A. INTRODUCTION

This chapter considers the potential of the Proposed Project to affect urban design and visual resources. It has been prepared in accordance with NEPA, New York State Department of Environmental Conservation (NYSDEC) *Assessing and Mitigating Visual and Aesthetic Impacts* policy memorandum (DEP-00-2, revised December 13, 2019) on assessing and mitigating effects on visual and aesthetic resources, and the 2021 *City Environmental Quality Review Technical Manual (CTM)* methodologies.

There are three study areas used in the assessment of potential urban design and visual resource impacts: two primary study areas, which are coterminous with the Project Sites, and a secondary study area, which extends approximately a quarter-mile from the Project Site. The secondary study area is the same for all alternatives. These study areas are illustrated in **Figure 05.07-1a**.

As discussed in **Chapter 02.0, "Project Alternatives,"** there are four feasible alternatives under consideration for implementation of the Proposed Project. These include: Alternative 2 – the Rezoning Alternative, which has been identified as the Preferred Alternative and is referred to by the latter term for the remainder of this chapter; Alternative 3 – the Non-Rezoning Alternative; Alternative 4 – the Midblock Bulk Alternative; and Alternative 7 – the City of Yes (COY) Alternative. A discussion of Alternative 5 – Rehabilitation and Infill Alternative, which has been determined to be infeasible, is presented in **Chapter 05.22, "Rehabilitation and Infill Alternative Analysis."** Refer to **Chapter 04.0, "Analysis Framework," Table 04.0-4,** for information on the analysis approach for the four feasible alternatives for each technical area.

The Non-Rezoning Alternative and COY Alternative would not require changes to the Zoning Map pursuant to Uniform Land Use Review Procedure (ULURP) and would be consistent with the predominant character of the existing built landscape of the area. The Non-Rezoning Alternative and COY Alternative would be constructed within permitted building envelopes and would not have the potential to result in urban design or visual resource impacts. Therefore, per CEQR guidance, the Non-Rezoning Alternative and COY Alternative are not analyzed in this chapter. Since the Preferred Alternative and the Midblock Bulk Alternative would involve rezonings subject to ULURP, this chapter analyzes the potential urban design and visual resource effects of: (A) the Preferred Alternative and (B) the Midblock Bulk Alternative. The anticipated development on the Elliott-Chelsea Houses Project Site would be identical under these two alternatives (see **Figures 05.07-4c** and **05.07-4d**). However, the Preferred Alternative and the Midblock Alternative would result in different building bulks, heights, setbacks, and configurations on the Fulton Houses Project Site. Therefore, the urban design and visual resource effects of these two alternatives and their potential for significant adverse impacts could be different as illustrated in **Figures 05.07-4a, 05.07-4b, 05.07-5a,** and **05.07-5b**.

Aerial Map & Urban Design Study Area

Source: NYC DCP (PLUTO 2023v3.1); DOITT (2022)

Legend

- Elliott-Chelsea Houses Project Site (Primary Study Area)
- Fulton Houses Project Site (Primary Study Area)
- Quarter-Mile Radius
- Secondary Study Area

Legend

- Elliott-Chelsea Houses Project Area (Primary Study Area)
- Fulton Houses Project Area (Primary Study Area)
- Secondary Study Area
- Building Footprints
- Open Space
- The High Line
- Hudson River

B. PRINCIPAL CONCLUSIONS

The Proposed Project would not result in any significant adverse urban design or visual resources impacts in the Preferred Alternative, Non-Rezoning Alternative, Midblock Bulk Alternative, or COY Alternative. In all four alternatives, no changes to the existing street patterns or block forms would occur. However, there would be improvements to the streetscapes of the Project Sites, including, but not limited to, new concrete sidewalks and newly planted street trees along all frontages, as well as the activation of the ground floors of the Project Sites with commercial, community facility, and residential uses oriented towards the sidewalk and new exterior lighting, enhancing the pedestrian experience in the vicinity of the Project Sites. The newly constructed buildings on each of the Project Sites would be built out to the lot lines, creating cohesive street walls with active uses oriented towards the sidewalk that are a better reflection of the predominant existing built form of the secondary study area. This style would be more contextually appropriate than the tower-in-the-park-style buildings currently only found on the Project Sites and within nearby Penn South. The accessory open space on the Project Sites would be relocated in building courtyards and in the area between buildings and would be improved with amenities such as lighting and landscaping, enhancing the pedestrian experience on adjacent sidewalks. Additionally, the Proposed Project would not result in significant adverse impacts to visual resources in the primary or secondary study areas.

C. METHODOLOGY

Study Areas

Based on *CTM* guidance, the following analysis considers a quarter-mile study area around the Project Sites where the Proposed Project would be most likely to be visible and affect the pedestrian experience and the viewsheds of aesthetic and visual resources (see **Figure 05.07-1a**). This analysis addresses the urban design and visual resources of the study area for existing conditions, the No-Action Alternative, and the future with the Proposed Project under thePreferred Alternative and the Midblock Bulk Alternative for the 2041 analysis year, when the Proposed Project is expected to be completed. To prepare this analysis, information was collected through field visits, visually sensitive locations and viewer groups were identified, and duration of views assessed to determine any potential effects.

In compliance with NYSDEC guidelines, aesthetic resources were identified and a visual assessment conducted. Utilizing visual modeling techniques, the conditions that would be present for the Proposed Project were assessed as to their relative visual effects from specific viewpoints and distances. This modeling was conducted to provide some indication as to whether any specific viewpoint might be associated with obvious positive or negative visual effects.

Viewer groups are defined as viewers from the Project Sites (i.e., pedestrians on the Project Sites) or viewers of the Project Sites (i.e., pedestrians in the study area). Viewers are considered in terms of their sensitivity and view duration, with residents considered among the most sensitive viewers, because they may view the proposed visual change from a stationary viewpoint for the most prolonged periods of time. Motorists on local streets, on the other hand, could be less sensitive because they may only experience the proposed visual change for a short duration. Also considered

in the analysis is the distance of the observer from the visual change; as the distance increases, the ability of the viewer to see the details of an object decreases. This analysis provides the following:

- A description of the visual character of the Project Sites and study area;
- Identification of key views for the visual assessment;
- Identification of aesthetic/visual resources and viewer groups;
- Evaluation of the visibility of the project area in the study area;
- A description of visible components of the Proposed Project; and
- Assessment of the visual effects of the Proposed Project.

Following the methodology of the *CTM*, urban design impacts are determined by considering the degree to which a project would result in a change to a built environment's arrangement, appearance, or functionality and whether that the change would negatively affect a pedestrian's experience of the area. In assessing the significance of a visual resource impact, key considerations include whether the project obstructs important visual resources and whether such obstruction would be permanent, seasonal, or temporary; how many viewers would be affected; whether the view is unique or do similar views exist; or whether the visual resource can be seen from many other locations.

D. AFFECTED ENVIRONMENT

Regulatory Context

The regulatory context for the Proposed Project includes the following:

NYSDEC Guidance

NYSDEC has developed a methodology for assessing and mitigating visual effects (DEP-00-2).[1] This policy defines visual and aesthetic effects, describes when a visual assessment is necessary and how to review a visual effect assessment, differentiates State and local concerns, and defines avoidance, mitigation, and offset measures that eliminate, reduce, or compensate for negative visual effects. The methodology and effect assessment criteria established by the policy are comprehensive and can be used by other State and local agencies to assess potential effects.

According to DEP-00-2, certain variables can affect a viewer's perception of an object or project and the visibility of that object or project in the overall viewshed; these variables include the character of the landscape (existing vegetation, buildings, and topography), size perspective (reduction of apparent size of objects as distance increases), and atmospheric perspective.[2]

[1] New York State Department of Environmental Conservation, *DEP-00-2 / Assessing and Mitigating Visual and Aesthetic Impacts* (New York: NYC DEP, revised December 13, 2019). https://extapps.dec.ny.gov/docs/permits_ej_operations_pdf/visualpolicydep002.pdf

[2] *DEP-00-2: Assessing and Mitigating Visual and Aesthetic Impacts*, 15.
DEP-00-2 describes atmospheric perspective as the "reduction in intensity of colors and the contrast between light and dark as the distance of the objects from the observer increases." This phenomenon is the product of natural particles within the atmosphere that scatter light and minimize the significance of the project in the overall viewshed as one moves further away from the project.

Consequently, according to NYSDEC guidance, an impact would occur when there is a detrimental effect on an aesthetic resource that interferes with or reduces the public's enjoyment of a resource and when the mitigating[3] effects of perspective, such as vegetation, distance, and atmospheric perspective or other designated mitigation, do not reduce the visibility of a project to insignificant levels. However, it is also noted that visibility of a project, even startling visibility, would not necessarily result in a visual impact.

Therefore, while the construction of a proposed project may be visible, that alone is not a threshold of significance. A determination of significance depends on several factors: presence of designated historic or scenic resources within the viewshed of the project, distance, general characteristics of the surrounding landscape, and the extent to which the visibility of the project interferes with the public's enjoyment or appreciation of the resource. A significant adverse visual effect would only occur when the effects of design, distance, and intervening topography and vegetation do not minimize the visibility of an object and the visibility significantly detracts from the public's enjoyment of a resource.

Aesthetic and Visual Resource Inventory

The NYSDEC guidance provides a list of 15 categories of aesthetic and visual resources within the State that should be evaluated. In addition, the guidance discusses evaluation of local resources. Following the NYSDEC guidance, an inventory of sensitive aesthetic and visual resources was prepared and is provided below. The 15 categories include: the S/NR; New York State Parks; Heritage Areas; New York State Forest Preserves; National Wildlife Refuges; State Game Refuges and State Wildlife Management Areas; National Natural Landmarks; National Park System Recreation Areas, Seashores, and Forests; Rivers designated as National or State Wild, Scenic, or Recreational; Sites, Areas, Lakes, Reservoirs, or Highways designated or eligible for designation as Scenic Byways; Scenic Areas of statewide Significance; State or Federally Designated Trails; State Nature and Historic Preservation Areas; Palisades Park; Bond Act Properties purchased under Exceptional Scenic Beauty or Open Space Category; Locally Significant Resources (i.e., New York City Landmarks [NYCLs] or Public Parks).

New York City Environmental Quality Review (CEQR)

Pursuant to the *CTM*, in general, an assessment of urban design is needed when a project may have effects on one or more of the elements that contribute to a pedestrian's experience of public space. These elements, the totality of which defines the concept of urban design, include streets, buildings, open space, natural features, visual resources and wind. A pedestrian wind condition analysis is not warranted pursuant to *CTM* methodology because the Project Sites are not located adjacent to or near the waterfront and thus are not exposed to high wind conditions.

[3] DEP-00-2 uses the term "mitigating" or "mitigation" to refer to design parameters that avoid or reduce potential visibility of a project. This should not be confused with the use of the term "mitigation" with respect to mitigation of significant adverse environmental impacts as required by NEPA, SEQRA, and CEQR.

Existing Conditions

This section discusses existing urban design components and visual resources in the primary and secondary study areas. The assessment focuses on streets, buildings, open space, natural resources, and visual resources. The visual resources assessment considers important views of landmark structures and other distinct buildings within, or viewable from, the study areas that may be obstructed due to buildings or structures developed as a result of the Proposed Project. **Figures 05.07-1a** and **05.07-1b** provide aerial images of the study areas, as well as existing building footprints. Photos of the existing conditions in the primary and secondary study areas are provided in **Appendix E.1**. **Figure 05.07-2** shows the existing built density of the study areas, and **Figure 05.07-3** illustrates existing building heights in the study areas.

Primary Study Areas (Project Sites)

Streets

The Project Sites are located within the largely regular street grid of Manhattan laid out by the Commissioners Plan of 1811, with wide northeast-southwest avenues intersecting narrower northwest-southeast streets, creating standard rectangular blocks of 264 feet by 900 feet (extending to the centerline of the bounding streets).

