West 61st Street Rezoning and
Citywide General Large-Scale Development Text Amendment

Final Environmental Impact Statement

December 29, 2006

CEQR No.: 05DCP063Y

ULURP Nos.: N060103ZRY 060104ZMM 060105ZSM 060106ZSM

Lead Agency: City Planning Commission, City of New York

Lead Agency Contact: Robert Dobruskin
Environmental Assessment and Review Division
New York City Department of City Planning
22 Reade Street, 4E
New York, NY 10007

Prepared by: AKRF, Inc.
Kramer Levin Naftalis & Frankel LLP

Table of Contents

Foreword **F-1**

Executive Summary **S-1**

1: Project Description **1-1**
A. Project Identification 1-1
Proposed Action 1-1
Proposed Project 1-2
Reasonable Worst-Case Development Scenario 1-2
B. Proposed Building Design 1-3
C. Environmental Review 1-4
Uniform Land Use Review Procedure 1-4
Environmental Review 1-4
D. Analysis Framework 1-5

2: Land Use, Zoning, and Public Policy **2-1**
A. Introduction 2-1
B. Development History 2-1
C. Existing Conditions 2-3
Land Use 2-3
Project Site 2-3
Zoning Lot and Rezoning Area 2-3
Study Area 2-3
Zoning 2-6
Project Site 2-6
Zoning Lot and Rezoning Area 2-6
Study Area 2-6
Public Policy 2-8
Past Development Trends and Recent Rezoning Actions 2-9
D. The Future Without the Proposed Action 2-10
Land Use 2-10
Project Site, Zoning Lot, and Rezoning Area 2-10
Study Area 2-10
Zoning 2-12
Project Site, Zoning Lot, and Rezoning Area 2-12
Study Area 2-13
Public Policy 2-13
E. Probable Impacts of the Proposed Action 2-13
Land Use 2-13
Project Site 2-13
Zoning Lot and Rezoning Area 2-13
Study Area 2-14

Zoning 2-15
Zoning Map Amendment 2-15
Zoning Text Amendment 2-15

3: Socioeconomic Conditions 3-1
A. Introduction 3-1
B. Methodology 3-2
C. Preliminary Assessment 3-2
Direct Residential Displacement 3-2
Direct Business and Institutional Displacement 3-2
Indirect Residential Displacement 3-3
Indirect Business and Institutional Displacement 3-8
Adverse Effects on Specific Industries 3-12

4: Community Facilities and Services 4-1
A. Introduction 4-1
B. Screening Level Assessment 4-1
Public Schools 4-2
Libraries 4-2
Health Care Facilities 4-2
Day Care Centers 4-3
Fire Protection 4-3
Police Protection 4-3
C. Existing Conditions 4-3
Elementary Schools 4-3
Intermediate/Junior High Schools 4-4
High Schools 4-4
D. The Future Without the Proposed Action 4-5
Elementary Schools 4-6
Intermediate Schools 4-7
E. Probable Impacts of the Proposed Action 4-8

5: Open Space 5-1
A. Introduction 5-1
B. Detailed Assessment 5-2
Existing Conditions 5-2
Open Space Inventory 5-2
Open Space User Population 5-8
Analysis of the Adequacy of Open Space 5-8
The Future Without the Proposed Action 5-9
Open Space Inventory 5-9
Open Space User Population 5-11
Analysis of the Adequacy of Open Space 5-11
Probable Impacts of the Proposed Action 5-12
Open Space Inventory 5-12
Open Space User Population 5-12
Analysis of the Adequacy of Open Space 5-12

6: Shadows 6-1
A. Introduction 6-1
B. Methodology 6-1
C. Resources of Concern for Shadows Analysis 6-2
Public Open Spaces 6-2
D. Shadow Impacts 6-3
Impact on Sensitive Resources 6-4
Amsterdam Houses Playground 6-4
Samuel N. Bennerson Playground 6-5
West End Towers Park 6-6
Conclusion 6-6

7: Historic Resources 7-1
A. Introduction 7-1
Archaeological Resources 7-1
Architectural Resources 7-1
B. Existing Conditions 7-1
Project Site 7-1
Zoning Lot and Rezoning Area 7-2
Study Area 7-2
Known Resources 7-2
Potential Resources 7-3
C. The Future Without the Proposed Action 7-3
D. Probable Impacts of the Proposed Action 7-3
Project Site 7-3
Zoning Lot and Rezoning Area 7-3
Study Area 7-4

