:

- Special Permit for new construction in the air space over the FDR Drive for the new River Building pursuant to Zoning Resolution (ZR) §74-682 and to allow for modifications for loading requirements;
- Modification of the existing Special Permit (C910485ZSM, approved February 24, 1992) for the East Wing of the Main Hospital pursuant to Zoning Resolution §74-682;
- Zoning Text Amendment to ZR section 74-682 (Developments Over Streets) to modify off-street loading requirements and to allow loading berths to be located anywhere within the HSS campus without regard for zoning lot lines for zoning lots adjacent to air space that has been closed, demapped and conveyed by the City to non-profit institutions in R9 or R10 districts, pursuant to State enabling legislation enacted in 1971; and
- City Map Amendment to eliminate, discontinue and close portions of the FDR Drive right-of-way and the disposition of real property related thereto, to allow for the placement of columns and footings associated with construction of the proposed River Building on the sidewalk at the west edge of the FDR Drive and east of the roadway of the FDR Drive, in the East River Esplanade.

The proposed project would require the following New York City CPC non-ULURP actions:

- Approval by the CPC for building over the FDR Drive under the Article 15 of the Agreement;
- Approval by the City Planning Commission under Article 13 of the Agreement, as amended in 1993, for placement of support structures on the East River Esplanade; and
- Waterfront Revitalization Program consistency determination from the City Coastal Commission, which is the New York City Planning Commission;

The proposed project would require the following City Planning Director of the New York City Department of City Planning action:

- Under the 1973 Agreement, Article 12B, as amended, approval by the Director of the New York City Department of City Planning for construction plans relating to construction phases, the EIS, landscape plan, lighting plan, security plan, ventilation plan, noise quality plan, and plans for closing the FDR Drive, East River Esplanade and public pedestrian bridge at East 71<sup>st</sup> Street over the FDR Drive during construction;

The proposed project would require approval by several other New York City agencies, including;

- Approval from the New York City Department of Transportation (NYCDOT) of any construction plans as they related to closures of streets, highways or individual lanes and diversions or rerouting of traffic;



- Approval from the New York City Art Commission for construction over a City highway (the FDR Drive); and

The proposed project would require the following New York State actions:

- Certificate of Need (CON) from the New York State Department of Health (NYSDOH). The CON application was approved in November 2004 (not subject to SEQRA/CEQR);
- Health facilities approval from the New York State Department of Health - Office of Health Systems Management (not subject to SEQRA/CEQR); and
- Issuance of bonds by the Dormitory Authority of the State of New York (DASNY), a discretionary action subject to SEQRA/CEQR review.

The proposed project would require the following Federal actions:

- Federal construction loan insurance guarantee is needed from the Federal Housing Administration (FHA). HSS' application for loan guarantees with respect to the project is not currently under consideration. Accordingly, FHA has not made a commitment to provide loan guarantees to the proposed project, and accordingly, FHA's obligation under NEPA, if any, has not been triggered. However, the project will undergo NEPA and additional Federal reviewed as needed.

## **1.7 Changes in Population**

The Hospital for Special Surgery has a certified capacity of 162 patient beds. The proposed project would result in the addition of twenty-sixty (26) patient beds constituting a net gain of twenty-six (26) new patient beds and an estimated 464 employees.