Fulton Houses Project Site

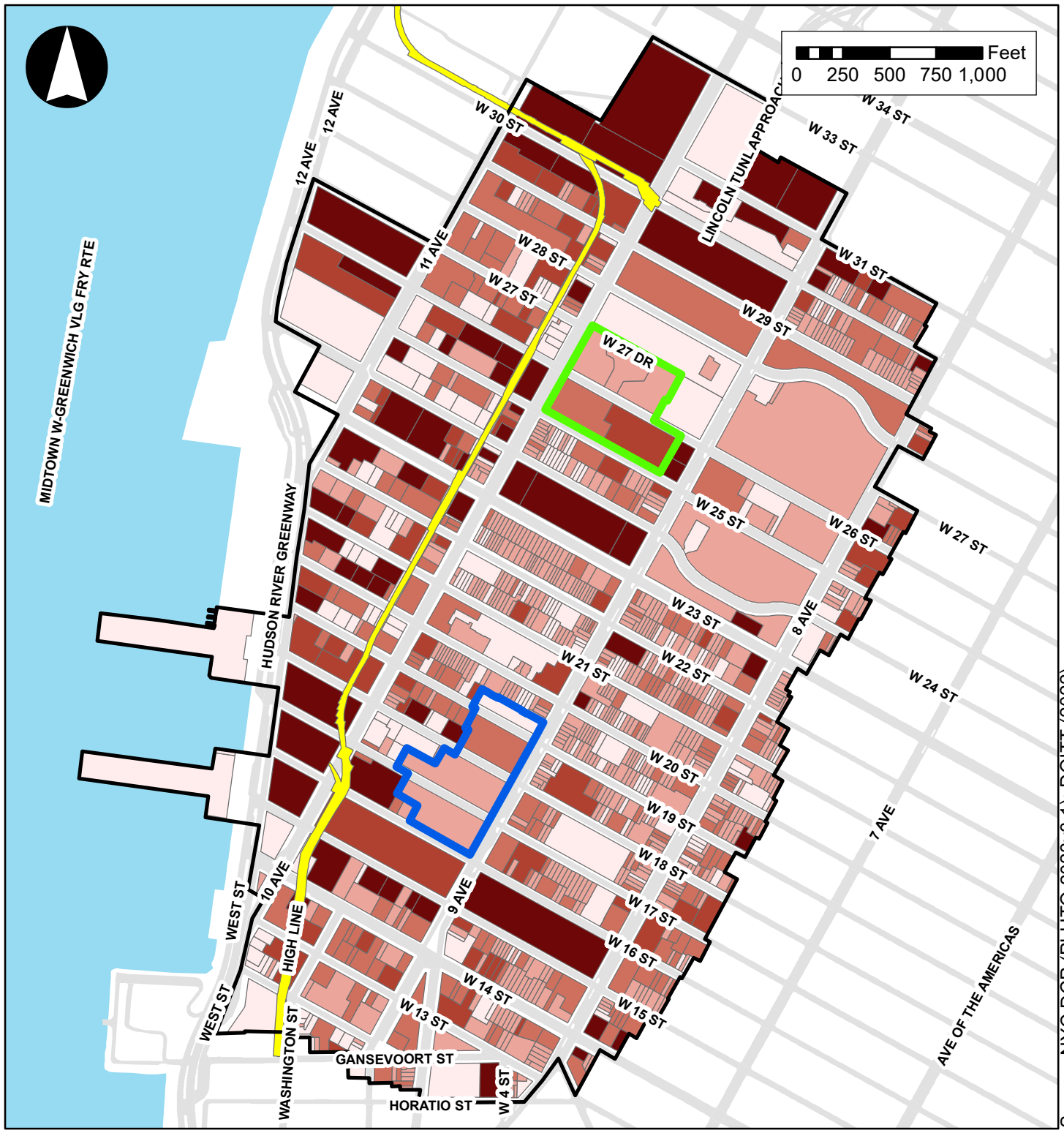
The Fulton Houses Project Site encompasses limited portions of the streets and/or sidewalks of 9th Avenue and W. 16th through W. 19th Streets immediately adjacent to the New York City Housing Authority (NYCHA) campus. As detailed further below, 9th Avenue is a 100-foot-wide local truck route with three lanes of southbound vehicular traffic, and W. 16th through W. 19th Streets west of 9th Avenue are 60-foot-wide one-way streets carrying local vehicular traffic. All streets of the Fulton Houses Project Site have parallel parking on both sides of the street flanked by concrete sidewalks punctuated by street trees, fire hydrants, streetlights, and road signs. Street furniture in the area includes garbage cans, recycling bins, LinkNYCs, parking meters, bike racks, mailboxes, and pet waste receptacles. Additionally, there is a CitiBike Station on the northern side of W. 18th Street immediately west of 9th Avenue.

Elliott-Chelsea Houses Project Site

The Elliott-Chelsea Houses Project Site encompasses limited portions of the streets and/or sidewalks of 10th Avenue, W. 25th Street, W. 26th Street, and W. 27th Drive adjacent to the NYCHA campus. As detailed further below, 10th Avenue is a 100-foot-wide major street and local truck route, and W. 25th and W. 26th Streets are 60-foot-wide one-way streets carrying local vehicular traffic. W. 27th Drive immediately north of the Elliott-Chelsea Houses Project Site is not a mapped street but rather a narrow, one-way driveway extending east from 10th Avenue that curves south around the Elliott-Chelsea Houses Project Site to intersect with W. 26th Street in the midblock. 10th Avenue, W. 25th Street, and W. 26th Street have parallel parking on both sides of the street. W. 27th Drive contains some vehicular parking along its northern sidewalk. There is a protected bike lane on the southern side of W. 26th Street. All roads of the Elliott-Chelsea Houses

Fulton and Elliott-Chelsea Houses Redevelopment Project **Figure 05.07-2**

Existing Built Densities in the Study Area



Source: NYC DCP (PLUTO 2023v3.1); DOITT (2022)

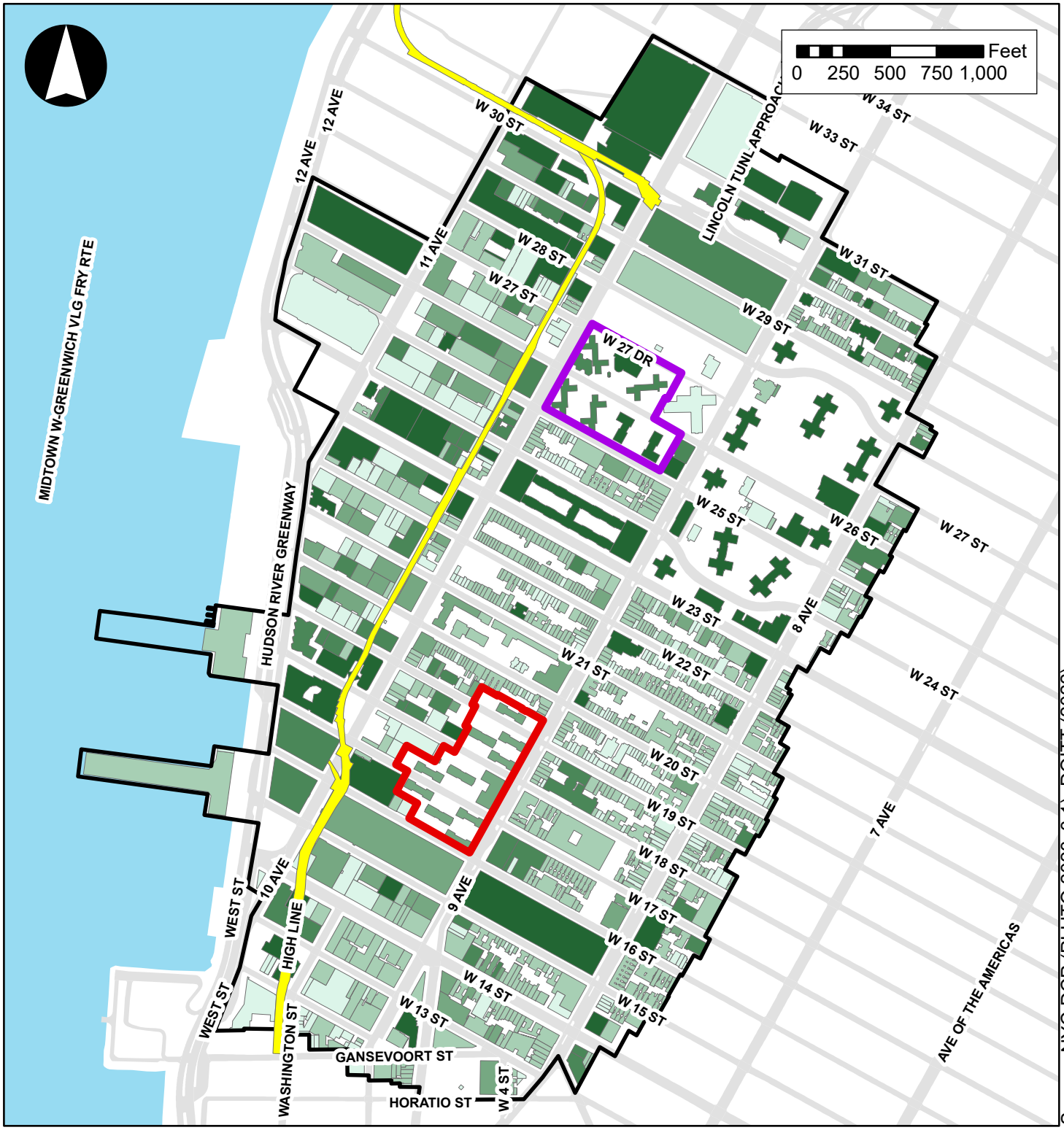
Legend

- Elliott-Chelsea Houses Project Site (Primary Study Area)
- Fulton-Houses Project Site (Primary Study Area)
- Secondary Study Area
- The High Line

Built Floor Area Ratio (FAR)

- Up to 2.0 FAR
- 2.01 - 4.0 FAR
- 4.01 - 6.0 FAR
- 6.01 - 8.0 FAR
- 8.01+ FAR

Existing Building Heights in the Study Area



Source: NYC DCP (PLUTO 2023v3.1); DOITT (2022)

Legend

- Elliott-Chelsea Houses Project Site (Primary Study Area)
- Fulton Houses Project Site (Primary Study Area)
- Secondary Study Area
- The High Line

Number of Floors

- Up to 3 Floors
- 4 - 6 Floors
- 7 - 9 Floors
- 10 - 12 Floors
- 13+ Floors

Project Site are flanked by concrete sidewalks punctuated by street trees, fire hydrants, streetlights, curb cuts, and road signs. Street furniture in the area includes garbage cans, recycling bins, parking meters, mailboxes, and pet waste receptacles. Additionally, there is a bus stop shelter on 10th Avenue just north of W. 25th Street.

Buildings

Fulton Houses Project Site

Constructed in 1965, the Fulton Houses Project Site encompasses portions of four blocks on 9th Avenue between W. 16th and W. 19th Streets (from south to north, Blocks 714, 715, 716, and 717). The campus is comprised of mid-rise and high-rise residential buildings ranging in height from seven stories (60 feet tall) to 25 stories (232 feet tall), as described in detail below. The buildings are clad in brick with regular fenestration and minimal ornament, surrounded by open spaces, walking paths, and parking lots. As discussed in **Chapter 05.01, "Land Use, Zoning, and Public Policy,"** most of the Fulton Houses Project Site is located in an R8 zoning district, which permits a maximum FAR of 7.20 (which can be increased to 8.64 FAR through qualifying affordable housing, qualifying senior housing, etc.) and a maximum building height of 115 to 135 feet (which can be increased to a height of 145 to 175 feet through qualifying affordable housing, etc.). However, as detailed below, none of the lots comprising the Fulton Houses Project Site are currently developed to FARs at this density.

Blocks 714 and 716 of the Fulton Houses Project Site have similar building configurations. Each contains two seven-story residences (62.0 to 62.5 feet tall)[4] built out close to the lot lines at the southeast and northeast corners of 9th Avenue, with recessed entrances beneath columned breezeways on each of the side streets. On Block 714, these buildings are separated by a playground on 9th Avenue surrounded by metal fencing, concrete walking paths, trees, and benches. On Block 716, these buildings are separated by basketball courts on 9th Avenue, also surrounded by metal fencing, walking paths, trees, and benches. To the west are 25-story towers (218.5 feet tall) in the center of each block: set back from W. 16th and W. 18th Streets behind surface parking lots and metal fencing on Block 714, and set back from W. 17th and W. 19th Streets behind fenced-off lawns with trees surrounded by walking paths with benches and garbage cans on Block 716. The open space on W. 19th Street on Block 716 also features a playground. Additionally, further west along W. 17th Street on Block 714, there is an additional seven-story residence (63.5-foot-tall) built out to the lot line with recessed entrances beneath a columned breezeway, and another playground in the center of the block. The Fulton Houses Project Site have a built FAR of 3.88 on Block 714, Lot 31 and 1.79 FAR on Block 716, Lot 17.

Block 715 of the Fulton Houses Project Site contains a seven-story (62-foot-tall) residence built out to the lot lines along 9th Avenue, W. 17th and W. 18th Streets, with a slightly recessed entrance on 9th Avenue that contains the Hudson Guild Fulton Community Center. To the west is a 25-story tower in the center of the block (232 feet tall), set back from W. 17th Street behind fenced-off lawns with trees surrounded by walking paths with benches, garbage cans, recycling bins, and a flagpole. This building is also set back from W. 18th Street behind a surface parking lot. Further

[4] Existing building heights are roof height and do not include existing mechanical bulkheads. As detailed below, for conservative analysis purposes, future building heights assume up to 40 foot bulkheads above proposed roof heights.

west along W. 17th Street is another seven-story residence (62 feet tall) built out to the lot line with recessed entrances beneath a columned breezeway. This building is flanked to the west by another playground, featuring play equipment, spray showers, benches, trees, and landscaping, surrounded by metal fencing. The Fulton Houses Project Site have a built FAR of 3.16 on Block 715, Lot 10.