8: Urban Design and Visual Resources 8-1
A. Introduction 8-1
B. Existing Conditions 8-1
Project Site 8-1
Urban Design 8-1
Visual Resources 8-2
Zoning Lot and Rezoning Area 8-2
Study Area 8-2
Urban Design 8-2
Visual Resources 8-4
C. The Future Without the Proposed Action 8-4
Project Site, Zoning Lot, and Rezoning Area 8-4
Study Area 8-4
D. Probable Impacts of the Proposed Action 8-5
Project Site 8-5
Urban Design 8-5
Visual Resources 8-5
Zoning Lot and Rezoning Area 8-5
Study Area 8-5
Urban Design 8-5
Visual Resources 8-6

9: Neighborhood Character 9-1
A. Introduction 9-1
B. Existing Conditions 9-2
C. The Future Without the Proposed Action 9-3
D. Probable Impacts of the Proposed Action 9-3

10: Hazardous Materials 10-1
A. Introduction 10-1
B. Phase I Environmental Site Assessment 10-1
C. Brownfield Cleanup Program 10-1
D. Projected Development Sites—Screening Analysis 10-2
Current and Historical Conditions 10-2
Lot 1 10-2
Lot 56 10-2
Lot 57 10-2
Lot 58 10-2
Lot 61 10-3
Summary 10-3
Screening Assessment 10-3

11: Infrastructure 11-1
A. Introduction 11-1
B. Existing Conditions 11-1
Water Supply 11-1
Water Supply System 11-1
Water Consumption 11-2
Sanitary Sewage and Stormwater Disposal 11-2
C. The Future Without the Proposed Action 11-3
Water Supply 11-4
Sanitary Sewage 11-4
D. Probable Impacts of the Proposed Action 11-4
Water Supply 11-4
Wastewater Treatment 11-5

12: Solid Waste and Sanitation Services 12-1
A. Introduction 12-1
B. Existing Conditions 12-1
Solid Waste and Recycling 12-1
C. The Future Without the Proposed Action 12-2
D. Probable Impacts of the Proposed Action 12-2

13: Energy 13-1
A. Introduction 13-1
B. Existing Conditions 13-1
C. The Future Without the Proposed Action 13-1
D. Probable Impacts of the Proposed Action 13-2

14: Traffic and Parking 14-1
A. Introduction 14-1
B. Methodology 14-1
C. Existing Conditions 14-2

Study Area 14-2
Study Area Intersection and Roadway Characteristics 14-2
Traffic Volumes 14-3
Level of Service 14-4
AM Peak Hour 14-4
Midday Peak Hour 14-4
PM Peak Hour 14-7
Parking Supply and Utilization 14-7
Traffic Safety 14-7
D. The Future Without the Proposed Action 14-8
Traffic 14-8
Level of Service 14-9
AM Peak Hour 14-9
Midday Peak Hour 14-9
PM Peak Hour 14-12
Parking Supply and Utilization 14-12
E. Probable Impacts of the Proposed Action 14-13
Trip Generation 14-14
Residential Use 14-14
Medical Office Use 14-14
Ground-Floor Retail Use 14-14
School Use 14-14
Trip Distribution 14-19
Vehicle Trip Assignment 14-19
Traffic Volumes and Level of Service 14-19
Impact Criteria 14-25
Significant Impacts 14-25
Midday Peak Hour 14-25
PM Peak Hour 14-25
Parking Supply and Utilization 14-26

15: Transit and Pedestrians 15-1
A. Introduction 15-1
B. Methodology 15-1
Subway Station Elements 15-1
Pedestrian Operations 15-2
C. Existing Conditions 15-4
Transit Service in the Study Area 15-4
Subway Service 15-4
Bus Service 15-4
Subway Station Operations 15-5
Pedestrian Circulation 15-5
D. The Future Without the Proposed Action 15-8
Transit and Pedestrian Volume Projections 15-8
Bus Service 15-8
Subway Station Operations 15-10
Street-Level Pedestrian Operations 15-10
E. Probable Impacts of the Proposed Action 15-15
Trip Generation and Assignment 15-15

