Chapter 2: Land Use, Zoning, and Public Policy

A. INTRODUCTION

This chapter examines the project's compatibility and consistency with land use patterns in the area, ongoing development trends, and public land use and zoning policies. For this analysis, a study area has been defined to include a ¼-mile radius from the project site, zoning lot, and rezoning area, which is the area in which the project has the potential to affect land use or land use trends. This study area generally extends from West 55th Street on the south to West 66th Street on the north and Ninth/Columbus Avenue on the east to Twelfth Avenue/Route 9A on the west (see Figure 2-1). Various sources have been used to prepare a comprehensive analysis of the land use, zoning, and public policy characteristics of the study area, including field surveys, other environmental assessments and studies of this area, and land use and zoning maps.

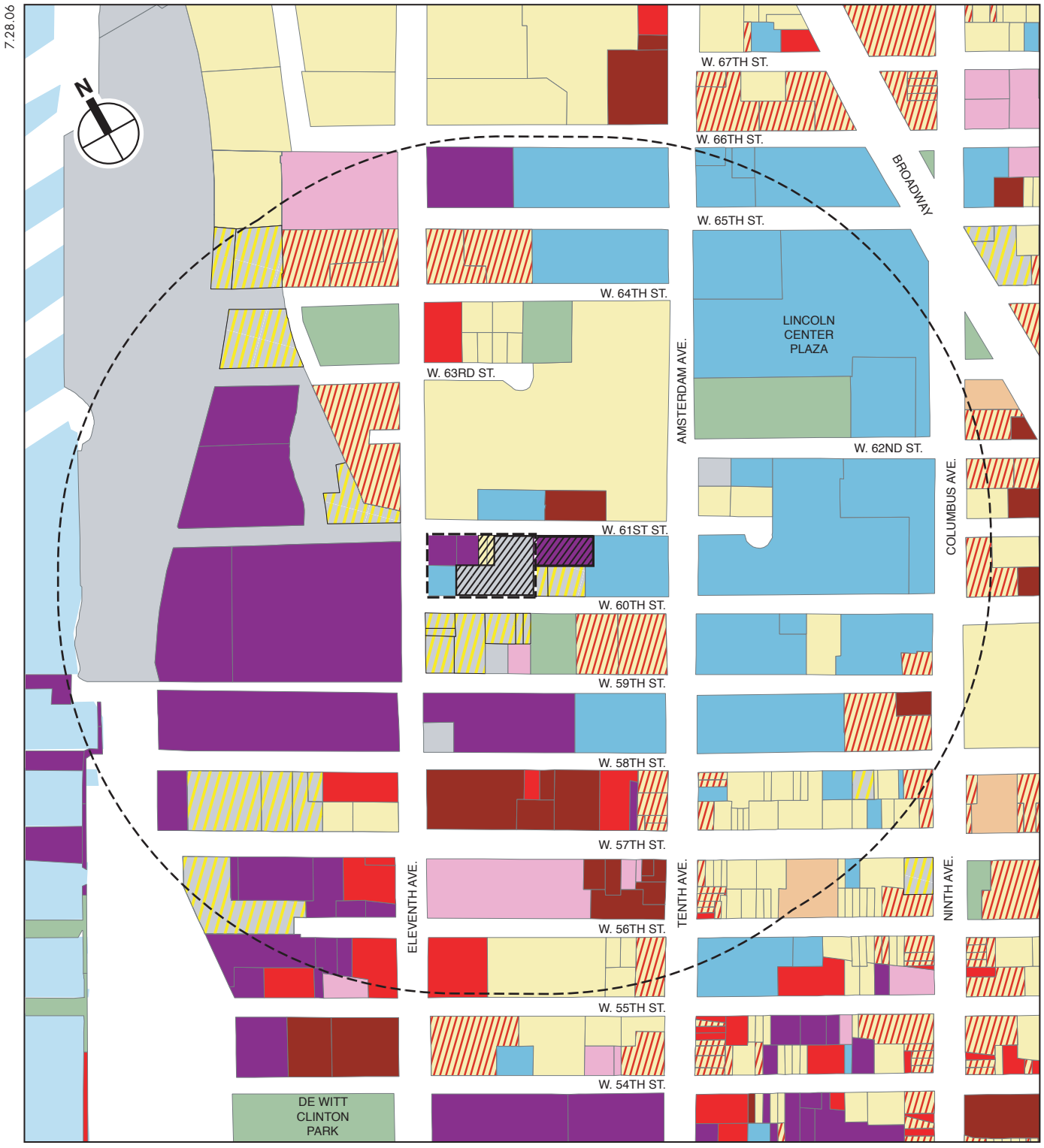
The proposed action would be compatible with and supportive of land use and zoning in the area. As shown in this analysis, the proposed action would not result in significant adverse impacts related to land use, zoning, and public policy.

B. DEVELOPMENT HISTORY

The industrial period of development on the west side was initiated by the 1851 completion of the Hudson River Railroad line. This spurred the growth of a waterfront industry linked with the burgeoning maritime trades. The industrial waterfront attracted thousands of workers, and the accompanying tenement housing was built inland to the east. A residential neighborhood eventually stretched from West 30th Street to West 60th Street from the Hudson River to about Sixth Avenue, and acquired a reputation as one of the toughest parts of the City.

The study area developed in this way for many decades, with the industrial blocks west of Tenth Avenue providing support for the Hudson River piers. Beginning in the early 20th century, many residential uses east of Eighth Avenue were gradually demolished to make way for the emerging midtown commercial and theater districts, and many of the residential blocks south of 42nd Street were cleared for the Lincoln Tunnel and its entrance/exit roadways. The elevated West Side Highway was completed in the early 1930s.

Most new development in the area ceased between 1930 and 1945 with the depression and World War II. Following the war, the shipping industry and waterfront went into decline and housing conditions in the area also worsened. Prompted by this deterioration, public initiatives were enacted that greatly changed the face of the area. In 1949, one of the City's first urban renewal projects cleared several blocks of tenements, factories, and stores between West 61st and 64th Streets for the construction of a 13-building public housing complex between Amsterdam and West End Avenues (Amsterdam Houses). In the 1950s and early 1960s, 12 more blocks west of Broadway between West 58th and 66th Streets were cleared for urban renewal projects, including the New York Coliseum, built in 1956; Fordham University, built in 1962; and Lincoln Center for the Performing Arts, constructed between 1962 and 1969.



West 61st Street Rezoning
Project and Citywide GLSD Text Amendment

Land Use
Figure 2-1

Together, these projects dramatically changed land use patterns and the character of the study area.

