

West 108th Street WSFSSH Development

Chapter 2: Land Use, Zoning, and Public Policy

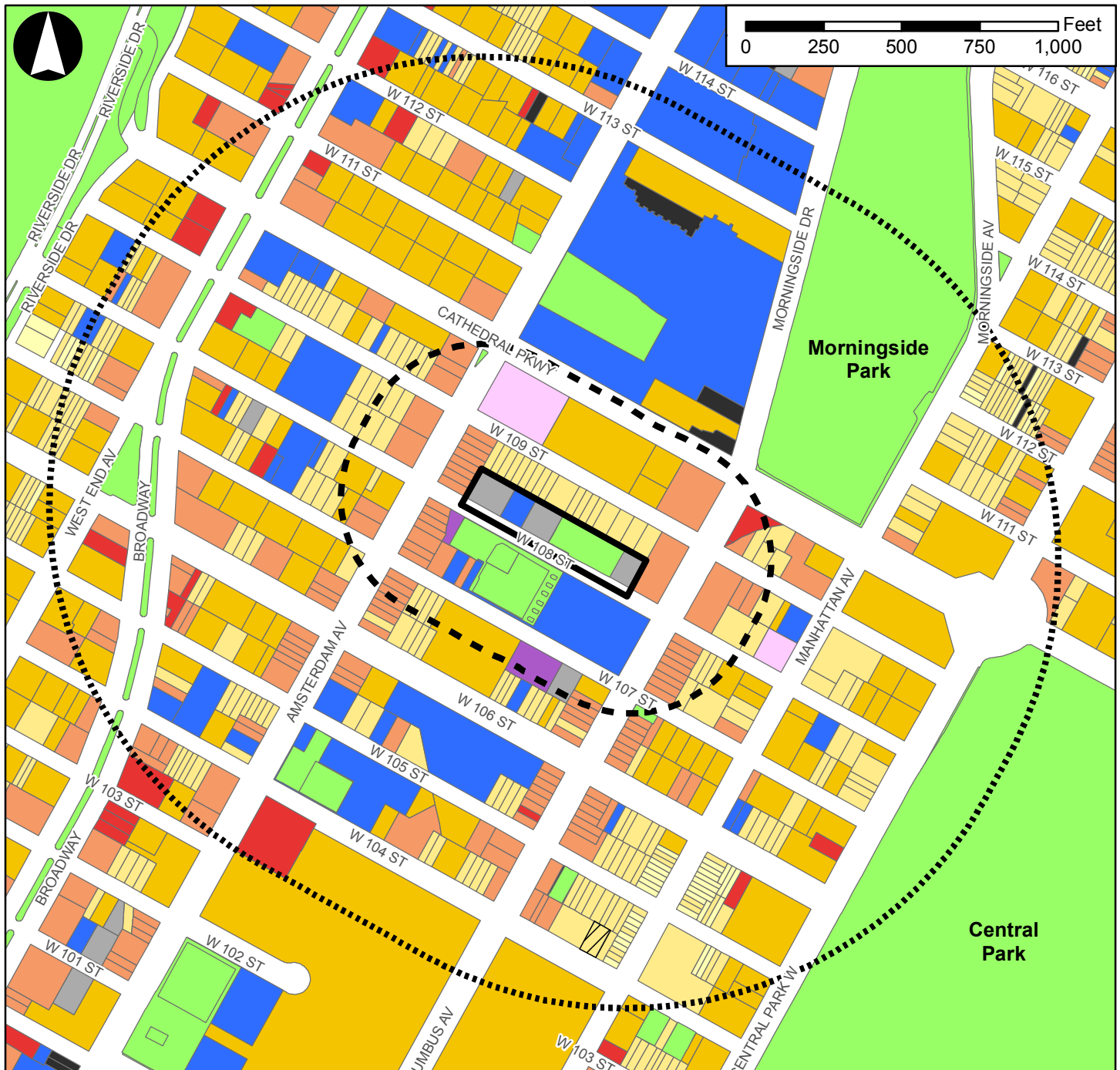
A. INTRODUCTION

According to the *City Environmental Quality Review (CEQR) Technical Manual* guidelines, a land use analysis evaluates the uses and development trends in the area that may be affected by a proposed action and determines whether that proposed action is compatible with those conditions or may affect them. Similarly, the analysis considers the proposed action's compliance with, and effect on, the area's zoning and other applicable public policies.

As detailed in Chapter 1, "Project Description," the City of New York – Department of Housing Preservation and Development (HPD) and the project sponsor, the West Side Federation for Senior and Supportive Housing (WSFSSH), as co-applicants, are seeking approval for several discretionary actions subject to City Planning Commission (CPC) approval (the "Proposed Actions") to facilitate the construction of two new buildings consisting of affordable housing and community facility uses on West 108th Street in the Manhattan Valley neighborhood of Manhattan Community District (CD) 7 (the "Development Site"). The Proposed Actions include designation of an Urban Development Action Area (UDAA), approval of an Urban Development Action Area Project (UDAAP), disposition of City-owned property, a zoning map amendment to change a portion of Manhattan Block 1863 (the rezoning area, a.k.a. "Project Area") from R8B to R8A, and a zoning text amendment to Appendix F of the New York City Zoning Resolution to map a Mandatory Inclusionary Housing (MIH) Area on the Project Area. The project sponsor may seek construction financing from HPD and other agencies at a later date.

The Proposed Actions would facilitate the development of an estimated combined ~~28177~~ affordable units, an approximately 31,000 gross square foot (gsf) transitional housing facility for older adults with 110 shelter beds, and approximately 6,400 gsf of community facility space in the Project Area (the "Proposed Project"). This proposed development would consist of two buildings, both of which would be fully operational by the end of 2025. Absent the Proposed Actions, the Development Site would remain unchanged from existing conditions, with a shelter on Lot 10 and three public parking garages.

Under CEQR guidelines, a land use assessment, which includes a basic description of existing and future land use and zoning, should be provided for all projects that would affect land use or would change the zoning on a site, regardless of the project's anticipated effects. The analysis presented below discusses existing and future conditions with and without the Proposed Actions for a primary study area (encompassing a 400-foot radius around the Project Area) and an approximately ¼-mile radius secondary study area (as shown in **Figure 2-1**).



Legend



Project Area



400-Foot Radius
(Primary Study Area)



1/4-Mile Radius
(Secondary Study Area)

Land Uses



One & Two Family Buildings



Multi-Family Walkup Buildings



Multi-Family Elevator Buildings



Mixed Commercial/Residential



Commercial/Office Buildings



Industrial/Manufacturing



Transportation/Utility



Public Facilities & Institutions



Open Space



Parking Facilities



Vacant Land

B. PRINCIPAL CONCLUSIONS

No significant adverse impacts on land use, zoning, or public policy are anticipated in the future with the Proposed Actions in the primary or secondary study areas in the 2025 analysis year. The Proposed Actions would provide much needed affordable housing (including supportive senior housing) and transitional housing for older adults and optimize the use of large underbuilt City-owned sites located in close proximity to public transportation. The Proposed Actions would not generate land uses that would be incompatible with existing land uses, zoning, or public policy in the secondary study area. Although the Proposed Actions include zoning map and text amendments, these changes would result in densities and building bulks that would be within the range of what is currently allowed in the secondary study area. The Proposed Actions would facilitate the development of underbuilt properties with buildings that would complement the established character of the surrounding area and improve the streetscape of West 108th Street. Additionally, the Proposed Actions would promote several public policies applicable to the primary and secondary study areas, as detailed below.

C. METHODOLOGY

Existing land uses were identified through a review of a combination of sources including field surveys, secondary sources, such as the New York City Department of City Planning's (DCP's) Primary Land Use Tax Lot Output (PLUTO) data files, as well as online Geographic Information System (GIS) databases, such as NYCMap and the New York City Open Accessible Space Information System (OASIS). New York City Zoning Maps and the Zoning Resolution (ZR) of the City of New York were consulted to describe existing zoning districts in the study areas and provided the basis for the zoning evaluation of the No-Action and With-Action scenarios. Relevant public policy documents were utilized to describe existing public policies pertaining to the study areas and served as the basis for the No-Action and With-Action discussions of public policy.

