

Community Board 6, Borough of Manhattan

# 197-A PLAN

FOR THE

# EASTERN SECTION OF COMMUNITY DISTRICT 6



A 197-a plan as adopted by the City Planning Commission  
and the City Council

Community Board 6, Borough of Manhattan

# 197-A PLAN

FOR THE

# EASTERN SECTION OF COMMUNITY DISTRICT 6

A 197-a plan as adopted by the City Planning Commission  
and the City Council



City of New  
Michael R. Bloomberg, Mayor

Department of City Planning  
Amanda M. Burden, FAICP, Director

Spring 2010  
DCP# 10-04



## INTRODUCTION

Under Section 197-a of the New York City Charter, community boards may propose plans for the development, growth and improvement of land within their districts. The plans are reviewed in accordance with standards and rules of procedure for 197-a plans which were developed and adopted by the City Planning Commission. Once approved by the Commission and adopted by the City Council, as submitted or modified, 197-a plans serve as policy guides for subsequent actions by city agencies.

In January 2008, the City Planning Commission approved with modifications the 197-a plan submitted by Manhattan Community Board 6. In March 2008 the City Council modified and adopted the plan as modified by the City Planning Commission.

This report provides information for those interested in the plan's policies and recommendations. It may also be of interest to other communities considering the 197-a process. The report contains four sections:

1. The City Council resolution, dated March 26, 2008, modifying and adopting the plan as modified and approved by the City Planning Commission.
2. The City Planning Commission report, dated January 28, 2008, approving the plan with modifications.
3. The Community Board's proposed 197-a plan, as submitted October 2007.
4. A guide to recommendations in the adopted Manhattan CB 6 197-a Plan.



# Section 1

## City Council Resolution

City Council Resolution, dated March 26, 2008,  
modifying and adopting the 197-a plan as modified and  
approved by the City Planning Commission

**THE COUNCIL OF THE CITY OF NEW YORK  
RESOLUTION NO. 1337**

**Resolution approving with modifications the decision of the City Planning Commission on Non-ULURP No. N 060273 NPM, a Section 197-a Plan for Community Board No. 6 in Manhattan (L.U. No. 667).**

**By Council Members Katz and Garodnick**

WHEREAS, the City Planning Commission filed with the Council on January 28, 2008 its decision dated January 28, 2008 (the "Decision"), on the Plan, known as *The 197-a Plan for the Eastern Section of Community District 6*: for Manhattan Community Board No. 6, submitted by Manhattan Community Board No. 6, pursuant to Section 197-a of the Charter of the City of New York (Non-ULURP No. N 060273 NPM) (the "Plan");

WHEREAS, the Decision is subject to review and action by the Council pursuant to Section 197-d(b)(1) of the City Charter;

WHEREAS, upon due notice, the Council held a public hearing on the Decision and Plan on February 25, 2008;

WHEREAS, the Council has considered the land use implications and other policy issues relating to the Decision and Plan; and

WHEREAS, the Council has considered the relevant environmental issues and the Negative Declaration, issued on March 31, 2006 (CEQR No. 06DCP088M);

**RESOLVED:**

The Council finds that the action described herein will have no significant effect on the environment;

Pursuant to Sections 197-a and 197-d of the City Charter and on the basis of the Decision and Plan, the Council approves the Decision with the following modifications:

Matter in underline is new, to be added;  
Matter in bracket [ ] is old, to be deleted;

*Waterfront Related Improvements*

1. Explore with Con Ed, NYCDOT and NYSDOT opportunities to widen Esplanade between 13th and 15th Streets by replacing the existing pump with a smaller pump.
2. [~~Explore with~~]Encourage NYCDOT and DPR [~~the feasibility of making~~]to make the 25th Street pedestrian bridge handicapped accessible.
3. If the FDR Drive is to be relocated to grade, which would permit a deck above the drive, the option of a park on a deck above the FDR Drive between 28th and 30th streets should be studied, within the context of the reconstruction of the FDR Drive by NYSDOT.\*
4. Improve area around 35th Street ferry landing.
5. [~~Explore the feasibility of creating~~]Encourage creation of smaller neighborhood piers for water taxis at 23rd and 42nd streets.\*
6. [~~Explore the feasibility of constructing~~]Encourage construction of a narrow esplanade walkway between 53rd and 63rd streets on a cantilever on the outboard side of the existing FDR Drive.\*
7. Explore alternatives to relocate all parking located directly on the waterfront such as the 34th Street lot, the 23rd Street Skyport parking garage, and the Con Edison Parking pier (38th to 41st streets).
8. Accommodate pedestrians, joggers, cyclists, and skaters on new esplanades and greenways.
9. The city should work with appropriate federal and state agencies to [~~explore the feasibility of~~]encourage decking over a portion of the FDR Drive, the relocation or reconfiguration of the northbound FDR exit ramp at 42nd Street, and the creation of a continuous waterfront esplanade between 34th and 42nd streets. Development on the First Avenue Properties (former Con Edison sites) should be compatible with, and not preclude, future off-site waterfront improvements.\*\*

10. Pursue measures to ensure that the waterfront esplanade at Waterside Plaza is publicly accessible.\*\*
11. [Facilitate safe inland pedestrian connections between sections of the waterfront esplanade for areas with uses that preclude direct pedestrian access along the waterfront.\*\*] Ensure that the heliport permits safe inland pedestrian connections between adjacent sections of the waterfront esplanade.
12. Encourage new pedestrian bridges and other means to provide improved public access to the waterfront [in appropriate locations based on engineering feasibility and other criteria.\*\*] particularly at 16<sup>th</sup>, 27<sup>th</sup>, 29, 39<sup>th</sup>, 40<sup>th</sup>, 41<sup>st</sup>, 42<sup>nd</sup>, 48<sup>th</sup> and 54<sup>th</sup> Streets.
13. [Explore the feasibility of providing] Encourage creation of pedestrian crossings from 35th or 36th streets to the East River Esplanade Park if a tunnel for the FDR Drive is to be constructed.\*\*
14. To preserve and create waterfront views and facilitate public access to the waterfront, appropriate zoning, land use and mapping controls (including remapping demapped streets, if feasible) as well as urban design and streetscape improvements should be used.\*\*
15. Where appropriate and physically feasible, create the opportunity for public access to the waterfront by allowing pedestrians to use streets or their extensions that have been remapped, reopened or otherwise made publicly accessible.\*\*

*Other Open Space Improvements*

16. Encourage the MTA (with DPR and DOT) to consider park decks above Queens Midtown Tunnel portals as part of the ongoing Second Avenue Subway Outreach process.
- [17. The city should explore with Con Edison the possible acquisition or lease of open space at the Con Edison East River plant to supplement Murphy Brothers Park.\*]
- [18]17. Given the deficit of publicly-accessible open space in CD 6, the city should encourage the inclusion of publicly accessible open spaces where feasible and appropriate as part of large new developments.\*

DELETED:

- Encourage public acquisition for open space for such developments as Bellevue/East River Science Park Plan; Con Edison Waterfront redevelopment; replacement of Robert Moses Playground.

*Land Use and Zoning*

- [19.]~~18~~ Explore mapping contextual zoning districts to maintain neighborhood scale and residential character in appropriate locations.\*
- [20.]~~19~~ [Support tower-on-the-base zoning districts where appropriate to maintain existing street wall character along avenues. Tower-on-the-base zoning also limits zoning lot mergers.\*] Map tower-on-the-base zoning districts to maintain street wall character along avenues and restrict zoning lot mergers where appropriate.
- [21.]~~20~~ Carefully evaluate proposals for high-density office development east of the midline between Second and Third avenues, and discourage such development where inappropriate, such as in predominantly residential areas.\*\*
21. Encourage institutional development and community uses that are compatible with the existing scientific, hospital and hospital related uses in the area bounded by 23<sup>rd</sup> Street, First Avenue, 34<sup>th</sup> Street and the FDR Drive.

DELETED:

- Map a Special Hospital Use District (includes Bellevue, NYU, and VA Hospital Medical Centers).
- Eliminate zoning preferences for community facilities in the Study Area: eliminate larger floor area ratio for community facilities in R7 and R8 districts; eliminate all rear yard encroachment in midblock locations; distinguish definitions between wide and narrow street location to allow greater density on wide streets compared to narrow streets.
- Designate the area bounded by First Ave., 59th Street, waterfront, and 14th Street as a Special Public Access District; provide additional floor area bonus on any zoning lots that provides elective public open space improvements either on or off-site; an additional bonus



would be allowed for the inclusion of affordable housing which would supersede the underlying FAR bonus provisions.

- Amend Article I, Chapter 3 of the zoning resolution to change accessory parking in R10 districts from up to 20% of apartment units to 10%.

*Specific Sites*

*United Nations:*

22. Provide for needs of UN without significantly displacing or disrupting the surrounding neighborhoods.
23. If Robert Moses Park is developed with a UN or UN-related building, the city should support the replacement of this park space with appropriate public open space in the nearby community[. \*\*], including an esplanade along the east edge of the UN and out board of the FDR Drive with connections to Glick Park at 37<sup>th</sup> Street via an esplanade extension of Glick Park between 38<sup>th</sup> and 41<sup>st</sup> streets and to the north at 48<sup>th</sup> Street. If a proposed building is found to have an impact on the existing open space, park space should be provided in the immediate neighborhood as a mitigation.

DELETED:

- Sale of three UNDC buildings to private developers should give priority to UN-related uses.

*First Avenue Properties:*

24. Provide overlook parks along the FDR Drive.
25. Require ground floor retail on First Avenue in order to enhance pedestrian activity.\*
26. Provide publicly-accessible space and view corridors on the extensions of 39th and 40<sup>th</sup> streets.\*\*

27. Consider the scale and density of existing development near the ERRC sites, the potential for [the provision of substantial publicly accessible on-site open space on the larger 700/708 parcel, and site planning elements relating to circulation and the placement of buildings in determining the appropriate bulk and heights]shadow impacts on the Tudor City parks, and site planning elements to determine the appropriate building placement, bulk and height for the development of the First Avenue Properties sites. \*\*
28. Encourage the developer of the First Avenue properties to provide an easement along the eastern edge of the property so as to not preclude future off-site waterfront improvements.\*\*
29. Include [a large, publicly accessible open space in the First Avenue properties development.]large, publicly accessible spaces on the site as a mitigation for the large scale development.
30. Facilitate the inclusion of an elementary or elementary/intermediate school on the First Avenue properties site.

DELETED:

- 39th and 40th streets (extensions) be remapped.

*East River Science Park:*

31. Encourage a dialogue between CB 6, EDC, DCP and the developers and users of the East River Science Park sites for elements of the ERSP which have not yet been decided on.\*\*

*Transportation*

32. Determine (DCP and DOT) placement of traffic calming measures at appropriate side street locations, including neckdowns and wider sidewalks, and creation of landscaping treatment.
33. Endorse the identified locations for Second Avenue subway stations and entrances at 14th, 23rd, 34th, 42nd, and 55th streets.

34. Encourage MTA to [consider providing]provide pedestrian transfers via underground tunnel from Second Avenue subway station stop to: No. 7 line at Grand Central Station and E and V lines at 53rd Street from the proposed 55th Street station.\*
35. [If resources are available, consider]Encourage the MTA to provide an Avenue A entrance to the First Avenue station on the L line.\*
36. [Assess bus stop locations, routes and service to accommodate new development.\*] Reroute buses and create/relocate bus stops to support new development in the study area.
37. [Facilitate intermodal transfer points at main east/west connector streets to the waterfront by providing upland connections where feasible and appropriate.\*]Encourage DOT, MTA, and any relevant agency to locate bus stops with a view to facilitating intermodal transfer points among buses, ferries, the subway and water taxis at 23<sup>rd</sup>, 34<sup>th</sup> and 42<sup>nd</sup> Streets.
38. Explore sites for black car and bus layovers, parking and rest stops, with CB 6 proposing specific locations.\*
39. Endorse a network of dedicated and safe bicycle routes.
40. Encourage bicycle parking in private garages.

DELETED:

- Develop uniform standards for security barriers or other security measures (landscaping, street furniture) within the Study Area.

*Preservation*

41. [Encourage LPC and CB 6 to enter into a dialogue on issues relating to]Consider landmark designations for the original Bellevue Hospital buildings as to preserve the historic character and campus setting of the hospital and [for] consider preserving the integrity of the built character of Stuyvesant Town and Peter Cooper Village.\*\* which may include landmark designation, designation as a Special Planned Community Preservation district or placement on the National Register of Historic Places.

*Housing*

42. Encourage permanent affordable housing.
43. Discourage demolition or conversion of affordable housing (i.e. Mitchell Lama) to market-rate housing.
44. Encourage low and moderate income housing in new developments which would be permanent and could not be converted to market value.

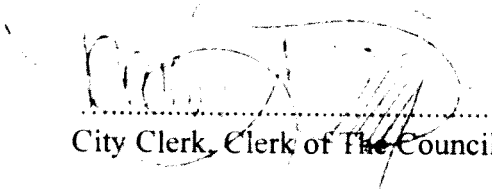
*Community Facilities*

45. Encourage NYC Division for Child Care and Head Start (CCHS) to monitor daycare demand and availability of slots in CD6.
46. Encourage CCHS to promote construction of day care facilities in new private office and residential development.

Adopted.

Office of the City Clerk, }  
The City of New York, } ss.:

I hereby certify that the foregoing is a true copy of a Resolution passed by The Council of The City of New York on March 26, 2008, on file in this office.

  
City Clerk, Clerk of The Council



## Section 2

### City Planning Commission Report

City Planning Commission's consideration and resolution,  
dated January 28, 2008, modifying and approving the 197-a plan

## CITY PLANNING COMMISSION

---

January 28, 2008/ Calendar No. 15

N 060273 NPM

---

**IN THE MATTER OF** a plan concerning Community District 6, submitted by Community Board 6, for consideration under the rules for the processing of plans pursuant to Section 197-a of the New York City Charter. The proposed plan for adoption is called the **“197-a Plan for the Eastern Section of Community District 6.”**

---

### **BACKGROUND**

Manhattan Community Board 6 started its extensive community outreach to develop a 197-a plan in 2003. On March 3, 2004, in accordance with the City Planning Commission’s adopted 197-a rules, Manhattan Community Board 6 notified the Department of its intent to submit a 197-a plan. After a public hearing and adoption by the Board on June 9, 2004, the plan was submitted to the Department for preliminary review in June 2004. In response to DCP’s comments, Community Board 6 submitted a revised plan on August 11, 2005 in accordance with the City Planning Commission’s *Rules for the Processing of Plans Pursuant to Charter Section 197-a* (197-a rules). The plan was referred out for public review on April 3, 2006. On October 23, 2007, Community Board 6 re-submitted the plan which included updated information and some revisions in response to comments by affected City agencies.

### **PLAN DESCRIPTION**

The plan covers the eastern section of Manhattan’s Community Board 6, an area generally bounded by the East River, East 59th Street, a line 100 feet west of Second Avenue, and East 14th Street. Most of this area is zoned for residential and commercial uses with a mix in the northern portion and a predominance of residential zoning in the southern part. There are two areas zoned for central commercial districts, intended for regional office and retail uses: the East River Science Park (C6-2, east of First Avenue between 28<sup>th</sup> and 30<sup>th</sup> streets) and the United Nations campus and some adjacent areas (C5-2 between 41<sup>st</sup> and 49<sup>th</sup> streets). There are commercial overlays along the avenues which permit local retail uses. Several areas along the East River are zoned for manufacturing uses (M1-1, M1-5, M2-3, and M3-2).

The plan is organized into several sections. The “Introduction” includes a statement of the goals of the plan, a brief description of the Study Area’s history and community character, an overview of the Community Board’s planning process and the plan’s consistency with city policies and planning initiatives. The chapters “Development History” and “Community Profile” describe the historical background of the Study Area and give a detailed analysis of existing conditions covering population; land use and zoning; urban design and historic resources; streets and transportation; and open space and waterfront access. The “Recommendations” section provides proposals to address issues identified in the existing conditions section. Appendices include additional 197-a plan goals, related Community Board 6 resolutions, and additional documentation about the need for affordable housing.

## **Goals**

The plan’s primary goals are to (i) increase the amount of useful open space, (ii) improve access to the waterfront and complete the East River Esplanade, (iii) enhance and reclaim the street network to restore the street grid and improve transportation systems and access to the waterfront, (iv) implement land use policies consistent with historical trends in the area, and (v) preserve significant residential developments and individual buildings. The 197-a plan addresses ongoing changes in a part of Manhattan that is experiencing substantial transformation and growth. The major changes currently planned for this area include the rebuilding of portions of the FDR Drive, the redevelopment of the Bellevue/NYU medical center campus area, the redevelopment of the Con Edison-Waterfront sites south of the United Nations, the construction of the Second Avenue Subway, the rehabilitation of the United Nations campus, the addition of ferry terminals, the construction of the Third Water Tunnel, and new residential development. The substantial redevelopment of this area underscores the importance of planning policies to guide the future in this part of the city.

## **Summary of Key Recommendations**

To attain these goals, the plan recommends that the City

- map contextual districts to maintain the residential character of neighborhoods, map tower-on-base zoning districts and restrict zoning lot mergers, and eliminate certain zoning provisions for community facilities in R7 and R8 districts;

- develop a policy to prohibit additional high-density office development east of the midline between Second and Third avenues;
- designate the area from First Avenue to the waterfront and from 14th to 59th streets as a Special Public Access District that would encourage private contributions for new open space improvements or affordable housing in exchange for floor area bonuses;
- designate the area that includes NYU Medical Center, Bellevue Hospital, the Veterans Administration Hospital, Hunter College-Brookdale campus; and the East River Science Park as a Special Hospital Use District;
- amend Article I, Chapter 3 of the Zoning Resolution to change accessory parking in R10 districts within the Study Area from up to 20 percent of apartment units to 10 percent;
- provide for the needs of the United Nations without significantly displacing or disrupting surrounding neighborhoods;
- restrict height and floor area, remap or reopen street extensions, provide publicly accessible open space and ground floor retail for new development on the former Con Edison-Waterside sites;
- support the development of affordable housing, public daycare and new public school facilities in the Study Area;
- consider preservation options for Stuyvesant Town / Peter Cooper Village and the remaining original buildings of the Bellevue Hospital Campus;
- complete the waterfront esplanade in the Study Area, provide new open space through city acquisition or other means, facilitate access to the waterfront in new locations with nine new pedestrian bridges, support the redesign of sections of the FDR Drive to permit pedestrian connections to the waterfront, and, if feasible, provide parks on decks above these sections, encourage the MTA (with DPR and NYCDPT) to consider designing and mapping park decks above Queens Midtown Tunnel portals, and remap or reopen streets in superblocks to restore the street grid and public access to the waterfront;
- eliminate all parking located directly on the waterfront such as the 23rd Street Skyport parking facility, the 34th Street parking lot, and the Con Edison parking pier;
- and facilitate improvements to the transportation network in the Study Area by developing intermodal transfer points at key locations along the East River, providing



additional transfers between planned Second Avenue Subway stops and No. 7 and E / V lines, and installing traffic calming measures in appropriate locations.

### **THRESHOLD REVIEW AND DETERMINATION**

Pursuant to Section 3.010 of the 197-a rules, Department staff conducted a threshold review of the plan's consistency with standards for form, content and sound planning policy. On January 23, 2006 the City Planning Commission determined that the *197-a Plan for the Eastern Section of Community District 6* complied with threshold standards for form, content and sound planning policy as set forth in Article 4 of the *Rules for Processing 197-a Plans*.

A number of the Community Board 6 197-a plan recommendations are for the same area that the East River Realty Corporation proposes to redevelop and which is subject to several applications (C 070522 ZMM, C 070523 (A) ZSM, C 070525 ZSM, C 070529 ZMM, N 070530(A) ZRM, C 070531 (A) ZSM, C 070533 ZSM, C 070534 ZSM) being considered concurrently with this application. The East River Realty Corporation is proposing to develop office and residential uses, with ground floor retail, for the former Con Edison-Waterside properties, known as 616 First Avenue, 685 First Avenue and 700/708 First Avenue. The proposal includes several residential towers, a community facility space, a high density office tower, ground floor retail along First Avenue, and 4.8 acres of publicly accessible open space.

Since Community Board 6 and East River Realty Corporation had differing recommendations for the same area, the City Planning Commission, to ensure that both proposals would be afforded equal treatment in the public review process, decided to consider both proposals at the same time and invoked Section 7.012 of *Rules for the Processing of Plans Pursuant to Charter Section 197-a*. Section 7.012 states that "if the Commission finds that it is unable to vote" within 60 days after its public hearing on a 197-a plan, "it shall give a written statement of explanation to the sponsor." Under this provision, the Commission has extended its time for consideration of other 197-a plans (Red Hook, Greenpoint and Williamsburg) in order to facilitate a better planning process. The Commission's decision was conveyed to Community Board 6 in letter dated October 25, 2006.

## **ENVIRONMENTAL REVIEW**

This application (N 060273 NPM) was reviewed pursuant to the New York State Environmental Quality Review Act (SEQRA), and the SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 et. seq. and the City Environmental Quality Review (CEQR) Rules of Procedure of 1991 and Executive Order No. 91 of 1977. The designated CEQR number is 06DCP088M. The lead is the City Planning Commission.

After a review of the potential environmental impacts of the proposed action, a Negative Declaration was issued on March 31, 2006.

## **PUBLIC REVIEW**

On April 3, 2006 the plan was duly referred to Manhattan Community Board 6 and the Manhattan Borough President for review and comment, in accordance with Article 6 of the *Rules for the Processing of Plans Pursuant to Charter Section 197-a*.

## **COMMUNITY BOARD PUBLIC HEARING**

As the sponsor of the “197-a Plan for the Eastern Section of Community District 6” Community Board 6, in a letter dated June 16, 2006, and pursuant to Section 6.020 of the New York City Charter, *Rules for the Processing of Plans Pursuant to Charter Section 197-a*, Community Board 6, waived its public hearing on this application, noting that the full community board had held a public hearing on the plan on June 9, 2004, and that the plan was approved (see attachment).

## **BOROUGH PRESIDENT RECOMMENDATION**

This application (N 060273 NPM) was considered by the Manhattan Borough President, who sent a letter on August 9, 2006 stating his support of the plan, observing that the 197-a plan Study Area’s major existing and planned infrastructure, new development possibilities along the East River, and an influx of new residents as a result of many new residential buildings underscore the importance of the 197-a plan which provides “a framework for the consolidation of these efforts into one overall vision.” The Borough President offered specific comments on the following aspects of the plan:

### *Land Use and Zoning*

- The 197-a plan articulates bulk, use, and urban design principles for the development of the former Con Edison First Avenue properties that are shared by all the community's elected officials and are evident in CB 6's recently proposed text and map amendments for the properties. The 197-a plan will be reviewed in conjunction with the developer's rezoning plan for the First Avenue properties, but it is important to recognize that the Board's recommendations for the development of the site fit within the context of a larger vision for the area.
- The 197-a plan wisely calls for providing day care facilities and public schools in new development in the area. It is important that the City plan in advance for the amenities and neighborhood infrastructure that new development demands. To that end, it may be advisable to require other types of local infrastructure to be sited as development proceeds, such as police, fire, and public utility services.
- The proposed Public Access District is an innovative way to meet this community's specific needs through zoning policy. Through bonuses, the Special District would channel development energy to create affordable housing and provide access to the waterfront, two elements that are essential to the preservation and improvement of the East Side community.

### *Waterfront and Open Space*

- The plan's detailed proposals to complete a waterfront esplanade on the East River would further stated City policy as well as my office's priority of ensuring an entirely walkable rim around the island of Manhattan.
- In an area with such a dearth of public parkland, every conceivable possibility for open space must be explored thoroughly, including the plan's suggestion for decks over the Queens Midtown tunnel portals and incorporating parkland into the reconstruction of the FDR Drive. The City should avoid relying on "publicly accessible private open space" as mitigation for large-scale development projects, because such space often fails to be truly public.

### *Urban Design and Preservation*

- The plan recommends contextual controls to ensure that development respects the neighborhood's existing street walls and its residential character. This recommendation

echoes calls for contextual zoning that are made in neighborhoods in every corner of the borough. As the City grows, the Zoning Resolution must evolve to meet the new challenges that growth presents.

- The plan's goal of maintaining and restoring the City street grid, and its goal of preserving Peter Cooper Village and Stuyvesant Town, are related. Large superblocks derive a benefit from demapped streets, which give sites distorted development potential. In addition to landmarking and the Special Planned Community Preservation District designation, the City and the 197-a plan proponents should be open to new and creative policy proposals that could provide public oversight over development on superblocks.

#### *Streets and Transportation*

- The plan's recommendations on accessory and public parking garages mirror concerns that my office has raised about the City's parking policy. We should make every effort to encourage mass transit usage over car travel in this area. The City should work generally to implement comprehensive analysis and reform of its public and accessory parking garage policies.

### **CITY PLANNING COMMISSION PUBLIC HEARING**

On September 13, 2006 (Calendar No. 2), the City Planning Commission scheduled September 27, 2006 for a public hearing on this application (N060273 NPM). The hearing was duly held on September 27, 2006 (Calendar No, 16). There were several speakers at that hearing as described below and the hearing was continued pursuant to Section 7.012 of the *Rules For The Processing of Plans Pursuant to Charter Section 197-a* in order to facilitate the concurrent review with the East River Realty Corporation's proposed redevelopment of the former Con Edison-Waterside sites (C 070529ZMM *et.al*). On November 14, 2007 (Calendar No. 15), the City Planning Commission scheduled December 5, 2007 for a continued public hearing on this application (N 060273 NPM). The continued public hearing was duly held on December 5, 2007 (Calendar No. 42). There were several speakers at the continued hearing as described below.

*September 27, 2006 (Calendar No. 16)*

There were a total of 20 speakers at this public hearing. Of this group, 18 were in favor of the 197-a plan, one speaker opposed the plan, and one speaker did not state a specific position on the plan.

Those who spoke in favor of the 197-a plan included a number of elected officials including the Public Advocate; the Manhattan Borough President; New York City Council members for the 2<sup>nd</sup>, 4<sup>th</sup> and 5<sup>th</sup> Council Districts; the State Senator for the 26<sup>th</sup> District; the State Assemblyperson for the 74<sup>th</sup> District; a representative for the U. S. Representative for the 14<sup>th</sup> District; members of Community Board 6 and their consultants; and members of local civic groups.

Many of the speakers in favor of the 197-a Plan urged the City and the Commission to respect the community planning process and ensure that the 197-a plan goals be part of any decision-making process related to zoning and land use proposals for the area. Many speakers stated that the 197-a plan should be adopted as a comprehensive framework for future development, especially for the redevelopment of the Con Ed-Waterside sites, and urged that it be adopted in advance of any applications for rezoning in the area.

Several speakers spoke in favor of the 197-a plan's recommendations to prevent high density office buildings east of Third Avenue, remap streets to restore the street grid and improve public access to the waterfront, and preserve the largely residential character of the area while meeting the needs of its important institutions.

Several of the speakers noted the importance of developing permanent affordable housing opportunities in the area, observing that the area was experiencing a rapid loss of existing affordable housing units with the privatization of Mitchell Lama developments and the pending sale of Stuyvesant Town and Peter Cooper Village. Several speakers also stated the importance of the 197-a plan's recommendations for developing appropriate neighborhood infrastructure such as public schools, daycare facilities and ground floor retail establishments that serve local neighborhood needs.

A number of speakers noted that Community District 6 has the lowest ratio of open space per capita of the Manhattan community districts, and applauded the 197-a plan's recommendations to improve waterfront access, complete the waterfront esplanade and add new park space through acquisition or by creating park decks above the FDR Drive in key locations.

A local resident with an interest in youth baseball spoke in opposition to the 197-a plan's focus on public acquisition of land for parks, particularly for an expansion of Murphy's Brother's Playground at Avenue C and 18<sup>th</sup> Street, located near the Con Edison ball fields that are used exclusively by local baseball and soccer youth leagues. The speaker noted that Con Edison provides a safe and secure facility, and that he did not want the City to take over this facility.

The East River Realty Corporation's Director of Development urged the Commission to consider both the 197-a Plan and the ERRC 197-c application concurrently. He also stated that ERRC's representatives have met numerous times with Community Board 6, and that they were confident that they could resolve outstanding issues to everyone's satisfaction.

*December 5, 2007 (Calendar No. 42)*

There were a total of 50 speakers at this public hearing. Of this group, 36 were in favor of the 197-a plan, one speaker opposed the plan, and the remaining speakers did not state a specific position on the plan.

A member of CB 6, the 197-a plan sponsor, gave an opening presentation, stating that the Community Board's 197-a plan planning process formally started in 2003, but had its roots in numerous Community Board 6 resolutions concerning growth and development in the Study Area dating back to 1985. The sponsor noted that Community Board 6 is supportive of new development, provided that new developments fit in with the existing context of the area, and that the Board hopes that the 197-a plan will provide a framework for future development activities in the area. The sponsor further noted that the Board had submitted a 197-c application to the Department that formalized some of the 197-a plan recommendations into a specific zoning proposal.

A member of CB 6, the 197-a plan sponsor, observed that while a small portion of Community District 6 is in the Midtown central business district, most of the district is residential in character, with a number of institutional uses, including major medical centers and the United Nations. These institutional uses are primarily located within the 197-a plan Study Area, east of Second Avenue. The sponsor explained that while the United Nations campus and the adjoining area is commercially zoned, the Board considers the UN and its related organizations to be institutional uses. Community Board 6 hopes to retain the largely residential character of the Study Area and has recommended that high-density commercial office space be prohibited outside of the Midtown CBD.

A member of CB 6, the 197-a plan sponsor, reiterated that Community District 6 has the lowest ratio of open space per capita of the Manhattan community districts, and noted that of the approximately 45 blocks of waterfront in the district, only 18 blocks could be considered to have a “legitimate” waterfront edge, and that there are only six streets in the district that reach the waterfront. The sponsor noted that many of the 197-a plan recommendations concern completing the waterfront esplanade and improving access to the waterfront, including restoring “missing” streets by reopening or remapping them and providing pedestrian bridges over the FDR Drive in key locations. The sponsor also noted that the 197-a plan has recommendations for creating new open space on decks over the Queens Midtown Tunnel portals and portions of the FDR Drive.

In addition to the plan’s sponsor, those who spoke in favor of the 197-a plan included New York City Council members for the 2<sup>nd</sup>, 4<sup>th</sup> and 5<sup>th</sup> Council Districts; the State Senators for the 26<sup>th</sup> and 29<sup>th</sup> Districts; the State Assemblyman for the 74<sup>th</sup> District; a representative for the Manhattan Borough President; a representative for the U.S. Representative for the 14<sup>th</sup> District; members of Community Board 6 and their consultants; representatives of local civic groups; and residents of the area.

Several speakers stated that they believed that the Commission should adopt the 197-a plan in advance of any proposals for new development in the area, noting that the 197-a plan provides a framework for appropriate development balanced with consideration of neighborhood

infrastructure needs. A number of speakers noted that the Board had worked extensively with community groups and elected officials in their 197-a plan planning process and that the plan represents a consensus among these groups.

Many of the speakers in favor of the 197-a plan approved of the plan's recommendations to restrict height and density for new developments, and encourage new developments to provide on-site affordable housing, open space (including active open space) and new school and daycare facilities. Several speakers also urged that streets be remapped to open up superblocks and restore public access.

A number of speakers approved of the 197-a plan's recommendations to add new open space and improve access to the waterfront; at the same time, many speakers urged that existing open space resources be protected from shadows created by new development.

Many speakers stated that they approved of the 197-a plan's recommendation to prohibit the development of commercial office towers in the Study Area and preserve the residential character of the area, noting that new high-density office development would exacerbate congested traffic conditions, particularly for areas adjacent to the United Nations.

Several speakers, including the vice-president of the Municipal Art Society, urged that new developments take steps now to facilitate future access to the waterfront if the FDR Drive is eventually reconfigured to allow decks and/or pedestrian bridges over the Drive to the waterfront edge.

A past president of a local youth baseball league expressed opposition to the Board's recommendation to incorporate the Con Edison East River plant's ball fields into Murphy's Brother's Playground, noting that these ball fields cannot accommodate the existing need, and urged the Board to amend the plan to include recommendations for more athletic facilities, particularly in conjunction with proposed new development.

There were no other speakers and the hearing was closed.



## **WATERFRONT REVITALIZATION PROGRAM CONSISTENCY**

This application (N 060273 NPM) was reviewed by the Department of City Planning for consistency with the policies of the New York City Waterfront Revitalization Program (WRP), as amended, approved by the New York City Council on October 13, 1999 and by the New York State Department of State on May 28, 2002, pursuant to the New York State Waterfront Revitalization and Coastal Resources Act of 1981 (New York State Executive Law, Section 910 et. seq.) The designated WRP number is WRP# 06-013M.

This action was determined to be consistent with the policies of the New York City Waterfront Revitalization Program.

## **CONSIDERATION**

The Commission believes that this application for the *197-a Plan for the Eastern Section of Community District 6*, (N 060273 NPM) as modified, is appropriate.

Since part of the CB 6 197-a Plan covers the same area proposed for rezoning by the East River Realty Corporation (ERRC) and because both plans propose different views for that area, the Commission has been guided by the principle that the two plans should be reviewed in parallel and afforded equal treatment in the public review process. The Commission believes that the parallel consideration of the two plans has been thorough and that, through this review process, the Commission has gained a detailed understanding of the two plans, and of the respective view points of the applicants.

The Commission has carefully reviewed and considered the Manhattan Community Board 6 197-a Plan as submitted on October 23, 2007. The Commission applauds the Board and its 197-a Plan Committee for their extensive outreach to residents, businesses and local organizations as well as city agencies, and for addressing issues raised by affected parties. As a result of this effort, the plan as modified should result in a useful guide for city policy in keeping with the purpose and intent of 197-a plans.

In general, the Commission concurs with the plan's goals and broad strategies to increase publicly accessible open space; improve public access to the waterfront; complete the waterfront esplanade; maintain neighborhood character; enhance public transportation; and preserve historically significant buildings.

Based upon careful examination of the ERRRC proposal and the CB 6 197-a Plan during the public review process, the Commission has modified both plans to make them more consistent with each other. The Commission's consideration of the 197-a plan is set forth below.

### ***Waterfront Improvements***

The Commission applauds CB 6's goals for the improvement and completion of the waterfront esplanade from East 14<sup>th</sup> Street to East 59<sup>th</sup> Street. The Commission enthusiastically supports the 197-a plan's objectives to provide public access to the waterfront. The city's shorefront is a vital resource which should be enjoyed by the public where feasible. New or improved waterside public spaces provide access for adjacent communities and provide visual relief in densely developed areas. The enhancement of waterfront open space is particularly important for CD 6 which has the lowest amount of open space per capita of Manhattan community districts.

Access to the 2.5 mile long waterfront on the eastern side of CD 6 is challenging because the FDR Drive separates upland areas from the shoreline. Portions of the drive, including some entrance/exit ramps, are elevated in some locations. There are a number of gaps in the waterfront esplanade. The longest stretch without an esplanade is between East 38<sup>th</sup> and East 51<sup>st</sup> streets. There are two pedestrian bridges (25<sup>th</sup> Street, 51<sup>st</sup> Street) and five at-grade crossings (18<sup>th</sup>, 20<sup>th</sup>, 23<sup>rd</sup>, 34<sup>th</sup> and 37<sup>th</sup> streets) from the inland to the waterfront.

### ***Waterfront Esplanade***

CB 6 advocates for a continuous esplanade along East River waterfront from 14<sup>th</sup> Street to 59<sup>th</sup> Street. The 197-a plan addresses specific segments of the shoreline.

The plan recommends a feasibility study for a park on a deck above FDR Drive between 38<sup>th</sup> and

42<sup>nd</sup> streets; the realignment of the FDR Drive; and shortening or eliminating the 42<sup>nd</sup> Street northbound FDR exit ramp. The Commission notes that between 34<sup>th</sup> and 42<sup>nd</sup> streets, waterfront conditions vary. Between 34<sup>th</sup> and 36<sup>th</sup> streets, there is a public walkway area which EDC plans to improve in conjunction with the existing ferry landing there. This area connects to Glick Park which has a public waterfront esplanade from 36<sup>th</sup> to 38<sup>th</sup> Street. The esplanade ends at 38<sup>th</sup> Street. The City owns the waterfront platform between 38<sup>th</sup> and 41<sup>st</sup> streets which has been used for parking utility vehicles. Between 38<sup>th</sup> and 42<sup>nd</sup> streets, the FDR Drive is at grade and approximately 100 feet wide with an elevated northbound exit ramp to 42<sup>nd</sup> Street.

The creation of a waterfront esplanade between 38<sup>th</sup> and 42<sup>nd</sup> streets with a deck over the FDR Drive, stairs or ramp from the deck to the esplanade and the relocation and/or reconfiguration of the FDR Drive exit ramp would require a number of city, state and federal agency approvals, and would be subject to a number of contingencies. This would be an extremely long-term effort that would likely require significant government funding. The Commission believes that the City should work with appropriate federal and state agencies to explore the feasibility for decking over of a portion of the FDR Drive, the relocation or reconfiguration of the northbound FDR exit ramp at 42<sup>nd</sup> Street, and the creation of a continuous waterfront esplanade between 34<sup>th</sup> and 42<sup>nd</sup> streets. Development on the First Avenue Properties (former Con Edison sites) should be compatible with, and not preclude future off-site waterfront improvements.

CB 6 recommends that the City study the possibility of a park on a deck above FDR Drive between 28<sup>th</sup> and 30<sup>th</sup> streets in coordination with remapping 29<sup>th</sup> Street. The Commission believes that, if the FDR Drive were to be relocated to grade so as to permit a deck above the drive, the option of a park on a deck above the FDR Drive between 28<sup>th</sup> and 30<sup>th</sup> streets should be studied, within the context of the reconstruction of the FDR Drive by NYSDOT.

The 197-a plan calls for the consideration of a narrow esplanade walkway between 53<sup>rd</sup> and 63<sup>rd</sup> streets on a cantilever on the outboard side of the existing FDR Drive. The Commission believes that the feasibility of constructing such a walkway should be explored.

CB 6 recommends that the gates at Waterside Plaza should be reopened so that the existing waterfront esplanade can be used by the public. The Commission notes that past agreements between the developer of Waterside Plaza and the City specified that this walkway be open to the public. Waterside Plaza management has contended that the esplanade has had to be closed because bulkhead repair work is needed. The Commission believes that the City should pursue measures to ensure that the waterfront esplanade at Waterside Plaza is publicly accessible. This issue will be referred to the City's Law Department for consideration and appropriate action.

The 197-a plan recommends that the heliport at 34<sup>th</sup> Street should allow a continuous and safe waterfront esplanade. The 34<sup>th</sup> Street heliport site currently does not allow for a safe public walkway at the water's edge; helicopter activity is too close. The Commission supports safe pedestrian connections between sections of the esplanade; inland connections are necessary for areas with uses that preclude direct pedestrian access along the waterfront.

CB 6 calls for the creation of small neighborhood piers for water taxis at 23<sup>rd</sup> and 42<sup>nd</sup> Streets. The Commission agrees that the City should explore the feasibility of creating such piers for water taxis at these two locations.

The Commission endorses the 197-a plan recommendation that alternatives to relocate all parking located directly on the waterfront such as the 34<sup>th</sup> Street lot, the 23<sup>rd</sup> Street Skyport parking garage, and the Con Edison parking pier (38<sup>th</sup> to 41<sup>st</sup> streets) should be explored. The relocation of parking from waterfront sites would free up those sites for public enjoyment. The Commission notes however that the elimination of waterfront parking facilities without appropriate off-street replacements could affect parking availability for residents and institutions.

The Commission endorses the 197-a plan recommendations to explore with Con Edison, NYCDOT and NYSDOT opportunities to widen the esplanade between 13<sup>th</sup> and 15<sup>th</sup> Streets by replacing the existing pump with a smaller pump. The Commission also supports 197-a plan recommendations to improve the area around the 35<sup>th</sup> Street ferry landing, and to accommodate pedestrians, joggers, cyclists, and skaters on new esplanades and greenways.

### *Streets and Pedestrian Bridges to Waterfront*

To provide additional public access to the waterfront, the 197-a plan recommends the remapping or reopening of certain demapped streets and the addition of pedestrian bridges to cross the FDR Drive.

CB 6 recommends that public streets be extended toward the waterfront to disperse large-scale development, create waterfront access and views, limit floor area, ensure height and setback controls and restore the street grid. The 197-a plan calls for the reopening or remapping of 16<sup>th</sup> Street (east of Ave C), 26<sup>th</sup>, 27<sup>th</sup>, 29<sup>th</sup>, 30<sup>th</sup>, 39<sup>th</sup> and 40<sup>th</sup> streets east of First Avenue.

The Commission acknowledges that demapped streets generate FAR because these spaces become part of the zoning lot. The Commission observes, however, that the demapping of streets to create large sites can allow for superior site design which is not constrained by the street grid. Major open spaces may be provided and large floor plate buildings can be accommodated. Housing complexes such as Stuyvesant Town, Peter Cooper Village, East Midtown Plaza and Phipps Plaza and institutional uses such as Bellevue Hospital Center and NYU Medical Center have benefited from the creation of large sites made possible through the use of demapped streets.

The Commission strongly supports the goal to improve public access to the waterfront but notes that the extension of public streets toward the waterfront is not always feasible because of existing development and/or street configurations. In particular, the Commission notes that the FDR Drive separates all the specified streets from the waterfront. Crossing the Drive, either above or below, is necessary to reach the water's edge from these streets or their extensions. The Commission also notes that the existing conditions for each street vary and the potential for each street's connection to the waterfront differ.

Three of the 197-a plan's proposed streets/extensions (39<sup>th</sup>, 40<sup>th</sup> and 29<sup>th</sup>) are likely to be open for public access in the near future although they will not be remapped as streets. The former

39<sup>th</sup> and 40<sup>th</sup> streets are part of the proposed development that is subject to several actions requested by ERRC. The restrictive declaration, entered into in association with the ERRC applications, provides that these extensions will remain open to the public for pedestrian access as part of the site's publicly accessible open space. The new development includes an overlook esplanade along its eastern edge and does not preclude a connection to the waterfront if the FDR Drive were reconfigured and if a waterfront esplanade were constructed at this location.

In conjunction with the development of the East River Science Park (ERSP), the extension of East 29<sup>th</sup> Street is temporarily closed. After construction is completed, this extension will be open for vehicular traffic and pedestrians. The special permit for ERSP (C 010712 ZSM) specifies that open space be provided on the plaza level and integrated with an esplanade situated along the eastern edge of the site. The plaza level open space would allow for a future pedestrian connection over the FDR Drive to the waterfront if this section of the FDR Drive is relocated to grade. Spanning the FDR Drive at this location would be particularly challenging because the Drive is approximately 175 feet wide; the southbound lanes are above grade; the northbound lanes are near grade; and there are exit and entrance ramps. There is an existing 20-foot wide waterfront esplanade east of the FDR Drive at this location.

30<sup>th</sup> Street is an open street east of First Avenue where it runs into a service road that provides access to the Bellevue Hospital ambulance emergency room entrance at 28<sup>th</sup> Street. It also services the NYU Medical Center. The FDR Drive is approximately 175 feet wide at this location. There is no esplanade at this location because a restaurant is situated directly on the water. A walkway that connects portions of the waterfront esplanade is on the western edge of the restaurant site.

Near First Avenue, Bellevue Hospital buildings are located on the area that would have been an extension of 27<sup>th</sup> Street east of First Avenue. Near the FDR Drive, 27<sup>th</sup> Street serves as hospital ambulance parking. The FDR Drive is above grade at this location and Waterside Plaza is on the east side of the FDR Drive; access through Waterside Plaza is provided to a waterfront esplanade (currently closed – as previously discussed).

26<sup>th</sup> Street east of First Avenue is open with Bellevue Hospital on the north side and Hunter College Brookdale campus on the south side. The FDR Drive is also above grade and Waterside Plaza is on the east side of the Drive at this location. The existing 25<sup>th</sup> Street pedestrian bridge, one block away, already provides access across the FDR Drive to Waterside Plaza.

East of Avenue C, the west portion of 16<sup>th</sup> Street is open and the east end terminates in a Con Edison parking lot. The Con Edison ball fields are on the south side of 16<sup>th</sup> Street. The FDR Drive is approximately 100 feet wide at this location, and east of the Drive, the existing waterfront esplanade is quite narrow, about 10 to 15 feet wide.

In light of these diverse conditions and differing possibilities for linkage to the waterfront for the 197-a plan's specified streets, the Commission supports a more general recommendation than that made by CB 6 – that, where appropriate and physically feasible, the City should create the opportunity for public access to the waterfront by allowing pedestrians to use streets or their extensions that have been remapped, reopened or otherwise made publicly-accessible. The Commission also notes that, in addition to mapping actions, there are other legal measures to ensure public access toward the waterfront and/or the preservation of view corridors such as easements and restrictive declarations. The Commission believes that to preserve and create waterfront views and facilitate public access to the waterfront, appropriate zoning, land use and mapping controls as well as urban design and streetscape improvements should be used.

The 197-a plan recommends that new pedestrian bridges should be built over the FDR Drive at 16<sup>th</sup>, 27<sup>th</sup>, 29<sup>th</sup>, 39<sup>th</sup>, 40<sup>th</sup>, 41<sup>st</sup>, 42<sup>nd</sup>, 48<sup>th</sup> and 54<sup>th</sup> streets. The Commission supports the goals of providing improved public access to the waterfront but notes that new pedestrian bridges must accommodate a long ADA-compliant ramp; it would be difficult to fit in such a ramp at some esplanade locations which are very narrow such as the one near East 16<sup>th</sup> Street. Some locations currently have no existing esplanade to connect to such as 48<sup>th</sup> and 54<sup>th</sup> streets. The need to span the elevated FDR Drive and/or entrance or exit ramps in some locations such as 39<sup>th</sup>, 40<sup>th</sup> and 41<sup>st</sup> streets makes the construction of a pedestrian bridge difficult and costly. In addition, because of the expense, pedestrian bridges should be spaced at reasonably appropriate intervals; for

example, the proposed 27<sup>th</sup> Street location is only two blocks from the existing 25<sup>th</sup> Street pedestrian bridge. The Commission generally supports encouraging new pedestrian bridges and other means to provide improved public access to the waterfront in appropriate locations based on engineering feasibility and other criteria.

The 197-a plan recommends making the 25<sup>th</sup> Street pedestrian bridge handicapped accessible. Currently this pedestrian bridge has long staircases on both ends. The Commission believes that NYCDOT and DPR should explore the feasibility of making the 25<sup>th</sup> Street pedestrian bridge handicapped accessible.

CB 6 calls for crossings at deck of the Con Edison site from 35<sup>th</sup> and 36<sup>th</sup> Streets to East River Esplanade Park if NYSDOT chooses to tunnel the FDR Drive. The Commission supports exploring the feasibility of such pedestrian improvements if a tunnel for the FDR Drive is to be constructed at this location.

### ***Other Open Space Improvements***

The Commission supports the 197-a plan recommendation to encourage the MTA (with DPR and DOT) to consider park decks above the Queens Midtown Tunnel portals as part of the ongoing Second Avenue Subway Outreach process. The MTA's operational and security issues would need to be addressed.

The 197-a plan proposes that the City acquire open space at Con Edison East River Plant for the expansion of Murphy Brothers Park to include relocated ball fields. The Con Edison fields between 15<sup>th</sup> and 16<sup>th</sup> streets, Avenue C and the FDR Drive are currently utilized by private leagues for various sports. These fields are located about one block from Murphy Brothers Park, with a Con Edison parking lot separating the two. The Commission believes that the City should explore with Con Edison the possible acquisition or lease of open space at the Con Edison East River plant to supplement Murphy Brothers Park.



The 197-a plan recommends that the City encourage increased open space mitigation for large-scale development projects. Given the deficit of publicly-accessible open space in CD 6, the Commission believes that the City should encourage the inclusion of publicly-accessible open spaces where feasible and appropriate as part of large new developments.

CB 6 encourages the public acquisition of property for open space in connection with such developments as Bellevue/East River Science Park Plan; Con Edison Waterfront redevelopment; and the replacement of Robert Moses Playground. The Commission supports the objective of creating more public open space in the Study Area but notes that the opportunities for public acquisition of property for open space in the area are limited and other methods for achieving open space should continue to be pursued. Therefore the Commission can not support this specific recommendation but notes that the Bellevue/East River Science Park includes 61,000 square feet of publicly-accessible open space ensured through a special permit and a restrictive declaration. As part of the ERRC proposal, 4.8 acres of publicly-accessible open space would be ensured through a General Large Scale Development special permit and a restrictive declaration.

### ***Land Use and Zoning***

The 197-a plan has a number of land use and zoning recommendations designed to promote a mix of residential and commercial uses while maintaining the residential character in the Study Area. Proposals for specific sites focus on preserving the character of the existing built form. CB 6 encourages the mapping of contextual zoning districts to maintain residential character of the area and proposes the mapping of tower-on-a-base zoning districts to maintain street wall character along avenues and restrict zoning lot mergers where appropriate. CB 6 seeks to prevent extremely high buildings such as the 980-foot high Trump World Plaza building on First Avenue between 47<sup>th</sup> and 48<sup>th</sup> streets; this building was achieved with the use of a plaza bonus on a merged zoning lot.

The Study Area is a mix of contextual and non-contextual zoning districts. Many parts of the area have been rezoned to contextual districts (R7B, R8A, R8B, C1-8A and C1-9A) but there are still areas with non-contextual districts (R7-2, R8, C1-7, C1-8, C1-9 and R10). There is a large

area zoned R10 between East 49th and East 59th streets that is primarily residential; Tudor City is zoned R10. A large area with R8 zoning includes residences and the NYU Bellevue Medical Center. The area between East 14<sup>th</sup> and East 23<sup>rd</sup> streets, occupied by Stuyvesant Town and Peter Cooper Village, is governed by an R7-2 district. The Commission believes that the Department could explore mapping contextual zoning districts to maintain residential character and neighborhood scale in appropriate locations. The Commission also supports tower-on-a-base zoning districts where appropriate to maintain existing street wall character along avenues. Tower-on-a-base zoning also limits the potential for zoning lot mergers to result in increased building height.

The 197-a plan calls for a prohibition of any additional high-density office development east of the midline between Second and Third avenues. CB 6 aims to protect existing residential neighborhoods and to prevent the Midtown business district from moving east. Currently there is a mix of commercial and residential zoning in the area north of 34<sup>th</sup> Street with 25 percent of the total floor area occupied by office buildings and 63 percent occupied by residential uses. South of 34<sup>th</sup> Street, there is mostly residential zoning; residential uses are 70 percent of the total floor area. The Commission believes that the encroachment of high-density office development into existing residential areas should be discouraged and that proposals for new high-density office development east of the midline between Second and Third Avenue should be carefully evaluated and should be discouraged where inappropriate such as in predominantly residential areas. The Commission notes that the ERRC proposed office building between 40<sup>th</sup> and 41<sup>st</sup> streets is located in the northern portion of the 197-a plan Study Area which has a mix of residential and office buildings. As discussed below, the Commission believes that a commercial building at 708 First Avenue would be an appropriate use and would be in keeping with the neighborhood context.

CB 6 proposes the mapping of a Special Hospital Use Zoning District for the area from East 23<sup>rd</sup> Street to East 34<sup>th</sup> Street, between First Avenue and the FDR Drive. The stated intent of this district would be to provide a comprehensive approach which would anticipate medical center and hospital needs and eliminate the need for special permits and discretionary approvals. It

would provide zoning and urban design controls to overlay existing R8 and C6-2 districts. Currently the existing zoning in this area is mostly R8 with a small C2-5 overlay on one site that permits local retail and general office use. In 2001, the East River Science Park area between East 30<sup>th</sup> and East 28<sup>th</sup> streets, east of First Avenue, was rezoned to a C6-2 district which allows commercial development and a special permit was approved to allow a scientific research and development facility. The Commission notes that the area proposed for the Special Hospital Use District is largely built out with long-term uses in place. In addition to the East River Science Park which is under construction, the area includes the NYU medical center, the NYC Office of the Chief Medical Examiner, the Bellevue Psychiatric Building, the NYC Administration for Children's Services, Bellevue Hospital, the NYC DNA Forensics Laboratory, Hunter College's Brookdale Campus, the Veteran's Administration Hospital and a NYC Department of Education 75 Annex. The Commission does not endorse the proposed Special Hospital Use District because it believes that the existing zoning has allowed institutions to develop in an appropriate fashion and that discretionary approval processes for new institutional development have allowed institutions to meet their specific needs through carefully-considered public review procedures.

CB 6 recommends that some of the zoning provisions for community facilities be amended: that the larger floor area ratio for community facilities in R7 and R8 districts be eliminated; that all rear yard encroachments in midblock locations be eliminated; and that wide and narrow street locations be distinguished to allow greater density on wide streets compared to narrow streets. The Commission notes that some of the objectives of this recommendation were partially addressed by the DCP-initiated community facility text amendment which was adopted in 2004. This amendment prohibits the obstruction of required rear yards for most community facilities (including consulates, ambulatory health care facilities – not hospital-related) located beyond 100 feet of a wide street in residential districts that permit multiple dwellings. The text amendment excluded hospitals, schools, houses of worship and colleges, recognizing that the needs of these institutions must be balanced with the needs of residents. Much of CD 6 has been mapped with contextual zoning districts which eliminated the community facility FAR advantage. Therefore the Commission does not support the 197-a plan recommendation for amended community facility zoning.

The 197-a plan recommends that the area bounded by First Avenue, 59<sup>th</sup> Street, the waterfront, and 14<sup>th</sup> Street be designated as a Special Public Access District which would allow contributions to a fund for specified open space improvements (either on or off-site) including new portions of the waterfront esplanade, new park areas, new pedestrian bridges or other waterfront access improvements. A floor area bonus on any zoning lot would be given for these elective public open space improvements. An additional bonus would be allowed for the inclusion of affordable housing which would supersede the underlying FAR bonus provisions. Although the Commission strongly supports goals to improve public access to the waterfront and to encourage affordable housing, the Commission does not endorse this recommendation. Properties in the proposed special district (other than the ERRC First Avenue sites) are already planned or developed and opportunities for use of a Special Public Access District are therefore limited. In addition, there are a number of difficulties with a funding commitment for off-site improvements in the area. The implementation of improvements is subject to multi-agency approval process beyond developer control and dependent in large measure on other long range infrastructure improvements such as the rebuilding of the FDR Drive. The scale and complexity of off-site open space improvements would likely require additional government funding and it is unlikely that improvements could be implemented within a timeframe for private development. The Zoning Resolution already includes Inclusionary Housing provisions which the Department has carefully formulated with the City's Department of Housing Preservation and Development and which have been approved by the City Planning Commission and City Council. For the First Avenue sites, Inclusionary Housing is part of the ERRC's revised application, and the large scale plan incorporates 4.8 acres of publicly accessible open space.

The 197-a plan recommends an amendment of Article I, Chapter 3 of the zoning resolution to reduce the maximum number of permitted accessory residential parking spaces in R10 districts from up to 20 percent of units to 10 percent. This proposal aims to prevent new residential developments from illegally converting accessory parking garages to commercial public parking garages, and to discourage traffic and congestion. While the Commission supports the goal of reducing traffic volumes and congestion, it does not endorse this recommendation because the proposed parking regulations raise issues applicable to an area broader than a portion of one

community district. As part of PlaNYC's objective to improve air quality, the city is evaluating traffic congestion reduction options, including the potential for modifications to parking regulations.

### *Specific Sites*

The CB 6 197-a Plan has recommendations for the United Nations (UN) and UN-related sites; for the First Avenue (ERRC) properties; and for the East River Science Park.

#### *United Nations*

The plan recommends that the needs of the United Nations be provided for without significant displacement or disruption. The Commission agrees. New York City is privileged to host the UN and should continue to work to accommodate this extremely important international institution. The plan recommends that the sale of the three United Nations Development Corporation (UNDC) buildings to private developers should give priority to UN-related uses. The UNDC, a public benefit corporation, is responsible for developing offices, residential and other facilities for UN personnel, UN-related organizations, missions to the UN and visitors to the UN within the United Nations Development District which is located on the west side of First Avenue between East 43<sup>rd</sup> and East 45<sup>th</sup> streets. One and Two UN Plaza are office towers with office space for UN agencies and missions and a privately owned hotel. The hotel portions of One and Two UN Plaza have already been sold; the office and retail space continue to be owned by the city. Three UN Plaza is a mixed use building that contains the headquarters of the United Nations Children's Fund (UNICEF) and apartments for UN and mission staff. Three UN Plaza is unlikely to be sold because the building reverts to UNICEF ownership upon repayment of bonds in 2026. The Commission believes that it is premature to determine priorities for the sale of the UNDC buildings. Any proposed sale of these buildings should be evaluated at the time a proposal is made in order to determine the extent to which the needs of the UN and related entities should be accommodated.

The 197-a plan has a number of open space recommendations related to the UN and UN-associated buildings. A proposal, supported by the Administration, would consolidate UN space

in a new building on the Robert Moses Playground site at First Avenue between 41<sup>st</sup> and 42<sup>nd</sup> streets. This proposal, on which the UN has not taken a position, would require the state legislature to authorize the alienation of the Robert Moses Playground site for this UN-related use. CB 6 proposes that, to mitigate for the closure of Robert Moses Playground, an esplanade along east edge of the UN and outboard of the FDR Drive with connections to Glick Park at 37<sup>th</sup> Street and to the north at 48<sup>th</sup> Street should be constructed; also that a replacement park should be created within the immediate community. The 197-a Plan suggests that if the Robert Moses Playground is utilized by the UN, 685 First Avenue site should be designated for active recreation (assuming that City Council does not adopt a rezoning plan for this location). The Commission generally concurs that if Robert Moses Park is developed with a UN or UN-related building, the city should support the replacement of this park space with appropriate public open space in the nearby community.

#### *First Avenue Properties*

The 197-a plan has a number of recommendations for the former Con Edison properties along First Avenue between East 35<sup>th</sup> and East 41<sup>st</sup> streets (685 First Avenue, 700 First Avenue, 708 First Avenue and 616 First Avenue). The Con Edison facilities have been demolished and the properties are currently vacant. The East River Realty Company (ERRC) proposes major new mixed-use development on the First Avenue properties: 5 million square feet with six predominantly residential towers (approximately 4,200 new dwelling units), one commercial tower of 1.37 million square feet, and approximately 4.8 acres of publicly-accessible open space.

The Commission recognizes that several provisions and/or recommendations in the ERRC applications and the CB 6 197-a Plan conflict. Based on its concurrent review of both proposals, the Commission is modifying aspects of each to be more compatible with the other. The Commission believes that in determining the appropriate bulk and heights for the development of the First Avenue Properties sites, the scale and density of existing development near the ERRC sites, the potential for the provision of substantial publicly accessible on-site open space on the larger 700/708 parcel, and site planning elements relating to circulation and the placement of buildings are relevant factors.

CB 6 believes that new development on the First Avenue Properties should maintain the neighborhood's historical and residential character and should respect the scale and importance of the UN buildings. CB 6 recommends that the bulk on the First Avenue Properties be capped, as exemplified by Rivergate, Manhattan Place and Horizon buildings which have FARs of approximately 10 to 10.5. In addition, CB 6 proposes that the extensions of 39<sup>th</sup> and 40<sup>th</sup> streets should either be remapped or reopened to restore the street grid, allow for waterfront public access and not be used to generate FAR. As an alternative to remapping, CB 6 proposes that easements be provided on the roadbeds and the extensions should be treated as streets for zoning purposes and provide pedestrian and vehicular access.

As originally proposed by ERRC, the buildings on the 700/708 First Avenue site could have achieved an FAR of 12, via use of a plaza bonus. In response to issues raised during the public review process, the application was modified. The Commission believes that the bulk of the 1.37 million-square foot office building at 708 First Avenue should be reduced (from 12 FAR to 10 FAR on its portion of the 700/708 zoning lot) to be more comparable with commercial densities in the area. The resulting building could be up to 1.14 million square feet. This FAR modification is consistent with the 10 to 10.5 FAR favored by CB 6. The Commission is also reducing the office building's east/west width from 320 feet to 280 feet to be comparable with other large commercial buildings in Manhattan. The three residential buildings would remain at 12 FAR, with the increment between 9 and 12 FAR achievable through the inclusionary housing bonus.

