

CB#6 197a Plan

197a Plan
For
The Eastern Section of
Community District 6

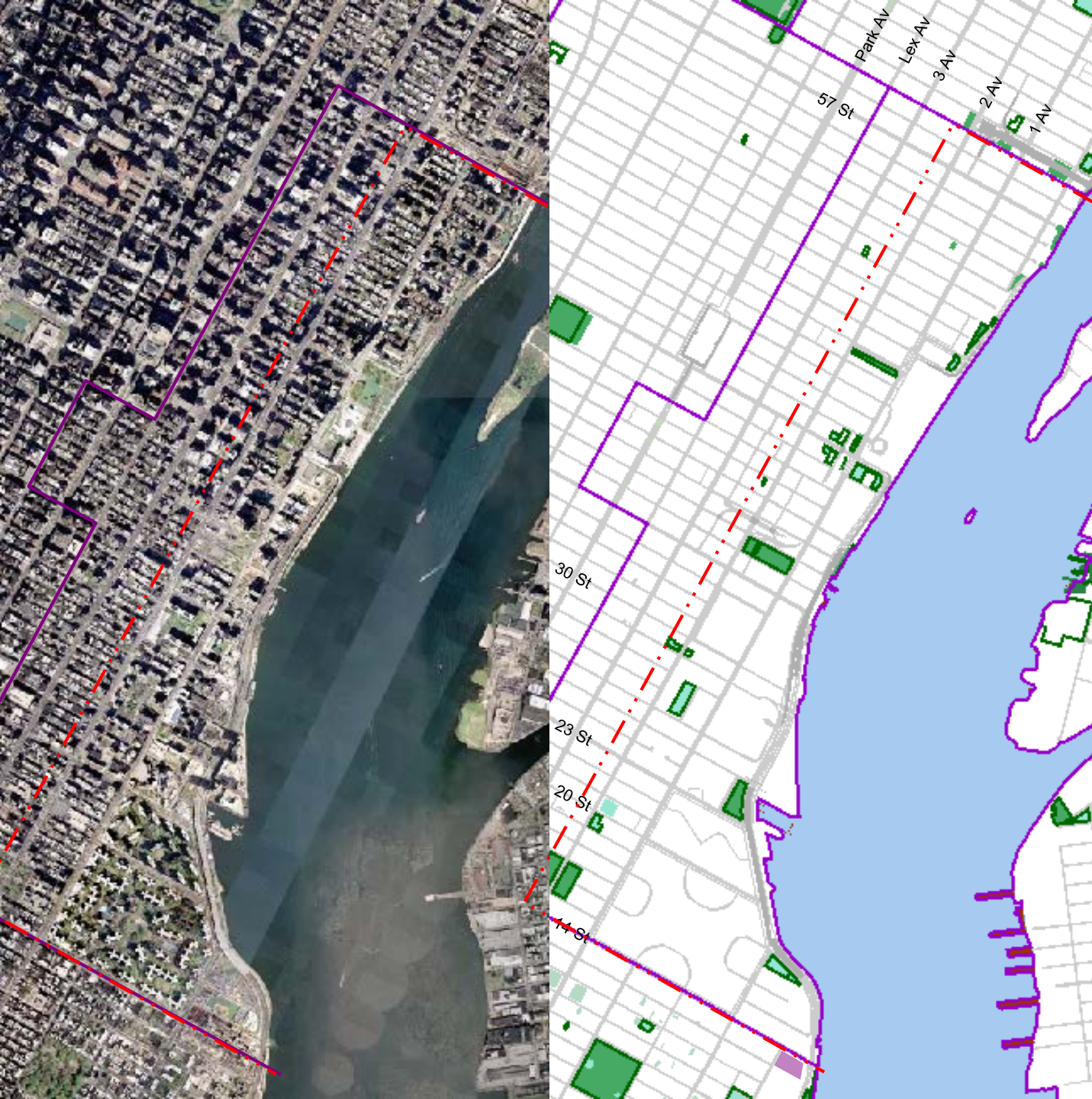
Borough of Manhattan
New York City

Prepared with the assistance of:

Buckhurst Fish & Jacquemart

CB#6: 14 Street on the south
59 Street on the north
Lexington and Madison
Avenues on the west
East River on the east.

197a: 14 Street on the south
59 Street on the north
Second Avenue plus 100
feet on the west
East River on the east.



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Orientation

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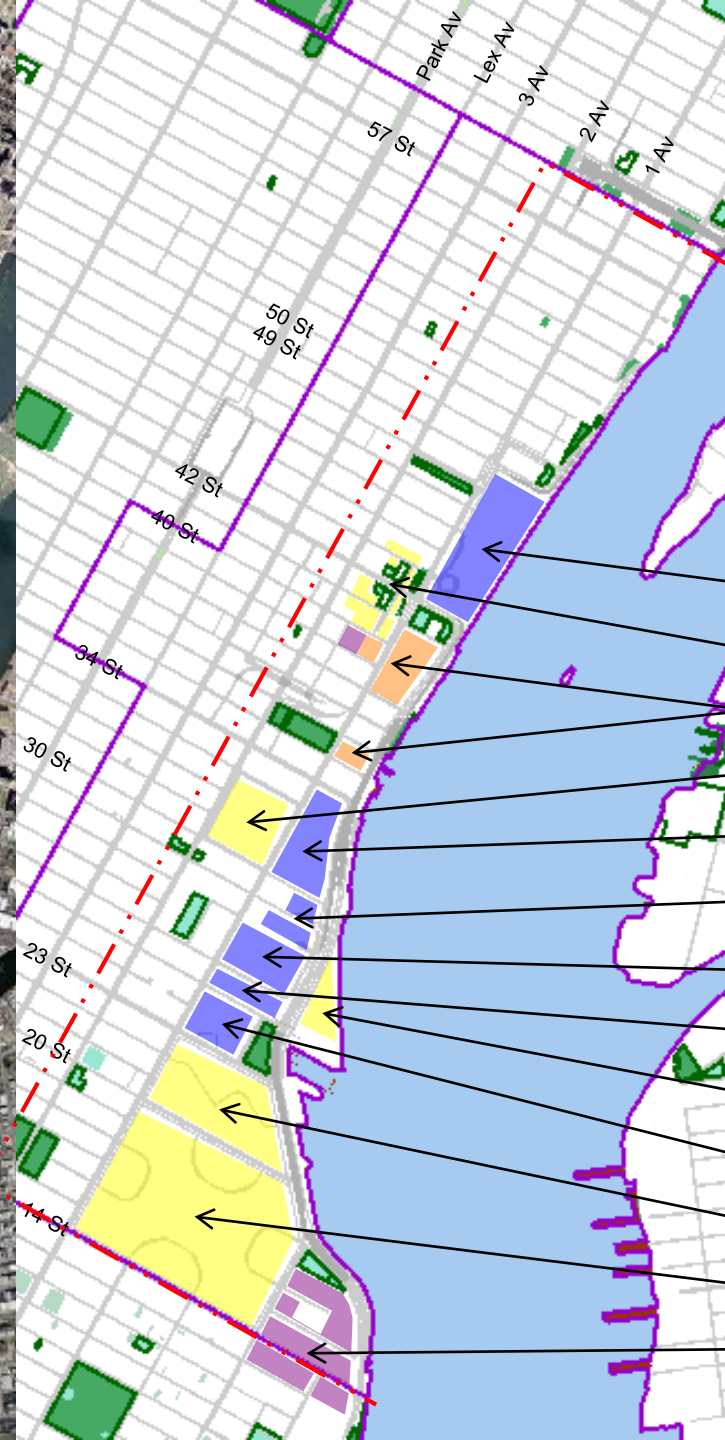
Community Board Six's 197a plan has four themes:

Land Use: This is a community of residential neighborhoods cohabiting with institutional uses -- hospitals and the United Nations. CD#6 is near the midtown central district but, except for a small area near Grand Central and along Third Avenue, it is separate

Waterfront and Open Space: CD#6 is the community district with the least open space per person in the city. The waterfront is a last opportunity. The goal is a continuous esplanade along the river and access at as many streets as possible.

Urban Design and Preservation: The goal is investment that makes the best use of the existing built fabric of the community and adds new buildings and infrastructure that respect that context.

Transportation: CD#6 is pedestrian and transit friendly. The goal is to make it more so by restoring missing streets to the grid, welcoming the Second Avenue subway, and minimizing parking and traffic.



United Nations.

Tudor City.

Former Con Ed Waterside.

Kips Bay.

NYU Medical Center.

East River Science Park.

Bellevue Hospital.

Brookdale Center.

Waterside Plaza.

Veterans Administration Hospital.

Peter Cooper Village.

Stuyvesant Town.

Con Ed East River.

