6

Historic and Cultural Resources

This section assesses the potential for a proposed action to result in significant adverse impacts on historic and cultural resources, including both archaeological and architectural resources. The analysis presented herein addresses the historic and cultural resources of the Development Site and the Study Area for existing conditions. The analysis considers the No-Action condition and the With-Action condition in the 2031 analysis year when the project is expected to be completed.

Introduction

~~As described~~The New York City Economic Development Corporation (NYCEDC), the Office of the Chief Medical Examiner (OCME), and the New York City Department of Citywide Administrative Services (DCAS) (collectively, the Applicants), in affiliation with the New York City Health and Hospitals Corporation (H+H), New York City Public Schools (NYCPS), the New York City School Construction Authority (SCA), and the City University of New York (CUNY), are seeking several Uniform Land Use Review Procedure (ULURP) and discretionary actions (collectively, the Proposed Actions ~~would redevelop the southern 4.75-acre portion of Manhattan Block 962, Lot 100 (the Development Site) located at 425 East 25th Street with~~) to facilitate the development of approximately 2.19 million gross square feet (gsf) of new construction of academic, ~~health care~~healthcare, Life Sciences, and retail space and public realm improvements~~.~~ (the Proposed Project).

The public realm improvements would take the form of a new publicly accessible open space, a replacement bridge over Franklin D. Roosevelt (FDR) Drive at East 25th Street to make it ADA accessible, a tie-in to the ~~Kips Bay~~East Midtown Coastal Resiliency (~~KBCR~~EMCR) project's planned

flood protection to the northeast along FDR Drive and protection along East 25th Street,[1] ~~including a connection to the existing floodwall at the U.S. Department of Veterans Affairs New York Harbor Healthcare System's Manhattan campus (U.S. Corbin VA Facility),~~ and a widening of the demapped portion of the former East 26th Street located between FDR Drive and First Avenue to accommodate two-way traffic flow.

~~Collectively, the new 2.19 million gross-square-foot (gsf) development and the public realm improvements are the Proposed Project, which would consist of multiple new buildings (illustratively shown as Buildings A, B1, and B2) (see **Figure 1-2**) consisting of up to approximately 1,782,000 zsf (2.19 million gsf).[2] The Eastern Parcel would create an integrated educational campus within Building A, as described below, bringing together the Hunter College School of Nursing and departments of Physical Therapy, Speech-Language Pathology & Audiology (including the community clinic), and Medical Laboratory Sciences, Borough of Manhattan Community College (BMCC) Health Sciences, Health Studies, and Nursing Programs, and the CUNY Graduate School of Public Health & Health Policy,[3] along with a NYCPS high school focused on health care and sciences education. The Western Parcel would include two Life Sciences buildings, Building B1 and Building B2, and the one-story SPARC Square Pavilion within the open space. Building B1 would front on First Avenue, and include space dedicated to H+H. Building B2 would be located to the east of Building B1 and would include space for OCME.~~

~~Building A located on the Eastern Parcel would be comprised of approximately 698,570 gsf (561,500 zsf), containing approximately 606,450 gsf (559,185 zsf) of community facilities (UG III(B)) space and 2,600 gsf (2,300 zsf) of commercial retail (UG VI) space.~~

~~Building B1 would contain a total of approximately 810,980 gsf (667,700 zsf), including approximately 184,000 gsf (174,550 zsf) of community facility (UG III(B)), approximately 5,600 gsf (5,060 zsf) of local retail (UG VI), and approximately 530,900 gsf (488,060 zsf) of office and laboratories (UG VII).~~

~~Building B2 would contain a total of approximately 682,470 gsf (551,800 zsf), including approximately 217,300 gsf (200,340 zsf) of community facility (UG III(B)), approximately 3,000 gsf (2,760 zsf) of local retail (UG VI), and approximately 379,400 gsf (348,680 zsf) of office and laboratories (UG VII).~~

~~The square footages described above for community facility, office and laboratories, and local retail include each programmatic element anticipated to be included on the site.[4].~~

The *2021 City Environmental Quality Review* (*CEQR) Technical Manual* recommends that a historic and cultural resources assessment be performed if a proposed action would result in any of the following actions: in-ground disturbance; new construction, demolition, or significant physical alteration of any building, structure, or object; the change in scale, visual prominence, or visual context of any building, structure, or object or landscape feature; or the screening or elimination of publicly accessible views, even if no known historic resources are located nearby. This analysis has

[1] Absent the ~~KBCR~~EMCR project, the Proposed Project would incorporate standalone flood protections with independent utility into the design. For conservative analysis purposes, a hypothetical scenario in which there is no EMCR was referenced in the DEIS. However, that outcome is unlikely, and there are no plans to discontinue the EMCR project.

[2] ~~As design progresses for the Proposed Project, it is likely that the building on the eastern portion of the Development Site (i.e., Building A) would be designed as two buildings with independent utility systems to accommodate separation between the public school and CUNY facilities.~~

[3] ~~While the CUNY Hunter space on site currently contains dormitory space (711 beds), the Proposed Project would not include dormitory space on site. CUNY Hunter intends to replace the dorm space that would be lost as a result of the Proposed Project elsewhere so there would be no potential for displacement.~~

[4] ~~Program areas are based on a conceptual site plan and are subject to future modification as each building is designed.~~

been prepared in accordance with CEQR and in consultation with the New York City Landmarks Preservation Commission (LPC).

Consistent with CEQR guidance, historic and cultural resources consist of the following:

- Designated New York City Landmarks [NYCLs], interior landmarks, scenic landmarks, and properties within designated New York City historic districts (or resources calendared for consideration by the LPC).
- Resources listed on, or formally determined eligible for inclusion on, the State and/or National Register of Historic Places (S/NRHP), or contained within a district listed on, or formally determined eligible for listing on, the S/NRHP.
- Resources recommended by the New York State Board for Historic Preservation for listing on the S/NRHP.
- National Historic Landmarks (NHLs).
- Resources not identified by one of the programs listed above, but that meet their eligibility requirements.

