Chapter 2: Land Use, Zoning, and Public Policy

A. INTRODUCTION

Approvals being requested for the East Site and Triangle Site are subject to City Planning Commission (CPC) and City Council approval and are necessary to permit the reuse and redevelopment of the former hospital buildings on the East Site for primarily residential use in the form approved by the Landmarks Preservation Commission (LPC). Reuse of the O'Toole Building for the Center for Comprehensive Care is as-of-right pursuant to the Zoning Resolution, and would not require CPC or City Council approvals. However, as described in Chapter 1, "Project Description," the Center for Comprehensive Care requires and has received LPC approval for proposed changes to the building exterior and needs a Certificate of Need approval from the New York State Department of Health (DOH).

The proposed land use actions are a closely coordinated group of zoning text amendments, zoning map amendments and special permits designed to do the following:

- Establish zoning districts on the East Site more in keeping with the existing buildings to remain on the site and that would allow for the residential use of the site;
- Allow for the construction of contextual new development with building forms that are in keeping with the surrounding area;
- Allow for development in accordance with the certificate of appropriateness granted by LPC, which mandates that four of the existing buildings on the East Site be preserved;
- Allow a mix of current land uses in the study area through application of the land use tools offered through a large-scale general development (LSGD) consisting of the East Site and a portion of the Triangle Site for development of predominantly residential uses with commercial uses along Seventh Avenue;
- Permit on-site accessory parking on the East Site in an amount that will accommodate the majority of the proposed East Site project's demand;
- Provide for publicly accessible open space on the Triangle Site in connection with the residential conversion of the East Site.

PRINCIPAL CONCLUSIONS

This chapter concludes, based on detailed analysis, that the proposed projects would not result in any significant adverse impacts with respect to land use, zoning, or public policy.

LAND USE

The new residential uses that would be introduced to the East Site would be consistent with land uses in the surrounding study area. The proposed townhouses and mixed-use apartment buildings, ranging in height from 4 to 16 floors, would be consistent with the elevator apartment buildings located to the north and south of the project area along Seventh Avenue. The retail and

medical office uses along Seventh Avenue proposed on the lower floors of those buildings would be an extension of land uses in adjacent parts of the study area. The proposed townhouses along West 11th Street would complement townhouses that already exist on that block and elsewhere in the study area and the new mid-rise buildings along West 11th and West 12th Streets will be consistent with other midblock buildings nearby, including the adjoining buildings. The redevelopment of the East Site with residential and other uses is intended to allow for the productive reuse of four historically contributing buildings within the Greenwich Village Historic District and allow for the replacement of other buildings on the East Site with new structures in keeping with the form and context established by the surrounding neighborhood. As part of the LSGD, the provision of publicly accessible private open space on the Triangle Site would provide passive open space to the neighborhood. The new open space would be consistent with the pattern of smaller open spaces in the area such as Abingdon Square and Jackson Square.

Finally, the new Center for Comprehensive Care would occupy the O'Toole Building, continuing the history of health care uses in the area. That use would be consistent with the mixed residential, commercial, and community facility character of Greenwich Village. A portion of the Triangle Site would be used for the storage of medical gases in support of health care uses in the Center for Comprehensive Care and would not be part of the LSGD that would cover the East Site and the remainder of the Triangle Site. Therefore, the proposed projects would be in keeping with land uses within the study area and would not have any significant adverse impacts on land use.

ZONING

As a consequence of the closing of Saint Vincent's Hospital Manhattan, all of the buildings on the East Site (including the four buildings that LPC determined must be retained) are now vacant and in danger of falling into disrepair. The present zoning combined with the current large-scale community facility development (LSCFD) designation limits the potential to reuse the buildings in an economically viable way. The proposed zoning map amendments, together with the zoning text amendment and LSGD special permits would allow for the existing LSCFD designation to be eliminated and the primarily residential conversion of the East Site to take place. Establishment of a LSGD for redevelopment of the East Site would provide the flexibility needed to integrate the buildings to be retained with the new buildings in a manner consistent with the context of the East Site.

The zoning districts proposed for the East Site would be consistent with those found on the adjacent blocks and in other nearby parts of the study area. C6-2 districts and other R8-equivalent districts are found in the vicinity of the project site to the north, east, and west of the East Site. In particular, a C6-2 district extends along the West 13th Street corridor to the east from west of Sixth Avenue as far as Fifth Avenue (where the permitted FAR increases to 10.0 FAR). R8-equivalent districts are also located to the east of the project site at West 12th Street and Sixth Avenue, and to the north, from the midblock of West 13th Street to the midblock between West 16th Street and West 17th Street. The uses permitted under the proposed zoning would also be consistent with uses found on neighboring blocks.

The proposed zoning text amendment would permit the maximum floor area ratio available for new development to be used without regard to height factor or open space ratio requirements and to make open space allowances currently applicable only in LSGDs located in Manhattan Community District 7 applicable to LSGDs in Manhattan Community District 2. This would

permit a reduction in the required open space obligation for the residential portion of the project by up to 50 percent for appropriate open space with superior landscaping.

This text amendment would allow for the East Site to be developed in a more contextual manner than zoning would otherwise allow. Specifically, this proposed text amendment would allow for the creation of a central courtyard running the length of the East Site. The proposed courtyard design would create a uniform rear building wall so that the interior courtyard has a consistent depth throughout its length and can have a coherent, superior design. The common area would be a passive open space with significant landscaping, seating, and uniform lighting throughout, providing both a visual amenity as well as open space for the residents. In addition, a portion of the East Site's open space would be located on the Triangle Site, and would be open to the public instead of a being a solely private amenity as would be allowed under zoning.

While the proposed zoning text amendment would theoretically be available to other sites in Community District 2, it is unlikely that another property within Community District 2 would take advantage of the proposed text amendment. The text amendment is only applicable to LSGDs that are partially located within C6-1, C6-2, or C6-3 districts, which are not widely mapped in Community District 2. In addition, in order to meet the criteria for LSGDs, properties generally must consist of at least 1.5 acres and be in common ownership on a single zoning lot. Even if all of these criteria are met, the amended text would only be available by special permit, a discretionary approval subject to ULURP and its own review. Within Community District 2, the Westbeth Artists' Housing property located at 55 Bethune Street is the only property that meets these criteria; however this property is already built out and would likely not take advantage of the text amendment in the future.

The proposed Center for Comprehensive Care is consistent with current zoning and will not require approvals from CPC or the City Council.

Overall, the proposed projects would not have any significant adverse impacts on zoning.

PUBLIC POLICY

Due to the project area's location in the New York City Greenwich Village Historic District, the proposed projects are also subject to review and approval by the New York City Landmarks Preservation Commission (LPC). The proposed projects would be consistent with the Landmarks Law and the goals and policies of LPC, which has issued a series of approvals for the proposed projects, and whose approval is being sought for the redesign of the Triangle Site (including the proposed open space). LPC adopted a resolution approving the issuance a Certificate of Appropriateness for the residential/commercial development on the East Site on July 7, 2009 and for the renovation of the former O'Toole Building on August 2, 2011. Overall, the proposed projects would not result in any significant adverse impacts with respect to public policy.

B. METHODOLOGY

The purpose of this chapter is to examine the effects of the proposed land use and zoning changes and determine whether they would result in any significant adverse impacts on land use, zoning, or public policy. The analysis methodology is based on the guidelines of the *CEQR Technical Manual* and examines the proposed projects' consistency with land use patterns and development trends, zoning regulations and other applicable public policies.

According to the *CEQR Technical Manual*, a detailed assessment of land use, zoning and public policy may be appropriate when needed to sufficiently inform other technical reviews and determine whether changes in land use could affect conditions analyzed in those technical areas. Therefore, this chapter includes a detailed analysis that involves a thorough description of existing land uses within the rezoning area and the broader study area. Following the guidelines of the *CEQR Technical Manual,* the detailed analysis describes existing and anticipated future conditions to a level necessary to understand the relationship of the proposed projects to such conditions, assesses the nature of any changes on these conditions that would be created by the proposed projects, and identifies those changes, if any, that could be significant or adverse.