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Land Use

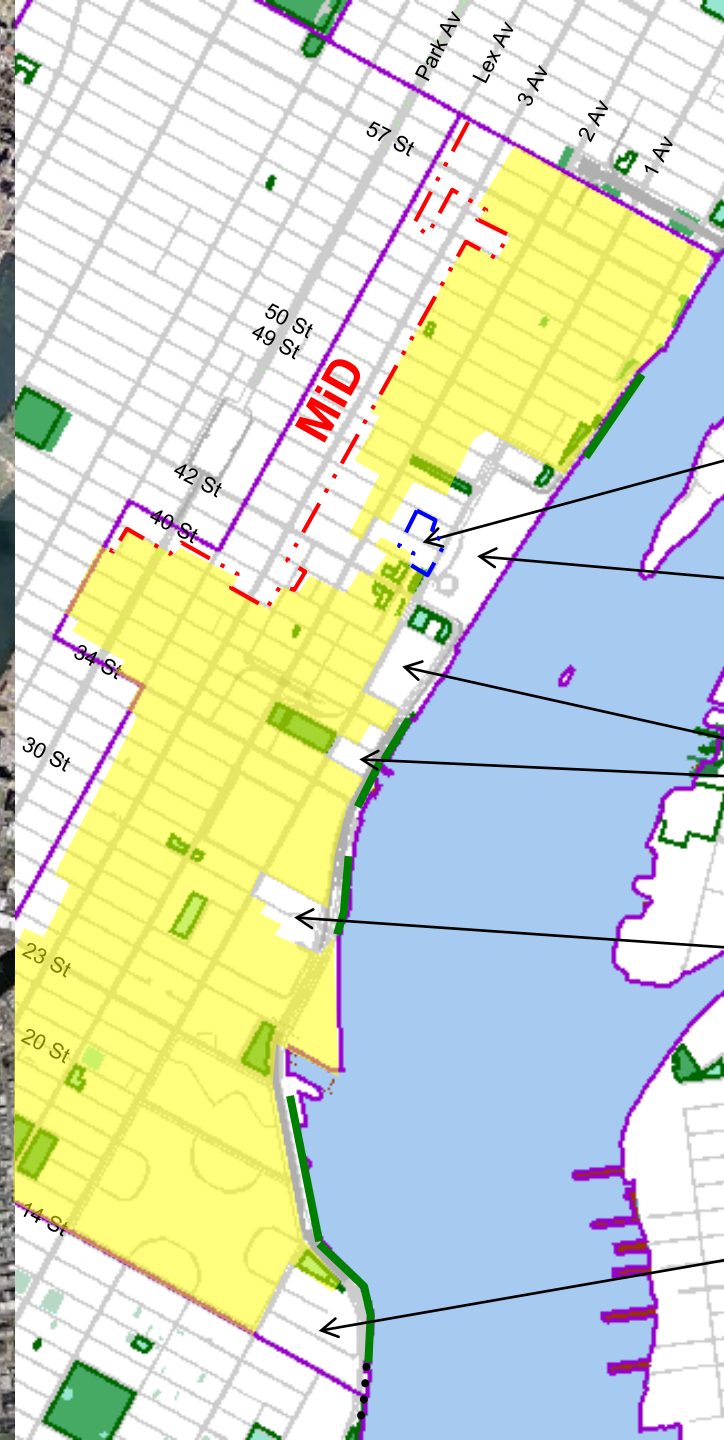
Community District Six is primarily residential with institutions -- health care and the United Nations -- along part of the waterfront. It includes a small portion of the Midtown central business district around Grand Central and along Third Avenue.

Most of the district is zoned either R or one of the C equivalents that allows ground floor retail. Densities range from R7B at 3.0 FAR to R10 at 10.0 to 12.0 FAR.

The United Nations is zoned C5-2, which allows office buildings, as well as apartment buildings, at 10.0 to 12.0 FAR. However, the United Nations is built at a much lesser density and is more of an institutional use than a commercial use.

Once extensive M districts along the riverfront have been rezoned over the decades as the industrial uses have left and been replaced by residential uses.

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Most of CD#6 is residential, shown in yellow -- R7-2, R7B, R8, R8A, R8B, R10, C1-8, C1-8A, C1-9, C1-9A, and C2-7.

The Special Midtown District -- MiD -- is outlined in red.

Special United Nations Development District -- U -- outlined in blue.

United Nations -- C5-2.

Former Con Ed Waterside -- M3-2 and M1-5.

East River Science Park -- C6-2.

Con Ed East River -- M3-2.

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Waterfront Access

Currently 18 of the 45 blocks of waterfront between 14 and 59 Streets have a public walkway along the edge of the river.

At the south there is a connection to East River Park but the walkway is only a few feet wide.

Between 23 and 29 Streets the path follows the service road of the FDR Drive. The walkway along the water at Waterside is gated closed and the water's edge at the UN School is used for parking.

Between 32 and 34 Streets the path is inboard of the heliport, along the FDR Drive service road.

Between 38 and 42 Streets there is an opportunity to reuse the former Con Ed pier, which belongs to the City, and add a ramp to the foot of 42 Street.

The esplanade above the FDR Drive at the UN is not available to the public but a walkway has been proposed above the water between 42 and 51 Streets.

North of 54 Street it may be possible to continue the esplanade on part of the former outer detour roadway.



Only six streets provide pedestrian access to the waterfront.

Only 18 blocks have a public walkway at the water's edge.

Former outer detour roadway.

51 - 54 Streets.

49 - 51 Streets.

United Nations -- 42-49 Streets.

41 - 42 Streets.

Former Con Ed pier -- 38-41 Streets.

"Glick" Park -- 36-38 Streets.

Ferry pier -- 34-36 Streets.

Heliport -- 32-34 Streets.

Water Club -- 29-32 Streets.

Waterside -- 25-29 Streets.

UN School -- 24-25 Streets.

23 - 24 Streets.

Stuyvesant Cove -- 18-23 Streets.

15 - 18 Streets.

Con Ed East River.

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Urban Design

Community Board Six has recommended a **waterfront access district** similar to that established across the river in Greenpoint Williamsburg. However, such a district does not apply in CD#6 because the first upland street is the FDR Drive.

Subsequently, CB#6 proposed a **special district** for the area between 34 and 41 Streets to accomplish the goals of the waterfront access district.

CB#6 has for a long time recommended a **Special Hospital Use District** for the area between 23 and 34 Streets to protect the hospitals from the intrusion of incompatible uses.

During the summer and fall of 2001 CB#6 agreed on a site plan for the **East River Science Park**.

CB#6 has for a long time recommended that Stuyvesant Town and Peter Cooper Village be mapped as **Special Planned Community Preservation Districts**.

Much of CD#6 has been rezoned with contextual districts. They and the tower-on-a-base provisions in other districts go far to mold new buildings to the built neighborhood context.

Recommended Special Public Access District outlined in blue.

United Nations.

Robert Moses Playground -- proposed site for expansion of United Nations.

Con Ed Pier.

Proposed Special East River Access District -- C 060394 ZRM -- shown in yellow.

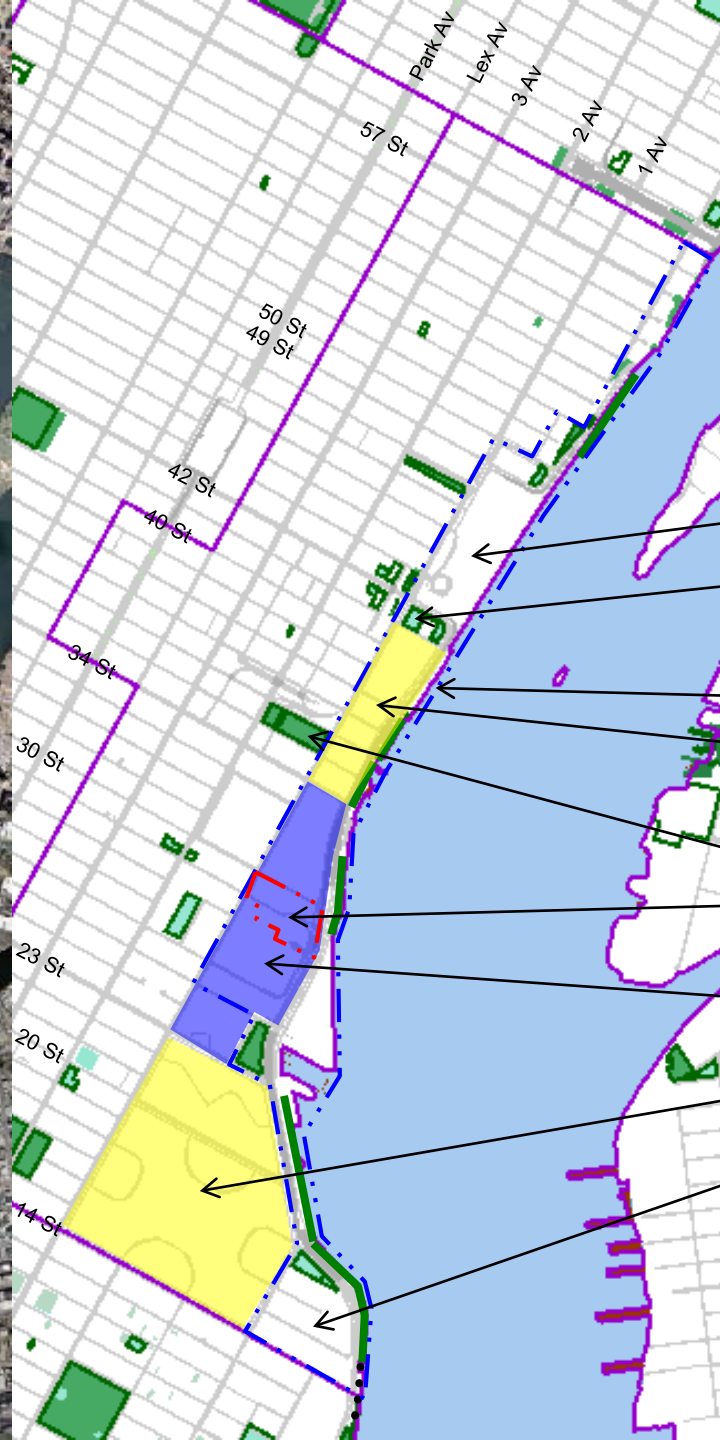
St Vartan Park.

Agreed site plan for the East River Science Park.

Recommended Special Hospital Use District.

Recommended Special Planned Community Preservation District.