Subway Station Operations 15-16
Street-Level Pedestrian Operations 15-18

16: Air Quality 16-1
A. Introduction 16-1
B. Pollutants for Analysis 16-1
Carbon Monoxide 16-2
Nitrogen Oxides, VOCs, and Ozone 16-2
Lead 16-3
Respirable Particulates—PM_{10} and $PM_{2.5}$ 16-3
Sulfur Dioxide—SO_2 16-4
C. Air Quality Regulations, Standards, and Benchmarks 16-4
National and State Air Quality Standards 16-4
Naaqs Attainment Status and State Implementation Plans (SIP) 16-6
Determining the Significance of Air Quality Impacts 16-7
De Minimis Criteria Regarding CO Impacts 16-7
Interim Guidance Criteria Regarding $PM_{2.5}$ 16-7
D. Methodology for Predicting Pollutant Concentrations 16-8
Mobile Sources 16-8
Dispersion Model for Microscale Analyses 16-9
Meteorology 16-9
Analysis Year 16-9
Vehicle Emissions Data 16-10
Traffic Data 16-10
Background Concentrations 16-10
Mobile Source Analysis Sites 16-11
Receptor Locations 16-11
Parking Analyses 16-11
Proposed Parking Garage 16-11
Existing Parking Lot 16-12
Stationary Sources 16-13
Emergency Generators 16-13
Hvac Screening 16-13
Dispersion Modeling 16-13
Industrial Sources 16-16
E. Existing Conditions 16-17
Existing Monitored Air Quality Conditions (2004) 16-17
Predicted Existing Pollutant Concentrations in the Study Area 16-18
F. The Future Without the Proposed Action 16-19
Mobile Sources Analysis 16-19
G. Probable Impacts of the Proposed Action 16-19
Mobile Sources Analysis 16-19
Parking Analyses 16-20
Proposed Parking Garage 16-20
Existing Parking Lot 16-20
Stationary Sources 16-21
Screening Analysis for HVAC Systems 16-21
HVAC Systems Modeling 16-21
Analysis of Effects from Stationary Sources 16-22

17: Noise 17-1
A. Introduction 17-1
B. Noise Fundamentals 17-1
"A"-Weighted Sound Level (dBA) 17-1
Community Response To Changes in Noise Levels 17-2
Noise Descriptors Used in Impact Assessment 17-3
C. Noise Standards and Criteria 17-4
New York City Noise Code 17-4
New York CEQR Noise Standards 17-4
D. Impact Definition 17-6
E. Noise Screening Methodology and Results 17-6
F. Building Attenuation for the Proposed Project 17-7
Site Description 17-7
Selection of Noise Receptor Locations 17-7
Noise Monitoring 17-7
Equipment Used During Noise Monitoring 17-7
Results of Baseline Measurements 17-8
Attenuation Requirements 17-8

18: Construction 18-1
A. Introduction 18-1
B. Construction Stages and Activities 18-1
Foundations and Below-Grade Construction 18-1
Superstructure 18-1
Interior Construction and Finishing 18-2
Typical Construction Activities 18-2
C. The Future With the Proposed Action 18-3
Land Use 18-3
Economic Benefits 18-3
Historic Resources 18-3
Architectural Resources 18-3
Archaeological Resources 18-4
Hazardous Materials 18-4
Traffic and Transportation 18-4
Street Lane and Sidewalk Closures 18-5
Air Quality 18-5
Fugitive Emissions 18-5
Mobile-Source Emissions 18-5
Noise 18-6

19: Public Health 19-1

20: Mitigation 20-1
A. Introduction 20-1
B. Hazardous Materials 20-1
C. Traffic 20-1
Recommended Mitigation Measures 20-1
Columbus Avenue And West 57th Street 20-3
Columbus Avenue And West 60th Street 20-3
Amsterdam Avenue And West 57th Street 20-3

Amsterdam Avenue And West 59th Street 20-3
Amsterdam Avenue And West 65th Street 20-3
West End Avenue And West 59th Street 20-3
West End Avenue And West 66th Street 20-4