Block 717 of the Fulton Houses Project Site features a playground surrounded by metal fencing, benches, and trees at the corner of 9th Avenue and W. 19th Street. To the west is a seven-story (62-foot-tall) residence built out to the lot line with recessed entrances beneath a columned breezeway on W. 19th Street. A small surface parking lot surrounded by metal fencing flanks the building to the west. The Fulton Houses Project Site have a built FAR of 1.63 on Block 717, Lot 19.

Elliott-Chelsea Houses Project Site

The Elliott-Chelsea Houses Project Site is comprised of three separate NYCHA developments that make up one campus: Elliott Houses (completed in 1947), Chelsea Houses (completed in 1964), and Chelsea Addition (completed in 1968). The campus is comprised of high-rise residential buildings clad in brick with regular fenestration and minimal ornament. Most of the buildings on campus are not oriented toward the street grid, but rather, are oriented in a north-south direction set back diagonally from the surrounding street grid in the "tower-in-the-park" style, surrounded by open spaces and walking paths. This Project Site is located on portions of two blocks on 10th Avenue between W. 25th Street and W. 27th Drive (from south to north, Blocks 723 and 724).

The Elliott Houses consist of four 11- to 12-story buildings (98.5 to 107 feet tall) on the western portions of Blocks 723 and 724, with entrances on 10th Avenue and in the center of the blocks between W. 25th Street and W. 27th Drive. The buildings are set back from these streets behind lawns, landscaping, and trees surrounded by metal fencing, as well as concrete walking paths with benches and garbage cans. There are playgrounds in between the towers on both blocks, as well as in the eastern portion of the campus on Block 724. All of these play areas are surrounded by metal fencing, walking paths, trees, landscaping, benches, tables, and lamp posts. The Elliott Houses also contains the one-story (17-foot-tall) Hudson Guild Children's Center building at the northeast corner of 10th Avenue and W. 26th Street on Block 724.

Further east on Block 724 is the Chelsea Addition, which is a 14-story (125-foot-tall) residential building fronting W. 27th Drive that contains the main office of the John Lovejoy Elliott Center (hereafter referred to as the Elliott Center), the Hudson Guild Theater, Mental Health Services, Adult Center, and Early Childcare Center as well as the adjoining one-story Elliott Center to the southwest.

The eastern portion of the campus on Block 723 contains the two, 21-story buildings (184 to 187 feet tall) making up the Chelsea Houses, which are set back from the street behind metal fencing, lawns, landscaping, trees, and walking paths, but are nevertheless oriented towards the street, unlike most of the rest of the campus. These buildings have entrances on W. 25th and W. 26th Streets as well as in the center of the block. There are playgrounds in between the two towers as well as in between the Chelsea and Elliott Houses, surrounded by metal fencing, trees, landscaping, walking paths, lamp posts, benches, tables, and chairs.

As discussed in **Chapter 05.01,** most of the Elliott-Chelsea Houses Project Site is located in an R8 zoning district, which permits a maximum FAR of 7.20 (which can be increased to 8.64 FAR through qualifying affordable housing, qualifying senior housing, etc.) and a maximum building height of 115 to 135 feet (which can be increased to a height of 145 to 175 feet through qualifying affordable housing, etc.). However, none of the lots comprising the Elliott-Chelsea Houses Project Site have been developed up to FARs at this density. The Elliott-Chelsea Houses Project Site have a built FAR of 3.62 on Block 723, Lot 1 and a built FAR of 5.49 on Block 723, Lot 15. On Block 724, the Elliott-Chelsea Houses Project Site have a built FAR of 2.81 on Lot 1, a built FAR of 2.39 on Lot 10, and a built FAR of 2.30 on Lot 15.

As discussed in further detail in **Chapter 05.06**, **"Historic and Cultural Resources,"** the Elliott-Chelsea Houses Project Site is eligible for listing on the S/NR.

Open Space and Natural Resources

The Project Sites currently contain approximately 7.29 acres of private open space, including approximately 3.05 acres within the Fulton Houses Project Site and approximately 4.24 acres in the Elliott-Chelsea Houses Project Site, detailed further below. The Project Sites do not contain any State Parks as defined by New York State Parks, Recreation, and Historic Preservation (PRHP) Law Section 3.09, State Forest Preserves (New York State Constitution Article XIV), National Wildlife Refuges (16 USC 668dd), or State Game Refuges (ECL 11-2105). There are no National Park System Recreation Areas, Seashores, or Forests (16 USC 1c), designated National Natural Landmarks (36 CFR Part 62), or National or State Wild, Scenic or Recreational Rivers (16 USC Chapter 28, ECL 15-2701 *et seq.*) on the Project Sites. There are no sites, areas, lakes, reservoirs, or highways designated or eligible for designation as scenic, including New York State Scenic Byways (ECL Article 49, Title 1) or New York State Department of Transportation (NYSDOT) equivalent (Article 49 Scenic Road) on the Project Sites, nor are there Scenic Areas of statewide Significance (Article 42 of Executive Law), Palisades Park, or Adirondack Park Scenic Vistas. The Project Sites contain no State or Federally designated or proposed trails (16 USC Chapter 27 or equivalent), Bond Act Properties purchased under Exceptional Scenic Beauty Category (ECL Articles 51, 52, and 56), or State Nature Preserve Areas (New York State Constitution Article XIV, Section 4). Refer to **Chapter 05.08, "Natural Resources,"** for further discussion.

Fulton Houses Project Site

Block 714 of the Fulton Houses Project Site contains a playground in the easternmost portion of the block, fronting 9th Avenue, which is accessible from within the interior of the block. Block 715 of the Fulton Houses Project Site features a playground midblock on W. 17th Street, with an entrance from the sidewalk. Block 716 of the Fulton Houses Project Site contains a basketball court in the easternmost portion of the block fronting 9th Avenue, and a playground midblock on W. 18th Street. Both of these open space resources are accessible from within the interior of the block. Finally, Block 717 of the Fulton Houses Project Site contains a playground at the northwest corner of 9th Avenue and W. 19th Street. Natural resources in the Fulton Houses Project Site are limited to trees, lawns, and landscaped areas.

Elliott-Chelsea Houses Project Site

Both blocks of the Elliott-Chelsea Houses Project Site contain midblock playgrounds with entrances from the interior of each block. The playgrounds on Block 723 are located on the eastern and central portions of the block between the residential towers, with frontages along both W. 25th and W. 26th Streets. Block 724 of the Elliott-Chelsea Houses Project Site contains a mid-block playground fronting W. 26th Street as well as a playground at the northwest corner of W. 26th Street and W. 27th Drive. Natural resources in the Elliott-Chelsea Houses Project Site are limited to trees, lawns, and landscaped areas.

Visual Resources

The Project Sites do not contain any New York State Heritage Areas as defined by NYS PRHP Law Section 35.15, National Heritage Areas (individual authorizing legislation), or State Historic Preserve Areas (NYS Constitution Article XIV, Section 4).

Fulton Houses Project Site

There are no significant visual resources located within the Fulton Houses Project Site. There are a few significant views of major visual resources in the surrounding secondary study area from within the Fulton Houses Project Site, including a mural by the artist Phlegm (2012-2013) that is located immediately adjacent to the Fulton Houses Project Site at 438 W. 17th Street and can be seen from the adjacent NYCHA playground and public sidewalk. Additionally, as discussed in **Chapter 05.06**, historically significant buildings of the S/NR-listed Gansevoort Market Historic District and the S/NR-eligible Port of New York Authority and Union Inland Terminal are visible when looking south from within the Fulton Houses Project Site, and contributing buildings of the LPC-designated Chelsea Historic District are visible when looking north from within the Fulton Houses Project Site.

Elliott-Chelsea Houses Project Site

There is a tile mosaic on the ground-floor of the Chelsea Houses midblock on the south side of W. 26th Street that is a notable visual resource on the Project Site. Authoritative information on the artist and installation date of the mosaic is not available, although it appears it was likely installed in the early 2000s. Additionally, the Elliott-Chelsea Houses are eligible for listing on the S/NR, as discussed in further detail in **Chapter 05.06**.

There are several views of major visual resources in the secondary study area from within the Elliott-Chelsea Houses Project Site, including views of Chelsea Park to the north and views of the High Line to the west. Additionally, as detailed in **Chapter 05.06**, the S/NR-eligible Penn South campus is visible to the east from within the Elliott-Chelsea Houses Project Site, and historically significant buildings of the LPC-designated and S/NR-eligible West Chelsea Historic District are visible to the west from within the Elliott-Chelsea Houses Project Site, including the S/NR-listed R.C. Williams Warehouse immediately across 10th Avenue.

Secondary Study Area

Streets

The secondary study area is comprised of the largely standard Manhattan street grid, with wide north-south avenues intersecting narrower east-west streets, creating rectangular blocks of 264 feet by 900 feet, with a few exceptions. To the west of the secondary study area is Route 9A, a major arterial thoroughfare which largely follows the Hudson River shoreline in a north-south direction, diagonally cutting off portions of the westernmost blocks of the secondary study area.

The majority of streets in the secondary study area are paved in asphalt and flanked by parallel parking lanes and concrete sidewalks. These parallel parking lanes are sometimes occupied by sheds for outdoor restaurant seating, particularly along the main avenues, or eliminated completely due to curb cuts for adjacent parking garages or loading dock entrances. There is a plethora of construction sites throughout the secondary study area, with scaffolding covering many stretches of sidewalk and bollards or barriers encompassing construction materials and vehicles temporarily occupying parallel parking lanes. Streets surfaced in cobblestone in the secondary study area include Gansevoort Street, W. 12th Street, 9th Avenue south of W. 14th Street, W. 17th Street west of 10th Avenue, W. 27th Street west of 11th Avenue, and W. 13th and W. 14th Streets west of Hudson Street.

8th through 11th Avenues are 100-foot-wide thoroughfares which traverse the secondary study area in a southwest-northeast direction. 8th Avenue is a local truck route and major street in the area with three lanes of northbound vehicular traffic and a protected bike lane in the westernmost section of the street. 9th Avenue is a local truck route with three lanes of southbound vehicular traffic and a protected bike lane in the easternmost section of the street. Concrete pedestrian islands are located along both 8th and 9th Avenues, featuring plantings, trees, traffic lights and signage, and trash cans.

10th and 11th Avenues are local truck routes and major thoroughfares. In the secondary study area, 10th Avenue contains four lanes of northbound vehicular traffic and a bike route between W. 18th and W. 22nd Streets. 11th Avenue contains three lanes of southbound vehicular traffic and two lanes of northbound traffic separated by a concrete median south of W. 24th Street. North of W. 24th Street in the secondary study area, 11th Avenue contains four lanes of southbound vehicular traffic.

With some exceptions, most streets in the area from W. 12th Street to W. 33rd Street traverse the secondary study area in a northwest-southeast direction. W. 14th Street and W. 23rd Street are 100-foot-wide major thoroughfares and local truck routes in the area. Both streets contain two lanes each of eastbound and westbound vehicular traffic flanked by parallel parking lanes, with designated bus and truck-only lanes located east of 10th Avenue.

The remainder of east-west streets in the secondary study area are largely 60-foot-wide local streets containing one lane of one-way vehicular traffic flanked by parallel parking lanes. W. 26th and W. 29th Streets have protected bike lanes, and shared bike lanes are located on all or portions of W. 14th, W. 15th, and W. 30th Streets. Conventional bike lanes are located on all or portions of W.

15th, W. 16th, W. 18th, W. 20th, W. 21st, W. 22nd, and W. 30th Streets in the secondary study area.

Penn South, formally known as the Mutual Redevelopment Houses, is a unique section of the secondary study area located between W. 23rd and W. 29th Streets between 8th and 9th Avenues, with streets that differ from the surrounding standard grid. W. 24th and W. 28th Streets wind through the campus, while the portion of what would have been W. 27th Street within the campus was eliminated during construction. All the streets in Penn South are 70 feet wide and contain one lane of east- or westbound vehicular traffic, except for W. 28th Street, which contains two lanes of westbound vehicular traffic. They are all flanked by parallel parking lanes, and W. 24th and W. 28th Streets also contain speed bumps within the Penn South campus.

The northern and southern portions of the secondary study area also feature slightly irregular block forms. There are two converging street grids which intersect in the southernmost portion of the secondary study area. The north-southbound Washington, Hudson, and W. 4th Streets and the east-westbound Horatio and Gansevoort Streets extend into the secondary study area south of W. 15th Street, creating irregular block shapes. Horatio and W. 4th Street are both 50 feet wide, while Gansevoort Street is 70 feet wide. Hudson Street is a 90-foot-wide local truck route, with two lanes of southbound vehicular traffic and a protected bike lane on the south side of the street. Hudson Street features concrete pedestrian islands with trees at crosswalks.