Principal Conclusions

The Division for Historic Preservation of the Office of Parks, Recreation and Historic Preservation (OPRHP) and LPC have indicated that there are no archaeological concerns within the Development Site, where in-ground impacts would occur. Therefore, in the future, either with or without the Proposed Actions, there would be no impacts to archaeological resources, and no further analysis of archaeological resources is warranted.

The OPRHP has indicated that the Development Site contains an S/NRHP-eligible architectural resource, the CUNY Hunter College Brookdale Campus, which is proposed to be demolished in order to construct the Proposed Project. Under the State Historic Preservation Act, demolition of a historic resource is an Adverse Impact that triggers the requirement for an Alternatives Analysis to identify alternatives that would avoid or minimize the Adverse Impact. The requested Alternatives Analysis ~~is being~~was prepared by the project sponsors. ~~If~~As the Alternatives Analysis ~~determines~~determined that the Adverse Impact cannot be avoided or minimized, ~~then~~ mitigation measures ~~will be~~are being developed in consultation with OPRHP, and ~~LPC and~~will be undertaken as part of the Proposed Project. The mitigation measures will be stipulated in a Letter of Resolution ~~to be~~ (LOR) that is being developed by the project sponsors in conjunction with OPRHP ~~and LPC.~~.

None of the architectural resources within the Study Area are within 90 feet of the Development Site, and, as such, the Proposed Actions should not have any construction impacts on these architectural resources that could require a Construction Protection Plan (CPP).

Methodology

The *CEQR Technical Manual* notes that environmental review for historic and cultural resources includes a survey and planning process that helps protect New York City's cultural heritage from the potential impacts of projects undergoing CEQR. Historic and cultural resources include both archaeological and architectural resources. Archaeological resources are physical remains, usually subsurface, of pre-contact, post-contact, and historic periods—such as burials, foundations, artifacts,

wells, and privies. Architectural resources generally include historically important buildings, structures, objects, sites, and districts. They may include bridges, canals, piers, wharves, and railroad transfer bridges that may be wholly or partially visible above ground.

Archaeological resources are usually assessed for projects that would result in any in-ground disturbance. This is any disturbance to an area not previously excavated, including new excavation that's deeper and/or wider than previous excavation on the same site.

Generally, architectural resources should be surveyed and assessed if a proposed project would result in any of the following, whether any known historic resources are located near the site of the project:

- New construction, demolition, or significant physical alteration to any building, structure, or object;
- A change in scale, visual prominence, or visual context of any building, structure, object, or landscape feature. Visual prominence is generally the way in which a building, structure, object, or landscape feature is viewed. For example, a building may be part of an open setting, such as a tower within a plaza, which is either conforming or nonconforming with the street wall in terms of its height, footprint, and/or setback. Visual context is the character of the surrounding built or natural environment. This may include the following: the architectural components of an area's buildings (e.g., height, scale, proportion, massing, fenestration, ground-floor configuration, style), streetscapes, skyline, landforms, vegetation, and openness to the sky;
- Construction, including but not limited to, excavating vibration, subsidence, dewatering, and the possibility of falling objects;
- Additions to or significant removal, grading, or replanting of significant historic landscape features;
- Screening or elimination of publicly accessible views;
- Introduction of significant new shadows or significant lengthening of the duration of existing shadows on an historic landscape or on an historic structure if the features that make the structure significant depend on sunlight. For example, stained glass windows that cannot be seen without sunlight, or buildings containing design elements that are part of a recognized architectural style that depends on the contrast between light and dark design elements, such as deep window reveals and prominent rustication.

The project sponsors initiated consultation with ~~the~~ LPC and OPRHP for the Proposed Project on October 16, 2023 (see **Appendix B, LPC Correspondence**, and **Appendix C, OPRHP Response Letter**).

The LPC responded on October 25, 2023 that the Development Site contains no archaeological or architectural significance. The LPC identified three NYCL and/or S/NRHP-listed or eligible resources within the Study Area, described in the following section.[5]

On November 7, 2023, OPRHP responded:

> *The Hunter College Brookdale Campus was initially determined not eligible when it was less than 50 years of age. The complex retains sufficient integrity that warrants a reevaluation. Please submit representative exterior and interior photographs of the three buildings that compose the campus. Exterior photographs should show all elevations. Interior photographs*

[5] Santucci, Gina. Environmental Review, SPARC Kips Bay. October 25, 2023.

> *should show the main public spaces and circulation areas. A pdf attachment with one or two photos per page is sufficient. Please provide floor plans, if available.*[6]

The project sponsors submitted the requested materials to OPRHP on November 16, 2023. The same materials were sent to LPC at that time.

On November 27, 2023, LPC responded:

> *The LPC is in receipt of an evaluation request for the Hunter College Brookdale Campus. The site does not appear LPC eligible.*[7]

On December 14, 2023, OPRHP responded:

> *We note that our office has re-evaluated the CUNY Hunter College Brookdale Campus, and has determined it eligible for listing in the State and National Registers of Historic Places. Please see the Determination of Eligibility, attached. We have reviewed the project description and supporting documentation that was provided to our office on November 17th, 2023. Based upon our review, we understand that demolition and redevelopment of the site is proposed. Under the State Historic Preservation Act, demolition of a historic resource is an Adverse Impact that triggers the requirement for an Alternatives Analysis to identify alternatives that would avoid or minimize the Adverse Impact. In order to continue our review, please provide an Alternatives Analysis that studies the rehabilitation/adaptive reuse option and the partial demolition/adaptive reuse option, as compared with the preferred/proposed full demolition option.*[8]

The requested Alternatives Analysis ~~is being~~has been prepared by the project sponsors~~. If~~ and was submitted to OPRHP on October 4, 2024. In a letter dated November 1, 2024, OPRHP responded:

> *We have reviewed the Alternatives Analysis ~~determines~~and supporting documentation that ~~the~~was provided to our office on October 4th, 2024. Based upon our review, the OPRHP concurs with the determination that there are no prudent and feasible alternatives to the project as proposed, which will result in the demolition of the State and National Register eligible CUNY Hunter College Brookdale Campus. In order to address this Adverse Impact, we request preparation of a Letter of Resolution that would identify appropriate mitigation measures.*

As the Alternatives Analysis determined that an Adverse Impact cannot be avoided or minimized, ~~then mitigation measures will be developed in~~ a draft LOR is being prepared in consultation with OPRHP ~~and LPC and undertaken as part of the Proposed Project. The~~to document proposed mitigation measures. OPRHP will ~~be stipulated in a Letter of Resolution to be developed by~~coordinate with the project sponsors ~~in conjunction with OPRHP and LPC.~~to require that the identified mitigation measures be undertaken as part of the Proposed Project.