There was little development activity in the area in the 1970s, but the seeds were planted for change. The deteriorated West Side Highway had to be dismantled, setting the stage for the design of a new transportation/open space corridor along the west side. The Department of City Planning also initiated studies for the West Side (60th Street) Yards and Lincoln West community. During this period, there were a number of redevelopment ideas for the yards, most of which were oriented toward residential and open space uses. Although a 1980 plan for the site did not get built, a zoning map amendment was approved that allowed residential uses for the first time on this former railyard/industrial property.

The 1980s began a period of economic boom and development in New York City. New development projects were concentrated around Lincoln Center. The west side experienced substantial investment in the form of tenement renovation and conversion of former hotels to residential apartments. The old Madison Square Garden block was redeveloped into Worldwide Plaza, a major office, residential, and retail project, and there were a number of new projects along Eighth Avenue.

After the real estate decline of the early 1990s, the study area has seen a resurgence of development. Moreover, development that was once concentrated along Broadway near Lincoln Center moved west. Along Amsterdam Avenue, newer residential projects include the 36-story Alfred building on West 61st Street and the 60-story condominium building on West 66th Street, part of the expansion of the Lincoln Center complex. To the north of the project site is the recently completed West End Towers complex located on the west side of West End Avenue between West 61st and 64th Streets. This development includes 1,000 residential units (80 percent market-rate and 20 percent for low- to moderate-income residents). North of West End Towers is the recently completed high-rise development at 101 West End Avenue, between West 64th and 65th Streets. This project provides 505 residential units, as well as 38,000 square feet of commercial/retail space, and 5,000 square feet of community facility use. North and west of these projects (and just outside the study area), four residential tower buildings have been completed, and a fifth tower is under construction in the Riverside South (Trump Place) project. Eventually, this will be a large residential project with supporting retail and professional office uses extending north from West 59th to West 72nd Street, including possible additional studio space between West 59th and West 61st Streets. The last decade also brought a new vision for transportation and open space along the waterfront—the Route 9A reconstruction project and the Hudson River Park project.

Other ongoing efforts to redevelop this part of the West Side area described below in “Past Development Trends and Recent Rezoning Actions,” and “The Future Without the Proposed Action.”

C. EXISTING CONDITIONS

LAND USE

PROJECT SITE

Until recently, the site (Block 1152, Lots 5, 8, 10-13, 43, 52, 53, and 55) contained a mix of uses, including motor vehicle repair shops, surface parking, and warehouse and commercial uses. These uses have been demolished, and the project site is now vacant.

ZONING LOT AND REZONING AREA

The zoning lot consists of the project site and two additional lots (Lots 56 and 57). There are two five-story residential buildings located on Lots 56 and 57. The rezoning area is generally described as the western portion of the block between West 60th and West 61st Streets and Tenth and Eleventh Avenues (Block 1152). The rezoning area contains most of the project site and zoning lot but excludes the portion of Lot 43, mapped within an R8 zoning district. The rezoning area also includes Lots 1, 58, and 61, which are improved with The Heschel School (Lot 1), a recently constructed private high school, a one-story motor vehicle repair shop (Lot 58), and a four-story car dealership on the northwest corner (Lot 61).

STUDY AREA

For the purpose of discussion, the study area is generally divided into four subareas based on distinctions in land uses as well as traditional neighborhood boundaries: south of the project site/west of Tenth Avenue; south of the project site/east of Tenth Avenue; Lincoln Square West/Riverside South; and Lincoln Square. A discussion of the land use in the blocks surrounding the project site and in each of those sub-areas follows:

Block and Lots Surrounding the Project Site and Rezoning Area

Block 1152

The eastern portion of the project block not located within the project site or rezoning area contains The Amsterdam School (P.S. 191, a public elementary school) on Lot 29 and a new building under construction by Touro College (described in Section D, "The Future Without the Proposed Action") on Lot 17.

Block 1151

The western portion of the block immediately south of the project area contains cleared sites that are under construction (Lots 1, 5, 61, 63). The middle portion of the block that fronts on West 59th Street contains a vacant site and a two-story building that contains the studio and offices for the Manhattan Neighborhood Network, which is responsible for administering the Public Access cable television services in Manhattan. The middle portion of the block that fronts on West 60th Street contains a garage, which is a through-block building, an auto repair shop, and a six-story warehouse. Located midblock is the 59th Street Recreation Center, a public recreation center maintained by the New York City Department of Parks and Recreation that has a deteriorated and non-functioning outdoor swimming pool, and a 33-story residential building. The eastern end of the block along Tenth Avenue contains the Concerto building, a 35-story residential building with a public plaza.

Block 1154

The block immediately north of the project site is dominated by residential uses occupied by the Amsterdam Houses, a 1,077-unit complex of 10- and 13-story buildings west of Lincoln Center on a superblock between West 61st and 64th Streets and Amsterdam and West End Avenues. Other uses located on the block to the north not associated with the Amsterdam Houses include The Beacon School, a public high school, and a medical office building fronting on West 61st Street.

Block 1132

To the east of the project block, the "superblock" between West 60th and 62nd Streets contains Fordham University's Lincoln Center campus with a large open space and a high-rise residential building. The Alfred is a 36-story residential building located on West 61st Street and Amsterdam Avenue. The block south of the Fordham Campus (located between West 59th and 60th Street) contains other institutional uses, including John Jay College of Criminal Justice, part of the City University of New York, close to Tenth Avenue and St. Paul the Apostle Church and Parish Center along Ninth Avenue. A 51-story residential tower fronting on West 60th Street and a medical office building fronting on West 59th Street are located midblock. A 42-story residential building is located at the eastern corner along Ninth Avenue.

Block 1171

The block immediately west of the project site (west of Eleventh Avenue) is dominated by a large surface parking lot. Located north of the parking lot and occupying two lots fronting on West End Avenue, West End Towers provides 1,000 housing units with ground-floor retail space and a large park. An industrial warehouse building fronts on West 59th Street, located between West End Avenue and Twelfth Avenue.

South of the Project Site/West of Tenth Avenue

The portion of the study area west of Tenth Avenue and south of West 60th Street includes many of the surrounding blocks discussed above. Clinton, west of Tenth Avenue contains a mix of uses, characterized by a combination of auto-related activities, parking lots, storage warehouses, commercial and office uses, residential, and light industrial/assembly activities.