Recommended site plan for Con Ed East River to consolidate the ball fields with Murphy Brothers Playground and reopen 14 Street with southbound egress and access for the FDR Drive.



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Transportation

Transportation in Community District Six is based on pedestrians and transit, not on automobiles.

CD#6 is of a walkable scale for local shopping, services, and entertainment. It is within walking distance of parts of Midtown. It has excellent access by transit to other parts of the city. And in a pinch one can sometimes catch a cab.

The goal is to build on these advantages by restoring missing streets, encouraging construction of the Second Avenue subway, and limiting the amount of parking.

The **missing streets** are generally in the blocks adjacent to the waterfront. Restoring them improves access to buildings in those blocks and also improves access to the waterfront.

The community has been waiting for the **Second Avenue subway** since the elevated was demolished.

Less parking -- say 10% accessory rather than 20% -- would reduce traffic and improve air quality.

The Second Avenue subway will provide greatly improved transit access for CD#6.

Restore missing streets and improve access to the waterfront:

Remap 39 and 40 Streets and rebuild them high enough at their east ends to allow for pedestrian bridges to the waterfront. They were closed for security during World War II and it is time for them to be restored to public use.

Remap existing 30 Street.

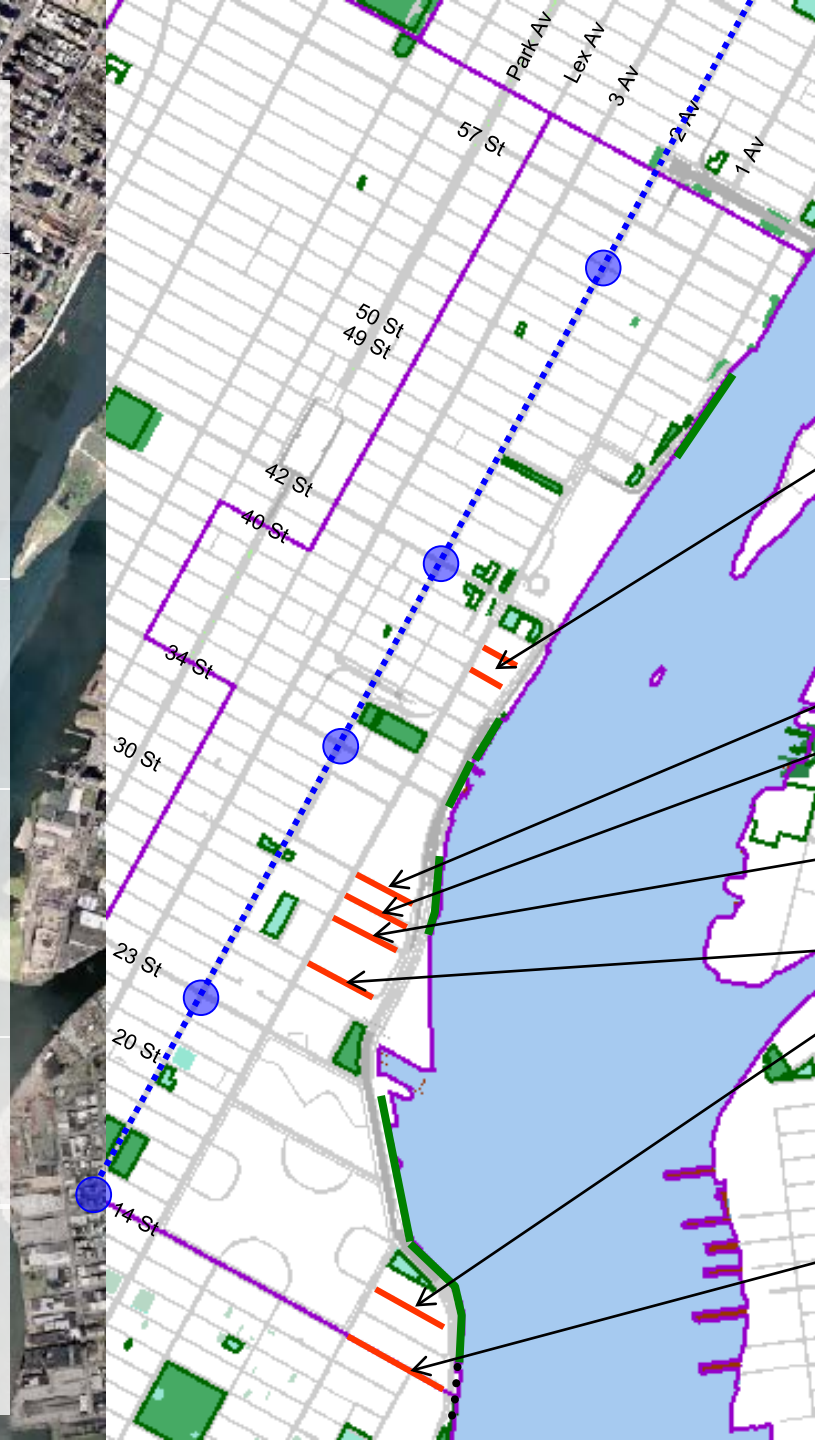
29 Street being rebuilt to be high enough at east end for a pedestrian bridge to the waterfront.

28 Street being opened for ambulance access to Bellevue.

Remap existing 26 Street.

Extend 16 Street to provide pedestrian access to the east river esplanade. Consider trading for 15 Street in order to consolidate Con Ed Riverside and enlarge Murphy Brothers Playground by relocating the Con Ed ball fields.

Reopen 14 Street, which was closed for security after 9-11, and provide southbound egress and access to the FDR Drive.



CB#6 197c

197a Plan

ERRC 197c

CB#6 197a Plan

History

2007	197c revised (May)	CPC continued (Dec)	CPC hearing (Dec) MBP hearing (Nov) CB#6 hearing (Sep) Certification & DSEIS (Aug) ULURP submitted (Jun)
2006	197c submitted (Mar)	CPC hearing (Sep) CPC threshold (Jan) 197a submitted (Dec)	Scoping hearings (Mar & May)
2005		Stuyvesant Town (Mar)	ERRC acquisition (Mar & Jun)
2004		CB#6 adopt 197a (Jun) Waterside Adaptive Reuse (Mar)	PSC approves sale (May) PSC adopts FGEIS (Jan)
2003		CB#6 start 197a (Apr)	Supplemental DGEIS (May)
2002		Con Ed DGEIS (Sep) 14 St Subway (May) Second Av Subway (Jan)	PSC accepts DGEIS (Jun)
2001		Bellevue (Nov) Bellevue (Oct) Con Ed repowering (Feb)	
2000		Con Ed repowering (Oct)	ERRC contract (Nov)
		Bellevue (Dec '99) Zoning Loopholes (Feb & Apr '99) ESRA rezoning (Apr '91) 421a (Mar '87) Inclusionary Housing (Mar '87) Bellevue (Nov '85)	Con Ed to repower East River ('99) Con Ed to sell steam system ('98)

Although Community Board Six officially began preparing this 197a plan in the spring of 2003 its foundations are decades of work trying to shape a better community. Appendix B includes relevant resolutions from as far back as 1985.

Con Edison decided in 1999 to sell its Waterside facility for redevelopment. The property was acquired by ERRC in mid 2005, well after the start of the 197a plan.

The 197a plan received threshold approval in January 2006 and CPC opened its public hearing in September 2006. The hearing has been continued so that CPC may consider CB#6's 197a plan and ERRC's 197c application at the same time.

CB#6 has submitted a 197c application for rezoning of part of the former Con Ed site but it has not been certified for ULURP. --