Land use, zoning, and public policy are addressed and analyzed for two geographical areas for the Proposed Actions: (1) the primary study area, encompassing a 400-foot radius around the Project Area; and (2) the secondary study area, which extends approximately ¼-mile from the boundary of the Project Area and encompasses areas that have the potential to experience indirect impacts as a result of the Proposed Actions. The primary study area is generally bounded by Cathedral Parkway to the north, lots fronting Columbus Avenue to the east, lots fronting West 107th Street to the south, and lots fronting Amsterdam Avenue to the west. The secondary study area is generally bounded by lots fronting West 113th Street to the north, Central Park to the east, West 103rd Street to the south, and midblock between Riverside Drive and West End Avenue to the west. Both study areas have been established in accordance with *CEQR Technical Manual* guidelines and can be seen in **Figure 2-1**.

D. EXISTING CONDITIONS

Land Use

400-Foot Primary Study Area

REZONING AREA/PROJECT AREA

The Project Area contains approximately 60,552 sf of lot area on the north side of West 108th Street, midblock between Amsterdam and Columbus avenues, occupying Block 1863, Lots 5, 10, 13, 17, and 26. Lots 5, 10, and 13 make up the site for proposed Building 1 (the “Western Development”), and Lot 26 is the site for proposed Building 2 (the “Eastern Development”). This portion of the Project Area is proposed for development by the project sponsor, and is currently occupied by three HPD-owned public parking garages with a combined total capacity of 675 spaces, as well as the approximately 18,730 sf project sponsor-owned five-story Valley Lodge shelter, which provides transitional housing for homeless older adults. Lot 17 – which is located between Lots 13 and 26 – is a “public park” for zoning purposes and not subject to zoning regulation. It is also not proposed for any redevelopment pursuant to the Proposed Actions.

Lot 5

151-159 West 108th Street is a 12,615-sf lot with 125 feet of frontage along West 108th Street. The lot contains a single, four-story, approximately 46,190-gsf public parking garage with 250 vehicular parking spaces. The garage is owned by HPD and operated by HRF Operating Corporation; the existing public parking garage is a grandfathered non-conforming use (i.e., public parking garages are not permitted as-of-right in R8B zoning districts).

Lot 10

149 West 108th Street is a 7,569-sf lot with 25 feet of frontage along West 108th Street. The lot contains a single, five-story, approximately 18,730-gsf building that houses the Valley Lodge shelter. In 1984, the CPC approved a Land Disposition Agreement (LDA)/Lease Agreement for the property, which enabled the project sponsor to develop transitional housing for homeless persons on the site. The shelter is still operated by the project sponsor and currently contains 92 beds for older homeless persons.

Lot 13

143 West 108th Street is a 10,092-sf lot with 100 feet of frontage along West 108th Street. The lot contains a single, five-story, approximately 45,000-gsf public parking garage with 300 vehicular parking spaces. The garage is owned by HPD and operated by E. & B. Operating Corporation; the existing public parking garage is a grandfathered non-conforming use (i.e., public parking garages are not permitted as-of-right in R8B zoning districts).

Lot 17

Lot 17 is a 22,707-sf lot that is occupied by the Anibal Aviles Playground. The playground includes trees, benches, playground equipment, and spray showers. The lot is under the jurisdiction of the New York City Department of Parks and Recreation (DPR) and, as such, is a “public park” for zoning purposes and not subject to zoning regulation.

Lot 26

103 West 108th Street is a 7,569-sf lot with 75 feet of frontage along West 108th Street. The lot contains a single, three-story, approximately 21,800-gsf public parking garage with 125 vehicular parking spaces. The garage is owned by HPD and operated by Ca-Li Automatic Transmission Corporation; the existing public parking garage is a grandfathered non-conforming use (i.e., public parking garages are not permitted as-of-right in R8B zoning districts).

REMAINDER OF 400-FOOT PRIMARY STUDY AREA

As shown in **Figure 2-1** and detailed in **Table 2-1**, buildings within the primary study area are predominately residential (approximately 45.9 percent of built area), mixed residential and commercial (approximately 32.1 percent of built area), and institutional (approximately 10.9 percent of built area). Residential buildings in the primary study area range from mid-rise (typically five- and six-story) multi-family walkups to high-rise multi-family elevator buildings. Examples of high-rise apartment towers within 400-feet of the Project Area include the 12- and 22-story Cathedral Parkway Towers at 141 West 109th Street, the 12-story residential tower at 412 Cathedral Parkway, the 15-story mixed-use building at 171 West 107th Street, the 17-story residential tower at 986 Amsterdam Avenue (a.k.a. 200 West 108th Street), and the ten-story mixed-use building at 965 Columbus Avenue (refer to Chapter 5, “Urban Design & Visual Resources” for more details). Additionally, a significant number of residential buildings with ground floor retail are located along Amsterdam and Columbus avenues, creating commercial pedestrian corridors along these avenues (refer to **Figure 2-1**).

TABLE 2-1**Existing Land Uses within the Primary Study Area**

Use ¹	Lot Area (sf)	Percent of Total Lot Area (%)	Built Area (sf)	Percent of Total Built Area (%)
Residential One & Two Family	0	0.0	0	0.0
Residential Multi-Family Walk-Up	133,773	17.8	484,196	17.7
Residential Multi-Family Elevator	137,495	18.2	772,097	28.2
Mixed Residential & Commercial	197,925	26.3	879,895	32.1
Commercial & Office	8,745	1.2	7,089	0.2
Industrial & Manufacturing	20,159	2.7	117,658	4.3
Transportation & Utility	39,993	5.3	31,876	1.1
Public Facilities & Institutions	91,513	12.1	298,518	10.9
Open Space & Recreation	85,745	11.4	0	0.0
Parking Facilities	37,845	5.0	150,490	5.5
Vacant	0	0.0	0	0.0
Totals	753,193	100.0	2,741,819	100.0

Note:

¹ Refer to **Figure 2-1**.

Sources: DCP’s 2016 PLUTO data; PHA Site Visits (January 2017).

Institutions/public facilities in the vicinity of the Project Area include the Booker T. Washington Middle School (M.S. 54) on Columbus Avenue between West 107th and West 108th streets; the Kingdom Hall of Jehovah’s Witnesses at 167 West 107th Street; and the Iglesia Pentecostal El Sinai at 163 West 107th Street (refer to **Figure 2-1**). Additionally, the Bloomingdale Family Head Start Program is located in the lower levels of the 15-story residential tower at 171 West 107th Street, and the Cathedral Parkway Towers Preschool is located in the lower levels of the 12-story residential tower at 125 West 109th Street.

Open space resources comprise approximately 12 percent of total lot area within the primary study area. As detailed above, the 0.52-acre Anibal Aviles Playground is located in the Project Area, and across the street is the 1.44-acre Booker T. Washington Playground. Additionally, as shown in **Figure 2-1**, the 2,143-sf Mobilization for Change Community Garden is located at 955 Columbus Avenue in the southeastern corner of the primary study area, and the 724-sf Minerva Bernardino Greenstreet is located on Amsterdam Avenue just south of Cathedral Parkway in the northwestern corner of the primary study area.

The primary study area also encompasses the approximately 31,875-sf Con Edison West 110th Street Power Substation on Amsterdam Avenue between West 109th Street and Cathedral Parkway; a single-story industrial/manufacturing building owned by Time Warner at 156 West 108th Street; a Manhattan Mini-Storage facility at 108 West 107th Street; and a four-story parking garage at 102 West 107th Street.

¼-Mile Secondary Study Area

The secondary study area is generally located in the Manhattan Valley neighborhood of the Upper West Side. As shown in **Figure 2-1** and detailed in **Table 2-2**, approximately 52.5 percent of built area within a ¼-mile of the Project Area is institutional. Institutions and public facilities to the west, south, and east of the Project Area tend to be smaller religious institutions, supportive housing facilities, treatment centers and other social service organizations, mid-sized post offices, and public schools. Institutions and public facilities to the north of the Project Area are larger, comprising entire blocks and “superblocks,” including the Cathedral of Saint John the Divine and its surrounding buildings at 1021 Amsterdam Avenue, and Mount Sinai – St. Luke’s Hospital at 1101 Amsterdam Avenue. Additionally, there are several smaller institutional buildings to the northwest and west of the Project Area, which are associated with Columbia University’s Morningside Heights campus located just north of the secondary study area.