The 197-a plan recommends that the height of buildings on the First Avenue Properties should be capped at 400 feet to respect the scale of the UN Secretariat building which rises to 503 feet. New buildings in the area include the 358-foot Rivergate at 34<sup>th</sup> Street, the 512-foot Corinthian at 38<sup>th</sup> Street and the 980-foot Trump World Plaza at 47<sup>th</sup> Street. The plan also recommends that the height of a building at 685 First Avenue not cause shadows to be cast on Tudor City parks. The heights of buildings in the ERRC proposal range from 433 to 721 feet. The Commission notes that the ERRC proposal EIS analysis found a significant adverse shadow impact for the ERRC proposal during the December analysis period only, when shadows are longest. The Tudor City open spaces are already heavily shadowed by other nearby buildings and by the

Tudor City buildings themselves. The analysis indicates that the shadows on Tudor City open spaces would not be eliminated unless the building at 685 First Avenue was reduced to only 320 feet in height and if the commercial building at 708 First Avenue was reduced to 360 feet. While the Commission believes that height reductions on this scale are not appropriate, it thinks that the height of the 685 First Avenue building should be lowered to be more consistent with the scale of the surrounding neighborhood. Therefore, the building's height of 721 feet would be reduced to approximately 600 feet. Depending on the type of floor plate the developer selects for the office building at 708 First Avenue, the 688-foot height might be lower because the Commission is reducing the FAR of this building from 12 FAR to 10 FAR. The Commission believes that the 197-a plan recommendation about building heights should be more general to allow building envelope flexibility.

The 197-a plan calls for the mapping of tower-on-a-base zoning districts to maintain street wall character along avenues and restrict zoning lot mergers where appropriate. All the buildings proposed by ERRC for the First Avenue properties are tower/slab forms rising straight up from street level. The Commission believes that the massing for the building at 685 First Avenue should be modified from a sheer-rising tower to a tower-on-base-like building form to reduce building height, better align with the Tudor City streetwall, improve access to ground floor retail uses and eliminate the pedestrian unfriendly bi-level open space in front of the building. This modification would make the 685 First Avenue building more consistent with the 197-a plan recommendation. The Commission supports tower-on-a-base zoning districts where appropriate to maintain existing street wall character along avenues. Tower-on-a-base zoning also limits zoning lot mergers. However, the Commission believes that, in the case of the ERRC proposal, tall sheer rising towers are appropriate for the 700/708 First Avenue site which is a 277,145-square foot superblock site with no possible future adjacent development on its east side. Because the site is near the East River, there is a sense of openness which can accommodate the towers. The sheer rising buildings permit a large open space on the site and result in more expansive views through the site to the river than tower-on-a-base buildings.

As mentioned earlier, CB 6 proposes that no new high-density office buildings be constructed east of the midline between Second and Third Avenues. The ERRC proposed office building at



708 First Avenue falls within this area. The Commission believes that an office building at this site is appropriate; there is a mix of commercial, institutional and residential buildings in the immediate surrounding neighborhood. The 708 First Avenue office building is close to the 42<sup>nd</sup> Street corridor and a group of high rise commercial buildings in the C5-2 district to the north.

The Commission endorses the CB 6 197-a Plan's recommendation that permanent affordable housing should be encouraged in new developments. As modified, the ERRC development proposal could generate 611 affordable units, on-site and/or off-site, utilizing an Inclusionary Housing bonus. The Commission is further modifying the ERRC proposal to encourage the early provision of affordable housing. CB 6 prefers that the affordable housing be provided on-site. While the Inclusionary Housing program allows for affordable units to be provided both on-site and off-site, given the limited number of housing sites in the area and the incentives for on-site housing created under the 421-a program, it is likely that a number of affordable units would be provided on-site.

The 197-a plan recommends that ground floor retail be required on First Avenue to accommodate the needs of local residents and enhance pedestrian activity. The Commission generally endorses the inclusion of ground floor retail. However, a requirement that the retail meet the needs of local residents cannot be "legislated." ERRC proposes to provide 74,000 gsf of retail space as part of the total development; all the buildings would include retail space on First Avenue, but not for the entire First Avenue frontage. The Commission is modifying the ERRC proposal for 685 First Avenue by increasing the required retail space from 30 to 50 percent of the First Avenue frontage, a revision more in line with CB 6's recommendation.

Regarding the extensions of 39<sup>th</sup> and 40<sup>th</sup> streets, the Commission believes that because these extensions are privately owned and are part of ERRC's proposed General Large Scale Development (GLSD), FAR generated by these extensions may appropriately be included in the bulk calculations for the development. The special permit for the general Large Scale Development Plan does, however, allow the Commission to reduce FAR where appropriate, as in the case of the 708 First Avenue commercial building. The Commission supports the provision of publicly-accessible space and view corridors on the extensions of 39<sup>th</sup> and 40<sup>th</sup> streets and

believes that the ERRC restrictive declaration and the General Large Scale Development plan ensure these provisions for the new development. The extensions, as modified by the Commission, would be publicly accessible from 6:00 a.m. to 1:00 a.m. To ensure the public access, the Commission is requiring that no barriers be allowed and that closure is accomplished only with signage. While the street extensions would not be open 24 hours, this modification furthers the objective of the 197-a plan to keep the spaces open to the public.

The 197-a plan calls for large easily accessible public space on portions of the First Avenue site. The Commission generally supports this recommendation. The ERRC proposal would provide 4.8 acres of publicly-accessible open space, including a large plaza with a pavilion; and a 5,500 square foot playground. The Commission, to ensure public activity and amenities, is modifying the ERRC proposal to require take-out food service at the pavilion; signs stating that no purchase is necessary to sit at the outdoor tables; and signs indicating public access to the pavilion's roof top overlook. The Commission is also adding one public restroom (for a total of four) and requiring that all public restrooms be directly accessible from the plaza. These modifications advance the 197-a plan's goals for public access. The Commission is also modifying the ERRC proposal to increase the useable playground space from 5,500 square feet to 10,000 square feet and to require unobstructed views into the playground. Both these revisions further the goals of the 197-a plan.

The Commission supports CB 6's recommendation that the development include overlook parks along the FDR Drive. The ERRC proposal includes an approximately 30 to 40-foot wide overlook esplanade, integrated within the publicly accessible open space, that stretches for approximately 735 feet along the eastern edge of the 700/708 First Avenue site and is accessed from the 39<sup>th</sup> and 40<sup>th</sup> street extensions.

The 197-a plan proposes that the First Avenue Properties developer be encouraged to provide an easement along the eastern edge of the property to better accommodate future off-site waterfront improvements. The Commission generally supports this recommendation because a publicly-accessible waterfront esplanade along the river between East 38<sup>th</sup> and East 42<sup>nd</sup> streets would connect to the existing esplanade at Glick Park on the south end and would be a much-needed

improvement. As previously discussed, implementation of this improvement would be a complex process. The elevated northbound 42<sup>nd</sup> Street exit ramp of the FDR Drive would have to be relocated or reconfigured and a deck or pedestrian bridge would need to be constructed over the FDR Drive. These long-range improvements would require approvals from city, state and federal agencies and likely require government funding.

The 197-a plan recommends that a new school facility be provided either on the First Avenue Properties sites or at some other location within the 197-a plan's Study Area. The Commission supports the development of new school facilities where the New York City Department of Education (DOE) and the New York City School Construction Authority (SCA) finds that there is a need. The Commission notes that the DOE and SCA have determined that new residential development in Community School District 2, coupled with projections for increased enrollment over the next ten years in that school district, will result in overcrowded conditions in existing school facilities and that a new facility will be needed. The SCA has agreed that a First Avenue Properties site would be suitable for a PS/IS (grades K-8) program and is working with the First Avenue Properties developer to plan for a new facility within its development. The ERRC proposal designates a site on the 616 First Avenue parcel for an approximately 92,000-square foot school building. The Commission notes that ERRC is modifying its construction schedule to ensure timely construction of the school building to meet anticipated demand for school seats so that the school can open in 2012. The school site is part of the ERRC General Large-Scale Development plan.

#### *East River Science Park*

The 197-a plan recommends the implementation the Cooper Eckstut Study for the East River Science Park (ERSP) for the northern portion of the Bellevue Campus. This study proposes that the buildings on the south side of 29<sup>th</sup> Street should be aligned with the ACS building; that footprints of the buildings should be shifted westward to allow for a wider pedestrian walkway along the private service road than currently provided; that 29<sup>th</sup> Street east of First Avenue should be remapped or reopened; that a pedestrian bridge be constructed over 30<sup>th</sup> Street to improve north/south access through the complex, and that the development accommodate the possible future connection from 29<sup>th</sup> Street to the waterfront via a deck or pedestrian bridge over

the FDR Drive.

Some of the 197-a plan objectives are met by that plan. The ERSP rezoning and special permit applications were approved by the Commission in Fall 2001 and adopted by the City Council on December 19, 2001. Phase 1 of ERSP has been designed and is under construction (two 16-story biomedical research buildings, a 6,000 square foot publicly accessible Winter Garden with a café and restrooms at the plaza level, and a below-grade accessory parking garage). Buildings will be aligned with the ACS building's fence line, permitting an unobstructed view corridor on 29<sup>th</sup> Street, as recommended in the 197-a plan, although the approved building footprints will not accommodate a wider pedestrian path along the service road. 29<sup>th</sup> Street will have sidewalks and a vehicular turnaround. The street will not be remapped but it will function as a publicly accessible pedestrian and vehicular way, meeting the 197-a plan objective. The Commission is modifying the recommendation regarding ERSP to encourage a dialogue between CB 6, EDC, DCP, and the developers and users of the East River Science Park sites for elements of the ERSP which have not yet been decided on. For example, CB 6 is particularly concerned about the pedestrian access across the FDR Drive to the waterfront from the eastern ERSP plaza.

### ***Transportation***

The 197-a plan includes a number of transportation recommendations that the Commission endorses. The Commission supports the CB 6 proposal that the Department of City Planning and the Department of Transportation continue to work with the community to determine placement of traffic calming measures at the most appropriate side street locations, including neckdowns, wider sidewalks, and landscaping treatments. NYCDOT responds to requests for traffic calming devices by evaluating specific locations as recommended by the community.

The Commission supports the 197-a plan's endorsement of the identified locations for Second Avenue subway stations and entrances at 14<sup>th</sup>, 23<sup>rd</sup>, 34<sup>th</sup>, 42<sup>nd</sup>, and 55<sup>th</sup> streets. Subject to financing availability, the Commission supports the consideration of pedestrian transfers via an underground tunnel from Second Avenue Subway stations to the #7 line at Grand Central Station; E and V Lines at 53<sup>rd</sup> Street from the proposed 55<sup>th</sup> Street station; and an Avenue A

entrance to the First Avenue station on the L Line.

The 197-a plan calls for the re-routing of buses and the creation or relocation of bus stops to support new development in the Study Area. The Commission supports an assessment of bus stop locations, routes and service to accommodate new development and notes that this is standard NYCT practice. CB 6 recommends that bus stops be located to facilitate intermodal transfer points for buses, ferries, subways and water taxis at 23<sup>rd</sup>, 34<sup>th</sup> and 42<sup>nd</sup> streets. The Commission generally supports efforts to facilitate intermodal transfer points at main east/west connector streets to the waterfront by providing upland connections where feasible and appropriate. The Commission notes that at 34<sup>th</sup> Street, intermodal connections have been achieved with ferry, water taxi, and bus and taxi service. Upland connections to the East River near 23<sup>rd</sup> Street are provided with nearby bus stops and at-grade pedestrian and vehicular crossings at 23<sup>rd</sup> Street. There are no upland connections at 42<sup>nd</sup> Street because of the configuration of the FDR Drive at that location, and currently there are no plans for ferry or water taxi service there. The UN's location at 42<sup>nd</sup> Street raises security issues.

CB 6 calls for the exploration of sites for black car and bus layovers, parking, and rest stops. The Commission endorses this recommendation assuming that CB 6 will propose specific locations to DOT. The Commission supports the 197-a plan recommendations that endorse a network of dedicated and safe bicycle routes and encourage bicycle parking in private garages. PlaNYC advocates the use of bicycles instead of cars to improve the air quality in the city.

CB 6 calls for the development of uniform standards for security barriers or other security measures such as landscaping and street furniture. The necessity for private security structures on public sidewalks must be confirmed first by the Police Department and requires review by an interagency security structures committee as well as a revocable consent from DOT. Bollards are now the primary security structure utilized. The Commission recognizes CB 6's desire for uniform standards but believes this to be impractical. Therefore the Commission does not support this 197-a plan recommendation.

### ***Preservation***

The 197-a plan contains some specific recommendations to landmark or utilize other preservation options for Stuyvesant Town and Peter Cooper Village, as well as for the original buildings at Bellevue Hospital, such as the former Psychiatric Building, currently housing a Department of Homeless Services (DHS) men’s shelter and a McKim, Meade and White building that was renovated by the City in 2001 to house an Agency for Children’s Services (ACS) intake center and other ACS functions. The ACS building is listed on the National Register of Historic Places.

The Commission supports the consideration of the original buildings at Bellevue Hospital for landmark status to preserve the historic character and campus setting of the Bellevue Hospital campus, noting that the Landmarks Preservation Commission has indicated that the Psychiatric Building and the ACS building are “eligible as potential landmarks.”

The 197-a plan recommendation for preserving Stuyvesant Town and Peter Cooper Village suggested several preservation “tools” for preserving the “integrity, built character and urban design qualities” of these communities, including designation as a NYC landmark, placement on the National Register of Historic Places, or designation as a Special Planned Community Preservation District. The Commission defers to the Landmarks Preservation Commission regarding the eligibility and suitability of Stuyvesant Town and Peter Cooper Village for landmark status or other historic designation. The Commission encourages the Landmarks Preservation Commission and CB 6 to enter into a dialogue on issues relating to landmark designations for the original Bellevue Hospital buildings and for Stuyvesant Town and Peter Cooper Village.

The Commission does not endorse the recommendation to consider designation of Stuyvesant Town and Peter Cooper as a Special Planned Community Preservation District. The Commission notes that the protections of this special district are more rigid than landmark protections, subjecting all structural alterations to buildings, landscape and topography, even those elements that do not have architectural significance, to special permit review.

## ***Housing***

The Commission shares the CB 6 197-a plan goal to encourage permanent affordable housing and discourage the demolition or conversion of affordable housing (i.e. Mitchell-Lama) to market-rate housing. The Commission notes that the city aims to retain units in the city's affordable housing stock, including those in the low-income housing tax credit program, those developed through the Mitchell-Lama program, and those in the federal Department of Housing and Urban Development's (HUD) multi-family programs. HPD and HDC have developed a refinancing strategy for Mitchell-Lama developments to restructure mortgages and procure funds for capital improvements, which would be tied to commitments to stay in the program for an additional 15 years. HPD is also working with HDC to develop a program that would allow Mitchell-Lama rental developments to convert to cooperatives structured to be affordable to Mitchell-Lama tenants, with developers continuing to receive tax abatements. HPD is also working on a series of federal and state legislative proposals to ensure tenant protections and provide incentives for owners to remain in the program.

The Commission observes that there are limited opportunities for new affordable housing within Community District 6 and enthusiastically supports the plan's recommendation to encourage the development of new low and moderate income housing in new residential developments in Community District 6 that would be permanently affordable. The Commission notes that the proposed ERRC development, as modified, could result in 611 affordable housing units using the Inclusionary Housing program.

## ***Community Facilities***

The 197-a plan recommendation about a school is discussed above in the section about the First Avenue properties.

The Commission supports the 197-a plan recommendation that the Agency for Children's Services Division of Child Care and Head Start (CCHS) monitor daycare demand and availability of slots in Community District 6 and that CCHS promote the construction of day care facilities in new private office and residential developments. The Commission notes that ACS and CCHS have indicated to the Commission that they are committed to promoting "partnerships

with developers and others within the economic development community to assist programs.” The Commission further notes that the FEIS for ERRC's First Avenue Properties proposal determined that the project would have a significant adverse impact on publicly funded daycare in the area. The restrictive declaration entered into in association with the ERRC applications provides that ERRC will coordinate with the Agency of Children's Services to determine the appropriate mitigation for this impact.

## **RESOLUTION**

**RESOLVED**, that the City Planning Commission finds that the action described herein will have no significant effect on the environment; and be it further

**RESOLVED**, that the City Planning Commission, in its capacity as the City Coastal Commission, has reviewed the waterfront aspects of this application and finds that the proposed action will be consistent with WRP policies, and be it further

**RESOLVED**, by the City Planning Commission, pursuant to Section 197-a of the New York City Charter, that the 197-a plan, *197-a Plan for the Eastern Section of Community District 6, Borough of Manhattan, New York City* submitted by Manhattan Community Board 6 on December 22, 2005 and revised on October 23, 2007, is approved with modifications:

**Whereas**, approved 197-a plans guide the future actions of public agencies; and

**Whereas**, approved 197-a plans cannot preclude subsequent actions by the City Planning Commission and the City Council in their review of possible future applications under other charter-described processes; and

**Whereas**, some of the zoning and land use recommendations in this 197-a plan will require subsequent approval of 197-c zoning map change applications, which have their own defined review procedures; and



**Whereas**, the recommendations and proposals contained in the Recommendations section of the “Community Board 6 197-a Plan for the Eastern Section of Community District 6,” Borough of Manhattan, New York City” are hereby replaced and modified as follows:

Note: an asterisk \* indicates minor modifications, a double asterisk \*\* indicates major modifications.

#### *Waterfront Related Improvements*

1. Explore with Con Ed, NYCDOT and NYSDOT opportunities to widen Esplanade between 13<sup>th</sup> and 15<sup>th</sup> Streets by replacing the existing pump with a smaller pump.
2. Explore with NYCDOT and DPR the feasibility of making the 25<sup>th</sup> Street pedestrian bridge handicapped accessible.\*
3. If the FDR Drive is to be relocated to grade, which would permit a deck above the drive, the option of a park on a deck above the FDR Drive between 28<sup>th</sup> and 30<sup>th</sup> streets should be studied, within the context of the reconstruction of the FDR Drive by NYSDOT.\*
4. Improve area around 35<sup>th</sup> Street ferry landing.
5. Explore the feasibility of creating smaller neighborhood piers for water taxis at 23<sup>rd</sup> and 42<sup>nd</sup> streets.\*
6. Explore the feasibility of constructing a narrow esplanade walkway between 53<sup>rd</sup> and 63<sup>rd</sup> streets on a cantilever on the outboard side of the existing FDR Drive.\*
7. Explore alternatives to relocate all parking located directly on the waterfront such as the 34<sup>th</sup> Street lot, the 23<sup>rd</sup> Street Skyport parking garage, and the Con Edison Parking pier (38<sup>th</sup> to 41<sup>st</sup> streets).
8. Accommodate pedestrians, joggers, cyclists, and skaters on new esplanades and greenways.
9. The city should work with appropriate federal and state agencies to explore the feasibility for decking over a portion of the FDR Drive, the relocation or reconfiguration of the northbound FDR exit ramp at 42<sup>nd</sup> Street, and the creation of a continuous waterfront esplanade between 34<sup>th</sup> and 42<sup>nd</sup> streets. Development on the First Avenue Properties (former Con Edison sites) should be compatible with, and not preclude, future off-site waterfront improvements.\*\*

10. Pursue measures to ensure that the waterfront esplanade at Waterside Plaza is publicly accessible.\*\*
11. Facilitate safe inland pedestrian connections between sections of the waterfront esplanade for areas with uses that preclude direct pedestrian access along the waterfront.\*\*
12. Encourage new pedestrian bridges and other means to provide improved public access to the waterfront in appropriate locations based on engineering feasibility and other criteria.\*\*
13. Explore the feasibility of providing pedestrian crossings from 35<sup>th</sup> or 36<sup>th</sup> streets to the East River Esplanade Park if a tunnel for the FDR Drive is to be constructed.\*\*
14. To preserve and create waterfront views and facilitate public access to the waterfront, appropriate zoning, land use and mapping controls as well as urban design and streetscape improvements should be used.\*\*
15. Where appropriate and physically feasible, create the opportunity for public access to the waterfront by allowing pedestrians to use streets or their extensions that have been remapped, reopened or otherwise made publicly accessible.\*\*

*Other Open Space Improvements*

16. Encourage the MTA (with DPR and DOT) to consider park decks above Queens Midtown Tunnel portals as part of the ongoing Second Avenue Subway Outreach process.
17. The city should explore with Con Edison the possible acquisition or lease of open space at the Con Edison East River plant to supplement Murphy Brothers Park.\*
18. Given the deficit of publicly-accessible open space in CD 6, the city should encourage the inclusion of publicly accessible open spaces where feasible and appropriate as part of large new developments.\*

DELETED:

- Encourage public acquisition for open space for such developments as Bellevue/East River Science Park Plan; Con Edison Waterfront redevelopment; replacement of Robert Moses Playground.

### *Land Use and Zoning*

19. Explore mapping contextual zoning districts to maintain neighborhood scale and residential character in appropriate locations.\*
20. Support tower-on-the-base zoning districts where appropriate to maintain existing street wall character along avenues. Tower-on-the-base zoning also limits zoning lot mergers.\*
21. Carefully evaluate proposals for high-density office development east of the midline between Second and Third avenues, and discourage such development where inappropriate, such as in predominantly residential areas.\*\*

#### DELETED:

- Map a Special Hospital Use District (includes Bellevue, NYU, and VA Hospital Medical Centers).
- Eliminate zoning preferences for community facilities in the Study Area: eliminate larger floor area ratio for community facilities in R7 and R8 districts; eliminate all rear yard encroachment in midblock locations; distinguish definitions between wide and narrow street location to allow greater density on wide streets compared to narrow streets.
- Designate the area bounded by First Ave., 59th Street, waterfront, and 14th Street as a Special Public Access District; provide additional floor area bonus on any zoning lots that provides elective public open space improvements either on or off-site; an additional bonus would be allowed for the inclusion of affordable housing which would supersede the underlying FAR bonus provisions.
- Amend Article I, Chapter 3 of the zoning resolution to change accessory parking in R10 districts from up to 20% of apartment units to 10%.

### *Specific Sites*

#### *United Nations:*

22. Provide for needs of UN without significantly displacing or disrupting the surrounding neighborhoods.
23. If Robert Moses Park is developed with a UN or UN-related building, the city should support the replacement of this park space with appropriate public open space in the nearby community.\*\*

#### DELETED:

- Sale of three UNDC buildings to private developers should give priority to UN-related uses.

*First Avenue Properties:*

24. Provide overlook parks along the FDR Drive.
25. Require ground floor retail on First Avenue in order to enhance pedestrian activity.\*
26. Provide publicly-accessible space and view corridors on the extensions of 39<sup>th</sup> and 40<sup>th</sup> streets.\*\*
27. Consider the scale and density of existing development near the ERRC sites, the potential for the provision of substantial publicly accessible on-site open space on the larger 700/708 parcel, and site planning elements relating to circulation and the placement of buildings in determining the appropriate bulk and heights for the development of the First Avenue Properties sites. \*\*
28. Encourage the developer of the First Avenue properties to provide an easement along the eastern edge of the property so as to not preclude future off-site waterfront improvements.\*\*
29. Include a large, publicly accessible open space in the First Avenue properties development.\*\*
30. Facilitate the inclusion of an elementary or elementary/intermediate school on the First Avenue properties site.\*\*

DELETED:

- 39th and 40th streets (extensions) be remapped.

*East River Science Park:*

31. Encourage a dialogue between CB 6, EDC, DCP and the developers and users of the East River Science Park sites for elements of the ERSP which have not yet been decided on.\*\*

*Transportation*

32. Determine (DCP and DOT) placement of traffic calming measures at appropriate side street locations, including neckdowns and wider sidewalks, and creation of landscaping treatment.
33. Endorse the identified locations for Second Avenue subway stations and entrances at 14<sup>th</sup>, 23<sup>rd</sup>, 34<sup>th</sup>, 42<sup>nd</sup>, and 55<sup>th</sup> streets.

34. Encourage MTA to consider providing pedestrian transfers via underground tunnel from Second Avenue subway station stop to: No. 7 line at Grand Central Station and E and V lines at 53<sup>rd</sup> Street from the proposed 55<sup>th</sup> Street station.\*
35. If resources are available, consider an Avenue A entrance to the First Avenue station on the L line.\*
36. Assess bus stop locations, routes and service to accommodate new development.\*
37. Facilitate intermodal transfer points at main east/west connector streets to the waterfront by providing upland connections where feasible and appropriate.\*
38. Explore sites for black car and bus layovers, parking and rest stops, with CB 6 proposing specific locations.\*
39. Endorse a network of dedicated and safe bicycle routes.
40. Encourage bicycle parking in private garages.

DELETED:

- Develop uniform standards for security barriers or other security measures (landscaping, street furniture) within the Study Area.

*Preservation*

41. Encourage LPC and CB 6 to enter into a dialogue on issues relating to landmark designations for the original Bellevue Hospital buildings and for Stuyvesant Town and Peter Cooper Village.\*\*

*Housing*

42. Encourage permanent affordable housing.
43. Discourage demolition or conversion of affordable housing (i.e. Mitchell Lama) to market-rate housing.
44. Encourage low and moderate income housing in new developments which would be permanent and could not be converted to market value.

*Community Facilities*

45. Encourage NYC Division for Child Care and Head Start (CCHS) to monitor daycare demand and availability of slots in CD6.
46. Encourage CCHS to promote construction of day care facilities in new private office and residential development.

The above resolution (N 060273 NPM), duly adopted by the City Planning Commission on January 28, 2007 (Calendar No. 15), is filed with the Office of the Speaker, City Council, and the Borough President in accordance with the requirements of Section 197-d of the New York City Charter.

**AMANDA M. BURDEN, AICP, Chair**

**KENNETH J. KNUCKLES, Esq., Vice Chairman**

**ANGELA M. BATTAGLIA, IRWIN G. CANTOR, P.E., ANGELA R. CAVALUZZI, R.A.,**

**ALFRED C. CERULLO, III, BETTY Y. CHEN, MARIA DEL TORO, RICHARD W.**

**EADDY, NATHAN LEVENTHAL, JOHN MEROLO, KAREN A. PHILLIPS,**

Commissioners

Shirley A. McRae, Commissioner, Abstaining



## Section 3

### Community Board's Proposed 197-a Plan

as submitted October 2007



Community Board 6  
Borough of Manhattan  
New York City  
Community Board 6  
Borough of Manhattan  
New York City  
Community Board 6  
Borough of Manhattan  
New York City  
Community Board 6  
Borough of Manhattan  
New York City

**197-A PLAN  
FOR**

**THE EASTERN SECTION OF  
COMMUNITY DISTRICT 6**

Community Board 6  
Borough of Manhattan  
New York City  
Community Board 6  
Borough of Manhattan  
New York City  
**BOROUGH OF MANHATTAN**

**NEW YORK CITY**

Community Board 6  
Borough of Manhattan  
New York City

**October 2007**

Community Board 6  
Borough of Manhattan  
New York City  
Community Board 6  
Borough of Manhattan



197-A PLAN  
FOR  
THE EASTERN SECTION OF  
COMMUNITY DISTRICT 6  
BOROUGH OF MANHATTAN  
NEW YORK CITY

Manhattan Community Board Six  
And  
East Side Rezoning Alliance

Amended October 2007

## CREDITS

### ***Manhattan Community Board Six***

Carol A. Schacter, Chair  
Toni Carlina, District Manager

### ***Manhattan Community Board Six, Land Use Committee, 197a Subcommittee***

Ellen R. Imbimbo, Committee Chairperson  
Edward C. Rubin  
John West  
Mark Thompson  
Lou Sepersky

### ***East Side Rezoning Alliance***

Irene Peveri, Co-Chair  
Barry Benepe, Co-Chair

Prepared with the assistance of:

### ***Buckhurst Fish & Jacquemart Inc.***

115 Fifth Avenue  
New York, NY 10003  
Tel. 212 353-7484

Frank Fish, FAICP, Principal  
Bonnie Braine, Associate  
Tom Yardley, Senior Associate  
Stephanie Cheung, Graphics  
Winnie Liu, Graphics

# TABLE OF CONTENTS

Amended 10/07

<b>CHAPTER 1: INTRODUCTION</b> .....	<b>1</b>
A. 197-a Plan for the Eastern Section of Community District 6 .....	1
B. Overview of 197-a Planning Process .....	3
C. Goals and Objectives of the 197-a Plan .....	3
D. Description of The 197-a Study Area .....	5
<b>CHAPTER 2: DEVELOPMENT HISTORY</b> .....	<b>7</b>
A. Historical Background .....	7
B. Population and housing trends.....	11
C. Current Development Trends.....	12
D. New Development in Planning Stages.....	13
<b>CHAPTER 3: COMMUNITY PROFILE</b> .....	<b>16</b>
A. Land Use .....	16
B. Zoning.....	21
C. Urban Design and Historic Resources .....	27
D. Transportation .....	41
E. Open Space and Waterfront Access.....	52
<b>CHAPTER 4: RECOMMENDATIONS</b> .....	<b>72</b>
A. Land Use and Zoning Recommendations.....	72
B. Waterfront Esplanade and open space recommendations .....	78
C. Urban Design and Preservation Recommendations.....	84
D. Streets and Transportation Recommendations .....	90
<b>CHAPTER 5: SUGGESTED IMPLEMENTATION</b> .....	<b>94</b>
<b>APPENDIX A: 197a Plan Goals</b>	
<b>APPENDIX B: Evidence of Public Participation Community Board 6 Board Resolutions</b>	
<b>APPENDIX C: Correspondence</b>	
<b>APPENDIX D: Documentation of Need for Affordable Housing</b>	

**LIST OF FIGURES**

**Amended 10/07**

Figure 1: Study Area Boundary Map..... 2

Figure 2: Land Use Map ..... 20

Figure 3a: Existing Zoning Map A (South Section of Study Area)..... 23

Figure 3b: Existing Zoning Map B (North Section of Study Area)..... 24

Figure 4: Stuyvesant Square Historic District..... 31

Figure 5: Tudor City Historic District ..... 32

Figure 6a: Street Grid Map ..... 46

Figure 6b: Street Grid Map ..... 47

Figure 7: Coastal Zone Map ..... 54

Figure 8a: Parks and Open Space South ..... 58

Figure 8b: Parks and Open Space North ..... 59

Figure 9: East River Waterfront 14<sup>th</sup> to 30<sup>th</sup> Street ..... 65

Figure 10: East River Waterfront 29<sup>th</sup> to 44<sup>th</sup> Street ..... 67

Figure 11: East River Waterfront 43<sup>rd</sup> to 59<sup>th</sup> Street ..... 69

Figure 12a: Midtown Zoning Adjacent to Study Area ..... 75

Figure 12b: Existing Built FAR..... 76

Figure 13: Land Use and Zoning Recommendations ..... 77

Figure 14: Waterfront and Open Space Recommendations 14<sup>th</sup> to 35<sup>th</sup> Streets ..... 80

Figure 15: Waterfront and Open Space Recommendations 36<sup>th</sup> to 59<sup>th</sup> Streets ..... 81

Figure 16: Queens Midtown Tunnel Portals Concept Plan..... 82

Figure 17: Concept for Active Recreation Space above Queens Midtown Tunnel Portals..... 83

Figure 18: Urban Design/Preservation Recommendations 14<sup>th</sup> to 35<sup>th</sup> Streets ..... 86

Figure 19: Urban Design/Preservation Recommendations 36<sup>th</sup> to 59<sup>th</sup> Streets ..... 87

Figure 20: Urban Design/Preservation East River Science Park Road Access and Bldg. Footprints  
Recommendations ..... 88

Figure 21: Urban Design/Preservation East River Science Park View Corridors and Pedestrian Access  
Recommendations ..... 89

Figure 22: Streets and Transportation Recommendations 14<sup>th</sup> to 35<sup>th</sup> Streets..... 92

Figure 23: Streets and Transportation Recommendations 36<sup>th</sup> to 59<sup>th</sup> Streets..... 93

**LIST OF PHOTOGRAPHS**

*Amended 10/07*

Photo 1: View of East River waterfront from 25th Street north to the Queensboro Bridge ..... 28

Photo 2: Waterfront view to looking north from 16<sup>th</sup> Street to the United Nations ..... 28

Photo 3: View from Stuyvesant Cove Park looking north and east from 23<sup>rd</sup> Street ..... 29

Photo 4: View from Stuyvesant Cove Park looking south and east from 23<sup>rd</sup> Street ..... 29

Photo 5: View to Waterside No.1 from across First Avenue at 38<sup>th</sup> Street ..... 38

Photo 6: View to Waterside No. 2. across First Avenue from 39<sup>th</sup> Street ..... 38

Photo 7: FDR Drive Viaduct at Stuyvesant Cove Park ..... 39

Photo 8: View of Queensboro Bridge looking north toward Sutton Place ..... 39

Photo 9: View of Queens Midtown Tunnel entrance plaza and surrounding buildings ..... 40

Photo 10: View of Queens Midtown Tunnel exit plaza west from 37<sup>th</sup> Street at First Avenue ..... 40

Photo 11: View east to the elevated FDR Drive 42<sup>nd</sup> Street off-ramp next to United Nations. .... 42

Photo 12: View of Queensboro Bridge looking east from 60<sup>th</sup> Street and Second Avenue. .... 42

Photo 13: Existing decking with greenspace and trees over tunnel plaza along 37<sup>th</sup> Street ..... 43

Photo 14: View south alongside Con Edison Parking Pier between 38<sup>th</sup> and 41<sup>st</sup> Street ..... 49

Photo 15: View south of Heliport parking along waterfront at 33<sup>rd</sup> Street ..... 49

Photo 16: View through Stuyvesant Cove Park looking south ..... 60

Photo 17: Southeast view through East River Esplanade (“Glick”) Park..... 60

Photo 18: View of Robert Moses Playground and the tunnel ventilation building, looking east to 42<sup>nd</sup> Street and First Avenue..... 61

Photo 19: View through John J. Murphy Park northeast to FDR Drive at 18<sup>th</sup> Street..... 61

Photo 20: Ballfields, view south from 16<sup>th</sup> Street within Con Edison East River Plant..... 62

Photo 21: View into General Douglas MacArthur Playground from 48<sup>th</sup> Street. .... 62

Photo 22: Pedestrian overpass bridge at East 25<sup>th</sup> Street, view from Waterside Plaza..... 63

Photo 23: Pedestrian underpass from Glick Park at 37<sup>th</sup> Street ..... 63

Photo 24: Service road alongside Waterside Plaza, with M-16 bus stop..... 66

Photo 25: View south to closed walkway at Waterside Plaza ..... 66

Photo 26: Esplanade north of 30<sup>th</sup> Street, alongside parking area for Water Club..... 70

Photo 27: Esplanade veering inland around heliport parking area and under the viaduct ..... 70

Photo 28: Roadway alongside parking pier ending at 41<sup>st</sup> Street..... 71

**LIST OF TABLES**

Table 1: Population Change in Community District 6 ..... 11

Table 2a: Elementary and Intermediate Schools within Manhattan CD 6 (CSD 2 in Instructional Region 9) ..... 17

Table 2b: Day Care & Head Start Facilities: Capacity per Population Under 5 Years..... 18

Table 3: Zoning Changes (1981 to the Present) ..... 21

Table 4: Zoning by Neighborhood ..... 25

Table 5: New Residential Buildings Since 1966 ..... 35

## CHAPTER 1: INTRODUCTION

### A. 197-A PLAN FOR THE EASTERN SECTION OF COMMUNITY DISTRICT 6

This 197-a Plan has been prepared to address the ongoing changes in a part of Manhattan that has experienced many generations of dramatic transformations and growth. This Plan applies to the eastern portion of Community District 6, an extensively developed and diverse area that includes important residential and institutional uses in well-known historic neighborhoods, as well as an important highway (the FDR Drive) and the entrances and exit ramps to the Queens Midtown Tunnel (QMT). The portion of the Study Area south of 48<sup>th</sup> Street, previously a waterfront industrial district dating back to the 18<sup>th</sup> century, has been redeveloped over the past several decades with numerous large-scale residential uses, beginning with Tudor City in the 1920s, Stuyvesant Town/Peter Cooper Village in the late 1940s, Kips Bay Houses, Waterside Plaza, Bellevue South Urban Renewal Area housing in the 1960s-1970s, as well as major medical institutions, and the United Nations. The substantial redevelopment of this area underscores the critical importance of planning proposals and policies to guide the future of this part of the City where substantial new developments are currently proposed.

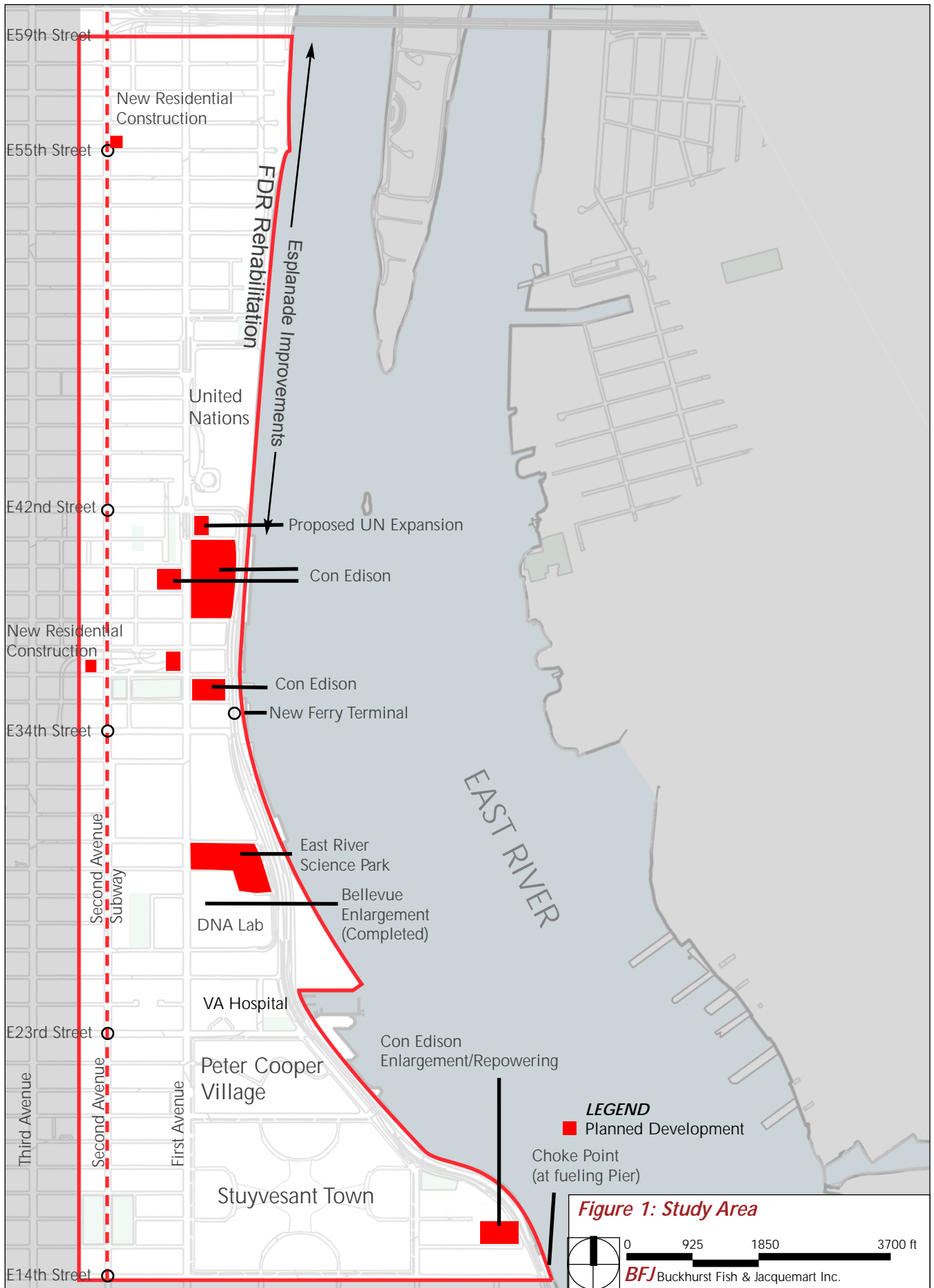
The 197-a Plan "Study Area" is defined with particular attention to those areas where these new changes are anticipated. As illustrated in the map (Figure 1) on the following page, the Study Area is bounded by 14<sup>th</sup> and 59<sup>th</sup> Streets to the north and south, to the east by the East River waterfront, and to the west by the line 100 feet west of the west side of Second Avenue. The major changes currently planned for this area include the following:

- rebuilding of portions of the FDR Drive
- redevelopment of parts of the Bellevue Hospital and NYU Medical Center campus
- decommissioning and redevelopment of Con Edison Waterside properties on First Avenue between East 35<sup>th</sup> and East 41<sup>st</sup> Streets for high density residential/commercial uses
- construction of a new UNDC building at Robert Moses Playground site
- construction of the Second Avenue Subway
- additional ferry service landings at 34<sup>th</sup> Street
- development of the Perl binder site at 36-37<sup>th</sup> Streets on Second Avenue

In addition to these large-scale individual projects, the Comprehensive Manhattan Waterfront 197-a Plan, adopted in 1997 by the City Council, makes specific recommendations for the Study Area. This includes the creation of a continuous waterfront esplanade, and improved access to the East River waterfront, which have long been key goals of Community Board 6 and other local groups. Part of the esplanade and improvements have already been implemented with the creation of Stuyvesant Cove Park between East 23<sup>rd</sup> and 18<sup>th</sup> Streets. This was a direct result of the Community Board *Stuyvesant Cove 197-a Plan*, and represents a major step in developing the esplanade. This Plan addresses the completion of the esplanade along the entire waterfront within the entire Community Board 6 waterfront.

This is a time of great possibilities for Community District 6 and New York City. Rarely does so much change occur at once in such a concentrated and mature urban place. Both the scale and the intensity of the new projects proposed for this area require an overall vision to coordinate the separate developments in the context of an integrated community plan.

Community Board 6 has prepared this 197-a plan as a guide for constructive cooperation among the proponents of these projects on open space, waterfront, transportation, urban design, and related issues.



## B. OVERVIEW OF 197-A PLANNING PROCESS

Under Chapter 197-a of the City Charter, New York City community boards are empowered to prepare plans for the “development, growth, and improvement” of their communities. Once a plan is approved by the City Planning Commission and the City Council, it serves as a policy guide for subsequent actions by City agencies. Environmental review of land use proposals must also take the Plan into account. This 197-a Plan creates a comprehensive community vision, and addresses specific issues currently facing the community district in the area east of Second Avenue and along the waterfront. (At the close of the 197-a planning process, Community Board 6 will have created a comprehensive set of proposals and policies to provide a future framework for development in the Study Area at this critical point in its history.)

Because the Study Area is located directly on the waterfront, this 197-a plan is consistent with the New York City Waterfront Revitalization program, specifically the 1997 Comprehensive Manhattan Waterfront 197-a Plan. In addition, Community Board 6 adopted the Stuyvesant Cove 197-a Plan for the area from 18th to 23rd Streets along the waterfront. That 197-a Plan has already been implemented with the opening of Stuyvesant Cove Park in 2002.

## C. GOALS AND OBJECTIVES OF THE 197-A PLAN

This 197-a plan provides a community-based framework, organized as a series of comprehensive proposals and policies, to guide the future of the eastern portion of Community District 6 in relation to new development and other proposed changes to its urban landscape. Based on the collective deliberations and investigations of Community Board 6, in response to the many planning issues that it has considered over the years, the Plan also incorporates the findings and recommendation of various studies undertaken to address these issues, including: the *Land Use Issues and Opportunities Report for the East River Repowering Project (2001)*; planning studies of the East River Science Park within the Bellevue Hospital and NYU Hospital complex; the Con Edison Waterside sites proposed development plan; and other studies relating to urban form, open space, and transportation.

The overall goals and objectives addressed in this 197-a Plan are briefly summarized as follows:

### **Open Space (Parks and Waterfront Access)**

- Increase the amount of useful, active and passive public open space serving residents, workers and visitors in Community District 6. With the lowest ratio of public park space per capita of any Manhattan Community District, CD 6 has a serious open space deficiency.
- Explore use of public open space in parks such as Sutton Place Park; create additional recreational space near St. Vartan Park by decking over Midtown tunnel access areas.
- Improve access to and from the waterfront by creating safer pedestrian crossings and additional pedestrian bridges.
- Create the links to complete the East River Esplanade running through the Study Area, connecting with the East River Park, to the south, and the promenade extending north of the Queensboro Bridge, to the north.
- Designate the waterfront as a special waterfront use and recreation district.

### **Streets**

- Make the best use of the streets, highways, and riverfront in the Study Area for both its neighborhoods and for the City at large.



- Remap streets that have been closed east of First Avenue within the East River Science Park and the Con Edison Waterside facilities to preserve view corridors, restore the street grid, and provide public access to the waterfront.

### **Transportation**

- Improve transportation systems serving the Study Area and the City, including new water taxi service within the Study Area, and new bus stop locations to facilitate inter-modal transfer points between buses, ferries, and water taxis at 23rd, 34th and 42nd Streets.
- Examine the incompatibility of the heliport located on the riverfront between 32<sup>nd</sup> and 33<sup>rd</sup> Streets with nearby parks, open space, residential and institutional uses.
- Address traffic, parking, and pedestrian safety issues, including the inappropriate location of parking facilities directly on the waterfront rather than under the FDR viaduct.
- Address the potential impacts of the construction of the Second Avenue subway within the Study Area.

### **Land Use**

- Consistent with historic trends in the area recommend the appropriate mixes of uses (residential/commercial) to maintain the predominantly residential character of Study Area, while accommodating specialized non-residential uses such as Bellevue/NYU Hospitals and the United Nations.
- Define the appropriate land uses for the Con Edison First Avenue Properties, including density of residential/commercial uses, and open space and waterfront access features.
- Develop policy for rezoning that prohibits any additional high-density office development east of the midline between Second and Third Avenues in order to prevent the Midtown CBD from moving further east.

### **Residential**

- Maintain and encourage new residential uses on the east side of First Avenue consistent with past C1-9 rezonings in the area including Rivergate, Manhattan Place and Horizon.
- Encourage the development and retention of affordable housing in the area.

### **Urban Design**

- Conserve the character of the existing built urban form of the area. This includes preservation of the Bellevue psychiatric building and redevelopment of the rest of the Bellevue-NYU site as outlined in the East River Science Park study (Cooper Eckstut Plan).
- Map contextual districts to maintain residential character in the Study Area.

### **Preservation**

- Retain buildings and spaces of aesthetic, historic, or cultural significance that enhance the character of the Study Area neighborhoods.
- The Community Board supported the designation of Con Edison Waterside No. 1 Power Plant as a landmark (and possibly Waterside No. 2), and the potential adaptive re-use of this power plant, similar to the conversion of the old Bankside Power Station in London into the Tate

Modern Museum in London. These buildings have since been demolished to accommodate the redevelopment of the site.

- Consider preservation options for Stuyvesant Town and Peter Cooper Village such as placement on the National Register of Historic Places, designation as a NYC landmark or a Special Planned Community District.

#### D. DESCRIPTION OF THE 197-A STUDY AREA

The 197-a Study Area is located within the larger Manhattan Community District 6 which is bounded by East 59<sup>th</sup> Street to East 14<sup>th</sup> Street, Lexington Avenue to the East River. This Study Area consists of the eastern portion of Community District 6 between the East River and a line 100 feet west of Second Avenue, an area that includes most of the large-scale housing projects and institutional uses developed within the Community District over the past several decades, as well as several major transportation facilities, including the FDR Drive, the Queens Midtown Tunnel, the heliport at 32<sup>nd</sup> -33<sup>rd</sup> Streets, and ferry terminal at 34<sup>th</sup>-35<sup>th</sup> Streets along the East River. This area has also been the focus of many recent proposals for new development within the Community District.

**Residential neighborhoods.** The Study Area includes older historic Manhattan neighborhoods such as Sutton Place, Beekman Place, and Turtle Bay, as well as the large residential developments of Tudor City, Kips Bay, Waterside Plaza, Phipps Houses, East Midtown Plaza, and Stuyvesant Town/Peter Cooper Village, constructed during the housing boom after World War II.

The more recent construction of large apartment towers has added many new residents to the portion of the Study Area in the East 30s and 40s, particularly in the vicinity of the Queens Midtown Tunnel and the United Nations.

**Office and commercial uses.** The west edge of the Study Area borders the commercial portion of Community District 6 along Third and Lexington Avenues, an area that includes five Business Improvement Districts (BIDs): the Grand Central Partnership, the 34<sup>th</sup> Street Partnership, the new East Midtown Association, the 14<sup>th</sup> Street/Union Square BID, and the 23<sup>rd</sup> Street Association.

The Study Area itself is mostly residential and institutional in nature, with commercial uses limited to local neighborhood retail, and UN-related office uses. Retail activity along First Avenue from 23<sup>rd</sup> Street to 48<sup>th</sup> Street is almost nonexistent.

**Institutional Uses (Medical and Health Related).** Three major medical institutions – New York University (NYU) Medical Center, Bellevue Hospital, and Veterans Administration Hospital - form a corridor of hospital and related uses along First Avenue from 34<sup>th</sup> Street to 23<sup>rd</sup> Street. The NYU Medical Center also includes the Rusk Institute of Rehabilitation Medicine, Tisch Hospital, residences, the Medical Science Building, Office of the Chief Medical Examiner, and the David B. Kriser Dental Center. Numerous substance abuse, mental health, and ambulatory care clinics are also located in this area.

Located further south between 14<sup>th</sup> and 18<sup>th</sup> Streets, surrounding Stuyvesant Square, is another complex of hospital facilities: the four pavilions of the Beth Israel Medical Center Petrie Division, the Hospital for Joint Diseases, and the Strang Cancer Clinic.

**United Nations and Diplomatic Uses.** The buildings that make up the United Nations international headquarters along the East River waterfront from 42<sup>nd</sup> to 48<sup>th</sup> Street, define the east side of First Avenue in that area. The Secretariat and Assembly buildings are located in a dramatic setting of open plaza and UN gardens, with expansive views across the river. Offices for the many UN Missions and

their workers are located throughout the larger neighborhood, as well as hundreds of diplomatic residences.

**Transportation Uses.** The Study Area includes several major transportation elements connecting it with the larger metropolitan area: the FDR East Side Highway, the Queens Midtown Tunnel (QMT), and the Queensboro Bridge that borders the Community District to the north. The Study Area is dominated by the presence of the FDR Drive, as well as major avenues and busy midtown cross streets that run through the Study Area. A commercial heliport ("Metroport") located on the East River between 32<sup>nd</sup> and 33<sup>rd</sup> Streets, provides commercial heliport service as well as accommodating police and medivac helicopters. A small ferry terminal at 34<sup>th</sup> to 35<sup>th</sup> Streets along the East River provides ferry service to Brooklyn, Queens, Upper and Lower Manhattan, via New York Water Taxi. Due to the proximity to Midtown and the increase in residential population over recent years, the issues of traffic congestion, pedestrian safety, and transit safety are crucial. The planned construction of the Second Avenue subway is proposed for 2004-2011, and will result in additional impacts to the area (and eventual benefits) with construction staging and station building in the vicinity of the proposed new stations.

**Industrial and Power Plant Uses.** The Con Edison East River Plant is located at the south end of the Study Area, bounded by the FDR Drive and Avenue C, 14<sup>th</sup> to 18<sup>th</sup> Streets. The former facilities of the Con Edison Waterside Power Plant, located on four parcels on the blocks between 35<sup>th</sup> and 41<sup>st</sup> Streets along First Avenue, south of the United Nations, were recently demolished. This was after they were approved for sale by New York State Public Service Commission to a private developer for redevelopment with a mix of residential and commercial uses.

## CHAPTER 2: DEVELOPMENT HISTORY

### A. HISTORICAL BACKGROUND

Mirroring the evolution of New York City as a whole, the Study Area has undergone dramatic transformations and growth over the past two centuries. It has evolved from early 18<sup>th</sup> century farms and country estates to heavy industrial uses in the 18<sup>th</sup> and early 19<sup>th</sup> centuries, followed by extensive institutional and residential redevelopment. Within the Study Area, the East River waterfront was the location of several large farms and estates, including Kips Estate and Turtle Bay. Much of this area was transformed by heavy industry after the Civil War, and formed a largely industrial district up until the late 19<sup>th</sup> century, when it began to be redeveloped for new residential and institutional neighborhoods. By the 1880s, the elevated "El" trains were operating along Second and Third Avenues.

59<sup>th</sup> to 48<sup>th</sup> Streets The Sutton Place and Beekman Place neighborhoods along the East River between the 59<sup>th</sup> Street Bridge and the north end of the United Nations campus at 48<sup>th</sup> Street were occupied in the 19<sup>th</sup> century by riverfront industrial uses, including button factories and a brewery, although they also included a number of older residential structures. In the 1920s and 1930s, these neighborhoods were redeveloped with apartment buildings and hotels, including the 1928 Panhellenic Hotel, and became residential enclaves attracting wealthy New Yorkers.

48<sup>th</sup> to 34<sup>th</sup> Streets The East River waterfront south of 48<sup>th</sup> Street was originally occupied by heavy industrial uses dating back to 18<sup>th</sup> century, including old ironworks, stone dressing plants, breweries and coal companies, shipyards, gas works, and slaughterhouses. The area from 40<sup>th</sup> to 49<sup>th</sup> Street and Third Avenue to the East River, originally known as Turtle Bay Farm, named after the small cove along the River, had been transformed by the early 19<sup>th</sup> century by industry, shantytowns and tenement housing. In 1898, when animal slaughtering in Manhattan was limited to only two neighborhoods, the Abattoir Center slaughterhouses were created in the East 40s, consisting of stockyards along the East River, receiving animals shipped in by barge. In the early 1900s the New York Edison Company built two large power plants between 38<sup>th</sup> and 40<sup>th</sup> Streets along the East River.

In the mid-19<sup>th</sup> century the eastern end of 42<sup>nd</sup> Street was a shantytown known as Dutch Hill. Squatters lived in one-room shacks until the 1870s, when the area was bulldozed for the construction of tenement buildings and brownstones. The cliff overlooking the waterfront (where Tudor City sits today) was known in the 1880s as Corcoran's Bluff, named for a gang called Corcoran's Roosters. The area was a residential slum until it was redeveloped in the 1920s with Tudor City along the west side of First Avenue. In the late 1940s, the slaughterhouse district along the River was cleared to create the United Nations headquarters.

34<sup>th</sup> to 14<sup>th</sup> Streets The waterfront area to the south of 34<sup>th</sup> Street and east of First Avenue was known in the 19<sup>th</sup> century as the "gas house district", due to the coal gas manufacturing plants, storage tanks, and other industrial features in the area. Institutional uses in this portion of the Study Area also date back several centuries, with hospitals to treat epidemics and almshouses for the poor, including the historic Bellevue Hospital, founded in the early 19<sup>th</sup> century.

East and West of First Avenue An important historical trend within the Study Area, is the difference in development between the east side and west sides of First Avenue, primarily between 34<sup>th</sup> and 42<sup>nd</sup> streets. The west side has a long-standing tradition of residential development – typically at R-10 densities beginning with Tudor City in the mid 1920s and continuing to more recent developments such as the Corinthian (developed to 10.0 FAR with an additional 2.0 FAR plaza bonus) and New York Tower Apartments. Existing commercial buildings mostly pre-date the residential zoning. The east side has historically developed from industrial to large-scale institutional uses, including street demappings to accommodate the now demolished Waterside power plants, Bellevue and the United Nations. More

recently on the east side, the City Planning Commission has approved zone changes to C1-9 allowing new residential developments including Rivergate, Manhattan Place and Horizon (typically at about 10.5 FAR).

A history of several major features of the Study Area is described as follows:

**Bellevue Hospital.** The site of the present Bellevue Hospital was originally the Belle Vue estate, a farm in the Kips Bay area purchased by the City in 1794 to quarantine victims of the yellow fever epidemic far from the rest of the City. In 1811, the City bought additional land adjoining the Bellevue fever hospital from the Kip Estate, to create a new almshouse buildings and expanding the hospital, renamed the Bellevue Establishment. In 1847, in response to local protests, the almshouses and penitentiary were removed from the hospital grounds, and the facilities were opened for clinical instruction to the medical students. Bellevue Hospital Medical College, established in 1861, included New York University Medical College by 1898.

Bellevue Hospital created the world's first hospital-based ambulance service in 1869, with horse and buggy teams dispatched to emergencies within range of the hospital. The nation's first school of nursing opened at Bellevue in 1873. Bellevue also created for the nation's first outpatient department, the Bureau of Medical and Surgical Relief for the Outdoor Poor. The nation's first cardiology clinic opened there in 1911. The present hospital buildings, designed by McKim, Mead & White, were built at First Avenue and 27th Street in 1908 and 1939. Social services uses in the area included shelters for the poor, such as the 25<sup>th</sup> Street shipping pier converted to an annex for Municipal Lodging House for homeless men.

**Veterans Administration (VA) Medical Center,** a 166-bed facility affiliated with the New York University Medical Center and home to all the Veterans Administration's cardiac and neurosurgical care in the greater metropolitan region, was constructed at First Avenue and 23<sup>rd</sup> Street in 1951. This VA Medical Center is considered one of the finest of the nation's many veterans' hospitals, and has been cited for its excellence in rehabilitative and prosthetic medicine. It serves approximately 150 in-patients and 4,000 out-patients per week. This hospital is one of many U.S. Veterans Administration hospitals that the federal government is considering closing. If closed, veterans who need care would be sent to the VA hospital in Fort Hamilton, Brooklyn.

**The NYU Hospitals Center and School of Medicine,** located north of Bellevue Hospital in the superblock east of First Avenue between East 30<sup>th</sup> and 34<sup>th</sup> Streets, was created in the decades after World War II, when NYU expanded its facilities to include the Medical Science Building and the Henry W. and Albert Berg Institute, the Hall of Research and Alumni Hall, the Clinical Research Center. In 1963 the new University Hospital opened, and the Institute and Department of Environmental Medicine were established the following year. One of the first national cancer centers was established at NYU, renamed the Rita and Stanley H. Kaplan Center in 1975. The NYU Hospitals Center presently includes the following institutions: Tisch Hospital, Post-Graduate Medical School, Skirball Institute of Biomolecular Medicine, the Sackler Graduate School in Biomedical Sciences, the Kaplan Comprehensive Cancer Center, the Nelson Institute of Environmental Medicine, the Rusk Institute. A new cancer care center was recently added to the NYU Hospitals complex, which continues to expand its facilities.

**Con Edison Power Stations.** In the early 20<sup>th</sup> century, two new power stations (the "Waterside plants") were constructed south of 42<sup>nd</sup> Street near the East River, to meet the growing electrical demands on the New York Edison system. Waterside No. 1 at 680 First Avenue between 38<sup>th</sup> and 39<sup>th</sup> Streets was constructed in 1902. A larger second station, Waterside No. 2, 708 First Avenue between 39<sup>th</sup> and 41<sup>st</sup> Streets, was completed in 1906. By 1913 these two plants were providing electricity to Manhattan, Bronx, Queens, Blackwell's Island, and Yonkers. A switch house and transformer building on the block along the First Avenue between 40<sup>th</sup> and 41<sup>st</sup> Streets were added to the Waterside complex in 1929.

The facilities at 616 First Avenue, between 35<sup>th</sup> and 36<sup>th</sup> Streets, developed by the New York Steam Company in 1929, were subsequently acquired by Con Edison and expanded as the Kips Bay Steam Plant, which was in operation until 1978, and demolished in the early 1990s. In 1984 Con Edison redeveloped the previously occupied residential buildings on the eastern portion of the block between 39<sup>th</sup> and 40<sup>th</sup> Streets on the west side of First Avenue (685 First Avenue), with an electrical substation and parking lot.

The Con Edison East River Generating Station was built as a coal-burning plant in 1926 along the East River at 14<sup>th</sup> Street. The 25-cycle East River plant that fed the electric generation system was modernized in 1947 to become a 60-cycle plant. The three coal-burning generators used in the 1950s were later converted to "dual fuel" (fuel oil or natural gas) generators during the late 1960s. Following this conversion, Con Edison installed ten package boilers creating steam for residential and industrial uses in another building in the complex on the south side of East 14<sup>th</sup> Street, known as the South Steam Station. Through the years, there have been various changes in the plant's internal equipment as more modern technologies have been installed.

As part of this East River Repowering Project, the Waterside plant properties, also known as the First Avenue Properties, were approved by the NYS Public Service Commission for sale to East River Realty LLP for redevelopment with a mix of residential and commercial uses. They were recently demolished.

**Tudor City.** Fred R. French, the real estate developer, purchased old row houses and tenements to the west of First Avenue between East 40<sup>th</sup> and 44<sup>th</sup> Streets, and demolished them to create what was then, the largest housing project ever built in mid-Manhattan. The result was the creation of a neighborhood with 12 Tudor-style apartment buildings and hotels (3,000 apartments and 600 hotel rooms), and interior parks in a complex between 40<sup>th</sup> and 44<sup>th</sup> Streets and First and Second Avenues. Built on a bluff overlooking the River, the buildings were oriented to the west, to avoid the sights and smells of the slaughterhouses then located along the East River.