Numerous automotive uses, including dealerships and repair businesses, line Eleventh Avenue south of West 58th Street. Uses along the west side of Tenth Avenue are more mixed, with industrial, residential, institutional, and parking uses predominating. West 57th Street is a major east-west corridor through the study area. Although uses are predominately commercial west of Tenth Avenue along West 57th Street, including the CBS studio and office facilities between Tenth and Eleventh Avenues and the 20-story office building with BMW and Land Rover dealerships, there are a mix of smaller commercial/warehousing and office uses and scattered walk-up residential buildings located along the other east-west blocks.

There are several large industrial uses located west of Eleventh Avenue. The Consolidated Edison power generating station (the Consolidated Edison Power House) occupies an entire block (west of Eleventh Avenue between West 58th and 59th Streets). In addition, the New York City Department of Sanitation (DOS) facility is a sizable multi-story facility occupying the western portion of two blocks between West 55th and 57th Streets, Eleventh to Twelfth Avenues, and straddling West 56th Street. The western portion of this facility, fronting on Twelfth Avenue, is currently under construction.

There are several sites in this area that are currently under construction—or recently completed—that formerly contained industrial uses. A new 30-story residential building comprising approximately 408 units with retail and community facility use (occupied by John Jay College) was recently constructed along Tenth Avenue between West 55th and 56th Streets. The majority of the block located west of Eleventh Avenue between West 57th and 58th Streets is currently under construction. This block was recently rezoned in 2001 from an M2-3 zone to a C4-7 and M1-5 district to accommodate mixed-use development potentially including office, residential, retail, automotive showroom, parking, and entertainment studio uses. The full block bounded by West 58th and 59th Streets and Tenth and Eleventh Avenues was recently rezoned to allow a mixed-use project, River Center, on the western portion of the block. These and other ongoing projects in the area are described below in "The Future Without the Proposed Action."

South of the Project Site/East of Tenth Avenue

East of Tenth Avenue, Clinton is predominately residential, commercial, and institutional. This neighborhood serves as the link between the institutional and residential Upper West Side to the north and the office district of midtown Manhattan to the south and east. Institutional uses predominate the blocks between West 60th and 58th Streets and Ninth/Columbus and Tenth/Amsterdam Avenues. St. Luke's-Roosevelt Hospital occupies the western half of the block between West 58th and 59th Streets. A large mixed-use residential and office development, 2 Columbus Place, is located east of St. Luke's-Roosevelt Hospital. The block to the north of St. Luke's-Roosevelt Hospital contains other institutional uses, including another building of John Jay College, close to Tenth Avenue, and the St. Paul the Apostle Church and Parish Center, close to Eleventh Avenue.

Lincoln Square West

North of West 61st Street and west of Amsterdam Avenue, the development density increases as large, contemporary residential and institutional complexes characterize this area. The western land is the 50-acre Riverside South project. Currently, surface parking is the primary use between West 59th and 64th Streets. However, the project, now under way, will change this land pattern. Riverside South is developing from north to south, and currently completed sites are located just north of the study area between West 71st and 65th Streets (240 and 120 Riverside Boulevard, respectively). Additional parcels south of West 65th Street are currently under construction.

To the south of this project and fronting West End Avenue are two additional residential projects. The 101 West End Avenue development provides 505 residential units with commercial/office and retail space. This site is immediately south of the existing ABC studio located at the end of West 65th Street. Immediately south of 101 West End Avenue is the West End Towers development. Fronting on West End Avenue and occupying the two lots on the west side of the avenue and north of West 61st Street, West End Towers provides 1,000 housing units with ground-floor retail space and a large park. On the east side of West End Avenue, residential uses are dominated by the Amsterdam Houses.

Other residential uses include: the Amsterdam Houses addition, 172 units of public housing on the north side of West 64th Street between Amsterdam and West End Avenues; and Lincoln-Amsterdam I, a 186-unit middle-income building built under the Mitchell-Lama program on West End Avenue between West 64th and 65th Streets.

Several institutional uses support this residential community include two public high schools—the Fiorello La Guardia High School for Music and the Arts and Martin Luther King Jr. High School—along the west side of Amsterdam Avenue.

Lincoln Square

The signature feature of this area is the Lincoln Center for the Performing Arts. Lincoln Center occupies the blocks between West 62nd and 66th Streets between Columbus and Amsterdam Avenues. Facilities include the Metropolitan Opera House, the New York State Theater, Avery Fisher Hall, the Vivian Beaumont and Mitzi Newhouse Theaters, the Juilliard School of Music, the School of American Ballet, and the Performing Arts Library. Large public spaces include Damrosch Park and Lincoln Center Plaza. Three Lincoln Center, a private residential condominium at the northeastern corner of Amsterdam Avenue and West 65th Street, contains a dormitory for students from Juilliard, and additional facilities for Lincoln Center. At its base is a station for the New York City Fire Department and the Riverside branch of the New York City Public Library. The Fordham University Lincoln Center Campus is located to the south of Lincoln Center.

ZONING

The study area contains a number of residential, commercial, and manufacturing zoning districts (see Figure 2-2). There are also two overlying special zoning districts, the Clinton District and the Lincoln Center District, and the Clinton Urban Renewal Area. Each of these areas is described below.

PROJECT SITE

The eastern portion of the project site is currently zoned M1-6, and the western portion is zoned R8. Uses located in M1-6 light industrial districts must meet the performance standards of the Zoning Resolution and typically include light manufacturing, warehouse, and automotive service uses, as well as retail, office, and some community facilities. M1-6 zones allow a floor area ratio (FAR) of 10.0 for manufacturing, commercial, and community facility uses with an as-of-right plaza bonus up to 20 percent of the floor area. Parking is not required. R8 general residence districts allow an FAR of up to 6.02. Parking must be provided for 40 percent of the new dwelling units in R8 districts.

ZONING LOT AND REZONING AREA

The zoning lot and rezoning area are also currently mapped with an M1-6 zoning district, which allows the uses described above.