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L W U T P

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15 Street to south



CB#6 197a Plan

16 Street to south



CB#6 197a Plan

16 Street to south

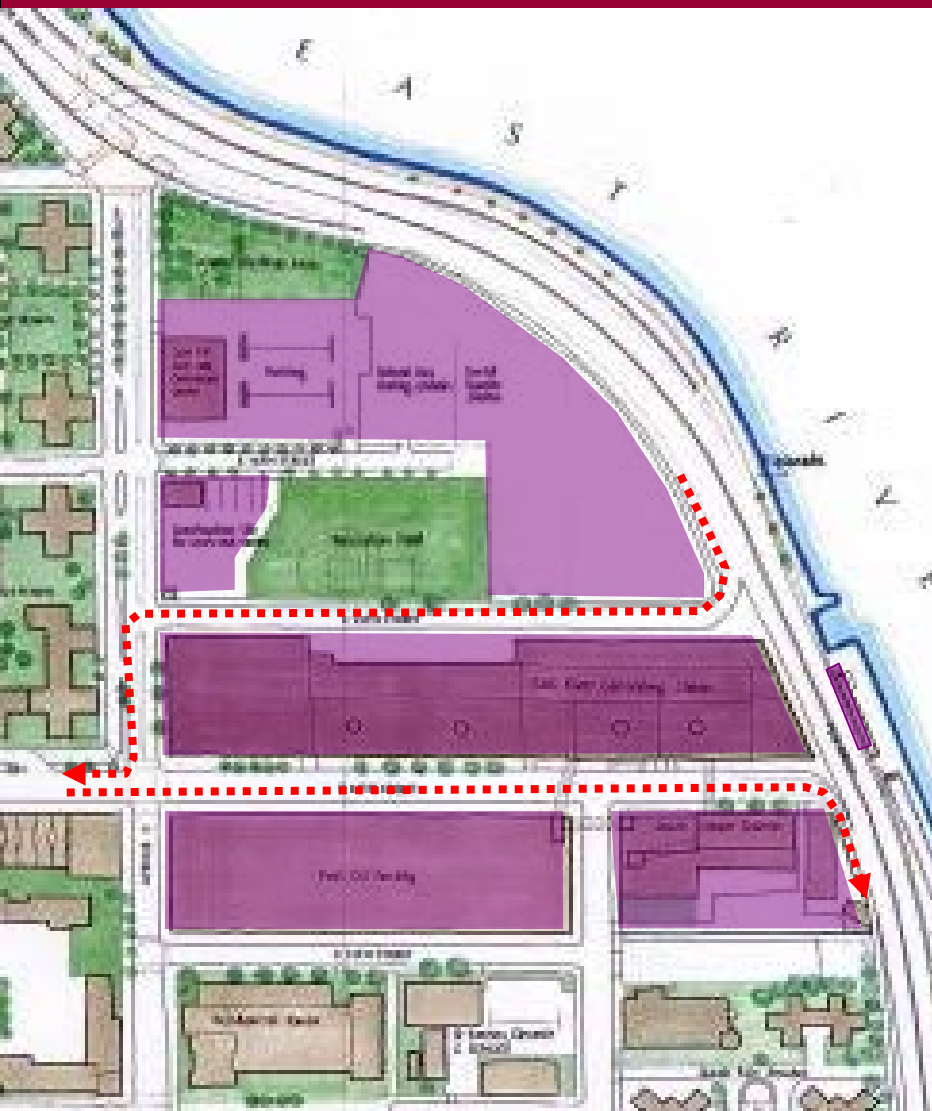


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John J Murphy Park



Existing



Proposed



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22 Street to south



CB#6 197a Plan

28 Street to south



CB#6 197a Plan

30 Street to north



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34 Street to north



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37 Street to north

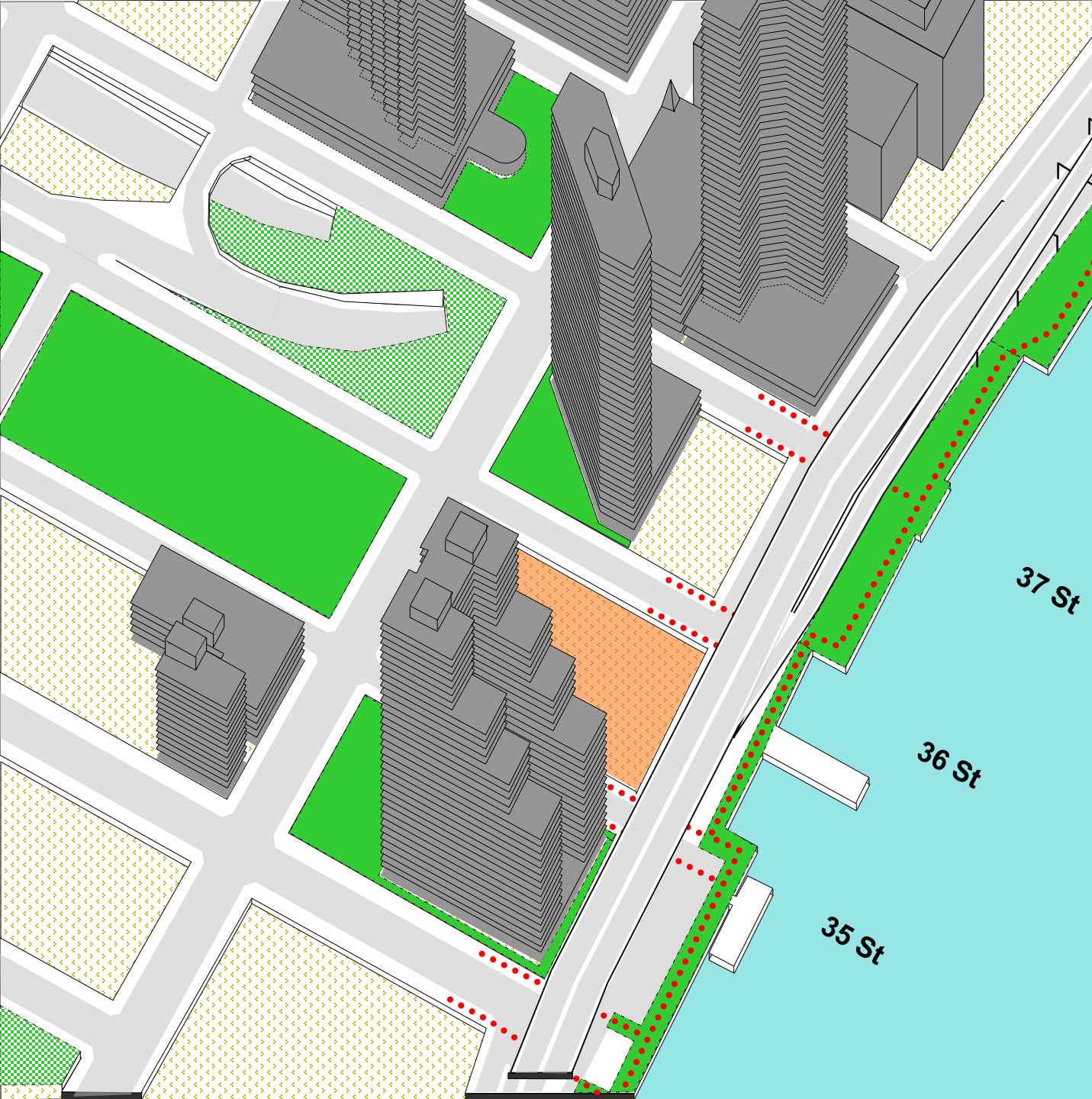


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40 Street to south







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34 to 38 Streets

The existing FDR Drive is on grade north of 38 Street and is on a viaduct south of 36 Street. Between 38 and 36 Streets it is on a ramp with increasing head room.

At 37 Street there is just enough height for a pedestrian passage at grade between the waterfront and the upland.

South of 36 Street there is enough height for the service roads to be under the main line rather than along side.

The northbound exit ramp begins at 36 Street, where the viaduct is at its full height, and continues at that height to 42 Street.

In order to provide pedestrian access over the FDR Drive between 38 and 41 Streets the ramp needs to be shortened or removed.

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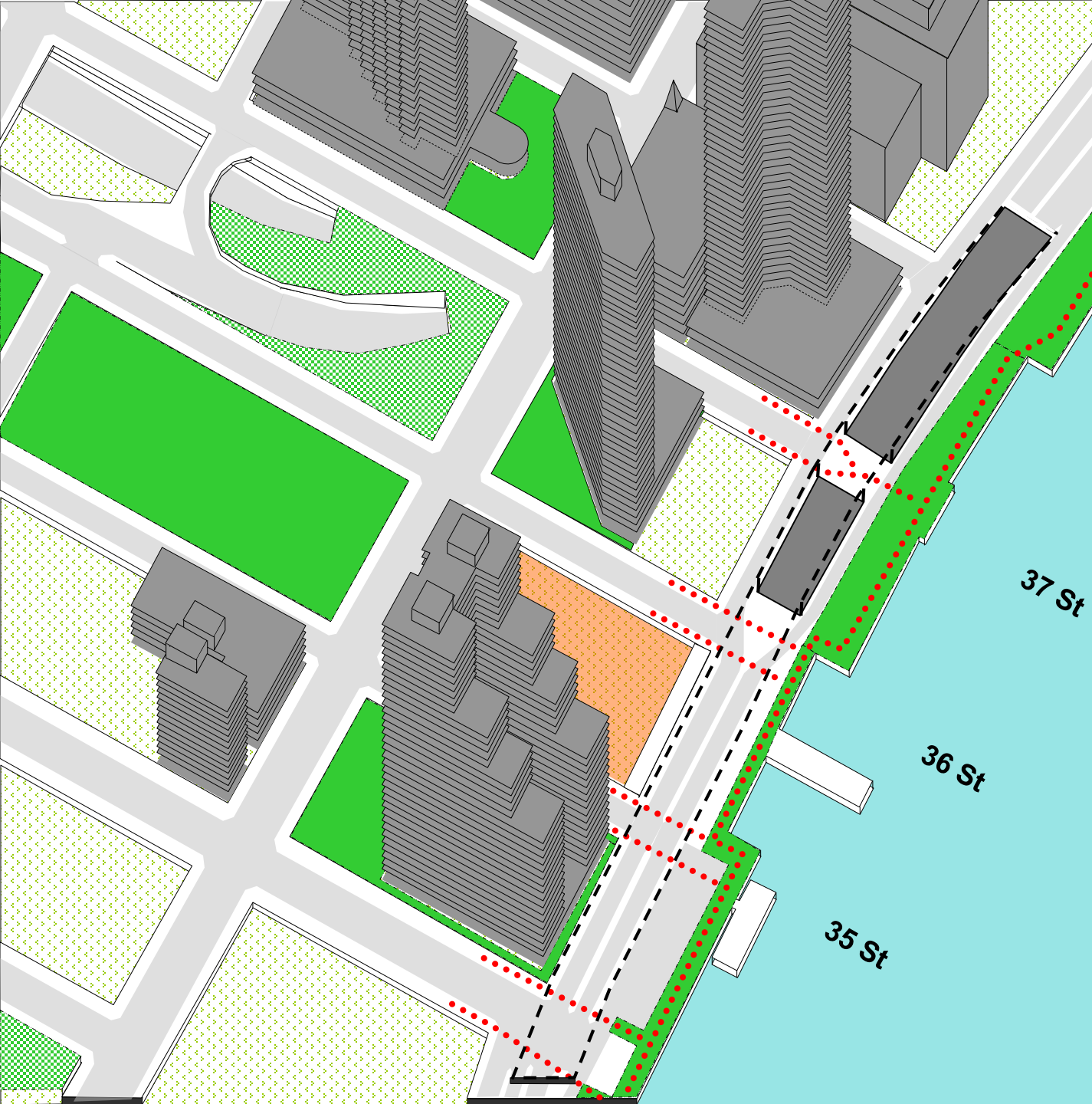
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34 to 38 Streets

The viaduct spanning 34 Street is as long as it is because the right of way is not wide enough south of 36 Street for the south bound service road to be along side rather than under the main line.