TABLE 2-2
Existing Land Uses within the Secondary Study Area

Use¹	Lot Area (sf)	Percent of Total Lot Area (%)	Built Area (sf)	Percent of Total Built Area (%)
Residential One & Two Family	48,911	1.1	115,957	0.4
Residential Multi-Family Walk-Up	658,151	14.7	2,397,113	8.1
Residential Multi-Family Elevator	1,412,218	31.6	7,951,679	26.9
Mixed Residential & Commercial	494,618	11.1	3,059,562	10.4
Commercial & Office	126,209	2.8	464,423	1.6
Industrial & Manufacturing	0	0.0	0	0.0
Transportation & Utility	10,092	0.2	0	0.0
Public Facilities & Institutions	951,353	21.2	15,490,013	52.5
Open Space & Recreation	725,984	16.2	0	0.0
Parking Facilities	8,530	0.2	19,550	0.1
Vacant	39,308	0.9	0	0.0
Totals	4,475,374	100.0	29,498,297	100.0

Note:

¹ Refer to **Figure 2-1**. The secondary study area encompasses all lots within a quarter-mile of the Project Area, excluding those in the 400-foot primary study area detailed above in **Table 2-1**.

Sources: DCP’s 2016 PLUTO data; PHA Site Visits (January 2017).

As detailed in **Table 2-2** and shown in **Figure 2-1**, the remainder of the secondary study area is predominately residential (approximately 35.4 percent of built area) and mixed commercial and residential (approximately 10.4 percent of built area). Commercial uses, including ground floor retail space in mixed-use buildings, are generally located along the north-south avenues in the study area. These

commercial pedestrian corridors typically extend beyond the secondary study area. Residential buildings in the secondary study area range from mid-rise (typically five- and six-story) multi-family walkups to high-rise multi-family elevator buildings. Four of the 16 New York City Housing Authority (NYCHA) Douglass I and Douglass II buildings are located on superblocks in the southernmost portion of the secondary study area.

Approximately 16.2 percent of lot area in the secondary study area is open space, including portions of the 30-acre Morningside Park, 840-acre Central Park, and 5.6-acre Broadway Malls. Smaller open space resources in the secondary study area include Straus Park at West End Avenue, Broadway, and West 106th Street; community gardens, such as the West 111th Street People's Garden on Amsterdam Avenue and La Perle Community Garden on West 105th Street; and school playgrounds, such as the P.S./M.S. 165 playground on West 109th Street and the Bloomingdale Playground at West 104th Street and Amsterdam Avenue.

Zoning

As detailed in **Table 2-3** below, the primary and secondary study areas encompass a variety of residential and commercial districts. Additionally, as shown in **Figure 2-2**, commercial overlays are located along the majority of the north-south avenues in the primary and secondary study areas, and Special Enhanced Commercial Districts are located along Amsterdam Avenue and Broadway.

Multiple blocks in the primary and secondary study areas were rezoned in September 2007 as a result of the Upper West Side Rezoning (#C070427ZMM), which was enacted to promote development consistent with the established scale and character of the neighborhood through contextual zoning districts. Subsequently, in May 2014 a portion of the blocks bounded by West 105th Street, Amsterdam Avenue, West 106th Street, and Columbus Avenue were rezoned from an R7-2 district to R8A and R8B districts as a result of the West 106th Street Rezoning (#C130208ZMM).

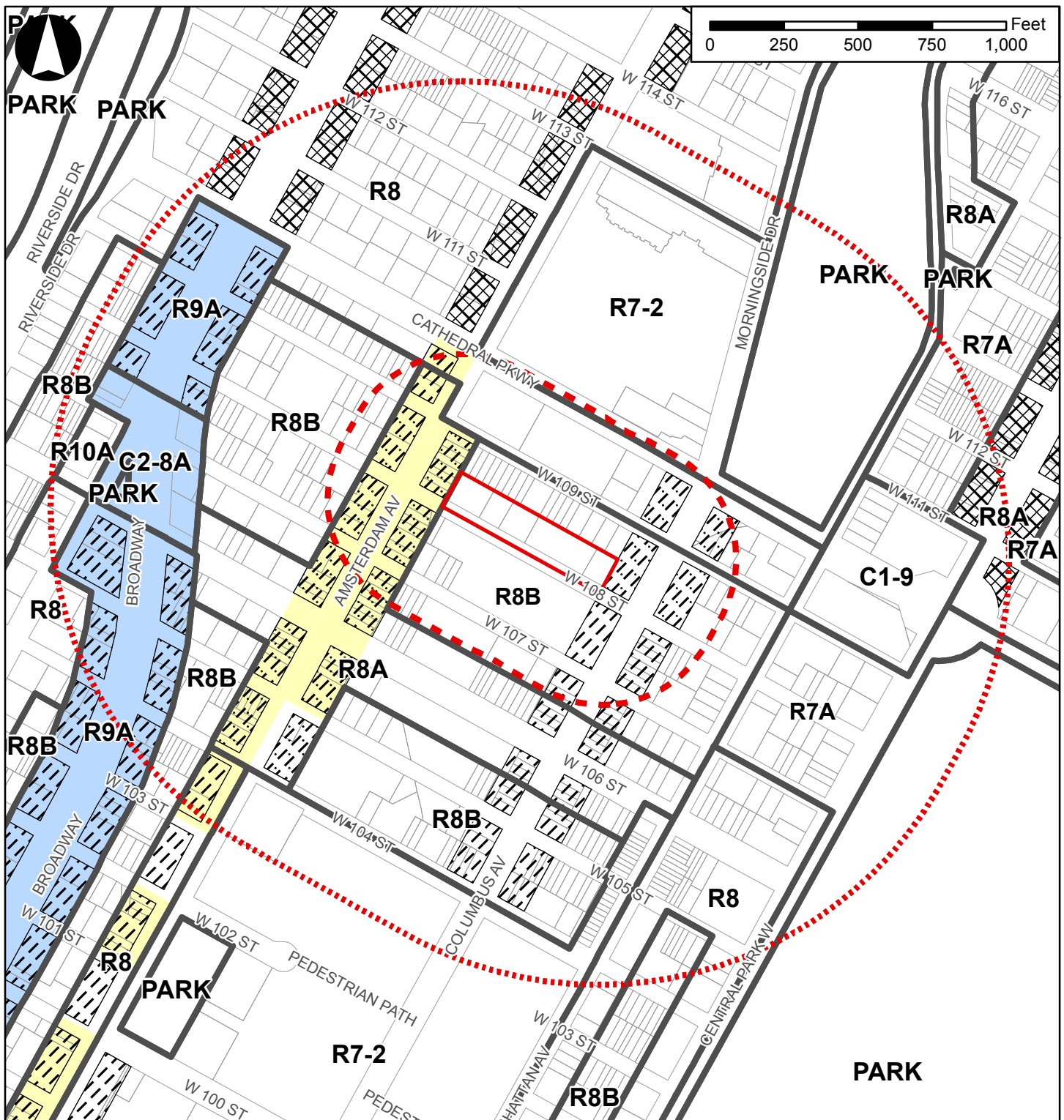
400-Foot Primary Study Area

REZONING AREA/PROJECT AREA

R8B District

The Project Area is located in an R8B zoning district (refer to **Figure 2-2**). R8B districts are high density contextual residential districts with mandatory Quality Housing bulk regulations, ensuring new buildings are compatible with existing buildings. R8B districts permit Use Groups 1-4 and have a maximum floor area ratio (FAR) of 4.0, encouraging mid-size apartment buildings that fit in well with rows of existing townhouses. The base height of a new building in a R8B district is 55 to 60 feet before setback, and the maximum permitted building height is 75 feet. Many buildings in R8B districts are set back from the street with stoops in shallow front yards; off-street parking is not allowed in front of a building and any open area between the streetwall, and the streetline must be planted. In Designated Transit Zones, parking is required for 50 percent of market-rate units in R8B districts, except within the Manhattan Core (which comprises blocks south of West 110th Street to the west of Central Park, including the entirety of the primary study area), where no parking is required. As noted above, the existing parking garages that occupy Lots 5, 13, and 26 of the Project Area are not as-of-right permitted uses pursuant to the existing R8B zoning district.