STUDY AREA

Special Clinton District

The project site, zoning lot, and rezoning area are located one block north of the Special Clinton District. The special district encompasses the area bounded by West 59th Street, Twelfth Avenue, Eighth Avenue, and West 41st Street. It was established in 1974 in response to concerns that development pressures would displace lower-income residents. The goals of this special zoning district are to preserve and strengthen the Clinton community; restrict demolition of buildings suitable for development or rehabilitation; ensure that Clinton is not adversely

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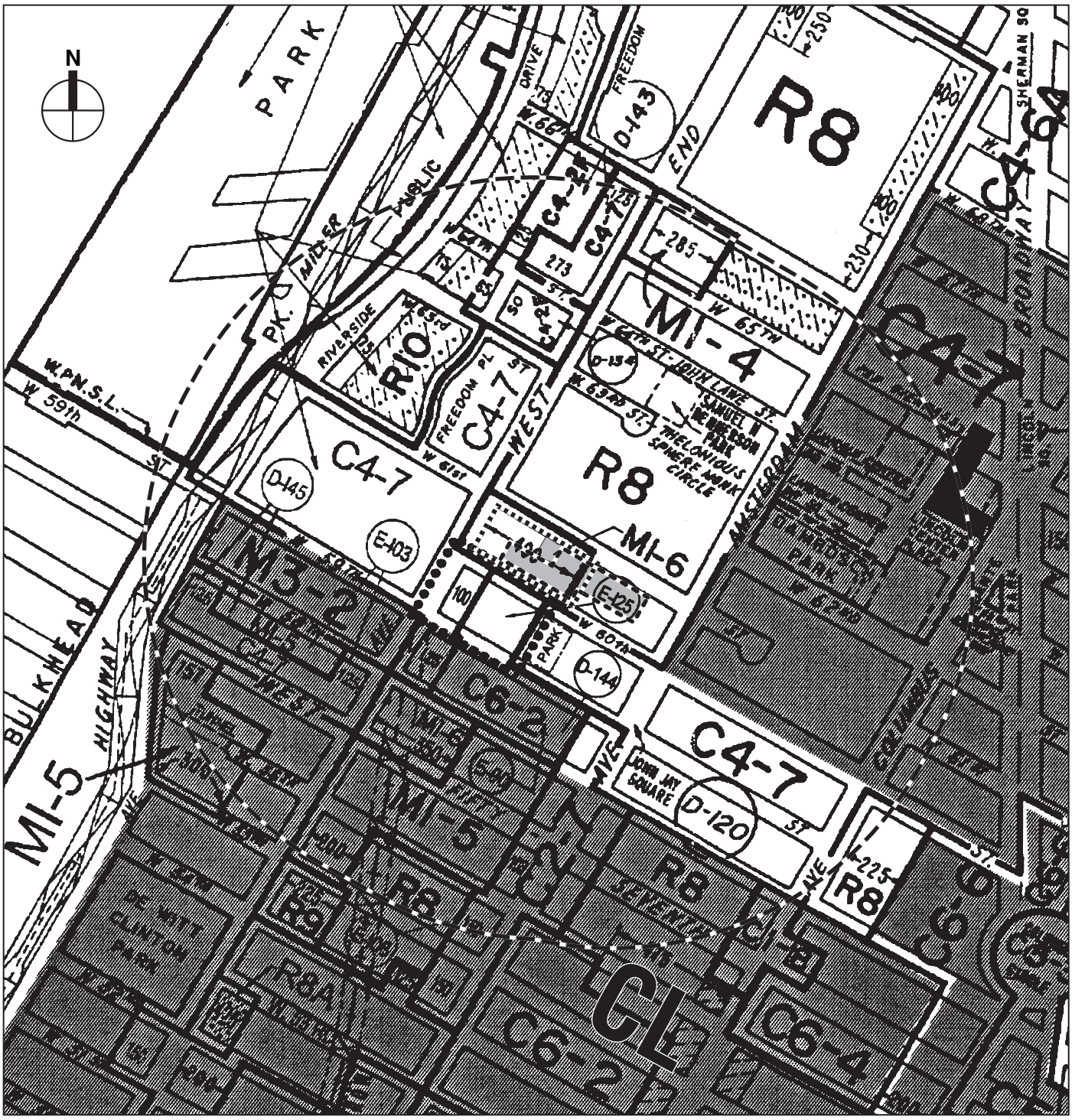


0 500 FEET
SCALE

Proposed Rezoning Area

Project Site Boundary

Zoning Lot Boundary/
Proposed General Large-Scale Development

Study Area Boundary (1/4- Mile Perimeter)

Zoning District Boundary

Special Purpose District

C2-5 Overlay

Existing Zoning
1/4-Mile Study Area
Figure 2-2

West 61st Street Rezoning
Project and Citywide GLSD Text Amendment

affected by new development; and improve the physical environment by providing amenities such as street trees in connection with development. The Special Clinton District is composed of three subareas: the preservation area, the perimeter area, and other areas. The eastern half of the district, generally south of West 56th Street and east of Tenth Avenue, is the preservation area; the perimeter area falls on the southern, eastern, and northeastern peripheries of the special district; and the western and northern portions are designated "other." The study area is located at the northern periphery of the special district designated as "other."

Within the preservation area, development is restricted; the maximum FAR is limited; and special lot coverage, yard, and height regulations apply. The regulations also include special protections for existing residential buildings, strictly limiting demolition or alteration. Within the perimeter area, special urban design regulations apply. In areas designated "other"—such as the study area—the regulations of the underlying zoning district apply without additional limitations or controls. In all areas, including the study area, there are mandatory tree planting provisions.

Special Lincoln Square District

Much of the area around Lincoln Center, generally north of West 60th Street, from Amsterdam Avenue east to Columbus Avenue, was designated in 1969 as the Special Lincoln Square District (see Figure 2-2). The purpose of this special zoning district is to promote the area immediately around Lincoln Center as a cultural center with shops, restaurants, and pedestrian amenities with special guidelines to promote desirable urban design and conserve the area's character as an office center and residential community.

Manufacturing Districts

In addition to the rezoning area, portions of the study area are located in M1 districts, including an M1-5 and M1-6 district to the south. M1 districts serve as industrial buffers to commercial or residential districts and are regulated by strict performance standards. As described above, light industry, such as warehouse and automotive service uses, are typically found in these districts but certain other uses are also permitted. In the study area, M1 districts are found on the blocks between Tenth and Eleventh Avenues and south of West 58th Street. Adjacent uses include R8 and R9 residential districts and commercial mixed-use districts (C4-7 and C6-2). Retail, office, and community facilities are allowed in M1 districts, as are light manufacturing, warehouse, and automotive service uses. M1-5 zones permit an FAR of 5.0 for manufacturing and commercial uses and 6.5 for community facilities.

In addition to the M1 districts described above, there are M2 and M3 zoning districts in the study area. An M2-3 district is mapped across the southwestern portion of the study area west of Eleventh Avenue and south of West 59th Street. Uses allowed in the M2-3 district include light manufacturing, automotive sales and servicing, and warehouse/storage. M2-3 zones allow an FAR of 2.0 for manufacturing and commercial uses.