If an easement were granted along the east edge of the former Con Ed property between 35 and 36 Streets the southbound service road and the north bound entrance ramp to the FDR Drive could be along side, rather than under, the main line for an additional block.

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34 to 38 Streets

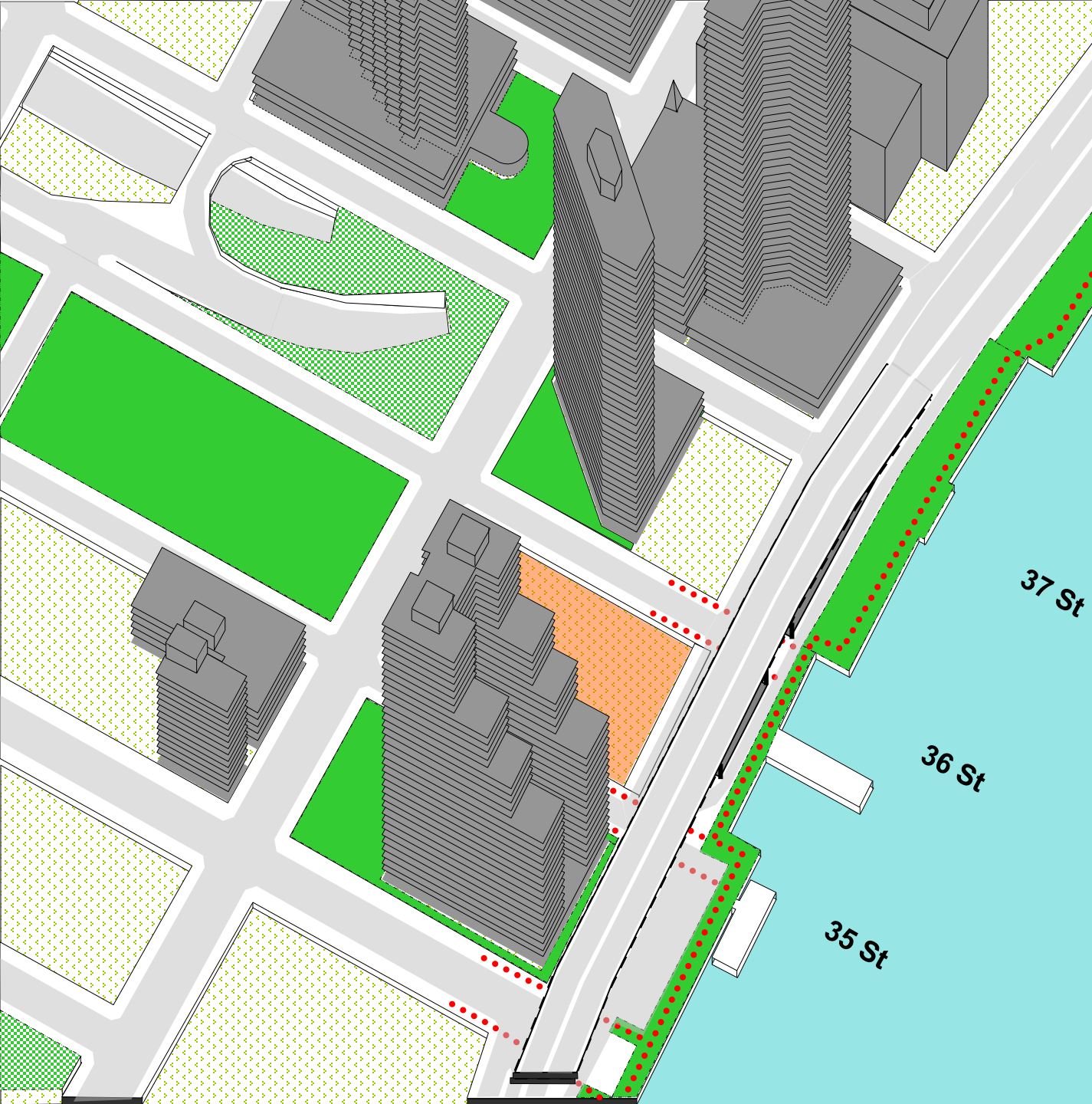
A shorter viaduct would reduce the cost of rebuilding and maintaining the highway. It would also reduce the visual obstruction at the foot of 36 and 37 Streets.

On the other hand, a shorter viaduct would eliminate the pedestrian access to the waterfront at 37 Street and would narrow the open space along the river between 35 and 36 Streets.

There would be enough height under the viaduct at 36 Street for a pedestrian crossing and enough height at 35 Street for vehicles, including buses stopping at the ferry landing.

Because the northbound entrance ramp would join the main line sooner the esplanade might be wider north of 38 Street.

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Waterside

First Av & 36 St

The triangular plaza at 36 Street is an unusual shape which suggests that something special is happening.

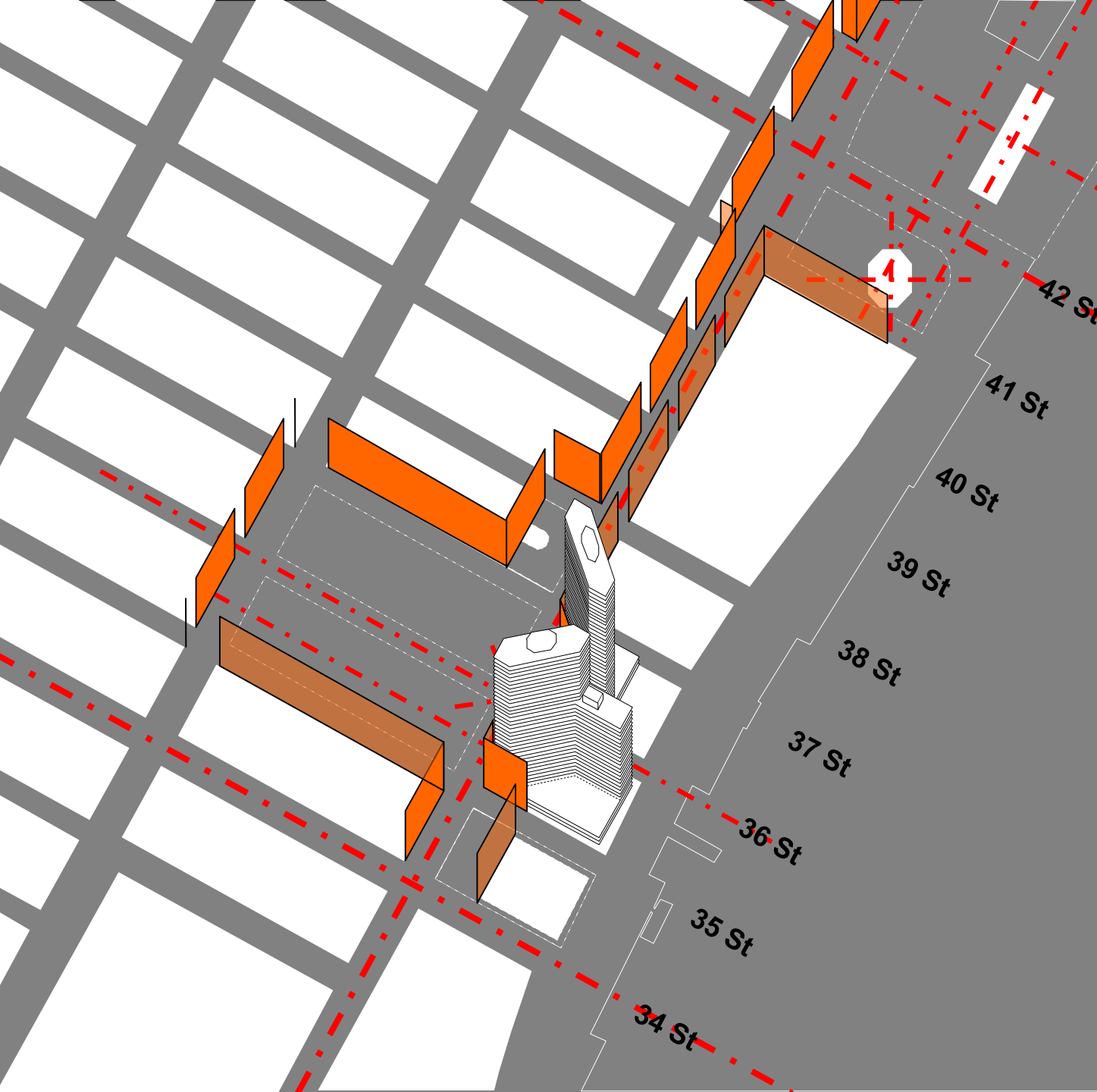
Because the plaza faces the intersection of First Avenue and 36 Street it seems that the intersection is the center of whatever is special.