The land use study area comprises land within a 1/4-mile radius of the project area reaching north along Seventh Avenue to West 18th Street, south along Seventh Avenue to Christopher Street/Washington Place, east to Fifth Avenue, and west to Greenwich Street. In addition, since the proposed zoning text amendment would apply to Manhattan Community District 2, the analysis of zoning discusses its broader applicability beyond the project area.

The analysis year is 2015, the projects' anticipated completion date. Therefore the future No Build condition accounts for land use and development projects, initiatives, and proposals that are expected to be completed by 2015.

C. BACKGROUND AND DEVELOPMENT HISTORY

The project area has a long history of health care use. Since 1895, the East Site has been associated with Saint Vincent's Hospital. Over the past century, and especially since 1950, buildings on the property have been demolished and replaced with larger institutional buildings, and development has crossed to the west side of Seventh Avenue.

The Nurses' Residence is the oldest building currently in the project area, built in 1924. The Spellman Pavilion was completed in 1941. From 1950 to 1953, the Reiss Pavilion and the Smith and Raskob Buildings were completed, also on the East Site. The Cronin Building was completed in 1963. The final additions to this lot were the Coleman and Link Pavilions, built in 1983 and 1987, respectively, pursuant to approvals and special permits from LPC and CPC, respectively. West of Seventh Avenue, the O'Toole Building was completed in 1964. Originally built and used briefly as a hiring hall and headquarters for the National Maritime Union, the building was purchased by Saint Vincent Catholic Medical Centers (SVCMC) in 1973. The Materials Handling Facility was completed in 1987 on the Triangle Site, with a portion of the Triangle Site left as a landscaped area but not accessible to the public.

As a result of SVCMC's bankruptcy filing in 2010 and the closure of Saint Vincent's Hospital Manhattan, the buildings on the East Site are now vacant and the loading facilities of the Materials Handling Facility are unused. As of August 2011, the O'Toole Building presently has some limited use by clinics and doctor offices; these uses will vacate the building by September 15, 2011.

D. EXISTING CONDITIONS

LAND USE

PROJECT AREA

The project area is composed of three separate parcels: the East Site, the O'Toole Building Site and the Triangle Site. All of the buildings on the East Site are now vacant, standing in contrast to the active mix of land uses that surround them. The O'Toole Building is occupied by a few remaining doctors' offices that will be vacated by September 15, 2011. The unused Materials Handling Facility on a portion of the Triangle Site includes loading docks, trash compactors, and oxygen and nitrogen tanks above grade. The basement of this facility occupies the full Triangle Site below grade and connects to the former hospital buildings via a tunnel under Seventh Avenue. The remaining portion of the Triangle Site is a somewhat elevated landscaped open space along Seventh Avenue that is currently fenced off and not accessible for public use.

STUDY AREA

The ¼-mile study area surrounding the project area includes portions of the Chelsea, Greenwich Village, and West Village neighborhoods. Overall, the study area is characterized by a mix of residential, institutional, and commercial uses with some relatively small open space uses (see **Figure 2-1**).

The portion of the study area north of West 14th Street is part of the Chelsea neighborhood. Like the study area as a whole, this neighborhood includes a variety of residential, retail, commercial, and community facility uses. Apartment buildings ranging in height from approximately 6 to 20 stories, nearly all with retail uses on the ground floor, line Sixth, Seventh, and Eighth Avenues. Ground floor retail uses along Sixth and Seventh Avenues include local neighborhood services such as delis and grocery stores as well as larger chain stores selling furniture, housewares, and clothing. Eighth Avenue also has several entirely commercial buildings, including banks and office buildings such as the former Port Authority Building (recently purchased by Google for its Northeast headquarters), located on the entire block bounded by West 15th and 16th Streets between Eighth and Ninth Avenues. A cancer care center occupies renovated space in this building. West 14th Street also has a strong mixed-use character, including ground floor retail use in nearly all residential buildings, community facilities headquarters such as the Salvation Army and numerous unions as well as small medical offices. There are also commercial office uses. It also has a unique concentration of nonprofit institutional buildings providing physical and occupational rehabilitation services.

The side streets in the Chelsea portion of the study area include residential uses in building types ranging from 3- to 4-story townhouses to apartment buildings of 5 to 8 stories. On side streets, retail uses such as restaurants and neighborhood services are scattered among the residential uses. Neighborhood community facility uses such as churches and community centers are also found in the midblock areas. Larger institutional uses in the Chelsea portion of the study area include the Rubin Museum of Art at Seventh Avenue and West 17th Street and Saint Francis Xavier Church and High School and the Center for Jewish History, both located on West 16th Street between Sixth and Fifth Avenues.

The portion of the study area north and east of the project area also includes a mix of uses and building types. Among others, large residential buildings include the 21-story John Adams (101

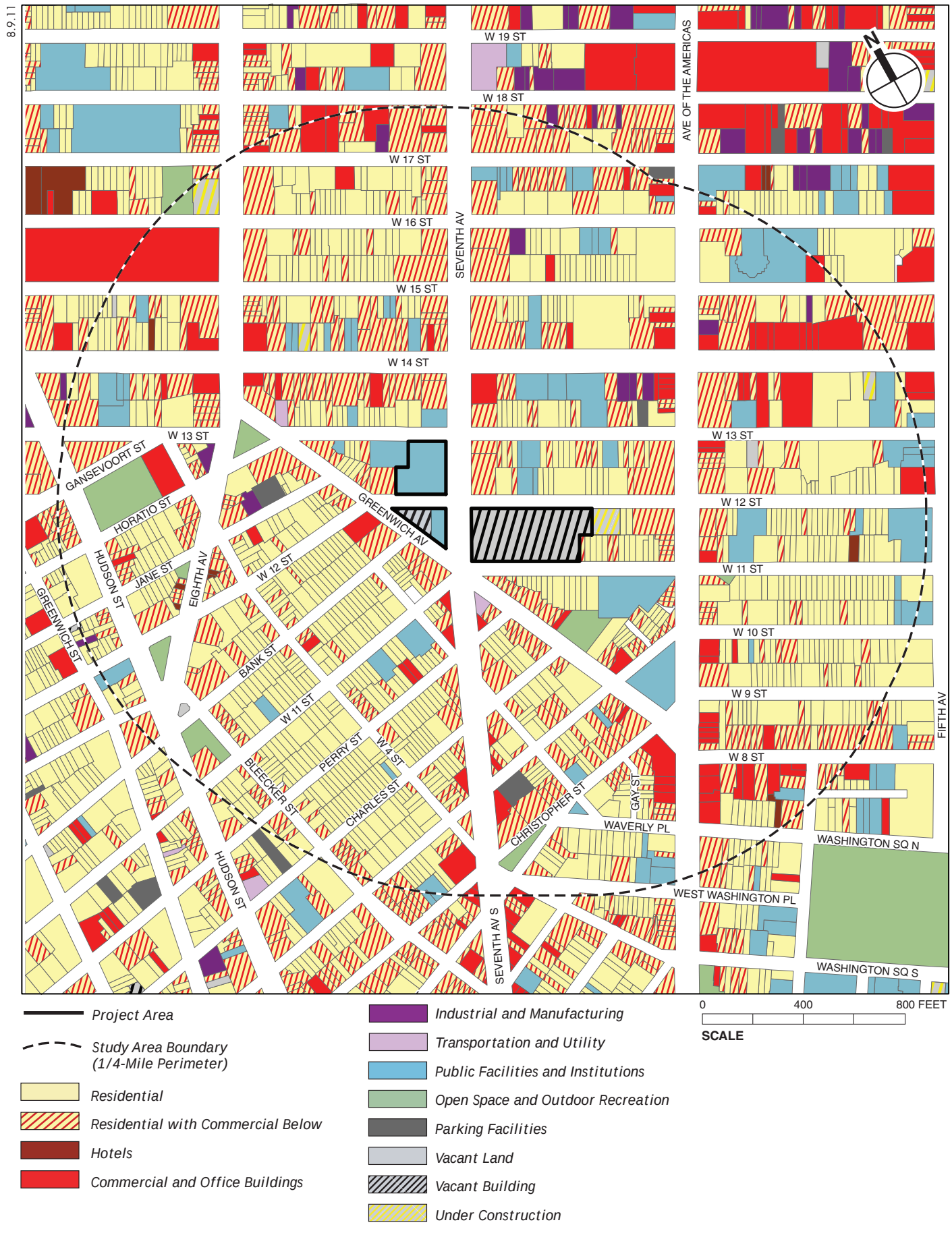


Figure 2-1
Land Use

West 12th Street) which occupies the full western blockfront of Sixth Avenue between West 12th and West 13th Streets; the 16-story Lawrence House at 79 West 12th Street; and the 17-story 105 West 13th Street. Commercial/retail uses are found along the avenues as well as on a number of the midblocks including West 13th Street, which has a number of restaurants and retail businesses as well as a movie theater. Institutional uses include buildings for Parsons and the New School, as well as a Salvation Army residence for women,