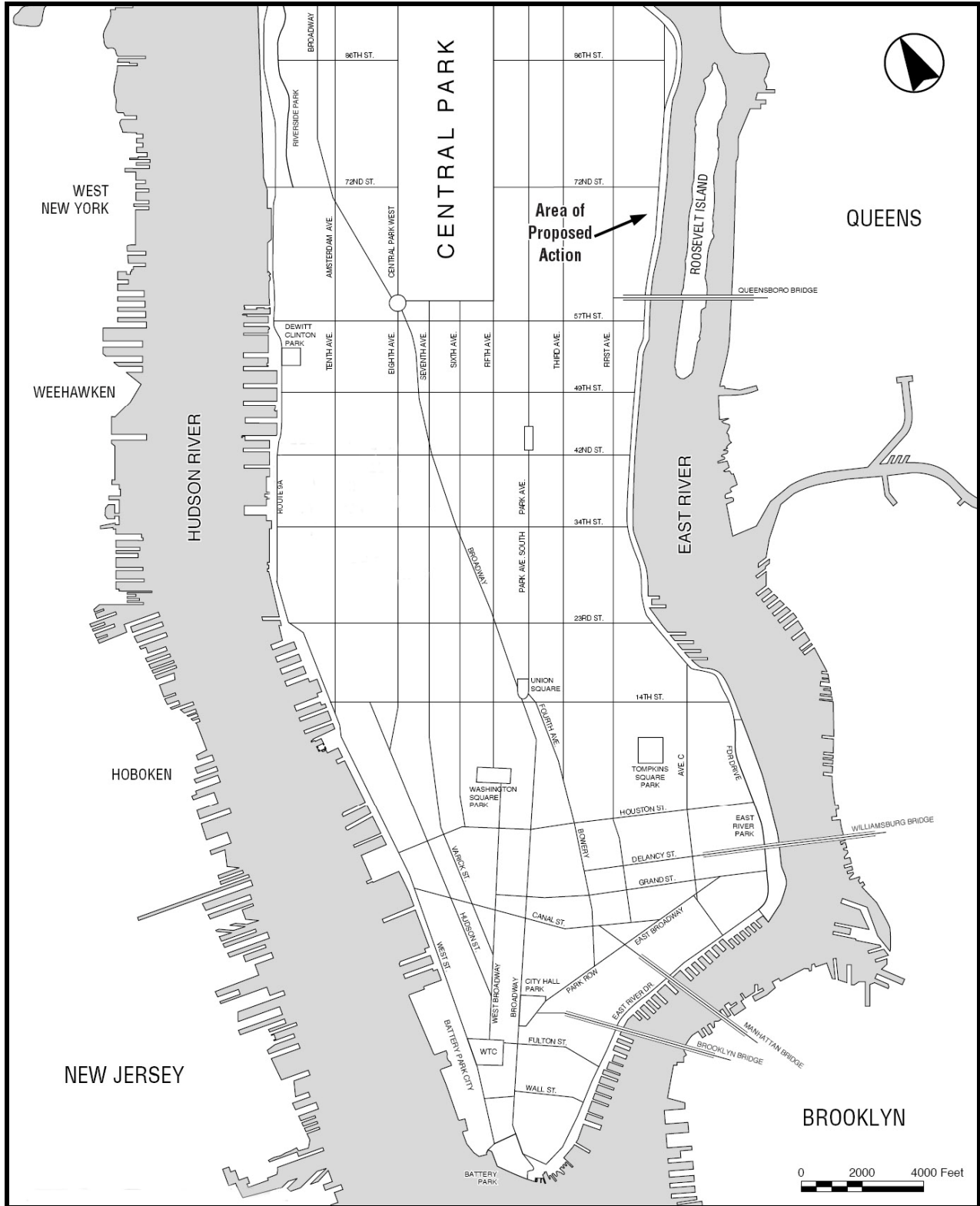


Figure 1-11. Site Location Map.

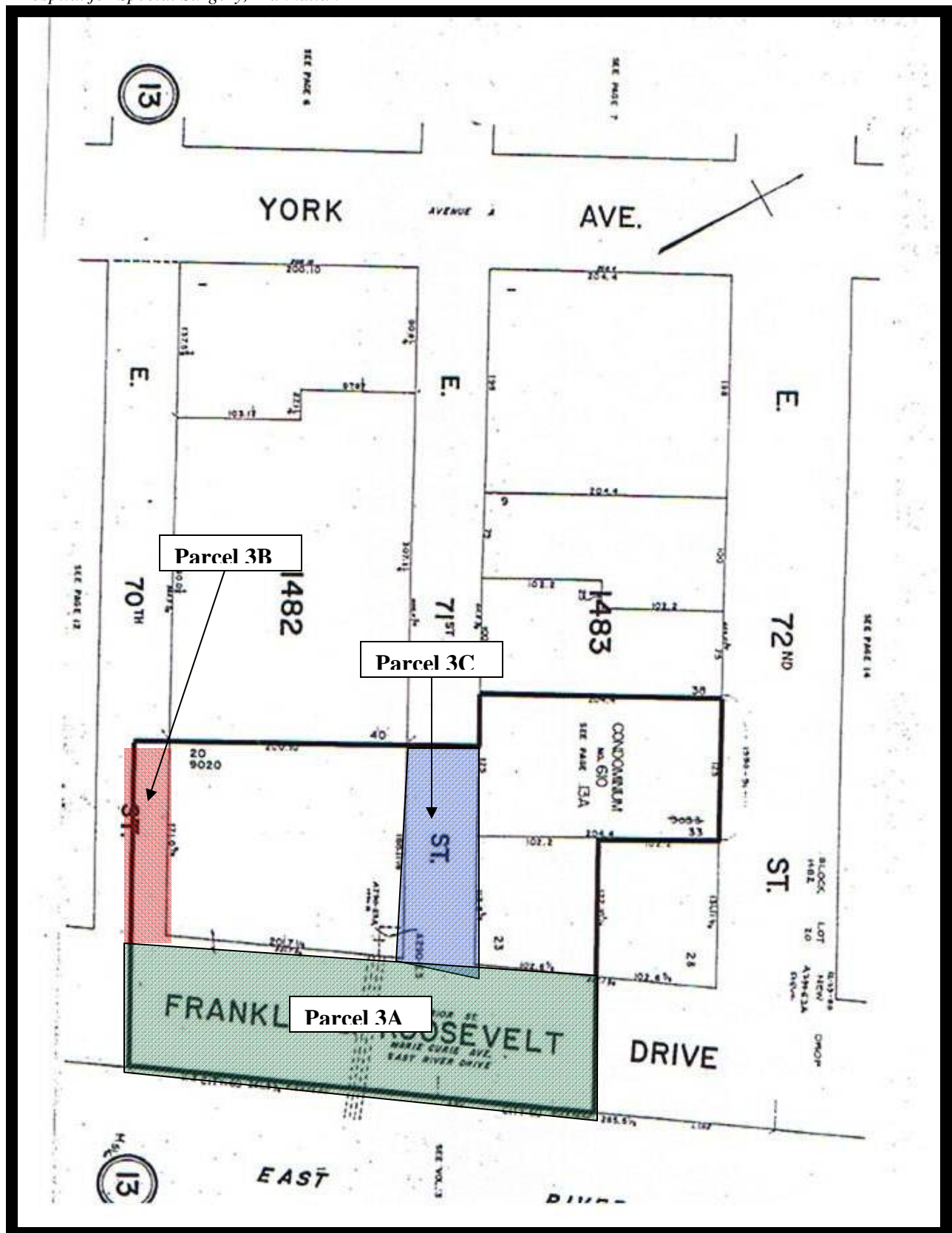


Figure 1-12. Parcels Allocated to HSS