In the northern portion of the secondary study area is Hudson Yards, which is comprised of recently constructed buildings on top of underground railroad tracks as well as the vehicular underpasses leading into the Lincoln Tunnel. As a result, while all still rectangular in shape, the blocks in the northernmost section of the study area vary in size, from small squares to large "superblocks." In the secondary study area, W. 31st Street terminates at 10th Avenue and W. 32nd Street does not exist.

West of 9th Avenue, W. 30th Street doubles in width, containing two lanes each way of east and westbound vehicular traffic separated by a concrete median lined with one parallel parking lane on each side. Dyer Avenue intersects W. 30th Street in the midblock, carrying the eastbound traffic northwards into the Lincoln Tunnel Approach underpass. These two streets are considered arterial roads in the area, and W. 30th and W. 31st Streets are local truck routes.

Most sidewalks in the secondary study area are punctuated by street trees, streetlights, road signs, and fire hydrants, as well as occasional bus stop shelters and subway entrance and exit stairs. There are also projecting stoops from historic rowhouses in portions of the Chelsea neighborhood, as well as projecting metal canopies on commercial buildings in the Meatpacking District of the secondary study area (formerly wholesale marketplaces). There is an abundance of street furniture in the area, including garbage cans, recycling bins, newspaper racks, parking meters, mailboxes, LinkNYCs, bike racks, and benches. Many of the blocks in Hudson Yards are surrounded by short metal security bollards near the curb line, while those in the southernmost portion of the secondary study area are typically surrounded by large rocks and planters to ensure sidewalk safety. Most of these security measures surround pedestrian areas with chairs, tables, and umbrellas. There are a number of CitiBike Stations throughout the secondary study area, largely located on the street in lieu of parallel parking lanes, although some are located on wider sidewalk areas. There are also

some food trucks regularly stationed in the northeastern section of the secondary study area around Moynihan Station, and in the southeastern portion of the secondary study area on 8th Avenue.

Buildings

The vast majority of buildings in the secondary study area are built out to the lot lines, creating uniform street walls throughout the area with pedestrian and vehicular entrances largely oriented towards the street. Exceptions to this are the "tower-in-the-park" configurations found in the Project Sites and the Penn South campus. The secondary study area is comprised of a mix of predominately residential and commercial uses, with a scattering of other uses such as community facilities, institutional facilities and open spaces. There is very little vacant land in the secondary study area, and there are a plethora of sites under construction in the area.

Residential buildings in the area range from low-rise, low-density rowhouses on narrow lots, often with projecting stoops, to mid-rise, mid-density factories and warehouses converted into apartment buildings, to high-density, high-rise residential towers, often surrounded by open space (i.e., Hudson Yards and Penn South). Large commercial spaces, including office buildings (i.e., Google) and retail markets (i.e., Chelsea Market), are predominately located south of W. 16th Street, west of 10th Avenue, and north of W. 30th Street. Retail corridors are predominately located along the major thoroughfares of the area (8th, 9th, and 10th Avenues, and W. 23rd Street) as well as in the Meatpacking District area south of W. 16th Street.

Additionally, as discussed further in **Chapter 05.01**, DCP is currently advancing the Midtown South Mixed-Use Plan, which involves zoning map and text amendments affecting all or parts of 42 blocks of the Midtown South neighborhood immediately northeast of the secondary study area. While most of this area lies outside the secondary study area, there are four tax lots within the secondary study area located on the western end of the block bound by W. 29th Street, 7th Avenue, W. 28th Street, and 8th Avenue that would be rezoned under the Midtown South Mixed-Use Plan. As currently proposed, these four lots would be rezoned from M1-6D to a new zoning district, M1-8/R10, and would be part of a newly established Special Midtown South Mixed-Use District. Refer to **Chapter 05.01** for further discussion.

Open Space and Natural Resources

As illustrated and detailed further in **Chapter 05.04**, **"Open Space,"** there are a number of open space resources in the secondary study area. Chelsea Park is just north of the Elliott-Chelsea Houses Project Site that occupies a full block, containing 3.9 acres of recreational fields, courts, playgrounds, and tracks. Smaller open spaces in the secondary study area include the landscaped parks at 450 W. 33rd Street, 401 W. 31st Street, 500 W. 30th Street, the 14th Street Park, and Jackson Square, as well as Public School (PS) 33 Playground, Penn South, the Clement Clarke Moore Park, the Dr. Gertrude B. Kelly Playground, and the Corporal John A. Seravalli Playground.

The High Line is a major open space resource which traverses the secondary study area from Gansevoort Street north along 10th Avenue, crossing from the east to the west of the avenue at W. 17th Street, into Hudson Yards. In total, the elevated park contains 2.82 acres of walkways, benches, trees, and landscaping, and contains numerous overpasses over streets and adjacent to buildings in the western portion of the secondary study area. The Hudson River Esplanade, part of

Hudson River Park (a designated New York State Park), is another major open space resource which traverses the western portion of the secondary study area west of Route 9A. In total, the esplanade contains 19.19 acres of walkways, bike paths, trees, and landscaping. Pier 57 in the secondary study area also provides two acres of rooftop park space overlooking the Hudson River.

Natural resources in the secondary study area are largely limited to street trees and lawns, landscaping, trees, and vegetation in the open space resources discussed above. One major exception is the Hudson River, which is located in the westernmost portion of the secondary study area. The Hudson River is a 315-mile-long river that flows from north to south from the Adirondack Mountains to the New York Harbor, eventually draining into the Atlantic Ocean at Upper New York Bay. The lower half of the river is a tidal estuary. The portion of the Hudson River within the secondary study area is not a designated National or State Wild, Scenic or Recreational River. Nevertheless, it is a major natural resource in the area.

The secondary study area does not contain any State Forest Preserves (New York State Constitution Article XIV), National Wildlife Refuges (16 USC 668dd), or State Game Refuges (ECL 11-2105). There are no National Park System Recreation Areas, Seashores, or Forests (16 USC 1c), designated National Natural Landmarks (36 CFR Part 62), or National or State Wild, Scenic or Recreational Rivers (16 USC Chapter 28, ECL 15-2701 *et seq.*). There are no sites, areas, lakes, reservoirs, or highways designated or eligible for designation as scenic, including New York State Scenic Byways (ECL Article 49, Title 1) or NYSDOT equivalent (Article 49 Scenic Road) on the Project Sites, nor are there Scenic Areas of statewide Significance (Article 42 of Executive Law), Palisades Park, or Adirondack Park Scenic Vistas. The Project Sites contain no State or Federally designated or proposed trails (16 USC Chapter 27 or equivalent), Bond Act Properties purchased under Exceptional Scenic Beauty Category (ECL Articles 51, 52, and 56), or State Nature Preserve Areas (New York State Constitution Article XIV, Section 4). Refer to **Chapter 05.08,** for further discussion.

Visual Resources

There are a number of significant visual resources in the secondary study area, as well as major view corridors from within the area. As noted above, the High Line and the Hudson River Esplanade (part of Hudson River Park, a designated New York State Park) are major open space resources which both traverse the secondary study area in a north-south direction and can be seen from multiple vantage points throughout the area. The portion of the Hudson River Esplanade in the secondary study area and the adjacent Pier 57 rooftop park also provide significant views of the Hudson River and Jersey City/Hoboken skylines (the Hudson River is a part of the New York City Harbor Park State Heritage Area as defined by NYS PRHP Law Section 35.1).

Artworks that are notable, but not iconic,[5] visual resources in the secondary study area include the mural by artist Phlegm (2012-2013) at 438 W. 17th Street, adjacent to the Fulton Houses Project Site and visible from the neighboring NYCHA playground, and the mural by Eduardo Kobra on the western façade of the building at 491 W. 22nd Street (located on the northeast corner of W. 22nd Street and 10th Avenue).

There are a few significant views of major visual resources in the secondary study area (detailed above) from within the Project Sites, including views of Chelsea Park to the north and views of the High Line to the west from within the Elliott-Chelsea Houses Project Site.

As discussed further in **Chapter 05.06,** there are a number of significant historic districts and landmarks within the secondary study area that can be seen from various vantage points in the vicinity of the Project Sites. Significant historic landmarks in the area include the S/NR-listed Merchants Refrigerating Company Warehouse at 501 W. 16th Street; the S/NR-eligible Bayard Rustin High School for the Humanities at 351 W. 18th Street; the S/NR-eligible Port of New York Authority and Union Island Terminal at 111 8th Avenue; the S/NR-eligible London Terrace at 401 W. 23rd Street; the S/NR-eligible Morgan General Mail Facility at 341 9th Avenue; the S/NR-eligible Former French Hospital at 326-330 W. 30th Street; the LPC-designated Lamartine Place Historic District on W. 29th Street between 8th and 9th Avenues; the S/NR-eligible Terminal Hotel at 563-565 W. 23rd Street; the S/NR-eligible PS 11 Manhattan at 320 W. 21st Street; the S/NR-eligible Former Seamen's House YMCA at 550 W. 20th Street; the LPC-designated 147 8th Avenue House; and the S/NR-listed Pier 57.

Larger historic districts in the secondary study area include the S/NR-listed and LPC-designated Chelsea Historic District, located in between the Project Sites generally bounded by W. 20th Street, 10th Avenue, W. 23rd Street, and 8th Avenue. As can be seen from multiple vantage points within the secondary study area, significant buildings of the Chelsea Historic District include Greek Revival and Italianate-style brownstones with high stoops and elaborate ironwork railings from the 1830s-1860s, which surround the Episcopal General Theological Seminary (Chelsea Square), another significant visual resource in the area designed in the English Collegiate Gothic style in the 1880s-1890s.

The southernmost portion of the secondary study area encompasses the S/NR-listed and LPC-designated Gansevoort Market Historic District, which is generally bounded by Gansevoort, West, W. 16th, and Hudson Streets and contains a predominance of one- to six-story commercial brick buildings from the 1880s-1920s, with an abundance of metal canopies projecting over the sidewalks, which were originally installed for wholesale markets. Chelsea Market is a significant

[5] Neither are listed in the following three references of iconic murals in New York City: (1) Glenn Palmer-Smith's Murals of New York City: The Best of New York's Public Paintings from Bemelmans to Parrish (2013) accessed via https://www.rizzoliusa.com/book/9780847841486 and https://insight.randomhouse.com/widget/v4/?width=600&height=800&isbn=9780847841486
CNN's "New York City's most famous murals and the origin stories behind them" (November 19, 2020) accessed via https://www.cnn.com/style/article/new-york-famous-murals/index.html
Time Out's "The top spots to see graffiti and street art in NYC" (March 20, 2024) accessed via https://www.timeout.com/newyork/art/street-art-top-ten-spots-to-see-street-art-and-graffiti-in-nyc

visual resource in this area, comprised of six- to eight-story lofts and bakery buildings constructed for Nabisco in 1907.

The LPC-designated and S/NR-eligible West Chelsea Historic District comprises a portion of the northwestern section of the secondary study area, generally bounded by W. 25th Street, 12th Avenue, W. 28th Street, and 10th Avenue. It encompasses a plethora of industrial architecture from the late-19th and early-20th centuries, including factories and warehouses of prestigious manufacturing and freight handling firms, ranging from simple brick to reinforced concrete facades. The S/NR-listed R.C. Williams Warehouse at 259-273 10th Avenue is a significant visual resource in the district.

The S/NR-eligible Penn South campus in the northeastern portion of the secondary study area is also a significant visual resource in the area. Located between W. 23rd Street, 9th Avenue, W. 29th Street, and 8th Avenue, the tower-in-the-park style campus designed in the 1960s contains ten 22-story towers not oriented towards the street on superblocks surrounded by open space, low-scale commercial buildings, and parking lots. Although it predates the Penn South by 115 years, the S/NR-listed and LPC-designated Church of the Holy Apostles at 300 9th Avenue is located within the campus of Penn South.

The secondary study area also contains views of significant visual resources outside of the area, including views of the S/NR-listed Moynihan Railroad Station (formerly James A. Farley General Post Office) just northeast of the secondary study area; the remainder of the Hudson Yards buildings to the northwest of the secondary study area; the Fashion Institute of Technology to the east of the secondary study area; the One World Trade Center, aka Freedom Tower, when looking south along 10th Avenue; and skyscrapers in Midtown Manhattan when looking north along 8th and 9th Avenues.

The secondary study area does not contain and is not in close proximity to any National Heritage Areas (individual authorizing legislation) or State Historic Preserve Areas (New York State Constitution Article XIV, Section 4) (refer to **Chapter 05.06**).

E. ENVIRONMENTAL EFFECTS

Alternative 1 – No-Action Alternative

Primary Study Areas (Project Sites)

In the No-Action Alternative, no new buildings would be constructed on the Project Sites and the existing residential and community facility uses and structures would remain. No significant alterations, site reconfigurations, or demolitions would occur on the Project Sites in the No-Action Alternative. Additionally, major capital improvements, rehabilitation, or renovations subject to discretionary approvals such as the PACT/RAD rehabilitation program, would not occur on the Project Sites. Routine maintenance and repairs would be carried out by NYCHA, including general bathroom renovations, boiler replacement, and roof repairs. The No-Action Alternative would not meet the purpose and need for the Proposed Project because it would not significantly improve the quality of life for existing NYCHA residents, would not provide new units to existing NYCHA

residents, and would not create any additional affordable or market-rate housing on the Project Sites.