Additionally, as detailed above, the Anibal Aviles Playground on Lot 17 in the Project Area is under the jurisdiction of DPR and, as such, is a "public park" for zoning purposes and not subject to zoning regulation.



Legend










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|---|---|--|
|  Project Area |  R8A Existing Zoning District |  C1-4 Overlay |
|  400-Foot Radius
(Primary Study Area) |  Special District: EC-2 |  C1-5 Overlay |
|  1/4-Mile Radius
(Secondary Study Area) |  Special District: EC-3 |  C2-5 Overlay |

TABLE 2-3
Zoning Districts within the Primary and Secondary Study Areas

District ¹	Type	Permitted Use Groups	Maximum FAR ²
R7A	Medium-Density Contextual Apartment House District	1-4	R: 4.0 (4.6 with MIH) CF: 4.0
R7-2	Medium-Density Apartment House District	1-4	R: 4.0 (4.6 with MIH) CF: 6.5
R8	High-Density General Residential District	1-4	R: 6.02 CF: 6.5
R8A	High-Density Contextual Residential District	1-4	R: 6.02 (7.2 with MIH) CF: 6.5
R8B	High-Density Contextual Residential District	1-4	R: 4.0 CF: 4.0
R9A	High-Density Contextual Residential District	1-4	R: 7.52 (8.0 with MIH) CF: 7.5
R10A	High-Density Contextual Residential District	1-4	R: 10.0 (12.0 with MIH) CF: 10.0
C1-4 Overlay	Local Retail Commercial Overlay	1-6	R & CF: Same as underlying R district C: 2.0
C1-5 Overlay	Local Retail Commercial Overlay	1-6	R & CF: Same as underlying R district C: 2.0
C2-5 Overlay	Local Service Commercial Overlay	1-9, 14	R & CF: Same as underlying R district C: 2.0
C1-9	Local Retail Commercial District	1-6	R: 10.0 (12.0 with MIH) CF: 10.0 C: 2.0
C2-8A	Local Service Commercial District	1-9, 14	R: 10.0 (12.0 with MIH) CF: 10.0 C: 2.0

Notes:

¹ Refer to **Figure 2-2**.

² R = residential; C = commercial; CF = community facility; M = manufacturing

Source: New York City Zoning Resolution.

REMAINDER OF 400-FOOT PRIMARY STUDY AREA

R8 District

The blocks in the northern section of the primary study area are located in an R8 zoning district (refer to **Figure 2-2**). R8 districts are high-density general residential districts, and new buildings may be developed under either Height Factor or Quality Housing regulations.

Height Factor: The FAR for Height Factor development in R8 districts ranges from 0.94 to 6.02, and the open space ratio (OSR) ranges from 5.9 to 11.9. There are no absolute height limits; a building must be set within a sky exposure plane, which begins at a height of 85 feet above the streetline, and then slopes inward over the zoning lot. While off-street parking is typically required for 40 percent of market-rate units in Designated Transit Zones, as the entirety of the primary study area is located within the Manhattan Core, no accessory parking is required.

Quality Housing: The optional Quality Housing regulations in R8 districts utilize height limits to produce lower, high lot coverage buildings set at or near the streetline, producing new buildings in

keeping with established neighborhoods. The maximum FAR for Quality Housing developments in R8 districts is 6.02, and the base height is 60 to 80 feet before setback, with a maximum building height of 105 feet. The area between a building's streetwall and the streetline must be planted. While off-street parking is typically required for 40 percent of market-rate units in Designated Transit Zones, as the entirety of the primary study area is located within the Manhattan Core, no accessory parking is required.

R8A District

Most lots fronting Amsterdam Avenue in the primary study area are located within an R8A zoning district (refer to **Figure 2-2**). R8A districts are high-density contextual residential districts with mandatory Quality Housing bulk regulations, ensuring new buildings are compatible with existing buildings. R8A districts typically result in high lot coverage ten- to 12-story apartment buildings set at or near the streetline. The maximum residential FAR in R8A districts is 6.02, which can be increased to 7.2 when utilizing the MIH Program. R8A districts require a base height of 60 to 85 feet before setback and permit a maximum building height of 120 feet. The area between a building's streetwall and the streetline must be planted, and off-street parking is not allowed in front of a building. While parking is typically required for 40 percent of market-rate units in R8A districts in Designated Transit Zones, as the entirety of the primary study area is located within the Manhattan Core, no accessory parking is required.

R8B District (detailed above)

As shown in **Figure 2-2**, the blocks in the primary study area south of West 109th Street and east of Amsterdam Avenue (including the Project Area) are located within an R8B zoning district.

Commercial Overlays

Approximately 100-foot-deep C1-5 and C2-5 commercial overlay are mapped along most of Amsterdam and Columbus avenues in the primary study area (refer to **Figure 2-2**). Commercial overlays are typically mapped in residential neighborhoods along streets that serve local retail needs. Typical retail uses include neighborhood grocery stores, restaurants, and beauty parlors. C2-5 overlays permit a slightly wider range of uses than C1-5 overlays, such as funeral homes and repair services. The maximum commercial FAR is 2.0 for commercial overlays mapped in R6 or higher residential districts, and, in mixed-use buildings, commercial uses must always be located below residential uses.

Special Enhanced Commercial District 2

As shown in **Figure 2-2**, most lots fronting Amsterdam Avenue in the primary study area are located within the Special Enhanced Commercial District 2 (EC-2), which extends along Amsterdam Avenue from West 72nd Street to Cathedral Parkway, and along Columbus Avenue from West 72nd Street to West 87th Street. Established in June 2012, EC-2 was created to maintain the general multi-store character of Amsterdam and Columbus avenues, while promoting a varied and active retail environment. The special district provisions apply ground floor frontage limitations for most new and expanding retail and commercial establishments and residential lobbies, as well as retail transparency requirements for new buildings.

¼-Mile Secondary Study Area

R7A DISTRICT

Blocks in the northeast corner of the secondary study area are located within an R7A zoning district (refer to **Figure 2-2**). R7A districts are medium-density contextual apartment house districts with mandatory Quality Housing bulk regulations, ensuring new buildings are compatible with existing buildings. R7A

districts typically result in high lot coverage seven- and eight-story apartment buildings set at or near the streetline. The maximum residential FAR in R7A districts is 4.0, which can be increased to 4.6 when utilizing the MIH Program. R8A districts require a base height of 40 to 65 feet before setback and permit a maximum building height of 80 feet. The area between a building's streetwall and the streetline must be planted, and off-street parking is not allowed in front of a building. For the portion of the R7A district mapped south of 110th Street (i.e., within the Manhattan Core), no accessory parking is required, whereas parking is required for 50 percent of market-rate units in the R7A districts mapped north of 110th Street (which is within a Designated Transit Zone).

R7-2 DISTRICT

As shown in **Figure 2-2**, R7-2 zoning districts are located to the north, east, and south of the primary study area. R7-2 districts are medium-density apartment house districts, and new buildings may be developed under either Height Factor or Quality Housing regulations.

Height Factor: The FAR for Height Factor development in R7-2 districts ranges from 0.87 to 3.44, and the OSR ranges from 15.5 to 25.5. There are no absolute height limits; a building must be set within a sky exposure plane, which begins at a height of 60 feet above the streetline, and then slopes inward over the zoning lot.

Quality Housing: The optional Quality Housing regulations in R7-2 districts utilize height limits to produce lower, high lot coverage buildings set at or near the streetline, producing new buildings in keeping with established neighborhoods. The maximum FAR for Quality Housing developments in R7-2 districts is 4.0, and the base height is 40 to 65 feet before setback, with a maximum building height of 80 feet. The area between a building's streetwall and the streetline must be planted.