The southwestern portion of the study area falls within the West Village neighborhood. Residential uses, which predominate in this part of the study area, include townhouses and five- to six-story apartment buildings. Larger elevator apartment buildings are located along Seventh Avenue near the project area and along Eighth Avenue. The ground floors of residential buildings along Greenwich Avenue, Eighth Avenue, Bleecker Street, and portions of West 4th Street house local service and retail establishments, including a variety of bars, restaurants, and cafés. A number of the apartment buildings in the study area—including 175 West 12th Street, 101 West 12th Street, and 25 West 13th Street in the vicinity of the project area—include below-grade parking. Institutional uses in this part of the study area include the Seventh Day Adventist Church, Saint John's in the Village, and Saint John's Evangelical Lutheran Church. Open spaces include the Corporal John A. Seravalli Playground on Hudson Street between Horatio and Greenwich Streets, Abingdon Square, the Bleecker Street Playground at the intersection of Bleecker Street and Eighth Avenue, and Jackson Square at the intersection of Greenwich and Eighth Avenues, and Christopher Park opposite the intersection of Christopher Street and Seventh Avenue.

The southeastern section of the study area is part of the Greenwich Village neighborhood and includes a variety of residential, retail, and institutional uses. Elevator apartment buildings of 12 to 18 stories are interspersed along Sixth, Seventh, and Greenwich Avenues. The midblock areas include a mix of 3- to 4-story rowhouses and apartment buildings ranging from 6 to 10 stories. Mixed residential/commercial buildings with retail uses on the ground floor are concentrated along Sixth Avenue, Seventh Avenue, Greenwich Avenue, Christopher Street, and West 8th Street. The area near the intersection of Sixth Avenue and West 8th Street has a concentration of retail uses. Institutional uses include part of The New School at 66 West 12th Street, P.S. 41 elementary school on West 11th Street, Church of the Ascension on Fifth Avenue, the Jefferson Market Branch Library at Greenwich and Sixth Avenues, and Saint Joseph's Church in Greenwich Village at Sixth Avenue and Washington Place. The largest open space in this area is a playground on Greenwich Avenue opposite Charles Street which belongs to P.S. 41. To the south along Greenwich Avenue is the Jefferson Market Garden sharing another triangular site with the Jefferson Market Library.

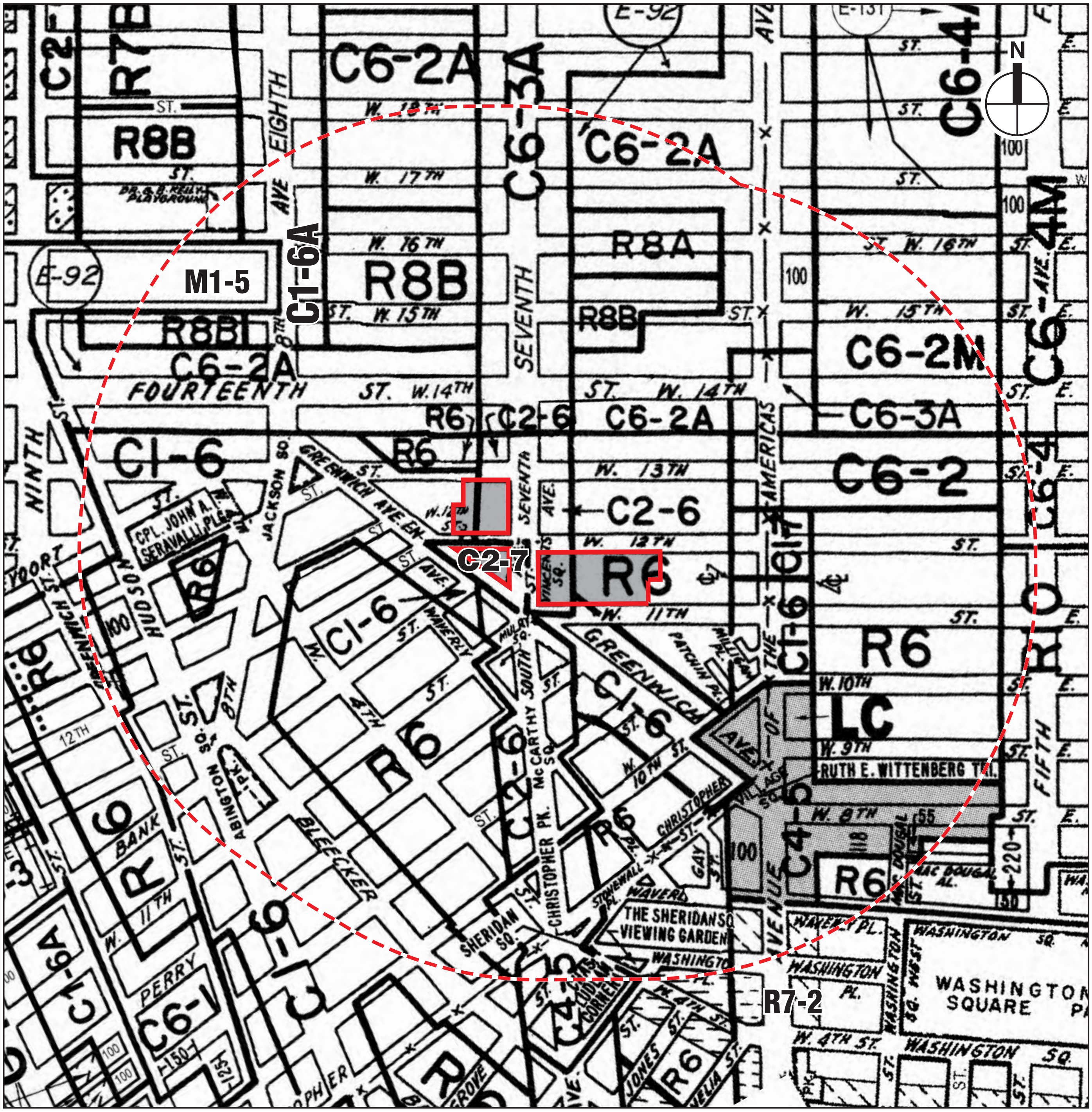
There are several recently completed developments in the study area, including the Oculus Condominium, a 47-unit residential development at 50 West 15th Street; One Jackson Square Condominiums, a 35-unit building at 70 Eighth Avenue; a 30-unit residential building at 8-12 West 14th Street; a converted warehouse with 30 residential units at 236 West 17th Street; a 41-unit residential building at 127 Seventh Avenue; and a 53-unit residential building at 127 Eighth Avenue.