As detailed further in **Chapter 05.06,** the buildings of the S/NR-eligible Elliott-Chelsea Houses currently exhibit deteriorated brick facades and anticipated capital repair costs exceed the available capital investment resources available for the property. With no changes in funding expected in the coming years, it is not feasible to assume that NYCHA would be able to fully fund the capital needs identified for the site and, as such, the existing buildings of the Elliott-Chelsea Houses Project Site would largely remain in their current substandard condition and would continue to deteriorate in the No-Action Alternative. The continued deterioration of the Elliott-Chelsea Houses Project Site would likely diminish many of the attributes that qualify it for listing on the S/NR and make it an important visual resource in the primary and secondary study areas.

Secondary Study Area

Streets

As discussed in **Chapter 05.13, "Transportation,"** the NYC Department of Transportation (NYCDOT) is redesigning 9th and 10th Avenues to bring new protected bicycle lanes, to better accommodate micromobility, and to improve safety as part of the Street Improvement Projects (SIPs). Apart from these, there are no other major ongoing or planned changes to streets within the secondary study area in the 2041 No-Action Alternative. It can be expected that new sidewalks and street trees will be installed in the vicinity of No-Action development projects detailed below, as is standard practice throughout the City, potentially enhancing portions of streetscapes in the secondary study area.

Buildings

As detailed further in **Chapter 05.01,** DCP is currently advancing the Midtown South Mixed-Use Plan, which involves zoning map and text amendments affecting all or parts of 42 blocks of the Midtown South neighborhood immediately northeast of the secondary study area. While most of this area lies outside the secondary study area, there are four tax lots within the secondary study area located on the western end of the block bound by W. 29th Street, 7th Avenue, W. 28th Street, and 8th Avenue that would be rezoned under the Midtown South Mixed-Use Plan. As currently proposed, these four lots would be rezoned from M1-6D to a new zoning district, M1-8/R10, and would be part of a newly established Special Midtown South Mixed-Use District.

As illustrated in **Figure 05.01-6** in **Chapter 05.01**, there are nine known developments slated for completion in the secondary study area in the No-Action Alternative. These will largely consist of residential developments with retail or other commercial uses ranging in height from one to 36 stories. In the secondary study area, 26- and 36-story mixed-use residential, retail, and hotel towers are planned for 76 11th Avenue, and a 25-story apartment complex with a gym/health club is under construction for 555 W. 22nd Street. Additionally, the expansion of the Starrett-Lehigh and Terminal Warehouse at 601 W. 26th Street will result in a building with seven- to 19-stories and commercial, community facility, and industrial uses and is slated for completion in the No-Action Alternative. Furthermore, given the build year for the project is 2041 and the secondary study area

is in an area of the City that sees a great deal of construction activity, there would likely be a number of other residential and/or other buildings that would be completed in the No-Action Alternative pursuant to existing zoning regulations.

Open Space and Natural Resources

As discussed in **Chapter 05.04,** there is one change to open spaces in the quarter-mile secondary study area in the No-Action Alternative: a Privately Owned Public Space (POPS) currently under construction at 76 11th Avenue. The acreage of this open space resource (referred to as the 18th Street Plaza) is expected to be approximately 0.22 acres and will include passive amenities such as landscaping, walkways, and benches.

As discussed in **Chapter 05.08,** no changes to natural resources in the secondary study area are expected in the No-Action Alternative.

Visual Resources

As detailed in **Chapter 05.06**, there is one planned development slated for completion in the Penn South campus in the No-Action Alternative, altering the historic context of the S/NR-listed campus. A seven-story residential building with ground-floor retail space will be constructed at 335 8th Avenue, at the corner of W. 27th Street. No other changes to visual resources are expected to occur in the secondary study area in the No-Action Alternative.

Alternative 2 – Preferred Alternative

Primary Study Areas (Project Sites)

As detailed in **Chapter 02.0**, in the Preferred Alternative, NYCHA and the PACT Partner would seek certain discretionary land use approvals from the City of New York to facilitate development of the Proposed Project. Under the Preferred Alternative, there would be a staged demolition and replacement of all existing buildings on the Project Sites. Existing residential and community facility spaces would be replaced, and additional development would occur on the Project Sites, including new mixed-income buildings with ground-floor commercial and community facility uses, and accessory open spaces for residents. As detailed below, the Preferred Alternative would not result in significant adverse urban design impacts in the primary study areas.

Streets

No changes to the existing street patterns or block forms would occur under the Preferred Alternative. There would be improvements to the streetscapes of the Project Sites, including, but not limited to new concrete sidewalks and newly planted street trees along all frontages. As detailed further below, the Preferred Alternative would also activate the ground floors of the Project Sites with commercial, community facility, and residential uses oriented towards the sidewalk and new exterior lighting, creating uniform street walls similar to the built form of the surrounding secondary study area and enhancing the pedestrian experience in the vicinity of the Project Sites.

Buildings

The Preferred Alternative would result in the demolition of all 22 buildings currently on the Project Sites and the development of 15 new buildings ranging from 12 to 39 stories (145'-5" to 428'-6" tall, inclusive of bulkheads). The Project Sites would have a total FAR of 8.5. The newly constructed buildings on each of the Project Sites would be built out to the lot lines, creating cohesive street walls with active uses oriented towards the sidewalk that are a better reflection of the predominant existing built form of the secondary study area. This style would be more contextually appropriate than the tower-in-the-park-style buildings currently only found on the Project Sites and within Penn South. **Figures 02.0-1a** and **02.0-1b** in **Chapter 02.0** illustrate the location of the proposed buildings in the Preferred Alternative on each of the Project Sites. **Figures 05.07-4a** and **05.07-4b** provide illustrative comparisons of the pedestrian views in proximity to the Project Sites in the No-Action and Preferred Alternatives.

Fulton Houses Project Site

The Preferred Alternative would result in the demolition of the existing buildings of the Fulton Houses Project Site and the construction of eight new buildings on the site. On Block 717, the new Fulton 1 building would be built as-of-right with residential, commercial, and community facility spaces. The building would be built out to the lot lines along W. 19th Street and 9th Avenue, with a residential entrance on W. 19th Street, and a neighborhood center entrance along the existing commercial corridor of 9th Avenue. The new Fulton 1 building would rise to a base height of 85'-8" (eight stories) on W. 19th Street and 84'-8" (eight stories) on 9th Avenue before minor setbacks on both street elevations, and rise to a maximum building height of 105'-5" (12 stories), and up to 145'-5" with bulkhead. The existing curb cut on the midblock north side of W. 19th Street would be removed.

On Block 716, the new Fulton 2 building would be built out to the lot lines along W. 18th and W. 19th Streets and 9th Avenue with residential and commercial spaces. The residential entrance to the new Fulton 2 building would be on W. 18th Street and the commercial entrance would be on 9th Avenue. The new Fulton 2 building would rise to a base height of 99'-4" (ten stories) on W. 18th Street and 129'-0" (13 stories) on W. 19th Street and 9th Avenue before setbacks on all street elevations, rising to a maximum building height of 289'-4" (30 stories), and up to 329'-4" with bulkhead. The new Fulton 2 building would be immediately adjacent to the new Fulton 8 building on the W. 19th Street frontage of Block 716, but separated by the vehicular entrance to a 96-space underground vehicular parking garage on W. 18th Street. The garage would require a new curb cut on the north side of W. 18th Street, and would be topped with green space. To the west would be the new Fulton 8 building which would be comprised of residential and community facility spaces. It would be built out to the lot lines on W. 18th and W. 19th Streets, with residential and daycare entrances on W. 19th Street. The new Fulton 8 building would rise to 90'-0" (nine stories) on W. 18th Street and 119'-8" (12 stories) on W. 19th Street, before setbacks on both elevations, rising to a maximum building height of 181'-7" (17 stories), and up to 221'-7" with bulkhead. The westernmost portion of the Project Site on Block 716 would be green space.

On Block 715, the new Fulton 3 building would be built out to the lot lines along W. 17th and W. 18th Streets and 9th Avenue with residential, commercial, and community facility spaces. The residential entrance to the new Fulton 3 building would be on W. 17th Street; the neighborhood

Illustrative Comparisons between Alternatives: Looking south along 9th Avenue at the Fulton Houses Project Site

No-Action Alternative

Preferred Alternative

**Renderings are courtesy of ILA and are for illustrative purposes only. Maximum building heights are labeled unless otherwise noted. Except where shown, bulkheads (up to 40 feet in height) would be setback from the street above these maximum building heights, and not visible in these viewsheds.*

Note: This figure has been revised for the FEIS.

Illustrative Comparisons between Alternatives: Looking north along 9th Avenue at the Fulton Houses Project Site

No-Action Alternative

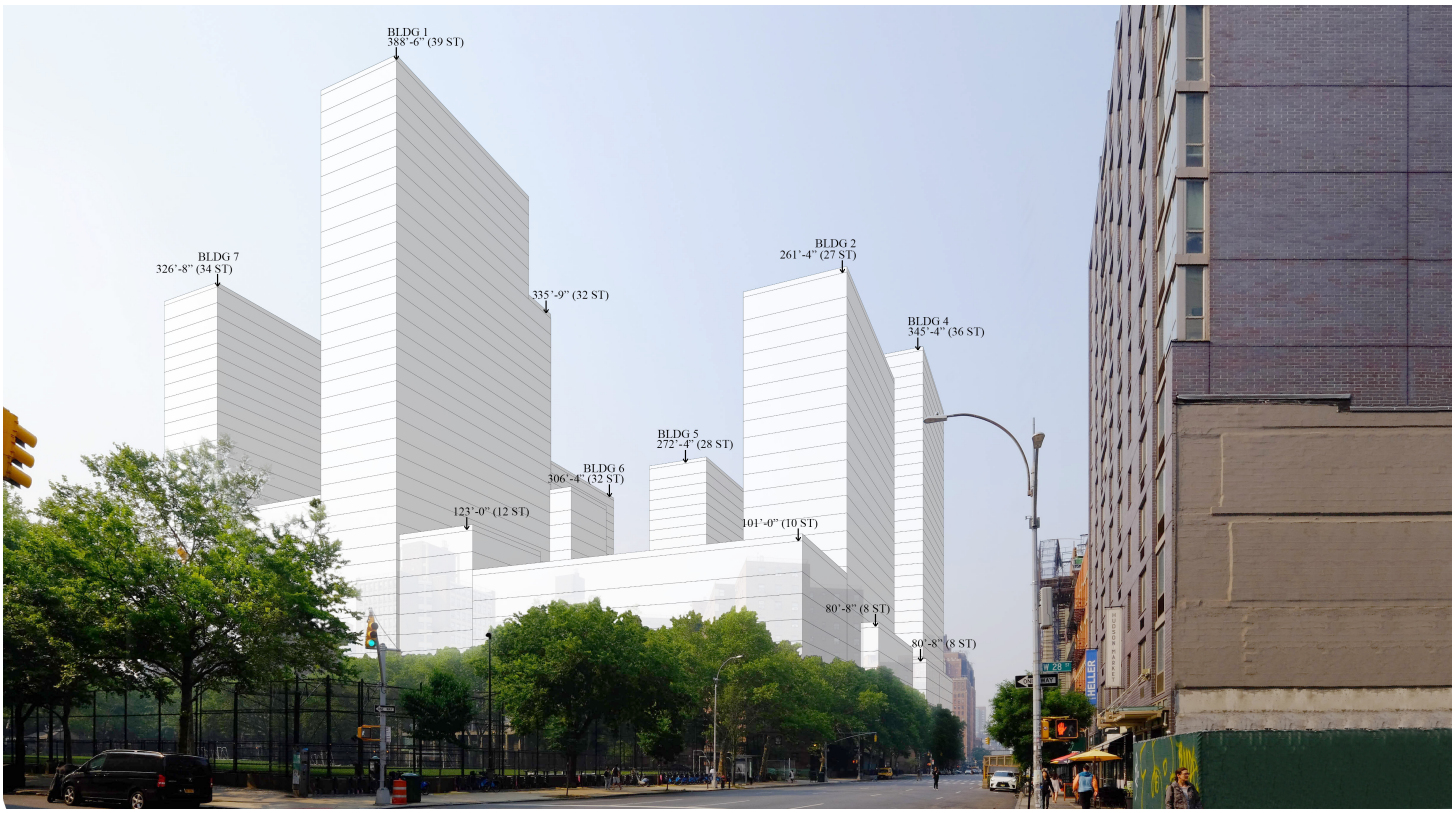
Preferred Alternative

**Renderings are courtesy of ILA and are for illustrative purposes only. Maximum building heights are labeled unless otherwise noted. Except where shown, bulkheads (up to 40 feet in height) would be setback from the street above these maximum building heights, and not visible in these viewsheds.*

Note: This figure has been revised for the FEIS.