[6] Mackey, Linda. OPRHP Review, Science Park and Research Campus (SPARC) Kips Bay. November 7, 2023.

[7] Santucci, Gina. Environmental Review, SPARC Kips Bay. November 27, 2023.

[8] Brazee, Olivia. OPRHP Review, Science Park and Research Campus (SPARC) Kips Bay. December 14, 2023.

Preliminary Assessment

Existing Conditions

The Development Site includes approximately 4.75 acres of land bounded by East 25th Street to the south, First Avenue to the west, FDR Drive to the east, and the northern boundary of the former East 26th Street, which is now de-mapped and predominantly used as a private drive for the superblock owned by NYC Health and Hospitals Corporation (H+H), to the north (see **Figure 6-1**). The Development Site is currently occupied by the CUNY Hunter College Brookdale Campus (the "campus"), comprising a total of approximately 538,464 gsf.

The campus consists of three main buildings: the West Building (approximately 210,232 gsf), North Building (approximately 198,610 gsf), and East Building (approximately 129,622 gsf). The West Building, a 10-story brick tower with a 2-story podium, fronts First Avenue and consists of academic uses including the School of Nursing offices. The North Building, a 14-story brick tower with a 1-story podium, fronts former East 26th Street and consists of student dormitories, a lounge, and speech pathology classroom spaces. The East Building, a 7-story brick tower with a 2-story podium, fronts FDR Drive and includes additional academic and dormitory space. The three buildings are connected and are interdependent at the basement level. The utility systems for the campus are generally independent but connected. These three buildings are arranged on the site in a C-shape that surrounds a courtyard. A portion of the courtyard is closed off and is currently used as an accessory parking lot. The main entrance to the campus is accessible via the former East 26th Street while the secondary entrance is accessible via East 25th Street.

The Rezoning Area comprises a similar area to the Development Site but is extended to the street centerlines of East 25th Street to the south, First Avenue to the west, FDR Drive to the east, and also extends to the northern property line along former East 26th Street to the north.

The existing pedestrian bridge is located over FDR Drive. It extends east across FDR Drive from the north sidewalk of East 25th Street. It is supported by three piers; the western pier of the bridge is in the southeast corner of the CUNY Hunter College Brookdale Campus, the middle pier is located on the median of FDR Drive, and the eastern pier is located in the southwest corner of Block 991, Lot 60, which contains the Waterside Plaza Apartment Complex. The portion of the existing bridge on the Waterside Plaza property is privately owned. The portion of the existing bridge on the Brookdale site is not ADA-compliant and is accessible via two sets of stairs. Currently, the width of the pedestrian path on the bridge is approximately 8 feet wide over FDR Drive, while the width of the ramps on the east side of FDR Drive narrow to 6 feet in width. The mapped width of the bridge structure ranges from approximately 18 feet on the western side to approximately 21 feet on the eastern side, and the structure occupies an area of approximately 4,240 square feet (sf). The underside vertical clearance of the bridge is approximately 12.73 feet to 12.92 feet in elevation, which is non-compliant according to current City and State Department of Transportation (DOT) standards for underside bridge clearance heights.

The Study Area contains land and buildings within a 400-foot radius of the Development Site. The Study Area is located in the Kips Bay Science District and on the First Avenue Health and Life Sciences corridor, which contains a mix of hospitals, academic institutions, and commercial Life Sciences uses. Directly to the north of the Development Site across demapped East 26th Street is NYC H+H Bellevue Hospital and the NYC Office of the Chief Medical Examiner (OCME) Hirsch Center for Forensic Sciences. Directly south of the Development Site is the U.S. Corbin VA Facility. The New

York University (NYU) College of Nursing, Dentistry and Engineering is located directly to the west of the Development Site along former East 26th Street. Northwest of these facilities is the NYC Department of Health and Mental Hygiene (DOHMH) Public Health Laboratory site; the Public Health Laboratory will relocate to a new purpose-built facility at a site within the Harlem Hospital Campus, and the site is planned to be redeveloped with a new commercial Life Sciences facility.

In addition to the Life Sciences, health and academic uses, the surrounding area also contains both residential and open space uses, including the Waterside Plaza Apartment Complex to the east of the site, across FDR Drive, East Midtown Plaza to the southwest, and Peter Cooper Village to the south of the U.S. Corbin VA Facility. Additionally, several residential developments occur to the northwest of the Development Site, including a NYCHA development at 344 East 28th Street, a building containing micro residential units at 335 East 27th Street, which was developed on a city-owned site pursuant to a Request for Proposals (RFP) from the NYC Department of Housing Preservation and Development (HPD), and Kips Bay Court on Second Avenue. Publicly accessible open spaces in the vicinity of the Development Site include the 2.44-acre Asser Levy Playground to the southeast and the 1.59-acre Bellevue South Park to the northwest.