**FDR Drive.** Construction of the FDR Drive, which began in 1934, was completed in the 1940s. This highway, as originally planned by Robert Moses (who at the time was arterial coordinator and parks commissioner for New York City), was to feature landscaping and parks between the parkway and East River, although this was not implemented for most of the highway. The creation of the highway eliminated many shorefront amenities, including private docks and waterfront open space. Many sections of the highway were elevated, with highway access roads at grade level.

Sections of the highway, including the portion between East 42<sup>nd</sup> and East 49<sup>th</sup> Street, are cantilevered (or constructed on piles) over the East River. The United Nations are partially cantilevered over the FDR Drive in this area. Portions of Sutton Place are also built over the highway. Much of the FDR Drive was built on fill or on pile-supported relieving platforms. The section near Bellevue Hospital (between East 23<sup>rd</sup> Street and East 30<sup>th</sup> Street) was filled with rubble from bombed British cities that arrived as ballast in wartime ships.

**Queens Midtown Tunnel.** Constructed in 1937-1940, this tunnel connects Long Island City and the Long Island Expressway in Queens with Midtown Manhattan. A ventilation building was built east of First Avenue between 41<sup>st</sup> and 42<sup>nd</sup> Streets to allow air change within the tunnel. The tunnel enters Manhattan just south of 42<sup>nd</sup> Street at the East River, and continues underground along First Avenue until the tunnel exit plaza. The tunnel entrance plaza is located within the Study Area between First and Third avenues between 36<sup>th</sup> and 37<sup>th</sup> Streets. Ramps extend north to 41<sup>st</sup> Street and south to 34<sup>th</sup> Street.

**United Nations Headquarters and related institutional uses.** The slaughterhouses, waterfront piers, and tenement structures in the area along the East River between 42<sup>nd</sup> to 48<sup>th</sup> Streets were cleared in the 1940s for the construction of the UN Headquarters in 1947-52. John D. Rockefeller, Jr. purchased these 18 acres of land along First Avenue and donated it to the United Nations. Designed by architects

including Le Corbusier, Oscar Niemeyer, and Sven Markelius, the UN headquarters includes a total of 1,269,000 square feet in four buildings: the Secretariat, the Dag Hammarskjold Library, the Conference Building, and the General Assembly Building. A park with sculptures and extensive views of the river was created at the north end of the UN campus between East 46<sup>th</sup> and East 48<sup>th</sup> Streets. As part of the development of the UN headquarters, the City added Dag Hammarskjold Plaza on East 47<sup>th</sup> Street and a tunnel under First Avenue, diverting traffic from the immediate vicinity of the UN.

The United Nations Development Corporation (UNDC) has developed several large buildings to serve the UN community in the East 40s: the Millennium UN Plaza Hotel at 44<sup>th</sup> Street and First Avenue; One and Two United Nations Plaza, two 40-story glass towers across from UN Headquarters on the north side of East 44<sup>th</sup> Street, with 700,000 square feet of office space for U.N. agencies and missions; Three United Nations Plaza with the headquarters of United Nations Children's Fund and apartments housing UN and mission staff. The surrounding neighborhood includes other international and charity-related uses, as well as many UN missions housed in smaller buildings. The Ford Foundation headquarters building on 42<sup>nd</sup> Street, a modernist structure with an open glass atrium, was added in 1968.

**Large Scale Residential Developments** have been built in the Study Area since World War II. These include the Stuyvesant Town and Peter Cooper Village residential communities, built by Metropolitan Life Insurance Company in 1943-47 to meet the post-war housing demand, with 51 apartment buildings on 18 acres between 14<sup>th</sup> and 23<sup>rd</sup> Streets along the waterfront, east of First Avenue.

The residential development of the Study Area continued in the following decades. Kips Bay Towers, designed by I M Pei and constructed in the early 1960s, created 1,118 residential units in two slab buildings on a 7.5-acre site between First and Second Avenues, 30<sup>th</sup> and 33<sup>rd</sup> Streets. In the late 1960s, the Bellevue South Urban Renewal Area in the East 20s was redeveloped with the Henry Phipps Plaza Houses (1700 apartments) Nathan Strauss Houses (277 apartments), East Midtown Plaza Apartments (748 units), and Renwick Gardens apartments. Waterside Plaza Houses, built in the early 1970s on a platform along the East River between 25<sup>th</sup> and 29<sup>th</sup> Street, created 1,470 apartments in four 40-story towers and 20 townhouses.

Since the 1980s, a number of large individual residential buildings have been constructed in the Study Area along First and Second Avenues and between 34<sup>th</sup> and 40<sup>th</sup> Streets, including the 53-story Corinthian Apartments at East 37<sup>th</sup> Street, the 52-story apartment tower at 100 UN Plaza on East 48<sup>th</sup> Street, the 42-story Horizon at 415 East 37<sup>th</sup> Street, the 37-story Manhattan Place Condominiums at 630 First Avenue at 36<sup>th</sup> Street, and the 35-story Rivergate Apartments at 606 First Avenue between 34<sup>th</sup> and 35<sup>th</sup> Streets. The most recent and most visibly egregious addition to this East Side urban landscape of residential towers is the 72-story Trump World Plaza at First Avenue and East 48<sup>th</sup> Street that opened in 2001.

## B. POPULATION AND HOUSING TRENDS

As noted in the previous development history description, the residential population of the Study Area expanded dramatically in the second half of the 20<sup>th</sup> century. Urban renewal housing projects and luxury high rise developments were erected as a result of extensive redevelopment of this formerly industrialized area along the East River. These projects transformed older tenement and industrial areas into areas with high density residential uses. This development trend continued in the subsequent decades, with notable increased population in certain portions of the community district between 1990 and 2000.

The Study Area consists of Census Tracts 44.01, 60, 62, 86, 106.01, 106.02, and the portions of Census Tracts 48, 64, 66, 70, 78, 88, 90, 98, 108 that are located 100 feet west of Second Avenue.

**Table 1: Population Change in Community District 6**

Total Population Manhattan Community District 6	1990	133,748
	2000	136,152
Population Increase Community District 6	1990-2000	+ 2,404

The overall population growth in the Community District 6 between 1990 and 2000 was 1.8 percent. The highest residential growth rate in the district (24.7 percent) occurred within Census Tract 78, located between First and Third Avenues, East 34<sup>th</sup> and East 39<sup>th</sup> Streets. Over half of this census tract falls within the Study Area, and includes several large new apartment buildings (such as Manhattan Place Condos, the Corinthian, New York Towers) that have attracted new residential tenants to the area.



### C. CURRENT DEVELOPMENT TRENDS

The following major projects are currently underway in the Study Area:

Bellevue Hospital Modernization. Bellevue Hospital has completed a major modernization of some of its existing facilities, including a glass curtain wall installation at the lobby level for its new 207,000-square-foot ambulatory care building. The hospital also renovated the 10<sup>th</sup> floor of its existing tower to create a new consolidated critical care suite.

FDR Highway Reconstruction. The New York State Department of Transportation (NYSDOT) began work for the FDR Drive Reconstruction Project from East 54<sup>th</sup> to East 63<sup>rd</sup> Street in Manhattan in December 2002. This project is substantially completed and rehabilitated the 60-year old, three-level tiered FDR Drive structure between East 56<sup>th</sup> and East 63<sup>rd</sup> Streets. Work included repaving the at-grade (lower level) portion of the FDR Drive between East 54<sup>th</sup> and East 56<sup>th</sup> Streets, safety improvements to correct roadway geometry (including the addition of an acceleration lane to the East 63<sup>rd</sup> Street entrance), and new drainage, signage, and lighting systems. To accommodate this construction project, NYSDOT constructed a temporary Outboard Detour Roadway (ODR) in the East River adjacent to the portion of the Drive between 56<sup>th</sup> and 63<sup>rd</sup> Streets, to replace the FDR Drive travel lanes that will be closed during construction. This has been largely dismantled.

NYSDOT also plans to rebuild the FDR Drive viaduct from East 25<sup>th</sup> Street north to East 42<sup>nd</sup> Street. In addition to replacing the viaduct and entrance-exit ramps, the project is to provide new grade-separated pedestrian access to the riverfront, a riverfront esplanade and a two-way bicycle lane. Several alternatives are currently being studied, including the construction of a vehicular tunnel along the current FDR Drive right-of-way. Design work for the project is underway and is expected to continue through 2006, with completion scheduled for 2009.

Reconstruction of the FDR exit ramp at 42<sup>nd</sup> Street is also currently being evaluated by NYS DOT.

Con Edison East River Repowering Project. In order to replace its Waterside Facilities, Con Edison repowered its East River Generating Station at 14<sup>th</sup> Street with a new combined cycle steam and electric co-generation facilities. The repowering project included installing new gas turbines, heat recovery steam generators, and gas compressors. A new water treatment plant was constructed at the East River Generating Station that created a reverse osmosis system to produce pure water for steam generation. The project also included the creation of a new "work out facility" for the Con Edison employees transferred from the now demolished Waterside Plant to the East River Plant.

The Milan Apartments. A new 32-story 119-unit condominium apartment building was recently completed at East 55<sup>th</sup> Street and Second Avenue.

#### D. NEW DEVELOPMENT IN PLANNING STAGES

The trend toward large scale construction, in addition to redevelopment of individual sites, is continuing in the area with the following proposed projects:

Development of Con Edison First Avenue Properties. As a result of the Con Edison Repowering project at Con Edison's East River Plant on 14<sup>th</sup> Street, the Con Edison Waterside power plant facilities along First Avenue between 35<sup>th</sup> to 41<sup>st</sup> Streets has been decommissioned and approved by the NYS Public Service Commission for sale to East River Realty LLP. These four sites collectively total 8.9 acres. The proposed redevelopment of these properties with large scale residential/commercial buildings is being closely reviewed by Community Board 6 not only in terms of the height and bulk of the proposed buildings, but also for open space and access to the waterfront, and the creation of a waterfront esplanade along the East River.

New UN Office Tower. The United Nations Development Corporation (UNDC) is planning an office tower for UN office workers in the area, to be located at the site of the Robert Moses Playground, a City park currently used for active recreation. Eventually this building will serve to consolidate UN activities.

The construction of the UNDC building at this park site would require the following actions:

- o State legislation to alienate parkland and enlarge the UNDC Development District;
- o State legislation to alienate the Robert Moses Playground, map a new park as replacement and open space mitigation and dispose of former park;
- o New park may require acquisition depending on location of parkland (within pierhead line is owned by New York City, outside pierhead line is owned by New York State and 685 First Avenue is owned by Con Edison and could be mapped as new park);
- o Approvals for new park from NYSDEC, Army Corps of Engineers, NYS and NYC WRP;
- o UNDC process to develop new building (involves NYC DCP and City Council reviews).

As mitigation for this building, the United Nations has proposed creating a new waterfront esplanade from 41<sup>st</sup> to 51<sup>st</sup> Streets, to run along the FDR on a pile-supported platform. The esplanade might also include bulges into the river to accommodate a new waterfront park as a replacement for the demapping of Robert Moses Playground. Community Board 6 is evaluating this proposal, and continues to seek an alternate site as an open space replacement for the demapping of Robert Moses Playground.

East River Science Park: In early 2001, the Bellevue-NYU Medical campus became the focus for the expansion of the biotechnology sector in New York City. The initial plan was for three new buildings to be used primarily for biotechnology but might also include other facilities such as an NYU library. The Bellevue Psychiatry building (currently housing the homeless men's shelter scheduled to move out late next year) was to be renovated for hospital housing, day care, medical offices. The infrastructure included a deck over a service street. NYU School of Medicine was selected to develop the property, with the NYC Economic Development Corporation acting as facilitator. This plan was approved by the NYC Department of City Planning in November 2001.

New York University School of Medicine proposed the creation of the East River Science Park (ERSP) on the north portion of the Bellevue Hospital campus, to include three new biotechnology facility buildings, as well as the renovation of the former Psychiatric Building for clinical and research facilities, resulting in a total of 300,000 square feet of bio-technology lab space. A Request for Proposals (RFP) was recently issued by EDC. The NYU School of Medicine is also proposing to renovate the Psychiatry building as housing for its staff and EDC recently issued a Request for Proposals (RFP).

In November 2004, New York City Economic Development Corporation (NYCEDC), in conjunction with the New York City Health and Hospitals Corporation, issued a new request for proposals for the development of the East River Science Park site as a state-of-the-art research and development campus. This science park, about 4.5 acres in area, was to include more than 870,000 square feet of floor space for research and development, located between 28<sup>th</sup> and 30<sup>th</sup> Streets, First Avenue and FDR Drive. As noted in the RFP, the East River Science Park is planned as the City's flagship location for companies in the pharmaceutical, biotechnology, bioinformatics, medical device fields as well as for contract research organizations, at a site that is considered the ideal setting in which to bring together New York City's 15 celebrated medical and research centers, numerous life scientists, Nobel laureates, and healthcare and technical practitioners, and attract life science companies to New York City.

Community Board 6 agrees with the overall concept of the East River Science Park, but varies as to some of the Plan details. This 197-a Plan presents an opportunity to obtain some improvements to the East River Science Park plan by adding such components as mapping the streets, moving the south boundary of the Science Park, and ensuring Bellevue's beneficial participation. A full description of Community Board 6 views on this project are contained in the Cooper-Eckstut Plan in the Recommendations Chapter (Chapter 4) of this 197-a Plan.

Perlbinder Site Development. This is a planned development of apartment building with ground floor retail on the Perlbinder site on the west side of Second Avenue between 36<sup>th</sup> and 37<sup>th</sup> Streets and above the exit ramp of the Queens Midtown Tunnel.

Upgraded ferry terminal and intermodal transfer facility to be located at 35<sup>th</sup> Street and the East River. The NYC Economic Development Corporation (EDC) plans to replace the existing 34<sup>th</sup> Street ferry landing barge with a new 3,300 s.f. ferry terminal at the end of the existing 35<sup>th</sup> Street pier. The pier will anchor ferry landing slips on two moored barges. In addition to upgrading the 35<sup>th</sup> Street pier to accommodate the ferry terminal and new public space, EDC site plans includes renovated vehicular areas for taxi/bus access; a canopy structure for pedestrians between 34<sup>th</sup> and 36<sup>th</sup> streets, and improvements to the East River Esplanade pedestrian and bikeway between 34<sup>th</sup> and 36<sup>th</sup> streets, including waterfront viewing seating, landscape plantings, and lighting. Estimated completion date is the end of 2008.

Second Avenue Subway. This long planned new subway line will run under Second Avenue from 125<sup>th</sup> Street to Lower Manhattan, and include the following new stations with ancillary facilities within Community District 6: 14<sup>th</sup> Street, 23<sup>rd</sup> Street, 34<sup>th</sup> Street, 42<sup>nd</sup> Street, and 55<sup>th</sup> Streets. Construction of individual stations is expected to last approximately five years per station, with three years for station excavation, plus two years for completion of stairwells, platforms, finishings. The typical length of each subway construction zone is approximately 5 blocks. The schedule for construction of specific subway stations, and its displacement of residential and commercial units for ancillary facilities, has yet to be established.

A large shaft site/spoils removal/construction staging area for the subway construction has been proposed for the west portion of St. Vartan Park. The north end of the cut and cover zone for the 14<sup>th</sup> Street station would be located just south of Stuyvesant Square Park. As noted in the Supplemental DEIS for the Second Avenue Subway, NYC Transit Authority will work with NYC Department of Parks and Recreation prior to construction to seek to identify appropriate temporary relocation spaces for the displaced park activities, or other appropriate mitigation for parks affected by subway construction. With so little park space available in the Study Area, this displacement of park space - albeit a temporary one - raises concerns for the community.

Third Water Tunnel Shaft Sites. Beginning in 2007, the Department of Environmental Protection (DEP) plans to place two shaft tunnels for the water tunnel (Site 32B at East 35<sup>th</sup> Street between Second Avenue and the Midtown Tunnel approach, in sidewalk and partially in the street, adjacent to St. Vartan Park). Shaft site 33B is to be located at East 59<sup>th</sup> Street and First Avenue.

**Key Issues for the 197-a Plan**

The history of extensive development in this area highlights the following critical issues to be addressed by Community Board 6 in this 197-a Plan:

- a continuously growing residential and working population;
- scarcity of high quality open space;
- increasing traffic and transit congestion;
- pedestrian safety in an area with high traffic density;
- urban design and building scale in area with large existing and proposed structures;
- the need for connections between segments of the East River waterfront esplanade, and improved access to the waterfront.

In addition, the extensive new projects proposed for the Study Area further underscore the need for the various comprehensive planning tools outlined in this 197-a Plan to help guide the future of this area of Manhattan.

## CHAPTER 3: COMMUNITY PROFILE

### A. LAND USE

As the development history outlined in Chapter 2 indicates, large portions of the Study Area have been extensively redeveloped over the past 50 years, creating the United Nations and related facilities, several major medical institutions, and the large residential developments of Peter Cooper/Stuyvesant Town, Kips Bay Houses, East Midtown Plaza, Waterside Plaza, and Phipps Houses. Older residential areas include the distinctive neighborhoods of Sutton Place, Beekman Place, and Turtle Bay, many with historic district designations, and the 1920s residential complex of Tudor City. Land uses within the Study Area are indicated on the land use map Figure 2 on page 20, and generally described as follows:

**Residential Uses:** While it includes some of the City's most distinctive residential areas, including Turtle Bay, Beekman Place, and Sutton Place with their older historic buildings and quiet streets, the Study Area is also characterized by high density residential projects built over the past 50 years. In addition to the large scale housing redevelopment following World War II, numerous large apartment towers have been built since the 1960s along First and Second Avenues. Many included small plazas and/or private open space as a public amenity, as part of their zoning bonuses, although many of these spaces have been classified by the Department of City Planning as "marginal".<sup>1</sup>

**Institutional/International Uses:** The Study Area includes the World Headquarters of the United Nations on an 18-acre site consisting of international land that extends from 42<sup>nd</sup> Street to 48<sup>th</sup> Street, from First Avenue to the East River, as shown on the map. The United Nations site belongs to all UN member states, and includes its own security force and fire department. New York City local government provides public services, including additional police and fire protection, utilities, telephone, refuse and snow removal. As international territory, UN headquarters are exempt from city and state laws, as well as zoning regulations and local laws. Related institutional and international uses, such as the Ford Foundation and other foundation offices, as well as diplomatic missions, are also located in the vicinity, creating one of the most intensive international and institutional districts in the country.

**Commercial Retail, Hotels, and Office Uses:** Most of the commercial space in the Study Area consists of local neighborhood retail. With the exception of office space and hotels serving the UN and related international institutions, the bulk of office and other commercial space are located west of the Study Area along Third and Lexington Avenues.

**Educational Uses and Libraries:** The Study Area includes numerous religious and educational institutions including public, private, and religious schools. The United Nations International School, providing education for children of UN diplomats and other international residents of the City, is located along the East River waterfront off 25<sup>th</sup> Street.

**Public Schools:** Community District 6 is located in School District 2. Community School District 2 encompasses Lower Manhattan, Midtown Manhattan (river to river) and the Upper East Side.

There are three elementary schools (PS 40, PS 116 and PS 59) located in CD 6, one of these is currently experiencing overcrowded conditions (see Table 2a). The intermediate schools located in CD 6 are MS 104 and MS 255. Both of these schools admit children residing in CSD 2 although MS 255

---

<sup>1</sup> Privately Owned Public Space (2000) Jerold S. Kayden, New York City Department of City Planning, and Municipal Art Society of New York.

also has additional admissions criteria. MS 255 is housed in PS 40. Neither of these intermediate school programs is currently experiencing overcrowded conditions.

Since 1990, enrollment in CSD 2 elementary and intermediate schools has increased each year, from 19,019 students in 1990 to 23,153 students in 2003 (including Pre-K enrollment). Both the Department of Education and the Department of City Planning project that enrollment in CSD 2 elementary and intermediate schools will continue to grow over the next ten years.

According to the analysis provided in the Con Edison FGEIS, if the Con Edison-Waterfront disposition parcels were developed with residential units a significant adverse impact on elementary schools could occur.

**Table 2a: Elementary and Intermediate Schools Within Manhattan CD 6 (CSD 2)**

High Schools Within or adjacent to CD 6

	School	Enrollment	Capacity	Over/Under	% Utilization
<b>Community School District 2</b>					
Elementary	PS 40* 319 East 19 <sup>th</sup> Street	536	591	-55	91%
	PS 116 210 East 33 <sup>rd</sup> Street	741	722	19	103
	PS 59 228 East 57 <sup>th</sup> Street	317	335	-18	95
Total CSD 2 Elementary and PS/IS		15,066	16,182	-1,116	93
Intermediate	MS 104 330 East 21 <sup>st</sup> Street	1,139	1,226	-87	93
	MS 255* 319 East 19 <sup>th</sup> Street	334	335	-1	100
Total CSD 2 Intermediate and IS/HS		6,590	7,773	-1,183	85
Total CSD 2	Includes high school seats for Eleanor Roosevelt HS, Millenium HS, Baruch College Campus HS, Pace HS, NYC Lab HS, Museum School and School of the Future	24,503	27,414	-2,925	89%
High Schools Located In CD 6	School of the Future (IS/HS) 127 East 22 <sup>nd</sup> Street	672	738	-66	91
	Baruch College Campus HS 17 Lexington Avenue	409	300	109	136
High Schools Located Just Outside CD 6	School for the Physical City (IS/HS) 55 East 25 <sup>th</sup> Street	302	560	-258	54

	School	Enrollment	Capacity	Over/Under	% Utilization
Manhattan High Schools	In 2005-2006, Manhattan consisted of Instructional Regions 9 and 10. Region 10 extends into the Bronx. The enrollment and capacity info here excludes those buildings the Bronx. In addition, some Manhattan Community School Districts have additional high schools located in auxiliary facilities which are not included in these figures (e.g. School of the Future and Baruch College Campus HS).	56,712	64,041	-7,329	89

Source: DOE Utilization Profiles: Enrollment/Capacity/Utilization 2005-2006

Notes: Target capacity and utilization data is shown (assumes reduced class size of 20 children per class for grades K-3). Total for CSD 2 includes elementary, intermediate, special ed and high school seats in CSD 2.

\* More than one program in this building. Data is for the program. Other programs are usually Special Ed, unless otherwise noted.

Day Care-Existing Conditions: According to the Department of City Planning's *Selected Facilities and Program Sites in New York City, 2002-2003*, there are 18 day care facilities in CD 6, serving 1,025 children. There are no locational requirements for day care facilities, and many of the day care slots could be filled by children who reside outside of CD 6. According to Census 2000, CD 6 had 4,041 children aged five and under. As shown in Table 2b, CD 6 ranks 9<sup>th</sup> (out of Manhattan CDs) in the number of children aged 5 and under per day care slot, with approximately four children under the age of 5 for each day care slot available in CD 6.

**Table 2b: Day Care & Head Start Facilities: Capacity per Population Under 5 Years**

CD	Population Under 5	Capacity (# of Slots)	Population Under 5 / Capacity = # of children per slot	Ranking
1	1,596	796	2.00	2
2	2,572	796	3.23	6
3	6,975	3,385	2.06	3
4	2,549	752	3.39	7
5	1,184	834	1.42	1
6	4,041	1,025	3.94	9
7	9,521	3,162	3.01	5
8	9,853	4,213	2.34	4
9	6,638	1,283	5.17	11
10	7,894	1,868	4.23	10
11	8,256	2,417	3.42	8
12	14,389	1,665	8.64	12

Sources: U.S. Census Bureau, 2000 Census SF1, DCP Table SF1- P-104: Total Population by 5 Year Age Groups: NYC Community Districts, 2000. DCP, *Selected Facilities & Program Sites in NYC, 2003 Edition*.

The Agency for Child Development (ACD), under the Administration for Children's Services (ACS), provides vouchers to income-eligible families for public and/or private group day care and for family day care programs.

The Con Edison FGEIS identified a significant adverse impact to public group day care facilities if the development parcels include an affordable housing component, such as an 80/20 program. The FGEIS noted that the voucher system could be expected to "spur the development of new private day care facilities to meet the additional needs of the eligible children that may result from an 80/20 Development Program under the Proposed Action. Mitigation for this impact [in consultation with ACS and ACD] could also include one or more of the following:

- Provision on site for a day care center;
- Provision of a suitable location off-site within a reasonable distance; and

Provide for the expansion of an existing facility to mitigate the impact.”<sup>2</sup>

**Medical, Hospital, Science Related Uses:** The medical, hospital, research and related uses that line First Avenue between 23<sup>rd</sup> and 34<sup>th</sup> Streets include the Veterans Administration Medical Center, Bellevue Hospital, the NYU Hospital Center, the NYU School of Medicine, Arnold and Marie Schwartz Hall of Dental Sciences Tisch Hospital, the Rusk Institute, the Medical Examiners Office, the Kriser Dental Center, and related services and health care facilities. Further to the south, in the vicinity of Stuyvesant Square, the Study Area includes the New York Eye and Ear Hospital, the Hospital for Joint Diseases, and Beth Israel Hospital.

**Transportation Features:** The Study Area includes a complex transportation infrastructure providing local and regional access to and from the east side of Manhattan and Midtown. Major transportation features in the Study Area include a highway, the FDR Drive and its on-ramps and off-ramps, the entrance/exit plaza for the Queens Midtown Tunnel, the emergency egress shaft for Amtrak and the Long Island Rail Road at First Avenue and 33<sup>rd</sup> Street, a heliport on the East River between 32<sup>nd</sup> to 33<sup>rd</sup> Streets, a ferry terminal along the East River between 34<sup>th</sup> and 35<sup>th</sup> Streets, and several other major urban transportation features connecting to the rest of the City. The Queensboro Bridge is located at 59<sup>th</sup> Street at the north end of the Study Area. In addition to these gateway facilities, the Study Area contains a regular grid of streets and avenues accommodating local and through traffic, including a system of bus lines. Subway service is on Lexington Avenue and Park Avenue South, within Community District Six but outside the Study Area, and on 14<sup>th</sup> Street at the south edge of the Study Area. There are also several subway and rail tunnels passing east-west through the Study Area. These critical points of entry to Manhattan result in the Study Area acting as a conduit for regional commuters, contributing to increasing traffic levels and noise.

**The Queens Midtown Tunnel** enters Manhattan belowground at East 41<sup>st</sup> Street, and runs south under First Avenue to the exit and entrance ramps located between Third and First Avenues, 36<sup>th</sup> to 37<sup>th</sup> Streets. Tunnel approach and exit streets are located between First and Second Avenues, 34<sup>th</sup> and 40<sup>th</sup> Streets. The Tunnel Ventilation Building is located in the block occupied by Robert Moses Playground, between 42<sup>nd</sup> and 41<sup>st</sup> Streets on First Avenue.

**The FDR (“East River”) Drive** runs along the eastern edge of the Study Area, cutting much of it off from the waterfront. However, several sections of the Study Area are decked over the Drive, including the UN campus, and several apartment buildings to the north in the Beekman Place, and Sutton Place neighborhoods.

**34<sup>th</sup> Street Heliport.** This commercial heliport located on the East River, with a waterfront landing pad between 32<sup>nd</sup>-33<sup>rd</sup> Streets, and parking area on the riverfront at 34<sup>th</sup> Street, provides commercial heliport service and also accommodates police/medivac helicopters.

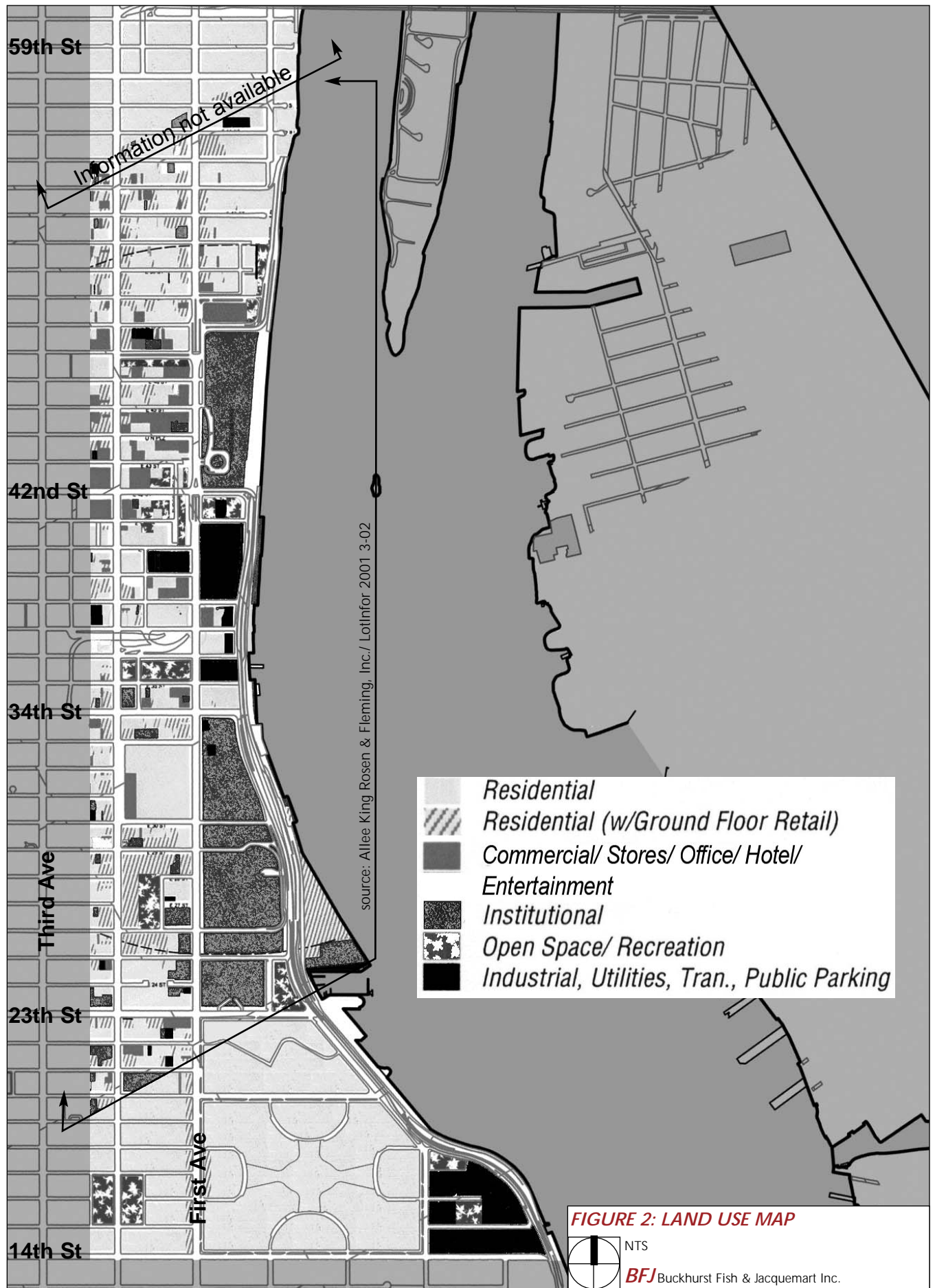
**The New York Water Taxi Ferry Terminal,** located along the riverfront between 34<sup>th</sup> and 35<sup>th</sup> Streets, provides water taxi service to Brooklyn, Queens, Upper and Lower Manhattan.

**The Queensboro Bridge** is located between 59<sup>th</sup> and 60<sup>th</sup> Streets east of Second Avenue and extends across the East River linking Manhattan to Queens. The bridge traffic enters and exits Manhattan between First and Second Avenues, with entrance/exit roads running north and south, between First and Second Avenues south to 57<sup>th</sup> Street, and north to 62<sup>nd</sup> Street, and a tramway to Roosevelt Island along the north side of the Bridge at 59<sup>th</sup> Street.

---

<sup>2</sup> FINAL GENERIC ENVIRONMENTAL IMPACT STATEMENT in Case 01-E-0377 - Joint Petition of Consolidated Edison Company of New York, Inc. and FSM East River Associates LLC for Authority under Section 70 of the Public Service Law to Transfer Certain Real Property Located at 616 First Avenue, a Portion of 685 First Avenue, 700 First Avenue and 708 First Avenue and for Related Relief. Chapter 18-Mitigation, p. 18-2.





**FIGURE 2: LAND USE MAP**



**BFJ** Buckhurst Fish & Jacquemart Inc.

## B. ZONING

### History of Zoning Changes

Reflecting the changing land uses in the area, large sections of the Study Area in the East 20s, 30s, and 40s have been rezoned over the past several decades, to accommodate the shift from manufacturing uses to residential and commercial districts. These rezonings, shown in Table 3 below, have allowed the transformation of the area with new residential construction at a greater floor area ratio (FAR) than previously permitted. In particular, the remapping of former manufacturing districts with commercial district zoning has permitted higher-density residential uses, and resulted in development of high-rise residential buildings along First and Second Avenues between 34<sup>th</sup> and 40<sup>th</sup> Streets, built at an FAR of 12:0, including complexes such as the Corinthian and Highpoint (on the east side of First Avenue, the Rivergate, Manhattan Place and Horizon buildings were built to about 10.5 FAR).

**Table 3: Zoning Changes (1981 to the Present)**

Year Rezoned	Project/ Location	Original Zoning	Original FAR	New Zoning	Maximum FAR
1981	Rivergate: First Ave/34 <sup>th</sup> St	M1-5	C & M 5.0, CF 6.5	C1-9	C 2 R 10.(2 bonus)
1982	First Ave. and 36 <sup>th</sup> Street	M1-5	C & M 5.0, CF 6.5	C6-4	C&R 10.0 (2 bonus)
1983	Second Ave. 36 <sup>th</sup> to 49 <sup>th</sup> Streets	C6-4	C & R 10 (12)	C1-9 C5-2, R10	C 2 & R10 (12) C & R 10 (12) R10 (12)
1983	58 <sup>th</sup> and 59 <sup>th</sup> Sts – west of Second Ave.	C6-4 C2-5	C&R 10.0 (2 bonus) C 2	C5-2 C1-5	C&R 10.0 (2 bonus) C 2
1985	Beekman Pl. 49 <sup>th</sup> to 52 <sup>nd</sup> Streets	R10	R 10	R8B	4.0
1986	36 <sup>th</sup> to 38 <sup>th</sup> St. First Ave to FDR Drive	M3-2 M1-5 C6-4	M 2 M 5 C & R 10 (12)	C1-9	C 2 R 10 (12)
1986	First Ave. 37 <sup>th</sup> to 40 <sup>th</sup> Streets	C6-4	C & R 10 (12)	C1-9	C 2 R 10 (12)
1986	35 <sup>th</sup> to 39 <sup>th</sup> -Street, Second to Madison Avenue	R7-2 R8 R10	R 0.87 to 3.44 R 0.94 to 6.02 R 10	R8B R9X	R 4 R 9
1987	East Side Rezoning First to Third Ave, 48 <sup>th</sup> to 59 <sup>th</sup> Streets	R7-2, R8 R10 C1-5, C5-2 C6-4	R 3.44, 6.02 R 10 (12) C2, 10 (12)	R8B C1-9	R 4 C 2 C & R 10 (12)
1988	Second Ave. 22 <sup>nd</sup> -23 <sup>rd</sup> St	C6-3	R 7.5. C 6, CF 10	C1-9A	R 10 (2)
1995	East Side Rezoning 15 <sup>th</sup> to 35 <sup>th</sup> St.	C1-7, C1-9, C2-5 R7-2 R8	C 2, R 6.02 C 2, R 10 (12) C 2 R 0.87 to 3.44 R 10 (12)	R8A, R8B, R7B, C1-8, C1-9, C1-9A	R 6.02, R 4, R 3 C 2, R 7.52 C 2, R 10 (12)
2001	Stuyvesant Cove	M2-3	M 2	M1-1	M 1
2001	Bellevue: 28 <sup>th</sup> to 30 <sup>th</sup> Streets	C2-5 R8	C 2 R 0.94 to 6.02	C6-2	R 6.02, C 6, CF 6.5

A study was undertaken in 1985 by Michael Parley and ESRA, the Turtle Bay Rezoning, to review contextual rezoning and R8-B midblock rezoning in the area of the East Side from 48<sup>th</sup> to 59<sup>th</sup> Street, from Third Avenue east to the River. This area was rezoned by the City Planning Commission in 1985, although the rezoning did not include the Beekman Place neighborhood that had already been rezoned, and any areas in Midtown Zoning District.

The largest rezoning effort came in 1995 when after more than five years of analysis by the East Side Rezoning Alliance (ESRA); the City Planning Commission rezoned large sections of the East Side between 15<sup>th</sup> and 35<sup>th</sup> Streets. This rezoning action was intended to preserve the smaller-scale residential character of the mid-blocks and to focus commercial growth along the avenues and designated cross-town streets. One of the zoning tools used to preserve residential scale and character was contextual zoning, which includes height limitations, and street wall requirements ensuring that new development is in keeping with the existing patterns of residential development. Not only has the East Side Rezoning protected the scale of residential neighborhoods, but it has also limited the encroachment of office uses spreading east from Midtown.

The East Side Rezoning reflected a joint effort of the local community group (ESRA) and a City agency (NYC Department of City Planning) to allow controlled growth while also protecting the existing residential fabric of the East Side. It also established, on an unprecedented scale, the widespread application of contextual zoning as a tool to preserve and protect and to allow new, compatible uses. Over time various rezonings within the study area have sought to incorporate contextual and smaller scale zones into the area, as shown on Table 3.

More recently, in 2001 a portion of the Bellevue Hospital Campus was rezoned to allow the development of 1.5 million square feet of biotechnology space in the area between 28<sup>th</sup> and 30<sup>th</sup> Streets. First Avenue and the FDR Drive were also rezoned from R8 (with a C2-5 overlay) to C6-2 to allow commercial development of up to 6.0 to 7.2 FAR with bonus (previous zoning allowed 2.0 FAR).

### Existing Zoning

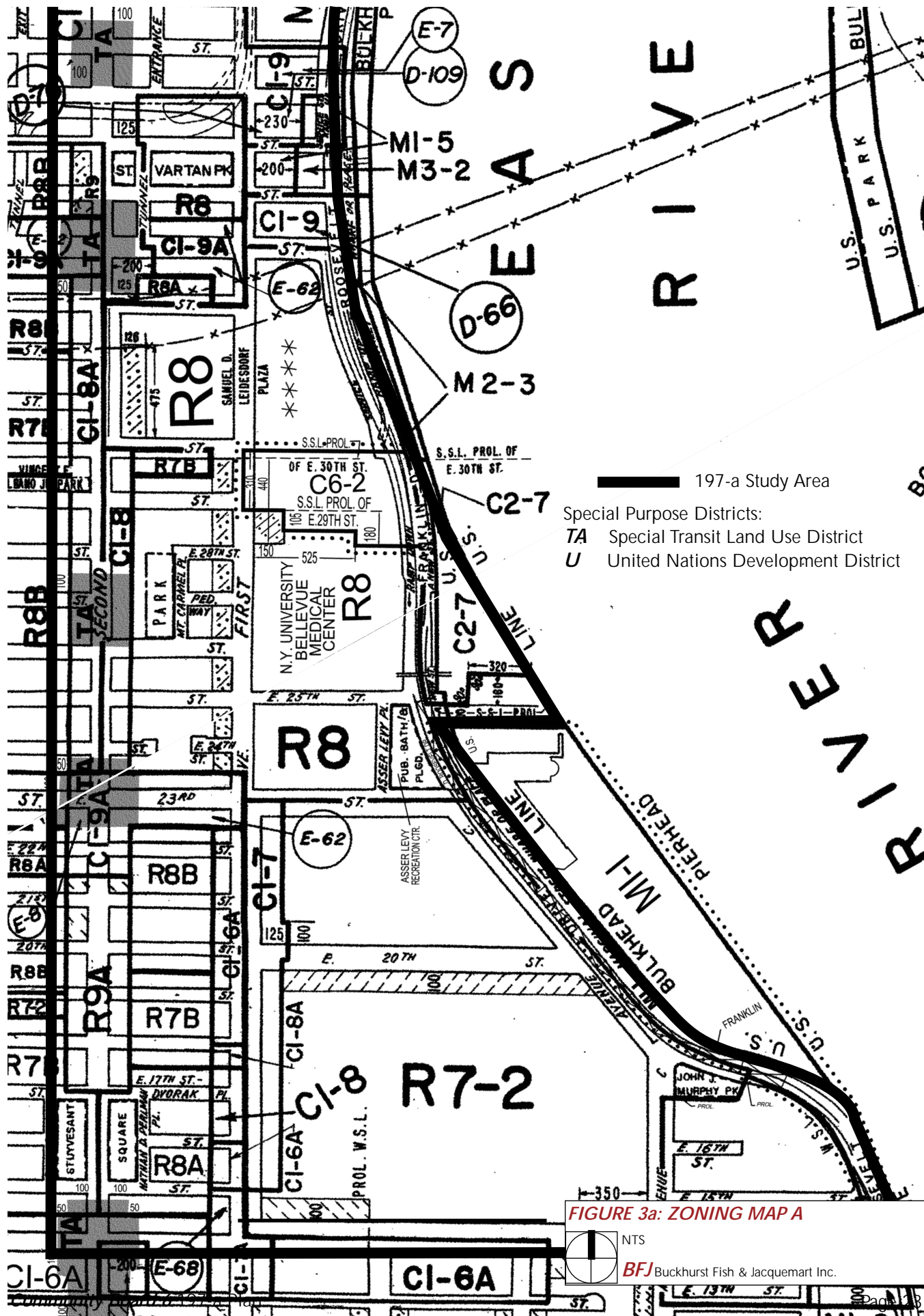
As illustrated on Figures 3a and 3b, the Study Area contains a variety of zoning districts, including the following residential zones:

- R7-2, which is the zoning for Stuyvesant Town and Peter Cooper Village;
- R8, mapped for residential areas in the vicinity of NYU-Bellevue medical complex;
- R10 mapped north of Beekman Place;
- R8-B contextual zoning in midblocks between First and Second Avenues.

Commercial zones, such as C5-2 are mapped in the vicinity of the United Nations, and C1-8, C1-8A, C1-7, C1-6A, C1-9, C1-9A are mapped along First and Second Avenues.

Densities range from 3.0 Floor Area Ratio (FAR) in the residential midblocks between First and Second Avenues to 10.0 or 12.0 FAR (with a bonus) for isolated areas such as the Rivergate apartment complex. Vestiges of the area's manufacturing past are also reflected in the zoning: the Con Edison Waterside and East River properties are zoned M3-2 for low density heavy industrial use.

Table 4 on the page following the zoning maps provides a list of the different zoning districts within the Study Area, with examples of the neighborhoods where these zones apply. The Study Area also includes two special zoning districts, described as follows: Special United Nations Development District (shaded areas on the map marked "U"), and Special Transit Land Use District (shaded areas on map marked "TA"). These special districts are described in more detail on the pages that follow.



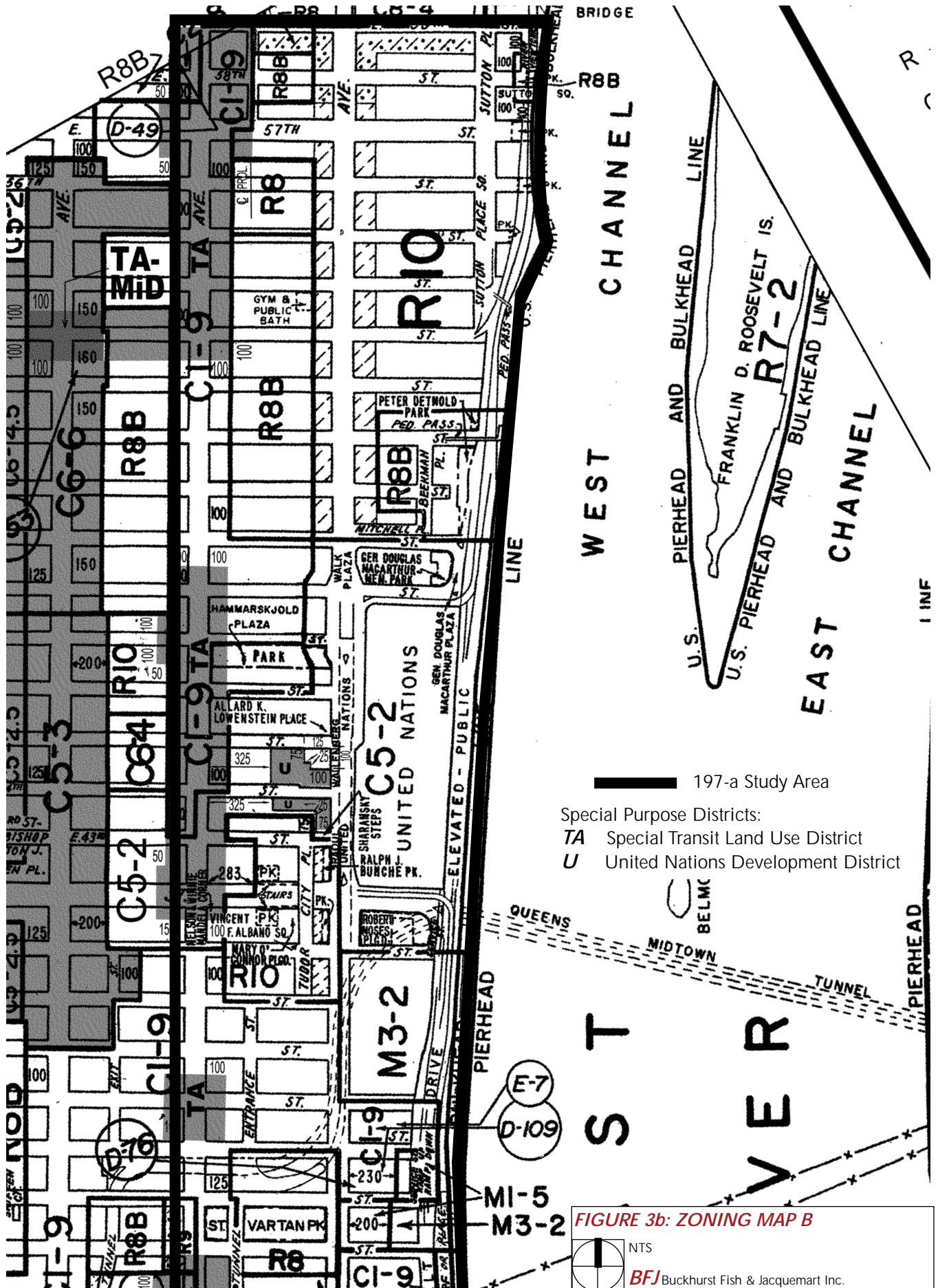


Table 4: Zoning by Neighborhood

Zoning District	Maximum FAR	Uses/Zone Type	Neighborhood
R7-2	0.87 to 3.44 residential	Medium density apartments	Stuyvesant Town
R7B	3.0 residential	General residence district, contextual district	Midblock apartments
R8	0.94 to 6.02 residential	General residence district	Kips Bay Apts.
R8A	6.02 residential	General residence district, contextual	East side of Stuyvesant Sq.
R8B	4.0 residential	General residence district, contextual	Midblock, Beekman Place, and between First and Second Ave, 22-20 <sup>th</sup> Streets, 49-55 <sup>th</sup> Streets
R10	10.0 residential (12.0 with bonus)	General residence district	Midblock, Sutton Place
C1-8	2.0 commercial, 0.99 to 7.52 residential	Local shopping and services	Second Ave., 23 <sup>rd</sup> to 29 <sup>th</sup> , east side
C1-8A	2.0 commercial, 7.52 residential	Local shopping and services, contextual district	Second Ave., 23 <sup>rd</sup> to 33 <sup>rd</sup> , west side
C1-9	2.0 commercial, 10.0 residential (12.0 with bonus)	Local shopping and services	Rivergate Apts., Manhattan Place
C1-9A	2.0 commercial, 10.0 residential (12.0 with bonus)	Local shopping and services, contextual district	23 <sup>rd</sup> , First to Second Avenues
C2-7	2.0 commercial, 0.99 to 7.52 residential	Local shopping and services with residential uses	Waterside Houses complex
C5-2	10.0 commercial (12.0 with bonus), 10.0 residential (12.0 with bonus)	Restricted central commercial district	United Nations and surrounding area
C6-2	6.0 commercial (7.2 with bonus), 0.94 to 6.02 residential	General commercial district outside CBD	Northern portion of Bellevue campus
M1-1	1.0 commercial or manufacturing	High performance light manufacturing	Stuyvesant Cove between bulkhead and pierhead
M1-5	5.0 commercial or manufacturing	High performance light manufacturing located mainly in Manhattan CBD	FDR Drive between 36 <sup>th</sup> and 37 <sup>th</sup> Streets
M3-2	2.0 commercial or manufacturing	Low performance heavy manufacturing	Former Con Edison Waterside Plant, now East River Realty Redevelopment Site

In addition to the previously described zoning districts, the Study Area includes a number of zoning overlays and the following two special districts, illustrated on the zoning maps Figures 3a and 3b.

### **Special Zoning Districts**

1. **“U” Special United Nations Development District:** This special use district on the west side of First Avenue from East 43<sup>rd</sup> to East 45<sup>th</sup> Streets, opposite the United Nations, was established in 1970 to allow UN-related development, such as housing for personnel, hotels for visitors and delegates, meeting rooms and other facilities in the area surrounding the UN headquarters. Initially the zoning regulations were similar to those of a C5-3 district

(maximum FAR of 15, FAR of 18 with bonus). In 1980, the special district was modified by the City to limit the height of buildings within 200 feet west of First Avenue to below that of the Secretariat building, which is 505 feet high. Subsequent changes added flexibility to the range of uses and transfer of development rights among parcels in the district, but restricted the overall FAR to no more than 15.0. Three large towers have since been built in this area at One UN Plaza (Millenium UN Hotel), Two UN Plaza (housing UN Missions and related offices) and Three UN Plaza.

2. **“TA” Special Transit Land Use District:** Created in 1974 along Second Avenue in those areas where subway stations for the new Second Avenue line were anticipated, this special purpose district requires new development or enlargements to provide an easement, if requested by the NYC Transit Authority, for access to the subway underneath, and to provide light and air to the subway beneath. The district is mapped within the Study Area, on both sides of Second Avenue at the following locations, as shown on the zoning map on previous Figures 3a and 3b:

- East 15<sup>th</sup> to 14<sup>th</sup> Streets (and south of the Study Area to East 13<sup>th</sup> Street)
- East 23<sup>rd</sup> Street to 24<sup>th</sup> Street
- East 26<sup>th</sup> to midblock between East 27<sup>th</sup> and 28<sup>th</sup> Streets
- East 33<sup>rd</sup> to East 35<sup>th</sup> Streets
- East 37<sup>th</sup> to East 38<sup>th</sup> Street
- East 42<sup>nd</sup> to midblock of East 48<sup>th</sup> Street
- East 53<sup>rd</sup> Street to 59<sup>th</sup> Street (and north of the Study Area to East 61<sup>st</sup> Street)

#### **Proposed Future Rezoning**

The development of the Robert Moses Playground site for the new UNDC building will require the rezoning of that site, along with the demapping of parkland.

As part of the proposed development of the Con Edison First Avenue Properties, rezoning of the specific sites from their current industrial and commercial zoning (M1-5, M3-2, and C1-9) to residential zoning has been proposed to facilitate the development of large-scale mixed use developments.

### C. URBAN DESIGN AND HISTORIC RESOURCES

The urban design components of a city neighborhood typically include the size and type of buildings, block and street patterns, streetscapes, landscaping, and dramatic features (tall or historic buildings, bridges, parks, waterfront areas) that define its visual character.

The Study Area includes many distinctive urban elements in a densely developed area: the East River waterfront, well known residential enclaves such as Tudor City, Turtle Bay, Beekman Place, and Sutton Place with historic buildings and features, Stuyvesant Square, the United Nations, and other older residential neighborhoods intermixed with more recent apartment towers and superblock housing developments, as well as two massive power plant complexes, several superblocks of hospital facilities, and neighborhood parks.

Although the larger residential and institutional developments of the past 50 years dominate portions of the Study Area, older residential neighborhoods characterize much of the area with a different character and scale, and historic value. These many elements combine to create an urban form in the Study Area that is complex and varied, and framed by several historic neighborhoods dating back over a century.

**The East River Waterfront** defines the eastern edge of the Study Area, as illustrated in Photos 1 and 2. The FDR Drive, the Con Edison East River Plant, Stuyvesant Cove Park, the UN School, Waterside Houses, Peter Cooper Village/Stuyvesant Town, NYU Bellevue Medical Center, the former Con Edison Waterside Plant sites, several apartment towers, the UN, and Beekman Place and Sutton Place are all located along the East River in the Study Area, with the Queensboro Bridge bounding the north end of the Study Area at 59<sup>th</sup> Street.

- **Stuyvesant Cove Park** between 18<sup>th</sup> and 23<sup>rd</sup> Streets provides open views of the East River, and the low-rise skylines of Queens and Brooklyn, and the rare urban vista of sky. See photos 3 and 4.
- **The United Nations** with an open plaza and a park cantilevered over the FDR Drive, provides an open vista of sky and riverfront visible for several blocks along First Avenue.
- **Sutton Place Park**, elevated above the FDR Drive at the south end of Sutton Place at East 54<sup>th</sup> Street, provides riverfront views looking south over the FDR Drive to the riverfront.

**Views to the waterfront** are more constrained in many other portions of the Study Area, where views east from along the side streets toward the East River are blocked by the elevated viaduct sections of the FDR Drive, and by large residential buildings and street walls of superblocks along the riverfront.

- From East 23<sup>rd</sup> to 34<sup>th</sup> Street, the VA Hospital, Bellevue Hospital, NYU Medical Center, and the Hunter College/Brookdale Medical Science buildings line the east side of First Avenue, obstructing many possible views to the waterfront from side streets.





*Photo 1: View of East River Waterfront from 25th Street north to the Queensboro Bridge*



*Photo 2: Waterfront view looking north from 16th Street to the United Nations*



*Photo 3: View from Stuyvesant Cove Park looking north and east from 23rd Street*



*Photo 4: View from Stuyvesant Cove Park looking south and east from 23rd Street*

### Historic Neighborhoods and Features

As described in Development History, the history of the Study Area reflects the evolution of Manhattan from 17<sup>th</sup> and 18<sup>th</sup> century farms and estates, to the industrialization in the 19<sup>th</sup> and early 20<sup>th</sup> centuries, and the intensive redevelopment following World War II to accommodate a growing residential population as well as expanding institutional uses. The area includes several neighborhoods with historic buildings and features: Turtle Bay, including the United Nations and Sutton and Beekman Place neighborhoods, and Tudor City. The United Nations is also a distinctive feature of the area, both architecturally and as an international institution established for world peace and cooperation after World War II.

**Turtle Bay** dates back to 1639 when the Dutch governor gave two Englishmen a land grant of 40 acres along a bay on the East River. Turtle Bay was then a cove along the shoreline that protected ships from winter gales and river currents, and was important to the early commerce of Manhattan.



Picture Credit: *Turtle Bay Old & New* by Edmund T. Delaney, Barre Publishers, 1965

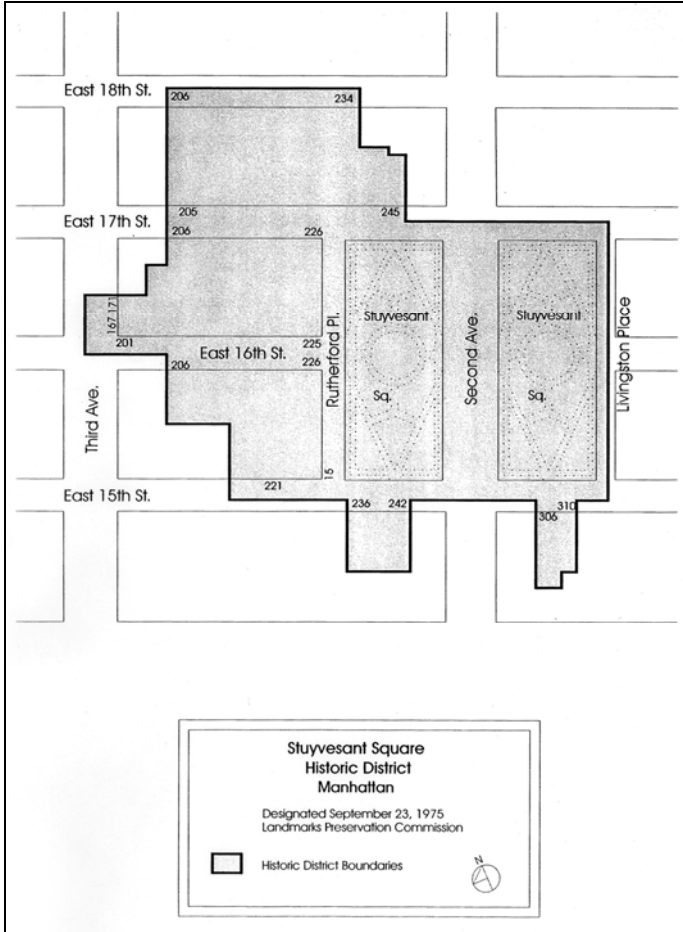
This picture illustrates Turtle Bay and Blackwell's Island in 1840, at the eastern end of present day 49<sup>th</sup> Street. In the distance is the Beekman Mansion at the present location of 51<sup>st</sup> Street and First Avenue.

By the early 19<sup>th</sup> century, shipbuilding had become a thriving industry in the area, and the Turtle Bay wharf area also included several breweries, as well as carpentry shops and mills. Slaughterhouses, cattle pens, and railroad piers were later added along this East River industrial waterfront.

**The Turtle Bay Gardens Historic District** is located just west of the Study Area between 48<sup>th</sup> and 49<sup>th</sup> Streets, in the midblock area between Second and Third Avenues.

**Stuyvesant Square:** The eastern portion of the Stuyvesant Square historic district along Second Avenue between 15<sup>th</sup> and 17<sup>th</sup> Streets is within the Study Area. See Figure 4. The Square, laid out in 1846 on land donated to the City by Peter Stuyvesant, is now a park surrounded by an original cast-iron fence.

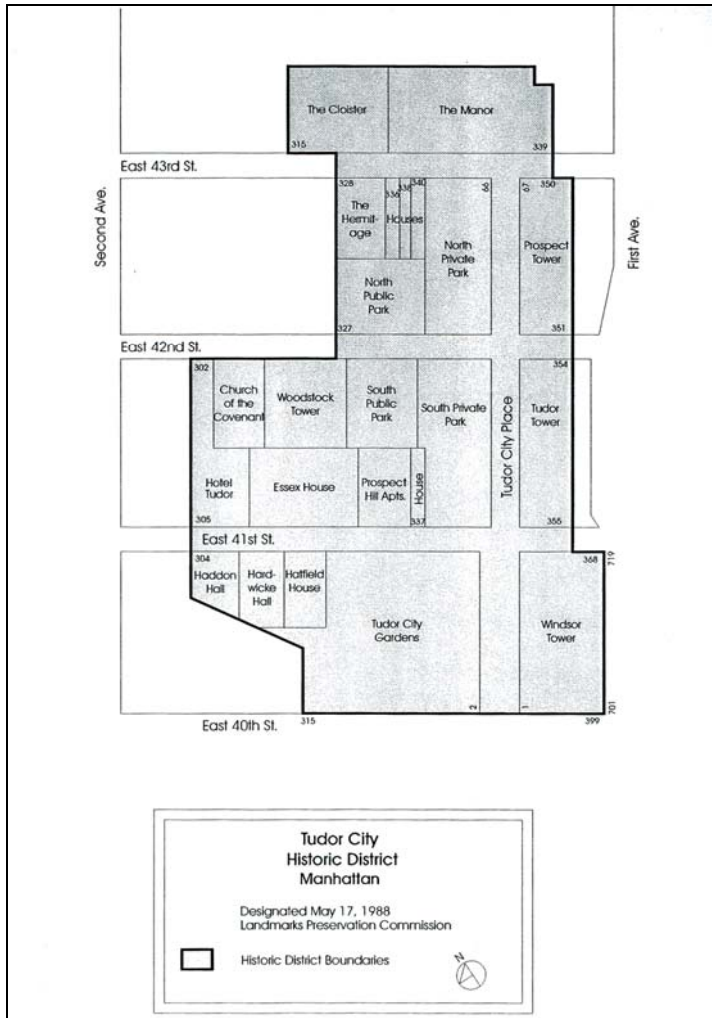
**Figure 4: Stuyvesant Square Historic District**



The former Society for the Lying-in Hospital, an 1899 classical revival building renovated in 1984 for apartments/ office space, is listed on the NYS and National Historic Registers.