Illustrative Comparisons between Alternatives: Looking south along 10th Avenue at the Elliott-Chelsea Houses Project Site

No-Action Alternative



Preferred Alternative & Midblock Bulk Alternative

**Renderings are courtesy of ILA and are for illustrative purposes only. Maximum building heights are labeled unless otherwise noted. Except where shown, bulkheads (up to 40 feet in height) would be setback from the street above these maximum building heights, and not visible in these viewsheds.*

Note: This figure has been revised for the FEIS.

Illustrative Comparisons between Alternatives: Looking south along 10th Avenue at the Elliott-Chelsea Houses Project Site

No-Action Alternative

Preferred Alternative & Midblock Bulk Alternative

**Renderings are courtesy of ILA and are for illustrative purposes only. Maximum building heights are labeled unless otherwise noted. Except where shown, bulkheads (up to 40 feet in height) would be setback from the street above these maximum building heights, and not visible in these viewsheds.*

Note: This figure has been revised for the FEIS.

center entrance would be located on W. 18th Street; and retail entrances would be located along W. 18th Street and 9th Avenue. The new Fulton 3 building would rise to a base height of 90'-0" (nine stories) on W. 17th Street and 119'-8' (12 stories) on W. 18th Street and 9th Avenue before setbacks on all street elevations, rising to a maximum building height of 345'-6" (36 stories), and up to 385'-6" with bulkhead. The new Fulton 3 building would be adjacent to the new Fulton 7 building along W. 17th Street, but the buildings would be separated by open space along W. 18th Street. The new Fulton 7 building would be comprised of residential and community facility spaces. It would be built out to the lot lines on W. 17th and W. 18th Streets, with a residential entrance on W. 17th Street and medical office and neighborhood center entrances on W. 18th Street. The new Fulton 7 building would rise to 80'-8" (eight stories) on W. 17th Street and 69'-8" (seven stories) on W. 18th Street before setbacks on both elevations, rising to a maximum building height of 140'-0" (14 stories), and up to 180'-0" with bulkhead.

The new Fulton 4 and 7 buildings on Block 715 would be separated by open space accessible via W. 17th and W. 18th Streets. The new Fulton 4 building would be comprised of residential and community facility spaces. It would be built out to the lot lines along W. 17th and W. 18th Streets, with neighborhood community center entrances on both frontages and a residential entrance on W. 17th Street. The new Fulton 4 building would rise to a height of 108'-8" (11 stories) along W. 18th Street and the easternmost and westernmost portions of W. 17th Street, while rising to a maximum height of 307'-11" (32 stories) along the remainder of W. 17th Street and 166'-4" (17 stories) midblock, with a maximum bulkhead of up to 347'-11".

On Block 714, the new Fulton 5 building would be built out to the lot lines along W. 16th and W. 17th Streets and 9th Avenue with residential, commercial, and community facility spaces. It would contain retail entrances along the existing commercial corridor of 9th Avenue as well as a neighborhood community center entrance on W. 17th Street and a residential entrance on W. 16th Street. The westernmost portion of the new Fulton 5 building fronting W. 17th Street would rise to a height of 80'-8" (eight stories). An interior courtyard accessible via W. 17th Street would separate this portion of the building from that which fronts 9th Avenue. This southern portion of the building would rise to a base height of 101'-0" (10 stories) along W. 16th Street and the eastern portion would rise to 121'-4" (12 stories) along W. 17th Street and 9th Avenue. A tower would then rise near the corner of W. 16th Street and 9th Avenue to a maximum building height of 328'-3" (34 stories), and up to 368'-3" with bulkhead.

The new Fulton 5 and 6 buildings on Block 714 would be separated by through-block open space, which would front both W. 16th and W. 17th Streets. The new Fulton 6 building would be comprised of residential and community facility spaces. It would be built out to the lot line on W. 17th Street, with residential and neighborhood community center entrances along that frontage. The westernmost portion of the new Fulton 6 building would rise to 90'-0" (nine stories), and the easternmost portion of the building would rise to a maximum height of 222'-3" (23 stories), and up to 262'-3" with bulkhead.

Elliott-Chelsea Houses Project Site

Under the Preferred Alternative, the existing buildings on the Elliott-Chelsea Houses Project Site would be demolished and seven new buildings would be constructed on the Project Site. On Block 724, the new Elliott-Chelsea 1 building would be built out to the lot line along W. 27th Drive, and

slightly setback from W. 26th Street with residential and community facility spaces. The building would have a residential entrance and a neighborhood community center entrance on W. 27th Drive, and a daycare entrance on W. 26th Street. The southern portion of the building along W. 26th Street would rise in steps, from 39'-9" (two stories) to 100'-9" (eight stories) to 208'-5" (19 stories) to 335'-9" (32 stories), while the westernmost and easternmost portions of the W. 27th Drive elevation would rise 208'-5" (19 stories) and 159'-9" (13 stories), respectively. The central portion of the new Elliott-Chelsea 1 building would reach a maximum building height of 388'-6" (39 stories), and up to 428'-6" with bulkhead, along W. 27th Drive.

On Block 724, the new Elliott-Chelsea 2 building would be built out to the lot lines along W. 26th Street, 10th Avenue, and W. 27th Drive with residential, commercial, and community facility spaces. The building would have residential and daycare entrances on W. 26th Street and commercial entrances along the existing commercial corridor of 10th Avenue. The southern portion of the new Elliott-Chelsea 2 building would rise to a base height of 80'-8" (eight stories) before minor setbacks on W. 26th Street and 10th Avenue, and rise to a maximum building height of 261'-4" (27 stories), and up to 301'-4" with bulkhead. The northern portion of the new Elliott-Chelsea 2 building would rise to a height of 101'-0" (10 stories) along 10th Avenue and W. 27th Drive.

The new Elliott-Chelsea 7 building would be located in the easternmost portion of Block 724 and would be built out to the lot lines along W. 27th Drive and W. 26th Street with residential and community facility spaces. The new Elliott-Chelsea 7 building would have residential and neighborhood community center entrances on the northern elevation fronting W. 27th Drive and a neighborhood community center entrance on W. 26th Street. The southern portion of the building along W. 26th Street would rise 80'-8" (eight stories); the northern portion of the building would rise 138'-4" (14 stories); and the eastern portion of the building would rise to a maximum height of 326'-8" (34 stories), and up to 366'-8" with bulkhead.

On Block 723, the new Elliott-Chelsea 4 building would be built out to the lot lines along W. 25th and W. 26th Streets and 10th Avenue with residential, commercial, and community facility spaces. The building would have a residential entrance on W. 25th Street, retail entrances along the commercial corridor of 10th Avenue, and a neighborhood community center entrance on W. 26th Street. The new Elliott-Chelsea 4 building would rise to base heights of 80'-8" (eight stories) along W. 26th Street and 10th Avenue and 101'-0" (10 stories) along W. 25th Street, before setting back and rising to a maximum building height of 345'-4" (36 stories), and up to 385'-4" with bulkhead. The new Elliott-Chelsea 5 building would be comprised of residential and community facility spaces. It would be built out to the lot lines along W. 25th and W. 26th Streets, with a neighborhood community center entrance on W. 25th Street and a residential entrance on W. 26th Street. The new Elliott-Chelsea 5 building would rise to 101'-0" (10 stories) on W. 25th Street and 62'-0" (ten stories) on W. 26th Street, before setting back and rising to a maximum building height of 272'-4" (28 stories), and up to 312'-4" with bulkhead.

The new Elliott-Chelsea 6 building on Block 723 would be built out to the lot line along W. 25th Street, and extend in the midblock north towards W. 26th Street with residential and community facility spaces. The new Elliott-Chelsea 6 building would contain residential and neighborhood community center entrances along W. 25th Street. It would rise 99'-4" (10 stories) along W. 25th Street, and the portion extending midblock north would rise to a maximum height of 306'-4" (32

stories), and up to 346'-4" with bulkhead. The new Elliott-Chelsea 3 building would be comprised of residential and community facility spaces. It would be built out to the lot lines along W. 25th and W. 26th Streets, with neighborhood community center and residential entrances on W. 26th Street and a medical office entrance on W. 25th Street. The new Elliott-Chelsea 3 building would rise to 103'-8" (10 stories) on W. 25th Street and 55'-4" (five stories) along W. 26th Street; the central tower would rise to a maximum building height of 217'-4" (22 stories), and up to 257'-4" with bulkhead, in the easternmost portion of the property.

Open Space and Natural Resources

As discussed in **Chapter 05.04**, the Preferred Alternative would include the development of approximately 5.213 acres of private accessory open space in the Project Sites, of which 2.374 acres would be located at the Fulton Houses Project Site and 2.839 acres would be located at the Elliott-Chelsea Houses Project Site. Although there would be a reduction in total accessory open space in the Preferred Alternative as compared to the No-Action Alternative, the 5.213 acres of accessory open space in the Preferred Alternative would be relocated and improved with amenities. As illustrated in **Figures 05.04-7a** and **05.04-7b** in **Chapter 05.04**, the accessory open space on the Project Sites would be relocated in building courtyards and in the area between buildings. The new open spaces would be improved with amenities such as lighting and landscaping, enhancing the pedestrian experience on adjacent sidewalks.

In the Preferred Alternative, the new open space on the Fulton Houses Project Site would create a continuous link of open space areas running from Block 717, Lot 19 to Block 714, Lot 31 as well as provide additional open space in the courtyard of each building. The Preferred Alternative would facilitate the development of approximately 0.610 acres of active open space and approximately 1.764 acres of passive open space at the Fulton Houses Project Site. Although the open space design is still evolving and specific features are subject to change and therefore should be considered illustrative, it is expected that the Preferred Alternative would likely include a basketball court, three play areas, a dog walk, landscaping, shaded lounge areas, seating, and walkways.

The Preferred Alternative would facilitate the development of approximately 0.540 acres of active open space and approximately 2.298 acres of passive open space on the Elliott-Chelsea Houses Project Site, primarily comprised of building courtyards. The Elliott-Chelsea Houses Project Site would likely offer five play areas, two dog walks, landscaping, community gardens, shaded lounge areas, seating, and walkways. The Elliott-Chelsea Houses Project Site open space design, similar to the Fulton Houses Project Site, is also illustrative and subject to change.

Visual Resources

The Preferred Alternative would result in the demolition of the S/NR-eligible Elliott-Chelsea Houses. As detailed in **Chapter 05.06**, this would result in an adverse historic resources impact. As discussed above, the Elliott-Chelsea Houses are a notable visual resource in the secondary study area, but as detailed in **Chapter 05.18, "Neighborhood Character,"** they are not a defining feature of the neighborhood. As discussed further therein, the Project Sites are one of many components in the area's heterogeneous composite, but they do not constitute a major element of

the area's overall character, i.e., they do not typify a characteristic that helps define the neighborhood's identity and gives the area its "personality." They are outliers relative to the predominant character of the area, due to their towers-in-a-park configuration in contrast to the area's more prevalent "traditional built form." As shown in **Figure 05.07-1b**, except for the Project Sites and Penn South, most buildings in the secondary study area are built out to the lot lines, creating largely uniform street walls with active streetscapes. These buildings range in age from historic 19th century residential and commercial buildings to recently developed 21st century structures, illustrating the established and prevalent built condition of the majority of the neighborhood. In contrast, the towers-in-the-park design of the Project Sites, a novel concept during their mid-20th century construction, is now generally discredited as an unsuccessful type of urban design, and the manner in which the Project Sites were constructed have led to their current state of decay, necessitating the Proposed Project (refer to **Chapter 01.0, "Purpose and Need for the Proposed Project"**). Moreover, as detailed above, absent the Proposed Project (in the No-Action Alternative), the continued deterioration of the Elliott-Chelsea Houses Project Site would likely diminish many of the attributes that qualify it for listing on the S/NR and make it a notable visual resource in the primary and secondary study areas. Therefore, the demolition of this important, but not iconic or neighborhood-defining, visual resource in the Preferred Alternative, and its replacement with new buildings housing similar uses, would not result in a significant adverse visual resources impact beyond the likely deterioration expected in the No-Action Alternative.

The Preferred Alternative would also result in the removal of the tile mosaic on the ground-level of the Chelsea Houses which, as detailed above, is a notable visual resource in the area, but not historic or iconic. The mosaic was not included as a contributing feature of the S/NR-eligible Chelsea-Elliott Houses in SHPO's Eligibility Evaluation for the site, and as it is less than 30 years old, is not considered historic in its own right. Moreover, the mural is not widely considered an iconic work of art or associated with a significant historical event, nor is it a defining feature of the surrounding neighborhood, and as such, its removal would not constitute an adverse visual resources impact.