21: Alternatives 21-1
A. Introduction 21-1
B. No Action Alternative 21-1
Land Use, Zoning, and Public Policy 21-1
Socioeconomic Conditions 21-1
Community Facilities and Services 21-2
Open Space 21-2
Shadows 21-2
Historic Resources 21-2
Urban Design and Visual Resources 21-2
Neighborhood Character 21-3
Hazardous Materials 21-3
Infrastructure, Solid Waste and Sanitation, And Energy 21-3
Traffic And Parking 21-3
Transit And Pedestrians 21-3
Air Quality 21-4
Noise 21-4
Construction Impacts 21-4
Public Health 21-4
C. As-Of-Right Alternative 21-4
Land Use, Zoning, and Public Policy 21-5
Socioeconomic Conditions 21-5
Community Facilities and Services 21-5
Open Space 21-6
Shadows 21-6
Historic Resources 21-6
Urban Design and Visual Resources 21-6
Neighborhood Character 21-6
Hazardous Materials 21-7
Infrastructure, Solid Waste and Sanitation, And Energy 21-7
Traffic and Parking 21-7
Transit and Pedestrians 21-7
Air Quality 21-12
Noise 21-12
Construction Impacts 21-12
Public Health 21-12
D. Rezoning Only Alternatives 21-12
Height Factor Building Alternative 21-13
Shadows 21-13
Urban Design and Visual Resources 21-14
Neighborhood Character 21-14
Stationary Source Air Quality 21-14
Quality Housing Building Alternative 21-14
Shadows 21-15

Urban Design and Visual Resources 21-15
Neighborhood Character 21-15
Stationary Source Air Quality 21-16
E. Zoning Text Amendment Alternatives 21-16
Zoning Text Amendment Alternative 1 21-16
Zoning Text Amendment Alternative 2 21-16

22: Conceptual Analysis of the Proposed Text Amendment 22-1
Introduction 22-1
General Large-Scale Development 22-1
Description of the Proposed Text Amendment 22-1
Proposed Text Amendment 22-1
Purpose and Need for the Proposed Text Amendment 22-3
Areas of Applicability 22-3
Assessment of the Potential Effects of the Proposed Text Amendment 22-5
Future Applicability 22-5
Effects on Proposed Site Plans 22-5
Environmental Effects 22-6
Open Space 22-6
Shadows 22-6
Historic Resources 22-7
Urban Design and Visual Resources 22-8
Neighborhood Character 22-9
Natural Resources 22-9
Hazardous Materials 22-9
Waterfront Revitalization Program 22-10
Air Quality (Stationary Sources) 22-10

23: Irreversible and Irretrievable Commitment of Resources 23-1

24: Growth-Inducing Aspects of the Proposed Action 24-1

25: Response to Comments 25-1

Appendix A: Hazardous Materials

Appendix B: Correspondence

Appendix C: Noise

Appendix D: Comments Received on the Draft Environmental Impact Statement

Appendix E: Modified Text Amendment Text

Appendix F: Technical Memorandum: Traffic

List of Tables

1-1 Reasonable Worst-Case Development Scenario 1-3

2-1 Projects Expected to Be Completed by 2008 2-11

3-1 Demographic Characteristics of the ¼-mile Study Area 3-4

3-2 Economic Characteristics of the ¼-mile Study Area 3-4

3-3 Housing Characteristics in the ¼-mile Study Area 3-6

3-4 Private Sector Employment: 1990-2000....3-9

4-1 Preliminary Screening Analysis Criteria 4-2

4-2 Public School Utilization, Capactiy, and Enrollment 2003-2004 School Year....4-5

4-3 Expected Residential Development: 2008 Future Without the Proposed Action....4-6

4-5 Estimated Public School Utilization, Capacity, and Enrollment Figures for the Year 2008: Future Without the Proposed Action 4-7

4-6 Public School Students Projected for the Proposed Action....4-8

4-7 Estimated Public School Utilization, Capacity, and Enrollment Figures for the Year 2008 Future With the Proposed Action 4-9

5-1 Open Space Inventory 5-3

5-2 Existing Resident and Daytime Populations 5-8

5-3 Residential Population By Age—½-Mile Study Area....5-9

5-4 Comparison of Study Area Open Space Ratios (¼-Mile Study Area) 5-12

5-5 Comparison of Study Area Open Space Ratios (½-Mile Study Area) 5-13

6-1 Shadow Durations 6-4

10-1 Evidence of On-Site Underground and Aboveground Storage Tanks in the Rezoning Area 10-4