**Tudor City:** consists of 12 buildings on a bluff along the west side of First Avenue from 40<sup>th</sup> and 44<sup>th</sup> Streets. The complex incorporates East 41<sup>st</sup> and 43<sup>rd</sup> Streets, which end at Tudor City Place, an interior street that spans 42<sup>nd</sup> Street. When built in 1925-28, the Tudor Revival style buildings were oriented inward to private open spaces, away from First Avenue, then a slaughterhouse district. Tudor City’s 23-story towers form a high streetwall along First Avenue. Tudor City is a designated New York City Historic District, as shown on the Landmarks Preservation Commission Map.

Figure 5: Tudor City Historic District



**Beekman Place**, located east of First Avenue, is set around a quiet north/south street (Beekman Place) that runs between Mitchell Place and 51st Street. It features several older apartment buildings as well as UN consulates. With the exception of the 26-story Beekman Tower Hotel, a designated New York City Landmark, the building scale in Beekman Place is under 15 stories, with 4-, 5-, 6-story townhouses.

**Sutton Place**, located east of First Avenue between 53<sup>th</sup> and 59<sup>th</sup> Streets, is another residential enclave east of the busier main avenues of the area, with a north/south street, Sutton Place, bisecting the blocks between First Avenue and FDR Drive. Most buildings in Sutton Place do not exceed 20 stories in height, and the neighborhood includes some older townhouses.

**The United Nations International Headquarters** consists of the four UN buildings set in an 18-acre site with a plaza and the UN Gardens Park. The Secretariat building, a 39-story slab of glass, marble and aluminum, at 505 feet is the tallest building at the UN. The 5-story domed General Assembly building, the 6-story Conference building, and the 3-story Dag Hammarskjöld Library complete the UN campus. The large site made available for the construction of the United Nations headquarters in the late 1940s created this unique setting, unusual for a densely developed urban area like Manhattan.

Development in the vicinity of the UN along First Avenue has included several large commercial buildings housing office and hotel facilities for UN missions and related offices. These include: One UN Plaza, a 40-story skyscraper with 427 hotel rooms, and office space at 44<sup>th</sup> Street and First Avenue, looming over the adjacent U.S. Consulate building at 45<sup>th</sup> Street and First Avenue. Two and Three UN Plaza, 39- and 14-stories high, is located on opposite sides of East 44<sup>th</sup> Street.

Many of these nearby buildings exceed the height of the Secretariat building. The Trump World Tower across First Avenue at East 47<sup>th</sup> Street at 880 feet in height, is 375 feet higher than the 505-foot Secretariat building. As the world's tallest residential building, it is visible from considerable distances throughout New York City.

The 950,000-square foot United Nations Development Corporation building planned for the block between East 41<sup>st</sup> to 42<sup>nd</sup> Streets along First Avenue (a site presently occupied by Robert Moses Playground) is being designed to respect, and not exceed, the height of the Secretariat building.

The UN neighborhood also includes Dag Hammarskjöld Plaza, a public park located along 47<sup>th</sup> Street, featuring seating, plantings, and a view to the UN gardens.

### **Historic Buildings and Landmarks**

In addition to its historic neighborhoods, the Study Area includes many notable individual buildings reflecting its history, including two designated NYC landmarks and a National Register property.

- **Beekman Tower Hotel/Panhellenic Tower, built 1929, Designated NYC Landmark 1998**  
Located at the top of what was originally known as Beekman Hill (now Mitchell Place at the northeast corner of First Avenue and 48<sup>th</sup> Street), the 26-story Beekman Tower Hotel is one of the great Art Deco skyscrapers in Midtown Manhattan. Designed by John Mead Howells in 1927-29 as the Panhellenic Tower, it provided affordable housing for young women who were entering the work force in the 1920s.
- **314 East 53<sup>rd</sup> Street** is a small 2-story row house located on the south side of 53rd Street between First and Second Avenues. Constructed in 1866, this building is an example of the wooden vernacular buildings once constructed throughout Manhattan. The mansard roof,

dormers, bracketed wooden cornice and door hood, molded window enframements are features of this rare vernacular wooden building with Second Empire and Italianate details.

- **NYC ACS Children’s Center Building, listed on National Register of Historic Places**  
This 1907 building, designed by McKim, Mead & White as part of Bellevue Hospital, was renovated in 2001 for an adaptive reuse as an Emergency Intake Center and Training Academy for the New York City Administration for Children’s Services (ACS).

**Other Historic Features** The study area includes numerous other buildings with historic value, although many of these are not designated landmarks. The UN Headquarters buildings, a significant example of modernist architecture, are not eligible for designation as landmarks, since they are located on UN international territory and are thereby exempt from local laws and regulations.

- **United Nations Secretariat Building**, built in 1948-50 as a 39-story slab with glass curtain walls, the Secretariat Building, set dramatically against open sky and riverfront, and isolated from other buildings of comparable height and bulk, is one of the more distinctive urban design features of the Study Area.
- **St. Vartan Cathedral**, at the northeast corner of Second Avenue and 34<sup>th</sup> Street, was built in 1968. Sheathed in limestone, the cathedral forms an L-shaped composition with an elevated entrance court.
- **Beekman Mansion and Beekman Terrace Apartments** at 51st Street and Beekman Place. Beekman Mansion, a six-story apartment house of Venetian design overlooking the water originally featured an open lawn leading to a Venetian-style dock on the River.
- **River House** 435 East 52<sup>nd</sup> Street. Built in 1931, this 26-story residential building along the East River between 52<sup>nd</sup> and 53<sup>rd</sup> Street with Georgian-Style-design features a tower with a courtyard palazzo base. Both Beekman Mansion and River House originally included private docks along the river, but those waterfront amenities were removed with the construction of the FDR Drive in 1947-49.
- **Asser Levy Place Bathhouse** was constructed in 1908 as a bathhouse – modeled on the Roman public baths – for the public. It was later converted to a gym with an outdoor pool.

### **Industrial Features**

Industrial buildings dating back over a century characterize the First Avenue streetscape from 37<sup>th</sup> to 41<sup>st</sup> Streets. Former brewery buildings in this area have been converted to office/medical uses.

- **The Con Edison Waterside power plants**, along the east side of First Avenue between 38<sup>th</sup> and 41<sup>st</sup> Streets, were brick structures designed in the Renaissance Revival style, ranging in height from 5 to 8 stories, with large arched window openings, brick and stone detail at the base, and large stacks. Waterside No. 1 at 680 First Avenue between 38<sup>th</sup> - 39<sup>th</sup> Streets was constructed in 1902; Waterside No. 2, at 708 First Avenue between 39<sup>th</sup> - 41<sup>st</sup> Streets, was added in 1906. They were recently demolished to accommodate redevelopment plans for the site.

The block between 35<sup>th</sup> and 36<sup>th</sup> Streets (616 First Avenue) previously occupied by the Kips Bay Steam Generating Station (which was demolished in the late 1970s), and was later used to store fuel oil for the Waterside Power Plant. This block, one of the Con Edison sites proposed for redevelopment along First Avenue, has recently undergone environmental remediation.

The Con Edison lot at 685 First Avenue adjoins the Con Edison substation located just west of it, and is presently used only for parking of vehicles and construction equipment. This site has been recommended as a possible location for a building (Final GEIS for Con Edison First Avenue Properties, January 2004). CB6 has recommended that this site be available for public open space.

- **Con Edison East River Plant**, located along the FDR Drive between 14<sup>th</sup> and 17<sup>th</sup> Streets, at the south end of the Study Area, was recently repowered to accommodate the power demand resulting from the decommissioning of the Waterside Plants on First Avenue.
- **The former Kips Bay Brewery building** at 660 First Avenue, between 37<sup>th</sup> and 38<sup>th</sup> Streets, an industrial building dating back to the 19<sup>th</sup> century, has been converted to office use.

### Transportation Features

- **The FDR Drive**, a 6-lane-wide-highway with elevated viaduct portions, is a dominant visual feature along the eastern edge of the study area north of 18<sup>th</sup> Street. See Photo 7.
- **Queens Midtown Tunnel Entrance Plaza** between East 36<sup>th</sup> and East 37<sup>th</sup> Streets is defined by tunnel entrances and exits, and surrounded by residential towers that contrast with the open landscape of the tunnel plaza and St. Vartan Park.
- **The Queensboro Bridge** at 59<sup>th</sup> Street visually defines the north end of the study area.

### Urban Design Character

Reflecting its complex history, the Study Area is characterized by a diversity of building types and sizes, resulting in a rich variety of architectural styles and scales. Previously a major industrial area along the East Side of Manhattan, the Study Area includes power plant buildings over a century old, as well as many older residential buildings, typically 4- to 5-stories and located along the side streets, contrasting with the large-scale residential and institutional construction of the past 50 years.

**Building Scale:** More recent construction in the Study Area includes a number of high rise apartment towers, many of these over 40 stories. This scale, often dramatically out of character with the existing streetscape, is primarily the result of utilizing the merger of zoning lots. The following individual residential buildings over 35 stories in height in have been built in the Study Area since 1966:

**Table 5: New Residential Buildings 1966-2001**

Residential Development	No. of Stories	Year Built
Rivergate, 410 East 34 <sup>th</sup> Street	35	1985
300 East 34 <sup>th</sup> Street	36	1974
Manhattan Place 630 First Ave	37	1984
New York Tower 330 East 39 <sup>th</sup> St	38	1980
860-870 UN Plaza	40	1966
Horizon, 415 East 37 <sup>th</sup> Street	42	1989
Dag Hammarskjold, 240 East 47 <sup>th</sup> St	44	1982
Excelsior Apartments, 303 East 57 <sup>th</sup> Street	47	1967
The Sovereign, 425 East 58 <sup>th</sup> Street	48	1971
100 UN Plaza Tower, 327 East 48 <sup>th</sup> Street	52	1986
Corinthian, 330 East 38 <sup>th</sup> Street	55	1987
Trump World Tower, 845 UN Plaza	72	2001



**Block Patterns** The block pattern of much of the Study Area between First and Second Avenues consists of the typical Manhattan street grid, with the avenues running north and south, and the narrower streets running east-west, creating rectangular shaped blocks, as shown on Figures 6A and 6B. This pattern varies along First Avenue and the FDR Drive, where the curve of the East River shoreline and the FDR Drive creates irregularly shaped blocks between 14<sup>th</sup> and 34<sup>th</sup> Streets.

A large portion of the Study Area between 14<sup>th</sup> and 48<sup>th</sup> Streets includes superblocks that eliminate many east/west streets to form large industrial, institutional and housing developments along First and Second Avenues, as shown on Figures 6A and 6B.

- Con Edison East River Plant, bounded by 14<sup>th</sup> Street, Avenue C, and FDR Drive
- Stuyvesant Town First Avenue to Avenue C, 20<sup>th</sup> to 14<sup>th</sup> Streets
- Peter Cooper Village, First Avenue to Avenue C, 20<sup>th</sup> to 23<sup>rd</sup> Streets
- East Midtown Plaza apartments, 23<sup>rd</sup> to 25<sup>th</sup> Streets, First to Second Avenues
- Waterside Houses, East of FDR Drive and north of UN School, 25<sup>th</sup> to 29<sup>th</sup> Streets
- Kips Bay Houses, First to Second Avenue, 30<sup>th</sup> to 33<sup>rd</sup> Streets
- VA Hospital Medical Center, 23<sup>rd</sup> to 25<sup>th</sup> Streets, First Avenue to Asser Levy Place
- Bellevue Hospital/Hunter College/Brookdale Medical Science Building, and Medical Examiner's Office, First Avenue to FDR Drive, 25<sup>th</sup> to 30<sup>th</sup> Streets
- NYU Hospitals Center, First Avenue to FDR Drive, 30<sup>th</sup> to 34<sup>th</sup> Streets
- Former Con Edison Waterside Site now East River Realty, 38<sup>th</sup> to 41<sup>st</sup> Streets, First Avenue to FDR Drive
- United Nations Headquarters, UN Plaza/First Avenue to East River, 42<sup>nd</sup> to 48<sup>th</sup> Streets

In addition to these superblocks, the traditional street grid pattern in the Study Area is also broken by the Queens Midtown Tunnel entrances and exits, which dominate the block bounded between First and Second Avenues, East 36<sup>th</sup> and 37<sup>th</sup> Streets. The Tunnel Approach Streets that provide midblock access routes also interrupt the street pattern, running between First and Second Avenues from 34<sup>th</sup> to 36<sup>th</sup> Streets, and 37<sup>th</sup> to 40<sup>th</sup> Streets.

Two of the Study Area's older neighborhoods, Beekman Place and Sutton Place, are named for the north/south internal streets that bisect the blocks east of First Avenue, and create quiet interior street corridors, a rarity in Manhattan. Both neighborhoods also include small park areas overlooking the river. Tudor City, a NYC historic district, also includes an interior street, Tudor City Place, with two private parks and Tudor City Gardens.

Elsewhere in the Study Area, small parks such as Stuyvesant Square, Augustus St. Gaudens, and Peter's Field located along Second Avenue between 15<sup>th</sup> and 21<sup>st</sup> Streets, Bellevue South Park at 27<sup>th</sup> Street, St. Vartan Park, Dag Hammarskjöld Plaza and McArthur Plaza along 47<sup>th</sup> Street, provide much needed open space and interrupt the standard block form.

**Residential superblocks** Many of the large residential developments in the Study Area incorporate open space and plazas, and redefine the street grid in certain areas.

Peter Cooper Village and Stuyvesant Town, two of the largest of the superblocks in the study area between 14<sup>th</sup> and 23<sup>rd</sup> Street, First Avenue and the FDR Drive, consist of a total of 51 slab-style buildings set at angles to the street grid, in a larger setting of playgrounds, trees, seating areas, although use of these facilities is mostly limited to their residents. Limited use private roads run through the complex. Twentieth Street divides Peter Cooper from Stuyvesant Town to the south.

Other than the UN campus with its open river views from First Avenue, most of the superblocks along First Avenue (as well as the Waterside Houses on the waterfront east of the FDR Drive) block views to the East River from the City.

**Medical Superblocks:** The large scale institutional features of the NYU-Bellevue medical hospital complex dominate the streetscape along First Avenue from 23<sup>rd</sup> to 34<sup>th</sup> Streets, with the Veterans Administration Hospital, Bellevue Hospital, and the NYU Medical Center along the east side of the Avenue. The NYU and Bellevue superblocks are particularly complex, and incorporate several public streets (East 26<sup>th</sup> and East 29<sup>th</sup> Streets) that serve as access roads into the medical complex to and from the East River Drive and First Avenue for ambulances and other hospital vehicles, as well as parking.

**Retail Patterns:** Retail patterns in the Study Area vary. First Avenue from 14<sup>th</sup> to 23<sup>rd</sup> Streets, which is largely residential in nature, includes many local shops and coffee shops along the west side of the Avenue that enlivens the streetscape with storefronts, and shops.

This retail pattern drops off north of 23<sup>rd</sup> Street, with little retail along First Avenue until 49<sup>th</sup> Street, due to the presence of hospital facilities and the UN and related buildings.

Along Second Avenue north of 23<sup>rd</sup> Street, a residential neighborhood, street level retail and restaurants are more prevalent. Overall, the retail pattern in the Study Area is limited, in contrast to the more commercially active Third Avenue further west.



*Photo 5: View to Waterside No. 1 from across First Avenue at 38th Street (now demolished)*



*Photo 6: View south along First Avenue to Waterside No. 2 (now demolished)*



Photo 7: FDR Drive viaduct at Stuyvesant Cove Park



Photo 8: View of Queensboro Bridge looking north towards Sutton Place (ODR now dismantled)



*Photo 9: View of Queens Midtown entrance plaza and surrounding buildings*



*Photo 10: View of Queens Midtown Tunnel exit plaza west from 37th Street at First Avenue*

## D. TRANSPORTATION

### Existing Roadways and Transportation Features

The Study Area includes several major transportation features, including two major traffic portals (the Queensboro Bridge and Queens Midtown Tunnel) that bring large numbers of vehicles into the area, as well as the FDR Drive, a highway that links to expressways to the north through the Bronx and the east to Queens and Long Island.

**FDR Drive:** The eastern edge of the Study Area is dominated by the East River ("FDR") Drive, a 6-lane highway built in the 1930s, with elevated viaduct portions added later. Running along the East River from Lower to Upper Manhattan, it serves as a major transportation corridor for New York City and the region, and carries approximately 175,000 vehicles per day through Lower Manhattan, and approximately 150,000 vehicles per day through midtown Manhattan.

The original FDR Drive between East 14<sup>th</sup> Street and East 42<sup>nd</sup> Street was later converted from a boulevard to a controlled-access parkway, and new elevated viaducts were constructed in the vicinity of East 18<sup>th</sup>, 23<sup>rd</sup>, 34<sup>th</sup> and 42<sup>nd</sup> Streets.

Several sections of the study area, the eastern portions of the United Nations and the Sutton Place and Beekman Place neighborhoods, are cantilevered over sections of the FDR Drive.

Current NYSDOT reconstruction work on the FDR Drive presents an opportunity to improve vehicular access to the community, reduce congestion, and do so in coordination with the redevelopment of Con Edison's Waterside properties. It is also an opportunity to provide more pedestrian access to the waterfront.

Of the various highway ramps and exits within the study area, the northbound FDR Drive exit at 42<sup>nd</sup> Street and the southbound FDR Drive exit at 15<sup>th</sup> Street raise a number of issues:

- *Northbound exit of FDR Drive at 42<sup>nd</sup> Street:* The exit starts at 36<sup>th</sup> Street at which point it separates from the FDR Drive and continues at elevation until reaching 42<sup>nd</sup> Street. The combined effect of the elevated FDR Drive and the 42<sup>nd</sup> Street exit ramp restricts pedestrian access to the waterfront from 34<sup>th</sup> Street to 42<sup>nd</sup> Street.
- *Southbound exit of FDR Drive at 15<sup>th</sup> Street:* The FDR Drive exit at 15<sup>th</sup> Street has been closed off for use by Con Edison since 2001.

**The Queensboro Bridge** at the north boundary of the Study Area, between 59<sup>th</sup> and 60<sup>th</sup> Streets, is one of the most traveled bridges in the world, carrying 200,000 vehicles per day and bringing a large volume of vehicles (including trucks) into the East Side. It marks the beginning of NYS Route 25, which extends 110 miles east to Orient Point, Long Island.

**The Queens Midtown Tunnel (QMT)** enters Manhattan below ground at East 41<sup>st</sup> Street, and runs under First Avenue south until the Tunnel Exit/Entrance Plaza area between 36<sup>th</sup> and 37<sup>th</sup> Streets. The QMT tunnel entrances and exits, as well as tunnel approach and exit streets, are located in the larger surrounding area between First and Second Avenues, 34<sup>th</sup> and 40<sup>th</sup> Streets. As the eastern extension of the Long Island Expressway, the QMT carries approximately 80,000 vehicles per day. Substantial traffic congestion occurs at peak hours in the vicinity of the tunnel exits and entrances.



*Photo 11: View east to the elevated FDR Drive 42nd Street off-ramp next to United Nations*



*Photo 12: View of Queensboro Bridge looking east from 60th Street and Second Avenue*



*Photo 13: Existing decking with greenspace and trees over tunnel plaza along 37th Street*



**Ferry Service and Intermodal Connections**

NY Watertaxi provides ferry service from 35<sup>th</sup> Street to and from Queens, Lower Manhattan, and other points. Ferry service connects with M34 bus line eastern terminus. A new ferry landing terminal is currently being planned for this location. Completion is estimated for the end of 2008.

**Road Network:** The Study Area contains two major avenues, First and Second Avenue. Both widen as they approach the Study Area from the north, and accommodate large volumes of traffic entering Manhattan from the Queensboro Bridge and the QMT.

**First Avenue**, with five traffic lanes and two parking/standing lanes, serves as a northbound arterial and is used as both a through route and by traffic from the QMT. At 41<sup>st</sup> Street, the central lanes of First Avenue enter a four lane tunnel running to 48<sup>th</sup> Street, with the remaining surface lanes, renamed UN Plaza, providing local access.

**Second Avenue** serves as a major southbound road and like First Avenue, also contains five lanes of traffic and two parking/standing lanes.

Five major cross-town streets (14<sup>th</sup> Street, 23<sup>rd</sup> Street, 34<sup>th</sup> Street, 42<sup>nd</sup> Street, and 57<sup>th</sup> Street) are located in the study area.

**Interruptions to the Street Grid**

Throughout the study area, and especially between First Avenue and the FDR Drive, there are a number of superblocks and other features that interrupt the standard street grid. As a result the Manhattan street grid effectively terminates at First Avenue in these areas, creating inefficiencies and forcing larger volumes of traffic through the Study Area. This occurs principally in two areas: the Bellevue-NYU Medical complex between 26<sup>th</sup> and 34<sup>th</sup> Streets and the Con Edison Properties between 38<sup>th</sup> and 41<sup>st</sup> Streets. Other street interruptions occur in the vicinity of housing complexes in the study area. The main interruptions to the street grid are described as follows, and illustrated on Figures 6a and 6b.

**Bellevue Hospital/NYU Medical Center:** With the development of First Avenue as a medical and institutional corridor, over time a large number of superblocks have been created to accommodate expanding medical facilities.

**Bellevue South Urban Renewal Area:** This includes several large residential superblocks between First and Second Avenue 23<sup>rd</sup> to 25<sup>th</sup> Street, and 26<sup>th</sup> to 28<sup>th</sup> Street. North of 23<sup>rd</sup> Street, the street grid interruptions include the following:

- 24<sup>th</sup> Street ends at Second Avenue, where it enters East Midtown Plaza houses.
- 26<sup>th</sup> Street east of First Avenue is a one-way, restricted access, westbound service road for the Emergency Medical Services at Bellevue. There is no access for through traffic and no means of connecting to the FDR or the waterfront esplanade.
- 27<sup>th</sup> Street terminates as a through street at Second Avenue in Henry Phipps Plaza West Houses, although a small private street runs through residential complex and terminates at First Avenue.
- 28<sup>th</sup> Street also terminates at Second Avenue, although a sidewalk easement runs through the Henry Phipps Plaza Houses to a portion of the active street terminating at First Avenue. It enters Bellevue Campus as a small turnaround, but there is no through access to FDR Drive or waterfront esplanade.
- 30<sup>th</sup> Street east of First Avenue has been demapped and is now largely occupied with temporary structures erected for the Medical Examiner. Since its closing, EMS vehicles must go to either 23<sup>rd</sup> Street or 34<sup>th</sup> Street to access the Emergency Room from the FDR Drive service road.

- 29<sup>th</sup> Street was demapped east of First Avenue and incorporated as part of the Bellevue Campus, and therefore provides no means of through access.

**Peter Cooper Village/Stuyvesant Town:** These residential complexes occupy the area east of First Avenue between East 23<sup>rd</sup> and 14<sup>th</sup> Street, and include several private roads. Only one public street, 20<sup>th</sup> Street, runs east west through the area between the two complexes.

- East 15<sup>th</sup> through 19<sup>th</sup> Streets end at First Avenue, across from Stuyvesant Town
- East 21<sup>st</sup> and 22<sup>nd</sup> Streets end at Peter Cooper Village.
- Avenues A and B end at 14<sup>th</sup> Street at Stuyvesant Town.

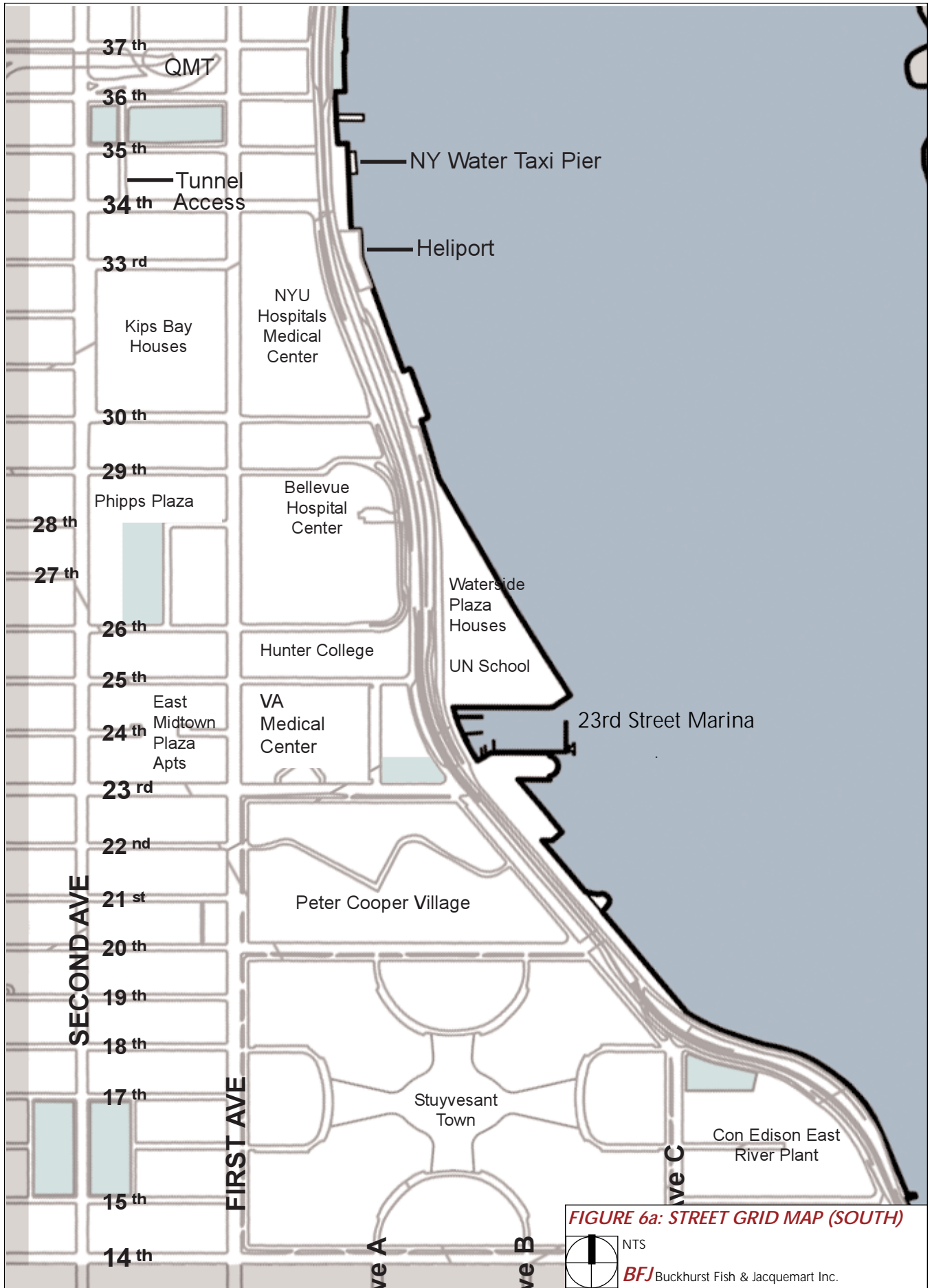
**Queens Midtown Tunnel:** Several streets surrounding the Queens Midtown Tunnel entrance have designated turn-only or tunnel-only lanes in order to accommodate tunnel traffic. Tunnel approach streets bisect the blocks between 34<sup>th</sup> and 40<sup>th</sup> Streets, First and Second Avenues. In response to security concerns, access to the tunnel approach streets has been restricted, which has forced larger volumes of tunnel-destined traffic onto First and Second Avenues.

**Con Edison Waterside Properties:** The former Con Edison Waterside properties, now East River Realty, occupy the full blocks between 38<sup>th</sup> and 41<sup>st</sup> Streets, First Avenue and the FDR Drive, including the street beds of 39<sup>th</sup> and 40<sup>th</sup> Streets.

**Con Edison East River Plant:** This power plant complex occupies the area from 14<sup>th</sup> to 17<sup>th</sup> Street, Avenue C to the FDR Drive. Fifteenth Street within the complex is closed off, and 16<sup>th</sup> Street provides limited access into the facility parking area and the ballfields.

**United Nations Headquarters:** UN buildings, plaza and gardens occupy eight acres of international land located between 42<sup>nd</sup> and 48<sup>th</sup> Streets, east of First Avenue. The UN campus includes an entrance driveway with security guardhouse, but no public streets.

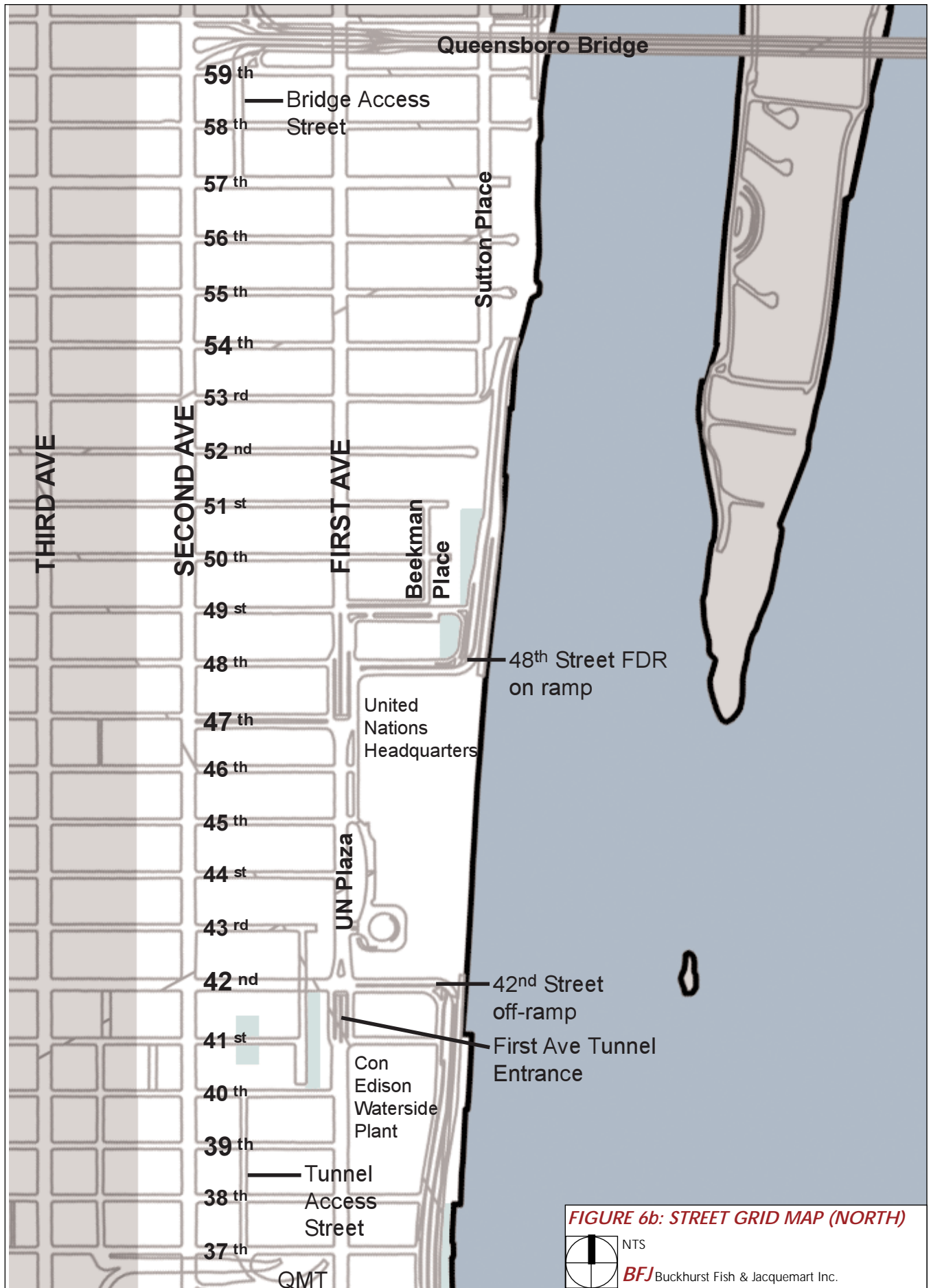
The Study Area's extensive residential, institutional, and office developments, and the QMT entrances and exits and tunnel approach streets between East 36<sup>th</sup> and 40<sup>th</sup> Streets, and the Queensboro Bridge at East 59<sup>th</sup> Street, have all contributed to traffic congestion and traffic safety issues in the immediate area. Safe, convenient and efficient transportation in the Study Area is critical to the economic vitality and environmental quality of the City.



**FIGURE 6a: STREET GRID MAP (SOUTH)**



NTS  
**BFJ** Buckhurst Fish & Jacquemart Inc.



### Parking Facilities

**Unenclosed Parking:** There is a number of unenclosed parking facilities in the study area, including several parking piers along the waterfront for Con Edison and the heliport, as well as parking located under the FDR viaduct. A parking area is located at 36<sup>th</sup> and Second Avenue (the site of the proposed Perlbinder residential building).

**Enclosed Parking:** There are approximately 75<sup>3</sup> off-street parking facilities in the study area. Most of these were constructed as accessory facilities for the many residential buildings, but today they effectively function as public parking garages. The 23<sup>rd</sup> Street Marina also includes a parking garage.

### Waterfront Parking Areas

Parking adjoining Stuyvesant Cove Park is located under the FDR Drive viaduct. North of Stuyvesant Cove is several parking areas with parking directly along the waterfront, blocking waterfront access and rerouting portions of the waterfront esplanade.

**Commuter Buses:** The bus “layover” areas on the east side of First Avenue between 38<sup>th</sup> and 40<sup>th</sup> Streets are inadequate to accommodate the large numbers of buses.

**Black Cars:** Similar to the situation with the commuter buses, there are no layover areas for black cars resulting in congestion.

**Sanitation Vehicles:** The NYC Department of Sanitation trucks that serve Community District 6 are housed in garages located in Brooklyn. This affects trash pick-up efficiencies when the sanitation fleet is stuck in traffic.

---

<sup>3</sup> New York City Department of City Planning, Transportation Division



*Photo 14: View south alongside Con Edison parking pier between 38th and 41st Streets*



*Photo 15: View south of heliport parking along waterfront at 33rd Street*

### **Existing Transit Systems**

The existing transit systems in the Study Area consist of:

**Bus Routes:** a number of intensively used bus lines are routed through the Study Area, due to the proximity to the Midtown Manhattan business district. These include:

- M15 First Avenue (northbound) buses, M15 Second Avenue (southbound)
- M14 Cross-town Bus (14<sup>th</sup> Street)
- M16 Cross-town Bus on 23<sup>rd</sup> and 34<sup>th</sup> Street (to Waterside Houses )
- M23 Cross-town Bus (23<sup>rd</sup> Street)
- M27/M50 Cross-town Bus (49<sup>th</sup> and 50<sup>th</sup> Streets)
- M34 Cross-town Bus (34<sup>th</sup> Street), with terminus at East River waterfront
- M42 Cross-town Bus (42<sup>nd</sup> Street)
- M104 Bus (across 42<sup>nd</sup> Street, and north along Broadway to West 129<sup>th</sup> Street)
- M57 Cross-town Bus (57<sup>th</sup> Street)
- M31 Cross-town Bus (across 57<sup>th</sup> Street and along York Avenue north of 57<sup>th</sup>)

**Subways:** Although several subway lines run through the Study Area (the E and F lines along East 53<sup>rd</sup> Street to Queens, the No. 7 line along 42<sup>nd</sup> Street to Queens), none of these provide service directly to the area, since none have stations within the Study Area. The only subway station in the Study Area is the 14<sup>th</sup> Street and First Avenue stop for L line to Brooklyn. The main subway line serving the Study Area is the IRT 4, 5, and 6, which is located along Lexington and Park Avenues, west of the study area boundary.

The planned Second Avenue Subway will be located within the study area, along Second Avenue. Construction is anticipated to take 14 years.

**Ferries:** NY Waterways provides ferry service to Brooklyn, Queens, Lower Manhattan and New Jersey from its ferry terminal located on the East River between 34<sup>th</sup> and 35<sup>th</sup> Streets.

**Helicopters:** The Heliport along the East River between East 32<sup>nd</sup> and 33<sup>rd</sup> Streets is run by a private company with flights scheduled throughout the day during business hours.

### **Current and Ongoing and Planned Transportation Projects in Study Area**

#### **FDR Drive Reconstruction Projects**

Given the age of the FDR Drive, which dates back to the 1930s, and the large volumes of traffic, numerous upgrades and changes have been necessary to the original design. During the 1990s, NYSDOT reconstructed the elevated section of the FDR Drive between 14<sup>th</sup> and 34<sup>th</sup> Streets. More recent work includes the rebuilding of the 48<sup>th</sup> Street ramp to the northbound FDR Drive. The old ramp was structurally unsound and had therefore been closed in 1987. The new 435-foot elevated ramp, a four-span box-girder bridge, was built north of the existing ramp to allow space for a future pedestrian and bicycle ramp to a waterfront esplanade.

Due to their age, the elevated viaducts of the FDR Drive require renovation in many areas, and new renovation projects are being undertaken, as described below:

**East 54<sup>th</sup> to East 63<sup>rd</sup> Street:** The New York State Department of Transportation (NYSDOT) began work on the FDR Drive Reconstruction Project for this section of the highway in Manhattan in December 2002, to rehabilitate the three-level tiered FDR Drive structure between East 56<sup>th</sup> and East 63<sup>rd</sup> Streets. This has been largely completed. Work included repaving the at-grade (lower level) portion on the FDR Drive between 54<sup>th</sup> and 56<sup>th</sup> Streets, safety improvements to correct roadway geometry including

the addition of an acceleration lane at the 63<sup>rd</sup> Street entrance, and new drainage, signage, and lighting. This 3-level tiered section of the FDR Drive carries northbound traffic on the lower level and southbound traffic on the middle level, with parkland and private gardens built over portions of the highway. To accommodate the traffic disruption due to this construction project, NYSDOT constructed a temporary Outboard Detour Roadway (ODR) in the East River adjacent to the highway to replace the FDR Drive travel lanes that will be closed during construction, as described previously in Chapter 2. This has been largely dismantled.

East 25<sup>th</sup> to East 42<sup>nd</sup> Street: NYSDOT also plans to rebuild the FDR Drive viaduct from East 25<sup>th</sup> Street north to East 42<sup>nd</sup> Street. In addition to replacing the viaduct and entrance-exit ramps, the project is to provide new grade-separated pedestrian access to the riverfront, a riverfront esplanade and a two-way bicycle lane. Several alternatives are currently being studied, including the construction of a vehicular tunnel along the FDR Drive right-of-way. Design work for the project is underway and expected to continue through 2006, with completion of the project currently scheduled for 2009.

### **Proposed Second Avenue Subway Construction**

MTA New York City Transit is proposing to construct a new subway on Second Avenue, extending from 125<sup>th</sup> Street to Lower Manhattan, to help improve mobility and reduce crowding on the various transit routes on the East Side of Manhattan including the Lexington Avenue subway. Five stations are planned for the Study Area, to be located along both sides of Second Avenue at 55<sup>th</sup> Street, 42<sup>nd</sup> Street, 34<sup>th</sup> Street, 23<sup>rd</sup> Street, and 14<sup>th</sup> Street.

Construction of the subway tubes in the Study Area is to be accomplished by tunneling rather than the more disruptive cut and cover method (which involves digging from street level down and planking over the excavation so traffic that can continue over portions of the Avenue). Cut and cover construction will be required for the stations in the Study Area, extending for several blocks along Second Avenue in the vicinity of each of the following stations in the study area: East 55<sup>th</sup> Street station, East 42<sup>nd</sup> Street station, East 34<sup>th</sup> Street station, East 23<sup>rd</sup> Street station, East 14<sup>th</sup> Street station.



## E. OPEN SPACE AND WATERFRONT ACCESS

Community District 6 has the lowest ratio of open space per capita of any community district in Manhattan. This open space deficit is particularly pronounced in the Study Area, where new residential development has increased the area's population in recent years, and in some instances threatens to eliminate existing open space. Since much of the most valued (and well used) open space is located along or in close proximity to the East River waterfront, access to this waterfront is a major issue for the Study Area.

Consistent with its complexity, the Study Area has a variety of open space resources, including two waterfront parks (Stuyvesant Cove Park and Glick Park) that form part of the esplanade along the East River, St. Vartan Park adjacent to the Queens Midtown tunnel entrance plaza, open space areas created as part of the United Nations (the UN Gardens and Dag Hammarskjöld Plaza), various playgrounds and tot lots, small neighborhood parks in Beekman Place and Sutton Place, and interior parks in Tudor City and Phipps Plaza Housing, and a garden at Bellevue Hospital. In addition, the numerous large residential and institutional buildings in the area have created a number of privately-owned open space areas which are accessible to the public, although typically small in size.

Much of the Study Area (the blocks located east of First Avenue between 14<sup>th</sup> and 59<sup>th</sup> Streets), as indicated on the map on the following page, is located within the New York City Coastal Zone. Any development in the Coastal Zone is subject to consistency review under *The New Waterfront Revitalization Program*.

### Waterfront Plans

The improvement of public access to the East River waterfront has long been an important goal of Community Board 6 and other local organizations in the Study Area. As early as 1990, Community Board 6 adopted broad policies for waterfront open space and access that were later cited in the 1997 Comprehensive Manhattan Waterfront Plan. The City has developed policies and plans addressing waterfront access throughout the City, and specifically for the east side of Manhattan. These plans have included:

*A Greenway Plan for New York City, 1993, NYC Department of City Planning (DCP).* The Greenway Plan's goal of creating 350 miles of greenway throughout the City includes the Manhattan Waterfront Greenway, a continuous 32-mile pathway around the borough. Over the last ten years, several City and State agencies have built portions of the Manhattan Greenway and are presently working on connecting the existing portions. The 32-mile borough trail will provide cyclists, joggers and pedestrians with a continuous route that includes over 23 miles of waterfront pathways and will facilitate access to over 1,500 acres of parkland throughout the borough. The latest phase of the Plan seeks to connect existing waterfront segments, create new waterfront pathways and, where necessary, on-street routes to serve as interim links between the waterfront paths in Manhattan.

*Plan for The Manhattan Waterfront, NYC Comprehensive Waterfront Plan, 1993, NYCDP.*

This plan addressed detailed studies of waterfront areas ("reaches") in Manhattan and makes specific recommendations for the various reaches. The East Side (Reach 1) includes the Study Area waterfront, and presents recommendations for improved connections to and from the waterfront, esplanade construction, and creation of improved access at specific cross streets, including pedestrian bridges, requiring esplanades in new development or use of City-owned waterfront property.

Recommendations of the Comprehensive Waterfront plan for the Study Area included:

- a new pedestrian overpass at 41<sup>st</sup> Street
- a new esplanade between 38<sup>th</sup> and 41<sup>st</sup> Street, and an interim link to 42<sup>nd</sup> Street

- conversion of the Pier at 35<sup>th</sup> Street to public use
- relocation of Water Club parking lot to an area under the FDR Drive
- additional ferry terminals along the waterfront
- an esplanade around the perimeter of the UN School
- widen the path at the Con Edison facility at 15<sup>th</sup> Street.

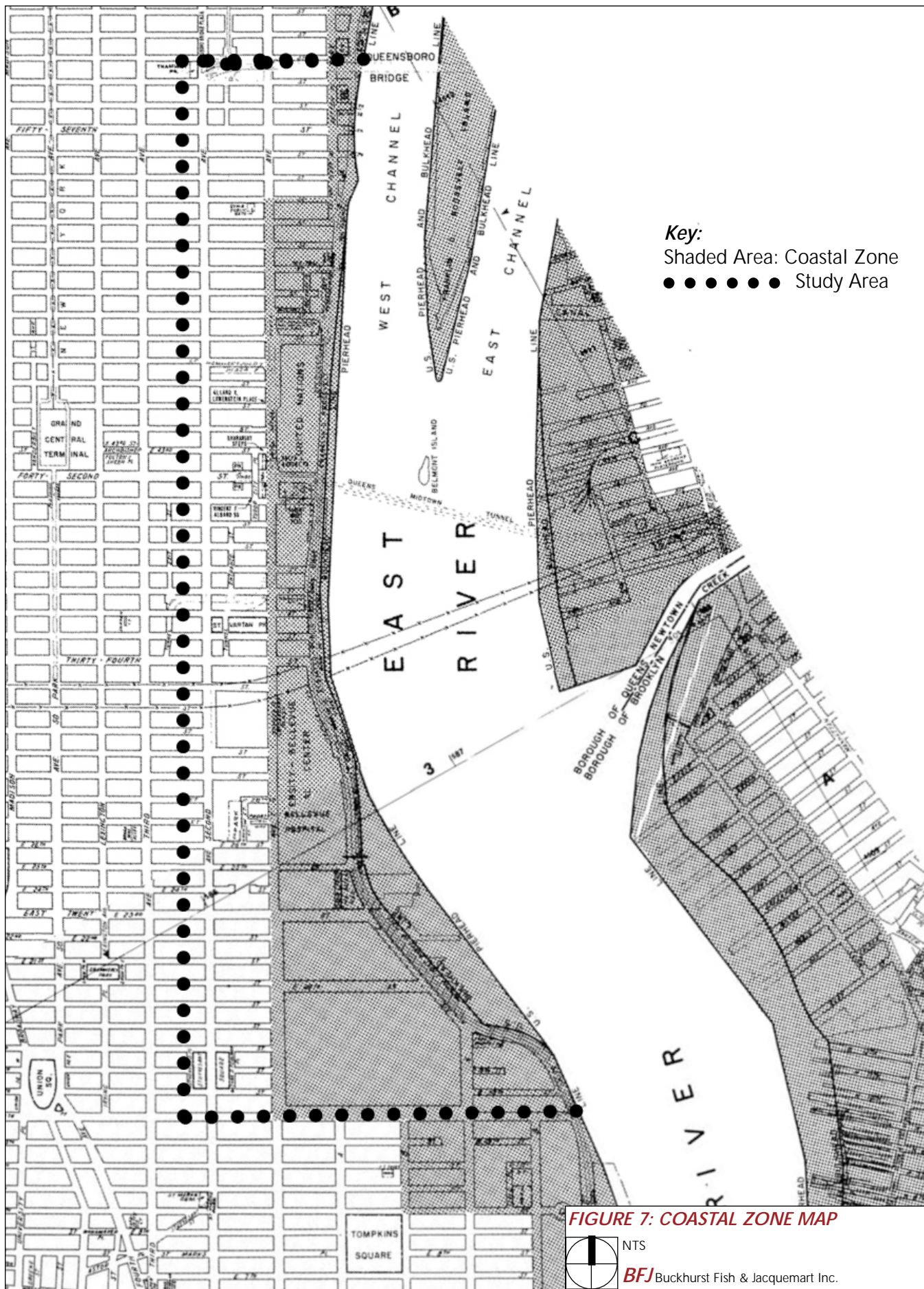
As of this writing, the only recommendation of this plan that has been implemented is the widening of the path at the Con Edison facility at 15<sup>th</sup> Street.

East River Bikeway and Esplanade Master Plan Report, 1996, NYC Economic Development Corporation, describes a continuous bikeway and esplanade running the length of the East River, from the Battery to East 125<sup>th</sup> Street, and lists plans and concerns for the area from the Battery to East 63<sup>rd</sup> Street. It divides the East River waterfront from the Battery to East 63<sup>rd</sup> Street into 10 segments and examines the characteristics, challenges, and possibilities for each one. The *Report* includes design guidelines for mixed-use paths, on-street bike lanes, and plants and architectural elements along the path. Many of the plans outlined in the *East River Bikeway and Esplanade Master Plan Report* have been implemented.

The New Waterfront Revitalization Program, NYC Department of City Planning, 2002, addresses New York City's waterfront policies and consistency review process for projects located within the New York State coastal zone and requiring a local, state, or federal discretionary action. Local discretionary actions, including those subject to land use (ULURP), environmental (CEQR) and Board of Standards and Appeals (BSA) review procedures, are reviewed for consistency with the WRP policies. A proposed action or project is considered consistent with the WRP when it would not substantially hinder and, where practicable, will advance one or more of the ten WRP policies, dealing with: (1) residential and commercial redevelopment; (2) water-dependent and industrial uses; (3) commercial and recreational boating; (4) coastal ecological systems; (5) water quality; (6) flooding and erosion; (7) solid waste and hazardous substances; (8) public access; (9) scenic resources; and (10) historical/cultural resources.

Applicable Coastal Zone policies for development in the Study Area include:

- Policy 8.1 Preserve, protect, and maintain existing physical, visual and recreational access to the waterfront;
- Policy 8.2 Incorporate public access into new public and private development where compatible with the proposed land use and coastal location;
- Policy 9.1 Protect and improve visual quality associated with New York City's urban context and the historic and working waterfront;
- Policy 10.1 Retain and preserve designated historic resources, and enhance resources significant to the coastal culture of New York City.



Stuyvesant Cove 197-a Plan, 1997, Community Board 6: Sponsored by Manhattan Community Board 6 and adopted by the City Council on March 13, 1997, this plan provides a policy framework to guide the creation of public open space along the waterfront between 18th and 23rd Streets, with connections to the East River Park to the south. It was successfully implemented with the creation of the Stuyvesant Cove park.

The Comprehensive Manhattan Waterfront 197-a Plan: Manhattan Borough President's Office, includes a series of site-specific recommendations to guide the future use and improvement of the borough's entire waterfront, identified constraints to waterfront access, and made specific recommendations for improvements to the East River waterfront esplanade from East 14<sup>th</sup> to East 59<sup>th</sup> Street, including:

- UN School to provide an esplanade easement around the school's perimeter;
- Clear signage indicating a public waterfront esplanade along the East River;
- Water Club esplanade, a public amenity required for the Water Club restaurant to remain open even when yachts are temporarily moored at the restaurant;
- Move Water Club parking inland under FDR Drive between 30<sup>th</sup> and 33<sup>rd</sup> Streets;
- Map 27<sup>th</sup> Street between First Avenue and FDR Drive as a public street, and create an overpass to the FDR Drive at that location;
- Create a safe access easement along the 34<sup>th</sup> Street heliport's perimeter or elsewhere at the site;
- Reduce the number of helicopter flights at the 34<sup>th</sup> Street heliport to minimize the noise and safety impacts to nearby residential, recreational, and hospital uses.

East River Science Park (Cooper Eckstut): A plan was developed for the Bellevue Hospital/NYU Medical Center campus to address future improvements with the redevelopment of the hospital complex. These include the re-establishment of 29<sup>th</sup> Street through the hospital, creation of attractive open spaces, and continuation of north-south pedestrian circulation, and improvements of views and access through the campus between the waterfront and First Avenue.

**Public Open Space Resources** in the Study Area are identified on the map on the next page, and described in the following pages. These resources include:

- **Stuyvesant Cove Park**, a two-acre waterfront park along the East River between 18<sup>th</sup> and 23<sup>rd</sup> Streets, includes seating areas, an environmental education center in a solar-powered building, bike paths and walkways with extensive landscaping, and a fishing area. The park was the result of the 1997 Stuyvesant Cove 197-a Plan by Community Board 6.
- **East River Esplanade Park ("Glick Park")**, located along the East River between 36<sup>th</sup> and 38<sup>th</sup> Streets, provides seating areas at two levels, with a combination of seat walls and ledges, and trees.
- **St. Vartan Park:** located between 35<sup>th</sup> and 36<sup>th</sup> Streets, First and Second Avenue, features basketball courts, playground, a wading pool, seating areas, and other recreational facilities. The park is divided by the tunnel entrance street that runs between 34<sup>th</sup> and 36<sup>th</sup> Streets between First and Second Avenues.
- **Robert Moses Playground:** a 1.34-acre park managed by the NYC Department of Parks and Recreation, is located on the block between First Avenue, the FDR Drive, and 41<sup>st</sup> and 42<sup>nd</sup> Streets, and includes the ventilation building for the Queens Midtown Tunnel. It is currently sought as a development site for a new United Nations building. This park and playground area includes active recreational open space, basketball and handball courts, plus benches and a dog run along 42<sup>nd</sup> Street.

- **John J. Murphy Park (“Murphy Brothers Playground”)**: located at the north of the Con Edison Plant at Avenue C and 17<sup>th</sup> Street is a public park with a basketball court, a playground and seating area, adjoining the ballfields within the Con Edison Plant.
- **Con Edison Ballfields**: located along the south side of 16<sup>th</sup> Street within the Con Edison East River Plant, and are used by children’s local baseball and soccer teams.
- **Dag Hammarskjöld Plaza Park**: This block-long public space along 47<sup>th</sup> Street, between Second and First Avenues, has traditionally served as a staging area for demonstrations, and is popular with workers and tourists as a lunch spot. Acquired by the City of New York in 1948, the park was named Dag Hammarskjöld Plaza in 1961. In 1997 the plaza underwent reconstruction, including the planting and dedication of the Katharine Hepburn Garden on the south side of the park. The park was expanded by a half-acre to the north by narrowing the roadway to create an improved visual link to the United Nations. It includes six fountains in the garden area, granite seating walls, and a center promenade with two rows of benches with trees.
- **Ralph J. Bunche Park**: includes a 0.23 acre seating area with stairway leading down from Tudor City, along the west side of UN Plaza between 42<sup>nd</sup> and 43<sup>rd</sup> Streets, features a Peace Form One, a stainless steel obelisk by Daniel LaRue Johnson, and the Sharanksy Steps.
- **United Nations North Gardens**: 8 acres of gardens located between 45<sup>th</sup> and 48<sup>th</sup> Streets, between First Avenue and the East River. This area is not City parkland, since it is within UN international territory. These landscaped gardens with riverfront promenade views and sculptures were previously accessible to the public, but have been closed for security reasons for several years.
- **Asser Levy Place Bath House, Recreation Center and Park**: has 1.83 acres of playground space and a recreation center with indoor and outdoor pools, gym and exercise room.
- **Stuyvesant Square Park**: includes 4-acres and a playground between 15<sup>th</sup> and 17<sup>th</sup> Streets, Rutherford Place and Livingston Place, bisected by Second Avenue.
- **JHS 104 Playground (“Peter’s Field”)**: This playground adjoining Simon Baruch Junior High School 104, is used for basketball and other school athletic activities, and is also available to the public.
- **Augustus St. Gaudens Playground**: a 0.643-acre playground located between 19<sup>th</sup> and 20<sup>th</sup> Street on the east side of Second Avenue, adjoining P.S. 40.
- **Bellevue South Playground**: This 1.593-acre park located east of the Phipps Plaza West Apartments between 26<sup>th</sup> and 28<sup>th</sup> Streets, First and Second Avenues, includes play areas, a basketball court, and an open pathway running east-west through the park along the route of East 27<sup>th</sup> Street.
- **General Douglas MacArthur Playground**: located along the FDR Drive between 48<sup>th</sup> and 49<sup>th</sup> Streets, behind 860/870 UN Plaza, features a play area with swings, slides, sandbox, sprinkler and water fountain, and chess tables and benches.
- **Peter Detmold Park (Beekman Place)**: a staircase leads down from the end of 51<sup>st</sup> Street off Beekman Place, to Peter Detmold Park along the FDR Drive from 49<sup>th</sup> to 51<sup>st</sup> Street. The park features seating, a garden and dog run, maintained by the community. A footbridge crosses over the park and FDR Drive connecting to a short esplanade along the River.

- **Sutton Place:** includes a series of small parks overlooking the East River at the eastern terminuses of 55<sup>th</sup>, 56<sup>th</sup>, 57<sup>th</sup> and 58<sup>th</sup> Streets. The park at 57<sup>th</sup> Street features the Wild Boar statue, a sandbox, and benches with riverfront views.

#### **Privately-owned Public Open Space Resources in 197-A Study Area**

In addition to public open space areas, the Study Area includes a number of private open spaces accessible to the public; many created to provide zoning bonuses for new residential construction. Some include public amenities such as play areas, fountains, and seating areas. Many are simply small seating areas, with few other public amenities. Many of these existing open spaces in the study area are defined as "marginal", and provide only a small amount of open space.

#### **Waterfront Access and the East River Greenway**

The completion of the Manhattan Waterfront Greenway within the Study Area is an important goal of the 197-a Plan, and requires the improvement of many links described in the NYC Manhattan Waterfront Greenway Plan. Existing waterfront parks and esplanade areas within the Study Area provide some open space amenities. Due to the area's complexity, the presence of the FDR Drive, parking areas, and the other facilities that line the waterfront, many sections of the Greenway are interrupted and public access to the waterfront esplanade is limited. The FDR Drive, with elevated viaduct and at-grade highway segments, makes access to the waterfront esplanade difficult and even hazardous for pedestrians, creating physical and visual barriers in many areas.

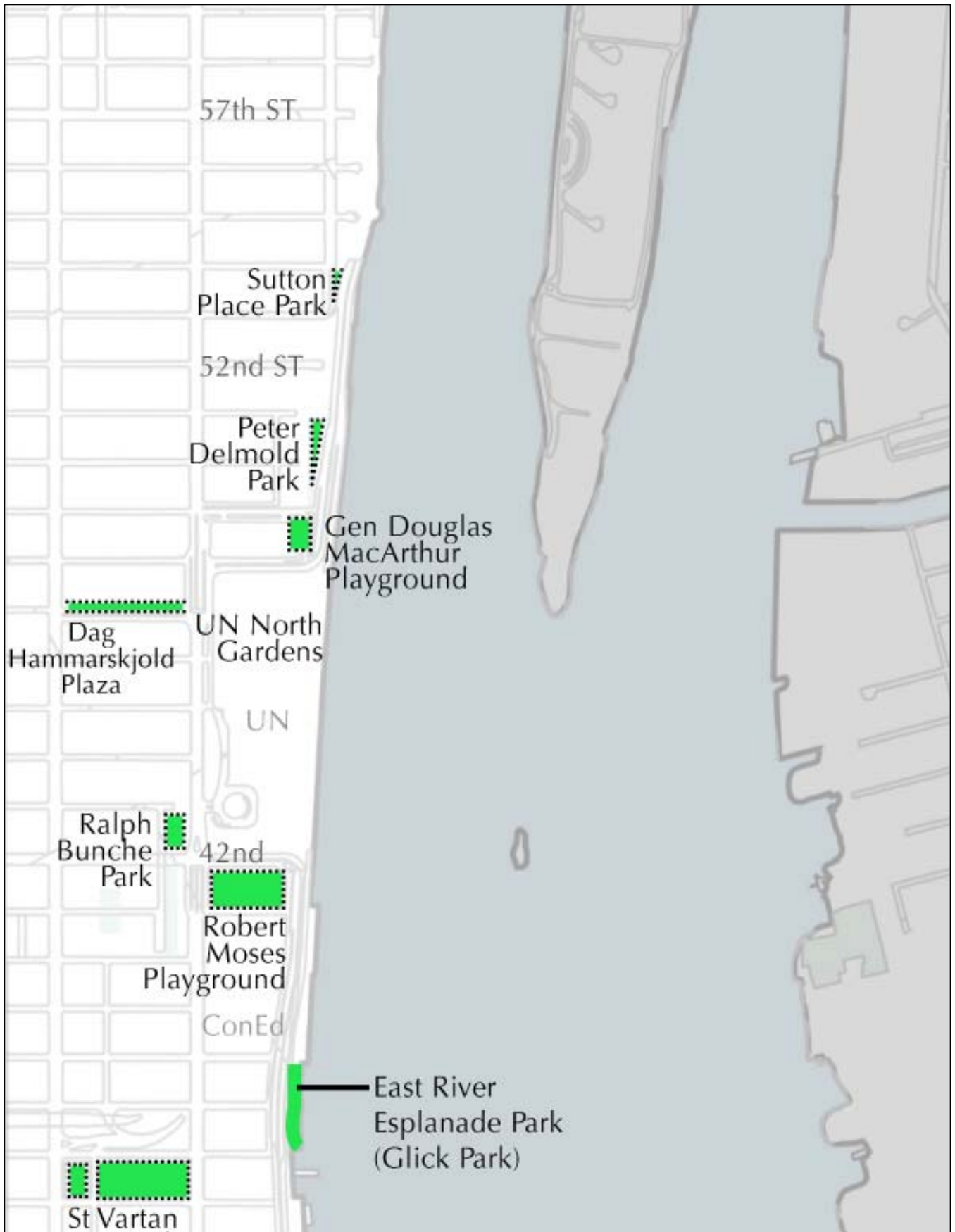
Places where pedestrians can safely cross the FDR Drive in the Study Area are limited to the pedestrian overpass bridges at 25<sup>th</sup> and 51<sup>st</sup> Streets, and the pedestrian tunnel providing access underneath the FDR Drive viaduct at 37<sup>th</sup> Street.

Signalized pedestrian crossings are also available under the viaduct at 18<sup>th</sup>, 20<sup>th</sup>, 23<sup>rd</sup>, 34<sup>th</sup> and 35<sup>th</sup> Streets, but do not provide the same level of safety as overpass bridges.