For the portion of the R7-2 district mapped south of 110th Street (i.e., within the Manhattan Core), no accessory parking is required, whereas off-street parking is required for 50 percent of market-rate units in the R7-2 district mapped north of 110th Street (which is within a Designated Transit Zone).

R8 DISTRICT (DETAILED ABOVE)

As shown in **Figure 2-2**, most blocks in the northwest section of the secondary study area and portions of blocks to the southwest and southeast of the primary study area are located in R8 zoning districts.

R8A DISTRICT (DETAILED ABOVE)

The northeast corner and many of the southern blocks in the secondary study area are located in an R8A zoning district (refer to **Figure 2-2**).

R8B DISTRICT (DETAILED ABOVE)

As shown in **Figure 2-2**, an R8B zoning district is mapped in the center of the secondary study area, and two other R8B districts are located in the southern and western sections of the secondary study area.

R9A DISTRICT

As shown in **Figure 2-2**, blocks located to the west and southwest of the primary study area are located within an R9A zoning district. R9A districts are high-density contextual residential districts with mandatory Quality Housing bulk regulations, ensuring new buildings are compatible with existing buildings. R8A districts typically result in high lot coverage 14- to 15-story apartment buildings set at or near the streetline. The maximum residential FAR in R9A districts is 7.52, which can be increased to 8.0 when

utilizing the MIH Program. R9A districts require a base height of 60 to 102 feet before setback and permit a maximum building height of 145 feet. The area between a building's streetwall and the streetline must be planted, and off-street parking is not allowed in front of a building. While parking is typically required for 40 percent of market-rate units in R9A districts in Designated Transit Zones, as the entirety of the R9A district mapped in the secondary study area is within the Manhattan Core, no accessory parking is required.

R10A DISTRICT

As shown in **Figure 2-2**, a portion of a block fronting West End Avenue in the secondary study area is located in an R10A zoning district. R10A districts are high-density contextual residential districts with mandatory Quality Housing bulk regulations, ensuring new buildings are compatible with existing buildings. R8A districts typically result in substantial high lot coverage 22-story apartment buildings set at or near the streetline. The maximum residential FAR in R10A districts is 10.0, which can be increased to 12.0 when utilizing the MIH Program. R10A districts require a base height of 150 within 100 feet of a wide street and 125 feet on a narrow street before setback; R10A districts permit a maximum building height of 210 feet within 100 feet of a wide street and 185 feet beyond 100 feet of a wide street. The area between a building's streetwall and the streetline must be planted, and off-street parking is not allowed in front of a building. While parking is typically required for 40 percent of market-rate units in R10A districts in Designated Transit Zones, as the entirety of the R10A district mapped in the secondary study area is within the Manhattan Core, no accessory parking is required.

C1-9 DISTRICT

Two blocks in the eastern section of the secondary study area between Manhattan Avenue and Central Park West are located in a C1-9 zoning district (refer to **Figure 2-2**). C1-9 districts are local retail commercial districts that are predominately residential in character. Typical retail uses in C1-9 districts include grocery stores, dry cleaners, drug stores, restaurants, and local clothing stores that cater to the daily needs of the immediate neighborhood. The maximum commercial FAR is 2.0 in C1-9 districts. Residential uses and bulks are governed by the R10 residential district equivalent (with a maximum permitted residential FAR of 10.0, which can be increased to 12.0 when utilizing the MIH Program). Off-street parking is generally not required in C1-9 districts.

C2-8A DISTRICT

Portions of several blocks fronting Broadway in the western section of the secondary study area are located in a C2-8A zoning district (refer to **Figure 2-2**). C2-8A districts are local service commercial districts that are predominately residential in character. Typical retail uses in C2-8A districts include grocery stores, dry cleaners, drug stores, restaurants, and local clothing stores that cater to the daily needs of the immediate neighborhood, as well as funeral homes and local repair services. The maximum commercial FAR is 2.0 in C2-8A districts. Residential uses and bulks are governed by the R9A residential district equivalent (with a maximum permitted residential FAR of 7.52, which can be increased to 8.0 when utilizing the MIH Program). Off-street parking is generally not required in C2-8A districts.

COMMERCIAL OVERLAYS (DETAILED ABOVE)

Approximately 100-foot-deep C1-4, C1-5, and C2-5 commercial overlays are mapped along many of the secondary study area's north-south thoroughfares, as shown in **Figure 2-2** and detailed above.

SPECIAL ENHANCED COMMERCIAL DISTRICTS 2 (DETAILED ABOVE) AND 3

As shown in **Figure 2-2**, most lots fronting Amsterdam Avenue south of West 110th Street in the secondary study area are located within the Special Enhanced Commercial District 2 (EC-2), detailed above. Additionally, lots fronting Broadway in the secondary study area are located within the Special Enhanced Commercial District 3 (EC-3), which extends along Broadway from West 72nd Street to Cathedral Parkway. Also established in June 2012, EC-3 was created to maintain the retail continuity of the Broadway corridor, while promoting a varied and active retail environment. The special district provisions apply ground floor frontage limitations to new and expanding banks and residential lobbies, as well as retail transparency requirements for new buildings. Unlike EC-2, EC-3 does not restrict overall store sizes or configurations.

Public Policy

Public policies applicable to the primary and secondary study areas are discussed below. The Proposed Actions' consistency with each of these policies is assessed in Section F, "The Future With the Proposed Project (With-Action Condition)." It should be noted that the Project Area was identified as Site 3 in the former Cathedral Parkway Urban Renewal Area. However, as the Cathedral Parkway Urban Renewal Plan expired in 2008, it is no longer applicable to the Project Area, and is therefore not analyzed below.

One New York: The Plan for a Strong and Just City

In April 2015, Mayor de Blasio released *One New York: The Plan for a Strong and Just City (OneNYC)*, a comprehensive plan for a sustainable and resilient city for all New Yorkers that speaks to the profound social, economic, and environmental challenges faced. *OneNYC* is the update to the sustainability plan for the City started under the Bloomberg administration, previously known as *PlaNYC 2030: A Greener, Greater New York (PlaNYC)*. Growth, sustainability, and resiliency remain at the core of *OneNYC*, but with the poverty rate remaining high and income inequality continuing to grow, the de Blasio administration added equity as a guiding principle throughout the plan. In addition to the focuses on population growth; aging infrastructure; and global climate change, *OneNYC* brings new attention to ensuring the voices of all New Yorkers are heard and to cooperating and coordinating with regional counterparts. Since the 2011 and 2013 updates of *PlaNYC*, the City has made considerable progress towards reaching original goals and completing initiatives. *OneNYC* includes updates on the progress towards the 2011 sustainability initiatives and 2013 resiliency initiatives and also sets additional goals and outlines new initiatives under the organization of four visions: growth, equity, resiliency, and sustainability. Goals of the plan are to make New York City:

- A Growing, Thriving City by fostering industry expansion and cultivation, promoting job growth, creating and preserving affordable housing, supporting the development of vibrant neighborhoods, increasing investment in job training, expanding high-speed wireless networks, and investing in infrastructure;
- A Just and Equitable City by raising the minimum wage, expanding early childhood education, improving health outcomes, making streets safer, and improving access to government services;
- A Sustainable City by reducing greenhouse gas emissions, diverting organics from landfills to attain Zero Waste, remediating contaminated land, and improving access to parks; and
- A Resilient City by making buildings more energy efficient, making infrastructure more adaptable and resilient, and strengthening coastal defenses.

Housing New York

In May 2014, the City released *Housing New York*, a five-borough, ten-year strategy to build and preserve affordable housing throughout New York City in coordination with strategic infrastructure improvements to foster a more equitable and livable City through an extensive community engagement process. The 2014 plan outlines more than 50 initiatives to support the administration's goal of building or preserving 200,000 units of high-quality affordable housing to meet the needs of more than 500,000 people by 2024. The 2014 plan intends to do this through outlined five guiding policies and principles to meet this goal: fostering diverse, livable neighborhoods; preserving the affordability and quality of the existing housing stock; building new affordable housing for all New Yorkers; promoting homeless, senior, supportive, and accessible housing; and refining City financing tools and expanding funding sources for affordable housing. *Housing New York* further called for 15 neighborhood studies to be undertaken in communities across the five boroughs that offer opportunities for affordable housing. In conjunction with the policy goals of *Housing New York*, on November 18, 2015, the City announced a plan to create 15,000 units of supportive housing, including 7,500 newly-constructed, congregate units and 7,500 scattered site units.