11-1 Monthly Flows at North River WPCP....11-3

11-2 Estimated Water Demand....11-4

12-1 Estimated Solid Waste Generation 12-2

14-1 Level-of-Service Analysis Results for Signalized Intersections: 2004 Baseline Conditions....14-5

14-2 2004 Baseline Conditions Off-Street Parking Utilization 14-8

14-3 Level-of-Service Analysis Results for Signalized Intersections: 2004 Baseline and 2008 No Build Conditions 14-10
14-4 2008 No Build Conditions Off-Street Parking Utilization 14-13
14-5 Trip Generation: Residential Component 14-15
14-6 Trip Generation: Medical Office Component—Staff 14-16
14-7 Trip Generation: Medical Office Component—Visitors 14-17
14-8 Trip Generation: Ground-Floor Retail Component 14-18
14-9 Trip Generation: Middle School Component—Faculty/Staff 14-20
14-10 Trip Generation: Middle School Component—Students 14-21
14-11 Trip Generation: Public Parking Garage 14-22
14-12 Trip Generation Summary 14-22
14-13 Level-of-Service Analysis Results for Signalized Intersections: 2008 No Build and Build Conditions 14-23
14-14 2008 Build Conditions Off-Street Parking Utilization 14-26
15-1 Level of Service Criteria for Subway Station Elements 15-2
15-2 Level of Service Criteria for Pedestrian Elements 15-3
15-3 Subway Service in the Study Area 15-4
15-4 NYCT Bus Routes in the Study Area 15-5
15-15 2008 Build Impact Assessment: 59th Street-Columbus Circle Subway Station 15-18
16-1 National and New York State Ambient Air Quality Standards 16-5
16-2 Mobile Source Analysis Intersection Locations 16-11
16-3 Stack Parameter and Emission Rate Data 16-15
16-4 Background Pollutant Concentrations 16-16
16-5 Representative Monitored Ambient Air Quality Data (2004) 16-18
16-6 Maximum Predicted Existing 8-Hour Average Carbon Monoxide Concentrations for 2004 (parts per million) 16-18
16-7 Future (2008) Maximum Predicted 8-Hour Average Carbon Monoxide No Build Concentrations in the Project Study Area (parts per million) 16-19
16-8 Future (2008) Maximum Predicted 8-Hour Average Carbon Monoxide No Build and Build Concentrations (parts per million) 16-20
16-9 Maximum Predicted Pollutant Concentrations from the Proposed Action 16-22
16-10 Stationary Source Analysis: Maximum Predicted Pollutant Concentrations on the Project Site 16-23
17-1 Common Noise Levels 17-2
17-2 Average Ability to Perceive Changes in Noise Levels 17-2

17-3 Community Response to Increases in Noise Levels 17-3
17-4 City of New York Ambient Noise Quality Zone Criteria (dBA) 17-4
17-5 Noise Exposure Guidelines for Use in City Environmental Impact Review 17-5
17-6 Required Attenuation Values to Achieve Acceptable Interior Noise Levels 17-5
17-7 Existing Noise Levels (dBA) 17-8
18-1 Typical Noise Emission Levels for Construction Equipment 18-7
20-1 2008 No Build, Build, and Mitigated Build Level of Service Analyses 20-2
21-1 Algin—West 61st Street As of Right Alternative: Hotel Use 21-8
21-2 Algin—West 61st Street As of Right Alternative: Community Facility Use Medical Office Space—Staff 21-9
21-3 Algin—West 61st Street As of Right Alternative: Community Facility Use Medical Office Space—Visitors 21-10
21-4 Algin—West 61st Street As of Right Alternative: Total Trips 21-11