There are limited areas of M3 zoning districts. The only M3 zoning district in the study area is an M3-2 district that covers the block that contains the existing Consolidated Edison Power House, located west of Eleventh Avenue between West 59th and West 58th Streets (see Figure 2-2). M3 zones are for heavy industrial uses that have the potential to produce noise, traffic, and pollutants. M3-2 zones permit a maximum FAR of 2.0.

Commercial Mixed-Use Districts

C2 districts permit a range of local retail and service establishments to serve a wider neighborhood. C2-5 is mapped as overlays in residential districts and allows a maximum commercial FAR of 2.0, with the residential FAR governed by the underlying district. C2-7 districts allow the same maximum FAR as in C1-8 zones. In the study area, the C2-7 district is found along Tenth Avenues between West 54th and 59th Streets.

C4 districts are found in the commercial centers outside the City's central business districts. These districts allow higher-density residential uses and commercial activities. Manufacturing and warehouse uses are not permitted in C4 zones. The eastern portion of the block directly to the south is zoned C4-7. In the study area, this district can also be found primarily along West End Avenue, beginning at West 58th Street and extending north along the avenue to the northern limits of the study area, and in certain blocks near Lincoln Center. The block immediately south of the project block is zoned C4-7 to a distance of 100 feet east from West End Avenue. This C4-7 district also extends 125 feet east from the avenue between West 57th and 58th Streets. The block to the west bounded by West 57th and 58th Streets and Eleventh and Twelfth Avenues is zoned C4-7 to a distance of 125 feet from the avenues and along the midblock fronting West 57th Street. Along West End Avenue there are both C4-7 and C4-2F districts. A C4-7 district allows residential towers with a commercial and residential FAR of 10.0, bonusable to 12 in Community Board 7 pursuant to New York City's Inclusionary Housing provisions. C42F district is a commercial district that allows development of commercial uses with a FAR of 3.4, and residential uses with an FAR of up to 6.02. This zoning district covers the park along West End Avenue, north of the West End Towers and portions of the Riverside South project west of the avenue.

C6 districts are located primarily in Manhattan and permit a wide range of commercial, office, retail, entertainment, and residential uses. In the study area, this district can be found on the midblocks of the block immediately to the south of the project site and rezoning area and West 58th Street on the west side of Tenth Avenue. In these districts, C6-2 zoning permits a commercial FAR of 6.0 (to 7.2 with bonus) and an R8 equivalent residential FAR of 6.02.

Residential Districts

The predominant residential district found in the study area is R8. This district is mapped north and east of the rezoning area along the blocks associated with Amsterdam Houses and south of the project site in the midblock of West 56th and West 55th Streets between Tenth and Eleventh Avenues. This district is also mapped between West 57th and 58th Streets and Columbus and Amsterdam Avenues. R8 general residence districts allow an FAR of up to 6.02. The maximum FAR for R8 general residence district is 6.02.

PUBLIC POLICY

The southernmost portion of the study area is located in the Clinton Urban Renewal Area. Specifically, the Clinton Urban Renewal Area, established in 1969, is bounded by West 50th Street to the south, West 56th Street to the north, Tenth Avenue to the east, and Eleventh Avenue to the west. The objectives for the urban renewal area are to:

- Create low and moderate income housing;
- Allow a mix of uses including commercial, light manufacturing, cultural, and retail uses and to retain existing tenants;

- Provide a comprehensive plan for the distribution and quantity of new construction throughout the area;
- Provide and concentrate the normally dispersed open space requirements to maximize its effect in a single urban public square;
- Recognize and support De Witt Clinton Park as a potential focus for higher density residential development; and
- Provide urban design guidelines for the bulk and distribution of new construction which will reconcile the community's needs for more building with the preservation tradition and limits of the Special Clinton District.

Specifically, the plan proposes to:

- Develop only low rise structures on the frontage of Tenth Avenue to match the character of the Special Clinton District;
- Encourage higher density development on Eleventh Avenue; and
- Complete infill construction on the remaining available residential and retail sites.

PAST DEVELOPMENT TRENDS AND RECENT REZONING ACTIONS

Several zoning amendments have shaped, and will continue to shape, the land development patterns in the study area. The St. Luke's-Roosevelt Hospital block, located between Ninth and Tenth Avenues and West 58th and 59th Streets, was rezoned from R8 to C4-7 in 1988, allowing the development of new residential housing and extending the C4-7 district south from Lincoln Center. To allow the development of West End Towers, the west side of West End Avenue from West 61st to 64th Street was rezoned from M1-4 and M1-6 to C4-2F and C4-7 in February 1990. With this rezoning, residential use, once prohibited, was permitted to an FAR of 6.02 to 10.0 (12.0 with bonus). The 50-acre Riverside South/Penn Yards property (then called Lincoln West) was rezoned in September 1982 from M1-4 and M2-3 to a mix of R8, R10, C3, C4-7, and C1-5. This rezoning allowed the introduction of residential uses and an increase in commercial density. In 1992, this property was rezoned again to R10, C4-2F, and C4-7, and the City map was amended to close certain streets and establish open space. In 1993, West End Avenue from West 64th to 66th Street was rezoned from M1-6 and M1-4 to C4-2 and C4-7 to allow the construction of the 101 West End Avenue mixed-use project.

In 1999, the block bounded by West 58th and West 59th Streets and Tenth and Eleventh Avenues was rezoned from M1-5 and M1-6 manufacturing zones to C4-7, C6-2, and C2-7 commercial districts to allow a residential, retail, and community facility development, known as River Center. The City Planning Commission (CPC) noted in the rezoning along Eleventh Avenue that given the development patterns and trends in the area, the underutilized manufacturing districts to the north of 57th Street remained as anomalies, and indicated that rezoning of these remaining areas for mixed-use development was appropriate. The CPC report also noted that the high street wall avenue and low midblock character, and the overall height of the River Center project would help set the context for future projects along the Eleventh Avenue corridor.

In 2001, the full block bounded by West 57th and 58th Streets and Eleventh and Twelfth Avenues was rezoned from M2-3 to a C4-7 district to a distance of 125 feet from the avenues and along the midblock fronting West 57th Street, and to a M1-5 district along the midblock

fronting West 58th Street. This rezoning allows the development of commercial uses, including telecommunications facilities, television and movie post-production facilities, and accessory screening space, retail, studio, warehouse/storage, auto-sales and support services use and parking, as well as residential uses.