**FIGURE 8a: PARKS AND OPEN SPACE**





**FIGURE 8b: PARKS AND OPEN SPACE**



NTS

**BFJ** Buckhurst Fish & Jacquemart Inc.





*Photo 16: View through Stuyvesant Cove Park looking south*



*Photo 17: Southeast view through East River Esplanade ("Glick") Park*



*Photo 18: View of Robert Moses Playground and the tunnel ventilation building, looking east to 42nd Street and First Avenue*



*Photo 19: View through John J. Murphy Park northeast to FDR Drive at 18th Street*



*Photo 20: Ballfields, view south from 16th Street within Con Edison East River Plant*



*Photo 21: View into General Douglas MacArthur Playground from 48th Street*



*Photo 22: Pedestrian overpass bridge at East 25th Street, view from Waterside Plaza*



*Photo 23: Pedestrian underpass from Glick Park at 37th Street*

**The Manhattan Waterfront Greenway** begins at Battery Park in Lower Manhattan and runs along the FDR Drive north to the East River Park between Jackson Street and 14<sup>th</sup> Street. Portions of the East River Greenway have been completed in the Study Area, although many segments still need to be improved and connected, and a number of impediments removed.

The completion of this Greenway has been the subject of numerous planning studies, including the Comprehensive Manhattan Waterfront Plan of 1997, which contains overall planning principles and a series of site-specific recommendations to guide the improvement of Manhattan's entire waterfront, including the East River waterfront from East 14<sup>th</sup> Street to East 59<sup>th</sup> Streets in the Study Area, where there are numerous impediments to a continuous waterfront esplanade.

The Greenway in the Study Area begins just north of the East River Park and is described below and in the following figures.

From 13<sup>th</sup> to 15<sup>th</sup> Street, the esplanade heads north of East River Park past the Con Edison pier. This section has been reconstructed to allow a wider path and improved connection between the East River Park and the esplanade, although sections of the path still remain narrow, as illustrated in the photos on the following pages.

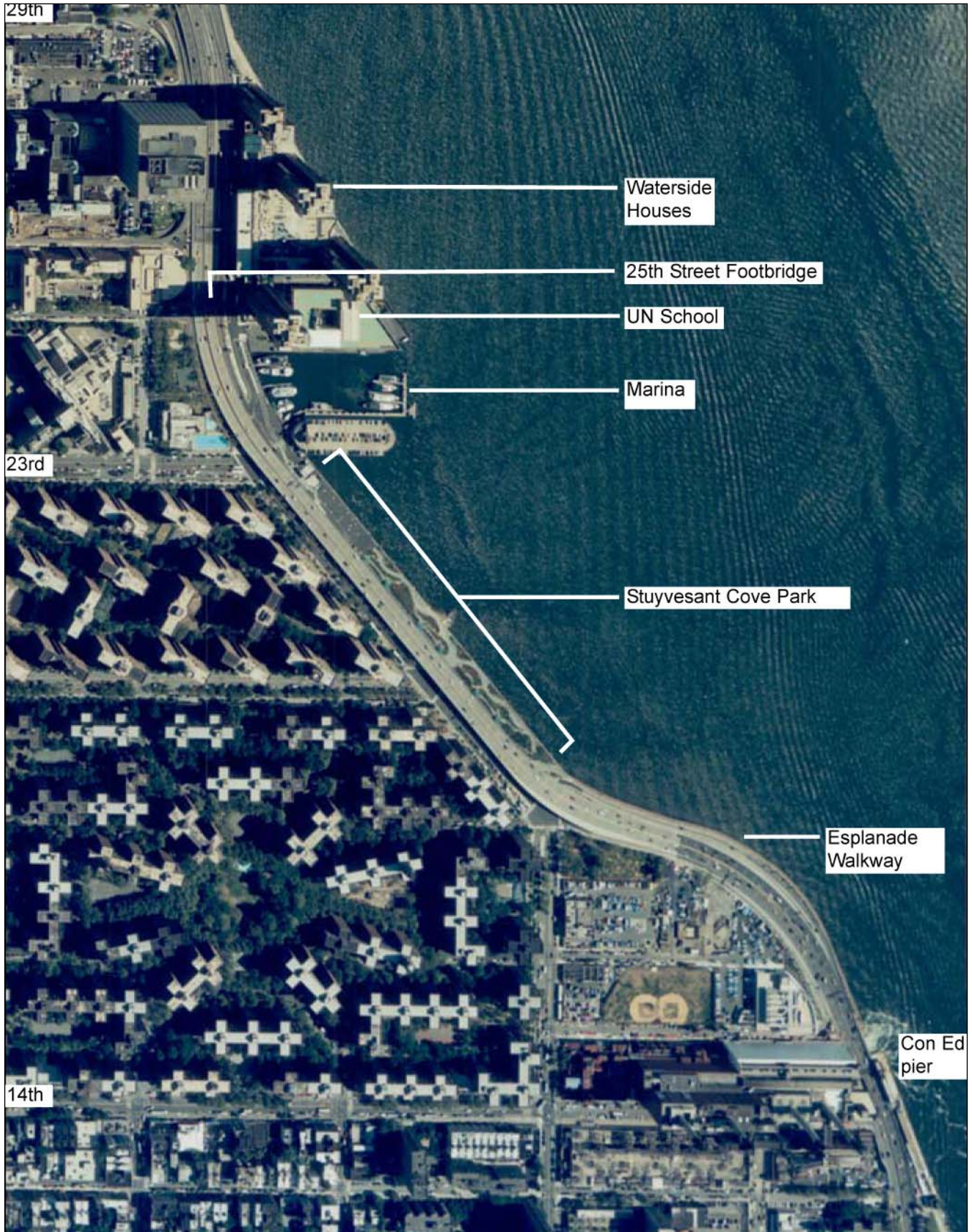
North of the East River Park and the Con Edison pier, the esplanade proceeds along a waterfront promenade east of the FDR Drive, and connects at 18<sup>th</sup> Street to Stuyvesant Cove Park and proceeds north to East River Esplanade Park. The path narrows alongside the Con Edison pier building, heading north to 15<sup>th</sup> Street.

North of 15<sup>th</sup> Street, the esplanade proceeds along a walkway directly along the waterfront, just east of the FDR Drive. This section features a few benches and plantings.

North of 16<sup>th</sup> Street the esplanade widens as it approaches Stuyvesant Cove Park. Vehicle parking in this area is provided under the Viaduct from 18<sup>th</sup> to 23<sup>rd</sup> Street.

North of Stuyvesant Cove Park at 23<sup>rd</sup> Street is a gasoline station, parking garage and marina. The Greenway runs inland alongside these facilities, then proceeds north past the UN School.

From East 25<sup>th</sup> Street to East 30<sup>th</sup> Street, the esplanade runs inland along the service road for the Waterside Plaza Houses and the Water Club restaurant. Waterside Plaza Houses once provided public access to the waterfront via an esplanade around the complex that runs along the river. However, the public access was later sealed off for security reasons and remains closed. See Photos 24 and 25.



**FIGURE 9: EAST RIVER WATERFRONT 14th TO 30th STREET**



NTS

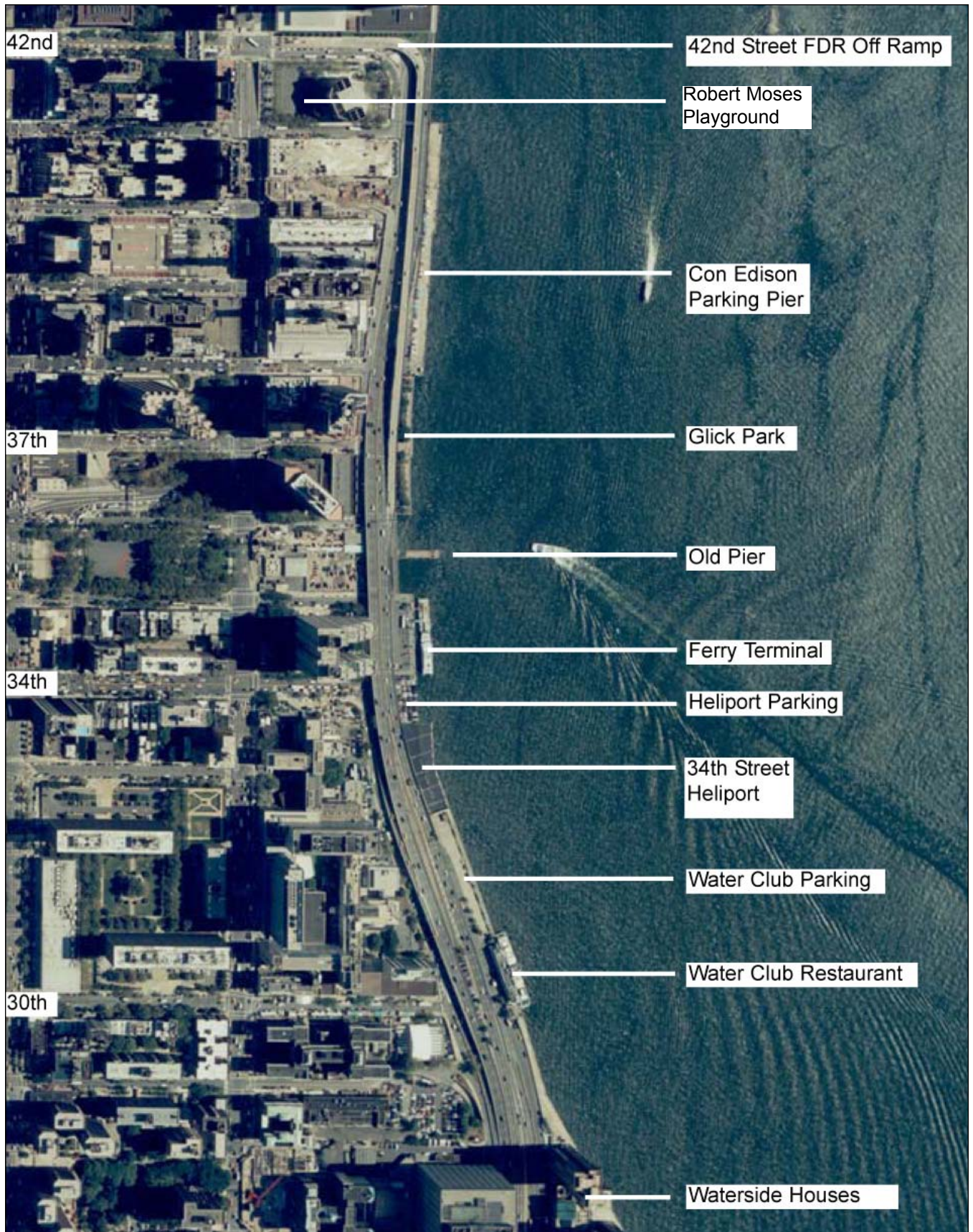
**BFJ** Buckhurst Fish & Jacquemart Inc.



*Photo 24: Service road alongside Waterside Plaza, with M-16 bus stop*



*Photo 25: View south to closed walkway at Waterside Plaza*



**FIGURE 10: EAST RIVER WATERFRONT  
29th TO 44th STREET**





At East 30<sup>th</sup> Street, the East River Greenway continues along the service road past the Water Club restaurant and its parking lot. The esplanade in this area includes some plantings and benches and abuts the Water Club parking area. The Water Club has a special permit to maintain the waterfront walkway, but overall maintenance has been generally poor. The walkway continues north toward the parking area for the heliport along the River between 32<sup>nd</sup> to 33<sup>rd</sup> Streets. This parking area requires the Greenway path to move inland, around the lot and under the viaduct, eliminating the esplanade along the waterfront.

The esplanade then loops around the heliport parking area, which is enclosed in chain link fencing, and proceeds under the FDR Drive viaduct to complete the link. Additional parking is also located along the waterfront at 34<sup>th</sup> Street, north of the heliport.

North of this parking area is the NY Water Taxi ferry terminal at 35<sup>th</sup> Street. North of the ferry terminal, the esplanade proceeds past an old pier, as it heads toward the East River Esplanade Park (also known as "Glick Park"). This pier is planned as the future location of a new ferry terminal that is to replace the existing landing at 35<sup>th</sup> Street.

**The East River Esplanade Park ("Glick Park")**, located along the waterfront between 36<sup>th</sup> and 38<sup>th</sup> Streets, features landscaping and benches. The waterfront esplanade in this area ends at the north end of East River Esplanade Park at 38<sup>th</sup> Street. North of the esplanade park a roadway runs past the Con Edison parking pier between 38<sup>th</sup> and 41<sup>st</sup> Street, utilized by vehicles as well as pedestrians.

The Con Edison parking pier cuts off the esplanade at 38<sup>th</sup> Street, and there is no pedestrian access to the waterfront north of that pier until the 51<sup>st</sup> Street footbridge crossing the FDR Drive from Sutton Place. No waterfront esplanade exists along the East River between 42<sup>nd</sup> and 48<sup>th</sup> Streets, where the UN Headquarters are cantilevered over the at-grade FDR Drive. For security reasons, no public paths are allowed on or along UN property.

**General Douglas MacArthur Plaza** is located along the FDR Drive between 48<sup>th</sup> and 49<sup>th</sup> Streets, but provides no access to the waterfront in this area.

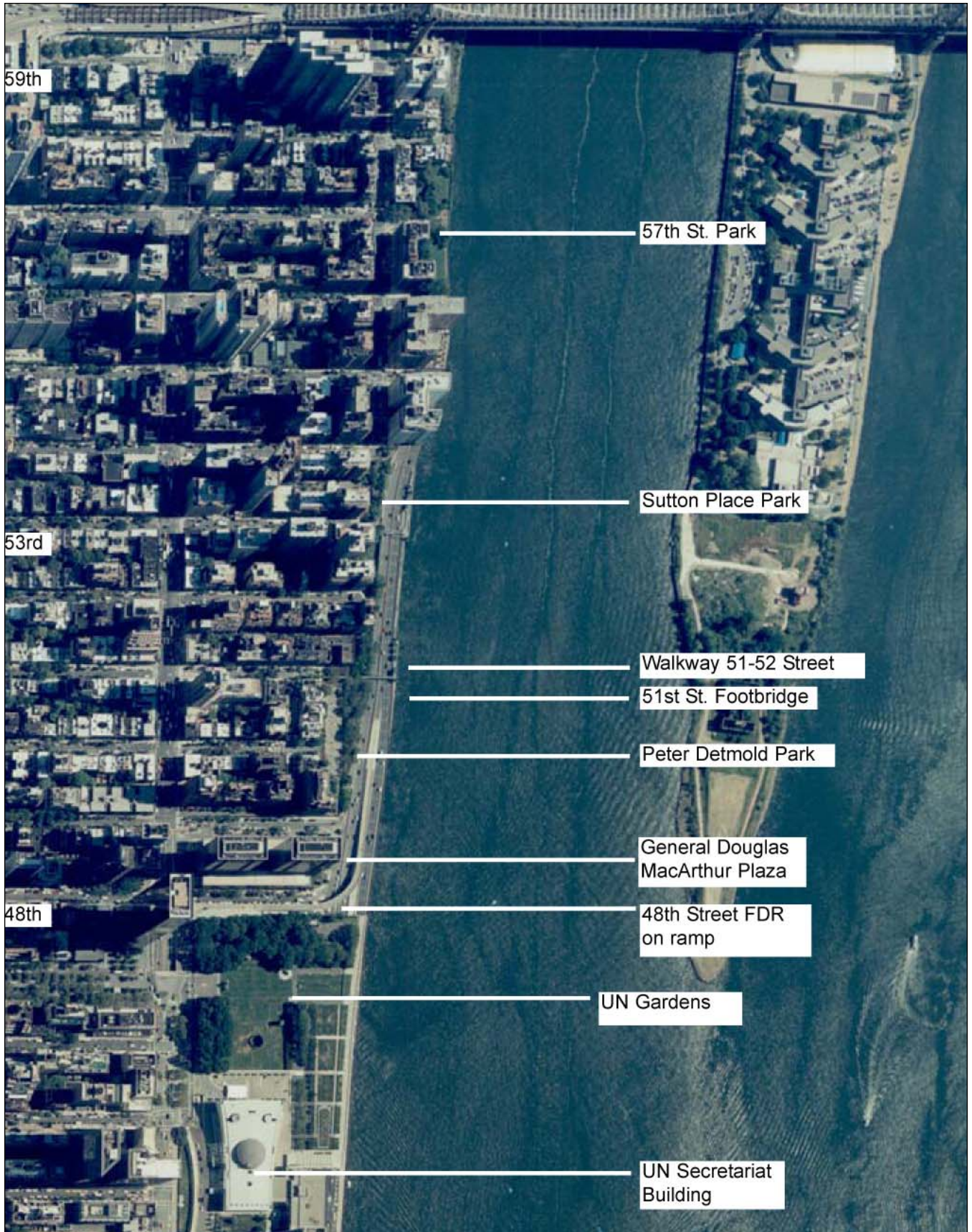
**The 51<sup>st</sup> Street pedestrian footbridge** from Beekman Place at 51<sup>st</sup> Street, crosses over Peter Detmold Park and FDR Drive, connecting to a waterfront walkway from 51<sup>st</sup> to 52<sup>nd</sup> Streets.

As with General Douglas MacArthur Plaza, Peter Detmold Park is separated from the waterfront by the FDR Drive. No connections to the waterfront exist north of 52<sup>nd</sup> Street, and the FDR Drive runs under the eastern end of the Sutton Place neighborhood.

**Sutton Place Park** on Sutton Place South between 53<sup>rd</sup> and 54<sup>th</sup> Streets provides views of the East River and FDR Drive, but no access to the waterfront.

**One Sutton Place Gardens** is a private park located on a cantilever over the FDR Drive between 56<sup>th</sup> and 57<sup>th</sup> Streets. There has been considerable discussion about lack of public access to this open space area, provided to One Sutton Place in compensation for the taking of private land along the River during the FDR Drive construction.

**Sutton Place Park at East 57<sup>th</sup> Street** adjoins the private gardens, as shown in the photo. It is one of several Sutton Place public parks at the east ends of 55<sup>th</sup>, 56<sup>th</sup>, 57<sup>th</sup>, 58<sup>th</sup> Streets, all cantilevered over the FDR Drive.



**FIGURE 11: EAST RIVER WATERFRONT  
43rd TO 59th STREET**





*Photo 26: Esplanade North of 30th Street, alongside parking area for Water Club*



*Photo 27: Esplanade veering inland around heliport parking area and under the viaduct*



*Photo 28: Roadway alongside parking pier ending at 41st Street*

## CHAPTER 4: RECOMMENDATIONS

### A. LAND USE AND ZONING RECOMMENDATIONS

#### a. United Nations (See April 2003 CB6 resolution re: 197a Plan):

- i. Provide for the needs of United Nations without significantly displacing or disrupting the surrounding neighborhoods.
- ii. In the future, it is hoped that there will be no expansion of the United Nations beyond the proposed UNDC building or the existing UN office buildings. The UN Space Needs Study (the "Habib Study") undertaken by NYCEDC indicated no significant growth in UN office requirements. However, any sale of the three UNDC buildings to private developers should give priority to UN-related uses consistent with the UN mission such as consulates, non-profit UN-related organizations and commercial uses related to the UN.

#### b. Con Edison Waterside:

Con Edison received consent from the Public Service Commission (PSC) to sell four of its sites in May 2004 to East River Realty. As part of the consideration, a GEIS was prepared under SEQRA that analyzed the impact of a concept for the overall plan for the sites rather than a specific project plan for a redevelopment. Community Board 6 provided extensive testimony on the GEIS; and asked the PSC to impose conditions on the disposition of the properties (see CB resolution dated September 2003).

Community Board 6 did not support the Generic EIS for the Con Edison Waterside properties, and looks forward to reviewing a full site specific EIS under City Environmental Quality Review (CEQR).

- i. The redevelopment of the Con Edison Waterside properties should maintain the history and character of the area and its predominantly residential neighborhoods. The new development should respect the scale and importance of the United Nations buildings.
- ii. 39<sup>th</sup> and 40<sup>th</sup> Streets in the Con Edison Waterside complex should be remapped or easements provided and the view corridors to the waterfront restored. By remapping or through easements, the street grid would be restored and allow for public access. Furthermore, remapping the street would not allow for floor area generated from the streets and would require building envelopes to be measured from the streets. This would allow development that is in compliance with zoning. Alternatively, easements should be provided in the former roadbeds of 39<sup>th</sup> and 40<sup>th</sup> Streets that would be treated as a street for zoning purposes (including FAR, height and setback) and would provide pedestrian and vehicular access.
- iii. The bulk of future development should be capped to be consistent with the precedent of previous development north of 34th Street along the east side of First Avenue - as exemplified by the Rivergate, Manhattan Place, and Horizon apartment buildings. The bulk of those buildings average approximately 10.5 FAR, an FAR that was granted by special permit from the City Planning Commission.

#### c. Bellevue Campus (See October 2001 CB6 resolution):

On November 21, 2001, the City Planning Commission approved the development of the East River Science Park, a scientific research facility on the surplus Bellevue Hospital property located between former East 28<sup>th</sup> and East 30<sup>th</sup> streets east of First Avenue. The final approved plan provides for three

individual bio-tech research buildings that would retain the view corridor along former East 29th and East 30th streets from First Avenue. Access to the site, pedestrian and vehicular, would be provided from former East 29th and 30th streets. The revised plan “allows for separation of vehicular and pedestrian circulation” by creating a plaza level at the elevation of First Avenue. The plaza level would consist of main entrances to the buildings; 46,600 square feet of public open space extending from First Avenue to the eastern end of the private service road along the FDR Drive; “allow for future pedestrian connection over the FDR Drive to the waterfront if this section of the FDR Drive is relocated to grade”; and a better north-south connection between NYU School of Medicine and Bellevue Hospital Center at the plaza level through a pedestrian bridge over East 30th Street and via stairs and a ramp on the south side of the project. In view of this plan, and EDC’s recent RFP, CB6 makes the following recommendations as regards zoning for the NYU Medical Center and the overall master plan for the East River Science Park (consistent with ESRA’s 1991 study and as described on Figure 21 and 22):

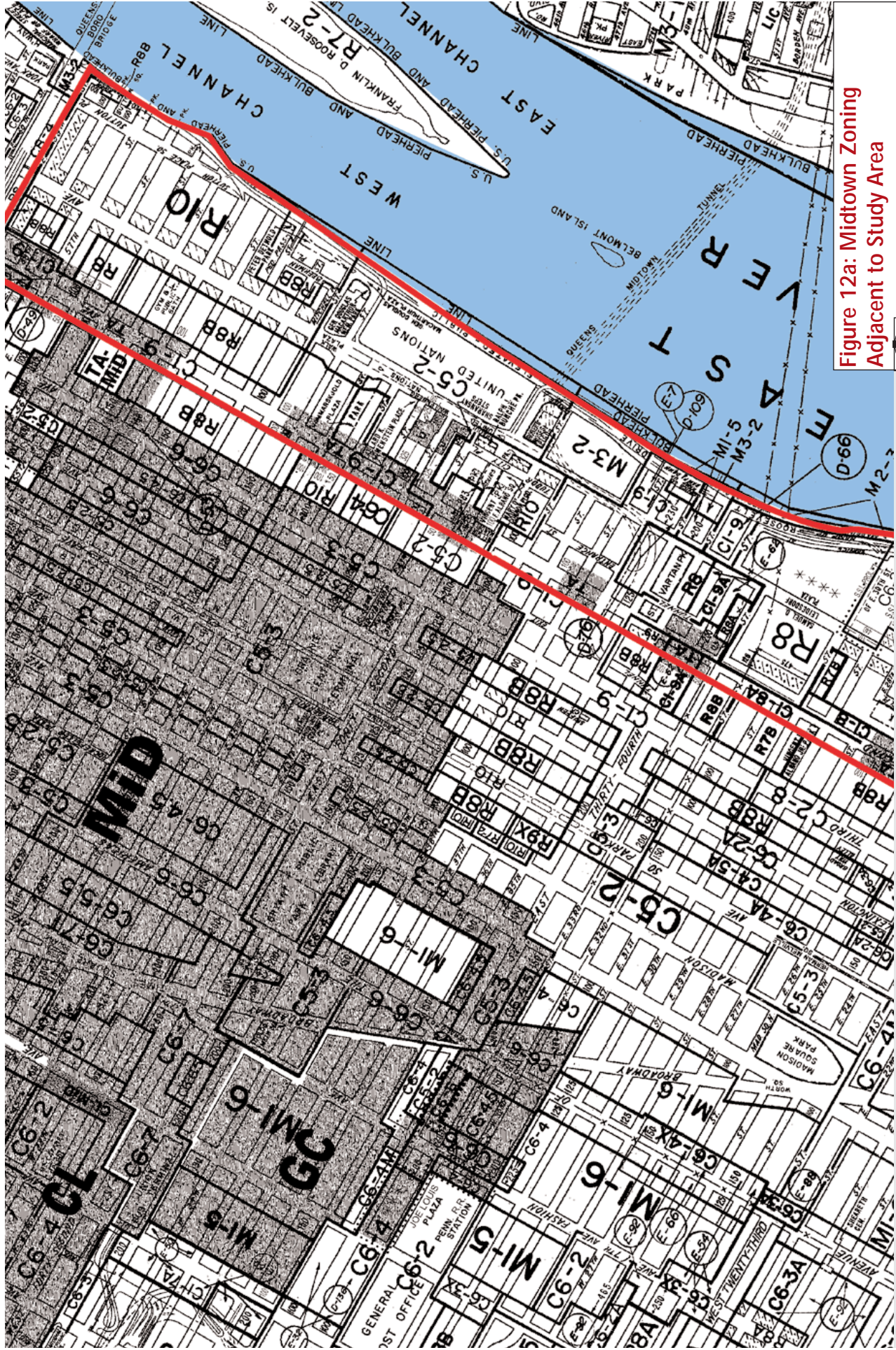
- i. Consider mapping as a Special Hospital Use District (including Bellevue Hospital Center, NYU Medical Center and VA Hospital), as recommended by 1991 ESRA study, to conform to current hospital and hospital-related uses, and provide parameters for additional development. CB6 believes that the existing R-8 zoning is inadequate to cater to the Medical Center and Hospital uses and results in an ad hoc form of planning. This can be seen in the number of discretionary approvals required over the years for the East River Science Park including zoning map changes (from R-8 to C districts) and Section 74-48 special permit applications to allow medical research facilities. As an alternative, the Special Hospital Use District will provide a comprehensive set of zoning and urban design controls – in effect a master plan (similar to the Special Battery Park City District) - that will overlay the existing R-8 zoning and provide greater zoning flexibility, reducing the potential and need for discretionary approvals.
  - ii. Improve future development of the Bellevue campus by implementing the Cooper Eckstut Study for the East River Science Park (see Figures 20 and 21), for the northern portion of the Bellevue Campus, including the following recommendations which were not incorporated in the final plan as approved by City Planning. It is understood that since the recommendations of this Plan were originally drafted, alterations to the East River Science Park have proceeded including demolition of the laundry building and site preparation for the construction of two new buildings on the south side of 29<sup>th</sup> Street that will be aligned with the ACS building:
    - The foot prints of Buildings 2 and 3, and the garage located below the plaza (as approved located along the western edge of the private roadway) should be shifted westwards (see Figure 20). This would allow for a wider pedestrian walkway along the private roadway than currently provided (see Figure 21). CB6 notes that plans for Building 2 are filed and do not allow for a widened pedestrian walkway.
- d. Education (See September 2002 CB6 resolution re: Con Ed DGEIS):**
- i. Community Board 6 strongly encourages the the City’s Division for Child Care and Head Start (CCHS) to monitor day-care demand and availability of slots in CD 6. When reviewing proposals for new child care development, CCHS should encourage the construction of day care facilities in new private office and residential developments.
  - ii. Community Board 6 acknowledges that the Educational Construction Fund is in the process of planning the redevelopment of P.S. 59 that would increase school capacity from 350 to 760 seats. Community Board 6 also strongly suggests that the redevelopment of the Con Edison site include a feasibility study for location of a new pre-K to Grade 5 school, as suggested by Schools District 2, in view of limited existing school space and the potential influx of new students.
  - iii. More generally, Community Board 6 recommends the Department of Education conduct a feasibility study for the location of new school construction in the Study Area.
- e. Housing (See Sept 2002 CB6 resolution re: Con Ed DGEIS in Appendix C):**

Given the well-documented shortage of affordable housing within the Study Area and CB6 as a whole (see Appendix D for data), CB6 proposes the following:

- i. Encourage permanent affordable housing and discourage demolition or conversion to market rates of affordable housing in the Study Area (such as Mitchell Lama).
  - ii. Encourage low and moderate income housing in new developments in the Study Area. Such housing is to be permanent and cannot be converted to market rate.
- f. Community Facilities (See Feb 99 resolution re: Zoning Loopholes in Appendix):**
- i. Eliminate zoning preferences for community facilities in the Study Area. This is in response to out-of-scale additions to schools and other community facilities, particularly in midblock locations. CB6 believes that the avenues are more appropriate to accommodate larger community facility additions. Larger-scale buildings on the avenues is both consistent with City policy and more appropriate for high traffic-generating uses such as community facilities:
    - Eliminate larger floor area ratios for community facilities in R7 and R8 districts;
    - Eliminate all rear yard encroachments in midblock locations;
    - Rewrite community facilities definitions to distinguish between wide and narrow street locations to allow greater density on wide streets compared to narrow streets.
- g. Central Business District (See April 03 CB6 resolution re 197a Plan in Appendix):**  
See the Figure 12 NYC zoning map of Midtown Central Business District (MiD).
- i. Develop policy for rezoning that prohibits any additional high-density office development east of the midline between Second and Third Avenues in order to:
    - Prevent the Midtown central business district from moving further east;
    - Preserve existing residential neighborhoods;
    - Encourage additional residential development where possible.
- h. Public Access Zoning (See Figures 13, 14 and 15):**

There are unique accessibility problems in Community District 6 principally created by the presence of the FDR Drive, such as the extreme narrowness of the waterfront sites, the lack of north-south continuity, and obstacles such as parking lots, piers, and the heliport at 34<sup>th</sup> Street. The existing zoning regulations including plaza bonuses and open space requirements are insufficient to address these conditions, and new development will place an even greater demand on the area's limited open space resources. Therefore, in order to address these conditions, Community Board 6 recommends the creation of a new Special Public Access District which allows elective contributions to a fund for mapped on-site and off-site public improvements as follows:

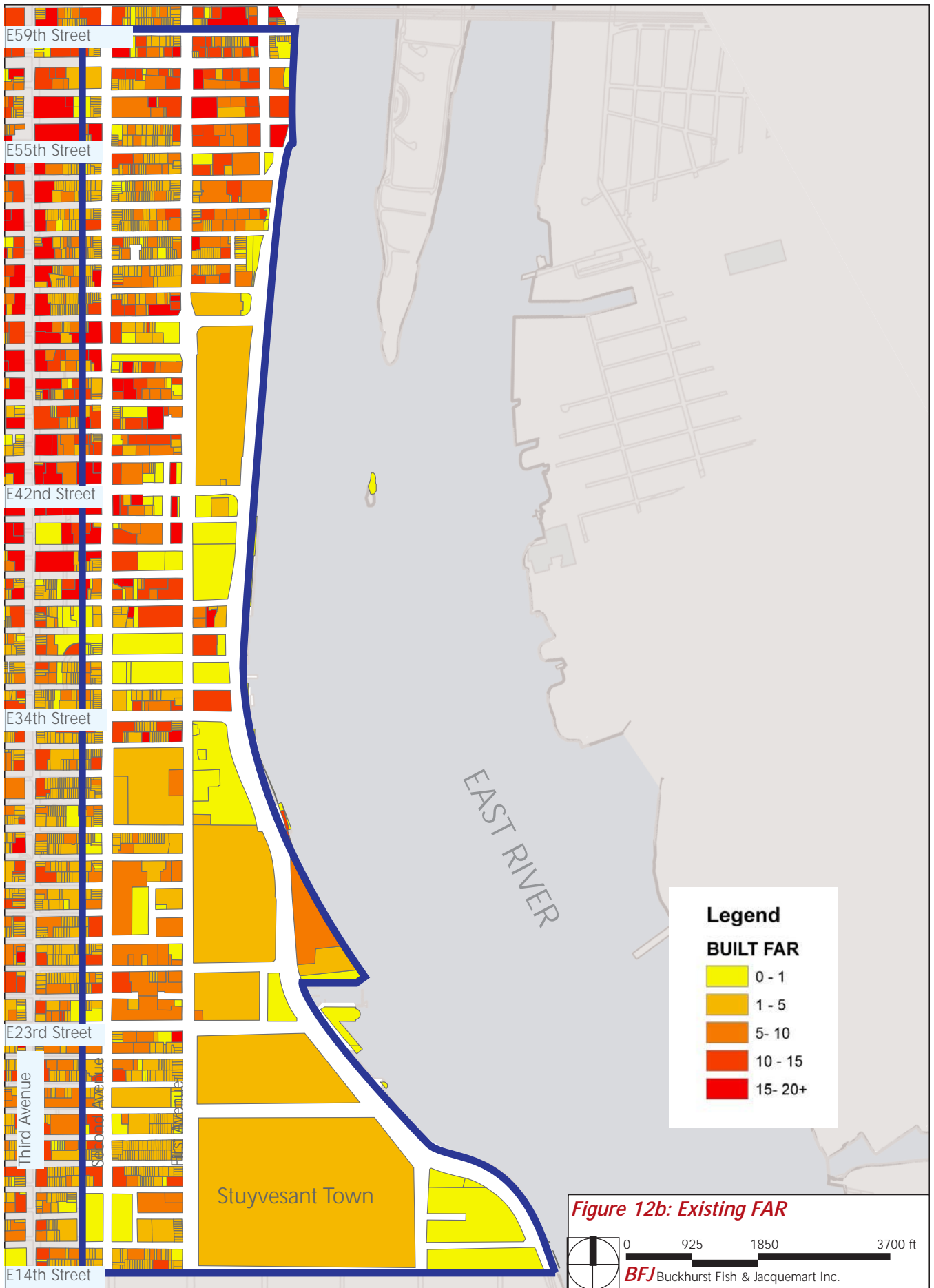
- i. Designate the area from First Avenue to the waterfront and from 14<sup>th</sup> to 59<sup>th</sup> Streets as a Special Public Access District (see Figure 13) to fulfill the public access, recreation and open space needs and water-related uses of Community District 6. See Section B. Waterfront Esplanade and Open Space Recommendations for a description of these improvements and Figures 14 and 15 for a map of the recommended on-site and off-site public improvements. Within the Special District, an additional floor area bonus may be allowed on any zoning lot that provides elective public open space improvements as described on Figures 14 and 15. An additional bonus would be allowed for the inclusion of affordable housing. This bonus mechanism would supersede the underlying FAR bonus provisions.

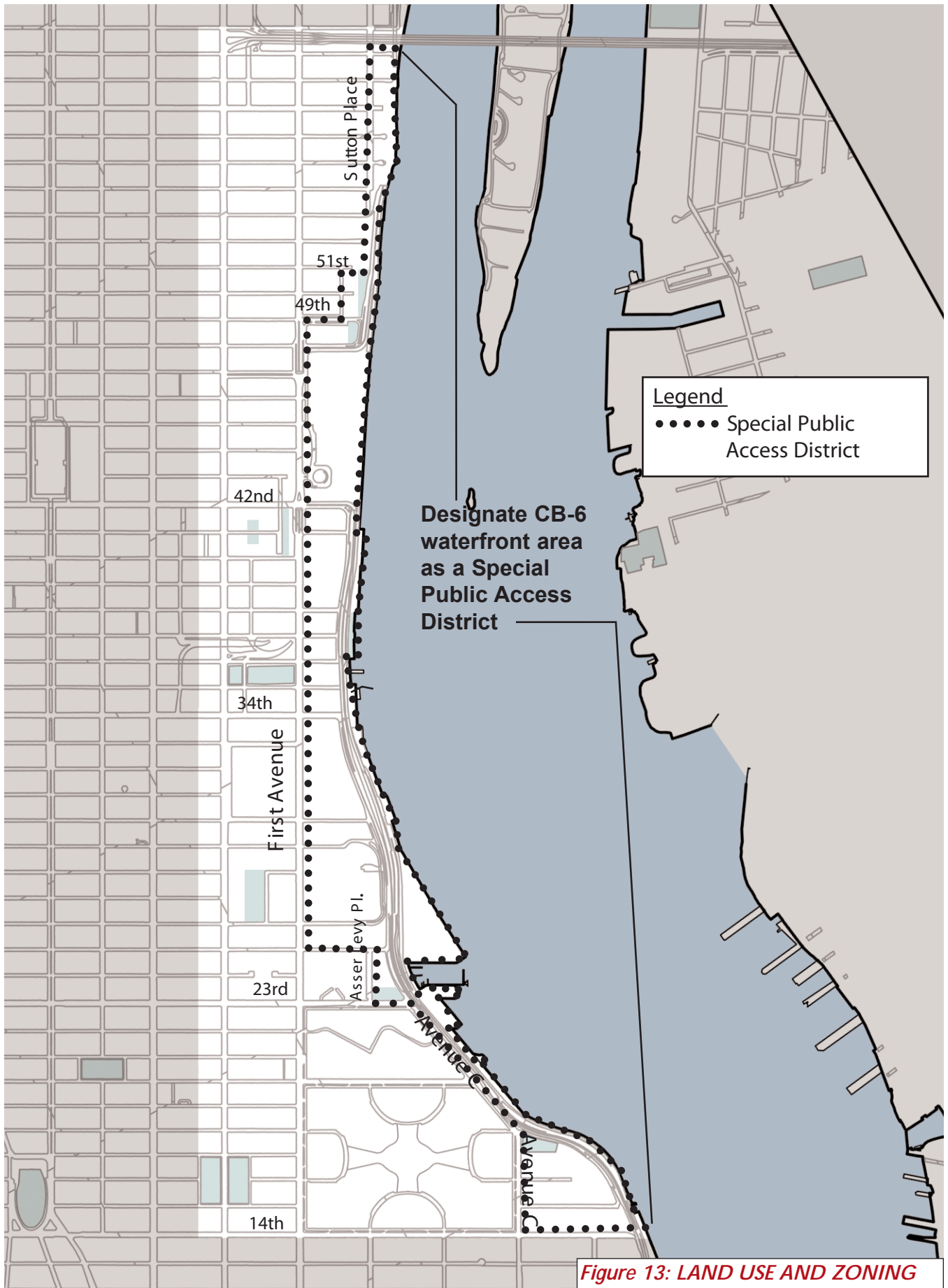


**Figure 12a: Midtown Zoning  
Adjacent to Study Area**









**Legend**  
 ●●●● Special Public Access District

Designate CB-6 waterfront area as a Special Public Access District

**Figure 13: LAND USE AND ZONING**

## B. WATERFRONT ESPLANADE AND OPEN SPACE RECOMMENDATIONS

The presence of the FDR Drive along the entire Community Board 6 East River waterfront has created unique conditions including limited public access and visual and physical barriers to the waterfront. To improve public access to the waterfront, the following actions are required:

- a. **Complete Waterfront Esplanade (See April 1989, April 1999 CB6 resolutions re: Land Use Policy):**
  - i. Explore with Con Edison, NYCDOT and NYSDOT opportunities to widen the Esplanade between 13<sup>th</sup> and 15<sup>th</sup> Streets by replacing the existing pump with a smaller pump thereby widening the Con Ed Pier “choke point.”
  - ii. Construct a new pedestrian bridge over the FDR Drive at 16<sup>th</sup> Street (See Feb 2001 CB6 resolution re: Con Ed Repowering). It is recognized that pedestrian bridges are costly and would have to be constructed in phases. They also may need approvals from City or State agencies. The priorities are bridges at 39<sup>th</sup> and 40<sup>th</sup> Streets. Other bridges are outlined below.
  - iii. Improve Waterfront Esplanade between 23<sup>rd</sup> and 42<sup>nd</sup> Streets:
    - Explore alternatives to relocate the skyport parking on the pier at 23<sup>rd</sup> Street;
    - In coordination with the reconstruction and redesign of the FDR Drive, explore possibility to provide pedestrian bridges across from Bellevue Hospital to Waterside Houses at 27<sup>th</sup> and 29<sup>th</sup> Streets. CB6 encourages the City to coordinate with NYSDOT on the design of the highway at this location to facilitate a pedestrian bridge. This could be achieved if the elevated section of FDR Drive was lowered or relocated to grade;
    - Upgrade existing pedestrian bridge at 25<sup>th</sup> Street to make it handicapped accessible;
    - Re-open the illegally closed gate allowing waterfront access around Waterside Houses;
    - Improve area around ferry landing at 35<sup>th</sup> Street (CB6 supports plan for ferry landing);
    - Explore alternatives to relocate the waterfront parking at 34<sup>th</sup> Street and on the Con Edison parking pier between 38<sup>th</sup> and 41<sup>st</sup> Streets;
    - Create smaller neighborhood piers for water taxis at 23<sup>rd</sup> and 42<sup>nd</sup> Streets.
  - iv. Extend esplanade north from East River Esplanade Park to proposed esplanade at 42<sup>nd</sup> St:
    - Provide crossings at deck of Con Edison site from 35<sup>th</sup> and 36<sup>th</sup> Streets to East River Esplanade Park if NYSDOT chooses to tunnel the FDR Drive.
    - With the re-alignment of the FDR Drive and the shortening or removal of the 42<sup>nd</sup> Street ramp, NYC DOT and NYS DOT should explore the feasibility of pedestrian bridges over the FDR Drive at 39<sup>th</sup>, 40<sup>th</sup>, and 41<sup>st</sup> Streets. Amongst the pedestrian bridges recommended in this Plan, these are a priority.<sup>1</sup>
  - v. As mitigation for the construction of the proposed new UN tower at Robert Moses Playground<sup>2</sup>:
    - Provide esplanade along east edge of United Nations, outboard of the FDR Drive, with connections to Glick Park at 37<sup>th</sup> Street and to the north at 48<sup>th</sup> Street,
    - Provide pedestrian access to waterfront at 42<sup>nd</sup> and 48<sup>th</sup> Streets via bridges (see Figure 15).
  - vi. Provide an additional pedestrian bridge over the FDR Drive at 54<sup>th</sup> Street.

<sup>1</sup> Construction of bridges at 39<sup>th</sup>, 40<sup>th</sup> and 41<sup>st</sup> Streets requires agreements from NYCDOT and NYSDOT; an easement on the west side of the Con Ed Waterside property; a re-alignment of the FDR Drive at that location; a shortening or elimination of the 42<sup>nd</sup> Street northbound FDR exit ramp.

<sup>2</sup> UNDC has proposed an esplanade as mitigation for the loss of the Robert Moses Park site and that East River Realty (Con Ed/Waterside) has said they would build an esplanade from 38th to 41st streets.

- vii. Consider providing a narrow esplanade walkway between 53<sup>rd</sup> and 63<sup>rd</sup> Streets on a cantilever on the outboard side of the existing FDR Drive.
- viii. New esplanade/greenway should accommodate pedestrians, joggers, cyclists, and skaters.

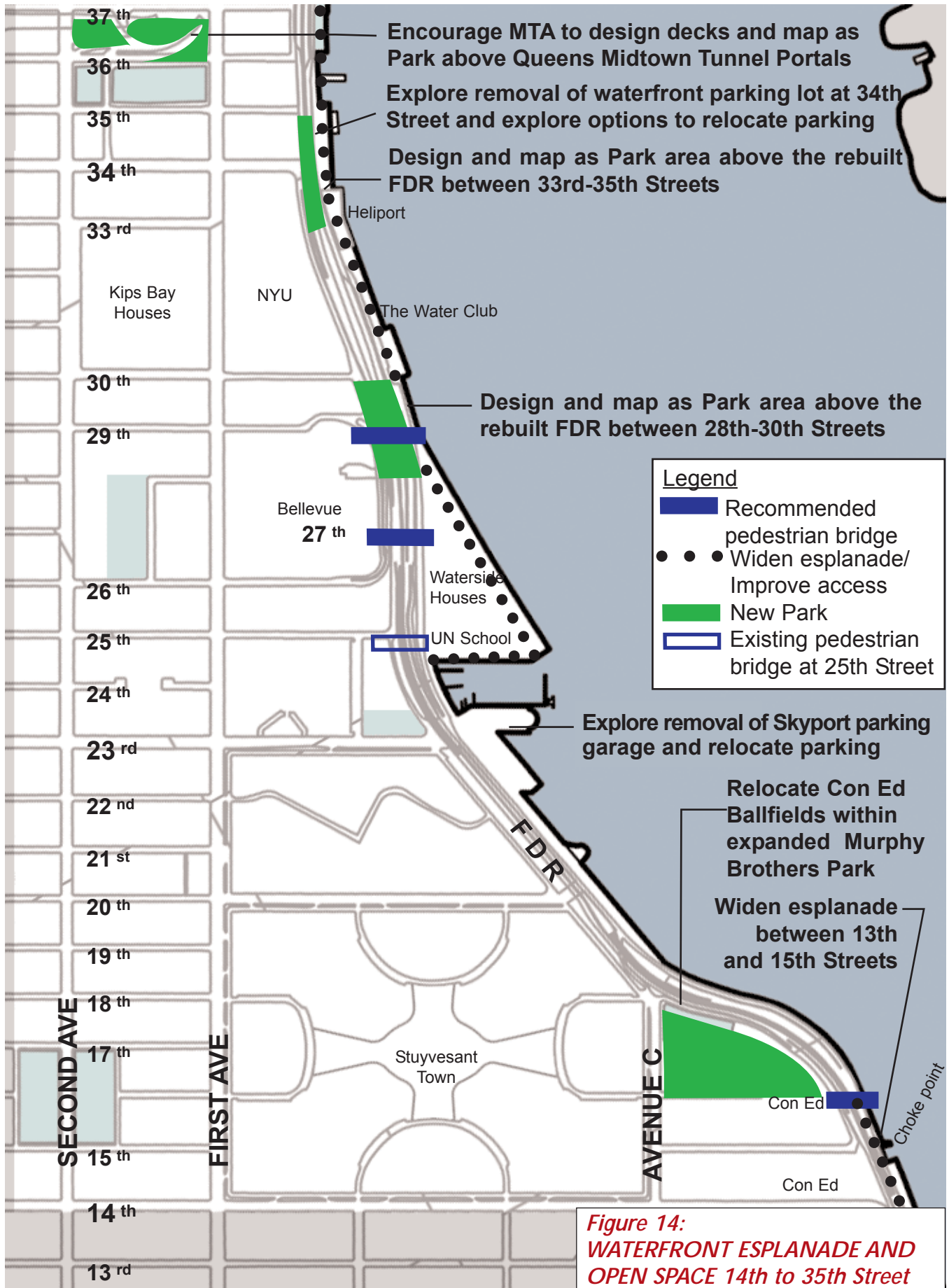
**b. Open Space:**

Manhattan Community District 6 has a substantial open space deficit. This will worsen with the proposed construction staging for the Second Avenue Subway in St. Vartan Park, the FDR Drive reconstruction at the East River Esplanade Park, and the increasing amount of new development proposed at such sites as Con Ed Waterside and the Perlbinder building. To address these open space deficits, Community Board 6 makes the following open space recommendations:

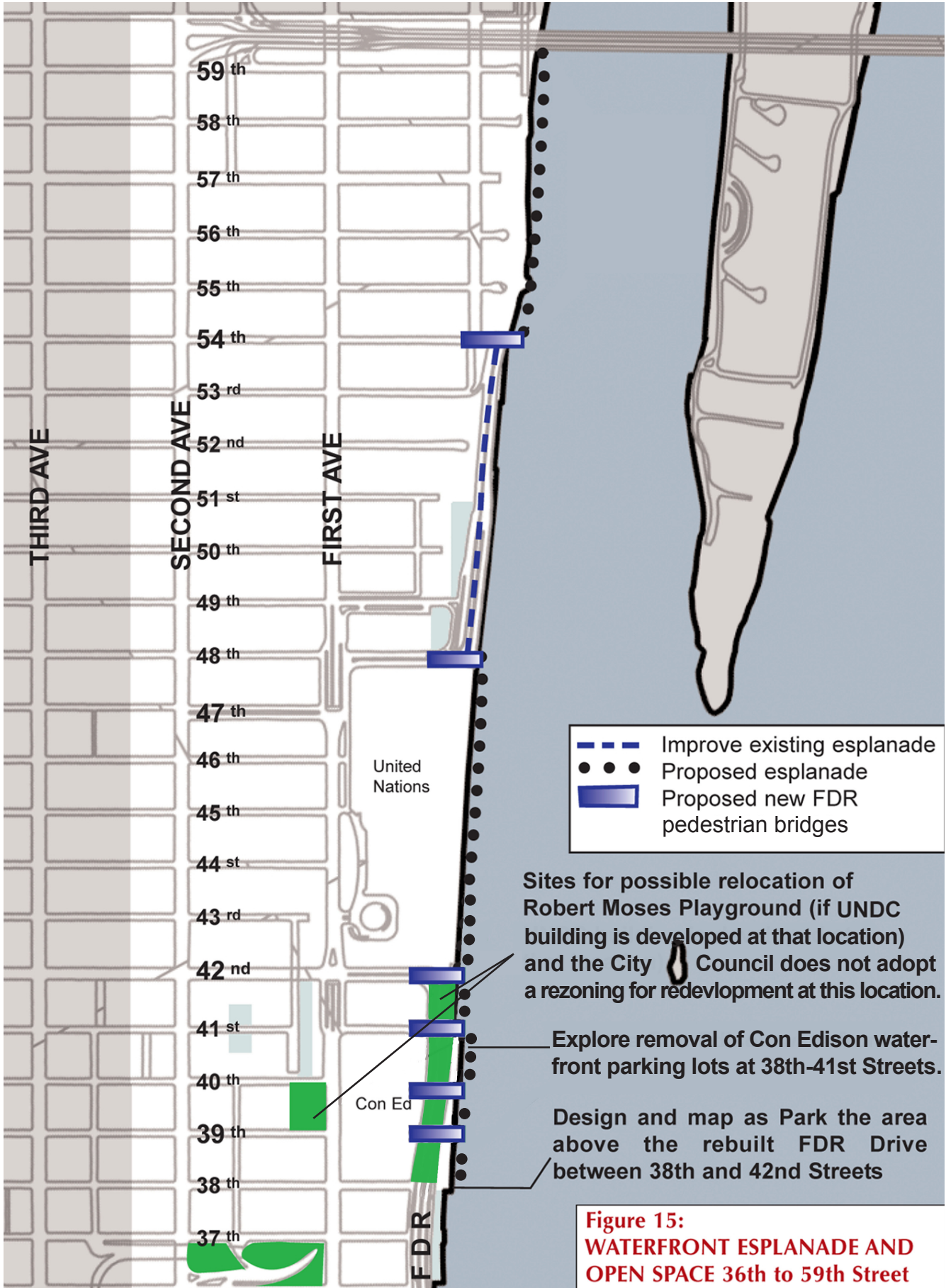
- i. The City should acquire open space at Con Edison East River Plant for a new expansion of Murphy Brothers Park to include relocated ballfields, as per BFJ January 2001 report (See February 2001 CB6 resolution re: Con Ed Repowering).
- ii. Encourage the MTA (with DPR and DOT) to consider designing and mapping park decks above Queens Midtown Tunnel Portals as part of the ongoing Second Avenue Subway Outreach process<sup>3</sup> (See Figures 16 and 17).
- iii. FDR Drive Reconstruction Opportunities:
  - Study the possibility of designing and mapping a park on a deck above FDR Drive between 38<sup>th</sup> and 42<sup>nd</sup> Streets. Construction of a deck requires agreements from NYCDOT and NYSDOT; an easement on the west side of the Con Ed Waterside property; a realignment of the FDR Drive at that location; a shortening or elimination of the 42<sup>nd</sup> Street northbound FDR exit ramp.
  - Explore the possibility of designing and mapping a park on a deck above FDR between 28<sup>th</sup> and 30<sup>th</sup> Streets in coordination with remapping of 29<sup>th</sup> Street. This would require the relocation of an elevated section of the FDR to grade as part of the State's ongoing reconstruction of the FDR. These improvements should also be coordinated with the Bellevue reconstruction, as recommended by City Planning Commission-approved plan for the East River Science Park (see Figures 20 and 21).
- iv. Encourage public acquisition for open space for such developments such as the Bellevue/East River Park Science Park Plan, the replacement of Robert Moses Playground, and the Con Edison Waterside redevelopment.
- v. CB6 notes that large-scale projects such as East River Science Park, Con Edison Waterside and the proposed UNDC building provide open space. However, CB6 encourages increased open space mitigation for large-scale development projects such as Bellevue, Con Edison Waterside, and the proposed UNDC building. In the event that the UN consolidation project seeks to utilize Robert Moses Park and legislative enabling measures are approved, it is recommended that a replacement park be created within the immediate community. This might include designating 685 First Avenue for active recreation assuming the City Council does not adopt a rezoning for redevelopment at this location.




---

<sup>3</sup> The improvement of the existing landscaped area above the Queens Midtown tunnel portal presents an opportunity for decking and a new park.



**Figure 14:**  
**WATERFRONT ESPLANADE AND OPEN SPACE 14th to 35th Street**



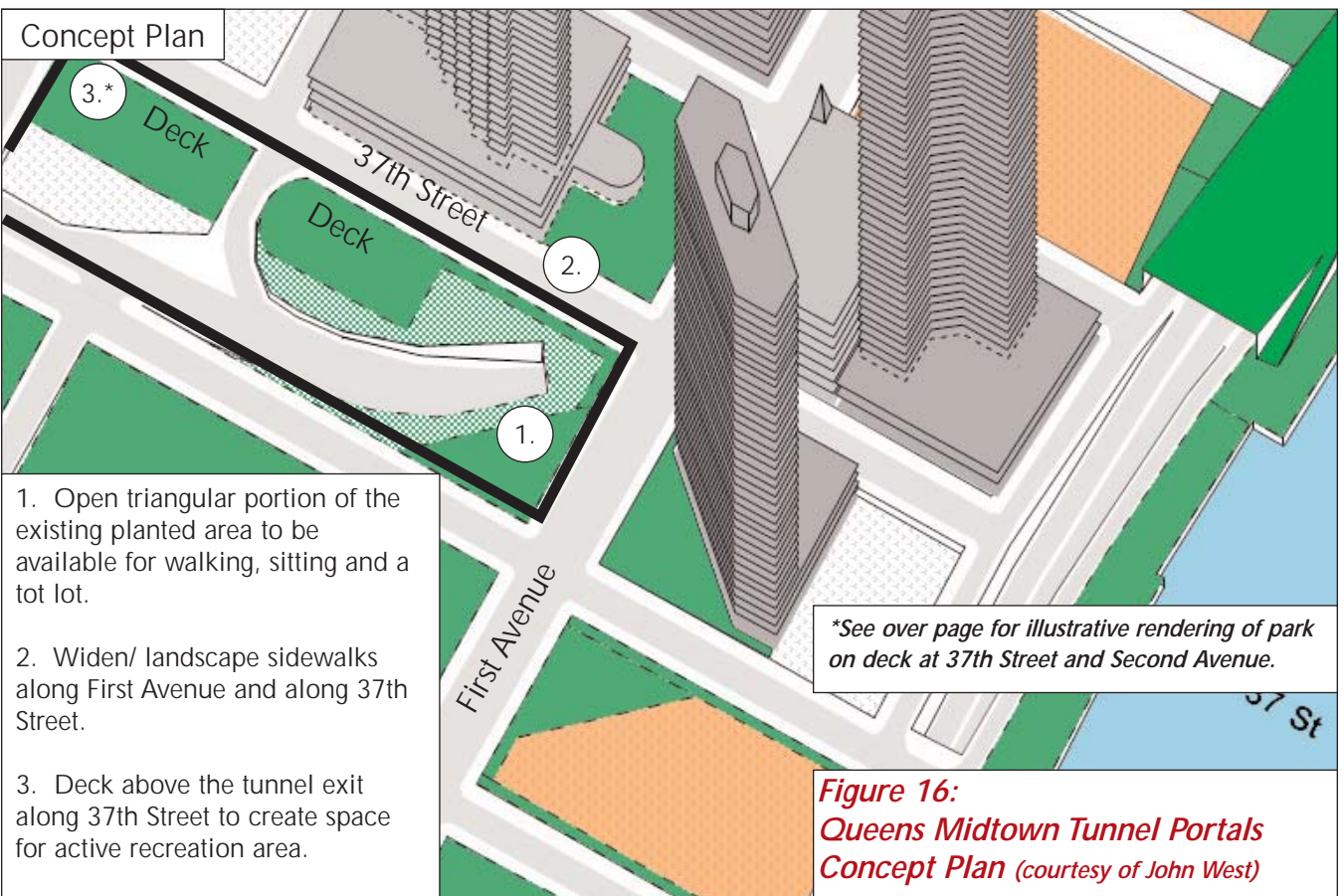
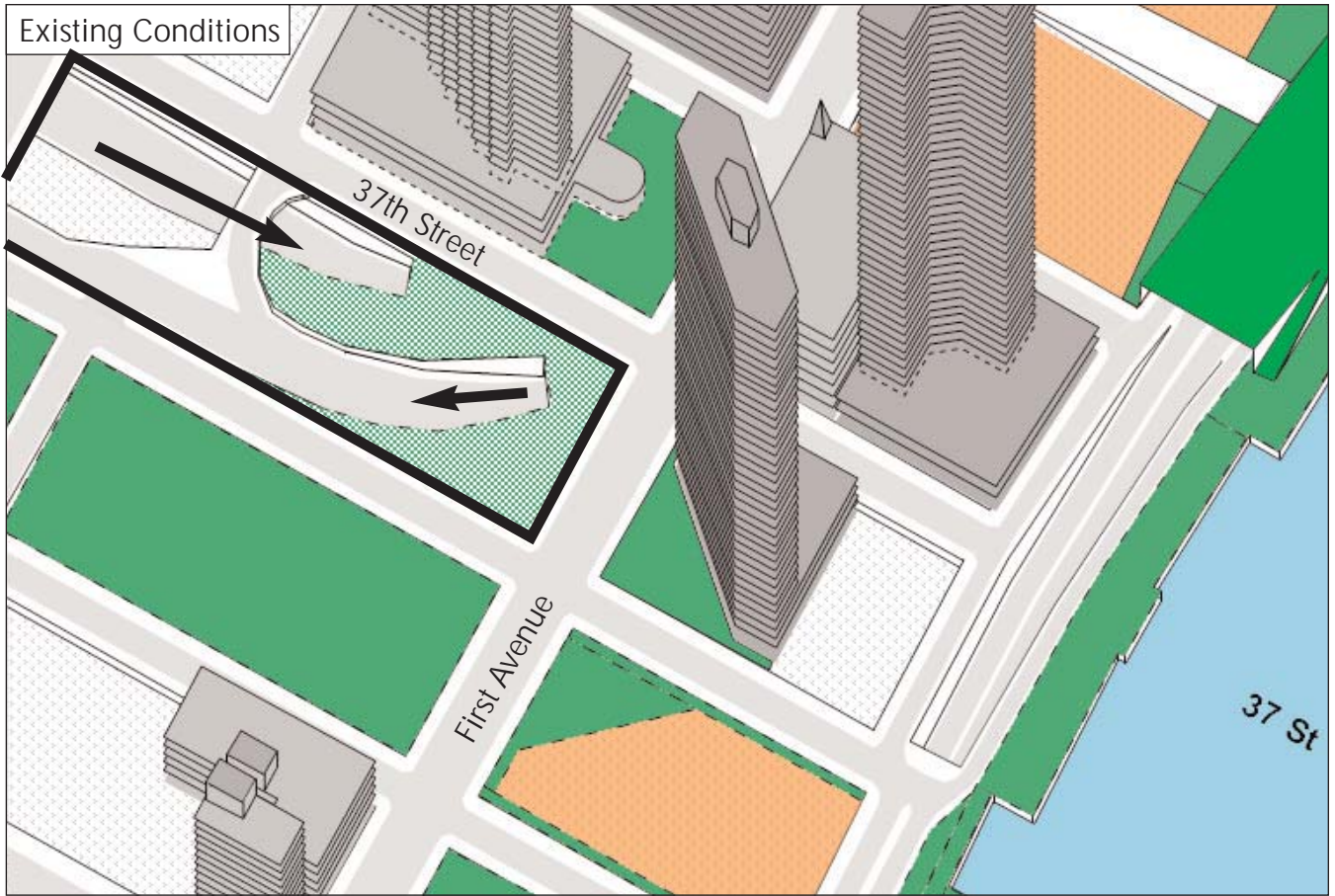
-  Improve existing esplanade
-  Proposed esplanade
-  Proposed new FDR pedestrian bridges

Sites for possible relocation of Robert Moses Playground (if UNDC building is developed at that location) and the City Council does not adopt a rezoning for redevelopment at this location.

Explore removal of Con Edison waterfront parking lots at 38th-41st Streets.