Subsequently, on October 24, 2017, the City released *Housing New York 2.0*, which increased the affordable housing goal to 300,000 units by 2026. The updated and expanded plan outlines six goals: (1) creating more homes for seniors; (2) helping New Yorkers buy a piece of their neighborhoods; (3) building a firewall against displacement; (4) protecting affordability at Mitchell-Lama buildings; (5) capitalizing on advances in technology and innovative design to expand modular building and micro-units; and (6) unlocking the potential of vacant lots.

Columbus/Amsterdam Business Improvement District

The Columbus/Amsterdam Business Improvement District (BID) operates along Columbus and Amsterdam avenues between West 96th Street and Cathedral Parkway in the primary and secondary study areas. The BID was established in 1987 to increase commercial activity and create a more vital and active business center in the district through the provision of services and initiative capital improvements to make the neighborhood cleaner, safer, and more prosperous.

New York City Food Retail Expansion to Support Health Program

The New York City Food Retail Expansion to Support Health (FRESH) Program provides zoning and financial incentives to promote the establishment and retention of neighborhood grocery stores in communities that lack full-line grocery stores throughout the five boroughs. The secondary study area is located within a designated FRESH-eligible area that provides tax incentives.

The FRESH program is open to grocery store operators renovating existing retail space or developers seeking to construct or renovate retail space that will be leased by a full-line grocery store operator. Stores that benefit from the program must fall within designated FRESH-eligible areas. Stores that benefit from the FRESH program must also meet the following criteria:

- Provide a minimum of 6,000 sf of retail space for a general line of food and nonfood grocery products intended for home preparation, consumption and utilization;
- Provide at least 50 percent of a general line of food products intended for home preparation, consumption and utilization;
- Provide at least 30 percent of retail space for perishable goods that include dairy, fresh produce, fresh meats, poultry, fish and frozen foods; and
- Provide at least 500 sf of retail space for fresh produce.

Financial incentives are available to eligible grocery store operators and developers to facilitate and encourage FRESH Food Stores in the designated area. These incentives include real estate tax reductions, sales tax exemptions, floor area bonuses, and mortgage recording tax deferrals.

Vision Zero

The City's Vision Zero initiative seeks to eliminate all deaths from traffic crashes regardless of whether on foot, bicycle, or inside a motor vehicle. In an effort to drive these fatalities down, the New York City Department of Transportation (DOT) and the New York City Police Department (NYPD) developed a set of five plans, each of which analyzes the unique conditions of one New York City borough and recommends actions to address the borough's specific challenges to pedestrian safety. These plans pinpoint the conditions and characteristics of pedestrian fatalities and severe injuries; they also identify priority corridors, intersections, and areas that disproportionately account for pedestrian fatalities and severe injuries, prioritizing them for safety interventions. The plans outline a series of recommended actions comprised of engineering, enforcement, and education measures that intend to alter the physical and behavioral conditions on City streets that lead to pedestrian fatalities and injuries.

The *Vision Zero Manhattan Pedestrian Safety Action Plan* was released in 2015. The plan identifies Broadway as a "Priority Corridor" and the intersection of West 106th Street, West End Avenue, and Broadway as a "Priority Intersection." It subsequently identifies a series of engineering/planning, enforcement, and education/awareness campaign strategies to enhance pedestrian safety along the borough's Priority Corridors and Priority Intersections. These strategies include measures such as reducing the speed limit to 25 miles per hour, expanding exclusive pedestrian crossing time, installing additional lighting around key transit stops, expanding the bicycle network, prioritizing targeted enforcement and deploying speed cameras, and targeting intensive street-level outreach.

Upper Manhattan Empowerment Zone

Several blocks in the north and northeast sections of the secondary study area are located in the Upper Manhattan Empowerment Zone (UMEZ), an economic development initiative that uses public funds and tax incentives to encourage private investments in Upper Manhattan and the South Bronx. Established by the federal government in 1994, the mission of the UMEZ Development Corporation, the non-profit organization that administers the initiatives in this area, is to expand the range and scope of economic activity of the area, enhance capital opportunity of local businesses and institutions, and improve the quality of life of residents, workers, and visitors. In recent years, the UMEZ has focused on workforce development programs aligned directly with employment opportunities, support for cultural programs, and organizational development.

E. THE FUTURE WITHOUT THE PROPOSED PROJECT (NO-ACTION CONDITION)

Land Use & Zoning

400-Foot Primary Study Area

In the 2025 future without the Proposed Project, no disposition of City-owned land and no changes to land use or zoning would occur within the Project Area. Lots 5, 13, and 26 on Block 1863 would remain under the jurisdiction of HPD and would continue to operate with three public parking garages (grandfathered non-conforming uses pursuant to the underlying R8B zoning), and Lot 10 would remain under the project sponsor's control and continue to operate as a shelter. Additionally, Lot 17 would

remain the Anibal Aviles Playground under the jurisdiction of DPR in the future without the Proposed Actions.

There are no developments slated for completion in the primary study area in the future without the Proposed Project. Additionally, no changes to zoning in the primary study area are anticipated under 2025 No-Action conditions.

¼-Mile Secondary Study Area

As presented in **Figure 2-3** and **Table 2-4**, there is one No-Action development site within an approximate ¼-mile of the Project Area. In the 2025 future without the Proposed Project, it is anticipated that 61 West 104th Street will be redeveloped with a seven-story residential building with 34 units. No changes to zoning in the secondary study area are anticipated under 2025 No-Action conditions.

TABLE 2-4
Anticipated No-Action Developments

Map No. ¹	Block & Lot	Address	Project Name	Residential		Commercial	Comm. Facility	# of Floors	Build Year
				DUs	SF				
1	1840, 10	61 West 104 th Street	-	34	22,510	-	-	7	2025

Notes:

¹Refer to **Figure 2-3**.

Source: New York City Department of Buildings (DOB).