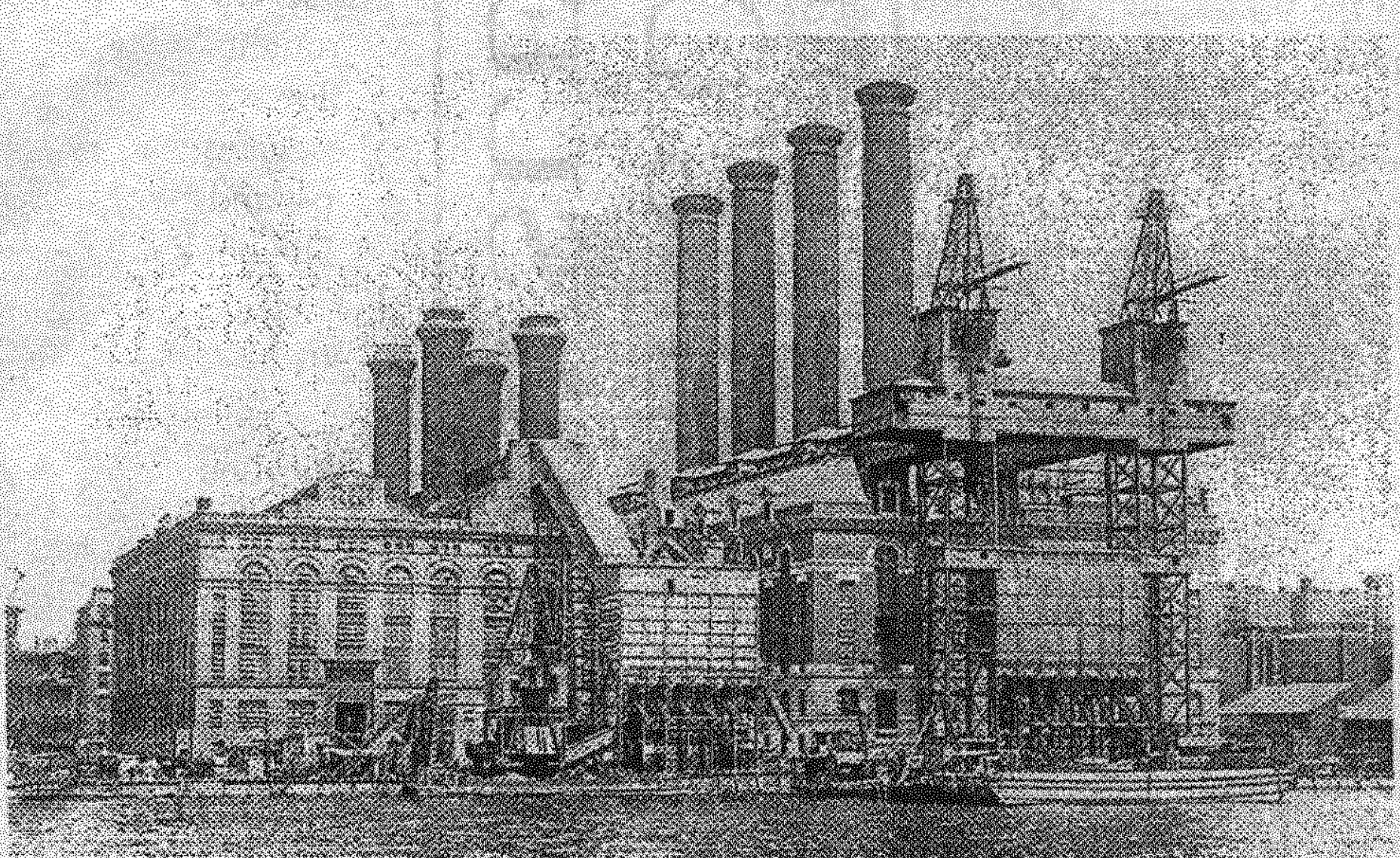
The triangular shape of the plaza suggests diagonal movement between First Avenue and 36 Street. It says (falsely) that this is a good route to the river.

A symmetrical triangular space on the south corner of 36 Street would greatly strengthen this message.

These urban design observations suggest that one appropriate architectural solution for 616 First Av would have a symmetrical diagonal tower.

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Historic view of Waterside 1 (left) and Waterside 2 (right) from East River circa 1910.

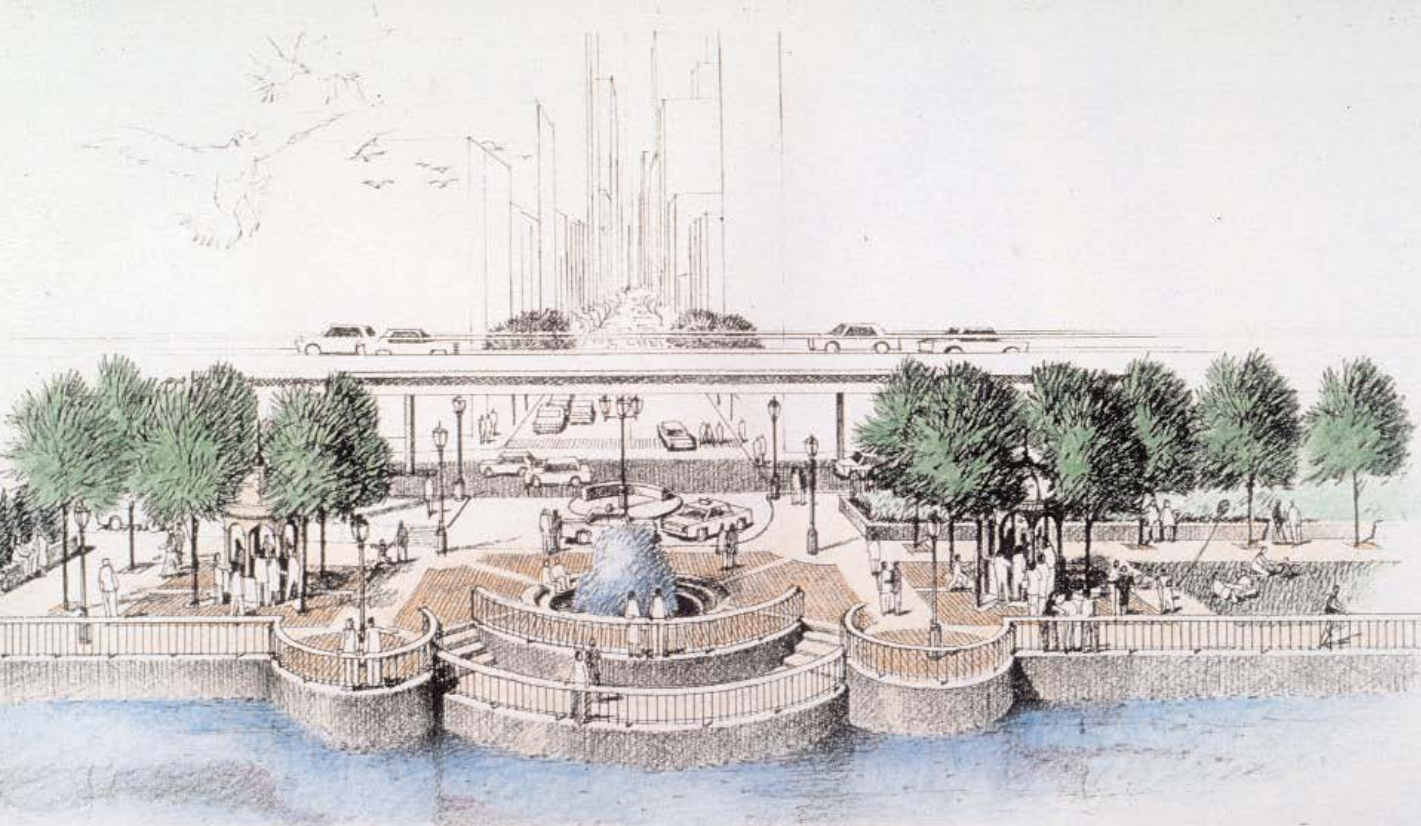
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“Glick” Park

In the mid 1980's two blocks of esplanade were built along the East River between 36 and 38 Streets. The community knows it as “Glick” Park, after the developer of two nearby apartment buildings who provided the esplanade and the access under the FDR Drive as mitigation for the rezoning required by the buildings.

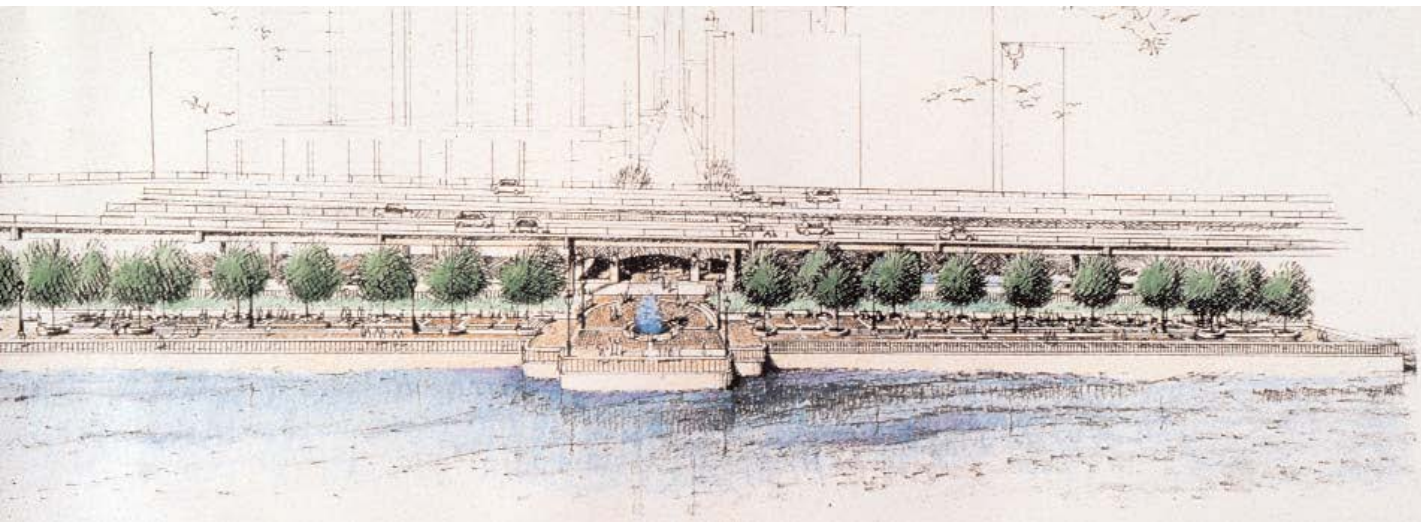
The park's architect was Thomas Balsley who also prepared plans to extend the esplanade south to 34 Street and north to 42 Street.