Archaeological Resources

Archaeological resources are physical remnants, usually buried, of past human activities on a site. They can include archaeological resources associated with Native American or Indigenous populations that used or occupied a site and can include stone tools or refuse from tool-making activities, remnants of habitation sites, etc. These resources are also referred to as "precontact," since they were deposited before Native Americans' contact with European settlers. Archaeological resources can also include remains from activities that occurred during the historic period, which began with the European colonization of the New York area in the 17th century; such resources can include remains associated with European contact with Native Americans, battle sites, landfill deposits, structural foundations, and domestic shaft features such as cisterns, wells, and privies.

On sites where later development occurred, archaeological resources may have been disturbed or destroyed by grading, excavation, and infrastructure installation and street improvements. However, some resources do survive in urban environments despite extensive development. Deposits can be protected when covered with pavement (i.e., a parking lot) or with a building with a shallow foundation and no basement. In both scenarios, archaeological deposits can be sealed beneath the ground surface, protected from further disturbance.

Previously Identified Archaeological Resources

No archaeological resources have been previously documented on the Development Site, which is the area that will experience new in-ground disturbance. The Development Site has experienced very significant disturbance from earthmoving associated with infilling of the eastern side of the block, which was previously under the East River, previous construction and demolition of earlier buildings on the property, as well as construction of the existing Brookdale Campus buildings. Both the OPRHP and the LPC have indicated that there are no archaeological concerns for the Development Site.

Architectural Resources

Generally, architectural resources should be surveyed and assessed if a proposed project would result in any of the following, whether any known historic resources are located near the site of the project:

- New construction, demolition, or significant physical alteration to any building, structure, or object;
- A change in scale, visual prominence, or visual context of any building, structure, object, or landscape feature. Visual prominence is generally the way in which a building, structure, object, or landscape feature is viewed;
- Construction, including but not limited to, excavating vibration, subsidence, dewatering, and the possibility of falling objects;
- Additions to or significant removal, grading, or replanting of significant historic landscape features;
- Screening or elimination of publicly accessible views; and
- Introduction of significant new shadows or significant lengthening of the duration of existing shadows on an historic landscape or on an historic structure if the features that make the structure significant depend on sunlight.

As noted in the Methodology section, architectural resources are defined as buildings, structures, objects, sites, or districts that are:

- Listed on or determined eligible for the S/NRHP;
- NHLs;
- NYCLs and historic districts; and
- Properties that have been found by LPC to appear eligible for designation or considered for designation ("heard") by LPC at a public hearing.

The Study Area for architectural resources is determined based on a proposed action's area of potential effect on architectural resources, which accounts for both direct physical impacts and indirect impacts. Direct impacts include demolition of a resource and alterations to a resource that cause it to become a different visual entity. A resource could also be damaged by adjacent construction activities such as blasting, pile driving, falling objects, subsidence, collapse, or damage from construction machinery without proper protection measures. Adjacent construction is defined as any construction activity that would occur within 90 feet of a historic resource, as defined in the New York City Department of Building (DOB) *Technical Policy and Procedure Notice (TPPN) #10/88*.[9]

Indirect impacts are contextual or visual impacts that could result from project development. As described in the *CEQR Technical Manual*, indirect impacts can result from a change in scale, visual prominence, or visual context of any building, structure, or object, or landscape feature; screening or elimination of publicly accessible views; or introduction of significant new shadows or significant lengthening of the duration of existing shadows on a historic landscape or on a historic structure if the features that make the resource significant depend on sunlight. Significant adverse direct or indirect impacts can occur if a project would cause a change in the characteristics and features of a property that qualifies it for S/NRHP listing or for designation as a NYCL.

To account for potential direct and indirect impacts, as noted above the Study Area for the Proposed Actions was defined following the guidelines of the *CEQR Technical Manual* to include the Development Site and a standard 400-foot radius surrounding the Development Site (see **Table 6-1**).

[9] TPPN #10/88 was issued by DOB on June 6, 1988, to supplement Building Code regulations with regard to historic structures. TPPN #10/88 outlines procedures for the avoidance of damage to historic structures resulting from adjacent construction, defined as construction within a lateral distance of 90 feet from the historic resource.

This 400-foot radius is typically considered adequate for the assessment of historic resources, in terms of physical, visual, and historical relationships.

Once the Study Area was determined, an inventory of officially recognized S/NRHP-listed and eligible architectural resources within the Development Site and the Study Area was compiled. Criteria for listing on the S/NRHP are in the Code of Federal Regulations, Title 36, Part 63, and LPC has adopted these criteria for use in identifying architectural resources for CEQR review. Following these criteria, districts, sites, buildings, structures, and objects are eligible for the S/NRHP if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and: (1) are associated with events that have made a significant contribution to the broad patterns of history (Criterion A); (2) are associated with significant people (Criterion B); (3) embody distinctive characteristics of a type, period, or method of construction, represent the work of a master, possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction (Criterion C); or (4) may yield information important in prehistory or history (Criterion D). Properties that are younger than 50 years of age are ordinarily not eligible, unless they have achieved exceptional significance. Official determinations of eligibility are made by the OPRHP.

In addition, LPC designates historically significant properties in the City as NYCLs and/or historic districts, following the criteria provided in the Local Laws of the City of New York, New York City Charter, Administrative Code, Title 25, Chapter 3. Buildings, properties, or objects are eligible for landmark status when a part is at least 30 years old. Landmarks have a special character or special historical or aesthetic interest or value as part of the development, heritage, or cultural characteristics of the city, state, or nation. There are four types of landmarks: individual landmark, interior landmark, scenic landmark, and historic district.

Within the Study Area, architectural resources that were analyzed include S/NRHP-listed properties or properties determined eligible for S/NRHP listing, NYCLs, and properties determined eligible for landmark status. The identification of architectural resources was made in consultation with OPRHP and LPC.

Once the architectural resources in the 400-foot radius Study Area were identified, the Proposed Actions were assessed for both direct physical impacts and indirect visual and contextual impacts on architectural resources. As noted above, the analysis presented in this chapter addresses the historic and cultural resources of the Study Area for existing conditions. The analysis considers the No-Action condition and the With-Action condition for the Project Area in the 2031 analysis year when the Proposed Project is expected to be completed.