List of Figures

	Following Page
1-1 Project Location	1-2
1-2 Existing Zoning	1-2
1-3 Proposed Zoning	1-2
1-4 Proposed Site Plan	1-2
1-5a Proposed Ground-Floor Plan	1-2
1-5b Illustrative Parking Plans – Cellar Level	1-2
1-5c Illustrative Parking Plans – Subcellar Level	1-2
1-6 Building Elevation – 61st Street	1-2
1-7 Building Elevation – 60th Street	1-2
1-8 Building Elevation – 60th Street to 61st Street	1-2
1-9 Illustrative View of the Project – 60th Street	1-2
1-10 Illustrative View of the Project – 60th Street	1-2
1-11 Illustrative View of the Proposed Project and Reasonable Worst Case Development	1-4
1-12 Proposed Open Spaces	1-4
1-13 Proposed West 61st Street Wall Design	1-4
2-1 Land Use	2-2
2-2 Existing Zoning – ¼-Mile Study Area	2-6
2-3 No Build Projects	2-10
3-1 Socioeconomic Conditions Study Area	3-2
4-1 Public Schools in District 3, Region 1	4-4
5-1 Open Space Resources	5-4
6-1 March 21 12:00 PM: Shadow Diagram	6-6
6-2 March 21 2:00 PM: Shadow Diagram	6-6
6-3 March 21 3:00 PM: Shadow Diagram	6-6
6-4 March 21 4:29 PM: Shadow Diagram	6-6
6-5 May 6 5:00 PM: Shadow Diagram	6-6
6-6 December 21 2:00 PM: Shadow Diagram	6-6
6-7 December 21 2:53 PM: Shadow Diagram	6-6
6-8 December 21 1:00 PM: Shadow Diagram	6-6
7-1 Historic Resources	7-2
7-2 Project Site	7-2
7-3 Historic Resources	7-2
7-4 Historic Resources	7-2

Following Page

8-1 Urban Design and Visual Resources 8-2
8-2 Urban Design and Visual Resource 8-2
8-3 Urban Design and Visual Resources 8-2
8-4 Urban Design and Visual Resources 8-2
8-5 Urban Design and Visual Resources 8-4
8-6 Urban Design and Visual Resources 8-4
8-7 Urban Design and Visual Resources 8-4
8-8 Urban Design and Visual Resources 8-4
8-9 Urban Design and Visual Resources 8-4
8-10 Building Elevation—61st Street 8-6
8-11 Building Elevation—60th Street 8-6
8-12 Building Elevation—60th Street to 61st Street 8-6
8-13 Illustrative View of the Project—60th Street 8-6
8-14 Illustrative View of the Project—60th Street 8-6
8-15 Illustrative View of the Proposed Project and Reasonable Worst Case Development 8-6
8-16 Proposed West 61st Street Wall Design 8-6
14-1 Traffic Study Area 14-2
14-2 2004 Baseline Traffic Volumes – AM Peak Hour 14-4
14-3 2004 Baseline Traffic Volumes – Midday Peak Hour 14-4
14-4 2004 Baseline Traffic Volumes – PM Peak Hour 14-4
14-5 Off-Street Parking 14-8
14-6 Parking Regulations 14-8
14-7 2008 No-Build Traffic Volumes – AM Peak Hour 14-10
14-8 2008 No-Build Traffic Volumes – Midday Peak Hour 14-10
14-9 2008 No-Build Traffic Volumes – PM Peak Hour 14-10
14-10 Project Generated Traffic Volumes – AM Peak Hour 14-24
14-11 Project Generated Traffic Volumes – Midday Peak Hour 14-24
14-12 Project Generated Traffic Volumes – PM Peak Hour 14-24
14-13 2008 Build Traffic Volumes – AM Peak Hour 14-24
14-14 2008 Build Traffic Volumes – Midday Peak Hour 14-24
14-15 2008 Build Traffic Volumes – PM Peak Hour 14-24
15-1 Transit Study Area 15-4
17-1 Noise Monitoring Locations 17-8
21-1 As-of-Right Alternative – Illustrative View 21-6
21-2 As-of-Right Alternative – Plan 21-6
21-3 Height Factor Building Alternative – Illustrative View 21-14
21-4 Height Factor Building Alternative – Plan 21-14
21-5 Quality Housing Building Alternative – Illustrative View 21-14
21-6 Quality Housing Building Alternative – Plan 21-14

Following Page

22-1 Zoning Map 3b 22-4
22-2 Zoning Map 8c..... 22-4
22-3 Zoning Map 8d 22-4
22-4 Zoning Map 12a..... 22-4
22-5 Zoning Map 12b 22-4
22-6 Zoning Map 12c..... 22-4
22-7 Zoning Map 12d 22-4
22-8 Zoning Map 14d 22-4
22-9 Zoning Map 16c..... 22-4

✷