Also in 2001, the western portion of two blocks between West 55th and 57th Streets, Eleventh to Twelfth Avenues, and straddling West 56th Street, which contains the DOS facility, was rezoned from M3-2 to M1-5 to allow the reconstruction of the current garage facility. The larger garage facility will accommodate trucks currently parked at a garage located on Pier 97. The pier will be converted to open space and recreation use for inclusion in the Hudson River Park when these trucks are relocated to the new garage facility. Many of these zoning actions have been accompanied by special permits and restrictive declarations that further refine the form of development on the sites. In particular, the approvals along Eleventh to Twelfth Avenues north of the project site have established a standard building form comprising a high street wall development with the mass of the buildings concentrated along the avenues, with the midblock portion of the development maintaining a street wall presence, but having a lower overall height.

Most recently, in 2004, the western portion of the block immediately to the south of the rezoning area was rezoned from M1-6 to C4-7 along West End Avenue to a depth of 100 feet and from M1-6 to C6-2 extending another 250 feet into the midblock. This rezoning extended the C4-7 and C6-2 districts that are on the full block bounded by West 57th and 58th Streets and Eleventh and Twelfth Avenues.

D. THE FUTURE WITHOUT THE PROPOSED ACTION

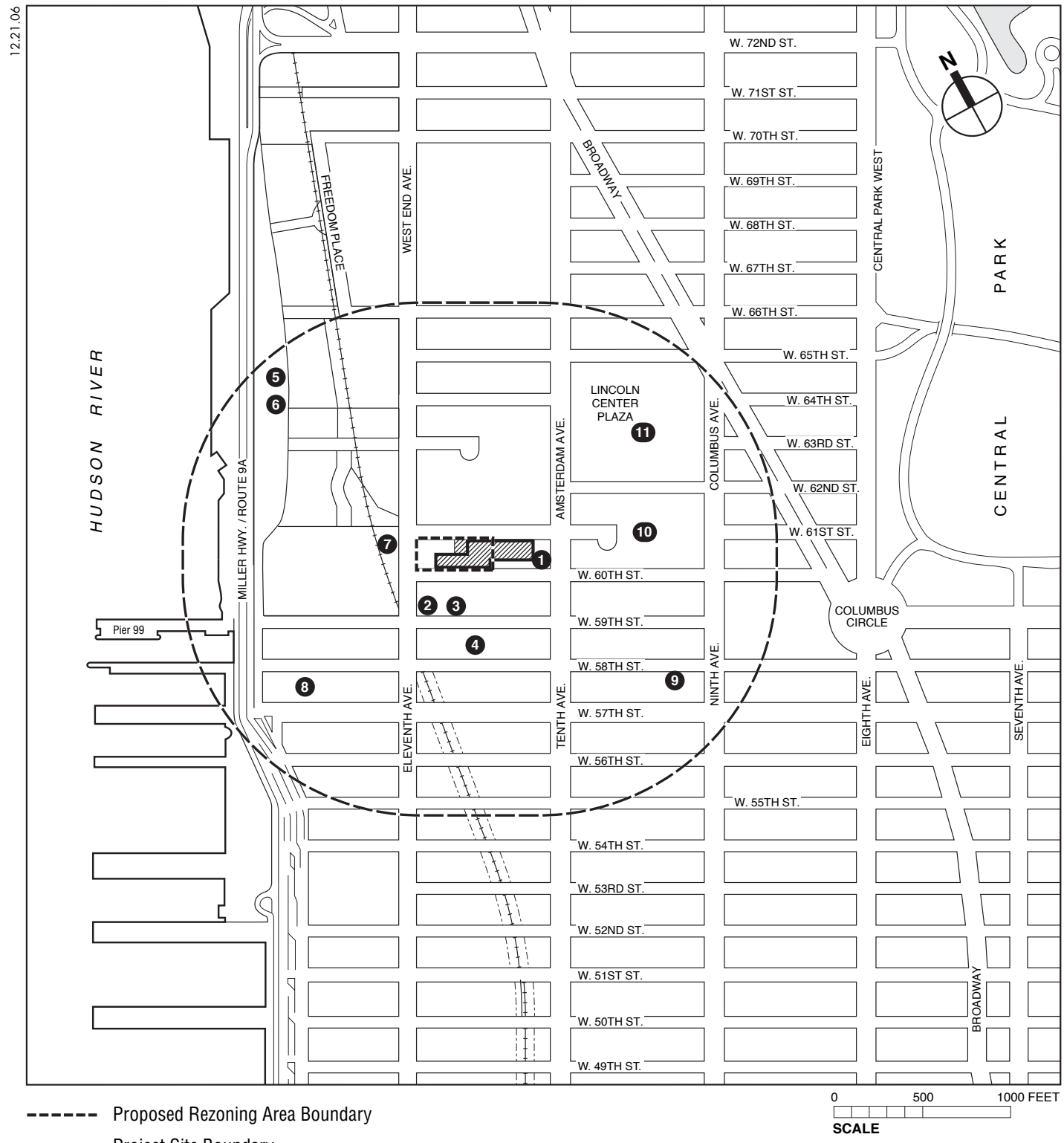
LAND USE

PROJECT SITE, ZONING LOT, AND REZONING AREA

In the absence of the proposed action, there would be no zoning change or other actions and the proposed project would not be implemented. The project site is being cleaned up under the Brownfields Cleanup Program administered by the New York State Department of Environmental Conservation. Therefore, the project site will be vacant in the future without the proposed action. The same or similar uses to those now on the zoning lot and in the rezoning area will continue in the future without the proposed action.

STUDY AREA

As shown in Table 2-1, as a continuation of recent development trends and patterns, a number of new residential and mixed-use developments will continue to change the land use pattern of the study area. Projects in the study area expected to be completed by 2008 are listed in Table 2-1 and shown in Figure 2-3.