The Preferred Alternative would be located within the existing property lines of the Project Sites and would not encroach into public sidewalks or privately-owned adjacent properties. However, it would obstruct public views of Phlegm's mural at 438 W. 17th Street, a notable piece of artwork that is considered a visual resource in the study area. Under this alternative, the new Fulton 4 building would be built out to the lot line, eliminating public views of the mural from the adjacent sidewalk and street. The mural would still be visible in the interior courtyard of the new Fulton 4 building, but this would be a private courtyard for building tenants, with no public access. This change would be substantial but would not be considered a significant adverse impact as the mural is not particularly large or visually prominent. As detailed above, the affected mural is not widely considered an iconic work of art or associated with a significant historical event, nor is it a defining feature of the surrounding neighborhood.

Secondary Study Area

The Preferred Alternative is site-specific, and as such, no changes to buildings, streets, open spaces, natural resources, or visual resources would occur in the secondary study area as a result of the Preferred Alternative. All changes noted above in the No-Action Alternative would be

expected to occur in the secondary study area regardless of implementation of the Preferred Alternative.

The Preferred Alternative would facilitate development that is not currently permitted as-of-right on the Project Sites, creating a notable change in the urban design character of the sites. Compared to the No-Action Alternative, the visual appearance, and thus the pedestrian experience of the Project Sites, would change considerably. However, this change would not constitute a significant adverse urban design impact because, rather, it is expected to improve the urban design conditions of the Project Sites through the development of buildings oriented towards the streets with active ground-floor uses, which would enhance the pedestrian experience within and surrounding the Project Sites as compared to the No-Action Alternative.

The Preferred Alternative would include new uses to satisfy neighborhood needs of additional community center space, day care space, medical office space, retail space, and supermarket space. The introduction of retail and supermarket space along 9th and 10th Avenues would reactivate these frontages of the Project Sites, improving the pedestrian experience of these existing commercial corridors in a manner and use consistent with most secondary study area avenue block frontages. The Preferred Alternative would be in keeping with the mix of retail, supermarket, and other commercial uses that already exist along the east side of 9th Avenue and west side of 10th Avenue in the vicinity of the Project Sites. The new buildings of the Project Sites would be built out to the lot lines, creating cohesive street walls that mimic the established built form of the surrounding secondary study area and, in turn, eliminate the "towers in a park" form of the existing Project Sites, which, in the case of the Elliott-Chelsea Houses Project Site, are not orientated towards the street. The Preferred Alternative would also introduce new concrete sidewalks, lighting, and street trees along the frontages of the Project Sites, further enhancing the pedestrian experience in the vicinity of the area.

Although many of the new buildings on the Project Sites would be taller and denser than the existing buildings on the sites, this change would not be significant or adverse to a pedestrian. The maximum building height on the Fulton Houses Project Site would increase by 113'-6", from 232'-0" to 345'-6" (up to 385'-6" with bulkhead). The maximum building height on the Elliott-Chelsea Houses Project Site would increase by 201'-6", from 187'-0" to 388'-6" (up to 428'-6" with bulkhead). Moreover, the built density of the Project Sites would increase as the existing sites are substantially underbuilt relative to the currently permitted maximum residential density. As a result of the Proposed Project, the overall built FAR of the Project Sites would increase by approximately 5.0 FAR, from approximately 3.5 FAR to approximately 8.5 FAR. However, the surrounding secondary study area is already a dense urban environment with a plethora of currently standing high-density, high-rise structures, as well as a number of high-rise towers slated for completion under the No-Action Alternative. Examples include the 17- to 19-story (up to 208-foot-tall) London Terrace Apartments (10.4 FAR) at 405 West 23rd Street and the 26- to 36-story (up to 400-foot tall) One High Line (9.74 FAR) at 500 West 18th Street. Additionally, as detailed above, 26- and 36-story mixed-use residential, retail, and hotel towers are planned for 76 11th Avenue, and a 25-story apartment complex with a gym/health club is under construction for 555 W. 22nd Street. Additionally, the expansion of the Starrett-Lehigh and Terminal Warehouse at 601 W. 26th Street with a seven- to 19-story commercial, community facility, and industrial use building once completed is slated for completion in the 2041 No-Action Alternative. Thus, the buildings facilitated by the Preferred Alternative would be compatible with the existing and emerging

character of the surrounding secondary study area, with its range of low, mid, and high-rise buildings. Accordingly, based on the assessment provided above, the Preferred Alternative would not result in significant adverse urban design impacts.

Although the new buildings constructed under the Preferred Alternative may partially obstruct distant viewsheds of surrounding visual resources (due to their positions on the properties with buildings constructed out to the lot lines) these changes would not be significant adverse impacts, because the closer and more proximate views of all these resources would continue to exist on public streets and sidewalks. For example, views of Chelsea Park to the north of the Elliott-Chelsea Houses Project Site would still be visible from the adjacent public sidewalks along Tenth Avenue and W. 27th Drive, and views of the High Line to the west would continue to be visible on sidewalks along Tenth Avenue adjacent to the Elliott-Chelsea Houses Project Site. Additionally, as discussed in **Chapter 05.06**, the Preferred Alternative would not significantly alter the context or setting of any historic architectural resources in the secondary study area as compared to the No-Action Alternative. It would result in the construction of 15 new buildings ranging between 12- to 39-stories, which would be built out to the lot lines of the Project Sites, creating uniform street walls as compared to the No-Action Alternative. The proposed new buildings on the Project Sites would be visible in the background of a number of surrounding historic districts and landmarks; however, the Preferred Alternative would not substantially change the visual setting of any historic resources in the secondary study area so as to affect those characteristics that make them eligible for listing on the S/NR or designation as a NYCL because the secondary study area is a dense urban environment with a plethora of existing mid- and high-rise buildings that currently form the backdrop for these historic architectural resources, and such dense environment would not be substantially altered by the Preferred Alternative.

Alternative 3 – Non-Rezoning Alternative and Alternative 7 – COY Alternative

The Non-Rezoning Alternative and COY Alternative would not require changes to the Zoning Map via ULURP to modify bulk or height of the proposed buildings. As detailed in DEP-00-2, it is necessary to determine whether a proposed project would be consistent with the predominant character of the existing built landscape. As detailed in the *CTM*, there is generally no need to conduct an urban design analysis if a proposed project would be constructed within existing zoning envelopes, as it would not result in physical changes beyond the bulk and form permitted "as-of-right." As the Non-Rezoning Alternative and COY Alternative would comply with the bulk regulations of zoning, and would therefore be consistent with the predominant character of the existing built landscape of the area, an analysis of the Non-Rezoning Alternative and COY Alternative is not warranted. The Non-Rezoning Alternative and COY Alternative would not have the potential to result in significant adverse urban design and visual resources impacts.

As noted in **Chapters 01.0** and **05.01,** the potential for a Mayoral Zoning Override (MZO) to address, for example, non-compliant interim conditions on the Project Sites, is indicated as a potential required approval. However, at this time, no determination has been made regarding the necessity for an MZO and no specific MZO request has been made.

Alternative 4 – Midblock Bulk Alternative

Primary Study Areas (Project Sites)

As detailed in **Chapter 02.0**, in the Midblock Bulk Alternative, NYCHA and the PACT Partner would seek certain discretionary land use approvals from the City of New York to facilitate development of the Proposed Project. Under the Midblock Bulk Alternative, there would be a staged demolition and replacement of all existing buildings on the two Project Sites. Existing residential and community facility spaces would be replaced, and additional development would occur on both Project Sites, including new mixed-income buildings with ground-floor commercial and community facility use, and accessory open spaces for residents. As detailed below, the Midblock Bulk Alternative would not result in significant adverse urban design impacts in the primary study areas.

Streets

No changes to the existing street patterns or block forms would occur under the Midblock Bulk Alternative. There would be improvements to the streetscapes of the Project Sites, including, but not limited to, new concrete sidewalks and newly planted street trees along all frontages. As detailed further below, the Midblock Bulk Alternative would also activate the ground floors of the Project Sites, with commercial, community facility, and residential uses oriented towards the sidewalk and new exterior lighting, creating uniform street walls similar to the built form of the surrounding secondary study area and enhancing the pedestrian experience in the vicinity of the Project Sites.

Buildings

The Midblock Bulk Alternative would result in the demolition of all 22 buildings currently on the Project Sites and the development of 16 new buildings ranging from 12 to 39 stories (145'-5" to 428'-6" tall, inclusive of bulkheads). The Project Sites would have a total FAR of 8.5. The newly constructed buildings on each of the Project Sites would be built out to the lot lines, creating cohesive street walls with active uses oriented towards the sidewalk that are a better reflection of the predominant existing built form of the secondary study area. This style would be more contextually appropriate than the tower-in-the-park-style buildings, currently only found on the Project Sites and within Penn South. In comparison to the Preferred Alternative and Non-Rezoning Alternative, the Midblock Bulk Alternative would focus taller buildings and density towards the midblock areas of the east-west streets in the Fulton Houses Project Site, with shorter, less dense buildings located along Ninth Avenue. **Figures 02.0-3a** and **02.0-3b** in **Chapter 02.0** illustrate the location of the proposed buildings in the Midblock Bulk Alternative on each of the Project Sites. **Figures 05.07-5a** and **05.07-5b** provide illustrative comparisons of the pedestrian views in proximity to the Project Sites in the No-Action and Midblock Bulk Alternatives.

Fulton Houses Project Site

The Midblock Bulk Alternative would result in the demolition of the existing buildings of the Fulton Houses Project Site and the construction of eight new buildings on the site. On Block 717,

Illustrative Comparisons between Alternatives: Looking south along 9th Avenue at the Fulton Houses Project Site

No-Action Alternative

Midblock Bulk Alternative

**Renderings are courtesy of ILA and are for illustrative purposes only. Maximum building heights are labeled unless otherwise noted. Except where shown, bulkheads (up to 40 feet in height) would be setback from the street above these maximum building heights, and not visible in these viewsheds.*

Illustrative Comparisons between Alternatives: Looking north along 9th Avenue at the Fulton Houses Project Site

No-Action Alternative

Midblock Bulk Alternative

**Renderings are courtesy of ILA and are for illustrative purposes only. Maximum building heights are labeled unless otherwise noted. Except where shown, bulkheads (up to 40 feet in height) would be setback from the street above these maximum building heights, and not visible in these viewsheds.*

the new Fulton 1 building would be built as-of-right out to the lot lines along W. 19th Street and 9th Avenue with residential, commercial, and community facility spaces. The new Fulton 1 building would rise to a base height of 85'-8" (eight stories) on W. 19th Street and 84'-8" (eight stories) on 9th Avenue before rising to a maximum building height of 105'-5" (12 stories), and up to 145'-5" with bulkhead. The neighborhood center entrance would be located on 9th Avenue, and the residential entrance would be located on W. 19th Street. The existing curb cut on the midblock north side of W. 19th Street would be removed.

On Block 716, the new Fulton 2 building would be built out to the lot lines along W. 18th and W. 19th Streets and 9th Avenue with residential and commercial spaces. It would rise to a base height of 119'-8" (12 stories) on all street elevations before rising to a maximum building height of 243'-8" (25 stories), and up to 283'-8" with bulkhead. The commercial entrance would be located on 9th Avenue, and the residential entrance would be located on W. 18th Street. The new Fulton 2 building would be immediately adjacent to the new Fulton 8 building on the W. 19th Street frontage of Block 716, but separated by the vehicular entrance to a 96-space underground vehicular parking garage on W. 18th Street. The garage would require a new curb cut on the north side of W. 18th Street, and would be topped with green space. To the west would be the new Fulton 8 building, which would be comprised of residential and community facility spaces. It would be built out to the lot lines on W. 18th and W. 19th Streets and would rise to 90'-0" (nine stories) on W. 18th Street and 119'-8" (12 stories) on W. 19th Street, before setbacks on both elevations, rising to a maximum building height of 261'-3" (27 stories), and up to 301'-3" with bulkhead. The daycare and residential entrances of the new Fulton 8 building would be located on W. 19th Street. The westernmost portion of the Project Site on Block 716 would be green space.

On Block 715, the new Fulton 4 building would be built out to the lot lines along W. 17th and W. 18th Streets and 9th Avenue, and would be comprised of residential and commercial spaces. It would rise to a base height of 118'-0" (12 stories) on all street elevations before rising to a maximum building height of 241'-0" (25 stories), and up to 281'0" with bulkhead. The residential entrance would be on W. 17th Street, and retail entrances would be on 9th Avene and W. 18th Street. The new Fulton 4 building would be adjacent to the new Fulton 7 building along W. 17th Street, but the buildings would be separated by open space along W. 18th Street. The new Fulton 7 building would be built out to the lot lines on W. 17th and W. 18th Streets and would rise to 118'-0" (12 stories) on W. 17th Street and 91'-8" (nine stories) on W. 18th Street before setbacks on both elevations, rising to a maximum building height of 269'-0" (28 stories), and up to 309'-0" with bulkhead. It would be comprised of residential and community facility spaces, with a residential entrance on W. 17th Street and medical office and neighborhood center entrances on W. 18th Street.