ZONING

PROJECT AREA

The project area is located in R6, C2-6, C1-6, and C2-7 zoning districts (see **Figure 2-2**). The entire project area is currently governed by a LSCFD established in 1979 that provided for the transfer of zoning floor area from the Triangle Site and O'Toole Building to the East Site, specifically to the

8.15.11



Project Area

Study Area Boundary (1/4-mile Perimeter)

Zoning District Boundary

Special Limited Commercial District

C1-5 Overlay

C2-5 Overlay

0 200 500 FEET

SCALE

Figure 2-2
Existing Zoning

Coleman and Link Pavilions, and for authorizations to modify lot coverage and height and setback for the construction of the Link and Coleman Pavilions (ULURP number N780516 ZAM). The LSCFD also provided for the construction of the Materials Handling Facility and creation and regulation of the landscaped, privately owned public space on the Triangle Site.

The westernmost frontage of the East Site, within 100 feet of Seventh Avenue, is zoned C2-6. Most of the remainder of the East Site is in an R6 district; however, an approximately 400-square-foot area on West 11th Street is an extension of the C1-6 zoning district mapped directly southeast of the East Site. C2-6 districts are local service commercial districts that are generally occupied predominantly by residential buildings with retail uses on the lower floors. Permitted commercial uses in C2-6 districts include retailers such as grocery stores, dry cleaners, and restaurants that serve the immediate neighborhood as well as funeral homes and repair services that may serve a wider area. C2-6 districts permit a maximum 2.0 floor area ratio (FAR) of commercial uses, 3.44 FAR for residential uses, and 6.5 FAR of community facility use. Residential uses in C2-6 districts are governed by the bulk regulations of R7 districts.

C1-6 districts permit a maximum FAR of 2.0 for commercial uses, 3.44 FAR for residential uses (equivalent to an R7 residential district), and up to 6.5 FAR for community facility uses. Uses in C1-6 districts are slightly more restricted than in C2-6 districts, and do not permit services uses such as plumbing stores, home maintenance and appliance stores, or printing and catering companies that serve other businesses.

R6 is a medium-density residential district that permits 1- and 2-family houses and apartment buildings of heights generally ranging from 3 to 12 stories. R6 zoning typically produces houses or small apartment buildings on small zoning lots, and tall, narrow buildings set back from the street on larger lots. R6 zones allow a maximum FAR of 2.43 for residential uses, and 4.8 for community facility uses. All of the buildings currently located in the R6 portion of the East Site predate the effective date of the 1961 Zoning Resolution and, if each building is analyzed individually, exceed the permitted community facility FAR by as much as a factor of two.

The Triangle Site is zoned C2-7. C2-7 districts allow the same uses as C2-6 districts described above, but permit higher floor area ratios for residential and community facility uses. C2-7 districts permit 2.0 FAR of commercial use, up to 7.52 FAR of residential use, and 10 FAR of community facility use. Residential uses in C2-7 districts are governed by the bulk regulations of R9 districts.

The O'Toole Building is primarily located in a C2-6 district, though its westernmost portion is in a C1-6 district. C2-6 and C1-6 districts are described above.

In addition to the permitted FARs and uses described above, zoning also requires a specific amount of "open space" to be provided for certain residential lots. Open space is the part of a residential zoning lot (which may include courts or yards) that is open and unobstructed from its lowest level to the sky, except for specific permitted obstructions. Open space needs to be accessible to and usable by all persons occupying dwelling units on the zoning lot, and generally is for the purposes of providing light and air to a building's inhabitants. Depending upon the zoning district, the amount of required open space is determined by the open space ratio, minimum yard regulations or by maximum lot coverage. The "open space ratio" is the amount of open space required on a residential zoning lot in non-contextual zoning districts, expressed as a percentage of the total floor area on the zoning lot. Zoning also defines "height factors" for buildings; the height factor is equal to the total floor area of the building divided by its lot coverage (in square feet). Height factors are taken into consideration when determining the open

space ratio. Based on existing zoning and the maximum residential FAR of 6.02 that applies to both C6-2 and R8 districts, the minimum required open space ratio is 10.7.

STUDY AREA

In addition to the districts in the project area, the ¼-mile study area includes C1-5, C6-1A, C4-5, C6-2, C6-2A, C6-2M, C6-3A, C6-4, M1-5, R7-2, R8A, R8B, and R10 districts (see **Table 2-1**). The contextual zoning districts within the study area are all located north of 14th Street in the Chelsea area and none are located within the West Village portion of the study area.

North and east of the project area, commercial districts are widely mapped and include C6-2, C6-2A and C6-2M districts. C6 districts allow a wide variety of commercial uses, ranging from retail stores to corporate offices to hotel and entertainment uses. Community facility and residential uses are also permitted in C6 districts. Residential uses in C6-2 districts are governed by R8 bulk regulations. C6-2, C6-2A and C6-2M districts all permit up to 6.0 FAR for commercial uses, 6.02 FAR for residential uses, and 6.5 FAR for community facility uses. C6-2 districts are mapped on West 13th Street from 100 feet west of Sixth Avenue to 100 feet west of Fifth Avenue. In the north and northeast portions of the study area north of 14th Street, C6-2A is mapped along much of Sixth Avenue as well as many of the midblocks between Sixth and Seventh Avenues. Between Fifth and Sixth Avenues C6-2M is mapped along the midblocks along 14th Street and on the midblocks extending north to the north side of 16th Street.

Table 2-1
Existing Zoning Districts in ¼-Mile Study Area

District	Type	Use Groups	Maximum FAR
C1-5	Local Retail	1-6	2.0 (C)
C1-6	Local Retail	1-8, 14	2.0 (C), 3.44 (R), 6.5 (CF)
C1-6A	Local Retail	1-8, 14	2.0 (C), 4.0 (R), 4.0 (CF)
C2-6	Local Service	1-8, 14	2.0 (C), 3.44 (R), 6.5 (CF)
C2-7	Local Service	1-8, 14	2.0 (C), 7.52 (R), 10.0 (CF)
C4-5	General Commercial	1-6, 8-10, 12	3.4 (C); 3.44 (R, CF)
C6-2	Central Commercial	1-12	6.0 (C), 6.02 (R), 6.5 (CF)
C6-2A	Central Commercial	1-12	6.0 (C), 6.02 (R), 6.5 (CF)
C6-2M	Central Commercial	1-12	6.0 (C), 6.02 (R), 6.5 (CF)
C6-3A	Central Commercial	1-12	6.0 (C), 7.52 (R), 7.5 (CF)
C6-4	Central Commercial	1-12	10.0# (C), 10.0* (R), 10.0# (CF)
M1-5	Light Manufacturing	4-14	5.0 (M, C), 6.5 (CF)
R6	Residential	1-4	2.43 (R), 4.8 (CF)
R7-2	Residential	1-4	3.44 (R), 6.5 (CF)
R8A	Residential	1-4	6.02 (R), 6.5 (CF)
R8B	Residential	1-4	4.0 (R, CF)
R10	Residential	1-4	10.0* (R), 10.0# (CF)

Notes: C = Commercial Use; M = Manufacturing; CF = Community Facility; R = Residential
* Up to 12 FAR with Inclusionary Housing Bonus.
# Up to 20% increase for a plaza bonus.
Source: New York City Zoning Resolution.

The northern portion of the study area in the Chelsea neighborhood is zoned with residential and commercial districts. Commercial districts that also allow residential use are mapped along major streets including West 14th Street and Sixth, Seventh, and Eighth Avenues. These districts include C1-6A, C2-6, C6-2A, and C6-3A. C1-6A districts permit the same uses as the C1-6 district described above, though residential use in this district is governed by the contextual development regulations of an R7A district, with a maximum FAR of 4.0 and a maximum overall building height of 80 feet. C2-6 districts, as described above, allow for a mix of residential use

and local retail and service uses. Within the Chelsea portion of the study area, C6-2A districts (described above) are mapped along West 14th Street beginning 100 feet west of Seventh Avenue and along the midblocks along and north of West 17th Street between Seventh and Eighth Avenues. C6-3A districts allow the same uses as C6-2A, but permit up to 6.0 FAR for commercial uses, 7.52 FAR for residential uses, and 7.5 FAR for community facility uses. Residential uses in C6-3A districts are governed by R9A bulk regulations, which permit residential buildings up to 7.52 FAR and with heights of 135 feet on narrow streets and 145 feet on wide streets. Commercial districts including C6-2 and C6-2M are mapped in Chelsea. C6-2M districts have special regulations governing conversion of non-residential space to residential use.