Proposed Rezoning Area Boundary

Project Site Boundary

Zoning Lot/Proposed General Large-Scale Development

1/4-Mile Study Area Boundary

❶ Location of No Build Project

West 61st Street Rezoning
Project and Citywide GLSD Text Amendment

No Build Projects
Figure 2-3

Table 2-1
Projects Expected to Be Completed by 2008

Ref No.	Project Address	Development Proposal	Status
1	223-227 West 60th Street Touro College (The Hudson)	101 residential units (market rate) and 30,000 gsf for community space	2007 (under construction)
2	2 West End Avenue	195 residential units; 3,604 square feet ground-floor retail; and up to 150 parking spaces	2007 (under construction)
3	555 West 59th Street	200 residential units; 9,100 gsf ground-floor retail; 190 public parking spaces; and 10,300 gsf of community facility space	2006 (under construction)
4	John Jay College—Western portion of block between West 58th and 59th Streets, Tenth and Eleventh Avenues	620,000 square feet of community facility space.	2008 (construction to begin 2006)
5	Riverside South Parcel H, West 64th Street between West End Avenue and Route 9A	375,000 square feet: 345 residential units (80/20) and 49 parking spaces	2007
6	Riverside South Parcel I, West 63rd Street between West End Avenue and Route 9A	543,000 square feet: 510 residential units and 326 parking spaces	2008
7	Riverside South Parcel O, 33 West End Avenue	284,075 square feet: 331 residential units (120 units for senior citizens and 211 affordable housing units)	2007 (under construction)
8	West 57th to West 58th Streets, Eleventh and Twelfth Avenue	597 residential units and 100 parking spaces along Eleventh Avenue; 450 residential units and 118,000 square feet of retail along Twelfth Avenue; 165,000 square feet of retail and 399 parking spaces in the midblock.	Eleventh Avenue residential: 2005 (under construction) Twelfth Avenue and Midblock: 2008 (under construction)
9	426 West 58th Street	16 residential units (2 and 3 bedrooms)	Completed 2006
10	Fordham Lincoln Center	594,599 square feet of new academic space. 470-bed dormitory; 940 residential units. 480 accessory parking spaces.	2008
11	Lincoln Center	Narrowing West 65th Street between Amsterdam Avenue and Broadway/Columbus Avenue from 50 feet to 38 feet; removal of Milstein Plaza pedestrian bridge; improvements to the North Plaza; 45,000-square-foot expansion of the Julliard School; renovation to Alice Tully Hall; Connect Rose Building parking garage to the parking garage located beneath the plaza level of Lincoln Center on south side of West 65th Street through underground ramp.	2008/2009

Note: See Figure 2-3.

Sources: AKRF, Inc.; New York City Planning Department; Manhattan Community Boards 4, 5, and 7; *500 West 56th Street EAS*, November 2000; *West 57th Street Rezoning FEIS*, March 2001; *Two West End Avenue EAS*, October 2003.

Several projects are located in the immediate vicinity of the project site and rezoning area. On the eastern portion of the project block, Touro College is constructing a project for residential and community development. Directly south of the project block along West End Avenue, between West 59th and 60th Streets, a residential development is under construction for 195

residential units with neighborhood retail. Adjacent to this site to the east, a residential development for 200 units is also under construction.

To the south, John Jay College will be consolidating its campus to occupy the full block between West 58th and 59th Streets and Tenth and Eleventh Avenues. The college will add a new 620,000 square-foot development for institutional uses by John Jay College by 2008. Once occupied, John Jay College will vacate the building it currently occupies immediately south of the project site. Ownership of the building once vacant will then revert to New York State. It is likely that the building will be disposed of for future use or redevelopment. However, it is not yet known how the vacated property will be used in the future.

To the east, Fordham University will develop its Lincoln Center campus with new academic and dormitory facilities, two apartment buildings, and accessory parking garages by 2008. Specifically, Fordham will create a larger Law School, a new Student Center and kiosk, and an expansion of the Quinn Library in 594,599 square feet of new academic space. An approximately 162,800 square-foot dormitory building with 470 beds would be constructed, along with two residential apartment buildings with a total of 940 units.

To the west of the project block, ongoing development of the Riverside South project will transform the primarily vacant and underdeveloped area between West 61st and West 65th Streets to residential uses. To date, seven residential towers have been completed between West 65th and 70th Streets. By 2008, three additional buildings will be complete at Parcels H, I, and O between West 61st and 65th Streets. Together, these four buildings will add approximately 1,096 residential units, including 310 affordable units, and 370 parking spaces to the area.

Also to the west, the full block bounded by West 57th and 58th Streets and Eleventh and Twelfth Avenues was recently rezoned to allow for the development of a mix of uses including residential, office, retail, auto-sales and support services uses, and parking. Construction is complete on the residential portion along Eleventh Avenue and the entire development is expected to be complete by 2008.

Just outside the study area, the Mayflower Hotel site and its adjacent lot, which occupy the full block bounded by Broadway, Central Park West, West 61st Street, and 62nd Street, was recently sold to a development group. The site is likely to be redeveloped as a residential or mixed-use building in the future.

ZONING

PROJECT SITE, ZONING LOT, AND REZONING AREA

There are no rezoning proposals specific to the project site and rezoning area in the future without the proposed action. As described above, absent the proposed rezoning, it is assumed that there would no change in zoning or public policy affecting the project site, zoning lot, and rezoning area.

STUDY AREA

Given recent trends, it is possible that private sponsors may move to rezone certain parts of the study area. Such rezoning would be subject to Uniform Land Use Review Procedure (ULURP) and environmental review and could allow new residential and commercial uses and increase permitted densities.

PUBLIC POLICY

There are no public policy proposals specific to the project site, zoning lot, or study area that are expected to change in the future without the proposed action.

E. PROBABLE IMPACTS OF THE PROPOSED ACTION

The proposed action includes rezoning the entire western half of the block bounded by West End Avenue to the west, West 61st Street to the north, Amsterdam Avenue to the east, and West 60th Street to the south. In addition, the applicant is requesting a special permit pursuant to Zoning Resolution (ZR) Section 74-52 for a public parking garage, and a special permit pursuant to ZR Section 74-74 for a general large-scale development (collectively, the "special permits"). The applicant is also requesting a text amendment to the provisions of Section 74-74 of the Zoning Resolution to modify the applicable "height factor" and "open space ratio" requirements in certain large-scale developments. The proposed action is being requested to allow a new residential building with medical office space and both accessory and public parking to be constructed on the project site. More detail on the proposed action and resulting development is provided in Chapter 1, "Project Description."

LAND USE

PROJECT SITE

The proposed action would introduce a new mix of uses on the project site—residential apartments, ground-floor retail use, and medical office space—a change of land use from what has existed on the site until recently. There would be no increase in the maximum allowable FAR of 10. However, the proposed project would result in a more intensely developed site, since the site was "underbuilt" in terms of floor area, until the recent demolition of the on-site buildings. As described in Chapter 1, "Project Description", a development would be constructed on the vacant site consisting of three distinct components. The tallest component (Building C) would consist of a 27-story tower that would rise to a height of approximately 304 feet to the top of the parapet*. The mid-rise component (Building B) of the development would rise to a height of approximately 97 feet before being set back and rising to a total height of approximately 172 feet. The project's third component (Building A) would contain a base that would rise to a height of approximately 85 feet before being set back and rising to a total height of approximately 121 feet. The residential development would increase the 24-hour population of the area and the daytime population with workers associated with the medical office, retail use, and residential building and people visiting the project site daily to use the medical office space.