Previously Identified Architectural Resources

There is one architectural resource within the Development Site, the CUNY Hunter College Brookdale Campus. There are three additional architectural resources within the Study Area, the Public Baths and two buildings within the Bellevue Hospital complex (see **Figure 6-1**). Each architectural resource is summarized in **Table 6-1**, below, and described in detail following the table.

Table 6-1 S/NRHP-Listed and Eligible and NYCL Previously Identified Architectural Resources

Map #	Photo #	USN	Name	Location	Status
A1	**7-1, 7-2**	06101.012135	CUNY Hunter College Brookdale Campus	425 East 25th Street, within Development Site	S/NRHP Eligible

Table 6-1 S/NRHP-Listed and Eligible and NYCL Previously Identified Architectural Resources

Map #	Photo #	USN	Name	Location	Status
A2	**7-3**	06101.001806	Public Baths	392 Asser Levy Place, within Study Area	S/NRHP Listed, 90NR00679 NYCL, LP-00842
A3	**7-4**	06101.012063	Bellevue Hospital C & D Building	462 First Avenue, within Study Area	S/NRHP Eligible
A4	**7-5**	06101.012064	Bellevue Hospital Administration Building (Building E or Main Building)	462 First Avenue, within Study Area	S/NRHP Eligible

Source: CRIS 2024

A1. CUNY Hunter College Brookdale Campus

The CUNY Hunter College Brookdale Campus is situated on Block 962, Lot 100, which constitutes the Development Site. It was determined eligible for the S/NRHP in 2023. The Determination of Eligibility for the resource indicates:

> Based on the information submitted, the Hunter College Brookdale Campus and former Belleview Hospital Nurses' School and Residence, located at 425 East 25th Street in Manhattan, is significant under Criterion C in the area of architecture as an intact example of mid-century institutional design. It may also possess additional significance under Criterion A in the area of education and health/medicine for its association with Belleview Hospital, one of NYC's most important social service institutions.
>
> Completed in 1954 to the designs of La Pierre, Litchfield, and Partners (a firm that succeeded Alfred Hopkins Architects whose name is on the dedication plaque), the campus is bounded by East 25th and 26th Street between First Avenue and FDR Drive, consists of three main buildings: the West Building, North Building, and East Building. The ten-story West Building, which fronts First Avenue, consists of a library, auditorium, lecture halls, classrooms, a library, gym, and a pool on a large podium, with School of Nursing offices in a tower portion above; the primary entry to this building is to the east within the open courtyard. The thirteen-story North Building, which fronts East 25th Street, has a shared corridor and student lounge at ground level with a dormitory tower above; it can be accessed via a secured mid-block entry. The six-story East Building, which fronts FDR Drive, includes the rotunda auditorium, labs, and physical therapy areas at the podium, with a second dormitory tower above. The three buildings create a C-shape formation and surround a courtyard accessible via a single entry off East 25th Street.
>
> According to the 1956 NYT article[10], the building cost $14,000,000 and was built to attract more people to the nursing field, in hopes of easing the critical shortage of nurses. The main thirteen-story building featured 517 dormitory rooms. recreational facilities including two gyms, a pool, tennis courts, shuffleboard, and permanent bleachers in one wing. The east wing had facilities for 200 male students. A large circular dining room overlooked the East River. Research indicates the Belleview School of Nursing was

[10] Ennis, Thomas W. "New Bellevue Center Is Designed to Stimulate Nursing as Career." *New York Times*, July 29, 1956.

> founded in 1873, the first in the country. Bellevue merged the school with Hunter College in 1966 and the campus was referred to as the Brookdale Campus.
>
> Overall, the exterior form, massing, design, and materials are largely intact. Of special note are the bas-relief sculptures depicting nurses. The courtyard also retains the tennis courts, shuffleboards, and stone retaining walls. On the interior, the circulation pattern and floor plan appear largely intact, especially in the main areas including the auditorium, swimming pool, rotunda, lecture halls, bowling alley, main entrance, secondary lobby, east lobby, and basketball court. Historic fabric includes the Georgia pink marble walls throughout the various spaces, the same marble wrapped around support columns, terrazzo tile floors, ceramic tile walls, mid-century floor tile around the swimming pool, and wood floors in the game room, gym, and cafeteria. The campus retains sufficient integrity to convey its historical significance.[11]

A2. Public Baths

The Public Baths at Asser Levy Place is located within the Study Area. The property is listed on the S/NRHP and is a NYCL. The S/NRHP property boundary includes the entire lot containing the Public Baths (Block 981, Lot 2). The northeastern portion of the lot contains outdoor recreational facilities including the Asser Levy Playground, a running track, a basketball court, and a handball court. The southwestern portion of the lot contains the Public Baths and an associated outdoor swimming pool, as well as an outdoor tennis court. New floodwalls recently have been installed between the two sections of the lot and along FDR Drive. The Public Baths lot is situated across East 25th Street from the Development Site, but the Public Baths building itself is situated approximately 335 feet southwest of the Development Site. The statement of significance in the property's NRHP form indicates:

> The Public Baths at Asser Levy Place is listed on the National Register as one of the few remaining public bathhouses in Manhattan, and the only one still operated as such by the City of New York. The Public Baths was the largest free public bath ever built under the New York State Law of 1895, Chapter 351, as well as being the most elaborate in design. The building is also an exceptional example of a building in the neo-Classical style.[12]

The Public Baths also is an NYCL. Its Designation Report further indicates:

> On the basis of a careful consideration of the history, the architecture and other features of this building, the Landmarks Preservation Commission finds that the Public Baths has a special character, special historical and aesthetic interest and value as part of the development, heritage and cultural characteristics of New York City.
>
> The Commission further finds that, among its important qualities, the Public Baths are an exceptionally handsome example of the neo-Classical Roman style of architecture, that they employ an interesting contrast of materials and a wealth of carved detail, that they enhance the site and the neighborhood, and that they have served a most necessary community function for many years and continue to do so as an indoor neighborhood swimming pool.[13]

[11] Mackey, Linda. CUNY Hunter College Brookdale Campus Resource Evaluation. December 14, 2023.