Design and map as Park the area above the rebuilt FDR Drive between 38th and 42nd Streets

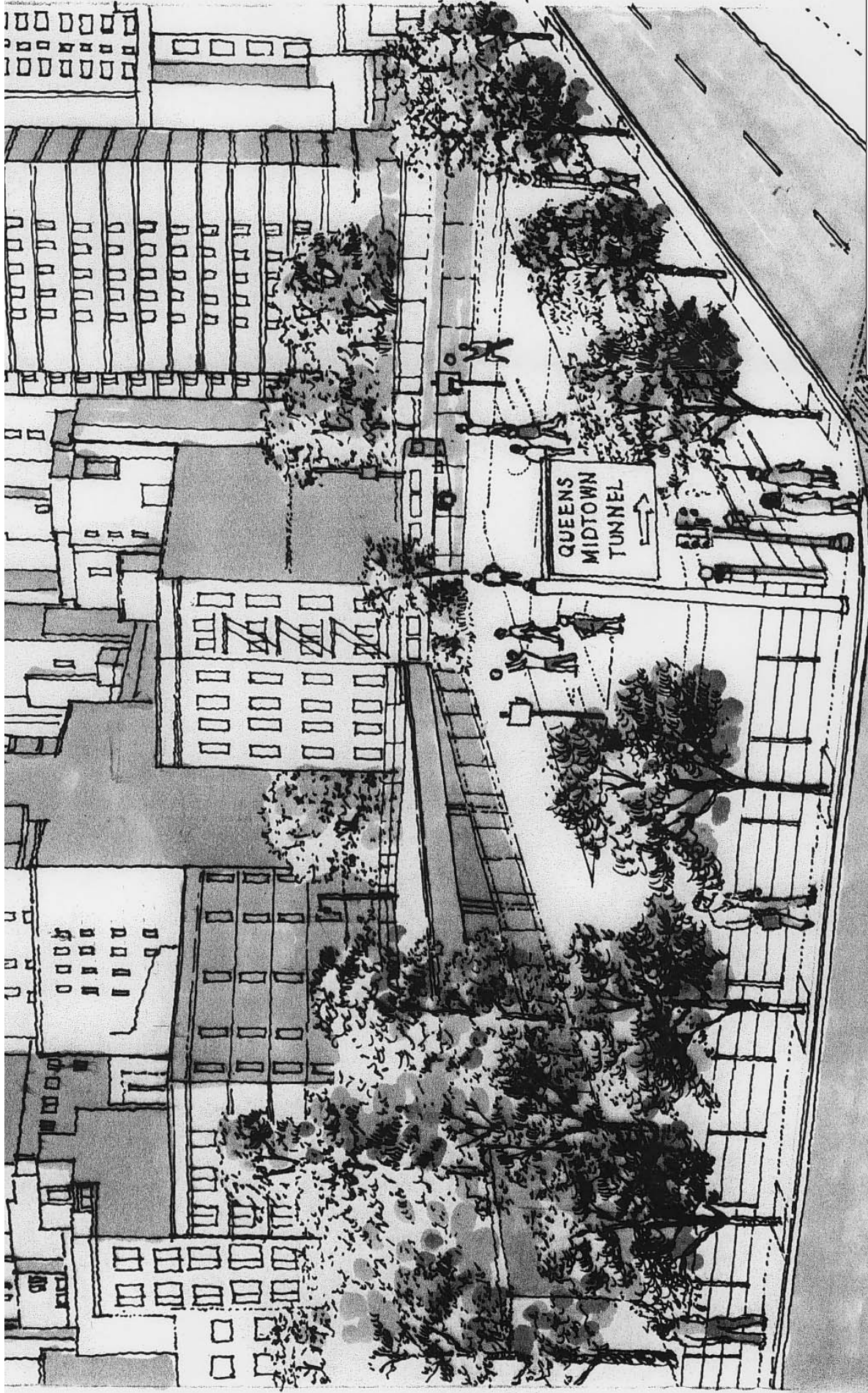
**Figure 15:**  
**WATERFRONT ESPLANADE AND**  
**OPEN SPACE 36th to 59th Street**



1. Open triangular portion of the existing planted area to be available for walking, sitting and a tot lot.
2. Widen/ landscape sidewalks along First Avenue and along 37th Street.
3. Deck above the tunnel exit along 37th Street to create space for active recreation area.

*\*See over page for illustrative rendering of park on deck at 37th Street and Second Avenue.*

**Figure 16:**  
**Queens Midtown Tunnel Portals**  
**Concept Plan** (courtesy of John West)



**Figure 17: Illustration of Concept Plan for OMT Portals** (looking west at 37th Street and Second Avenue)





## C. URBAN DESIGN AND PRESERVATION RECOMMENDATIONS

### a. Urban Design/Architecture

- i. As an overall policy, Community Board 6 encourages the mapping of contextual zoning districts to maintain residential character of neighborhoods and restrict zoning lot mergers (4/2003 CB 6 Resolution: 197-a Plan).
- ii. Map tower-on-the-base zoning districts to maintain existing street wall character along avenues and restrict zoning lot mergers where appropriate (see April 2003 Resolution on 197-a Plan), as occurred with the Trump Building on First Avenue at 48<sup>th</sup> Street.

### b. Remap Demapped Streets within Study Area (see April 2003 CB 6 resolution)

- i. Extend public streets to the waterfront in order to:
  - Disperse large-scale development;
  - Create waterfront access/views;
  - Recapture the waterfront for public use with improved access;
  - Limit FAR, and ensure height and setback controls;
  - Preserve the Manhattan street grid.

### c. Bellevue Recommendations (See October 2001 CB6 resolution)

- i. See recommendation A. c. ii. Also see attached Figures 20 and 21, which illustrate the specifics of these design recommendations for the Bellevue Hospital site. It is understood that since the recommendations of this Plan were originally drafted, alterations to the East River Science Park have proceeded including demolition of the laundry building and site preparation for the construction of two new buildings on the south side of 29<sup>th</sup> Street that will be aligned with the ACS building.

### d. Con Edison First Avenue Properties Recommendations

See also recommendation A. b.

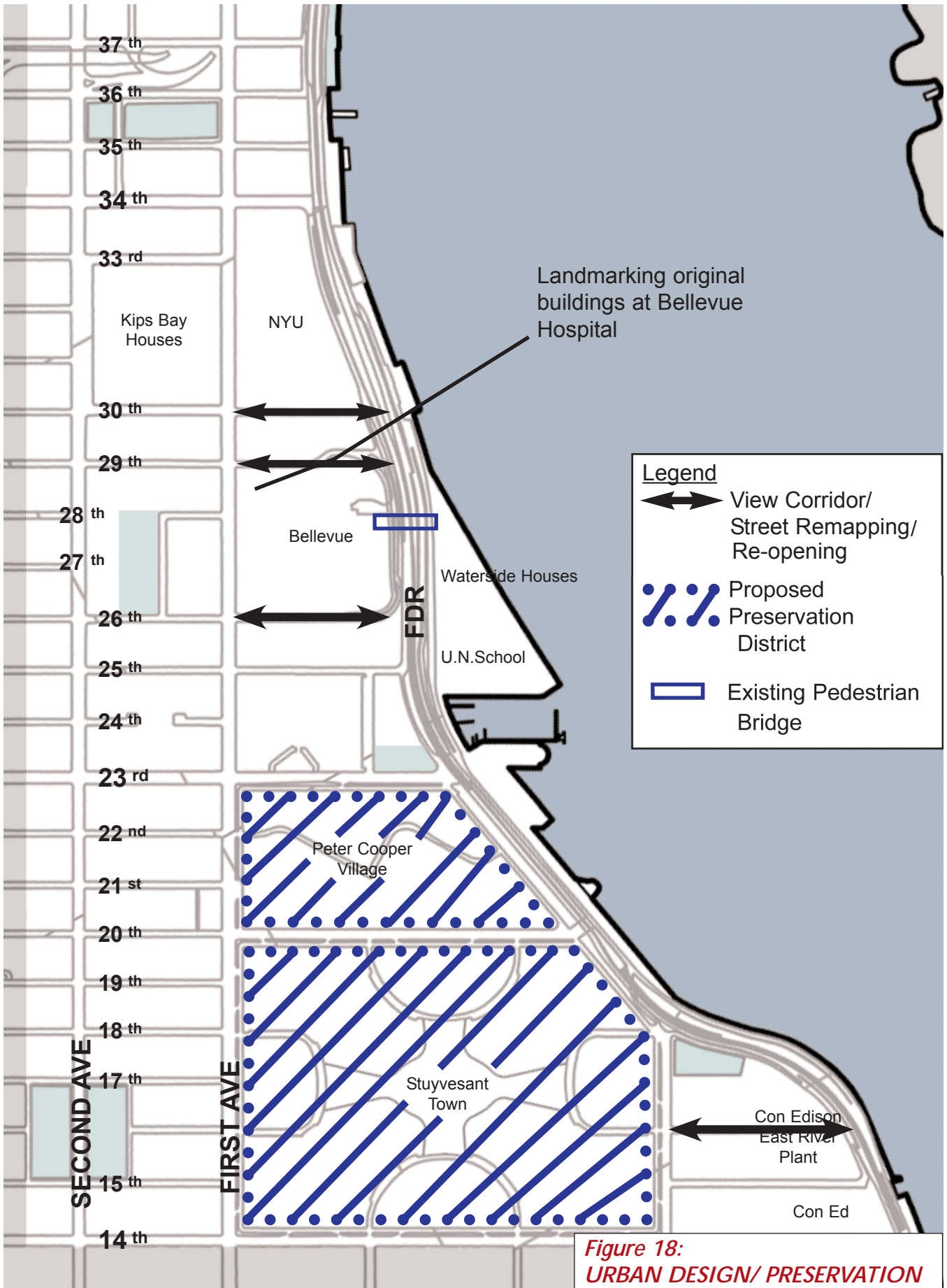
- i. Consider large-scale residential development special permit with the following conditions:
  - Limit bulk and density;
  - Extend both 39<sup>th</sup> and 40<sup>th</sup> Streets east across the First Avenue Properties site;
  - Limit height of new development to no more than 400 feet to respect the scale of the 503-foot high UN Secretariat building;
  - Limit the height of development at 685 First Avenue in order not to cast shadows on Tudor City Parks.
  - Create large easily accessible public spaces on portions of the site, as mitigation for the large-scale development of the First Avenue Properties;
  - Require ground floor retail on First Avenue to accommodate the needs of local residents and enhance pedestrian activity along the Avenue;
  - Provide overlook parks along the FDR Drive;
  - Complete a continuous esplanade along the East River waterfront from 34<sup>th</sup> to 42<sup>nd</sup> Street.

**e. Landmarking**

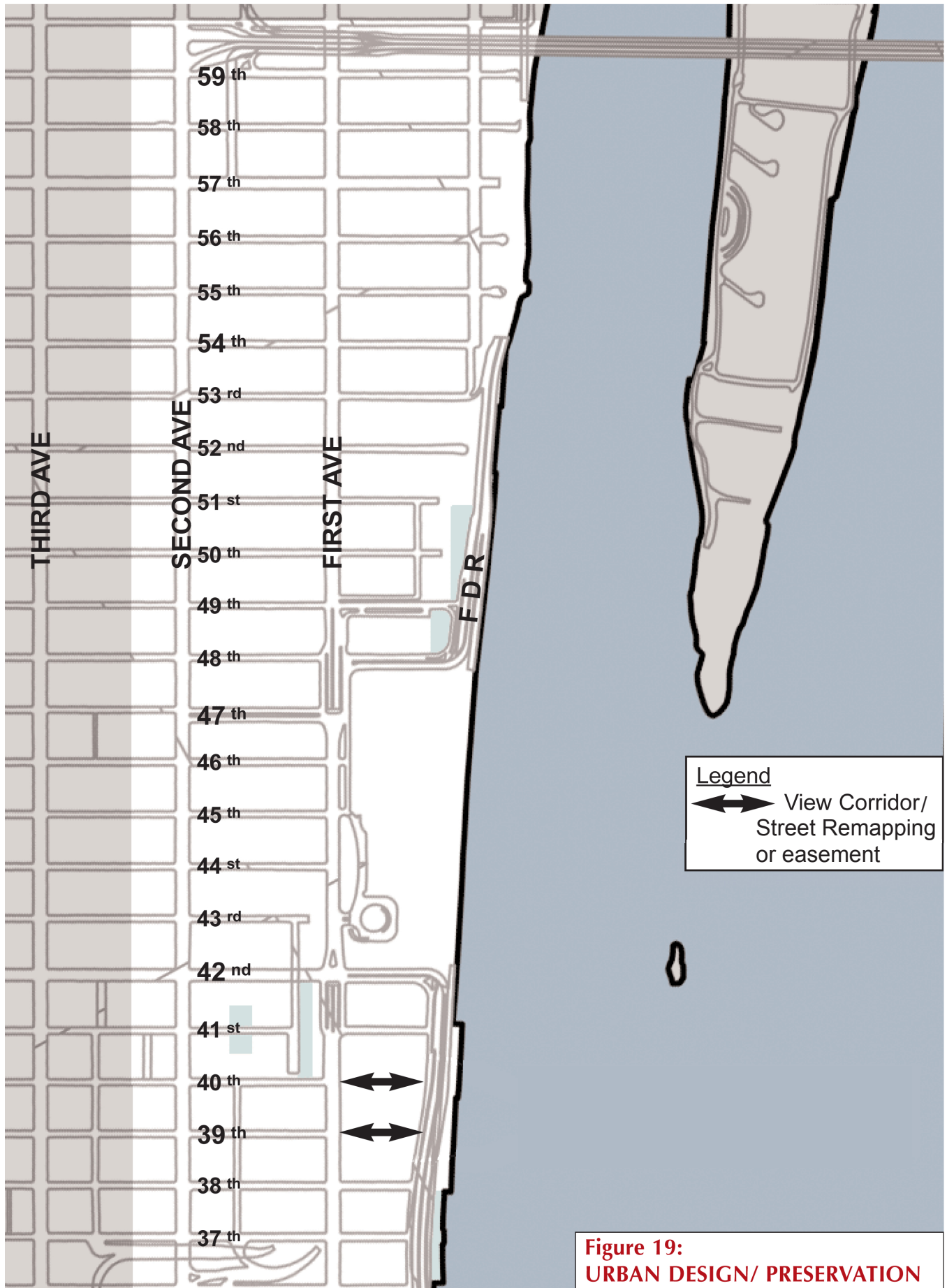
- i. Explore tools for preserving the integrity, built character and urban design qualities of Stuyvesant Town and Peter Cooper Village (see CB 6 Resolution April 1991 and March 2005). Options may include placement on the National Register of Historic Places, or designation as a NYC landmark (see Figure 18). One of the preservation options that may be considered is the designation of Stuyvesant Town and Peter Cooper Village as a Special Planned Community Preservation District. This special zoning district was adopted in 1974 and was designed “to preserve communities which are superior examples of town-planning or large-scale development; to preserve and protect the character and integrity of the communities which by their existing site plan, pedestrian and vehicular circulation systems, balance between buildings and open space arrangement and landscaping add to the quality of urban life; to preserve and protect the variety of neighborhoods and communities that presently exist which contribute greatly to the uniqueness and livability of the city; to maintain and protect the environmental quality that these communities offer to their residents and the city-at-large; and to guide the future development within these areas consistent with the existing character, quality and amenity of the Special District.” The intention is to protect the open space and built character of these historic communities and to protect Stuyvesant Town and Peter Cooper Village from new development. This is especially prescient as both developments were recently sold. (City Planning Commission Report, June 1974)
- ii. Consider landmarking remaining original buildings at Bellevue Hospital, such as the Psychiatric and ACS buildings, as well as other buildings in order to preserve the historic character and campus setting of the hospital.

**f. United Nations**

- i. In the event that a UN consolidation project seeks to utilize Robert Moses Park and legislative enabling measures are approved, it is recommended that a replacement park should be considered in the immediate vicinity as a replacement for the existing playground.
- ii. In addition, CB6 supports the fact that UNDC has proposed an esplanade located generally from 41st to 51st streets and CB6 believes that this is appropriate mitigation for the proposed UN Building.



**Figure 18:**  
**URBAN DESIGN/ PRESERVATION**



**Legend**  
↔ View Corridor/  
Street Remapping  
or easement

**Figure 19:**  
**URBAN DESIGN/ PRESERVATION**

0 600 1200 ft  
**BFJ** Buckhurst Fish & Jacquemart Inc. Page 87

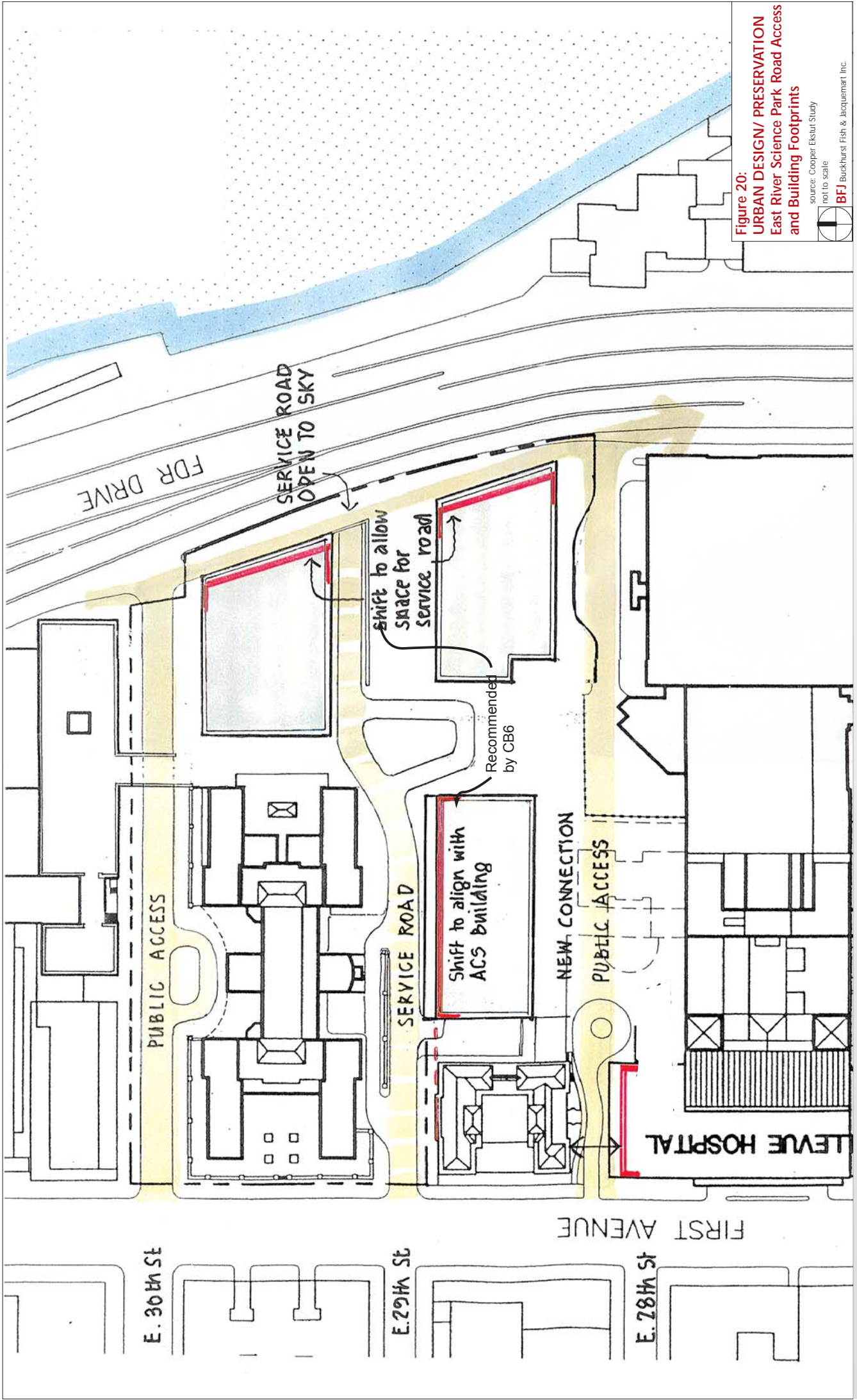
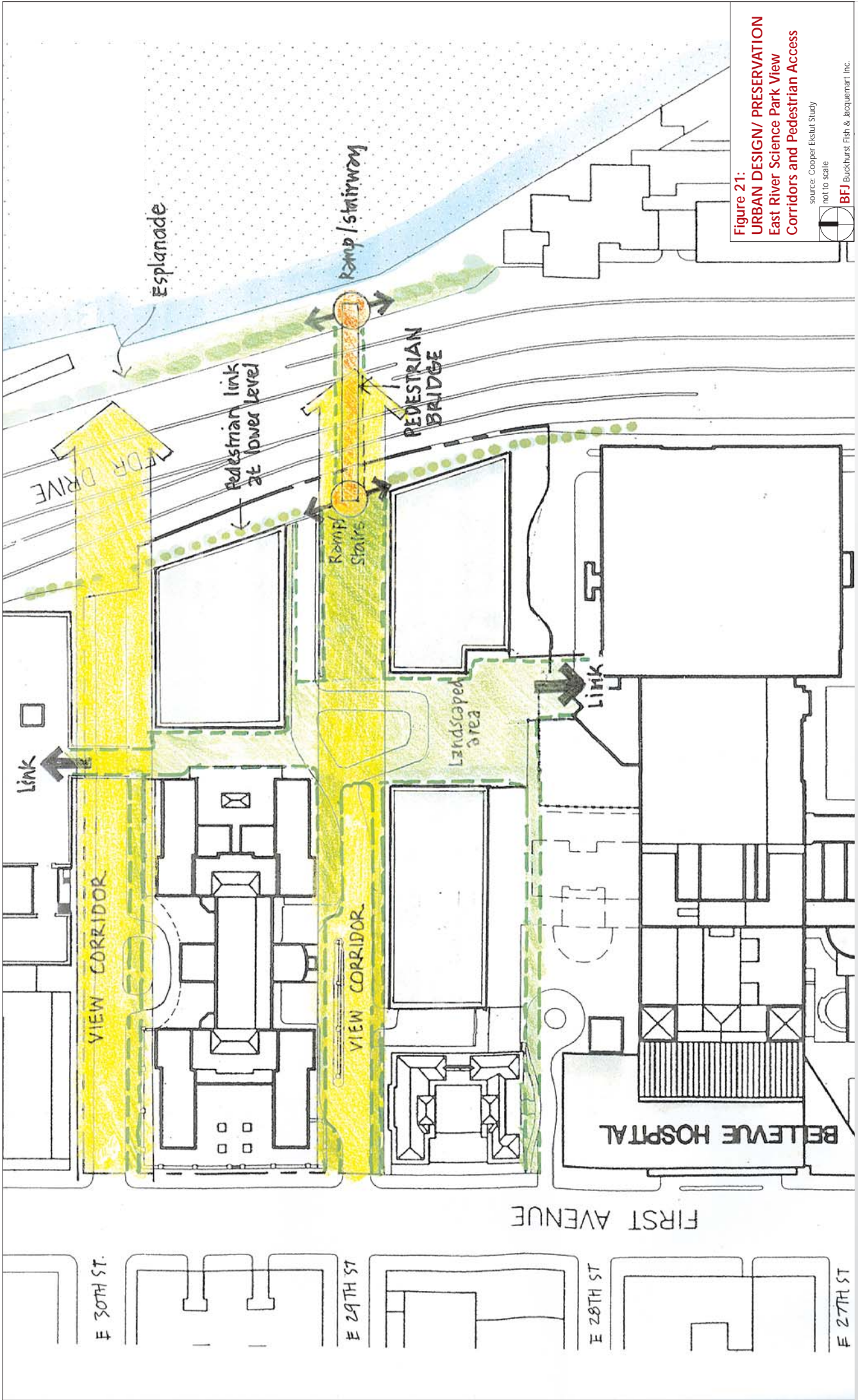


Figure 20:  
**URBAN DESIGN/ PRESERVATION**  
 East River Science Park Road Access  
 and Building Footprints

source: Cooper Elstut Study  
 not to scale





**Figure 21:**  
**URBAN DESIGN/ PRESERVATION**  
**East River Science Park View**  
**Corridors and Pedestrian Access**

source: Cooper Ekstut Study  
 not to scale

BFJ Buckhurst Fish & Jacquemart Inc.

**D. STREETS AND TRANSPORTATION RECOMMENDATIONS****a. Streets and Pedestrians (see April 2003 CB 6 resolution):**

- i. Provide more and improved pedestrian access to the waterfront.
- ii. Consistent with CB6 policy of restoring the street grid, reducing superblocks and providing access to the waterfront, the following streets should be remapped or reopened at Con Edison Waterside Properties and the Bellevue/NYU Medical Center campus:
  - As a priority remap or re-open 16<sup>th</sup> Street east of Avenue C, and 27<sup>th</sup>, 39<sup>th</sup> and 40<sup>th</sup> Streets east of First Avenue.
  - In the long-term remap or re-open 26<sup>th</sup>, 29<sup>th</sup> and 30<sup>th</sup> Streets (east of First Avenue).
  - In the case of 39<sup>th</sup> and 40<sup>th</sup> Streets, as an alternative to remapping, easements should be provided in the former roadbeds that would be treated as a street for zoning purposes (including FAR, height and setback) and would provide pedestrian and vehicular access.
- iii. In the long-term, CB6 recommends that the Department of City Planning and DOT continue to work with the community to determine placement of traffic calming measures at the most appropriate side street locations, including neckdowns and wider sidewalks, and creation of landscaping treatment.
- iv. Develop uniform standards for security barriers or other security measures (landscaping, street furniture) within the Study Area.

**b. Subways (see December 2001, January 2002, May 2002 CB 6 resolutions):**

- i. Community Board 6 endorses the identified locations for Second Avenue Subway stations and station entrances at 14<sup>th</sup>, 23<sup>rd</sup>, 34<sup>th</sup>, 42<sup>nd</sup> and 55th Streets.
- ii. Provide pedestrian transfer via underground tunnel from Second Avenue Subway station stop to No. 7 line at Grand Central Station, and from 55th Street station to E and V Lines at 53rd Street Station.
- iii. Add an Avenue A entrance to the First Avenue/14<sup>th</sup> Street station on the L Line.

**c. Buses, Taxis and Limousines (see April 2003 CB 6 resolution):**

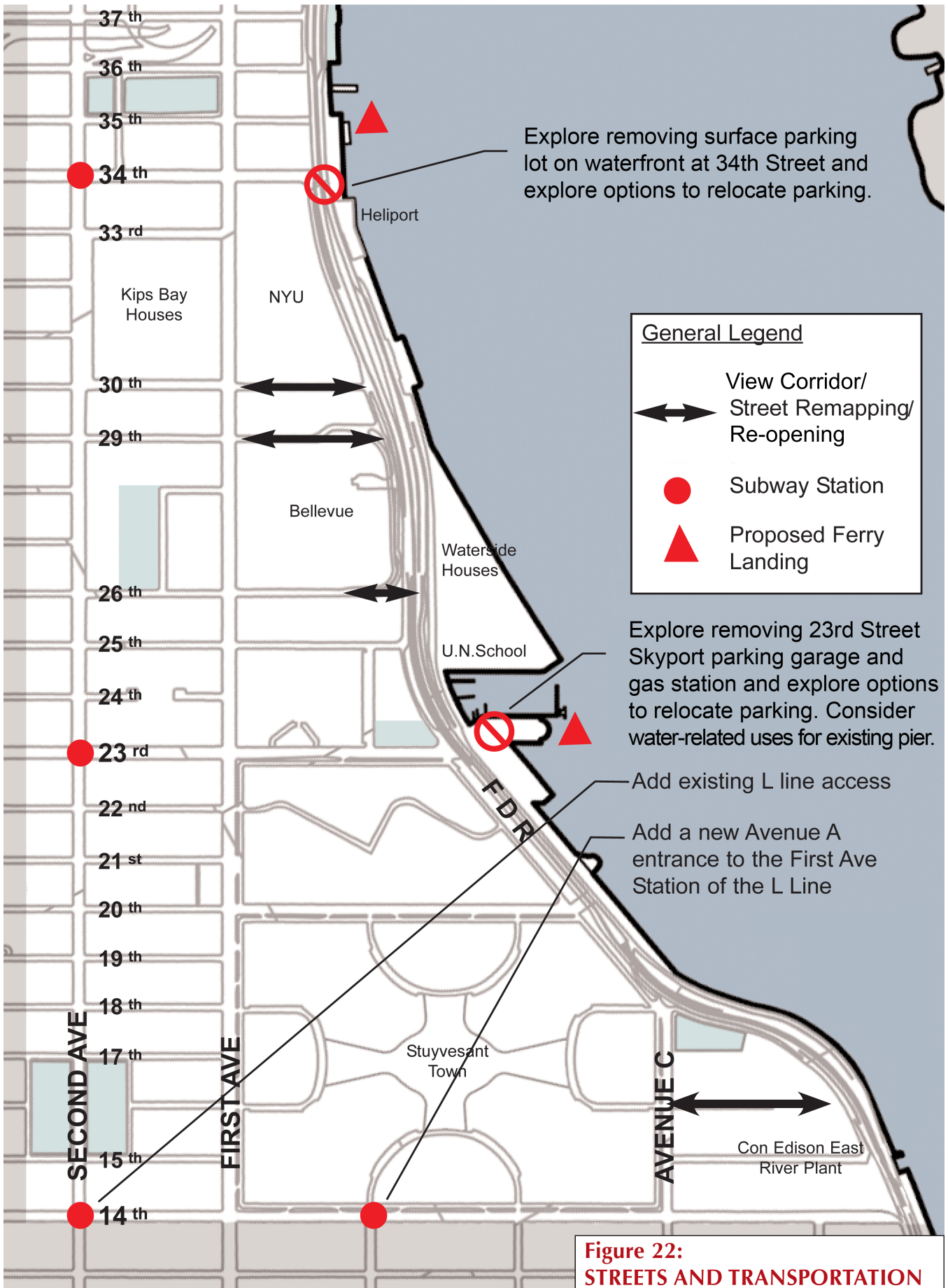
- i. Re-route buses and create/relocate bus stops to support new development in Study Area.
- ii. Locate bus stops with a view to facilitating intermodal transfer points among buses, ferries, the subway and water taxis at 23<sup>rd</sup>, 34<sup>th</sup> and 42<sup>nd</sup> Streets.
- iii. Explore sites for black car and bus layovers, parking and rest stops.

**d. Parking (see April 2003 CB 6 resolution):**

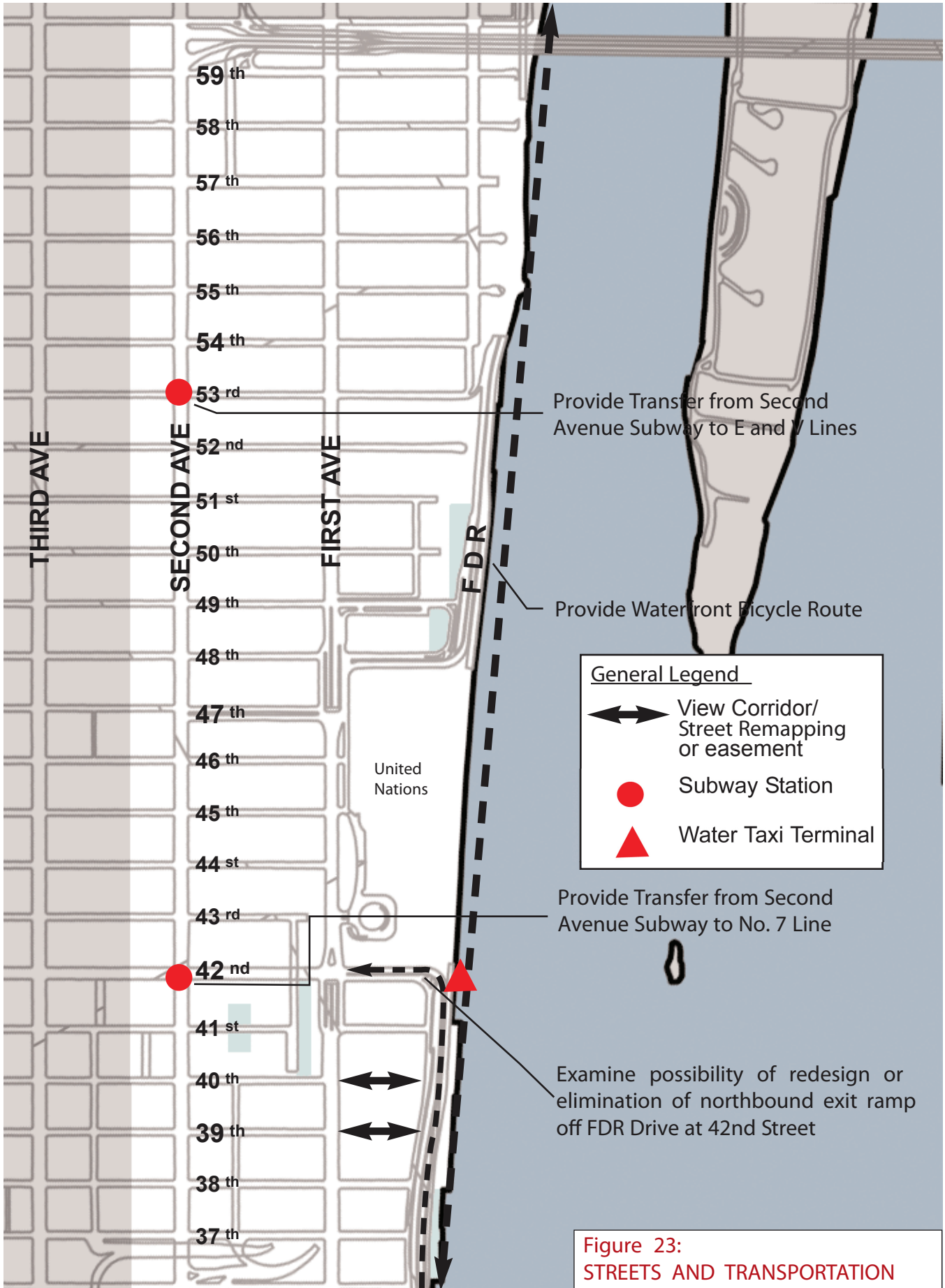
- i. Explore alternatives to relocate all parking located directly on the waterfront such as 34<sup>th</sup> Street lot, the 23<sup>rd</sup> St. Skyport parking garage, and the Con Edison parking pier at 38<sup>th</sup> to 41<sup>st</sup> Streets.

- ii. CB6 recommends that Article I, Chapter 3 of the Zoning Resolution be amended to change accessory parking in R10 districts within the Study Area from up to 20% of apartment units to 10%. This will provide a disincentive for new residential developments to illegally convert accessory parking garages to commercial, public parking garages contributing to traffic and congestion in the area.
- e. Helicopters, Ferries, and Intermodal Transfer Points (see April 2003 CB 6 resolution):**
- i. The heliport should allow a continuous and safe waterfront esplanade.
  - ii. The City's Waterfront Task Force Development should consider the design of intermodal transfer points between buses, ferries, subway, water taxis at 23<sup>rd</sup>, 34<sup>th</sup> and 42<sup>nd</sup> Streets.
- f. FDR Drive:**
- i. Create pedestrian bridges over the FDR Drive to contribute to pedestrian access to the waterfront.
  - ii. Study the feasibility of the redesign or elimination of the northbound exit ramp off the FDR Drive at 42<sup>nd</sup> Street to allow greater access to the waterfront, improve ferry intermodality and increase security.
- g. Bicycles:**
- i. CB 6 endorses a network of dedicated and safe bicycle routes.
  - ii. Encourage bicycle parking in private garages within the Study Area.





**Figure 22: STREETS AND TRANSPORTATION**



**General Legend**

- View Corridor/ Street Remapping or easement
- Subway Station
- Water Taxi Terminal

**Figure 23:**  
**STREETS AND TRANSPORTATION**

0 600  
 BFJ Buckhurst Fish & Jacquemart Inc. Page 93

## CHAPTER 5: SUGGESTED IMPLEMENTATION

The following four charts suggest responsibility for implementing the recommendations outlined in the preceding chapter.

**A. LAND USE AND ZONING**

Recommendation (See Chapter 4 for details)	Responsibility for Implementation	Timeframe
<p><b>a. United Nations</b></p> <ul style="list-style-type: none"> <li>i. Provide for needs of UN without significantly displacing or disrupting the surrounding neighborhoods</li> <li>ii. There should be no further expansion of the UN beyond the new UN or existing UNDC buildings</li> </ul>	<p>United Nations Development Corporation New York City Department of City Planning</p>	<p>short-term long-term</p>
<p><b>b. Con Edison Waterside</b></p> <ul style="list-style-type: none"> <li>i. The redevelopment of Con Edison Waterside should maintain the history and character of the area and respect the scale of the UN buildings</li> <li>ii. Remap the 39th and 40th streets within the Con Edison complex</li> <li>iii. Cap the bulk of future development to be consistent with previous First Avenue development north of 34th street</li> </ul>	<p>New York City Department of City Planning FSM East River Associates LLC New York City Department of City Planning New York City Department of Transportation New York City Department of City Planning</p>	<p>short-term</p>
<p><b>c. Bellevue Campus</b></p> <ul style="list-style-type: none"> <li>i. Map as a Special Hospital Use District as recommended by ESRA study in February 1991</li> <li>ii. Implement Cooper Eckstut Study of East River Science Park for northern portion of Bellevue Campus</li> </ul>	<p>New York City Department of City Planning NYU School of Medicine</p>	<p>long-term</p>
<p><b>d. Education</b></p> <ul style="list-style-type: none"> <li>i. Encourage Agency for Child Development and Administration Children's Services (ACS) to require the provision of day-care as necessary in new residential and office developments</li> <li>ii. Encourage Department of Education to study the feasibility and location of a new pre-K to Grade 5 school at the Con Edison site</li> <li>iii. Department of Education should conduct a feasibility study for the location of new school construction in the Study Area.</li> </ul>	<p>Agency for Child Development, Administration Children's Services (ACS) New York City Department of Education  New York City Department of Education</p>	<p>long-term</p>
<p><b>e. Housing</b></p> <ul style="list-style-type: none"> <li>i. Encourage permanent affordable housing and discourage demolition or conversion of affordable housing</li> <li>ii. Encourage low and moderate income housing in new developments</li> </ul>	<p>HPD HPD</p>	<p>long-term</p>
<p><b>f. Community Facilities</b></p> <ul style="list-style-type: none"> <li>i. Eliminate zoning preferences for community facilities in Study Area</li> </ul>	<p>New York City Department of City Planning</p>	<p>long-term</p>
<p><b>g. Central Business District</b></p> <ul style="list-style-type: none"> <li>i. Develop policy for rezoning that prohibits any commercial development east of the midline between Second and Third Avenues in order to prevent the Midtown central business district from moving further east; preserve existing residential neighborhoods; and to encourage additional residential development where possible</li> </ul>	<p>New York City Department of City Planning</p>	<p>long-term</p>
<p><b>h. Public Access Zoning</b></p> <ul style="list-style-type: none"> <li>i. Designate the area from First Avenue to the waterfront and from 14th to 59th Streets as a Special Public Access District</li> </ul>	<p>New York City Department of City Planning</p>	<p>long-term</p>

**B. WATERFRONT AND OPEN SPACE**

Recommendation (See Chapter 4 for details)	Responsibility for Implementation	Timeframe
<p><b>a. Complete Waterfront Esplanade</b></p> <ul style="list-style-type: none"> <li>i. Widen the esplanade between 13th and 15th Streets</li> <li>ii. Construct a pedestrian bridge at 16th Street over FDR</li> <li>iii. Improve esplanade between 23rd and 42nd Streets:               <ul style="list-style-type: none"> <li>Remove skyport parking pier at 23rd Street;</li> <li>Provide new pedestrian bridges from Bellevue to Waterside at 27th and 29th Streets</li> <li>Re-open the gate (illegally closed) allowing waterfront access at Waterside (<b>short-term</b>)</li> <li>Improve area around ferry landing at 35th Street (<b>short-term</b>)</li> <li>Eliminate the waterfront parking lot at 34th Street and on the Con Ed pier between 38th-41st Streets (short-term)</li> <li>Close the Heliport at 32nd-33rd Streets (<b>short-term</b>);</li> <li>Create smaller neighborhood piers for water taxis at 23rd, 34th and 42nd streets</li> </ul> </li> <li>iv. Extend esplanade north from East River Esplanade Park to proposed esplanade at 42nd Street including crossings at 35th and 36th street to East River Esplanade Park. Also provide pedestrian bridges over FDR at 39th, 40th and 41st streets.</li> <li>v. Provide esplanade along eastern edge of United Nations, with connections to the south at 37th Street and to the north at 48th Street</li> <li>vi. Provide pedestrian access to waterfront at 42nd and 48th streets as mitigation for new UN building.</li> <li>vii. Provide an additional pedestrian bridge at 54th Street over the FDR Drive.</li> <li>viii. Consider providing an esplanade between 53rd and 63rd Streets on outboard side of FDR Drive.</li> <li>ix. New esplanade/greenway should accommodate quiet spaces as well as pedestrians, joggers, cyclists and skaters.</li> </ul>	<p>New York City Department of City Planning, New York City Department of Parks and New York City Economic Development Corporation</p>	<p>long-term (unless otherwise stated)</p>
<p><b>b. Open Space</b></p> <ul style="list-style-type: none"> <li>i. Expand Murphy Brothers Park as per BFJ report.</li> <li>ii. Design and map park decks above Queens Midtown Tunnel Portals.</li> <li>iii. FDR Reconstruction Opportunities:               <ul style="list-style-type: none"> <li>Design and map park on deck above rebuilt FDR between 38th and 42nd Streets as part of the redevelopment of the Con Edison site</li> <li>Design and map park on deck above FDR between 28th and 30th Streets in coordination with remapping of 29th Street and highway reconstruction.</li> </ul> </li> <li>iv. Encourage public acquisition for open space for such developments as the Bellevue/ East River Science Park Plan, the replacement of Robert Moses Playground and the Con Edison waterside redevelopment</li> <li>v. Encourage increased open space mitigation for large-scale development projects such as Bellevue, Con Edison Waterside and the proposed UNDC building.</li> </ul>	<p>New York City Department of Parks and Recreation New York City DOT New York State DOT</p> <p>New York City Department of Parks and Recreation New York City Department of City Planning</p>	<p>short-term long-term long-term</p> <p>short-term short-term</p>

C. URBAN DESIGN AND PRESERVATION

Recommendation (see Chapter 4 for details)	Responsibility for Implementation	Timeframe
<p><b>a. Urban Design/Architecture</b></p> <ul style="list-style-type: none"> <li>i. Encourage the mapping of contextual zoning districts to maintain residential character of neighborhoods and restrict zoning lot mergers</li> <li>ii. Map tower-on-the-base zoning districts to maintain existing street wall character along avenues and restrict zoning lot mergers where appropriate</li> </ul>	<p>New York City Department of City Planning New York City Council</p>	<p>long-term</p>
<p><b>b. Remap all Demapped Streets</b></p> <ul style="list-style-type: none"> <li>i. Extend public streets to the waterfront</li> </ul>	<p>New York City Department of City Planning New York City DOT</p>	<p>short-term and long-term</p>
<p><b>c. Bellevue/NYU Medical Center</b></p> <ul style="list-style-type: none"> <li>i. See Recommendation A. c. ii. and Figures 20 and 21</li> </ul>	<p>New York City Department of City Planning NYU School of Medicine</p>	<p>short-term</p>
<p><b>d. Con Edison First Avenue Properties</b></p> <ul style="list-style-type: none"> <li>i. Consider large-scale residential development special permits with conditions. See Section 3. C. d</li> </ul>	<p>Public Service Commission FSM East River Associates LLC</p> <p>New York State Department of Transportation New York City Department of Parks and Recreation</p> <p>New York City Department of City Planning</p>	<p>short-term</p>
<p><b>e. Landmarking</b></p> <ul style="list-style-type: none"> <li>i. Consider preservation options for Stuyvesant Town and Peter Cooper Village</li> <li>ii. Consider landmarking remaining original buildings at Bellevue Hospital</li> <li>iii. Consider adaptive re-use and/or landmarking of the Con Edison Waterside Generating Stations 1 and 2</li> </ul>	<p>New York City Landmarks Preservation Commission New York State Historic Preservation Office</p>	<p>long-term</p>
<p><b>f. United Nations</b></p> <ul style="list-style-type: none"> <li>i. Develop new esplanade outboard of the UN connecting to the existing esplanade to the north and south, as partial mitigation for new UNDC building at Robert Moses Playground. Consider an active use park in the immediate vicinity as a replacement for the existing playground.</li> </ul>	<p>United Nations Development Corporation (UNDC)</p>	<p>short-term</p>

**D. STREETS AND TRANSPORTATION**

Recommendation (See Chapter 4 for details)	Responsibility for Implementation	Timeframe
<p><b>a. Streets</b></p> <ul style="list-style-type: none"> <li>i. Provide more and improved access to waterfront</li> <li>ii. Provide street access and remapping incorporating proposals at Con Edison Waterside properties and the Bellevue/NYU Medical Center Campus                             <ul style="list-style-type: none"> <li>Remap and extend 16th Street</li> <li>Remap 26th, 29th, 30th, 39th and 40th Streets</li> </ul> </li> <li>iii. Conduct a study for traffic calming measures in CB6</li> <li>iv. Develop uniform standards for security barriers (including bollards) or other security measures (landscaping, street furniture)</li> </ul>	<ul style="list-style-type: none"> <li>New York City DOT</li> <li>Con Edison</li> <li>NYU School of Medicine</li> <li>New York City DOT</li> <li>New York City Department of City Planning</li> <li>Public Service Commission</li> <li>FSM East River Associates LLC</li> <li>New York State Department of Transportation</li> <li>New York City Department of City Planning</li> </ul>	<p>long-term</p>
<p><b>b. Subways/Commuter Rail</b></p> <ul style="list-style-type: none"> <li>i. Endorsement of 2nd Ave. Subway stations at 14th, 23rd, 34th, 42nd and 55th streets</li> <li>ii. Provide pedestrian transfer via underground tunnel from Second Avenue Subway station stop to No. 7 line at Grand Central Station, and from 55th Street station to E and V Lines at 53rd</li> <li>iii. Add an Avenue A entrance to the First Avenue/14th Street station on the L Line</li> </ul>	<ul style="list-style-type: none"> <li>Metropolitan Transportation Authority</li> <li>Metropolitan Transportation Authority</li> <li>Metropolitan Transportation Authority</li> </ul>	<p>long-term</p>
<p><b>c. Buses, Taxis and Limousines</b></p> <ul style="list-style-type: none"> <li>i. Re-route buses to support new developments</li> <li>ii. Locate bus stops with a view to facilitating inter-modal transfer</li> <li>iii. Explore sites for black car and commuter bus layovers, parking and rest stops</li> </ul>	<ul style="list-style-type: none"> <li>Metropolitan Transportation Authority</li> <li>Metropolitan Transportation Authority</li> <li>New York City Department of Transportation</li> </ul>	<p>long-term</p>
<p><b>d. Parking</b></p> <ul style="list-style-type: none"> <li>i. Eliminate waterfront parking</li> <li>ii. Amend Zoning Resolution text to change accessory parking in R10 districts</li> </ul>	<ul style="list-style-type: none"> <li>New York City Department of City Planning</li> </ul>	<p>long-term</p>
<p><b>e. Helicopters, Ferries, and Intermodal Transfer Points</b></p> <ul style="list-style-type: none"> <li>i. Eliminate Heliport at 34th Street</li> <li>ii. Develop waterfront to accommodate intermodal transfer points</li> </ul>	<ul style="list-style-type: none"> <li>New York City Economic Development Corporation</li> </ul>	<p>long-term</p>
<p><b>f. FDR Drive</b></p> <ul style="list-style-type: none"> <li>i. Create pedestrian bridges over the FDR Drive to contribute to pedestrian access to the waterfront</li> <li>ii. Relocate southbound exit of FDR Drive from 15th to 14th Street and re-open 14th Street east of Avenue C</li> <li>iii. Study feasibility of eliminating northbound exit ramp at 42nd Street</li> </ul>	<ul style="list-style-type: none"> <li>New York State DOT</li> <li>New York State DOT</li> <li>New York State DOT</li> </ul>	<p>long-term</p>
<p><b>g. Bicycles</b></p> <ul style="list-style-type: none"> <li>i. Create network of dedicated and safe bicycle routes</li> <li>ii. Encourage bicycle parking in garages</li> <li>iii. Study the feasibility of making permanent the current outboard roadway (ODR) or other pedestrian/bikeway options which would connect 53rd Street to 63rd Street outboard of the FDR Drive</li> </ul>	<ul style="list-style-type: none"> <li>New York City DOT</li> <li>New York City DOT</li> <li>New York City DOT</li> </ul>	<p>long-term</p>

# APPENDIX A: 197a Plan Goals

According to subsection 4.020b of Section 197a of the New York City Charter: “A plan shall set forth goals, objectives, purposes, policies or recommendations that are within the legal authority of the City to undertake.” The following items are recommendations by Community Board 6 that concern the United Nations. While physically part of New York City, the UN is located on sovereign land which is not technically part of New York City and therefore recommendations concerning the UN are not within the legal authority of the City to undertake. Community Board 6 acknowledges this fact and urges the City to seek ways in which to work cooperatively with the UN achieve the following two goals:

- Encourage City’s partnership with UN International School to provide outboard access around the school (while recognizing UNIS security concerns);
- Where feasible on UN sovereign land, enable public access to the UN Park (CB 6 resolution April 1991).

**Additional items that are beyond the authority of the City include:**

- Any new buildings within the Special Public Access District should provide waterfront mitigation and maintenance (see previous section A. Land Use and Zoning Recommendations, h. Public Access Zoning, h.i).

**Con Edison, East River Generating Station**

- In the long-term, Con Edison must secure the East River Generating Station. This will allow the City to relocate southbound exit of FDR Drive from 15<sup>th</sup> Street to 14<sup>th</sup> Street and re-open 14<sup>th</sup> Street east of Avenue C, restoring the street grid and public access.

**Heliport at 34<sup>th</sup> Street**

- Community Board 6 supports elimination of the heliport at 34<sup>th</sup> Street.



## APPENDIX B:

### Evidence of Public Participation

	<b>Page</b>
Public Hearing, 197a Plan	1
Scope for 197-a Plan	5

### Community Board 6 Board Resolutions

<b>Resolution</b>	<b>Page</b>
March 2005 Resolution on Peter Cooper Village and Stuyvesant Town	14
June 2004 Resolution on 197-a Plan	16
March 2004 Resolution on Waterside Adaptive Reuse	17
April 2003 Resolution on 197-a Plan	18
September 2002 Resolution on Con Ed DGEIS	19
May 2002 Resolution on 14 <sup>th</sup> Street Subway Station	23
January 2002 Resolution on Restoration	24
January 2002 Resolutions on Subway Alignment at 23, 34 and 42 Streets	25
November 2001 Resolution on East River Science Park	28
October 2001 Resolution on Bellevue Disposition	31
February 2001 Resolution on Con Edison Repowering	33
October 2000 Resolution on Con Edison Repowering	35
December 1999 Resolution on RFEI from EDC for the redevelopment of Bellevue Hospital Center	36
April 1999 Resolution on Land Use Policy	38
February 1999 Resolution on Zoning Loopholes	40
April 1991 Resolution on ESRA report for CB6 South	42
March 1987 Resolution on 421a	44
March 1987 Resolution on Inclusionary Housing	46
November 1985 Resolution on Bellevue Campus Proposal	48



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 Fax: (212) 319-3772

e-mail [mancb6@verizon.net](mailto:mancb6@verizon.net)

Web site [cb6mny.org](http://cb6mny.org)

Timothy McGinn  
Chair

Toni Carlina  
District Manager

### Public Hearing – 197-a Plan

Ellen Imbimbo, Chair of the 197-a Plan Sub-committee stated that after six-months of considerable effort by the Sub-Committee, the 197-a Plan has come to fruition. She then introduced the consultants Frank Fish and Bonnie Braine of Buckhurst, Fish & Jaquemart. Before the consultants conducted the slide presentation, Ellen asked Ed Rubin, Chair of the Land Use Committee, to make a few comments.

Ed gave a brief history on the Community Board's decision to develop a 197-a Plan. Over the last few years the Land Use, Transportation and Parks Committees have reviewed proposals for a number of major development projects. They have consisted of the proposed United Nations building and its mitigation, the replacement for Robert Moses Park, the Con Edison site redevelopment, the East River Science Park at Bellevue Hospital, construction of the Second Avenue Subway; the reconstruction of the FDR Drive, (59<sup>th</sup> Street and 34<sup>th</sup> Street areas), the 34th Street Heliport reconstruction and the new Ferry Terminal. With all of this proposed redevelopment and the number of agencies involved, it was apparent that many agencies were unaware of efforts by other agencies. At this point CB6 decided that an overall concept was needed for the area on the eastside of Manhattan from Second Avenue over to the East River, where many of these projects are under development. It was at this point that CB6 decided to do a 197-a Plan.

At about the same time Assembly Member Sanders decided to convene a meeting of all city and state agencies. At this meeting, the city agreed they would coordinate all efforts by their agencies under the aegis of the Dept. of City Planning (DCP). Nevertheless, CB6 thought that an overall concept and vision was needed to provide DCP with CB6's thoughts on what would represent sensible development. In addition, CB6 hoped the 197-a Plan would be a framework and would be presented in a non-controversial manner, so that the various agencies would be encouraged to provide their input. The City Charter enables 197-a Plan as a way of allowing community boards to present their views on development concepts for their community, and would set important parameters which would help shape zoning, land use, urban design, the locations of parks,

and the way the transportation system is developed to accommodate change.

Since so many of these major development projects were imminent CB6 wished to develop and adopt a plan quickly, despite the fact that DCP may take up to 2 years for its work. Thus, CB6 is asked to approve a 197-a Plan that on June 9, 2004 which would represent its official statement.

Ellen commented that summary copies of the 197-a Plan, which had been handed out to the board members incorporates the transportation and open space needs. It is CB6's statement about its vision for the future development of this study area. It is astonishing to realize that here in midtown Manhattan there is still room for as much development as is being proposed.

Frank Fish thanked Irene Perveri, Chair of the East Side Rezoning Alliance, for its work in providing the funding for the 197-a Plan.

Frank stated that he met on numerous occasions with the 197-a Subcommittee in the development of the plan. He said the study area comprises 100' west of Second Avenue over to the East River, stretching from 14<sup>th</sup> to 59<sup>th</sup> Streets. This area has a population that is bigger than most towns in New York City and New York State legislation allows every town or municipality to develop what is called a comprehensive plan. He stated that CB6's 197-a Plan is a comprehensive plan, a so-called "master" plan for our community. Frank mentioned the very significant new proposals and developments, reiterating those mentioned by Ed Rubin.

Mr. Fish then reviewed, through a slide presentation, the proposed recommendations for the 197-a Plan.

### **Comments**

Ellen commented that the recommendations integrate the work that the board has done over a long period of time, and many of the suggestions incorporated in the 197-a Plan are already Board policies, reflected in adopted resolutions. Therefore, the 197-a Plan recommendations will be our integrated comprehensive community vision. The resolution will be discussed during the business session of the meeting.

- Q. Bill Oddo-** will there be an opportunity to discuss the graphics during the business session?
- A. Ellen Imbimbo-**Yes. Everything is in the handout in your package.

THE CITY OF NEW YORK  
COMMUNITY BOARD SIX MANHATTAN  
866 United Nations Plaza – Suite 308  
New York, NY 10017-1977

(212) 319-3750

Fax: (212) 319-3772

E-mail mancb6@verizonesg.net

Web site: cb6mny.org

Toni Carlina - District Manager

FAX

To: Ellen Imbimbo Fax # 212-345-4832

From: Jane # of Pages including cover 4

Date: 5-17-04

Subject: Requested info on 197-a Plan MTCs

NOTES:

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---

**CONFIDENTIALITY NOTICE:**  
This facsimile contains information which is confidential and which may also be legally privileged. This information is intended to be used only for the use of the individual or entity named on this transmission sheet. If you are not the intended recipient, you are hereby notified that any disclosure, copying, distribution or use of this telecopied information is strictly prohibited. Receipt by anyone other than the intended recipient is not a waiver of any attorney-client or work product privilege.

The City of New York



# MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 Fax: (212) 319-3772

e-mail [mancb6@verizon.net](mailto:mancb6@verizon.net)

Web site [cb6mny.org](http://cb6mny.org)

Timothy McGinn  
Chair

Toni Carlina  
District Manager

## 197-a Plan MTGS.

2004 May 5<sup>th</sup>

April 4<sup>th</sup> + 21<sup>st</sup>

March 3<sup>rd</sup>

Feb. 4<sup>th</sup>

Jan. 7<sup>th</sup>

2003 Dec 3<sup>rd</sup>

Nov. 4<sup>th</sup>

Oct. 1<sup>st</sup>

Sept. 3<sup>rd</sup>

Aug. none - cancelled

Land Use Committee  
Of  
Manhattan Community Board Six

RECEIVED  
APR 03 2003  
CB6M

## Manhattan Community Board Six Scope for 197a Plan

3 April 2003

This draft is intended to establish the content and geographical extent of a 197a plan to be prepared for and by Community Board Six.

This 197a plan will be, in a sense, the collected work of Community Board Six. It is based on the deliberations and investigations of the board in response to the many planning issues that it has considered over the years. These are recorded in resolutions and consultant reports. The plan draws from this history its lessons and policies and organizes them as a comprehensive set of proposals and policies to guide the future of Community District Six.

Although the 197a plan applies in general to the entire district, in a physical sense it applies to the portions in which change is anticipated. This includes the entire waterfront between 14 and 59 Streets and in some areas, such as stations for the Second Avenue subway, it extends to the west of Second Avenue. Anticipated changes in the district include the rebuilding of portions of the FDR Drive, the redevelopment of parts of the Bellevue Hospital and NYU Medical Center campus, the decommissioning and redevelopment of Con Edison's Waterside properties, a new building for the United Nations, the construction of the Second Avenue subway, the establishment of a more robust ferry system including intermodality at 23, 34, and 42 Streets, and the incremental implementation of a continuous waterfront esplanade and other public open spaces.

This is a time of great possibilities for Community District Six and for New York City. Seldom does so much change occur at once in a concentrated and mature urban place. Seldom is there such potential for 1 + 1 to equal 3 or more. The risk, of course, is that the proponents of each project will narrowly circumscribe their scope and fail to engage productively with the adjacent projects. Community Board Six finds itself in the special position of seeing the forest as well as the trees and offers this 197a plan as an invitation to constructive cooperation.

### **Streets**

To make the best use of the streets, highways, and riverfront in Community District Six for its neighborhoods and for the City.

Remap missing and demapped streets:

- 40 and 39 Streets east of First Avenue for visual and pedestrian access to the waterfront and for access to buildings to be developed on the Con Ed site. (See reso re: Con Edison DGEIS, Sep 02.)
- 30 Street east of First Avenue to ensure its continued use as a street for access to the FDR Drive and to Bellevue. (See reso. re: CB6 Statement on Bellevue Disposition by HHC, Oct 01.)
- 29 Street east of First Avenue for visual and pedestrian access to the waterfront and for access to buildings to be developed on the Bellevue site. (See reso. re: CB6 Statement on Bellevue Disposition by HHC, Oct 01, and reso. re: East River Science Park – Land Disposition & Zoning Changes, Nov 01.)
- 28 Street east of First Avenue. (See reso. re: CB6 Statement on Bellevue Disposition by HHC, Oct 01.)
- 27 Street east of First Avenue. (See: Bellevue Comprehensive Plan by Westermann-Miller Associates, Dec 73.)
- 26 Street east of First Avenue
- 16 Street east of Avenue C for visual and pedestrian access to the waterfront and for access to the “Con Ed” ball fields. (See reso. re: To Adopt the Buckhurst, Fish & Jaquemart Report re the Con Edison Proposed Repowering at 14 Street, Feb 01.)

#### Highway access:

- Relocate the southbound exit of the FDR Drive from 15 Street to 14 Street to bring traffic directly to the wide cross-town street and allow the use of 15 Street for Con Ed. (See reso. re: To Adopt the Buckhurst, Fish & Jaquemart Report re the Con Edison Proposed Repowering at 14 Street, Feb 01.)
- Examine the feasibility of eliminating the northbound exit from the FDR Drive at 42 Street to facilitate access to the waterfront and because it is frequently closed for UN security needs.
- Develop an integrated traffic and highways plan with City and State DoT recognizing new development proposals including the new building for the United Nations, Con Edison’s Waterside properties, and the Bellevue/NYU campus.

#### Traffic Calming:

- Narrow roadways and widen sidewalks, for example 33 and 30 Streets adjacent to Kips Bay, to provide more space for pedestrians and trees and to slow local traffic.
- Bulb sidewalks at crosswalks, particularly on residential side streets, to make crossing easier, provide space for street furniture, and slow local traffic.