Public Policy

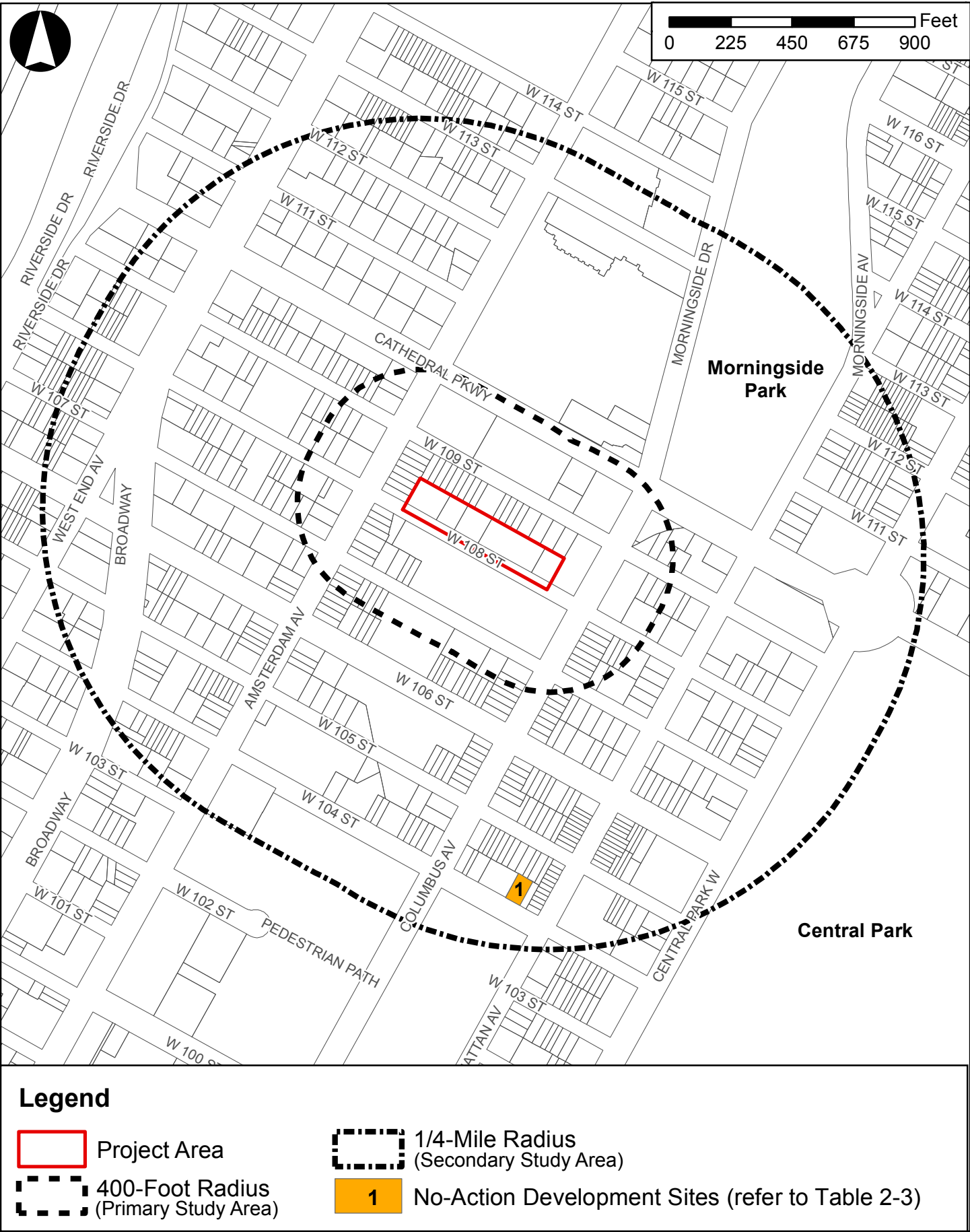
There are no planned changes to public policies that would be applicable to the primary or secondary study areas in the 2025 future without the Proposed Project.

F. THE FUTURE WITH THE PROPOSED PROJECT (WITH-ACTION CONDITION)

As described in Chapter 1, “Project Description,” the Proposed Actions include designation of a UDAA, UDAAAP approval, disposition of City-owned property, a zoning map amendment to change the Project Area zoning from R8B to R8A, a zoning text amendment to Appendix F of the New York City Zoning Resolution to map an MIH Area on the Project Area, and potential construction financing. This section describes the land use and zoning conditions that would result from the Proposed Actions by the analysis year of 2025, and evaluates the potential for the Proposed Actions to result in significant adverse impacts related to land use and zoning, as well as their consistency with public policies.

Land Use

The proposed discretionary approvals would result in changes to land use in the Project Area compared to the No-Action condition. The Proposed Actions would permit the demolition of the two existing public parking garages and the 92-bed shelter located on Block 1863, Lot 5, 10, and 13 (the Western Development) and would allow the construction of a new building on the site (Building 1) fronting West 108th Street. Building 1 would range from six to 11 stories in height. (As shown in **Figure 5-5b** in Chapter 5, “Urban Design and Visual Resources,” the 11-story portions of the building would be setback from the streetline.) Building 1 would total approximately 193,000 gsf, and would have a built FAR of 5.3. The building would contain 199~~5~~ affordable units, including 119~~5~~ studio units set aside as supportive housing



for older adults and 80 affordable units that would accommodate singles and families. Building 1 would also include 110 transitional shelter beds and approximately 6,400 gsf of other community facility space, including a medical facility; the rear yard of Building 1 would be developed with a courtyard for use by building tenants. Construction of Building 1 would begin in 2018 and is expected to be completed and fully operational by the end of 2020.

The Proposed Actions would also permit the demolition of the existing public parking garage on Block 1863, Lot 26 (the Eastern Development) and allow the construction of a new building on the site (Building 2), fronting West 108th Street. Building 2 would rise up to 11 stories, would total approximately 45,000 gsf, and have a built FAR of 5.3. It is anticipated that the building would contain 82 units of either supportive housing for older adults or affordable senior housing. Construction of Building 2 would begin in 2023 and is expected to be completed and fully operational by 2025.

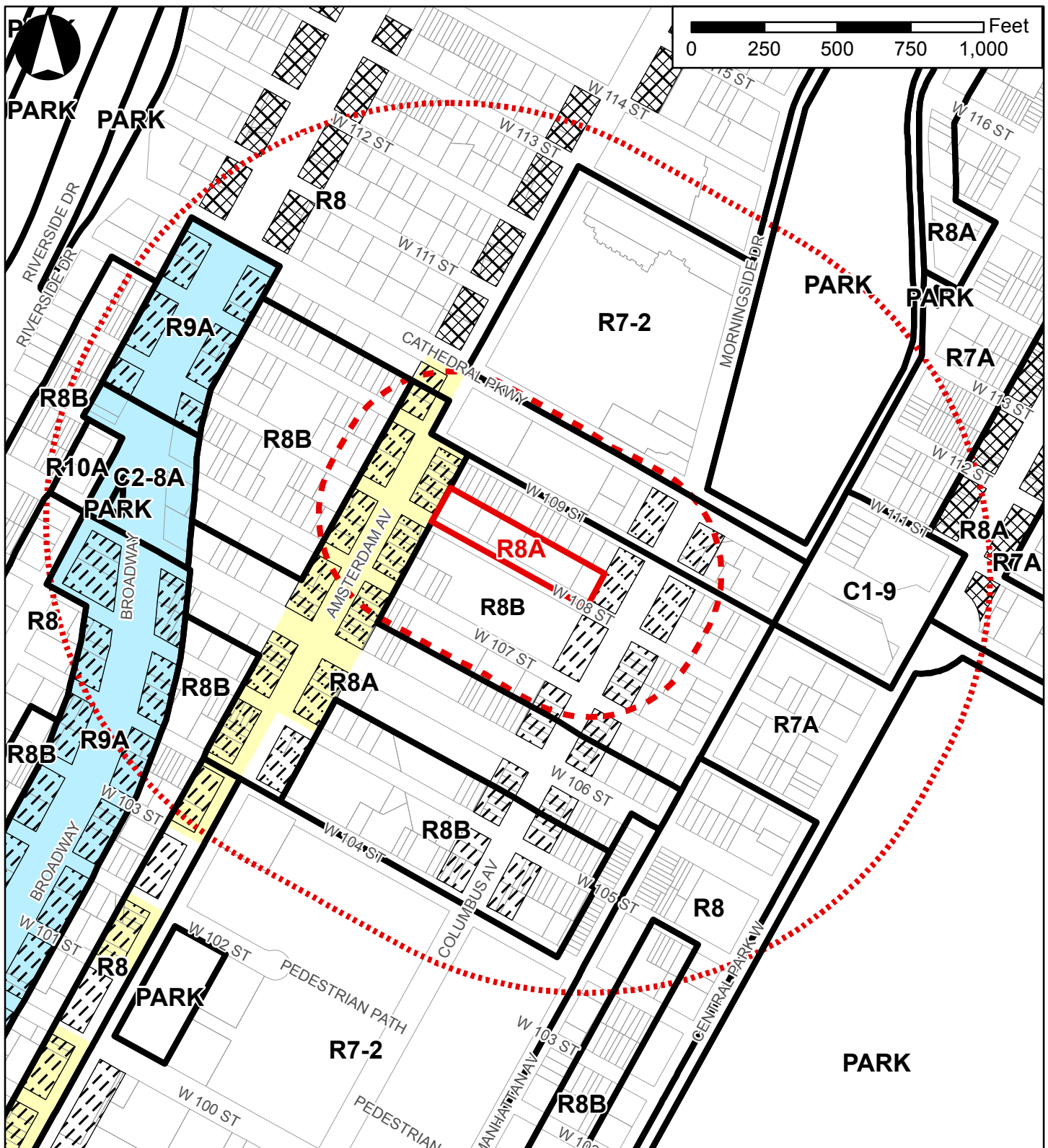
No development on Lot 17 (the Anibal Aviles Playground) would occur in the future with the Proposed Project. Under With-Action conditions, it is anticipated that access to restrooms within Building 1 would be provided to users of the Anibal Aviles Playground.