[12] Public Baths. National Register of Historic Places Inventory-Nomination Form. October 1979.

[13] Public Baths. Landmarks Preservation Commission, March 19, 1974, Number 5. LP-0842.

A3. Bellevue Hospital C & D Building

Bellevue Hospital's C & D Building is located within the Study Area. The property is located on the hospital campus, within the northeastern portion of Block 962, Lot 100, and northeast of former East 26th Street. The building is situated approximately 150 feet northeast of the Development Site. The property is eligible for the S/NRHP. Its Statement of Significance indicates:

> Bellevue Hospital's C & D Building was opened in 1938 for the treatment of tuberculosis patients. The seven-story building is constructed of structural steel framing with exterior walls of red brick and stone trim. This building remains an important physical reminder of the history of New York City's Bellevue Hospital and of the institutional architecture and master planning efforts of the nationally prominent firm of McKim, Mead & White. In style, the C & D Building embodies characteristics associated with the Italian Renaissance style, including a symmetrical facade (south elevation) with central pavilion, classical ornament, and roof top balustrade, yet represents a restrained and functional adaptation of the style to meet the needs of the institution. Of special note at the C & D Building are the intact balconies on the south facade which represent the importance of fresh air when the building was used for the treatment of tuberculosis patients. Although changes have been made to the building, it retains sufficient period integrity to convey its historical significance. It remains a fine example of progressive hospital design of the period that also recalls the history and development of one of New York City's most important social service institutions.[14]

A4. Bellevue Hospital Administration Building

Bellevue Hospital's Administration Building is located within the Study Area. The property is located on the hospital campus, within the northeastern portion of Block 962, Lot 100, and northeast of former East 26th Street. The building is situated approximately 320 feet northeast of the Development Site. The property is eligible for the S/NRHP. Its Statement of Significance indicates:

> Bellevue Hospital's Administration Building (also known as Building E), located in the center of the hospital campus, opened in 1940. The nine-story building is constructed of structural steel framing with exterior walls of red brick and stone trim. This building remains an important physical reminder of the history of New York City's Bellevue Hospital and of the institutional architecture and master planning efforts of the nationally prominent firm of McKim, Mead & White. In style, the Administration Building embodies characteristics associated with the Italian Renaissance style, including a symmetrical and hierarchical facade (west elevation), a pedimented center pavilion, and classical ornament, yet represents a restrained and functional adaptation of the style to meet the needs of the institution. Included in the design of the Administration Building was a "Chapel Hall" which accommodates various religious denominations. Although changes have been made to the building, it retains sufficient period integrity to convey its historical significance. It remains a fine example of progressive hospital design of the period that also recalls the history and development of one of New York City's most important social service institutions.[15]

[14] Howe, Kathy. C & D Buildings at Bellevue Hospital Resource Evaluation. October 26, 2000.

[15] Howe, Kathy. Administration Building at Bellevue Hospital Resource Evaluation. October 26, 2000.

Additional Buildings within the Study Area

As described in the **Existing Conditions** section above, the Study Area contains a mixture of building types and uses, including medical facilities, academic facilities, and commercial and residential buildings. Some of these buildings have been determined S/NRHP not eligible by OPRHP and several others have an "undetermined" status. The remainder of the buildings in the Study Area have never been evaluated for architectural significance.

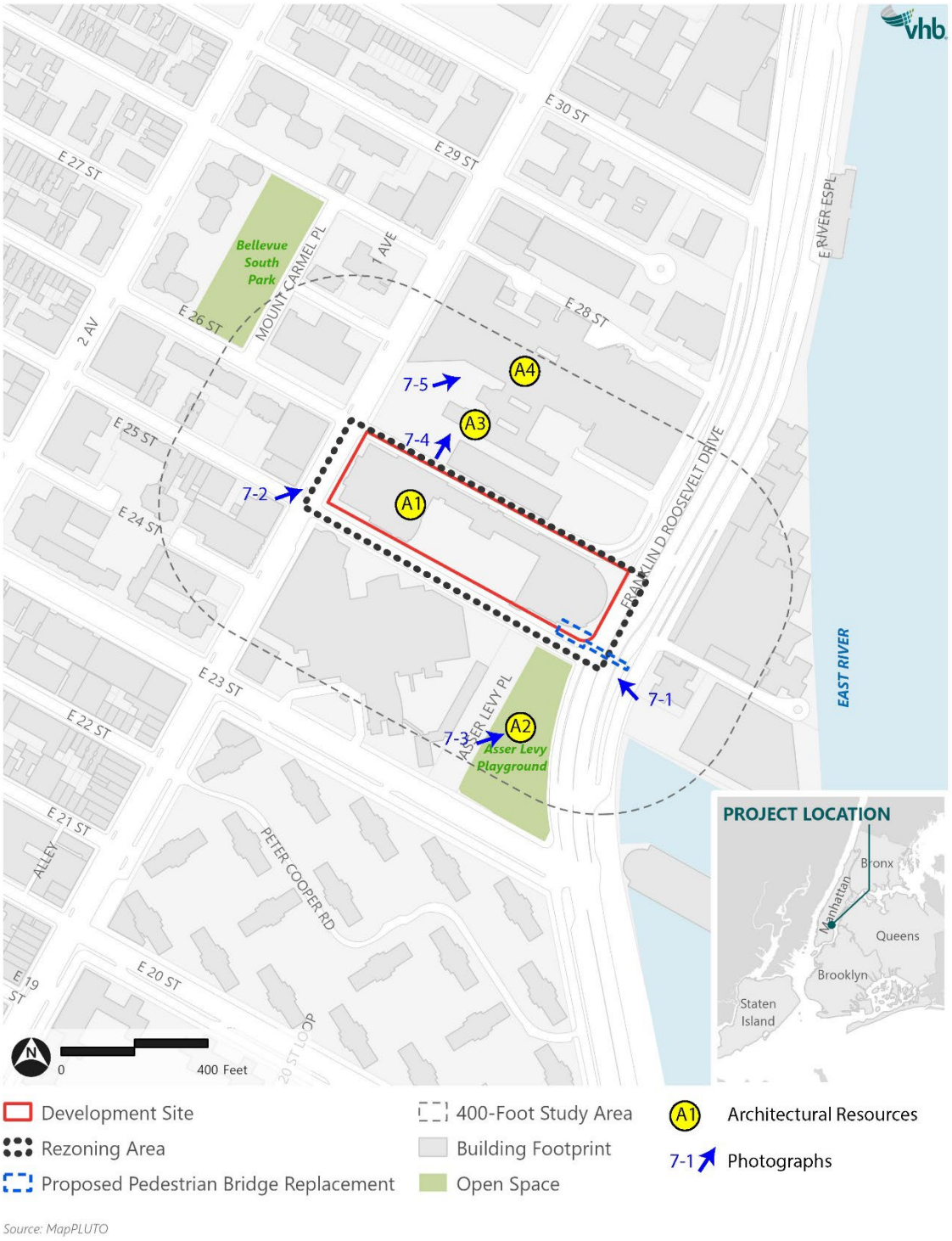
The majority of uses within the Study Area between First Avenue and FDR Drive are for medical and educational purposes. The area immediately northeast of the Development Site across demapped East 26th Street contains the NYC H+H Bellevue Hospital and the OCME Hirsch Center for Forensic Sciences. As noted above, two of the Bellevue Hospital complex buildings have been determined S/NRHP eligible. Another building, known as Building "H" or The Cube (USN 06101.021242), was constructed between 1971 and 1974 and has an undetermined S/NRHP status. The remainder of the hospital complex consists of newer buildings or building additions dating to the last 30 years. The hospital's former Emergency Medical Service Station Building (USN 06101.001559), just northeast of former East 26th Street, has an undetermined S/NRHP status and has been demolished.