Within the Chelsea portion of the study area, some of the midblock areas, including portions of West 15th and West 16th Streets, are zoned exclusively for residential use with R8A and R8B districts. R8A districts are higher-density residential districts with contextual bulk regulations that mandate building streetwall heights, setbacks, and other design controls. R8A districts typically result in apartment buildings from eight to twelve stories. Residential uses have a maximum permitted FAR of 6.02, and community facility uses are permitted up to 6.5 FAR. R8B districts are typically mapped along some interior portions of cross streets in the Chelsea portion of the study area to maintain a street wall consistent with nineteenth century rowhouses. R8B includes contextual bulk regulations, typically resulting in buildings that are 6 stories at the street wall with an additional story set back from the street. Residential and community facility uses in R8B districts have a maximum permitted FAR of 4.0.

Chelsea also includes the only manufacturing district mapped within the study area. The block where the former Port Authority Building is located is part of a larger M1-5 zone largely located outside the study area. M1-5 districts are typically occupied by light industrial uses that meet stringent performance standards. Residential uses are not permitted in M1-5 districts. Manufacturing, commercial uses, and certain community facility uses are permitted up to 5.0 FAR in M1-5 districts. The former Port Authority Building exceeds the allowable 5.0 FAR on its site by more than double.

The West Village portion of the study area, to the southwest of the project area, also includes both residential and commercial zoning districts. In this area, mixed-use districts that allow residential and commercial use, as well as community facilities, are mapped along Seventh and Eighth Avenues, Greenwich Avenue, Bleecker Street, and Hudson Street. These include C1-6 and C2-6 districts, which allow residential use with commercial uses on the lower floors. Both C1-6 and C2-6 districts allow up to 2.0 FAR of commercial use and up to 3.44 FAR of residential use. The blocks on either side of West 4th Street between Jane and West 10th Streets are zoned R6.

The Greenwich Village portion of the study area to the east and southeast of the project area is zoned with residential and mixed use commercial and residential districts. Sixth Avenue, Greenwich Avenue, West 12th and West 13th Streets, and West 8th Street are zoned with C1-6, C1-7, C4-5, C6-2, and C6-4 commercial districts, which allow residential, commercial, and community facility uses. Like C1-6 districts, C1-7 districts allow up to 2.0 FAR of commercial uses. The northeast end of the East Site block is zoned C1-7. Residential use in C1-7 districts is governed by R8 regulations, with a maximum residential FAR of 6.02 and a maximum community facility FAR of 6.5. C4-5 districts are mapped in regional commercial centers outside of the central business districts, and typically result in department stores, theaters, and commercial office uses that serve customers beyond those in the surrounding neighborhood. C4-5 districts permit a maximum FAR of 3.4 for commercial uses and up to 3.44 FAR for

residential and community facility uses. Residential uses in C4-5 districts are governed by the bulk regulations of R7 districts. C6-2 districts are described above. A small portion of Fifth Avenue in the study area is mapped C6-4, which are primarily mapped within central business districts and permit a maximum FAR of 10.0 for commercial, community facility, and residential uses. However, commercial uses in these districts are eligible for a FAR bonus of up to 20 percent for a publicly accessible plaza and residential uses can increase the maximum permitted FAR to 12.0 with the Inclusionary Housing Program.

R6 districts are mapped between Fifth and Sixth Avenues and along Waverly Place. An R10 district is mapped along Fifth Avenue. R10 districts permit the highest residential density of the residential zoning districts. Residential and community facility uses have a maximum FAR of 10.0. This maximum residential FAR can be increased to 12.0 pursuant to the Inclusionary Housing Program. A portion of the study area along Sixth Avenue south of Waverly Place is mapped R7-2. These are medium-density residential districts that are typically occupied by apartment buildings ranging from 6 to 14 stories. Residential uses are permitted up to 3.44 FAR, and community facility uses in R7-2 districts have a maximum FAR of 6.5.

A portion of the study area is located within a Special Limited Commercial District, which is generally bounded by West 10th Street, Greenwich Avenue, Waverly Place, and Fifth Avenue. The Special Limited Commercial District was adopted in 1969 with the intention of preserving the character of commercial areas in New York City Historic Districts by restricting commercial uses to those that are complementary with the cultural and residential character of the designated historic districts. The Special Limited Commercial District discussed above is located within the Greenwich Village Historic District, and is the only such special district mapped in the city.

PUBLIC POLICY

New York City Landmarks Law

The New York City Landmarks Law of 1965 established the New York City Landmarks Preservation Commission (LPC) and authorized LPC to designate individual buildings, historic districts, interior landmarks and scenic landmarks of historical, cultural and architectural significance. As detailed in Chapter 7, "Historic and Cultural Resources," the project area is within the designated Greenwich Village Historic District. The Landmarks Law defines a Historic District as an area that has a "special character or special historic or aesthetic interest," represents "one or more periods of styles of architecture typical of one or more eras in the history of the city," and constitutes "a distinct section of the city." Historic district designation by LPC protects buildings from unnecessary demolition and development that is out of context or insensitive to the historic nature of the area. Property owners are required to obtain LPC approval before altering the exterior of designated buildings.

For the proposed projects, LPC adopted a resolution approving the issuance of a Certificate of Appropriateness for the residential/commercial development on the East Site on July 7, 2009 and for the renovation of the former O'Toole Building on August 2, 2011. Additional LPC approval will be sought for the redesign of the Triangle Site, including the proposed open space.

Business Improvement Districts

Portions of the study area surrounding the project area include Business Improvement Districts (BIDs) in the Union Square and Greenwich Village areas. BIDs, which are funded by assessments on property owners within the area and overseen by the city's Department of Small

Business Services, are public/private partnerships that deliver supplemental services including sanitation and maintenance, public safety and visitor services, marketing and promotional programs, capital improvements, and beautification in designated areas.

Village Alliance

The boundaries of the Village Alliance BID include 8th Street from Sixth Avenue to Second Avenue and Saint Marks Place; Astor Place and Sixth Avenue from West 4th to West 8th Streets. The Village Alliance is a coalition of property owners, tenants, and city officials that provides supplemental public safety and sanitation services, graffiti removal, economic development and community revitalization, façade improvement, marketing and promotion, streetscape enhancements, tourist information, and walking tours.

Union Square Partnership

The Union Square Partnership was established in 1984 as the city's first BID and serves an area along both sides of 14th Street from First to Sixth Avenues in addition to the block fronts that immediately surround Union Square. The Union Square Partnership provides a variety of programs and services, such as facilitating development by acting as a liaison among residents, business and government leaders; advocating for neighborhood enhancements; providing sanitation and security services; marketing the neighborhood; and providing educational seminars, as well as an educational program for students at Washington Irving High School.

Other Public Policies

The City of New York has a Waterfront Revitalization Program for its coastal zone. The project area is not located within the coastal zone. Therefore, a coastal zone consistency analysis is not required.

Similarly, other public policies cited in the *CEQR Technical Manual*, such as Urban Renewal Plans, 197a Plans, Industrial Business Zones, PlaNYC, and the City's "Fair Share" criteria are not applicable to the proposed projects and do not require analysis.

E. THE FUTURE WITHOUT THE PROPOSED PROJECTS

LAND USE

PROJECT AREA

In the future without the proposed projects, the LSCFD would remain in place, limiting the potential permitted uses of any portion of the project area. It is expected that the O'Toole Building would be used for medical offices. This use would be consistent with the history of the site and would be in keeping with the mixed use land use character of the area.