The new Fulton 7 and 9 buildings on Block 715 would be separated by open space accessible via W. 17th and W. 18th Streets. The new Fulton 9 building would be built out to the lot lines along W. 17th and W. 18th Streets, and would be comprised of residential and community facility spaces. It would rise to a height of 88'-4" along W. 18th Street (nine stories) and 108'-8" (11 stories) along W. 17th Street, before rising to a maximum building height of 203'-7" (21 stories), and up to 243'-7" with bulkhead. The residential entrance would be located on W. 18th Street, and neighborhood center entrances would be located on both W. 17th and W. 18th Streets. The new Fulton 3 building would be located immediately west of the new Fulton 9 building, fronting W. 17th Street, and

would rise to a maximum building height of 359'-11" (37 stories), and up to 399'-11" with bulkhead. It would be comprised of residential space, with an entrance on W. 17th Street.

On Block 714, the new Fulton 5 building would be built out to the lot lines along W. 16th and W. 17th Streets and 9th Avenue, and would be comprised of residential and commercial spaces. The westernmost portion of the new Fulton 5 building fronting W. 17th Street would rise to a height of 90'-0" (nine stories). An interior courtyard accessible via W. 17th Street would separate this portion of the building from that fronting 9th Avenue. This southern portion of the building would rise to a base height of 121'-4" (12 stories) along W. 16th Street and the eastern portions would rise to 121'-4" (12 stories) along W. 17th Street and 9th Avenue. A tower would then rise near the corner of W. 16th Street and 9th Avenue to a maximum building height of 244'-3" (25 stories), and up to 284'-3" with bulkhead. The residential entrance would be located on W. 16th Street, the neighborhood center entrance would be located on W. 17th Street, and the retail entrances would be located along 9th Avenue.

The new Fulton 5 and 6 buildings on Block 714 would be separated by through-block open space, which would front both W. 16th and W. 17th Streets. The new Fulton 6 building would be built out to the lot line on W. 17th Street, and would be comprised of residential and community facility spaces. The westernmost portion of the new Fulton 6 building would rise to 108'-8" (11 stories), and the easternmost portion of the building would rise to 222'-4" (23 stories), and up to 262'-4" with bulkhead. The residential and neighborhood center entrances of the new Fulton 6 building would be located along W. 17th Street.

Elliott-Chelsea Houses Project Site

Under the Midblock Bulk Alternative, the existing buildings on the Elliott-Chelsea Houses Project Site would be demolished and seven new buildings would be constructed on the Project Site. The plans for the new construction on the Elliott-Chelsea Houses Project Site under the Midblock Bulk Alternative would be identical to the Preferred Alternative, detailed above.

Open Space and Natural Resources

As discussed in **Chapter 05.04**, the Midblock Bulk Alternative would include the development of approximately 5.209 acres of private accessory open space in the Project Sites, of which 2.370 acres would be located at the Fulton Houses Project Site and 2.839 acres would be located at the Elliott-Chelsea Houses Project Site. Although there would be a reduction in total accessory open space in the Midblock Bulk Alternative as compared to the No-Action Alternative, the 5.209 acres of accessory open space in the Midblock Bulk Alternative would be relocated and improved with amenities. As illustrated in **Figures 05.04-8a** and **05.04-8b** in **Chapter 05.04**, the accessory open space on the Project Sites would be relocated in building courtyards and in the areas between buildings. The new open spaces would be improved with amenities such as lighting and landscaping, enhancing the pedestrian experience on adjacent sidewalks.

In the Midblock Bulk Alternative, the new open space on the Fulton Houses Project Site would create a continuous link of open space areas running from Block 717, Lot 19 to Block 714, Lot 31 as well as provide additional open space in the courtyard of each building. The Midblock Bulk Alternative would facilitate the development of approximately 0.654 acres of active open space

and approximately 1.716 acres of passive open space at the Fulton Houses Project Site. Although the open space design is still evolving, and specific features are subject to change and therefore should be considered illustrative, it is expected that Midblock Bulk Alternative would include a basketball court, three play areas, a dog walk, landscaping, shaded lounge areas, seating, and walkways.

The Midblock Bulk Alternative would facilitate the development of approximately 0.540 acres of active open space and approximately 2.298 acres of passive open space on the Elliott-Chelsea Houses Project Site, primarily comprised of building courtyards. The Elliott-Chelsea Houses Project Site would offer five play areas, two dog walks, landscaping, community gardens, shaded lounge areas, seating, and walkways. The Elliott-Chelsea Houses Project Site open space design, similar to the Fulton Houses Project Site, is also illustrative and subject to change.

Visual Resources

The Midblock Bulk Alternative would result in the demolition of the S/NR-eligible Elliott-Chelsea Houses. As detailed in **Chapter 05.06**, this would result in an adverse historic resources impact. As discussed above, the Elliott-Chelsea Houses are a notable visual resource in the secondary study area, but as detailed in **Chapter 05.18,** they are not a defining feature of the neighborhood. As discussed further therein, the Project Sites are one of many components in the area's heterogeneous composite, but they do not constitute a major element of the area's overall character, i.e., they do not typify a characteristic that helps define the neighborhood's identity and gives the area its "personality." They are outliers relative to the predominant character of the area, due to their towers-in-a-park configuration in contrast to the area's more prevalent "traditional built form." As shown in **Figure 05.07-1b**, except for the Project Sites and Penn South, most buildings in the secondary study area are built out to the lot lines, creating largely uniform street walls with active streetscapes. These buildings range in age from historic 19th century residential and commercial buildings to recently developed 21st century structures, illustrating the established and prevalent built condition of the majority of the neighborhood. In contrast, the towers-in-the-park design of the Project Sites, a novel concept during their mid-20th century construction, is now generally discredited as an unsuccessful type of urban design, and the manner in which the Project Sites were constructed have led to their current state of decay, necessitating the Proposed Project (refer to **Chapter 01.0**). Moreover, as detailed above, absent the Proposed Project (in the No-Action Alternative), the continued deterioration of the Elliott-Chelsea Houses Project Site would likely diminish many of the attributes that qualify it for listing on the S/NR and make it a notable visual resource in the primary and secondary study areas. Therefore, the demolition of this important, but not iconic or neighborhood-defining, visual resource and its replacement with new buildings housing similar uses in the Midblock Bulk Alternative would not result in a significant adverse visual resources impact beyond the likely deterioration expected in the No-Action Alternative.

The Midblock Bulk Alternative would also result in the removal of the tile mosaic on the ground-level of the Chelsea Houses which, as detailed above, is a notable visual resource in the area, but not historic or iconic. The mosaic was not included as a contributing feature of the S/NR-eligible Chelsea-Elliott Houses in SHPO's Eligibility Evaluation for the site, and as it is less than 30 years old, is not considered historic in its own right. Moreover, the mural is not widely considered an iconic work of art or associated with a significant historical event, nor is it a defining feature of

the surrounding neighborhood, and as such, its removal would not constitute an adverse visual resources impact.

The Midblock Bulk Alternative would be located within the existing property lines of the Project Sites and would not encroach into public sidewalks or privately-owned adjacent properties. However, it would obstruct public views of Phlegm's mural at 438 W. 17th Street, a notable piece of artwork that is considered a visual resource in the study area, as detailed further above. Under this alternative, the new Fulton 3 building would be built out to the lot line, eliminating public views of the mural from the adjacent sidewalk and street. The mural would still be visible in the interior courtyard of the new Fulton 3 building, but this would be a private courtyard for building tenants, with no public access. This change would be substantial but would not be considered a significant adverse impact as the mural is not particularly large or visually prominent. As detailed further above, the affected mural is not widely considered an iconic work of art or associated with a significant historical event, nor is it a defining feature of the surrounding neighborhood.

Secondary Study Area

The Midblock Bulk Alternative is site-specific, and as such, no changes to buildings, streets, open spaces, natural resources, or visual resources would occur in the secondary study area as a result. All changes noted above in the No-Action Alternative would be expected to occur in the secondary study area regardless of implementation of the Midblock Bulk Alternative.

The Midblock Bulk Alternative would facilitate development that is not currently permitted as-of-right on the Project Sites, creating a notable change in the urban design character of the sites. Compared to the No-Action Alternative, the visual appearance, and thus the pedestrian experience of the Project Sites, would change considerably. However, this change would not constitute a significant adverse urban design impact because, rather, it is expected to improve the urban design conditions of the Project Sites through the development of buildings oriented towards the streets with active ground-floor uses, which would enhance the pedestrian experience within and surrounding the Project Sites as compared to the No-Action Alternative.

The Midblock Bulk Alternative would include new uses to satisfy neighborhood needs of additional community center space, day care space, retail space, and supermarket space. The introduction of retail and supermarket space along 9th and 10th Avenues would reactivate these frontages of the Project Sites, improving the pedestrian experience of these existing commercial corridors in a manner and use consistent with most secondary study area avenue block frontages. The Midblock Bulk Alternative would be in keeping with the mix of retail, supermarket, and other commercial uses that already exist along the east side of 9th Avenue and west side of 10th Avenue in the vicinity of the Project Sites. The new buildings of the Project Sites would be built out to the lot lines, creating cohesive street walls that mimic the established built form of the surrounding secondary study area and, in turn, eliminate the "towers in a park" form of the existing Project Sites which, in the case of the Elliott-Chelsea Houses Project Site, are not orientated towards the street. Overall, the greater building heights and densities would be predominately located in the mid-blocks of the Fulton Houses Project Site in the Midblock Bulk Alternative, with smaller/medium-density buildings located along the 9th Avenue corridor than the Preferred Alternative. The Midblock Bulk Alternative would also introduce new concrete sidewalks,

lighting, and street trees along the frontages of the Project Sites, further enhancing the pedestrian experience in the vicinity of the area.

Although many of the new buildings on the Project Sites would be taller and denser than the existing buildings on the sites, this change would not be significant or adverse to a pedestrian. Compared to the No-Action Alternative, the maximum building height on the Fulton Houses Project Site would increase by 127'-11", from 232'-0" to 359'-11" (up to 399'-11" with bulkhead). Additionally, similar to the Preferred Alternative, the maximum building height on the Elliott-Chelsea Houses Project Site would increase by 201'-6", from 187'-0" to 388'-6" (up to 428'-6" with bulkhead) in the Midblock Bulk Alternative. Moreover, the built density of the Project Sites would increase as the existing sites are substantially underbuilt relative to the currently permitted maximum residential density. As a result of the Proposed Project, the overall built FAR of the Project Sites would increase by approximately 5.0 FAR, from approximately 3.5 FAR to approximately 8.5 FAR. However, the surrounding secondary study area is already a dense urban environment with a plethora of currently standing high-density, high-rise structures, as well as a number of high-rise towers slated for completion in the future No-Action Alternative. Examples include the 17- to 19-story (up to 208-foot-tall) London Terrace Apartments (10.4 FAR) at 405 West 23rd Street and the 26- to 36-story (up to 400-foot tall) One High Line (9.74 FAR) at 500 West 18th Street. Additionally, as detailed above, 26- and 36-story mixed-use residential, retail, and hotel towers are planned for 76 11th Avenue, and a 25-story apartment complex with a gym/health club is under construction for 555 W. 22nd Street. Additionally, the expansion of the Starrett-Lehigh and Terminal Warehouse at 601 W. 26th Street with a seven- to 19-story commercial, community facility, and industrial building once completed is slated for completion in the 2041 No-Action Alternative. Thus, the buildings facilitated by the Midblock Bulk Alternative would be compatible with the existing and emerging character of the surrounding secondary study area, with its range of low, mid, and high-rise buildings. Accordingly, based on the assessment provided above, the Midblock Bulk Alternative would not result in significant adverse urban design impacts.

Although the new buildings constructed under the Midblock Bulk Alternative may partially obstruct distant viewsheds of surrounding visual resources (due to their positions on the properties with buildings constructed out to the lot lines), these changes would not be significant adverse impacts because closer and more proximate views of all these resources would continue to exist on public streets and sidewalks. For example, views of Chelsea Park to the north of the Elliott-Chelsea Houses Project Site would still be visible from the adjacent public sidewalks along Tenth Avenue and W. 27th Drive, and views of the High Line to the west would continue to be visible on sidewalks along Tenth Avenue adjacent to the Elliott-Chelsea Houses Project Site. Additionally, as discussed in **Chapter 05.06**, the Midblock Bulk Alternative would not significantly alter the context or setting of any historic architectural resources in the secondary study area as compared to the No-Action Alternative. It would result in the construction of 16 new buildings ranging between 12- to 39-stories, which would be built out to the lot lines of the Project Sites, creating uniform street walls as compared to the No-Action Alternative. The proposed new buildings on the Project Sites would be visible in the background of a number of surrounding historic districts and landmarks; however, the Midblock Bulk Alternative would not substantially change the visual setting of any historic resources in the secondary study area so as to affect those characteristics that make them eligible for listing on the S/NR or designation as a NYCL. This is because the secondary study area is a dense urban environment with a plethora of existing mid-

and high-rise buildings that currently form the backdrop for these historic architectural resources, and such dense environment would not be substantially altered by the Midblock Bulk Alternative.