Much of the block to the southwest of the Development Site, also between First Avenue and FDR Drive, contains the U.S. Corbin VA Facility (USN 06101.018752). Constructed between 1951 and 1954, the property currently is S/NRHP not eligible. The southwestern corner of this block contains a New York City Board of Education District 75 building (USN 06101.016938), originally constructed in the 1930s, which also has been determined S/NRHP not eligible.

East of the Development Site and FDR Drive are the high-rise Waterside Plaza Apartment Complex and the United Nations (UN) International School Building, all constructed in the early 1970s.

The portions of the blocks within the Study Area northwest of First Avenue contain a mixture of twentieth-century and twenty-first-century buildings. Many of the buildings from East 23rd Street to East 27th Street belong to or are associated with the NYU College of Nursing, Dentistry, and Engineering. A few buildings date to the 1920s, while others date to the 1970s. The newest buildings were constructed in the 2010s. A bank of four older buildings between East 25th Street and East 26th Street all were determined not eligible in 2006 (USNs 06101.016062 to 06101.016065), prior to being demolished and replaced with a large new building for NYU. The northwest side of East 26th Street and First Avenue contains the NYC Department of Health and Mental Hygiene (DOHMH) Public Health Laboratory Building, which dates to the mid-1960s. At East 28th Street and First Avenue, there is a NYCHA high-rise residential tower from the early 1970s. Many of the twentieth-century buildings northwest of First Avenue have been significantly altered since their initial construction dates and are unremarkable in design.

Figure 6-1 Historic Resources Map



Source: MapPLUTO

Photo 6-1 A1, CUNY Hunter College Brookdale Campus and Pedestrian Bridge



The proposed SPARC Development Site, including the S/NRHP eligible CUNY Hunter College Brookdale Campus building in the center-left background (red brick building) and the existing pedestrian bridge crossing FDR Drive in the center (green colored section). View looking northwest from Waterside Plaza. Source: HPI 2023.

Photo 6-2 A1, CUNY Hunter College Brookdale Campus



The S/NRHP eligible CUNY Hunter College Brookdale Campus looking northeast from First Avenue. Source: SOM 2022.

Photo 6-3 A2, Public Baths



The S/NRHP-listed and NYCL Public Baths at 392 Asser Levy Place (USN 06101.001806, 90NR00679, LP-00842) looking northeast from East 23rd Street. Source: HPI 2023.

Photo 6-4 A3, Bellevue Hospital C & D Building



The S/NRHP eligible Bellevue Hospital C & D Building (USN 06101.012063), looking northeast from former East 26th Street. Source: HPI 2023.

Photo 6-5 A4, Bellevue Administration Building



The S/NRHP-eligible Bellevue Hospital Administration Building (aka Building E or Main Building) (USN 06101.012064), looking northeast from the hospital campus interior. Source: HPI 2023.

No-Action Condition

Absent the approval of the Proposed Actions (the No-Action condition), it is anticipated that the existing buildings would remain, and the Development Site would continue to accommodate uses similar to the existing on-site uses in the future. The pedestrian bridge would remain in its current, non-ADA compliant condition.

Consistent with existing conditions, there would be no potential for archaeological sensitivity within the Development Site.

However, the status of the previously identified historic resources could change. S/NRHP-eligible architectural resources could be listed in the Registers. It is also possible, given the Proposed Actions' analysis year of 2031, that additional sites could be identified as eligible historic resources in this time frame or that previously undetermined resources could be determined S/NRHP eligible.

In the future without the Proposed Actions, changes to architectural resources identified above or to their settings could occur. For example, indirect impacts from future projects could include: a change in scale, visual prominence, or visual context of any building, structure, or object or landscape feature; screening or elimination of publicly accessible views; or introduction of significant new shadows or significant lengthening of the duration of existing shadows on a historic structure if the features that make the resource significant depend on sunlight. It is also possible that some

architectural resources could deteriorate or experience direct impacts through alteration or demolition, while others could be restored. In addition, future projects could accidentally damage architectural resources through adjacent construction.