As described in Chapter 1, "Project Description," while the East Site buildings occupy a very valuable location in Greenwich Village and it is likely that some portion of those buildings would be leased for community facility use, such as dormitory space, this EIS analysis conservatively assumes that the East Site buildings would remain vacant in the future without the proposed projects. The vacant buildings on the East Site would continue to stand in contrast to the active mix of land uses in the surrounding area.

STUDY AREA

As shown on **Figure 2-3** and in **Table 2-2**, there are a number of developments planned or under construction within the ¼-mile study area. The New York Foundling Hospital School, a new public elementary school containing approximately 518 seats for students in pre-kindergarten through the fifth grade, is planned for the lower six floors of an existing building at the southeast corner of Sixth Avenue and West 17th Street—the current site of the New York Foundling Hospital. The New York Foundling Hospital organization will continue to occupy the office space on the upper floors of the building. The school is expected to start construction in 2012 and be open for the fall of 2014.

Other developments include the construction of a new residential building at 245 West 14th Street and a mixed use development at 35 West 15th Street that will include residential apartments as well as expansion space for Xavier High School. Immediately adjacent to the East Site, the residential conversion of a property at 130 West 12th Street is underway, with occupancy expected in early 2012. The former Greenwich Village Nursing Home at Hudson Street and West 12th Street is being converted into approximately ten condominium units. The 114-room Gem Hotel Union Square is being constructed on West 13th Street between Fifth and Sixth Avenues and is also expected to be complete by 2012.

Table 2-2
Developments Planned, In Construction or Recently Completed in the Vicinity of the Project Area

Map Number*	Name/Address	Program
1	130 West 12th Street	43 Residential Units
2	MTA Ventilation Plant, Mulry Square (West 11th St. and Greenwich Ave.)	4-story structure and ventilation tunnel for Seventh and Eighth Ave. subway lines
3	GEM Hotel, 52 West 13th Street	114 rooms
4	245 West 14th Street	20 residential units
5	Former Greenwich Village Nursing Home	10 unit condo conversion
6	New York Foundling Hospital School	518-seat elementary school
7	35 West 15th Street	57 residential units; expansion space for Xavier High School
8**	The New School University Center, 65 Fifth Avenue	608 dorm units; 9,000 sf retail; 206,000 sf academic space.
9**	61 Fifth Avenue	4 residential units; 1,200 gsf retail
10**	Whitney Gansevoort	200,000 gsf of galleries, exhibition space, education center, theater and retail.

Notes: * See Figure 2-3.
**Outside 1/4-mile land use study area
gsf = gross square feet

In addition, the MTA New York City Transit (NYCT) is planning to construct a 4-story structure and ventilation tunnel for the Seventh Avenue subway line just south of the project area at West 11th Street and Greenwich Avenue. That project is expected to be completed by 2015, assuming there is funding available for that project.

Just east of the study area, the New School is constructing its University Center, a 16-story, 365,000 square foot academic building which will include 206,000 square feet of academic space, 608 dormitory units, and 9,000 square feet of ground-floor retail. In addition, a residential

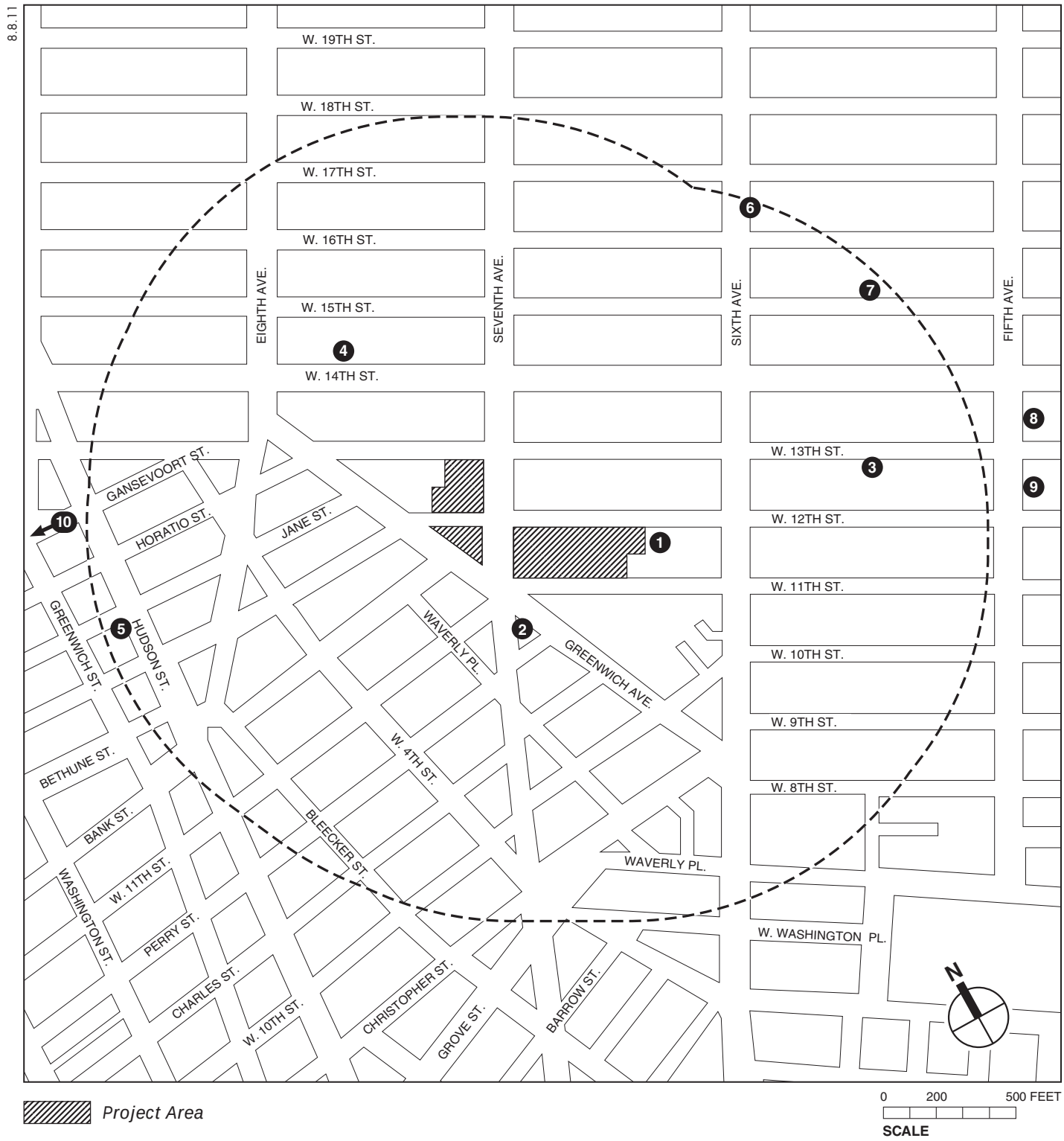


Figure 2-3
Background Development:
Land Use Study Area

building with ground-floor retail is being built at 61 Fifth Avenue, across 13th Street from the University Center site.

West of the land use study area, the Whitney Gansevoort museum is expected to open in 2015. The new building will include more than 50,000 square feet of indoor galleries and 13,000 square feet of rooftop exhibition space. The building will also include an Education Center, theater space, a study center, art conservation lab, and library reading room. It will also feature a ground-floor retail shop/restaurant, and a café on the top floor.

ZONING

Absent the proposed projects, there would be no changes to zoning in the project area. There are no known planned changes to zoning expected to occur in the ¼-mile study area.

PUBLIC POLICY

There are no known planned changes to public policy expected to occur by 2015 in the ¼-mile study area.

F. PROBABLE IMPACTS OF THE PROPOSED PROJECTS

LAND USE

PROJECT AREA

As described in Chapter 1, "Project Description," the former hospital buildings on the East Site would be redeveloped with mixed residential/commercial/retail uses. The Smith Building, Spellman Pavilion, and Nurses' Residence would be adapted for residential use. The Raskob Building would be predominantly residential with retail uses along Seventh Avenue. A new 16-story mixed-use residential/community facility/commercial/retail building would be constructed on the site of the Link and Coleman Pavilions facing Seventh Avenue, and a new 10-story residential building would replace the nine-story Reiss Pavilion on West 12th Street. A row of five 4- and 5-story residential townhouses would be constructed on the site of the Cronin Building facing West 11th Street. There would also be a below-grade parking garage with up to 152 spaces accessed from West 12th Street.