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Foot of 34 Street

36 to 38 Street



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The Con Ed Pier

For more than two decades the community has been asking the City to end or modify its lease with Con Ed for the pier between 38 and 41 Streets in order to extend "Glick" Park.

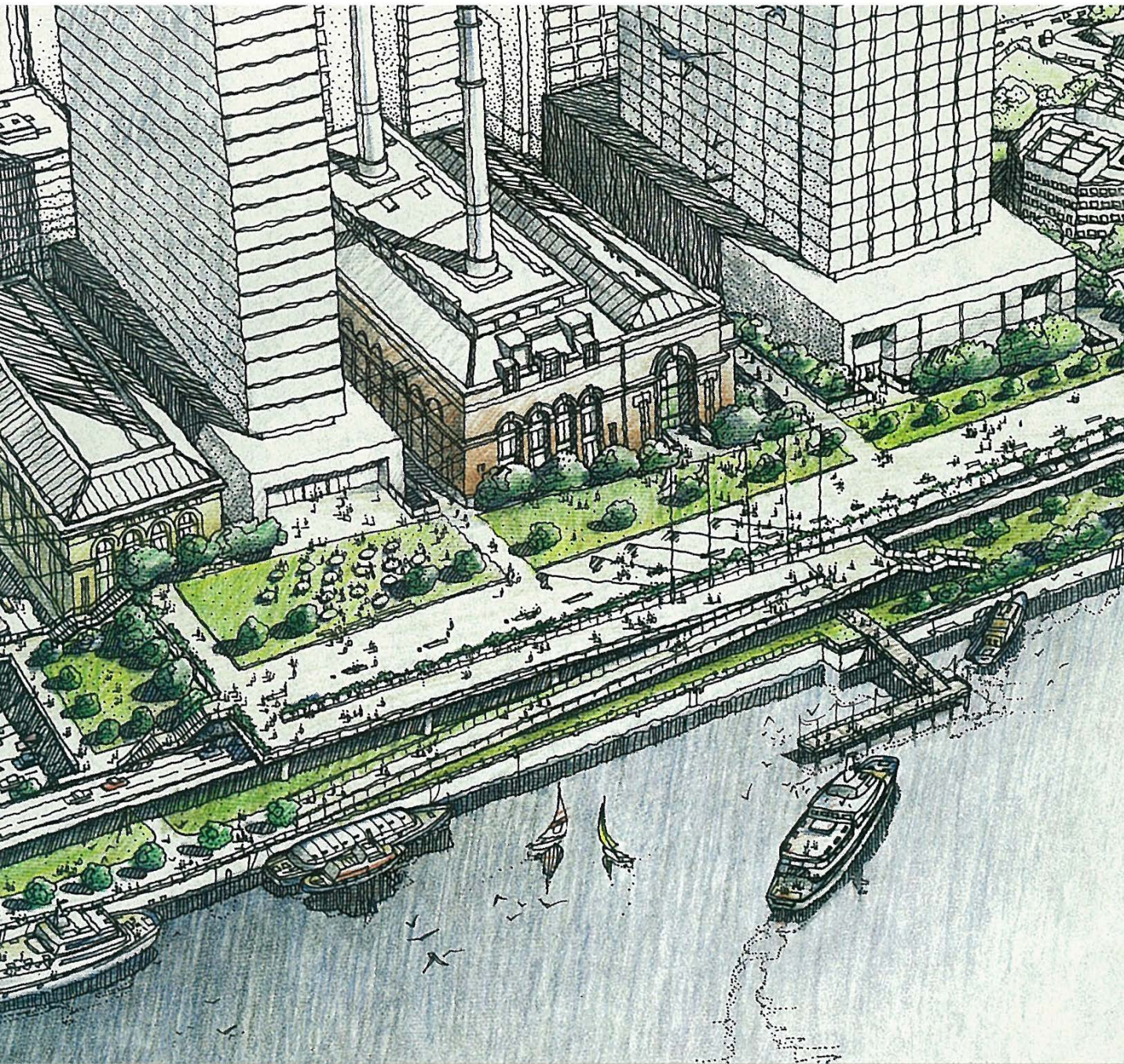
The pier once supported conveyors for delivering coal to the Waterside power plants. It has long been a parking lot and now is vacant.

In addition to its long term reuse as an esplanade in conjunction with the reconstruction of the FDR Drive, it would be a great interim open space.

It needs little to make it useful except for a pedestrian and bike ramp at its north end up to 42 Street so that it not be a dead end space.

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Wide Open

In the spring of 2001 the Municipal Art Society did its best to alert all of us to the wonderful possibilities inherent in the redevelopment of Con Edison's Waterside properties along the East River just south of the United Nations. There was a slide show and a report titled Wide Open -- as in "Its future is wide open."

MAS called for the adaptive reuse of the historic power plants and the construction of of an esplanade along the river and above the FDR Drive.

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38 to 42 Streets

Here is the area along First Avenue between 38 and 42 Streets.

Below 42 Street is the tunnel of the 7 subway line.

Below First Avenue and turning under the east River is the Queens Midtown Tunnel.

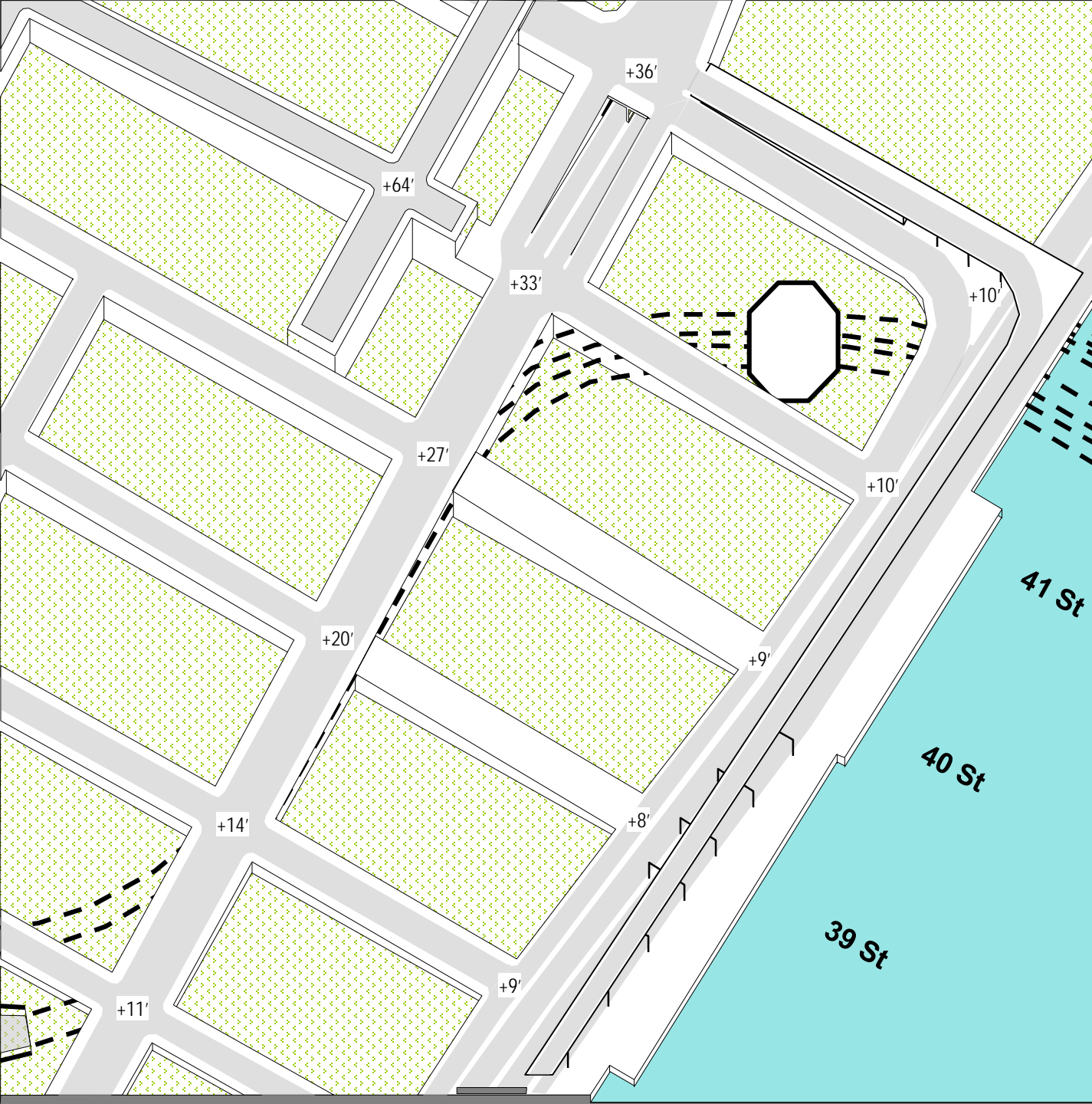
Under First Avenue between 41 and 48 Streets is a vehicular tunnel.