Architectural resources that are listed in the S/NRHP or that have been found eligible for S/NRHP listing are given a measure of protection from the impacts of federally sponsored, or federally assisted, projects under Section 106 of the National Historic Preservation Act and are similarly protected against impacts resulting from state-sponsored or state-assisted projects under the State Historic Preservation Act. Although preservation is not mandated, federal agencies must attempt to avoid adverse impacts on such resources through a notice, review, and consultation process. However, private owners using private funds can alter or demolish their S/NRHP-listed or eligible properties without such a review process.

Privately owned properties that are listed or eligible NYCLs are protected under the New York City Landmarks (NYCL) Law, which requires LPC review and approval before any alteration or demolition of those properties can occur, whether publicly or privately funded. All properties within NYCL-designated historic districts also require an LPC permit and approval prior to new construction, addition, enlargement, or demolition. The owners of the property may work with LPC to modify their plans to make them consistent with NYCL Law. Publicly owned resources are also subject to review by LPC before the start of a project; however, LPC's role in projects sponsored by other City or State agencies generally is advisory only. The New York City Building Code provides some measures of protection for all properties against accidental damage from adjacent construction by requiring that all buildings, lots, and service facilities adjacent to foundation and earthwork areas be protected and supported.

Additional protective measures apply to designated NYC Landmarks and S/NRHP-listed historic structures located within 90 linear feet of a proposed construction site. For these structures, the New York City Department of Buildings' (DOB) *Technical Policy and Procedure Notice (TPPN) #10/88* applies. *TPPN #10/88* supplements the standard building protections afforded by the Building Code by requiring, among other things, a monitoring program to reduce the likelihood of construction damage to adjacent NYCL-designated properties, and S/NRHP-listed resources (within 90 feet) and to detect at an early stage the beginnings of damage so that construction procedures can be changed.

Last, as discussed in detail in **Chapter 2, Land Use, Zoning and Public Policy**, there are several proposed development projects within or adjacent to the Study Area that are expected to be complete by the 2031 build year[16]:

1. **455 First Avenue (Innovation East).** This project, which is proposed for the existing Public Health Laboratory site at East 26th Street and First Avenue, would result in the construction of an approximately 609,988 gsf commercial Life Sciences building and ground-floor retail. This project is expected to be complete in 2030.
2. **Alexandria Center (Phase II – North Tower).** This project, which is located at East 29th Street and First Avenue between Bellevue Hospital and NYU Langone Health, will replace the existing surface parking lot with approximately 330,000 gsf of office and laboratory space. New public

[16] These projects were identified using the following sources: NYC Department of Buildings Active Major Construction; YIMBY.com; New York City Economic Development Corporation.

open spaces would be created to the around the future North Tower building. This project is expected to begin construction at the end of 2024 and be complete in 2029.

3. **429 Second Avenue.** This project will consist of 44,571 gsf of residential space, projected to contain 59 units. This project will be complete in 2025.
4. **Stuyvesant Cove Park – Solar 2.** This project will be located on the northern end of Stuyvesant Cove Park and will include the replacement of the existing Solar One structure with a new two-story, 6,409 gsf learning center to allow for the teaching and demonstration of urban environmental stewardship. This project will be complete in 2024.
5. **~~KBCR~~EMCR Floodwall.** The ~~KBCR~~EMCR floodwall would provide a flood barrier around the Bellevue Hospital Campus as well as elevated and/or hardened space for critical mechanical, electrical, and plumbing (MEP) equipment. It would also provide redundant systems for important hospital infrastructure to ensure that the hospital is fully operational under backup systems. The timing of this project is unknown at this time.

In the No-Action condition, it is possible that some of these proposed projects could have an Adverse Impact on the S/NRHP-eligible CUNY Hunter College Brookdale Campus and/or the other currently or future S/NRHP-eligible and listed and NYCL-designated resources either from direct or indirect impacts, if not mitigated.

All of these No-Action condition development projects would need to be assessed under their respective environmental reviews to determine if there could be any additional impacts to historic and cultural resources.

With-Action Condition

Archaeological Resources

No previous archaeological resources have been documented within the Development Site, which is the area that will experience in-ground disturbance in the With-Action condition. Further, the OPRHP and LPC have indicated that there are no archaeological concerns for the Development Site. Therefore, in the future with the Proposed Actions, there will be no impacts to archaeological resources, and no further analysis of archaeological resources is warranted.

Architectural Resources

Shadows

As discussed in **Chapter 5, Shadows**, one historic resource, Parish of Our Lady of the Scapular and Saint Stephen's would receive incremental shading on the stained-glass windows from the Proposed Project. Given the short duration of the shading, the public's enjoyment of this resource would not be affected. Therefore, significant adverse impacts from the Proposed Project are not anticipated and further analysis is not warranted.

Direct and Indirect Impacts

In the With-Action condition, the S/NRHP-eligible CUNY Hunter College Brookdale Campus buildings would be demolished in order to construct the new SPARC campus buildings and grounds. As described above, under the State Historic Preservation Act, demolition of a historic resource is an

Adverse Impact that triggers the requirement for an Alternatives Analysis to identify alternatives that would avoid or minimize the Adverse Impact. The requested Alternatives Analysis ~~is being~~has been prepared by the project sponsors. ~~If~~As the Alternatives Analysis establishes that the Adverse Impact cannot be avoided or minimized, ~~then~~ mitigation measures ~~will be~~are being developed in consultation with OPRHP and ~~LPC and~~will be undertaken as part of the Proposed Project. The mitigation measures will be stipulated in a ~~Letter of Resolution to be~~ LOR that is being developed by the project sponsors in conjunction with OPRHP ~~and LPC~~.

None of the architectural resources within the Study Area are within 90 feet of the Development Site and as such the Proposed Actions should not have any construction impacts on these architectural resources that could require a CPP.