On the Triangle Site, the majority of the Materials Handling Facility would be demolished and the privately owned open space would be expanded, improved, and made publicly accessible.

Contemporaneously, North Shore-Long Island Jewish Health System (NSLIJ) would renovate the existing O'Toole Building to house the Center for Comprehensive Care, which would include an emergency department, ambulatory surgery for pain management, and an imaging department along with laboratory and pharmacy services. On a small portion of the Triangle Site NSLIJ would retain and reuse the existing medical gas tank storage area and the service driveway.

STUDY AREA

The new land uses that would be introduced to the East Site would be compatible with land uses in the surrounding study area. The proposed residential development, with ground-floor retail, doctors' offices, and commercial uses on the lower floors along Seventh Avenue, would be an

extension of land uses in adjacent parts of the study area. The proposed apartment building along Seventh Avenue would be consistent with the elevator apartment buildings located to the north and south of the project area along Seventh Avenue. The inclusion of an accessory garage with an entrance on West 12th Street would also be consistent with other apartment buildings in the area, several of which have garages accessed from side streets. The proposed townhouses along West 11th Street would complement townhouses that already exist on that block and elsewhere in the study area and the new mid-rise buildings along West 11th and West 12th Streets will be consistent with other midblock buildings nearby, including the adjoining buildings.

The publicly accessible open space on the Triangle Site would serve the surrounding neighborhood as well as residents and workers in the project area. The new open space would be consistent with the pattern of smaller open spaces in the area such as Abingdon Square and Jackson Square.

The Center for Comprehensive Care, which does not require any land use approvals, would also be consistent with land use in the surrounding study area. Health care use, a historical and existing land use, would be compatible with the surrounding residential neighborhoods and would be consistent with the mixed residential, commercial, and community facility character of Greenwich Village.

Overall, there would not be a significant adverse impact on land use.

ZONING

As described in Chapter 1, "Project Description," a number of zoning actions is proposed for the East Site project. Each of these is described below. The proposed Center for Comprehensive Care is consistent with current zoning and will not require approvals from the CPC or City Council.

ZONING MAP AMENDMENTS

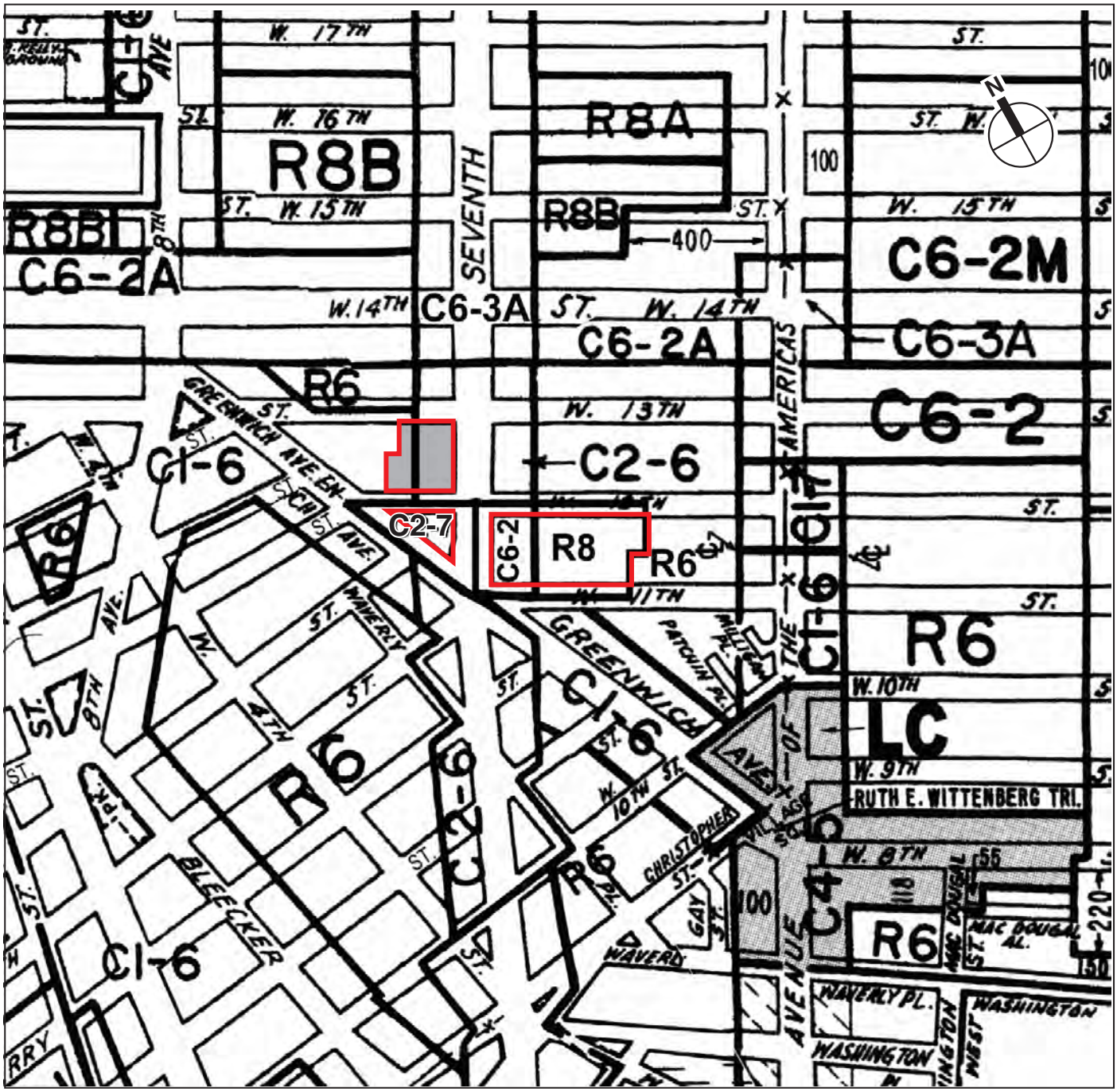
- Rezoning of the East Site within 100 feet of Seventh Avenue from C2-6 to C6-2 (see **Figure 2-4**). This map amendment would increase the allowable Floor Area Ratio (FAR) for residential use from up to 3.44 to up to 6.02 and would maintain the current FAR of 6.5 for community facility. It would also increase the allowable FAR for commercial use from 2.0 to 6.0. The rezoning would also allow the East Site and a portion of the Triangle Site to be treated as an LSGD and allow for the grant of the LSGD special permits described below (see "Discretionary Permits and Authorizations").
- Rezoning of the midblock portion of the East Site from R6 and C1-6 to R8 (see **Figure 2-4**). This rezoning would increase the allowable FAR for residential use from up to 2.43 to 6.02 (3.44 to 6.02 for the small C1-6 district) and the allowable FAR for community facility or mixed use residential/community facility from 4.8 to 6.5 (unchanged in the small C1-6 district).

The two zoning map amendments would allow for a combined maximum floor area of 604,013 zoning square feet (zsf), at least 73,400 zsf less than exists on the East Site today.

ZONING RESOLUTION TEXT AMENDMENTS

A zoning text amendment pursuant to ZR 74-743(a)(4) is proposed to make a special permit currently available only for LSGDs in Manhattan Community District 7 also available for

8.8.11



0 200 500 FEET

SCALE

Project Area

Zoning District Boundary

Special Purpose District

Figure 2-4

Proposed Zoning

LSGDs in Manhattan Community District 2. The special permit allows the floor area ratio available for new development to be used without regard to height factor or open space ratio requirements and allows for a reduction in open space requirements for appropriate open space with superior landscaping. This would permit a reduction in the required open space obligation for the residential portion of the project by up to 50 percent. While the proposed zoning text amendment would theoretically be available to other sites in Community District 2, as described below under "Study Area," the text amendment is not expected to be utilized by any projects other than the proposed East Site project.