Assessment

The Proposed Actions would provide much needed affordable housing (including supportive senior housing) and transitional housing for older adults in this area of Manhattan and optimize the use of large underbuilt City-owned sites located in close proximity to public transportation. As detailed above, approximately 45.9 percent of buildings in the primary study area and approximately 35.0 percent of buildings in the secondary study area are multi-family residential. Additionally, approximately 10.9 percent of buildings in the primary study area and approximately 52.5 percent of buildings in the secondary study area are institutions/public facilities. Therefore, the Project Area is well-suited for the proposed residential and community facility uses, as the proposed new uses would complement and reinforce the established land use character of the surrounding area.

The Proposed Actions would activate the streetscape around the currently underbuilt City-owned sites in the Project Area. The proposed new buildings would be constructed at densities and bulks compatible with surrounding study area properties. As discussed above and detailed in Chapter 5, “Urban Design & Visual Resources,” multiple high-rise, high-density apartment towers are located within the vicinity of the Project Area. Examples within 400-feet of the Project Area include the 12- and 22-story Cathedral Parkway Towers at 141 West 109th Street (6.65 FAR), the 12-story tower at 412 Cathedral Parkway (8.68 FAR), the seven-story buildings at 410 West Cathedral Parkway and 108 West 109th Street (7.82 FAR), the 15-story tower at 171 West 107th Street (7.08 FAR), the 17-story tower at 986 Amsterdam Avenue (12.3 FAR), and the ten-story building at 965 Columbus Avenue (6.8 FAR). The proposed up to 11-story buildings along West 108th Street with FARs of 5.3 would be in keeping with the existing built environment of the primary and secondary study areas and would activate sidewalks in the vicinity of the Project Area. As such, the Proposed Actions would not result in significant adverse impacts to land use in the primary or secondary study areas.

It should also be noted that the portion of Block 1863 that comprises the Project Area is atypical of the built context that generally characterizes R8B zoning districts. Currently there are no permanent residential buildings located in the Project Area, and there is a considerable amount of open space both in the Project Area and immediately south across West 108th Street. Although West 108th Street is considered a narrow street, the two public parks within and across the street from the Project Area (Anibal Aviles Playground and the Booker T. Washington Playground, respectively, as shown in **Figure 3-1**) give the block a greater sense of openness than a typical narrow R8B-zoned block. As such, the context



Legend

R8A Existing Zoning Boundaries

R8A Project Area (Proposed Rezoning Area)

400-Foot Radius (Primary Study Area)

1/4-Mile Radius (Secondary Study Area)

Special District: EC-2

Special District: EC-3

C1-4 Overlay

C1-5 Overlay

C2-5 Overlay

for the Project Area is different than most blocks in the surrounding area that were zoned R8B and are characterized by contextual five- to six-story residential walkups.

Zoning

Zoning Map Amendment

The proposed zoning map amendment would change the underlying zoning of the Project Area from R8B to R8A (refer to **Figure 2-4**). An R8A zoning district is currently mapped immediately west of the Project Area along Amsterdam Avenue, extending south to West 104th Street and east/west along much of West 106th Street. As detailed above, R8A districts allow a maximum residential FAR of 6.02 (which can be increased to 7.2 when utilizing the MIH Program, detailed below), in contrast to a maximum FAR of 4.0 in R8B zoning districts. It should be noted, however, that the Proposed Project would not utilize the entire developable area allowed under an R8A district, but would be built at a lower FAR of approximately 5.3. This lower FAR would be set forth in restrictions enforceable by the City. Additionally, R8A districts permit a maximum building height of 120 feet, in contrast to 75 feet allowed in R8B zoning districts.

Zoning Text Amendment

As part of the Proposed Actions, the Project Area would be designated as an MIH Area by creating a new map for Manhattan CD 7 in Appendix F of the Zoning Resolution. The maximum FAR permitted under the MIH Program set forth in ZR Section 23-154, "Inclusionary Housing," requires provision of either (i) affordable housing in an amount equivalent to at least 25 percent of the residential floor area within the development, priced at or below 60 percent of Area Median Income (AMI); or (ii) affordable housing in an amount equivalent to at least 30 percent of the residential floor area within the development, priced at or below 80 percent AMI. The MIH Area sets a new maximum permitted residential FAR that supersedes the FAR permitted by the underlying zoning district. With both the designation of the Project Area as an MIH Area and its rezoning to an R8A district, the maximum permitted FAR in the Project Area would be 7.2 in the future with the Proposed Actions.

Assessment

The Proposed Actions would not result in significant adverse impacts to zoning. The proposed zoning map and text amendments would result in densities and building bulks that would be within the range of what is currently allowed in the primary and secondary study areas. As shown in **Figure 2-2** and detailed above, the proposed R8A (MIH) zoning would not be out of context with existing zoning regulations in the vicinity of the Project Area. An R8A district is currently mapped immediately west of the Project Area along Amsterdam Avenue, extending south to West 104th Street and east/west along much of West 106th Street, and a high-density R8 district is located to the north of the Project Area. As detailed above, the proposed R8A district permits a maximum building height of 120 feet and typically produces ten- to 12-story buildings, whereas the existing R8B district permits a maximum building height of 75 feet and typically produces mid-rise apartment buildings in context with surrounding residential walkups. The Project Area is a midblock site that does not have the typical five- and six-story residential walkup buildings of R8B districts. It is immediately adjacent to open space resources, and is well-suited for larger-scale buildings. In addition, as noted above, the Proposed Project would not utilize the entire developable area allowed under an R8A district, but would be built at a lower FAR of approximately 5.3. This lower FAR will be set forth in restrictions enforceable by the City. The buildings proposed under With-Action conditions would be in keeping with the existing densities and bulks of surrounding study area properties.

The proposed zoning changes would provide a framework for development that, as detailed above, would be consistent with existing land use trends in the primary and secondary study areas. With the provision of additional FAR and an additional 45 feet of building height, the proposed zoning map and text amendments would provide the flexibility required to develop a substantial amount of affordable housing, transitional housing, and community facility space in an established residential neighborhood where there is a strong demand for housing and, in particular, affordable units. The Proposed Project would introduce 277 DUs, all of which would be affordable for households earning 60 percent of AMI or below. As the Proposed Actions would increase the permitted residential FAR of the Project Area, it would, therefore, allow for an increase in the number of affordable units that could be constructed in the Project Area. Additionally, as the Proposed Actions are site-specific, they would have no impacts on zoning in the secondary study area.

Public Policy

There are no planned changes to public policies that would be applicable to the primary or secondary study areas in the 2025 future with the Proposed Project.

Assessment

The redevelopment of the Project Area with residential and community facility uses would not conflict with any applicable public policies, including *OneNYC*, *Housing New York*, the Columbus/Amsterdam BID, the FRESH Program, *Vision Zero*, or the Upper Manhattan Empowerment Zone. The Proposed Actions would facilitate the development of ~~281~~²⁷⁷ affordable units, a transitional housing facility with 110 shelter beds, and approximately 6,400 gsf of additional community facility space in the Project Area. The creation of a significant amount of affordable and supportive housing in the Project Area furthers the objectives set forth in *OneNYC* and *Housing New York* and supports the City's goals of creating new housing by maximizing the use of underbuilt City-owned land. As the Project Area is located in an established residential neighborhood located in close proximity to multiple transit options, the Proposed Project would also promote *OneNYC*'s sustainability initiatives. Additionally, the Proposed Project would activate the streetscape along West 108th Street, supporting the development of vibrant neighborhoods, an initiative also outlined in *OneNYC*. As detailed in Chapter 7, "Transportation," the Proposed Project would not generate significant numbers of vehicle or pedestrian trips around *Vision Zero*'s identified "Priority Corridor" of Broadway or "Priority Intersection" of West 106th Street, West End Avenue, and Broadway and, therefore, would not conflict with this policy. As such, the Proposed Project would not result in any significant adverse impacts to public policies applicable to the primary or secondary study areas, but, rather, would further multiple City initiatives.