## Street Furniture:

- Review existing regulations to require adequate pedestrian circulation space around sidewalk cafes, bus stop shelters, subway station entrances, newsstands, and other street furniture.
- Review existing regulations to better organize and locate newspaper honor boxes.
- Establish standards for the size and fencing of tree beds, for consistency of pedestrian ramps at intersections, for the design of telephone booths and other street furniture, for fencing at areaways and cellar stairs, and for other features that effect the usefulness, safety, and amenity of our streets.

**Open Space** To increase the amount of useful, active and passive, public open space serving residents, workers, and visitors in Community District Six, which is uniquely challenged in this respect.

## Parks

- Relocate the "Con Ed" ball fields to the larger area on the north side of 16 Street, adjacent to Murphy Park, and map as park. (See reso. re: To Adopt the Buckhurst, Fish & Jaquemart Report re the Con Edison Proposed Repowering at 14 Street, Feb 01.)
- ✓• Develop and map as park part of the block west of First Avenue between 36 and 37 Streets containing the portals of the Queens Midtown Tunnel.
- ✓• Develop and map as park a deck above a rebuilt FDR Drive between 42 and 38 Streets, in coordination with the remapping of 40 and 39 Streets and the development of the Con Ed properties.
- ✓• Develop and map as park median space above the FDR Drive between 35 and 33 Streets if the FDR Drive is rebuilt as an underpass at 34 Street.
- ✓• Develop and map as park a deck above a rebuilt FDR Drive between 28 and 30 Streets, in coordination with the remapping of 29 Street and the development of part of the Bellevue campus.
- ✓• Relocate Robert Moses Park to 685 First Avenue or another suitable nearby location if a new building for the United Nations is to be built on Moses Park.
- Consider public acquisition and development of critical open space, paid for through general public funds, rather than relying on new development to provide open space which is often inadequate in return for buildings that are often disproportionately tall. (See: Reactions of Community Board Six to the Strategic Policy Statement from the Borough President's Office, 15 Oct 90.)

## On-site and Off-site Open Space:



- Provide on- and off-site public open space as part of the development of Con Edison's Waterside properties to help mitigate the increased density and serve the existing and new population.
- Provide on- and off-site public open space as part of the redevelopment of the Bellevue/NYU campus to help mitigate the increased density and serve the existing and new population.
- Provide on- and off-site public open space as part of the development of new facilities for the United Nations to help mitigate the increased density and serve the existing and new population.

#### Esplanade:

- ✓ • Complete a continuous esplanade along the entire riverfront of Community District Six, linking esplanades to the north and south, and having frequent and convenient access from the adjoining neighborhoods, ideally at every cross-town street. (See: Land Use Policy – CB#6, 25 Apr 89.)
- ✓ • Widen the esplanade between 13 and 15 Streets to better connect East River Park and Stuyvesant Cove Park, probably in conjunction with reconfiguring the Con Ed fueling pier, moving the southbound exit of the FDR Drive from 15 to 14 Street, and adding a pedestrian bridge spanning the FDR Drive at 16 Street. (See reso. re: To Adopt the Buckhurst, Fish & Jaquemart Report re the Con Edison Proposed Repowering at 14 Street, Feb 01.)
- ✓ • Improve and complete the esplanade between 23 and 34 Streets, including a way around the UN School, pedestrian bridges spanning the FDR Drive at 27 Street between Bellevue and Waterside and at 29 Street, a ferry landing at 23 Street, and improvements to the Water Club and the heliport.
- ✓ • Extend the esplanade at Glick Park, between 36 and 38 Street, north to connect to 42 Street and improve it south to 34 Street, providing street crossings at 35 and 36 Streets, pedestrian bridges over the FDR Drive at 39, 40, and 41 Streets, an improved ferry landing near 34 Street, a new ferry landing at 42 Street, considering both interim improvements and long term improvements coordinated with the rebuilding of the FDR Drive, the development of the Con Ed properties and the development of a new building for the United Nations.
- ✓ • Provide an esplanade past the United Nations between 42 and 48 Streets, including pedestrian access at 42 and 49 Streets and possibly through the UN grounds near 46 Street. This might be provided as a density-ameliorating amenity to mitigate the development of a new building for the United Nations and as an open space alternative to mitigate the access restrictions resulting from the increased security of the United Nations grounds.
- ✓ • Improve the esplanade between 48 and 54 Streets, including a pedestrian bridge across the FDR Drive at 54 Street.
- ✓ • Provide an esplanade between 54 and 60 Streets.

- All sections of the esplanade should be designed to include commodious circulation space for pedestrians, joggers, skaters, and bicyclists as well as quiet, contemplative spaces.

**Transportation** To improve transportation systems serving Community District Six and the City.

Second Avenue Subway:

- Locate stations to serve Community District Six at 14 Street, 23 Street, 34 Street, 42 Street, and 54 Street. (See resos. re: 2 Avenue Subway Alignment Recommendation – 54 Street Vicinity, Dec 01, and re: 2 Avenue Subway Station Alignment in the vicinity 23 Street, 34 Street, and 42 Street, Jan 02, and re: Proposed 14 St. Station on the Second Avenue Subway, May 02.)
- Locate station entrances to provide convenient access. For the 14 Street station place entrances at the northeast and northwest corners of 14 Street (omitting any recommendation as to south of the center of 14 Street) and the southeast and southwest corners of 15 Street. For the 23 Street station place entrances at all four corners of 23 Street and as close to the south side of 27 street as possible. For the 34 Street station place entrances at all four corners of 34 Street. For the 42 Street station place entrances at midblock between 40 and 41 Streets, at all four corners of 42 Street, and as close to the south side of 45 Street as possible. For the 54 Street station place entrances at all four corners of 53 Street, all four corners of 55 Street, and all four corners of 57 Street. (See resos. re: 2 Avenue Subway Alignment Recommendation – 54 Street Vicinity, Dec 01, and re: 2 Avenue Subway Station Alignment in the vicinity 23 Street, 34 Street, and 42 Street, Jan 02, and re: Proposed 14 St. Station on the Second Avenue Subway, May 02.)
- At the 42 Street station include a mechanically assisted pedestrian connection to Grand Central Terminal and a transfer with the IRT 7 line. (See reso. re: 2 Avenue Subway Station Alignment in the vicinity 42 Street, Jan 02.)

Existing Subways:

- Consider adding an Avenue A entrance to the First Avenue station of the L service on 14 Street.

Buses:

- Route buses to best serve Community District Six, making adjustments in the medium term to respond to new development, such as Con Edison's Waterside properties, and in the longer term, to the introduction of the Second Avenue subway.
- Locate bus stops to allow convenient transfers with other buses, with subways, and with ferries.

#### Helicopters:

- Consider how to minimize the conflict between the noise of helicopters and the use of nearby open space and buildings, particularly along the waterfront.
- Make the 34 Street heliport only for emergencies and/or relocate it to the Bellevue/NYU campus.

#### Ferries:

- Provide frequent ferry landings, perhaps at each wide cross town street and/or cross town bus route to allow convenient access to ferry service, particularly at 34 and 42 Streets and, when feasible, at 23 Street.

#### Tour Buses:

- Parking? See Sanitation Vehicles, below.

#### Black Cars:

- Layovers, parking?

#### Taxis:

- Rest facilities?

#### Sanitation Vehicles:

- Consider whether a sanitation garage is feasible within Community District Six. Would a location between 16 and 17 Streets between Avenue C and the FDR Drive be feasible? Could such a facility, located underground, accommodate tour and commuter buses during the day while the sanitation vehicles are working? Could the roof, located at street level, be used for active recreation for team sports?

#### Commuter Buses:

- Parking? See Sanitation Vehicles, above.

#### Bicycles:

- Provide a network of bicycle routes, including dedicated lanes and a complete waterfront route with detours around portions of the waterfront that are not yet accessible.
- Provide parking for bicycles both on street and in garages.

#### Commuter and Inter-city Railroads

- Reconstruction of the emergency egress stairs and ventilation towers at First Avenue and 33 Streets for the East River tunnels for Pennsylvania Station.

## Land Use

To achieve appropriate mixes, locations, and densities of activities so as to maintain the predominantly residential character of Community District Six while accommodating specialized nonresidential uses including Bellevue/NYU and the United Nations so as to accomplish the best use of land within the district.

### United Nations:

- Provide for the space needs of the United Nations without displacing or disrupting the neighborhood in which it resides.

### Con Edison Waterside Properties:

- Provide for the redevelopment of Con Edison's Waterside properties in ways that maintain the history and character of the area, complement the adjacent residential neighborhoods, and respect the United Nations.

### Bellevue Campus:

- Map as a Special Hospital District as recommended by ESRA study in February 1991 in order to provide for the space needs of Bellevue/NYU without displacing or disrupting the neighborhood in which it resides. (See reso. Apr 91.)

### Education:

- Provide additional schools, including probably a pre-K through 5 facility as part of the redevelopment of Con Edison's Waterside properties. (See reso. re: Con Edison DGEIS, Sep 02.)

### Housing:

- Ensure a mixture of housing in the community, including 20% of the apartments to be affordable in the redevelopment of Con Edison's Waterside properties. (See reso. re: Con Edison DGEIS, Sep 02.)
- New affordable housing should be integrated in the same buildings and on the same floors as market rate housing, and the demolition or conversion of affordable housing should be discouraged. (See: Land Use Policy – CB#6, 25 Apr 89.)
- Programs should be crafted to provide affordable housing for the life of the property, not for the term of the incentive.

### Community Facilities:

- Provide for state-of-the-art day care facilities.
- Eliminate the larger floor area ratios for community facilities in R7 and R8 districts. (See reso. re: Zoning Loopholes, Feb 99.)
- Eliminate rear yard encroachments – the full extension into the rear yard below 23 feet by a community facility use. (See reso. re: Zoning Loopholes, Feb 99.)
- Redefine community facility uses, such as medical offices, religious buildings, and social service clinics, to distinguish between wide and narrow street locations. (See reso. re: Zoning Loopholes, Feb 99.)

Central Business District:

- Craft a policy for rezoning east of Third Avenue to ensure that commercial office development does not extend east into and displacing the residential neighborhoods of Community District Six.

**Preservation** To retain buildings and spaces of aesthetic, historic, or cultural significance that enhance the character and interest of Community Board Six's neighborhoods.

Stuyvesant Town and Peter Cooper Village:

- Map as Special Planned Community as recommended by ESRA study in 1991. (See reso. Apr 91.) Stuyvesant Town is particularly well planned and also vulnerable to development.

Bellevue Hospital:

- Consider remaining original buildings for designation as landmarks.

Waterside Generating Stations One and Two:

- Consider for designation as landmarks.
- Identify economically viable reuses.

United Nations:

- Where feasible, enable public access to park, esplanade, and playground.

**Urban Design** To conserve the character of the existing built urban fabric and to shape it to make the public realm more informative and pleasurable.

Contextual Development:

- Map additional contextual zoning districts to maintain the existing built character of streets and Avenues that have not yet been so protected. (See: Land Use Policy – CB#6, 25 Apr 89.)
- Map additional tower-on-a-base zoning districts to maintain the existing built character of streets and avenues that have not yet been so protected.
- Not allow additional height or zoning floor area for community facility uses in order to avoid excessively large buildings that would violate the established scale and character of existing neighborhoods.
- Remap missing and demapped streets to ensure that buildings are subject to zoning height and setback and street-wall requirements.

#### Bellevue:

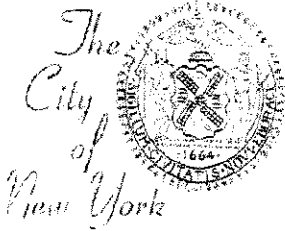
- Consider how to ensure that the redevelopment of the Bellevue/NYU campus is as good as it can be. (See reso. re: Response to request for expressions of interest (RFEI) by the Economic Development Corporation (EDC) in conjunction with the Health and Hospitals Corporation (HHC) for the redevelopment of surplus portions of the Bellevue Hospital Center between East 28 and 30 Streets, Dec 99, and reso. re: Bellevue Hospital Campus Proposal, Nov 85, with 12 point addendum.)

#### Con Edison Waterside Properties:

- Consider a large-scale residential special permit to ensure that the public spaces and the envelopes of new buildings on Con Edison's Waterside properties are compatible with the existing urban fabric.

#### United Nations:

Consider a special zoning district or other rules to ensure that buildings adjacent to the grounds of the United Nations, including the building proposed on Robert Moses Park and those proposed on the Con Edison properties, are respectful in terms of height, shape, and scale, particularly with reference to the height and symbolism of the Secretariat.

**MANHATTAN COMMUNITY BOARD SIX**

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

e-mail [mn06@cb.nyc.gov](mailto:mn06@cb.nyc.gov)Web site [cb6mny.org](http://cb6mny.org)**March 2005**Caroi A. Schachter  
*Chair*Toni Carlina  
*District Manager***Re: Nomination of Stuyvesant Town and/or Peter Cooper Village, individually or jointly, as Special Planned Community Preservation District (s).**

**Whereas**, Stuyvesant Town, a planned superblock residential community is bounded by East 14th Street, Avenue C, the Franklin D. Roosevelt Service Road (a/k/a Avenue C), East 20th Street and First Avenue, in Community Board 6 (CB6), Manhattan, and

**Whereas**, Peter Cooper Village is, similarly, a planned superblock residential community of about nine square blocks, estimated as being 19 acres, bounded by East 20th Street, the Franklin D. Roosevelt Drive Service Road (a/k/a Avenue C), East 23rd Street and First Avenue, in CB6, and

**Whereas**, planning and approval for the construction of Stuyvesant Town began in (approximately) 1941, approval by the Board of Estimate was granted in 1943, in some measure as a slum clearance project that included tax abatements as part of a public - private funding partnership, and

**Whereas**, Stuyvesant Town is comprised of 35 buildings (up to 14 stories high) on a 30 square block, 72 acre site, with 8755 apartments designed for a population of approximately 24,000, with garage space for 3000 cars with the buildings occupying about 23 percent of the super-block site, and

**Whereas**, Cooper was fully privately funded, but was similarly built as a planned community (1945 - 1949), and is 21 buildings, with 2495 apartments, from 12 to 15 stories high with a population estimated at between 5000 and 6500 persons, and

**Whereas**, the New York City Planning Commission (CPC) is responsible for zoning Special Planned Community Preservation Districts (SPCPD) within New York City, and

**Whereas**, the criteria for designation as a SPCPD is to promote and protect superior examples of town planning or large-scale development and to protect the character and integrity of these unique communities, and

**Whereas**, Stuyvesant and Cooper, individually or jointly, comprise a unique community and have a quality of significance in American architecture and culture, possess integrity of location, design, setting, and materials, have significance which cumulatively exceeds the total of the components, and consist of buildings and open space arrangement, harmonious scale that adds to the quality of urban life, and

**Whereas**, CB6 has received widespread support for SPCPD designation for Stuyvesant Town and Peter Cooper from elected officials including Congress Member Carolyn Maloney, State Senator Thomas Duane, State Assembly Member Steve Sanders, and City Council Member Eva Moskowitz; from groups including the East Side Rezoning Alliance, the Stuyvesant Town/Peter Cooper Village Tenants Association, and from many area residents, and

Whereas, Community Board 6 in it's recent resolution for a 197-a Plan support such a designation for Stuyvesant Town and Peter Cooper Village, now

**Therefore be it**

**Resolved**, that Stuyvesant Town, a planned superblock residential community, bounded by East 14th Street, Avenue C, the Franklin D. Roosevelt Service Road (a/k/a Avenue C), East 20th Street and First Avenue, in the view of Community Board 6 (CB6), Manhattan, meets the understood criteria of the New York City Planning Commission, and so should be designated as a Special Planned Community Preservation District, and **be if further**

**Resolved**, that Peter Cooper Village, similarly a planned superblock residential community, bounded by East 20th Street, the Franklin D. Roosevelt Drive Service Road (a/k/a Avenue C), East 23rd Street and First Avenue, also in CB6, and similarly, in the opinion of CB6, meets the criteria for designation of the New York City Planning Commission as a Special Planned Community Preservation District, and should be so designated.

**VOTE: 19 in Favor 9 Opposed 1 Abstention 0 Not Entitled**





**MANHATTAN COMMUNITY BOARD SIX**  
866 United Nations Plaza – Ste. 308, New York, NY 10017  
Phone: (212) 319-3750 Fax: (212) 319-3772  
e-mail [mancb6@verizon.es.net](mailto:mancb6@verizon.es.net)  
Web site: [cb6mny.org](http://cb6mny.org)

Timothy McGinn  
Chair

Toni Carlina  
District Manager

**JUNE 2004**

**RE: 197-A Plan**

**WHEREAS**, there is an extraordinary number of large-scale development projects within Community Board 6 currently being planned, such as a new UN building, the redevelopment of the Con Edison site, relocation of Robert Moses Park, building the Second Avenue Subway, reconstruction of the FDR Drive, a new heliport and ferry terminal at 34th Street, among others and

**WHEREAS**, Community Board 6 values its residential community and its scale and its contribution to the life of the City, and

**WHEREAS**, Community Board 6 also values the institutions that exist within its borders, its sense of place and the history of the area as it evolved over time, while recognizing the need for change and renewal, and

**WHEREAS**, Community Board 6 wishes to enlarge and preserve to the maximum extent possible its open space, its street grid, quality of life, and enjoyment of the waterfront which contribute to the enhancement of life in our Board area, and

**WHEREAS**, under the City Charter Community Board 6 has the opportunity to express its vision for the community incorporating all these values as the cited projects and others mature and develop and

**WHEREAS**, Community Board 6 hired a consultant Buckhurst, Fish, Jacquemart to develop a 197-A Plan for the area west of Second Avenue over to the East River under its direction and has worked for many months to document the Board's vision and hone its view of the future, now therefore be it

**RESOLVED**, that Community Board 6 adopts the June 2004 197-A Plan and its Recommendations dated June 2004 as a statement of policy for future action which will be transmitted to City Planning for its consideration, and be it further

**RESOLVED**, that Community Board 6 urges the City Planning Commission to adopt the 197-A Plan as presented and to incorporate the Plan and Recommendations into its planning for the Community Board 6 area covered by the study, and be it further

**RESOLVED**, that Community Board 6 urges its elected officials to join Community Board 6 in this effort so that, to the maximum extent possible this vision will become reality.

**VOTE: 36 in Favor 0 Opposed 1 Abstention 0 Not Entitled**



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 Fax: (212) 319-3772

e-mail [mancb6@verizonese.net](mailto:mancb6@verizonese.net)

Web site [cb6mny.org](http://cb6mny.org)

March 2004

Timothy McGinn  
Chair

Toni Carlina  
District Manager

### Re: The Adaptive Reuse of Waterside One and Two Generating Plants

**Whereas** CB6 has commented in detail on the DGEIS prepared for the disposition of the Con Ed Waterside Generating Station; and

**Whereas** the CB6 resolution commenting on the DGEIS stated in item 6 of the third Resolve "": That the portions of the Waterside Generating Station built at the beginning of the 1900's not be destroyed before a serious and fair analysis of their reuse has been performed". (see attached resolution); and

**Whereas** the FGEIS is complete, and there has not been a "serious and fair analysis" of Waterside 1 or Waterside 2 in the FGEIS, or by the proposed developer, East River Realty; and

**Whereas** CB6 has taken the position that an analysis of the adaptive reuse of the two historic generating stations could result in an interesting mix of uses at the site, a more creative massing of buildings with varied scale, and the preservation of a piece of the remaining historic East River industrial zone; and

**Whereas** the Municipal Arts Society believes that the power plants meet the eligibility requirements for the National Register of Historic Places, (see attached letter from Frank Sanchis); and

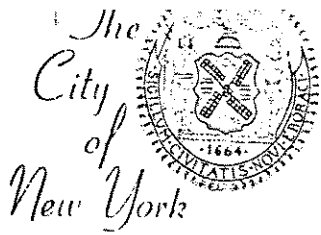
**Whereas** Andrew Dolkart of Columbia University has written of the significance of the Waterside power plants (See Attached letter); now

**Therefore be it**

**Resolved** that CB6 urges the Public Service Commission to acknowledge the omission of a serious and fair analysis of the adaptive reuse of Waterside 1& 2 from the FEIS and to remedy this defect prior to its adoption and the approval of sale of the Con Ed Properties, and be further

**Resolved** that the Department of City Planning give serious consideration to the adaptive reuse of Waterside One and Waterside Two when considering the rezoning of Con Ed Waterside site.

**VOTE:**        30 in Favor    1 Opposed    0 Abstention    0 Not Entitled



**MANHATTAN COMMUNITY BOARD SIX**  
866 United Nations Plaza – Ste. 308, New York, NY 10017  
Phone: (212) 319-3750 Fax: (212) 319-3772  
e-mail mancb6@verizon.esg.net

Timothy McGinn  
Chair

Toni Carlina  
District Manager

April 2003

**RE: 197-a Plan for areas of CB6 east of 2<sup>nd</sup> Avenue.**

**WHEREAS**, in response to the many planning issues that it has considered over the years and related land use issues Community Board Six has clearly expressed a consistent commentary, recorded in its resolutions and the related projects and reports, that could prove useful in guiding the future of Community District Six; and

**WHEREAS**, the Charter of the City of New York provides for the preparation and adoption of 197a Plans to state the policies and goals of a community and inform the decisions of public and private actors; and

**WHEREAS**, there are many public and private investments currently being contemplated for Community District Six, particularly along First and Second Avenues and the Waterfront, which would each benefit from the synergy that a comprehensive plan could impart; and

**WHEREAS**, none of the proponents of the projects nor any of the agencies that need to approve these changes to the district seem disposed to prepare a comprehensive plan; and

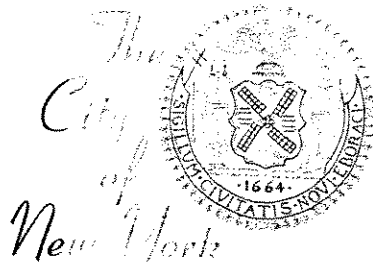
**WHEREAS**, the Land Use Committee has prepared an outline of a possible scope for a 197a Plan; now

**THEREFORE, be it**

**RESOLVED**, that Community Board Six undertakes to prepare and seek adoption of a 197a Plan for Community District Six and to this end:

1. Each committee of the community board will participate in its areas of responsibility,
2. The Land Use Committee will search for and recommend to the Board a consultant to assist with the 197a Plan,
3. The Board will seek appropriate funds to compensate the consultant and to pay other costs of the preparation of the plan,
4. The Board will form a 197a Plan Subcommittee of the Land Use Committee, including representation of other committees, to work with the consultant, to coordinate with the Department of City Planning and other agencies, to draft a plan for approval by the Board and to advocate for adoption of the 197a Plan,
5. The Board will request staff assistance from the Department of City Planning as is provided for the preparation of 197a plans.

**Passed: 33 in Favor 1 Opposed 0 Abstention 0 Not Entitled**



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 Fax: (212) 319-3772

E-mail CB6MGOV@aol.com

Mark Adams Taylor  
*Chair*

Toni Carlina  
*District Manager*

September 2002

### Con Edison Subcommittee of Land Use Committee and Other Committees of Manhattan Community Board Six

#### Re: Con Edison DGEIS

**Whereas**, in response to New York State's program to deregulate the electric industry Con Edison proposed in 1998 to dispose of its steam system, including the Waterside and East River Generating Stations, to a new operator and to dispose of three sites along First Avenue between 35 and 41 Streets, specifically 708 First Av, 685 First Av, and 616 First Av, for redevelopment, and in 1999 modified its proposal so as to retain the steam system, relocate power generation from Waterside to East River, and add Waterside to the properties to be disposed of for redevelopment; and

**Whereas**, in furtherance of this plan Con Edison applied in September 1999 (under Article X of the Public Service Law, case # 99-F-1314) to "repower" the East River Generating Station at 14 Street, applied in March 2001 (under Section 70 of the Public Service Law, case # 01-E-0377) to dispose of the Waterside properties to FSM East River Associates LLC for redevelopment, expects to apply in late 2002 or early 2003 (under the Uniform Land Use Review Procedure) to rezone the Waterside properties, and may apply to decommission Waterside when its generating capacity has been replaced at East River; and

**Whereas**, recognizing that absent the opportunity to sell the Waterside properties Con Edison would have little incentive to relocate power generation from Waterside, business activities from 708 First Ave. and parking from the garage on the bottom three floors of 708 First Av and parking lots on the river front and at 616 and 685 First Av, most of which seems to be intended to go to the East River Generating Station and adjacent properties along the East River near 14 Street, Community Board Six in a November 1999 resolution and consistently since then has argued that all of these actions are inextricably interrelated and must be considered together rather than segmented, in order to best understand their consequences and opportunities; and

**Whereas**, concurrent significant land use and transportation proposals within the ambit of Con Edison's project include:

1. The redesign and reconstruction of the 34 Street Viaduct and the rehabilitation of the FDR Drive between 25 and 42 Streets and, eventually, in the vicinity of 14 Street,
2. A gaggle of proposed buildings for the Bellevue/NYU campus,

3. The East Side Access project to bring LIRR service to Grand Central Terminal,-
4. The design and the continuation of construction of the Second Avenue Subway,
5. An effort, by the Economic Development Corporation, to anticipate the future needs of the United Nations in the community,
6. The expansion of East River ferry service, including the reconfiguration of the ferry landing and bus stop at 34 Street,
7. The completion of Stuyvesant Cove Park,
8. The redevelopment of various sites such as the south side of 34 Street between Second and Third Avenues and the west side of Second Avenue between 36 and 37 Streets;

And

**Whereas**, the Public Service Commission is likely to consider its decision as to the disposition of the Waterside properties through its institutional lens in terms of the value of the site for the production of energy compared to applying the proceeds of its sale to repaying investment and subsidizing operations; and

**Whereas**, Con Edison and FSM East River Associates LLC may intend the generic environmental analysis for the application for the disposition of the Waterside properties to also serve, with supplementation, for site specific environmental analysis of the rezoning application; and

**Whereas**, the Public Service Commission on or about 18 June 2002 released for comment a draft generic environmental impact statement concerning Con Edison's proposal to sell to FSM East River Associates LLC its Waterside properties; and

**Whereas**, the Public Service Commission may permit Con Edison to dispose of some or all of its properties at Waterside and may attach appropriate conditions to such disposition to protect the public interest; and

**Whereas**, although absent the anticipated rezoning application one can but adumbrate many of the impacts and possible mitigations of this project that may arise during the Uniform Land Use Review Procedure review of such an application; now

**Therefore, be it**

**Resolved**, that Community Board Six offers testimony on the following aspects of the DGEIS in keeping with the attached statements and resolutions:

- Land Use, Zoning, and Public Policy (DGEIS Section 2)  
-- by Land Use Committee
- Socioeconomic Conditions (DGEIS Section 3)  
-- by Housing and Homeless Services Committee
- Community Facilities and Services – Police (DGEIS Section 4)  
-- by Public Safety, Environment, and Human Rights Committee

- Community Facilities and Services – Fire (DGEIS Section 4)  
-- by Public Safety, Environment, and Human Rights Committee
- Community Facilities and Services – Schools (DGEIS Section 4)  
-- by Youth and Education Committee
- Community Facilities and Services – Day Care (DGEIS Section 4)  
-- by Youth and Education Committee
- Open Space and Recreation Facilities (DGEIS Section 5)  
-- by Parks, Landmarks, and Cultural Affairs Committee
- Historic and Archaeological Resources – Architecture (DGEIS Section 7)  
-- by Parks, Landmarks, and Cultural Affairs Committee
- Urban Design and Visual Resources (DGEIS Section 8)  
-- by Land Use Committee
- Neighborhood Character (DGEIS Section 9)  
-- by Land Use Committee
- Hazardous Materials (DGEIS Section 10)  
-- by Public Safety, Environment, and Human Rights Committee
- Infrastructure – Electromagnetic Fields (DGEIS Section 11)  
-- by Public Safety, Environment, and Human Rights Committee
- Traffic and Parking (DGEIS Section 12)  
-- by Transportation Committee
- Pedestrians and Transit (DGEIS Section 13)  
-- by Transportation Committee
- Air Quality (DGEIS Section 14)  
-- by Public Safety, Environment, and Human Rights Committee
- Noise (DGEIS Section 15)  
-- by Public Safety, Environment, and Human Rights Committee
- Coastal Zone Management (DGEIS Section 16)  
-- by Transportation Committee and Parks, Landmarks, and Cultural Affairs Committee
- Alternatives – 6 FAR (DGEIS Section 19)  
-- by Land Use Committee
- Alternatives – Adaptive Waterside Reuse (DGEIS Section 19)  
-- by Land Use Committee

**And be it further**

**Resolved**, that Community Board Six asks the Public Service Commission to recognize the impacts described in this testimony and to consider alternatives and mitigation that would address these impacts; and be it further

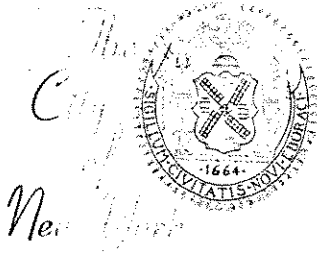
**Resolved**, that Community Board Six recommends that, in the public's interest, the Public Service Commission impose the following conditions on the disposition of Con Edison's Waterside properties:

1. That 39 and 40 Streets between First Avenue and the FDR Drive service road be disposed of to the City to be remapped and used as streets,
2. That if space is needed along the east edge of the properties for the improvement of the FDR Drive it be provided to the New York State Department of Transportation,
3. That if a portion of the site is needed for office space or other purposes by the United Nations it be offered to the United Nations Development Corporation,
4. That there be commitments to provide off-site public open space including:
  - i. The esplanade between 38 and 42 Streets
  - ii. The esplanade between 13 and 15 Streets
  - iii. Enlarged and relocated ball fields between 16 and 18 Streets
  - iv. A deck over the FDR Drive between 38 and 41 Streets
  - v. Parks at the Queens Midtown Tunnel access block,
5. That school space be provided, probably pre-K through 5,
6. That the portions of the Waterside Generating Station built at the beginning of the 1900s not be destroyed before a serious and fair analysis of their reuse has been performed,
7. That the heights of new buildings be limited to 400 feet,
8. That the total zoning floor area of the project be substantially less than is being applied for,
9. That parking be limited to accessory parking and to approximately ten spaces per 100 apartments rather than the 20 spaces per 100 apartments currently allowed by the Zoning Resolution,
10. That 20 percent of the total apartments in the project be affordable under the 80:20 program, which qualifies the project for 421a real estate tax abatement,
11. That a portion of the disposition proceeds be set aside by the Public Service Commission to pay for such mitigation as off-site open space, the school, and historic restoration; and

**And be it further**

Resolved, that Community Board Six requests assurance that the scope of the environmental review of the anticipated rezoning application will not be limited or constrained by the environmental review of the application to the Public Service Commission.

**PASSED: 34 in Favor, 0 Opposed, 1 Abstention, 2 Not Entitled**



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 Fax: (212) 319-3772

E-mail CB6MGOV@aol.com

**MAY 2002**

**3a.**

**RE: Proposed 14<sup>th</sup> St. Station on the Second Avenue Subway**

**WHEREAS**, the Metropolitan Transportation Authority/New York City Transit (MTA/NYCT) has requested the opinion of Community Board 6, Manhattan, on the alignment of a station within the board area, in the vicinity of East 14<sup>th</sup> Street for the proposed Second Avenue subway, for the Draft Environmental Impact Statement (DEIS), now in preparation; and

**WHEREAS**, this station on the new subway line is expected to have a construction impact from 800 to 1000 feet and platform of about 650 feet (three to four blocks long); and

**WHEREAS**, East 14<sup>th</sup> Street and Second Avenue is a significant cross-town surface transportation and pedestrian artery, a commercial and residential hub including local and regional economic activity, hospitals and medical facilities, and is both a point of origin and destination, essentially 24 hours a day; and

**WHEREAS**, there is a substantial residential population immediately north of 14<sup>th</sup> Street and east of First Avenue; and

**WHEREAS**, this station will serve as a transfer to/from the Carnarsie (L) line of the BMT, a major part of the subway system; and

**WHEREAS**, Stuyvesant Square Park, a designated New York City landmark, is on the north side of 15<sup>th</sup> Street, from Nathan D. Perlman to Rutherford Places; and

**WHEREAS**, policy and issues concerning access to the Second Avenue subway on the south side of, and south of, East 14<sup>th</sup> Street is for the deliberations of our colleagues on Community Board 3; now

**THEREFORE, be it**

**RESOLVED**, that Community Board 6, Manhattan, urges the Metropolitan Transportation Authority/New York City Transit (MTA/NYCT) to provide access to the proposed Second Avenue subway on the north side of 14<sup>th</sup> Street on both sides of Second Avenue; and be it further

**RESOLVED**, that similarly, access to the Second Avenue Subway should be provided from the south side of 15<sup>th</sup> Street from both sides of Second Avenue; and be it further

**RESOLVED**, design and construction of this station, and with all stations and components of the Second Avenue subway, will meet or exceed the standards of the Americans With Disabilities Act and will focus aggressively on issues of passenger safety and security.

**PASSED: 38 in Favor, 1 Opposed, 1 Abstention, 0 Not Entitled**



319 / 319 / 319 / 319

**CITY OF NEW YORK**  
**COMMUNITY BOARD SIX MANHATTAN**

866 United Nations Plaza—Ste. 308 Phone: (212) 319-3750 Fax: (212) 319-3772 E-mail CB6MGOV@AOL.COM  
New York, NY 10017

**January 2002**

**RE: RESTORATION WEEKEND SERVICE TO SIXTH AVENUE FROM THE 53<sup>rd</sup> STREET—THIRD AVENUE STATION OF THE INDEPENDENT SUBWAY**

**WHEREAS**, the Metropolitan Transportation Authority/New York City Transit (MTA/NYCT) has made changes to the service at the 53<sup>rd</sup> Street and Third Avenue of the Independent subway (the only station fully within Community Board 6, Manhattan, at this time), beginning December 16, 2001; and

**WHEREAS**, these operational changes ended the 24 hour/7 day a week “F” 6<sup>th</sup> Avenue (Manhattan) service from this station and replaced it with the “V” service, which does not operate on weekends; and

**WHEREAS**, users of this station no longer have weekend access directly to Sixth Avenue and to lower Manhattan and Brooklyn; now

**THEREFORE**, be it

**RESOLVED**, Community Board 6, Manhattan, calls upon the Metropolitan Transportation Authority/New York City Transit to restore direct weekend service to Sixth Avenue, Manhattan, from the 53<sup>rd</sup> Street and Third Avenue station of the Independent subway.

**PASSED: 37 in Favor, 0 Opposed, 0 Abstentions, 0 Not Eligible**

CITY OF NEW YORK  
COMMUNITY BOARD SIX MANHATTAN

866 United Nations Plaza--Ste. 308 Phone: (212) 319-3750 Fax: (212) 319-3772 E-mail CB6MGOV@AOL.COM  
New York, NY 10017

January 2002

**RE: 2ND AVENUE SUBWAY STATION ALIGNMENT IN THE VICINITY 23rd STREET**

**WHEREAS**, the Metropolitan Transportation Authority / New York City Transit (MTA/NYCT) has requested the opinion of Community Board 6, Manhattan, on the alignment of a station within the board area, in the vicinity of East 23rd Street, for the proposed Second Avenue subway, for the Draft Environmental impact Statement, now in preparation; and

**WHEREAS**, 23rd Street is a major cross-town surface transportation and pedestrian artery; and

**WHEREAS**, east of Second Avenue has major residential concentrations both north and south of 23rd Street; and

**WHEREAS**, north of 23rd Street has a high density of medical and health care facilities running north along First Avenue and which should be accessible 24 hours a day, seven days a week; and

**WHEREAS**, between Second and Third Avenues, on and around 23<sup>rd</sup> Street, has a major concentration of educational institutions; now

**THEREFORE**, be it

**RESOLVED**, that the 23rd Station of the proposed Second Avenue subway be accessible from all four corners; and be it further

**RESOLVED**, that the north end of the station be as close to 27<sup>th</sup> Street as is practicable, so as to accommodate the 27th Street pedestrian way serving Bellevue Hospital; and be it further

**RESOLVED**, that in the design and construction of this station, and with all stations and components of the Second Avenue subway, that standards of the Americans With Disabilities Act will be complied with and similarly design will focus aggressively on passenger safety and security.

**PASSED: 36 in Favor, 0 Opposed, 1 Abstentions, 0 Not Eligible**

**CITY OF NEW YORK**  
**COMMUNITY BOARD SIX MANHATTAN**

866 United Nations Plaza—Ste. 308 Phone: (212) 319-3750 Fax: (212) 319-3772 E-mail CB6MGOV@AOL.COM  
New York, NY 10017

**January 2002**

**RE: 2ND AVENUE SUBWAY STATION ALIGNMENT IN THE VICINITY 34<sup>th</sup> STREET**

**WHEREAS**, the Metropolitan Transportation Authority / New York City Transit (MTA/NYCT) has requested the opinion of Community Board 6, Manhattan, on the alignment of a station within the board area, in the vicinity of East 34<sup>th</sup> Street, for the proposed Second Avenue subway, for the Draft Environmental impact Statement (DEIS), now in preparation, and

**WHEREAS**, 34<sup>th</sup> Street is a major surface transportation pedestrian artery; and

**WHEREAS**, there is a substantial existing and growing residential population and significant medical and hospital uses along 34<sup>th</sup> Street east of Second Avenue; now

**THEREFORE**, be it

**RESOLVED**, that the 34<sup>th</sup> Street Station of the proposed Second Avenue subway have a major, center loading station, on the southeast corner of East 34<sup>th</sup> Street, and access from all four corners; and be it further

**RESOLVED**, that in the design and construction of this station, and with all stations and components of the Second Avenue subway, that standards of the Americans With Disabilities Act will be met and design will focus aggressively on passenger safety and security.

**PASSED: 36 in Favor, 0 Opposed, 1 Abstentions, 0 Not Eligible**

# CITY OF NEW YORK COMMUNITY BOARD SIX MANHATTAN

866 United Nations Plaza—Ste. 308 Phone: (212) 319-3750 Fax: (212) 319-3772 E-mail CB6MGOV@AOL.COM  
New York, NY 10017

January 2002

**RE: 2ND AVENUE SUBWAY STATION ALIGNMENT IN THE VICINITY 42nd ST.**

**WHEREAS**, the Metropolitan Transportation Authority/New York City Transit (MTA/NYCT) has requested the opinion of Community Board 6, Manhattan, on the alignment of a station within the board area, in the vicinity of East 42nd Street for the proposed Second Avenue subway, for the Draft Environmental Impact Statement (DEIS), now in preparation; and

**WHEREAS**, each of the stations on the new subway line are to be about 650 feet (between three to four blocks long); and

**WHEREAS**, East 42nd Street and Second Avenue is a major surface cross-town transportation artery, a major commercial and residential hub, including the United Nations Secretariat complex, and is both a point of origin and destination, essentially 24 hours a day; and

**WHEREAS**, there is an enormous residential population immediately north and south of 42nd Street and, in the near future, the expected addition of a major residential and/or office population south of 40th Street along First Avenue; and

**WHEREAS**, this station will serve as an access to Grand Central Terminal and as a connection to the 7 line of the Interborough Rapid Transit (IRT), both major elements of the City's rail transportation network; now

**THEREFORE, be it**

**RESOLVED**, that Community Board 6, Manhattan urges the Metropolitan Transportation Authority / New York City Transit (MTA/NYCT) to plan the southern most access to the 42nd Street station of the proposed Second Avenue subway on the south side of East 41st Street (between 40<sup>th</sup> and 41<sup>st</sup> Streets) on both sides of Second Avenue; and be it further

**RESOLVED**, that all four corners at 42nd Street and Second Avenue have access to the station; and be it further

**RESOLVED**, that the northern most access to the 42nd Street station be between 44th and 45th Streets, as close to 45th Street as is practicable, and accessible from both sides of Second Avenue; and be it further

**RESOLVED**, that direct access to Grand Central Terminal be examined, with special attention being directed to some form of "people mover" and a transfer to the 7 line of the Interborough Rapid Transit; and be it further

**RESOLVED**, that in the design and construction of this station, and with all stations and components of the Second Avenue subway, that standards of the Americans With Disabilities Act will be met and design will focus aggressively on passenger safety and security.

**PASSED: 36 in Favor, 0 Opposed, 1 Abstentions, 0 Not Eligible**

# CITY OF NEW YORK

## COMMUNITY BOARD SIX MANHATTAN

866 United Nations Plaza--Ste.308 Phone:(212) 319-3750 Fax (212)319-3772..E-Mail: CB6MGOV@AOL.com  
New York, NY 10017

November 2001

**RE: East River Science Park—Land Disposition & Zoning Changes**  
**(See C010708, C010709, C010712, C010713)**

**WHEREAS**, at the July 11<sup>th</sup> community board meeting, Community Board Six voted to support the application seeking a zoning map change from R8 & R8 (C2-5) to C6-2 which permits commercial laboratories; and

**WHEREAS**, the applicant also requested that three other actions which sought permission to allow scientific research laboratory uses and parking garages at the rezoned site and authorization to dispose of property from HHC to EDC; and

**WHEREAS**, the community board did not support the three applications specific to the proposed development at the site because the board felt that it was premature to develop any portion of the Bellevue campus without an overall physical plan; and

**WHEREAS**, subsequent to the July 11<sup>th</sup> board resolution and vote, the applicant, the NYU School of Medicine (NYUSOM), retained the services of an architectural and planning firm, Ehrenkrantz, Ekstut & Kuhn (EEK) to develop a revised plan for the East River Science Park which sought to integrate that site within the entire Bellevue campus by providing a rational framework for development as well as a connection to the NYUSOM and hospital campus to the north; and

**WHEREAS**, Community Board Six worked closely with EEK in the development of such a physical plan; and

**WHEREAS**, the NYUSOM agreed to revise their ULURP application to reflect the planning goals developed by EEK, and to work with Community Board Six and other relevant city agencies, including HHC and Bellevue Hospital in order to implement the plan on the remainder of the Bellevue campus; and

**WHEREAS**, the plan developed by EEK takes a substantial step towards the establishment of a rational framework for future development of the Bellevue campus; and

**WHEREAS**. The NYU School of Medicine (NYUSOM) on August 17, 2001 has written a memorandum to Community Board Six agreeing to the following:

1. An easement or similar requirement for public access for the full term of its lease with the NYC Economic Development Corporation for East 29<sup>th</sup> Street, as it is developed, as part of the East River Science Park, as well as a north-south Street from East 30<sup>th</sup> Street at the north to the southern boundary of the East River Science Park; and
2. NYUSOM will agree in its lease with EDC that any modification to the project plan to increase the building footprint, building envelope, or floor area will be subject to a new ULURP; and

3. NYUSOM will provide CB6 with a site plan depicting phasing of buildings and amenities such as open space planned for each phase; and
4. NYUSOM will work with CB6 and others to explore with Bellevue Hospital, Health and Hospitals Corporation and relevant city agencies, the feasibility of developing East 28<sup>th</sup> Street as an emergency vehicle access to the Bellevue Hospital Emergency Room.; and

**WHEREAS**, the NYUSOM revised ULURP Plan does not indicate a possible future bridge connection at the end of former East 29<sup>th</sup> Street over the FDR Drive to the East River waterfront, including future access to the bridge from the street below; and

**WHEREAS**, the street below the eastern edge of the East River Science Park appears to be under the proposed deck above, and it will be a bleak and dangerous place unless the area is further developed in conjunction with the plaza above; and

**WHEREAS**, the revised ULURP plan indicates a weak and indirect connection to the Bellevue Hospital campus; now

**THEREFORE, be it**

**RESOLVED**, that Community Board Six rescinds its previous opposition to the East River Science Park and now gives conditional support for all four actions sought in the amended ULURP applications subject to the following resolves:

1. A Zoning Map amendment from R8 & R8(C2-5) to C6-2 to permit commercial laboratories and allow the applicant to seek a special permit to allow scientific and research facilities in C6-2.
2. The disposition of city owned property from the Dept. of Administrative Services to the Economic Development Corporation.
3. A special permit for scientific and research and development facilities pursuant to section 74-48 of the Zoning Resolution.
4. A special permit for accessory parking garages for 720 cars pursuant to section 13-561 of the Zoning Resolution; and be it further

**RESOLVED**, that Community Board Six requests that all city agencies directly involved with the future use and operation of the Bellevue Hospital medical complex, including Bellevue Hospital, HHC, and the NYUSOM, work cooperatively with Community Board Six towards the implementation of the planning principles developed in the EEK plan for the remaining parts of the Bellevue campus south of the East River Science Park. This includes the extension of the mid-block "street" to the south, studying the feasibility of utilizing East 28<sup>th</sup> Street as the primary access road for the Bellevue Hospital emergency room, and linking the campus to the East River promenade by bridging over the FDR Drive at East 29<sup>th</sup> Street; and be it further

**RESOLVED**, that Community Board Six have the following matters referred to the board for review and approval:

- A) All modifications to the approved ULURP plan whether deemed a minor or major modification,
- B) Any enhancements to the ULURP plan, including the delineation of public, usable open space, a detailed landscape plan, East 29<sup>th</sup> Street, the north-south pedestrian street and its connection to the Bellevue Hospital Campus, and the service street below,
- C) A detailed description of the public "street" easement for East 29<sup>th</sup> Street; and be it further

**RESOLVED**, that the revised ULURP plan indicate a future connection to the East River Promenade.

**PASSED:** 28 in Favor, 4 Opposed, 4 Abstentions, 1 Not Eligible

# CITY OF NEW YORK

## COMMUNITY BOARD SIX MANHATTAN

866 United Nations Plaza, Ste. 308 Phone: (212) 319-3750 Fax: (212) 319-3772 E-Mail: [CB6MGOV@AOL.com](mailto:CB6MGOV@AOL.com)  
New York, NY 10017

OCTOBER 2001

**RE: CB6 Statement on Bellevue Disposition by HHC**

**WHEREAS**, the New York City Health and Hospitals Corporation proposes to transfer to the City of New York the northern two blocks of the Bellevue Hospital campus (generally bounded by First Avenue, 30<sup>th</sup> Street, the FDR Drive, and 28<sup>th</sup> Street) so that the City, through its Economic Development Corporation may dispose of the property for redevelopment and has scheduled a hearing on the subject for Thursday, October 18, 2001 at 6:00 pm at the Bellevue Hospital Center; and

**WHEREAS**, in November 1985, in response to a previous plan to dispose of this portion of the Bellevue campus, Community Board Six resolved "... that until a strategic plan has been developed for the Health and Hospitals Corporation as a whole and for Bellevue within the Corporation, it is premature to dispose of any of the Bellevue campus" and 16 years later Community Board Six is still unaware of any such plan; and

**WHEREAS**, in the absence of such a plan it is difficult to understand how the disposition of nearly half of its campus benefits Bellevue and the provision of health care in New York City; and

**WHEREAS**, the Economic Development Corporation and its selected sponsor of the redevelopment, the New York University School of Medicine, belatedly engaged Ehrenkrantz Eckstut & Kuhn who have, during the last two months, sketched a promising physical plan for the Bellevue/NYU campus which includes, among other things, the following features:

- Rebuilding 29<sup>th</sup> Street as a street providing pedestrian and vehicular access to the buildings that will flank it and rising slightly from First Avenue to the FDR Drive so as to allow extension in the future spanning the FDR Drive and providing pedestrian access to the esplanade along the East River,
- Building a midblock pedestrian way, at the level of First Avenue, providing north-south pedestrian circulation between NYU, via an open pedestrian bridge spanning 30<sup>th</sup> Street, and Bellevue and a substantial landscaped public open space in the heart of the campus,
- Creating a midblock service street, below the pedestrian way, for access to parking and to loading docks,
- Providing convenient pedestrian circulation along the east edge of the property and to the future pedestrian bridge at the foot of 29<sup>th</sup> Street,
- Maintaining 30<sup>th</sup> Street, which was demapped and is part of the site, as a street; and

**WHEREAS**, these features are generally consistent with the goals of the community but, because they are limited to the portion of the campus that is to be disposed of, do not include:



- Reestablishing 28<sup>th</sup> Street, at a width adequate for safe and convenient pedestrian and vehicular traffic, to serve the existing and new buildings, to provide better ambulance access to Bellevue's emergency room, to provide a convenient driveway to New Bellevue, and to encourage the existing and planned buildings on either side of the street to face each other rather than turn their backs on each other,
- Extending the connections at the ends of the midblock pedestrian way to provide effective formal access to NYU and to Bellevue,
- Extending the midblock service street to connect to 28<sup>th</sup> Street; and

**WHEREAS**, the current investments planned for the Bellevue / NYU campus, including Bellevue's new 200,000 square foot ambulatory care building, the Medical Examiner's new 320,000 square foot DNA lab, and NYU's new 180,000 square foot research building, if properly planned and coordinated are an opportunity to synergistically improve the campus; now

**THEREFORE, be it**

**RESOLVED**, that Community Board Six, in the apparent absence of a strategic plan for Bellevue, objects to the disposition of any part of the Bellevue campus; however, if the disposition proceeds without such a plan; be it further

**RESOLVED**, that Community Board Six believes that Ehrenkrantz Eckstut & Kuhn has identified a good physical plan for the Bellevue/NYU campus and requests that all of the agencies involved in the campus cooperate in the context of that plan so as to best realize all of the potential benefits of the redevelopment of the center of the campus, including not only the elements that will be developed on the property that is to be disposed of but also the reestablishment of 28<sup>th</sup> Street, provision of space for facilities which a strategic plan may identify as needed by Bellevue, extension of the midblock service street to connect with 28<sup>th</sup> Street, creation of attractive open spaces and continuation of the north-south pedestrian circulation to link the various parts of the campus, and views and access through the campus between the waterfront and the upland neighborhoods at every street; and be it further

**RESOLVED**, that with respect to the proposed disposition Community Board Six recommends specifically:

1. that the boundary of the property to be disposed of be relocated from the south edge of the former laundry building southward approximately 50 feet to align with the south face of the R & S building and the north edge of a reestablished 28<sup>th</sup> Street so that the north façade of the building that is planned between 28<sup>th</sup> and 29<sup>th</sup> Streets just east of the R & S building can be moved south to align with the south edge of 29<sup>th</sup> Street; and be it further
2. that the area of 30<sup>th</sup> Street (which although it appears to be a normal City street was demapped and is part of the campus) be disposed of to the City for use as a street rather than as part of the project site and be remapped as a City street.

**PASSED: 32 in Favor, 2 Opposed, 0 Abstentions, and 2 not eligible**

# CITY OF NEW YORK COMMUNITY BOARD SIX MANHATTAN

330 East 26<sup>th</sup> Street, New York, NY 10010-1997 Phone (212) 679-0907 Fax (212) 683-3749

FEBRUARY 2001

**RE: To Adopt the Buckhurst, Fish & Jacquemart Report re the Con Edison Proposed Repowering at 14<sup>th</sup> Street.**

**WHEREAS**, on behalf of Community Board Six and East Midtown Coalition for Sensible Development and in consultation with Community Board Three, East River Environmental Coalition, and Downtown Residents for Community Empowerment, a report paid for in part by an allocation of \$15,000 from the intervenor fund, titled *East River Repowering Project: Land Use Issues and Opportunities Report, January 2001* has been prepared by Buckhurst, Fish and Jacquemart; and

**WHEREAS**, Buckhurst, Fish and Jacquemart studied land use, zoning, and transportation issues in the vicinity of the East River Generating Station and the interconnection of steam lines; and

**WHEREAS**, the report recommends in phase one:

1. Consolidation and enlargement of community public recreation space in the area north of 16<sup>th</sup> Street,
2. Consolidation of Con Edison facilities in the area south of 16<sup>th</sup> Street,
3. Pedestrian access from 16<sup>th</sup> Street to the esplanade along the East River as near to the axis of 16<sup>th</sup> Street as is possible,
4. A much improved esplanade along the East River between 13<sup>th</sup> and 15<sup>th</sup> Streets by modifying the Con Edison fueling dock,
5. A landscaped median in Avenue C and improved crosswalks,
6. Screening of the transformer yard south of 14<sup>th</sup> Street,
7. Additional street trees and landscaping,

And in phase two, in conjunction with the projected rebuilding of the FDR Drive:

8. Relocation of the southbound exit of the FDR Drive from 15<sup>th</sup> Street to 14<sup>th</sup> Street,
9. Demapping of 15<sup>th</sup> Street between the FDR Drive and Avenue C to consolidate and enlarge the Con Edison campus between 14<sup>th</sup> and 16<sup>th</sup> Streets,
10. Extension of the landscaped median in Avenue C from 15<sup>th</sup> Street to 14<sup>th</sup> Street,
11. Relocation of the northbound exit of the FDR Drive to widen the esplanade along the East River near 16<sup>th</sup> Street and allow the pedestrian bridge from 16<sup>th</sup> Street to be located at 16<sup>th</sup> Street; and

**WHEREAS**, Buckhurst, Fish and Jacquemart is to be complimented on the perceptiveness of its vision and the reasonableness of its recommendations; now

**THEREFORE, be it**

**RESOLVED**, that Community Board Six adopts *East River Repowering Project: Land Use Issues and Opportunities Report, January 2001* prepared by Buckhurst, Fish and Jacquemart with the additional recommendations that:

1. The entire area north of 16<sup>th</sup> Street between the FDR Drive and Avenue C be mapped as a park in order to ensure its permanent public benefit as a community recreation area,
2. With the understanding that the East River facility is to be fueled by gas rather than oil, the fueling dock between 13<sup>th</sup> and 15<sup>th</sup> Street be eliminated, or greatly reduced, allowing a commodious esplanade between the East River Park and the Stuyvesant Cove Park,
3. With the understanding that the fueling dock can be removed, modified, or relocated so as to allow not only a proper esplanade but a wider right of way for the FDR Drive, the possibility of a full interchange between the FDR Drive and 14<sup>th</sup> Street be examined; and be it further

**RESOLVED**, that the remaining intervenor funds be sought to be made available to support Buckhurst, Fish and Jacquemart in assisting Con Edison, Community Board Six, and other interested parties and agencies to examine the opportunities identified in *East River Repowering Project: Land Use Issues and Opportunities Report, January 2001* and in this resolution; and be it further

**RESOLVED**, that Community Board Six expresses its great gratitude to Buckhurst, Fish and Jacquemart for its generosity in performing so great a scope of work and producing so thoughtful and comprehensive a report given the limited financial resources that were available to them.

**PASSED: 30 in Favor, 0 Opposed, 0 Abstentions, 0 Present but not eligible to vote**

**CITY OF NEW YORK  
COMMUNITY BOARD SIX MANHATTAN**

330 East 26<sup>th</sup> Street, New York, NY 10010-1997 Phone: (212) 679-0907 Fax: (212) 683-3749

**OCTOBER 2000**

**RE: Con Edison**

**WHEREAS**, Community Board Six, Community Board Three, East Midtown Coalition for Sensible Development, East River Environmental Coalition, and Downtown Residents for Community Empowerment applied to the New York State Public Service Commission for intervenor funds to study the effects on the community of the "repowering" of the East River Generating Station proposed by Con Ed; and

**WHEREAS**, from the \$300,000 of intervenor funds that are available, \$15,000 has been awarded to Community Board Six and East Midtown Coalition for Sensible Development to study land use, zoning, and transportation issues in the vicinity of the East River Generating Station and the interconnection of steam lines and \$243,000 has been awarded to Community Board Three and East River Environmental Coalition to study alternatives to the proposed repowering, impacts on air quality, health, environmental justice, and interconnections other than steam; and

**WHEREAS**, of the firms that were approached to study land use, planning and design issues, Buckhurst Fish and Jacquemart agreed to make a proposal and were interviewed at the May 3<sup>rd</sup> meeting of the Con Edison Subcommittee of the Land Use Committee of Community Board Six; and

**WHEREAS**, those in attendance at the interview, including members of Community Board Six and representatives of other interested groups, felt that Buckhurst Fish and Jacquemart proposed a creative and responsible approach to the issues and is well qualified to do the work; and

**WHEREAS**, Buckhurst Fish and Jacquemart has satisfactorily performed previous studies of Riverwalk and Airport Access for Community Board Six; and

**WHEREAS**, Buckhurst Fish and Jacquemart has revised its proposal to focus its efforts on the immediate vicinity of the East River Generating Station and to reduce the scope of its initial effort from the \$50,000 to \$75,000 proposed to the \$15,000 awarded and to include a preliminary investigation of steam interconnection issues; now

**THEREFORE, be it**

**RESOLVED**, that Community Board Six recommends that Buckhurst Fish and Jacquemart be engaged to study land use, zoning, and transportation issues in the vicinity of the East River Generating Station and the interconnection of steam lines as authorized by the New York State Public Service Commission.

**PASSED: 39 in Favor, 0 Opposed, 1 Abstention, and 0 Present but not eligible to vote**

# CITY OF NEW YORK

## COMMUNITY BOARD SIX MANHATTAN

330 East 26th Street, New York, NY 10010-1997 (212) 679-0907 Fax 683-3749

DECEMBER 1999

**RE: RESPONSE TO REQUEST FOR EXPRESSIONS OF INTEREST (RFEI) BY THE ECONOMIC DEVELOPMENT CORPORATION (EDC) IN CONJUNCTION WITH THE HEALTH AND HOSPITALS CORPORATION (HHC) FOR THE REDEVELOPMENT OF SURPLUS PORTIONS OF THE BELLEVUE HOSPITAL CENTER BETWEEN EAST 28<sup>TH</sup> – 30<sup>TH</sup> STREETS**

WHEREAS, the EDC has issued an RFEI in November 1999 for the disposition of portions of the north end of the Bellevue Hospital campus including the former Psychiatric Building, the former Laundry Building, and two adjacent parking areas, which requires submissions from interested developers on December 22, 1999; and

WHEREAS, Community Board Six in 1985 and 1986 participated with the Division of Real Property (DRP) in efforts to plan for the disposal of portions of the north end of the Bellevue campus; and

WHEREAS, Community Board Six on November 13, 1985, adopted a resolution with regard to the Bellevue Hospital Campus proposal with an addended twelve point list of planning and design goals (see attached), and many of the goals are relevant today; and

WHEREAS, the DRP in 1986 issued an RFEI for the northern portions of the Bellevue campus called "The Kips Bay Site" as part of a two stage solicitation of developers interested in the site. The second stage invited developers that adequately addressed the City's concerns for the site, to respond to a Request for Proposal (RFP); and

WHEREAS, the goal of the RFP was to select a developer who offered a proposal "which most thoroughly addresses the City's land use and design concerns" as well as the largest return on revenue, a developer was not selected, and the RFP was abandoned; and

WHEREAS, the Kips Bay RFEI had a large component of affordable hospital staff housing as a condition of the RFEI; and

WHEREAS, the HHC is a public benefit corporation and thus has a SEQR requirement to conduct a health care needs assessment to determine if the north part of the Bellevue campus is surplus property and therefore not needed by Bellevue Hospital; and

**WHEREAS**, neither the City of New York, nor the Department of City Planning has developed a long range plan for the "hospital zone" from East 23<sup>rd</sup> Street to East 34<sup>th</sup> Street, from First Avenue to the East River; and

**WHEREAS**, Community Board Six has not been consulted prior to the issuance of the current RFEI and therefore has had no input as to the appropriate community response to the planning or urban design goals and objectives for the disposition of the site; and

**WHEREAS**, the current RFEI permits the EDC and HHC to designate a developer without resorting to a second stage RFP; and

**WHEREAS**, the Psychiatric Building is a structure designed by the renowned architectural firm of McKim, Mead & White, and is on the New York State and Federal Registers as an historic structure; now

**THEREFORE, BE IT**

**RESOLVED**, that Community Board Six objects to the potential designation of a developer solely as a result of the RFEI, and requests that the EDC conduct a two stage process with a follow up RFP for acceptable developers; and be it further

**RESOLVED**, that HHC conduct a health care needs assessment as required under SEQRA and submit the results to Community Board Six to review prior to designation of a developer; and be it further

**RESOLVED**, the EDC and/or the Department of City Planning conduct a planning and urban design study for the "hospital zone" between East 23<sup>rd</sup> Street and East 34<sup>th</sup> Street, from First Avenue to the East River, in order to determine the best and most compatible land uses for the area; and be it further

**RESOLVED**, that EDC consult with Community Board Six at all stages of the planning process, as well as prior to the selection of a developer and the specific uses proposed; and be it further

**RESOLVED**, that the highest priority for the selection of a developer be given to the developer "which most thoroughly addresses the City's land use and design concerns" as originally proposed in the DRP in 1986; and be it further

**RESOLVED**, that the architecturally important Psychiatric building exterior be preserved.

**PASSED: 27 IN FAVOR, 0 OPPOSED, 1 ABSTENTION, 0 PRESENT BUT NOT ELIGIBLE TO VOTE**

CITY OF NEW YORK  
COMMUNITY BOARD SIX MANHATTAN

330 East 26<sup>th</sup> Street, New York, NY 10010-1997 (212) 679-0907 Fax: 683-1749

APRIL 1999

**RE: "ZONING LOOPHOLES" DISTRIBUTION TO MANHATTAN  
COMMUNITY BOARDS AND BOROUGH BOARD REFERRAL**

WHEREAS Community Board Six passed a resolution on 16 February 1999 which authorized the board to coordinate its efforts to implement the recommendations contained in the discussion document, "Zoning Loopholes" (rev. 27 Jan '99), prepared by Edward Rubin and John West; and

WHEREAS the Resolution calls on the Department of City Planning to review the recommendations contained in the document and to modify the Zoning Resolution to allow future development to better conform to neighborhood character, and

WHEREAS Community Board Six wishes to reach out to the other Manhattan community boards and have them suggest possible revisions to the Zoning Resolution which would reflect the unique qualities of their respective board areas as well as the quality of life issues which can be addressed in the Zoning Resolution; and

WHEREAS the preparation of a complete list of Manhattan community board concerns should be discussed and prepared at the Borough Board prior to a formal submission to the Department of City Planning for discussion and implementation by the department and the City Planning Commission, now

**THEREFORE BE IT**

**RESOLVED** that Community Board Six requests that the Manhattan community boards review the discussion document, "Zoning Loopholes" (rev. 27 Jan. '99), and develop lists of additional text and map modifications to the Zoning Resolution which would reflect the specific contextual and quality of life concerns of the respective Manhattan community boards, and

**BE IT FURTHER**

**RESOLVED** that Community Board Six calls on the Land Use Committee of the Manhattan Borough Board to coordinate the discussion and preparation of a general list of zoning issues contained in the Zoning Resolution which, if modified, would allow future development to better conform to neighborhood character and enhance the quality of life in our respective communities.