LARGE-SCALE GENERAL DEVELOPMENT SPECIAL PERMITS

The East Site and a 15,102-square-foot portion of the Triangle Site would be developed as a LSGD (see Figure 1-6 in Chapter 1, "Project Description"), and several special permits available to LSGDs would be requested, as follows:

- LSGD special permits pursuant to ZR 74-743 as follows:
  - ZR 74-743(a)(1) to allow for distribution of total open space required by ZR 35-33 and 23-142 without regard for zoning lot lines or district boundaries. This would allow for approximately 15,102 square feet of the open space required as part of the East Site development to be located on the Triangle Site rather than on the East Site. No floor area or lot coverage distribution is being requested as part of the proposed projects.
  - ZR 74-743(a)(2) to allow the location of buildings without regard for the applicable court and height and setback (including rear yard setback) regulations set forth in ZR 23-632, 23-663, 23-84, and 33-432. This special permit would allow for modification of height and setback regulations, including rear yard setback controls, and outer court recess regulations for additions to the existing buildings and for certain of the proposed buildings.
  - ZR 74-743(a)(4) (as amended) to modify the open space regulations by reducing the open space requirement to 50 percent and permit the maximum residential FAR to be applied to development. This special permit would allow for the maximum residential FAR of 6.02 to be applied to development on the East Site and reduce the amount of required open space from 59,857 square feet to 29,928 square feet for appropriate open space with superior landscaping.
- LSGD special permit pursuant ZR 74-744(b) to allow commercial uses on the third floor of a building in the C6-2 district portion of the LSGD without regard for the locational restrictions set forth in ZR 32-42. This would allow doctors' offices proposed for the East Site within the C6-2 district to occupy a portion of the third floor of the development, with residential uses located on the second story and the remainder of the third floor.

As part of the LSGD special permits, the maximum amount of zoning floor area that would be allowed on the East Site would be limited to 590,660 square feet. Of this amount, no more than 31,251 square feet of zoning floor area would be available for community facility and commercial development, limited to the first three floors of the Seventh Avenue buildings on the East Site. Of this amount, commercial use would be limited to no more than 20,390 square feet of zoning floor area. The LSGD special permit would also limit the number of dwelling units to a maximum of 450. In addition, the zoning floor area that would be allowed on the Triangle Site would be limited to the existing gas storage area.

On the East Site, the LSGD special permits would establish a development envelope for the existing buildings and new development, and would also introduce a central courtyard running the length of the East Site. Unlike the present condition, where buildings extend into the interior of the block, the proposed design would create a uniform rear building wall condition so that the interior courtyard has a consistent depth throughout its length and can have a coherent design. A limited portion of the interior courtyard would be for private yards for the townhouses and certain of the side street buildings, but the majority of the space would be open space accessible to all of the residents of the proposed East Site project. The common area would be a passive open space with significant landscaping, seating, and uniform lighting throughout, providing both a visual amenity as well as open space for the residents. The proposed East Site project would result in over 14,000 square feet more open area on the East Site than exists today.

The LSGD special permits would provide that the 15,102 square foot open space on the Triangle Site be a publicly accessible amenity, and would mandate that the open space conform to a design approved as part of the special permit. The Triangle Site open space is expected to be a heavily landscaped area fronting Seventh Avenue incorporating fixed, curvilinear seating surrounding the planting beds, moveable seating, lighting, and elements serving as a remembrance to events in the history of Saint Vincent's Hospital Manhattan.

As part of the LSGD special permits, the developer will enter into a Restrictive Declaration governing the development of the East Site and the portion of the Triangle Site encompassed within the LSGD boundaries. The Restrictive Declaration will among other things: require that the LSGD property be developed in accordance with plans adopted as part of the LSGD special permits; restrict the number of residential units to no more than 450 and limit the overall amount of floor area and the amount of commercial and community facility floor area allowed in the LSGD; provide for the construction and maintenance of the publicly accessible open space on the Triangle Site; and require that the proposed East Site project incorporate measures identified in the environmental review process that would avoid or minimize certain environmental impacts of the proposed East Site project.

ACCESSORY PARKING GARAGE SPECIAL PERMIT

A special permit pursuant to ZR 13-561 would be requested to allow for an accessory parking garage with 152 spaces. This would be an increase above the 98 parking spaces that would be permitted as-of-right pursuant to ZR 13-12 and ZR 13-133. This would allow on-site accessory parking spaces for residents and tenants for approximately 30 to 40 percent of the anticipated residential units.

LSCFD

Upon the approval of the actions set forth above and the demolition of a portion of the Link-Coleman buildings, the height and setback waivers and floor area transfer granted under the LSCFD would no longer be required and the LSCFD would cease to exist.

ANALYSIS OF IMPACTS

The zoning districts proposed for the East Site would be consistent with those found on the adjacent blocks and in other nearby parts of the study area. C6-2 districts and other R8-equivalent districts are found in the vicinity of the project site to the north, east, and west of the East Site, as discussed above. In particular, a C6-2 district extends along the West 13th Street corridor to the east from west of Sixth Avenue as far as Fifth Avenue. R8-equivalent districts are

also located to the east of the project site at West 12th Street and Sixth Avenue, and to the north, from the midblock of West 13th Street to the midblock between West 16th Street and West 17th Street. The uses permitted under the proposed zoning districts would also be consistent with uses found on neighboring blocks. Therefore the proposed zoning map amendments would not result in significant adverse impacts.

As described above, the requested zoning actions would allow the residential development to be constructed in conformance with approved LPC plans, resulting in development that would complement the building forms in the surrounding neighborhood. The LSGD special permits are allowed under the Zoning Resolution and would be site-specific. The LSGD special permit affecting the distribution of total open space would allow for the creation of a new publicly accessible open space on the Triangle Site. The waiver of court and height and setback regulations and the modification of open space regulations would allow for the preservation of the four historic buildings on the East Site and the introduction of building forms that are in keeping with the surrounding neighborhood. Overall, the amount of open area on the East Site would more than double. The special permit to allow doctors' offices to occupy a portion of the third floor on the East Site would not have any effect on the study area, but would be consistent with the mixed-use character of the area. The parking special permit, which would allow 152 accessory parking spaces for residents and tenants, would apply only to the East Site and would be consistent with a number of garages found in other residential buildings in the study area.

It is unlikely that another property within Community District 2 would take advantage of the proposed text amendment. The text amendment is only applicable to LSGDs that are partially located within C6-1, C6-2, or C6-3 districts, which are not widely mapped in Community District 2. In addition, in order to meet the criteria for LSGDs, properties generally must consist of at least 1.5 acres and be in common ownership on a single zoning lot. Even if all of these criteria are met, the amended text would only be available by special permit, a discretionary approval subject to ULURP and its own review. Within Community District 2, the Westbeth Artists' Housing property located at 55 Bethune Street is the only property that meets these criteria; however this property is already built out and would likely not take advantage of the text amendment in the future.

Overall, the proposed actions would not have any significant adverse impacts on zoning in the study area.

PUBLIC POLICY

As noted above, LPC approved the design of the East Site buildings as well as the proposed changes to the former O'Toole Building. Changes to the Materials Handling Facility and the design of the public open space on the Triangle Site will also be subject to LPC review and approval. Therefore, the proposed projects would be consistent with New York City Landmarks Law and would not have a significant adverse impact on this aspect of public policy.

The proposed actions would have no effect on other public policies. The project area does not fall within the boundaries of the Village Alliance BID or the Union Square Partnership BID. As described above, the project area is not within the coastal zone and other public policies such as Urban Renewal Plans, 197a Plans, Industrial Business Zones, PlaNYC, and the City's "Fair Share" criteria are not applicable. Therefore, the proposed projects would not have significant adverse impacts with respect to public policy. ✷