The proposed project and action necessary to implement it would be compatible with the mixed-use development in the immediately surrounding neighborhood and consistent with ongoing trends in this part of Manhattan's West Side. Specifically, the proposed action would be consistent with large residential developments to the north, west, and south, including Amsterdam Houses, Riverside South, and 2 West End Avenue, respectively. The proposed action is also consistent with other existing and planned residential developments located along West End Avenue.

* All heights are measured from the mean curb elevation to the top of the parapet. The mean curb elevation at West 60th Street is 40.46 feet. At West 61st Street, the mean curb elevation is 51.49 feet.

ZONING LOT AND REZONING AREA

The proposed action would rezone not only the project site but also properties to the north and west of the project site. For purposes of this analysis, a reasonable worst-case development scenario was developed that assumes that two penthouse units would be constructed on Lots 56 and 57 and that an additional 251 residential units and 100,000 gsf of community facility (middle school) use would be developed on Lots 58 and 61 (see Chapter 1, "Project Description"). Similar to the project site, the rezoning would not result in an increase from the existing maximum allowable FAR of 10. New residential units would replace the auto-related use, and would increase the 24-hour population with residents and workers. The middle-school space would also increase the daytime population with students and school employees.

The projected developments on these sites under the reasonable worst-case development scenario area would be compatible with the existing school use in the rezoning area and residential uses located in the immediate vicinity of the rezoning area, as described above.

STUDY AREA

The proposed action would have no direct effect on the study area. The proposed project and projected developments would reflect and be compatible with the mixed-use land pattern of the surrounding area and the emerging redevelopment of this part of the West Side. Moreover, the proposed project would continue the trend of redevelopment of the western part of the study area, west of Tenth/Amsterdam Avenue and particularly along the Eleventh/West End Avenue corridor to the north. As described above under "Development History," and "Past Development Trends and Recent Rezoning Actions," there is a strong land use pattern of residential development that dates back many decades with a continued and strong trend toward higher-density residential housing.

Thus, the proposed action would represent the continuation of a trend toward conversion of this part of the study area from light manufacturing and auto-related uses to a residential-oriented neighborhood connected more to the Upper West Side than Clinton. As described above, this trend is evidenced by the completion, among others, of West End Towers, 101 West End Avenue, and the Riverside South projects (the development of the project site would be smaller than these developments, but would be in keeping with the overall pattern of redevelopment they represent). This trend is expected to continue independent of the proposed action, as described above. Thus, the proposed action would be consistent with the ongoing emergence of this residential neighborhood.

As discussed in Chapter 8, "Urban Design and Visual Character," the proposed project would be consistent with the built pattern and form of the study area, which includes a range of building types and architectural styles.

The proposed action would have no effect on the Lincoln Center/Columbus Circle portion of the study area, which is a vibrant and well-established neighborhood. The proposed action would also not affect residential Clinton, because of its separation by distance and the protections provided by the special zoning district and underlying zoning.

Overall, the proposed action would only apply to the project site and rezoning area and would not apply to any other sites in the study area. Therefore, the proposed action would not adversely affect the land use character of the study area in general and would not result in significant adverse land use impacts.

ZONING

ZONING MAP AMENDMENT

The proposed action would include a zoning map amendment from M1-6 to C4-7 and C6-2 to allow the mixed-use residential and medical office development proposed for the project site. Existing zoning allows manufacturing and certain other uses to be developed with a maximum allowable FAR of 10.0. Under the proposed zoning, residential, commercial and community uses could be developed up to an FAR of 10.0 in the C4-7 district. Under the proposed C6-2 zoning, residential uses could be developed up to an FAR of 6.02, commercial uses up to 6.0 FAR (7.2 with bonus), and community facilities up to 6.5 FAR. Industrial uses would not be permitted within the proposed C4-7 or C6-2 district.

The proposed rezoning would be an extension of existing zoning districts located in the immediate vicinity of the project site and rezoning area. Specifically, the rezoning would extend the C4-7 district that is located along West End Avenue on the two blocks immediately to the south between West 58th and 60th Streets. Similarly, the proposed C6-2 district would extend the C6-2 district that is located in the midblock on the two blocks immediately to the south. Therefore, the proposed rezoning and its associated location on the block are consistent with the zoning on the two blocks located immediately to the south. This proposal is also consistent with higher density residential and commercial districts and uses located to the west along West End Avenue and its commercial mixed-use zoning is appropriate along West End Avenue.

The proposed rezoning would not affect the underlying Special District Clinton regulations that apply to the southern portion of the study area.

The proposed rezoning would be consistent with ongoing zoning trends in the area, in which several parcels were rezoned from manufacturing to residential or commercial zones to allow development of the West End Towers, Riverside South, 110 West End Avenue, and the full block development between West 57th and 58th Streets and Eleventh and Twelfth Avenues.

ZONING TEXT AMENDMENT

The proposed action would include a zoning text amendment to the provisions of Section 74-743 to modify the applicable “height factor” and “open space ratio” requirements in certain large-scale developments. The proposed text amendment would apply to future general large-scale developments located partially in a C6-1, C6-2, or C6-3 district. The text amendment would allow the City Planning Commission to permit developments at their maximum floor area ratio without regard to “height factor” or “open space ratio” requirements provided that certain requirements relating to the amount of open space and quality of landscaping provided on-site are met. In addition, the proposed text amendment would allow the proposed action to meet one of its primary goals—achieving a better site plan than that which was otherwise possible under existing zoning. The massing of the buildings associated with the existing zoning would result in configurations that are inconsistent with the existing urban design fabric of West 60th Street, West 61st Street, and the immediate neighborhood. The proposed action, as currently envisioned, would include private open spaces, including an interior courtyard and recreational open area, both of which would be high-quality amenities for the residents of this project and the residents of the surrounding vicinity.

The proposed Citywide text amendment and its potential utilization at other sites is discussed in detail in Chapter 22, "Conceptual Analysis of the Proposed Text Amendment." Overall, no significant impacts from the proposed text amendment are anticipated.

PUBLIC POLICY

There are no public policy proposals specific to the project site, zoning lot, or study area that are expected to change in the future with the proposed action. ✷