**PASSED: 36 IN FAVOR, 0 OPPOSED, 0 ABSTENTIONS AND 0 PRESENT BUT  
NOT ELIGIBLE TO VOTE**

**Draft** Rev. #1: 27 January 1999

## Zoning Loopholes

Prepared by: Edward Rubin  
John West

1. Enact new Community Facility regulations which:
  - A) Eliminate the larger floor area ratios permitted for community facilities in R7 & R8 districts.
  - B) Eliminate rear yard encroachments (full extension into the rear yard below twenty three feet).
  - C) Redefine community facility uses such as medical offices, religious buildings, social service clinics, etc., particularly as it pertains to mid block locations.
2. Create a new R9 equivalent district in lieu of R10 for avenue locations in order to protect avenue tenements and other low rise structures.
3. In 10 FAR districts, eliminate all bonuses, particularly the plaza bonus.
4. The sale of development rights through zoning lot mergers which adds more than ten percent to the allowable floor area of the building portion of the site must require a Special Permit from the City Planning Commission.
5. Prohibit all transfers of development rights across district boundaries except by special permit.
6. Limit the sale of air rights over public buildings such as schools, police and fire stations, etc. Require ULURP for any such sale of air rights over public buildings.
7. Require tower on a base provisions at all C1-9 & C2-8 locations regardless of the distance from a wide street.
8. When a park exists continuously on one side of a narrow street, the street shall be considered a wide street for zoning purposes.
9. All avenue and wide street zones shall be mapped to a maximum depth of one hundred feet.
10. At all locations where the zoning permits ten FAR residential development on the entire block, rezone the mid blocks to contextual R7, R8, or R9.
11. Limit tower floor plates to no less than 30 percent of the buildable portion of the zoning lot



# CITY OF NEW YORK

## COMMUNITY BOARD SIX MANHATTAN

330 East 26th Street, New York, NY 10010-1997 (212) 679-0907 Fax 683-3749

FEBRUARY 1999

### RE: ZONING LOOPHOLES

**WHEREAS** overbuilding on the East Side of Manhattan as well as other areas of the city is a serious problem affecting the quality of life of its residents, and

**WHEREAS** overbuilding affects sunlight, increases pedestrian and vehicular traffic, wind conditions at the street, the type and quality of commercial establishments, air quality, public safety, and other quality of life issues, and

**WHEREAS** the Zoning Resolution was written in 1961 and is in serious need of an overhaul, and

**WHEREAS** the discussion document, "Zoning Loopholes" has identified text and map provisions in the Zoning Resolution which generate excessive buildable floor area and inappropriate development, and

**WHEREAS** correcting these text and map sections contained in the Zoning Resolution will eliminate many of the zoning provisions which cause inappropriate and out of context buildings, and

**WHEREAS** "Zoning Loopholes" is meant as a discussion document for Zoning Resolution reforms, and in particular, raises the following eleven points:

1. Enact new Community Facility regulations which:
  - A. Eliminate the larger floor area ratios permitted for community facilities in R7 & R8 districts.
  - B. Eliminate rear yard encroachments (full extension into the rear yard below twenty-three feet).
  - C. Redefine community facility uses such as medical offices, religious buildings, social services clinics, etc., particularly as it pertains to mid block locations.

2. Create a new R9 equivalent district in lieu of R10 for avenue locations in order to protect avenue tenements and other low-rise structures.
3. In 10 FAR districts, eliminate all bonuses, particularly the plaza bonus.
4. The sale of development rights through zoning lot mergers which adds more than ten percent to the allowable floor area of the building portion of the site must require a Special Permit from the City Planning Commission.
5. Prohibit all transfers of development rights across district boundaries except by special permit.
6. Limit the sale of air rights over public buildings such as schools, police and fire stations, etc. Require ULURP for any such sale of air rights over public buildings.
7. Require tower on a base provisions at all C1-9 & C2-8 locations regardless of the distance from a wide street.
8. When a park exists continuously on one side of a narrow street, the street shall be considered a wide street for zoning purposes.
9. All avenue and wide street zones shall be mapped to a maximum depth of one hundred feet.
10. At all locations where the zoning permits ten FAR residential development on the entire block, rezone the mid blocks to contextual R7, R8, or R9.
11. Limit tower floor plates to no less than 30 percent of buildable portion of the zoning lot, now

**THEREFORE BE IT,**

**RESOLVED** that Community Board Six call on the Department of City Planning to review the list of "Zoning Loopholes" which identify text and map provisions which cause inappropriate and excessively large development potentials, and modify the Zoning Resolution to allow future development to better conform to neighborhood character, and

**BE IT FURTHER,**

**RESOLVED** that Community Board Six is authorized to coordinate its efforts to implement the removal of these "Zoning Loopholes" with other community boards and civic associations concerned with neighborhood quality and character, and zoning or development issues, and

**PASSED: 30 IN FAVOR, 0 OPPOSED, 1 ABSTENTION AND 0 PRESENT BUT NOT ELIGIBLE TO VOTE**

# CITY OF NEW YORK

## COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26 Street, New York, N.Y. 10010-1997 (212) 679-0907

APRIL 1991

RE: ESRA REPORT ON COMMUNITY BOARD 6 SOUTH

WHEREAS, ESRA (East Side Rezoning Alliance), which now has a membership of 18 community organizations, was established in 1985 to achieve appropriate rezoning throughout the Community Board 6 area; and

WHEREAS, during the last three years ESRA, in consultation with Michael Kwartler and Associates, has prepared a study of the area approximately bounded by 14th Street, Park Avenue, 34th Street, and the East River, and has recently issued a report on that work; and

WHEREAS, the report presents a balanced plan for preservation and development that respects existing neighborhood character, including existing and proposed landmark districts and buildings, and recognizes the dearth of public open space in the area; and

WHEREAS, the report proposes rezoning most of the study area using contextual districts, a special planned community preservation district, and a hospital facilities district and includes recommendations concerning inclusionary housing and the limitation of zoning lot mergers; and

WHEREAS, in some instances, the report includes a range of recommendations reflecting the views of ESRA and Michael Kwartler and Associates; and

WHEREAS, in December, 1987, Community Board 6 supported, by a vote of 28 in favor, 2 opposed, and 2 abstaining, the rezoning from C6-3 to C1-9A of the east side - but not the west side - of Second Avenue between a half block north of 23rd Street and a half block south of 22nd Street in order to allow the economic redevelopment of the East End Temple site, now

THEREFORE, be it

RESOLVED, that Community Board 6 supports the ESRA report of Community Board 6 South: A Preservation and Development Plan, including the following recommendations (ii), (iii) and (v) which do not agree with the Michael Kwartler & Associates recommendations:

- (i) that the area at Second Avenue and 23rd Street remain C1-9A;

- (ii) that Third Avenue between 23rd and 34th Streets be rezoned C2-7A and C1-8A;
- (iii) that Irving Place between 15th and 18th Streets be rezoned R8B;
- (iv) that affordable housing provided under inclusionary housing be located within the same community board or one half mile of the development providing the affordable housing; and
- (v) that the area between 14th and 23rd Streets be rezoned C1-8A on Third Avenue; and be it further

RESOLVED, that Community Board 6 urges ESRA to submit its report to the Department of City Planning, and be it further

RESOLVED, that Community Board 6 requests the Department of City Planning to quickly initiate comprehensive zoning map and text changes to implement all of the recommendations of the report.

38 in favor, 0 opposed, 0 abstentions and 0 abstentions for cause.

# CITY OF NEW YORK

## COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26 Street, New York, N.Y. 10010 (212) 679-0907

APPENDIX G  
March 18, 1987

**Re: Comments on proposed regulations pursuant to Section 421 (A) of the Real Property Tax Law**

**WHEREAS**, the New York City Council has authorized the adoption of regulations to continue 421(a) tax incentive benefits for developers who build or have built or rehabilitated below market rate housing; and

**WHEREAS**, the Department of Housing Preservation and Development (HPD) has proposed regulations and published them for comment; and

**WHEREAS**, the proposed regulations permit the benefit to be give to market rate housing projects in the core area of Manhattan, i.e., between 14th and 96th Streets, for construction of below market rate housing outside the core; and

**WHEREAS**, the CB6 area is directly affected by these regulations;

**THEREFORE**, be it

**RESOLVED**, that CB6 submits the following comments for consideration by HPD:

1. CB6 has a consistent policy of opposition to 421(a) tax exemptions for luxury residential and commercial buildings, believing that exemptions are neither necessary nor desirable for development in our board area. Our participation in this comment process in no way alters or repudiates that position, but does reflect our desire to see that the greatest benefit possible be derived from the program once it is instituted.
2. As currently drafted, the regulations do not permit the offsite affordable units to be located inside the core area of Manhattan (the "geographic exclusion area"). CB6 favors maintaining an economic mix among residents of our area. Therefore, we recommend that the regulations be changed so as to encourage, rather than prohibit, selection of local sites for the below market housing.
3. We understand that HPD is trying to ensure that each building can maintain itself and build a reserve, and that the figures suggested are for maximum incomes and rents. Nevertheless we are concerned that the actual rents in the below market units will be too high. Since the regulations already use 80 percent of the median income of the metropolitan area, instead of the lower median of the City, we oppose also raising the maximum rent to 30 percent of income from the traditional 25 percent, and we favor a tiered system with the greater number of units available to households with the lower incomes at the lower rents.

In addition, we are aware that the Pratt Institute Center for Community and Environmental Development has stated in its comments that "initial rents of approximately half those proposed ... would still be sufficient to cover the ongoing maintenance and operating costs of a well managed low income rental or coop building". We urge HPD to consider the Pratt comments and figures carefully and to adjust rents downward wherever possible.

# CITY OF NEW YORK

## COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26 Street, New York, N.Y. 10010 (212) 679-0907

4. To ensure that the targeted community is reached, and the benefits protected, we favor using New York City Housing Authority waiting lists as the primary source of tenants for the below market units, and we ask that the below market rents remain stabilized after the 421(a) exemption expires.
5. We propose that the Northern Boundary of the core area be extended to 116th Street.
6. We propose that the abatement period be limited to 10 years.

Carried: 34 in favor, 1 against, 2 abstaining (Reiss for cause)

# CITY OF NEW YORK

## COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26 Street, New York, N.Y. 10010 (212) 679-0907

APPENDIX A  
March 11, 1987

### Re: Inclusionary Housing Program

WHEREAS, New York City is in the throes of an acknowledged housing crisis which diminishes our greatness and humanity; and

WHEREAS, the Mayor has indicated the solving of this crisis to be his number one priority; and

WHEREAS, he has mandated that the City Planning Commission and its Department of City Planning, a policy-making agency, join the operating agencies in solving this crisis; and

WHEREAS, the tools available to the City Planning Commission to solve the housing crisis are limited to the provisions and legalities of the Zoning Resolution; and

WHEREAS, the City Planning Commission can set a tone and direction for the operating agencies; and

WHEREAS, the building of nothing but luxury housing in Manhattan and the resultant gentrification of many Manhattan neighborhoods is causing a loss of diversified neighborhoods; and

WHEREAS, therefore, the Department of City Planning has proposed an Inclusionary Housing Program (Inclusionary Zoning) as an **experiment** in trying to promote and encourage the building of affordable housing units; and

WHEREAS, following the initial proposal of the Inclusionary Housing Program, the City Planning Commission invited and considered comments from affected Community Boards; and

WHEREAS, in response to those comments, the City Planning Commission has proposed changes in the Inclusionary Housing Program so as to address many of the concerns voiced by the Community Boards; and

WHEREAS, Community Board 6 had identified eight concerns regarding the original proposal; and WHEREAS, seven of those concerns have been met in part or in whole -- with the exception of reducing the half-mile radius; and

WHEREAS, it is the sense of Community Board 6 that the proposal as revised is still an imperfect but worthwhile experiment in the ongoing effort to increase the number of affordable housing units;

— THEREFORE, be it

# CITY OF NEW YORK

## COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26 Street, New York, N.Y. 10010 (212) 679-0907

**RESOLVED**, that Community Board 6 Manhattan supports the Inclusionary Housing Program as revised; and be it further

**RESOLVED**, that the City Planning Commission is requested to consider the following points in connection with the Inclusionary Housing Program:

1. That those units which generate the bonus be subject to Rent Stabilization, but that Rent Stabilization be applied in a manner that will not deprive the beneficiaries of the Inclusionary Housing Program of the intended benefits of that program; and
2. That the Department of Housing Preservation & Development implement appropriate guidelines to insure that the affordable units remain occupied by low and moderate income tenants, and not by tenants whose incomes rise substantially above low and moderate levels; and
3. That at any review of this program a reduction of the half-mile radius once again be considered but under no circumstances should this radius ever be increased.



# COMMUNITY BOARD NO. 6 MANHATTAN

Appendix C  
031185  
November 13, 1985

Re: Bellevue Hospital Campus Proposal

WHEREAS, Bellevue is a world-class institution providing health-care on the leading edge of the medical profession to the President of the United States as well as to the indigent population of New York and serves the entire Metropolitan area; and

WHEREAS, it is the understanding of Community Board 6 that housing for the nursing staff is needed as a recruitment and retention tool, without which the hospital operates at a disadvantage expending needless recruitment dollars to hire nurses; and

WHEREAS, it is also Community Board 6's understanding that housing is needed as a recruitment tool for the doctors on the house staff, without which Bellevue will lose some of its attractiveness as a training institution of choice and therefore threaten its position as one of the great medical institutions in this city; and

WHEREAS, we have been advised by Arthur D. Little, the consultant hired by the Bellevue Site Planning Task Force, of which Community Board 6 is a member, that there has been no long-range plan established for Bellevue Hospital and that strategic planning is needed for the Health and Hospitals Corporation and is required to determine Bellevue's immediate and future health-care and land use needs; and

WHEREAS, in anticipation of the city's proposed disposition of 2 million square feet of the remaining 2.8 million square feet of development rights; be it

RESOLVED, that Community Board 6 urges that until a strategic plan has been developed for the Health and Hospitals Corporation as a whole and for Bellevue within the Corporation, it is premature to dispose of any of the Bellevue Campus.

Should it be determined as a result of the strategic planning for the Health and Hospitals Corporation and for Bellevue that there is surplus land on the Bellevue Campus, Community Board 6 recommends that no more than 1.8 million square feet of development rights be disposed of, retaining 1 million square feet of development rights for Bellevue's future needs---those needs which would arise beyond the time limit of the strategic planning.

Community Board 6 recommends that the development of the 1.8 million square feet of development rights:

1. Include 1,000 units of less-than-market rate housing---with the first priority on this housing to satisfy Bellevue's needs for staff housing.
2. Provide for a more efficient hospital plant and infrastructure.
3. Be developed consistent with the twelve planning and design goals listed in the /DDENDUM to this resolution.
4. That the development not exceed or violate the current zoning.

# COMMUNITY BOARD NO. 6 MANHATTAN

5. That consideration be given to the right of first refusal on the market rate housing to the Bellevue staff.

BE IT FURTHER,

RESOLVED, to encourage the maximum creativity amongst the development community responding to the proposed disposition and to permit input from the affected community organizations and the Community Board, Community Board 6 requests that the Division of Real Property (DRP) issue the request for responses to this proposed disposition as an RFEI (Request for Expressions of Interest) rather than the normal RFP (Request for Proposals).

CARRIED: 35 in favor, 1 against, 0 abstaining.

# COMMUNITY BOARD NO. 6 MANHATTAN

## ADDENDUM

RESOLVED, that the following goals be satisfied in any plan, disposition or redevelopment of the Bellevue campus:

1. That adequate land area and floor area be reserved for future expansion of Bellevue;
2. That the "new" Bellevue building and access to it become more visible from First Avenue;
3. That the identity and location of Bellevue be re-established on First Avenue - perhaps by replacing the existing parking garage with an entry plaza and re-establishing the entrance through the center of the facade of the old hospital that would be visible once again;
4. That obsolete space still occupied by Bellevue be replaced by efficient new or rehabilitated space;
5. That to the greatest possible extent existing buildings be reused rather than demolished, specifically preservation and rehabilitation of the Psychiatric Building;
6. That the location and shape of new buildings and open spaces be coordinated so as to visually define public spaces and circulation and to relate to the neighboring urban context;
7. That, although buildings may contain more than one use, streets and public areas serving the hospital be distinct from those serving other uses.
8. That existing and new streets and their fronting buildings be designed with consideration of lighting, visibility, lobbies, service, parking, ground floor uses, and other factors to be interesting and safe;
9. That the amount of useful and attractive public open space or parks be increased along with provision for continuing operation and maintenance;
10. That the redevelopment of the campus avoid both the reality and the appearance of excessive density; including abiding by the R8 zoning; remembering that the "streets" are not excluded; providing enough buildable land that the new buildings do not seem excessively large; and preparing urban design controls to minimize the apparent bulk of new buildings.
11. That uses and circulation be planned to minimize traffic conflicts both on the campus and in the adjacent neighborhood, including the routing of emergency vehicles and the generation of new trips, such as laundry trucks and visitor or staff parking, and
12. That Community Board 6's policy of access --- visual and/or physical --- to the East River waterfront be met where practical.

## APPENDIX C: Correspondence

<b>Correspondence with City Agencies</b>	<b>Page</b>
Honorable George Pataki, New York State Governor	1
New York City Department of City Planning	2
New York City Department of Education	3
New York City Department of Mental Health and Hygiene	4
New York City Department of Parks and Recreation	6
New York City Department of Transportation	9
New York City Economic Development Corporation	10
New York City Landmarks Preservation Commission	11
New York City Transit Authority	12
Local Community Groups	13

See following pages for letters and responses received.



MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 Fax: (212) 319-3772

E-mail mancb6@verizonesg.net

*Ellen L.*

Timothy McGinn  
Chair

Carol A. Schachter  
First Vice Chair

Claude L. Winfield  
Second Vice Chair

Harry Edward Ursillo  
Secretary

Beatrice Disman  
Treasurer

April 14, 2003

Toni Carlina  
District Manager

Hon. George Pataki  
The Governor  
The Executive Chamber  
Capital  
Albany, NY 12224

Re: 197-a Plan for areas of CB6, east of 2<sup>nd</sup> Avenue

Dear Governor Pataki:

Enclosed please find a resolution passed by Community Board Six concerning the above captioned matter.

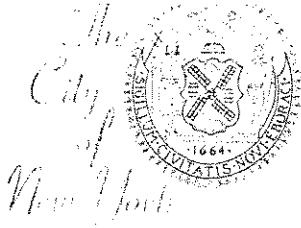
If there are any questions pertaining to this resolution, please contact the Board Office at (212) 319-3750

Sincerely,

Toni Carlina  
District Manager

Encl.  
cc:

Hon. C. Virginia Fields  
Hon. Carolyn Maloney  
Hon. Liz Krueger  
Hon. Tom Duane  
Hon. Steve Sanders  
Hon. Richard Gottfried  
Hon. Jonathan Bing  
Hon. Gifford Miller  
Hon. Margarita Lopez  
Hon. Christine Quinn  
Hon. Eva Moskowitz



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: [mancb6@verizon.net](mailto:mancb6@verizon.net)

Web site [cb6mnyc.org](http://cb6mnyc.org)

Timothy McGinn  
Chair

Carol A. Schachter  
First Vice Chair

Claude L. Winfield  
Second Vice Chair

Harry Edward Ursillo  
Secretary

Beatrice Dismian  
Treasurer

Toni Carlina  
District Manager

March 3, 2004

Amanda M. Burden  
Chair  
Department of City Planning  
22 Reade Street  
New York, NY 10007

Dear Ms. Burden:

This letter is to inform you that Manhattan Community Board No. 6, under the authority granted to it by Section 197-a of the Charter of the City of New York, intends to submit a community plan, *Community Board 6: Planning for Second Avenue to the Waterfront*, about mid-year 2004.

We appreciate the help and guidance given by City Planning staff during our preliminary discussions. Our 197-a committee expects to complete the plan and present it at a public hearing within the next several months.

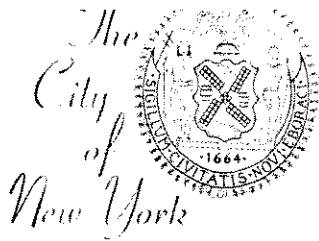
We look forward to your continuing cooperation in this matter.

Sincerely,

Timothy J. McGinn  
Chair

Toni Carlina  
District Manager

Cc. Ellen Imbimbo  
Ed Rubin



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: mancb6@verizon.net

Web site: cb6mny.org

Timothy J. McGinn  
Chair

June 24, 2004

Toni Carlina  
District Manager

Carol A. Schachter  
First Vice Chair

Claude L. Winfield  
Second Vice Chair

Harry Edward Ursillo  
Secretary

Beatrice Disman  
Treasurer

Mr. Joel L. Klein  
Chancellor  
NYC Department of Education  
52 Chambers St.  
New York, NY 10007

Dear Chancellor Klein:

This letter is to notify your agency that Manhattan Community Board 6, under the authority granted to it by Section 197-a of the NYC Charter requests that your agency review and offer comments on the Board's 197-a Plan, which was adopted by Community Board 6 at its meeting on June 9, 2004 (see enclosed CD, and attached appendices).

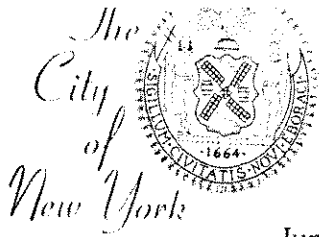
The study area includes 14<sup>th</sup> to 59<sup>th</sup> Streets, from just west of Second Avenue over to the East River. The area under study is one in which there is a remarkable amount of activity. The proposed new UN building, the development of the Con Edison site in the 30's along First Avenue, the new Second Avenue Subway, and the reconstruction of the FDR Drive afforded an unprecedented opportunity for Community Board 6 to develop its vision for the area in one Plan. Although we may deal with your agency on an ongoing basis, we want all the City agencies involved in these projects to be aware of our Plan and Recommendations. We very much welcome the comments of your agency and request that we receive them by **July 31, 2004**.

Please call us if you have any questions. Thanking you in advance,

Sincerely,

Timothy McGinn  
Chair, CB6

Ellen Imbimbo  
Chair, 197-a Plan Sub-Committee  
Land Use Committee



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: [mancb6@verizon.net](mailto:mancb6@verizon.net)

Web site [cb6mny.org](http://cb6mny.org)

June 24, 2004

Timothy J. McGinn  
*Chair*

Carol A. Schachter  
*First Vice Chair*

Claude L. Winfield  
*Second Vice Chair*

Harry Edward Ursillo  
*Secretary*

Beatrice Disman  
*Treasurer*

Mr. Thomas R. Frieden  
Commissioner  
The Department of Public Health  
125 Worth St.  
New York, NY 10013

Toni Carlina  
*District Manager*

Dear Commissioner Frieden:

This letter is to notify your agency that Manhattan Community Board 6, under the authority granted to it by Section 197-a of the NYC Charter requests that your agency review and offer comments on the Board's 197-a Plan, which was adopted by Community Board 6 at its meeting on June 9, 2004 (see enclosed CD, and attached appendices).

The study area includes 14<sup>th</sup> to 59<sup>th</sup> Streets, from just west of Second Avenue over to the East River. The area under study is one in which there is a remarkable amount of activity. The proposed new UN building, the development of the Con Edison site in the 30's along First Avenue, the new Second Avenue Subway, and the reconstruction of the FDR Drive afforded an unprecedented opportunity for Community Board 6 to develop its vision for the area in one Plan. Although we may deal with your agency on an ongoing basis, we want all the City agencies involved in these projects to be aware of our Plan and Recommendations. We very much welcome the comments of your agency and request that we receive them by **July 31, 2004**.

Please call us if you have any questions. Thanking you in advance,

Sincerely,

Timothy McGinn  
Chair, CB6

Ellen Imbimbo  
Chair, 197-a Plan Sub-Committee  
Land Use Committee



THE CITY OF NEW YORK  
DEPARTMENT OF HEALTH AND MENTAL HYGIENE  
OFFICE OF THE COMMISSIONER



125 WORTH STREET, CN-28  
NEW YORK, NY 10013  
NYC.GOV/HEALTH

RECEIVED

AUG 19 2004

CB6M

THOMAS R. FRIEDEN, M.D., M.P.H.  
COMMISSIONER  
TEL (212) 788-5261  
FAX (212) 964-0472

August 16, 2004

Timothy McGinn, Chair  
Ellen Imbimbo, Chair, 197-a Plan Sub-Committee  
Land Use Committee  
Manhattan Community Board Six  
866 United Nations Plaza, Ste. 308  
New York, NY 10017

Dear Mr. McGinn and Ms. Imbimbo:

Thank you for your letter of June 24, 2004, and copy of Community Board Six's adopted 197-a Plan. At this time, the New York City Department of Health and Mental Hygiene does not offer any comment, but I appreciate having been given the opportunity to review the Plan.

Good luck in your plans for the continued improvement of the East Side of Manhattan.

Sincerely,

A handwritten signature in cursive script that reads "Thomas R. Frieden".

Thomas R. Frieden, M.D., M.P.H.  
Commissioner

TRF/dk



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: mancb6@verizon.net

Web site: cb6mny.org

Timothy J. McGinn  
*Chair*

June 24, 2004

Toni Carlina  
*District Manager*

Carol A. Schachter  
*First Vice Chair*

Claude L. Winfield  
*Second Vice Chair*

Harry Edward Ursillo  
*Secretary*

Beatrice Disman  
*Treasurer*

Mr. Adrian Benepe  
Commissioner  
Dept. of Parks & Recreation  
The Arsenal  
New York, 10021

Dear Commissioner Benepe:

This letter is to notify your agency that Manhattan Community Board 6, under the authority granted to it by Section 197-a of the NYC Charter requests that your agency review and offer comments on the Board's 197-a Plan, which was adopted by Community Board 6 at its meeting on June 9, 2004 (see enclosed CD, and attached appendices).

The study area includes 14<sup>th</sup> to 59<sup>th</sup> Streets, from just west of Second Avenue over to the East River. The area under study is one in which there is a remarkable amount of activity. The proposed new UN building, the development of the Con Edison site in the 30's along First Avenue, the new Second Avenue Subway, and the reconstruction of the FDR Drive afforded an unprecedented opportunity for Community Board 6 to develop its vision for the area in one Plan. Although we may deal with your agency on an ongoing basis, we want all the City agencies involved in these projects to be aware of our Plan and Recommendations. We very much welcome the comments of your agency and request that we receive them by **July 31, 2004**.

Please call us if you have any questions. Thanking you in advance,

Sincerely,

Timothy McGinn  
Chair, CB6

Ellen Imbimbo  
Chair, 197-a Plan Sub-Committee  
Land Use Committee



City of New York  
Parks & Recreation

The Arsenal  
Central Park  
New York, New York 10021

Adrian Benepe  
Commissioner

Joshua R. Laird  
Chief of Planning

(212) 360-3402  
joshua.laird@parks.nyc.gov

July 30, 2004

Mr. Timothy McGinn & Ms. Ellen Imbimbo  
Manhattan Community Board 6  
866 United Nations Plaza, Suite 308  
New York, NY 10017

RECEIVED

AUG - 2 2004

CB6M

Dear Mr. McGinn and Ms. Imbimbo,

Thank you for giving the New York City Department of Parks and Recreation (Parks) the opportunity to review the 197-A plan for Community Board 6. We commend your efforts, and are pleased to see that we share many of the same priorities for waterfront access and park improvements in this reach of the East River waterfront. Please see our comments below.

- **East River Esplanade**

The 197-A plan recommends the completion of a continuous waterfront esplanade along the entire CB6 waterfront. As you know, the creation of a continuous esplanade is a very high priority for the City and for the Parks Department. We will continue to work with NYSDOT, EDC, DCP, the UN, and CB6 to make this vision a reality. We concur with CB6 that making the current FDR outboard detour roadway permanent could provide a good opportunity to continue the esplanade, and further study of this scenario is desirable.

- **Open Space Acquisition**

Recognizing the lack of parkland in CB6, in general we support the goal of acquiring new land for public open space.

- **Queens Midtown Tunnel Opportunities**

We have spoken to the MTA about the possibility of creating park decks over the mouth of the Queens Midtown Tunnel as mitigation for the Second Avenue Subway alienation at St. Vartan Park. The MTA's preliminary feedback has been that this is not advisable due to security and venting constraints.

- **FDR Drive Reconstruction**

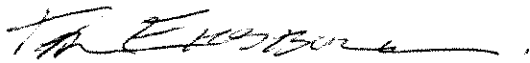
The 197-A plan recommends the creation of new parks in conjunction with the FDR Drive reconstruction. We support this goal in concept, although jurisdiction of new open spaces will need to be determined by Parks, DCP, and SDOT on a case-by-case basis.

- **Robert Moses Playground**

We are working intently with the UNDC and others to ensure that adequate mitigation is provided if the Robert Moses Playground ballfield is taken for the UN Consolidation Building. With the help of CB6, we have developed a plan that replaces the area of the park threefold. We look forward to a continued dialog on this issue as the project advances through the State Legislature and into more detailed design.

Please feel free to call me with any questions at (212) 360-3493.

Sincerely,



Paul Ersboll

cc:

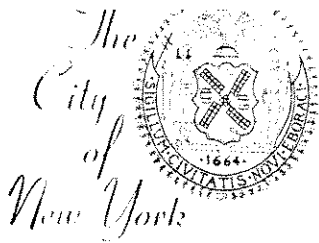
William Castro

Joshua Laird

Bob Redmond

Jennifer Hoppa

Johanna Freeman



## MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: mancb6@verizonesg.net

Web site cb6mny.org

Timothy J. McGinn  
Chair

June 24, 2004

Toni Carlina  
District Manager

Carol A. Schachter  
First Vice Chair

Claude L. Winfield  
Second Vice Chair

Harry Edward Ursillo  
Secretary

Beatrice Disman  
Treasurer

Ms. Iris Weinshall  
Commissioner  
Department of Transportation  
40 Worth St.  
New York, NY 10013

Dear Commissioner Weinshall:

This letter is to notify your agency that Manhattan Community Board 6, under the authority granted to it by Section 197-a of the NYC Charter requests that your agency review and offer comments on the Board's 197-a Plan, which was adopted by Community Board 6 at its meeting on June 9, 2004 (see enclosed CD, and attached appendices).

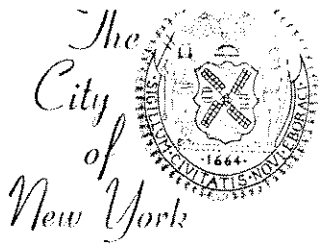
The study area includes 14<sup>th</sup> to 59<sup>th</sup> Streets, from just west of Second Avenue over to the East River. The area under study is one in which there is a remarkable amount of activity. The proposed new UN building, the development of the Con Edison site in the 30's along First Avenue, the new Second Avenue Subway, and the reconstruction of the FDR Drive afforded an unprecedented opportunity for Community Board 6 to develop its vision for the area in one Plan. Although we may deal with your agency on an ongoing basis, we want all the City agencies involved in these projects to be aware of our Plan and Recommendations. We very much welcome the comments of your agency and request that we receive them by **July 31, 2004**.

Please call us if you have any questions. Thanking you in advance,

Sincerely,

Timothy McGinn  
Chair, CB6

Ellen Imbimbo  
Chair, 197-a Plan Sub-Committee  
Land Use Committee



# MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: mancb6@verizonesg.net

Web site cb6mny.org

Timothy J. McGinn  
*Chair*

June 24, 2004

Toni Carlina  
*District Manager*

Carol A. Schachter  
*First Vice Chair*

Claude L. Winfield  
*Second Vice Chair*

Harry Edward Ursillo  
*Secretary*

Beatrice Disman  
*Treasurer*

Mr. Andrew Alper  
Commissioner  
NYC Economic Development Corp.  
110 William St.  
New York, NY 10038

Dear Commissioner Alper:

This letter is to notify your agency that Manhattan Community Board 6, under the authority granted to it by Section 197-a of the NYC Charter requests that your agency review and offer comments on the Board's 197-a Plan, which was adopted by Community Board 6 at its meeting on June 9, 2004 (see enclosed CD, and attached appendices).

The study area includes 14<sup>th</sup> to 59<sup>th</sup> Streets, from just west of Second Avenue over to the East River. The area under study is one in which there is a remarkable amount of activity. The proposed new UN building, the development of the Con Edison site in the 30's along First Avenue, the new Second Avenue Subway, and the reconstruction of the FDR Drive afforded an unprecedented opportunity for Community Board 6 to develop its vision for the area in one Plan. Although we may deal with your agency on an ongoing basis, we want all the City agencies involved in these projects to be aware of our Plan and Recommendations. We very much welcome the comments of your agency and request that we receive them by **July 31, 2004**.

Please call us if you have any questions. Thanking you in advance,

Sincerely,

Timothy McGinn  
Chair, CB6

Ellen Imbimbo  
Chair, 197-a Plan Sub-Committee  
Land Use Committee



# MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza - Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: [mn06@cb.nyc.gov](mailto:mn06@cb.nyc.gov)

Web site [cb6mny.org](http://cb6mny.org)

**Carol A. Schachter**  
*Chair*

**Claude L. Winfield**  
*First Vice Chair*

**Lyle Frank**  
*Second Vice Chair*

**Harry Edward Ursillo**  
*Secretary*

**Beatrice Disman**  
*Treasurer*

November 2, 2005

**Toni Carlina**  
*District Manager*

**Mr. Robert B. Tierney**  
Chair  
Landmarks Preservation Commission  
1 Center Street 9<sup>th</sup> Floor  
New York, NY 10017

Dear Mr. Tierney:

This letter is to notify your agency that Manhattan Community Board Six, under the authority granted to it by Section 197-a of the NYC Charter requests that your agency review and offer comment on the Board's 197-a Plan, which was adopted by Community Board 6; see enclosed Plan on CD.

This study area includes 14<sup>th</sup> to 59<sup>th</sup> Streets, from just west of Second Avenue over to the East River. The area under study is one in which there is a remarkable amount of activity. The proposed new UN building, the development of the Con Edison site in the 30's along First Avenue, the new Second Avenue Subway, and the reconstruction of the FDR Drive afforded an unprecedented opportunity for Community Board 6 to develop its vision for the area in one Plan. Although we may deal with your agency on an ongoing basis, we want all the City agencies involved in these projects to be aware of our Plan and recommendations. We very much welcome the comments of your agency and request that we receive them as soon as possible.

Please call if you have any questions. Thanking you in advance.

Yours truly,

Carol A. Schachter  
Chair, CB6

Ellen Imbimbo  
Chair, 197-a Plan Sub-Committee  
Land Use Committee

Enc.



# MANHATTAN COMMUNITY BOARD SIX

866 United Nations Plaza – Ste. 308, New York, NY 10017

Phone: (212) 319-3750 - Fax: (212) 319-3772

E-mail: [mn06@cb.nyc.gov](mailto:mn06@cb.nyc.gov)

Web site [cb6mny.org](http://cb6mny.org)

**Carol A. Schachter**  
*Chair*

**Claude L. Winfield**  
*First Vice Chair*

**Lyle Frank**  
*Second Vice Chair*

**Harry Edward Ursillo**  
*Secretary*

**Beatrice Disman**  
*Treasurer*

**Toni Carlinu**  
*District Manager*

November 2, 2005

**Mr. Lawrence G. Reuter**  
President  
MTA New York City Transit  
2 Broadway  
New York, NY 10004

Dear Mr. Reuter:

This letter is to notify your agency that Manhattan Community Board Six, under the authority granted to it by Section 197-a of the NYC Charter requests that your agency review and offer comment on the Board's 197-a Plan, which was adopted by Community Board 6; see enclosed Plan on CD.

This study area includes 14<sup>th</sup> to 59<sup>th</sup> Streets, from just west of Second Avenue over to the East River. The area under study is one in which there is a remarkable amount of activity. The proposed new UN building, the development of the Con Edison site in the 30's along First Avenue, the new Second Avenue Subway, and the reconstruction of the FDR Drive afforded an unprecedented opportunity for Community Board 6 to develop its vision for the area in one Plan. Although we may deal with your agency on an ongoing basis, we want all the City agencies involved in these projects to be aware of our Plan and recommendations. We very much welcome the comments of your agency and request that we receive them as soon as possible.

Please call if you have any questions. Thanking you in advance.

Yours truly,

Carol A. Schachter  
Chair, CB6

Ellen Imbimbo  
Chair, 197-a Plan Sub-Committee  
Land Use Committee

Enc.



OCT 08 2003

CB6M

October 8, 2003

(Community Group Contact)

Subject:

**Community Board 6 – Proposed 197-A Plan**

*This letter went  
out Oct. 9th  
to the attached  
list.*

Dear :

As you know, our community – especially Second Avenue and east – is under tremendous pressure from a range of proposed projects: the Second Avenue subway, a proposed new UN building, the Con Edison site, and reconstruction of the FDR Drive.

Community Board 6 has hired a consultant, Buckhurst, Fish, Jacquemart to develop a concept plan for the area of our Community Board. The plan will focus on land use, transportation, open space and urban design. When completed in 6-8 months, we are hoping the plan and its elements will be adopted by the City Planning Commission for additional study and eventual incorporation into New York City codes.

The 197-A Subcommittee of the Land Use Committee will be overseeing the plan as it develops and will meet the first Wednesday of every month right before the Land Use Committee meeting. We invite you to name a liaison to the Subcommittee so that you can be represented at the meetings, and can receive reports on the work of the Subcommittee. We welcome your feedback.

Please let us know the name of your designate and watch the Land Use agenda for the next meeting of the 197-A Subcommittee. We look forward to seeing your representative there.

Sincerely,

Ellen Imbimbo  
Chair,  
197-A Subcommittee of the Land Use Committee

---

---

**COMMUNITY ORGANIZATIONS IN THE BOARD SIX AREA**

---

---

**Beekman Place Association**

30 Beekman Place  
New York, NY 10022  
Buddy Radisch

**Bellevue South Community Assoc.**

40 Waterside Plaza, #31-A  
New York, NY 10010  
Maxine McIntosh

**East Side Rezoning Alliance**

50 Park Avenue  
New York, NY 10016  
Irene Peveri

**East 22<sup>nd</sup> Street Block Assoc.**

60 Gramercy Park  
New York, NY 10010  
Edith Charlton

**East Midtown Coalition for Sensible Development**

527 3<sup>rd</sup> Avenue, Box 39  
New York, NY 10016  
Edan Unterman

**East Midtown Plaza**

320 East 25<sup>th</sup> St., #2CC  
New York, NY 10010-3140  
Jerrod Fox

**Friends of Dag Hammarskjold Plaza**

847 Second Ave. #129  
New York, NY 10017  
Mike Butler

**Friends of St. Varten Park**

P.O. Box 1106  
Murray Hill Station  
New York, NY 10016  
Roxie Cherishian

**Gramercy Neighborhood Associates**

P.O. Box 678  
Madison Square Station  
Nordal McWethy

**Gramercy Park Block Association**

23 Gramercy Park South  
New York, NY 10003  
Arlene Harrison

**Manhattan East Community Assoc.**

415 East 37<sup>th</sup> Street  
New York, NY 10016  
Fred Arcaro

no

**Murray Hill Neighborhood Assoc.**

36 East 36<sup>th</sup> Street, Box Roof 8  
New York, NY 10016  
Steve Weingrad  
<http://www.murrayhill.org>

**Phipps Plaza East Tenants Association**

485 Second Avenue  
New York, NY 10016

no

**Stuyvesant Cove Park Association**

P.O. Box 178  
New York, NY 10009  
Marty Barrett  
[www.Stuyvesantcove.org](http://www.Stuyvesantcove.org)

**Stuyvesant Park Neighborhood Association**

P.O. Box 1320  
Cooper Station  
New York, NY 10003  
Carol Schachter

no

**Stuyvesant Town Tenants Association**

525 East 14<sup>th</sup> Street  
New York, NY 10009  
Al Doyle

**Sutton Area Community**

405 East 54<sup>th</sup> Street  
New York, NY 10022  
Mary Claire Bergin  
New York, NY 10159

**Tudor City Associaton**

5 Tudor Place  
New York, NY 10017  
George Brown

**Turtle Bay Association**

224 East 47<sup>th</sup> Street  
New York, NY 10017  
William Curtis  
<http://tutlebay-nyc.org>

**APPENDIX D:**  
**Documentation of Need for Affordable Housing**

**Community District 6**  
**Documented Need for Affordable Housing (data summarized by Urbanomics)**

Indicators of poverty drawn from the 2000 decennial census were analyzed for the Census tracts that make up Community District 6 in order to illustrate the demand for affordable housing in the CD. The results numbers were then compared to the known existing supply of subsidized housing units from both HUD's low-income housing tax credit (LIHTC) and New York City Housing Authority's (NYCHA) stock. The difference between the two is an estimate of the unmet need.

<b>Indicators of Poverty in CD 6</b>		
	<b>Total</b>	<b>%</b>
<b>Total Population</b>	144,022	
Persons in Poverty	11,227	7.8%
Retired (65-74)	866	7.7%
Elderly (75 and Older) in Poverty	688	6.1%
<b>Total Households</b>	88,864	
Households in Poverty	6,525	7.3%
Families Households	949	1.1%
Non-Family Households	5,576	6.3%
Rental Households	65,237	
More than 50% of income for rent	11,362	17.4%
40-50% of income for rent	3,918	6.0%
31-40% of income for rent	7,563	11.6%
<b>Existing Supply of Subsidized Housing</b>		
LIHTC* Housing Units	1,456	
NYCHA Housing Units	257	

Source: 2000 Census, *HPD housing rolls, HUD housing rolls*

\*LIHTC: Low Income Housing Tax Credit

According to the 2000 Census, of the 144,022 persons living in Community District 6, 11,227 or 7.8 percent are living in poverty. Of these persons, 1,554 are retirement age, meaning the rest are most likely disabled or working poor. In terms of households, 7.3 percent of the 88,864 households in the CD are considered to be below the poverty level—of these, family households number 949 while non-family households (mainly individuals living alone) number 5,576.

Poverty Status is only one way of getting at the need for affordable housing—another key factor is the percentage of income that residents are using for rent. Rent is considered to be not affordable if it is more than 30% of the renter's income on a national basis. In CD 6, fully 17.4 percent of all renters paid more than half of their incomes for their monthly rent; a roughly equivalent number pay between 30 and 50% each month.

In 2000, in terms of households in poverty, there is demand for more than 6,000 affordable units. In terms of what is affordable on a rent to income ratio basis, there is a demand for more than 10,000 affordable apartments. Currently, there are 1,456 subsidized units using HUD's LIHTC in the Community District and 257 NYCHA apartments meeting. These units meet only a small percentage of the need.

An additional 4,812 units of affordable housing would be required to meet the need of every household in poverty as defined by the federal government. In terms of households expending more than half their income on rent, an additional 9,649 affordable units would be required to fulfill the need.



## Section 4

### A Guide to Recommendations in Adopted Manhattan CB 6 197-a Plan

**Guide to Recommendations in Adopted Manhattan CB 6 197-a Plan**

<p><b>Recommendations as Adopted by the City Council on March 26, 2008</b></p> <p><b>Notes: Recommendations were approved, modified or deleted by the City Planning Commission on January 28, 2008; and approved, modified or deleted by City Council on March 26, 2008. The wording for some recommendations may have been slightly revised; some recommendations have been combined.</b></p> <p><b>▲ Modification by City Council to CPC modified and approved plan.</b></p>	<p><b>Discussion in Consideration portion of Approved CPC Report</b></p>	<p><b>CB 6 197-a Plan Recommendations as submitted and modified by CB 6 in September 2007</b></p>
<p><b><i>Waterfront Related Improvements</i></b></p>		
<p>1. Explore with Con Ed, NYCDOT and NYSDOT opportunities to widen Esplanade between 13<sup>th</sup> and 15<sup>th</sup> Streets by replacing the existing pump with a smaller pump.</p>	<p>p. 15</p>	<p>Rec. B a i (p. 78)</p>
<p>2. Encourage NYCDOT and DPR to make the 25<sup>th</sup> Street pedestrian bridge handicapped accessible. ▲</p>	<p>p. 19</p>	<p>Rec. B a iii (p. 78)</p>
<p>3. If the FDR Drive is to be relocated to grade, which would permit a deck above the drive, the option of a park on a deck above the FDR Drive between 28<sup>th</sup> and 30<sup>th</sup> streets should be studied, within the context of the reconstruction of the FDR Drive by NYSDOT.</p>	<p>p. 14</p>	<p>Rec. B b iii (p. 79)</p>
<p>4. Improve area around 35<sup>th</sup> Street ferry landing.</p>	<p>p. 15</p>	<p>Rec. B a iii (p. 78)</p>
<p>5. Encourage creation of smaller neighborhood piers for water taxis at 23<sup>rd</sup> and 42<sup>nd</sup> streets. ▲</p>	<p>p. 15</p>	<p>Rec. B a iii (p. 78)</p>
<p>6. Encourage construction of a narrow esplanade walkway between 53<sup>rd</sup> and 63<sup>rd</sup> streets on a cantilever on the outboard side of the existing FDR Drive. ▲</p>	<p>p. 14</p>	<p>Rec. B a vii (p. 79)</p>
<p>7. Explore alternatives to relocate all parking located directly on the waterfront such as the 34<sup>th</sup> Street lot, the 23<sup>rd</sup> Street Skyport parking garage, and the Con Edison Parking pier (38<sup>th</sup> to 41<sup>st</sup> streets).</p>	<p>p. 15</p>	<p>Rec. B a iii (p. 78) Rec. D d i (p. 90)</p>
<p>8. Accommodate pedestrians, joggers, cyclists, and skaters on new esplanades and greenways.</p>	<p>p. 15</p>	<p>Rec. B a viii (p. 79)</p>
<p>9. The city should work with appropriate federal and state agencies to encourage decking over a portion of the FDR Drive, the relocation or reconfiguration of the northbound FDR exit ramp at 42<sup>nd</sup> Street, and the creation of a continuous waterfront esplanade between 34<sup>th</sup> and 42<sup>nd</sup> streets. Development on the First Avenue Properties (former Con Edison sites) should be compatible with, and not preclude, future off-site waterfront improvements. ▲</p>	<p>p. 14</p>	<p>Rec. B b iii (p. 79)</p>
<p>10. Pursue measures to ensure that the waterfront esplanade at Waterside Plaza is publicly accessible.</p>	<p>p. 15</p>	<p>Rec. B a iii (p. 78)</p>

<b>Recommendations as Adopted by the City Council on March 26, 2008</b>  <b>Notes: Recommendations were approved, modified or deleted by the City Planning Commission on January 28, 2008; and approved, modified or deleted by City Council on March 26, 2008. The wording for some recommendations may have been slightly revised; some recommendations have been combined.</b>  <b>▲ Modification by City Council to CPC modified and approved plan.</b>	<b>Discussion in Consideration portion of Approved CPC Report</b>	<b>CB 6 197-a Plan Recommendations as submitted and modified by CB 6 in September 2007</b>
11. Ensure that the heliport permits safe inland pedestrian connections between adjacent sections of the waterfront esplanade. ▲	p. 15	Rec. D e i (p. 91)
12. Encourage new pedestrian bridges and other means to provide improved public access to the waterfront particularly at 16 <sup>th</sup> , 27 <sup>th</sup> , 29 <sup>th</sup> , 39 <sup>th</sup> , 40 <sup>th</sup> , 41 <sup>st</sup> , 42 <sup>nd</sup> , 48 <sup>th</sup> and 54 <sup>th</sup> streets. ▲	p. 18-19	Rec. B a ii Rec. B a iii Rec. B a v Rec. B a iv Rec. B a vi (p. 78) Rec. D f i (p. 91)
13. Encourage creation of pedestrian crossings from 35 <sup>th</sup> or 36 <sup>th</sup> streets to the East River Esplanade Park if a tunnel for the FDR Drive is to be constructed. ▲	p. 19	Rec. B a iv (p. 78)
14. To preserve and create waterfront views and facilitate public access to the waterfront, appropriate zoning, land use and mapping controls (including remapping demapped streets, if feasible) as well as urban design and streetscape improvements should be used. ▲	p. 18	Rec. A b ii (p. 72) Rec. C b i (p. 84)
15. Where appropriate and physically feasible, create the opportunity for public access to the waterfront by allowing pedestrians to use streets or their extensions that have been remapped, reopened or otherwise made publicly accessible.	p. 18	Rec. A b ii (p. 72) Rec. C b i (p. 84) Rec. C d i (p. 84)
<b><i>Other Open Space Improvements</i></b>		
16. Encourage the MTA (with DPR and DOT) to consider park decks above Queens Midtown Tunnel portals as part of the ongoing Second Avenue Subway Outreach process.	p. 19	Rec. B b ii (p. 79)
17. Given the deficit of publicly-accessible open space in CD 6, the city should encourage the inclusion of publicly accessible open spaces where feasible and appropriate as part of large new developments. ▲	p. 20	Rec. B b v (p. 79) Rec. C d i (p. 84)
<b><i>Land Use and Zoning</i></b>		
18. Explore mapping contextual zoning districts to maintain neighborhood scale and residential character in appropriate locations.	p. 21	Rec. C a i (p. 84)



<b>Recommendations as Adopted by the City Council on March 26, 2008</b>  <b>Notes: Recommendations were approved, modified or deleted by the City Planning Commission on January 28, 2008; and approved, modified or deleted by City Council on March 26, 2008. The wording for some recommendations may have been slightly revised; some recommendations have been combined.</b>  <b>▲ Modification by City Council to CPC modified and approved plan.</b>	<b>Discussion in Consideration portion of Approved CPC Report</b>	<b>CB 6 197-a Plan Recommendations as submitted and modified by CB 6 in September 2007</b>
19. Map tower-on-the-base zoning districts to maintain street wall character along avenues and restrict zoning lot mergers where appropriate. ▲	p. 21	Rec. C a ii (p. 84)
20. Carefully evaluate proposals for high-density office development east of the midline between Second and Third avenues, and discourage such development where inappropriate, such as in predominantly residential areas.	p. 21	Rec. A g i (p. 74)
21. Encourage institutional development and community uses that are compatible with the existing scientific, hospital and hospital related uses in the area bounded by 23 <sup>rd</sup> St., First Avenue, 34 <sup>th</sup> St. and the FDR Drive. ▲	p. 21 - 22	Rec. A c i (p. 73)
<b><i>Specific Sites</i></b>		
<b><i>United Nations</i></b>		
22. Provide for needs of UN without significantly displacing or disrupting the surrounding neighborhoods.	p. 24	Rec. A a i (p. 72)
23. If Robert Moses Park is developed with a UN or UN-related building, the city should support the replacement of this park space with appropriate public open space in the nearby community, including an esplanade along the east edge of the UN and outboard of the FDR Drive with connections to Glick Park at 37 <sup>th</sup> Street via an esplanade extension of Glick Park between 38 <sup>th</sup> and 41 <sup>st</sup> streets and to the north at 48 <sup>th</sup> Street. If a proposed building is found to have an impact on the existing open space, park space should be provided in the immediate neighborhood as a mitigation. ▲	p. 25	Rec. B a v (p. 78)
<b><i>First Avenue Properties</i></b>		
24. Provide overlook parks along the FDR Drive.	p. 29	Rec. C d i (p. 84)
25. Require ground floor retail on First Avenue in order to enhance pedestrian activity.	p. 28	Rec. C d i (p. 84)
26. Provide publicly-accessible space and view corridors on the extensions of 39 <sup>th</sup> and 40 <sup>th</sup> streets.	p. 28-29	Rec. C d i (p. 84) Rec. D a ii (p. 90)

<b>Recommendations as Adopted by the City Council on March 26, 2008</b>  <b>Notes: Recommendations were approved, modified or deleted by the City Planning Commission on January 28, 2008; and approved, modified or deleted by City Council on March 26, 2008. The wording for some recommendations may have been slightly revised; some recommendations have been combined.</b>  <b>▲ Modification by City Council to CPC modified and approved plan.</b>	<b>Discussion in Consideration portion of Approved CPC Report</b>	<b>CB 6 197-a Plan Recommendations as submitted and modified by CB 6 in September 2007</b>
27. Consider the scale and density of existing development near the ERRC sites, the potential for shadow impacts on Tudor City parks, and site planning elements to determine the appropriate building placement, bulk and height for the development of the First Avenue Properties sites. ▲	p. 25	Rec. C d i (p. 84) Rec. A b (p. 72)
28. Encourage the developer of the First Avenue properties to provide an easement along the eastern edge of the property so as to not preclude future off-site waterfront improvements.	p. 29	Rec. B b iii (p. 79)
29. Include large, publicly accessible spaces on the site as a mitigation for the large scale development. ▲	p. 29	Rec. C d i (p. 84)
30. Facilitate the inclusion of an elementary or elementary/intermediate school on the First Avenue properties site.	p.30	Rec. A d ii Rec. A d iii (p. 73)
<i>East River Science Park</i>		
31. Encourage a dialogue between CB 6, EDC, DCP and the developers and users of the East River Science Park sites for elements of the ERSP which have not yet been decided on.	p. 31	Rec. A c ii (p. 73)
<b>Transportation</b>		
32. Determine (DCP and DOT) placement of traffic calming measures at appropriate side street locations, including neckdowns and wider sidewalks, and creation of landscaping treatment.	p. 31	Rec. D a iii (p. 90)
33. Endorse the identified locations for Second Avenue subway stations and entrances at 14 <sup>th</sup> , 23 <sup>rd</sup> , 34 <sup>th</sup> , 42 <sup>nd</sup> , and 55 <sup>th</sup> streets.	p. 31	Rec. D b i (p. 90)
34. Encourage MTA to provide pedestrian transfers via underground tunnel from Second Avenue subway station stop to: No. 7 line at Grand Central Station and E and V lines at 53 <sup>rd</sup> St. from the proposed 55 <sup>th</sup> Street station. ▲	p. 31	Rec. D b ii (p. 90)
35. Encourage the MTA to provide an Avenue A entrance to the First Avenue station on the L line. ▲	pp. 31-32	Rec. D b iii (p. 90)
36. Reroute buses and create/relocate bus stops to support new development in the study area. ▲	p. 32	Rec. D c i (p. 90)
37. Encourage DOT, MTA, and any relevant agency to locate bus stops with a view to facilitating intermodal transfer points among buses, ferries, the subway and water taxis at 23 <sup>rd</sup> , 34 <sup>th</sup> and 42 <sup>nd</sup> streets. ▲	p. 32	Rec. D c ii (p. 90)

<b>Recommendations as Adopted by the City Council on March 26, 2008</b>  <b>Notes: Recommendations were approved, modified or deleted by the City Planning Commission on January 28, 2008; and approved, modified or deleted by City Council on March 26, 2008. The wording for some recommendations may have been slightly revised; some recommendations have been combined.</b>  <b>▲ Modification by City Council to CPC modified and approved plan.</b>	<b>Discussion in Consideration portion of Approved CPC Report</b>	<b>CB 6 197-a Plan Recommendations as submitted and modified by CB 6 in September 2007</b>
38. Explore sites for black car and bus layovers, parking and rest stops, with CB 6 proposing specific locations.	p. 32	Rec. D c iii (p. 90)
39. Endorse a network of dedicated and safe bicycle routes.	p. 32	Rec. D g i (p. 91)
40. Encourage bicycle parking in private garages.	p. 32	Rec. D g ii (p. 91)
<b>Preservation</b>		
41. Consider landmark designations for the original Bellevue Hospital buildings as to preserve the historic character and campus setting of the hospital and consider preserving the integrity of the built character of Stuyvesant Town and Peter Cooper Village which may include landmark designation, designation as a Special Planned Community Preservation District or placement on the National Register of Historic Places. ▲	p. 33	Rec. C e i Rec. C e ii (p. 85)
<b>Housing</b>		
42. Encourage permanent affordable housing.	p. 34	Rec. A e i (p. 74)
43. Discourage demolition or conversion of affordable housing (i.e. Mitchell Lama) to market-rate housing.	p. 34	Rec. A e i (p. 74)
44. Encourage low and moderate income housing in new developments which would be permanent and could not be converted to market value.	p. 34	Rec. A e ii (p. 74)
<b>Community Facilities</b>		
45. Encourage NYC Division for Child Care and Head Start (CCHS) to monitor daycare demand and availability of slots in CD6.	p. 34	Rec. A d i (p. 73)
46. Encourage CCHS to promote construction of day care facilities in new private office and residential development.	p. 34	Rec. A d i (p. 73)
<b>Deleted Recommendations (no longer included in adopted 197-a plan)</b>		
The city should explore with Con Edison the possible acquisition or lease of open space at the Con Edison East River plant to supplement Murphy Brothers Park.	p. 19	Rec. B b i (p. 79)
Encourage public acquisition for open space for such developments as Bellevue/East River Science Park Plan; Con Edison Waterfront redevelopment; replacement of Robert Moses Playground.	p. 20	Rec. B b iv (p. 79)

<p><b>Recommendations as Adopted by the City Council on March 26, 2008</b></p> <p><b>Notes: Recommendations were approved, modified or deleted by the City Planning Commission on January 28, 2008; and approved, modified or deleted by City Council on March 26, 2008. The wording for some recommendations may have been slightly revised; some recommendations have been combined.</b></p> <p><b>▲ Modification by City Council to CPC modified and approved plan.</b></p>	<p><b>Discussion in Consideration portion of Approved CPC Report</b></p>	<p><b>CB 6 197-a Plan Recommendations as submitted and modified by CB 6 in September 2007</b></p>
<p>Map a Special Hospital Use District (includes Bellevue, NYU, and VA Hospital Medical Centers).</p>	<p>p. 21-22</p>	<p>Rec. A c i (p. 73)</p>
<p>Eliminate zoning preferences for community facilities in the Study Area: eliminate larger floor area ratio for community facilities in R7 and R8 districts; eliminate all rear yard encroachment in midblock locations; distinguish definitions between wide and narrow street location to allow greater density on wide streets compared to narrow streets.</p>	<p>p. 22</p>	<p>Rec. A f i (p. 74)</p>
<p>Designate the area bounded by First Ave., 59th Street, waterfront, and 14th Street as a Special Public Access District; provide additional floor area bonus on any zoning lots that provides elective public open space improvements either on or off-site; an additional bonus would be allowed for the inclusion of affordable housing which would supersede the underlying FAR bonus provisions.</p>	<p>p. 23</p>	<p>Rec. A h i (p. 74)</p>
<p>Amend Article I, Chapter 3 of the zoning resolution to change accessory parking in R10 districts from up to 20% of apartment units to 10%.</p>	<p>p. 23-24</p>	<p>Rec. D d ii (p. 91)</p>
<p>Sale of three UNDC buildings to private developers should give priority to UN-related uses.</p>	<p>p. 24</p>	<p>Rec. A a ii (p. 72)</p>
<p><i>First Avenue Properties:</i> 39th and 40th streets (extensions) be remapped.</p>	<p>p. 28-29</p>	<p>Rec. A b ii (p. 72)</p>
<p>Develop uniform standards for security barriers or other security measures (landscaping, street furniture) within the Study Area.</p>	<p>p. 32</p>	<p>Rec. D a iv (p. 90)</p>