The streets slope from elevation 10 near the river to 36 at First Avenue and 42 Street to 64 at Tudor City Place.

The FDR Drive is at grade in this area; however, its exit ramp to 42 Street is elevated.

This is the fabric of the city -- the infrastructure that organizes and supports our activities and buildings.

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38 to 42 Streets

The city owned pier along the river between 38 and 41 Street plus a ramp to the foot of 42 Street can complete the esplanade between 34 and 42 Streets.

The redesign of the FDR Drive needs to shorten or eliminate the northbound exit ramp to 42 Street in order to allow access to the waterfront.

However, eliminating the exit ramp to 42 Street allows the highway to be narrower and the esplanade to be wider.

The site plan for the Con Ed properties includes:

- Rebuilding 39 and 40 Streets to be one level above grade at the FDR Drive.

- A promenade along the east edge of the Con Ed blocks.

- 39 and 40 Streets can be extended across the FDR Drive and connected to the esplanade.

- An easement along the east edge of the Con Ed blocks allows the FDR Drive to be aligned further west allowing the esplanade to be wider.

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CB#6 197a Plan

38 to 42 Streets

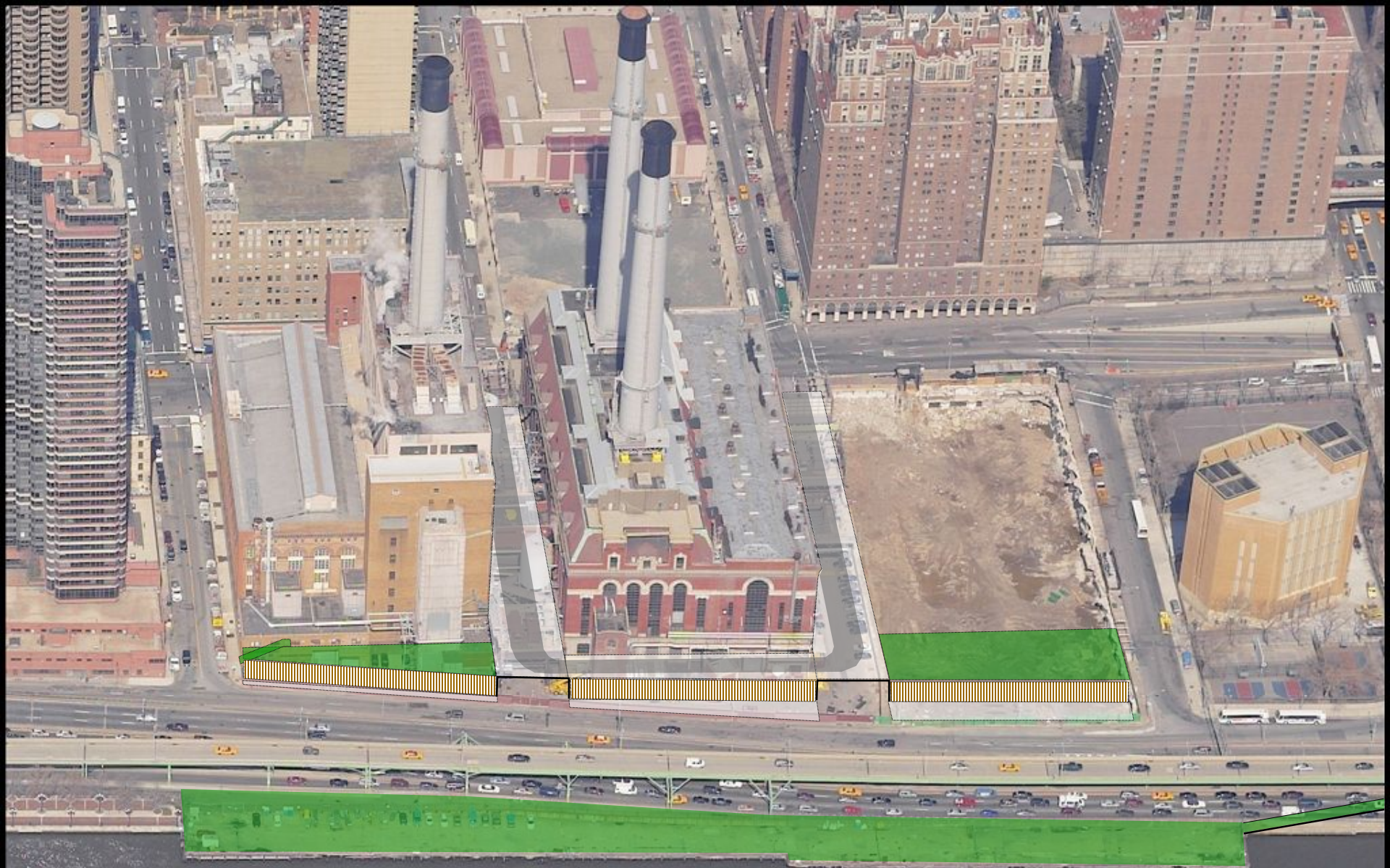
Rebuilding 39 and 40 Streets, providing a promenade overlooking the FDR Drive, completing the esplanade between 38 and 42 Streets and bridging the FDR Drive at 39 and 40 Streets might be part of the redevelopment of the Con Ed properties.

Adding landscaped decks above the FDR Drive between 38 and 41 Streets might be part of the rebuilding of the FDR Drive or part of the redevelopment of the Con Ed properties or part of both.

Widening the 42 Street ramp between First Avenue and the East River to provide a cross-town transit terminus convenient to a ferry landing might be part of rebuilding the FDR Drive.

Adding a deck above the FDR Drive between 41 and 42 Streets, possibly including an area above the east end of Robert Moses Playground, might be part of the rebuilding of the FDR Drive or part of the proposed new building for the United Nations.

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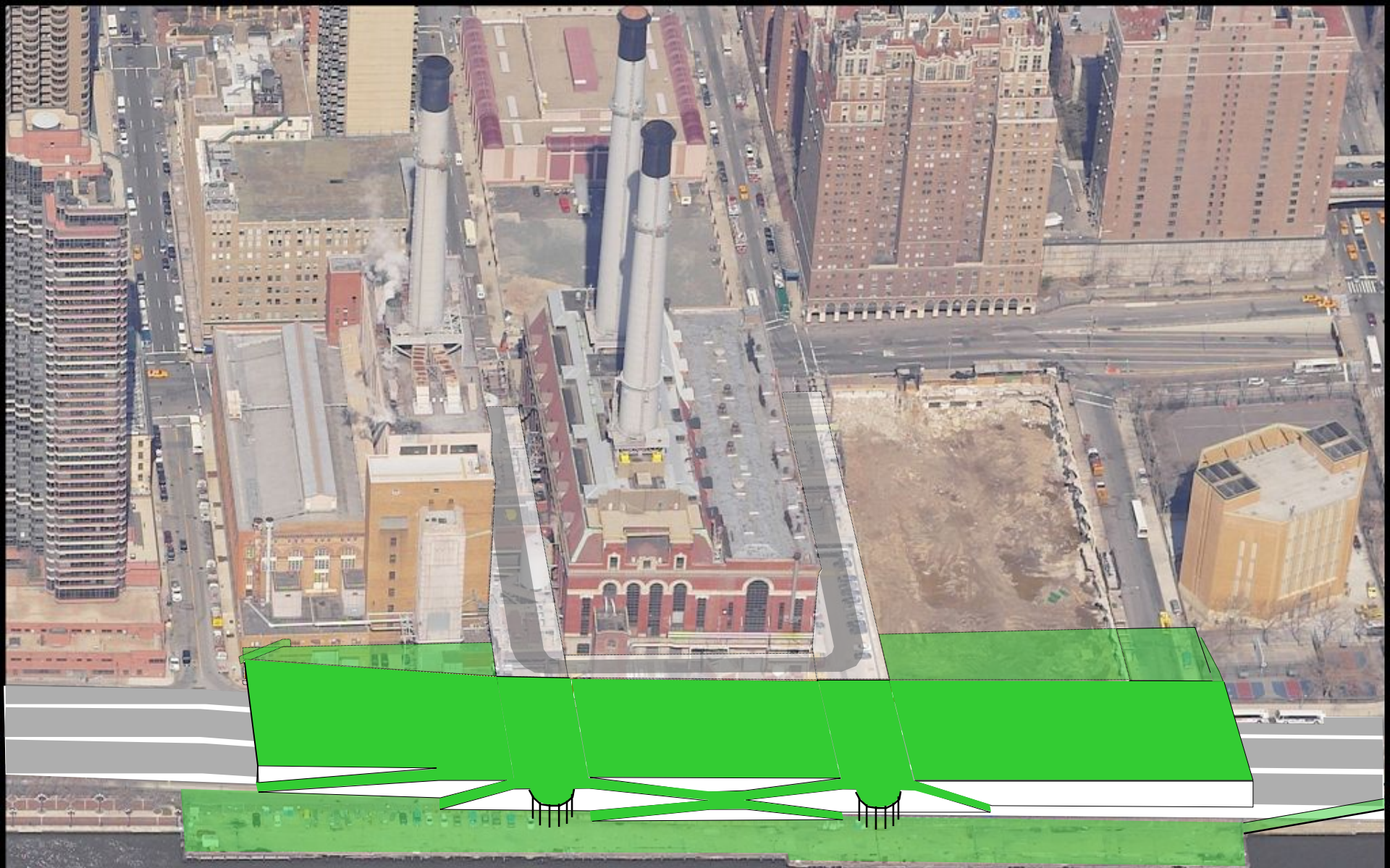


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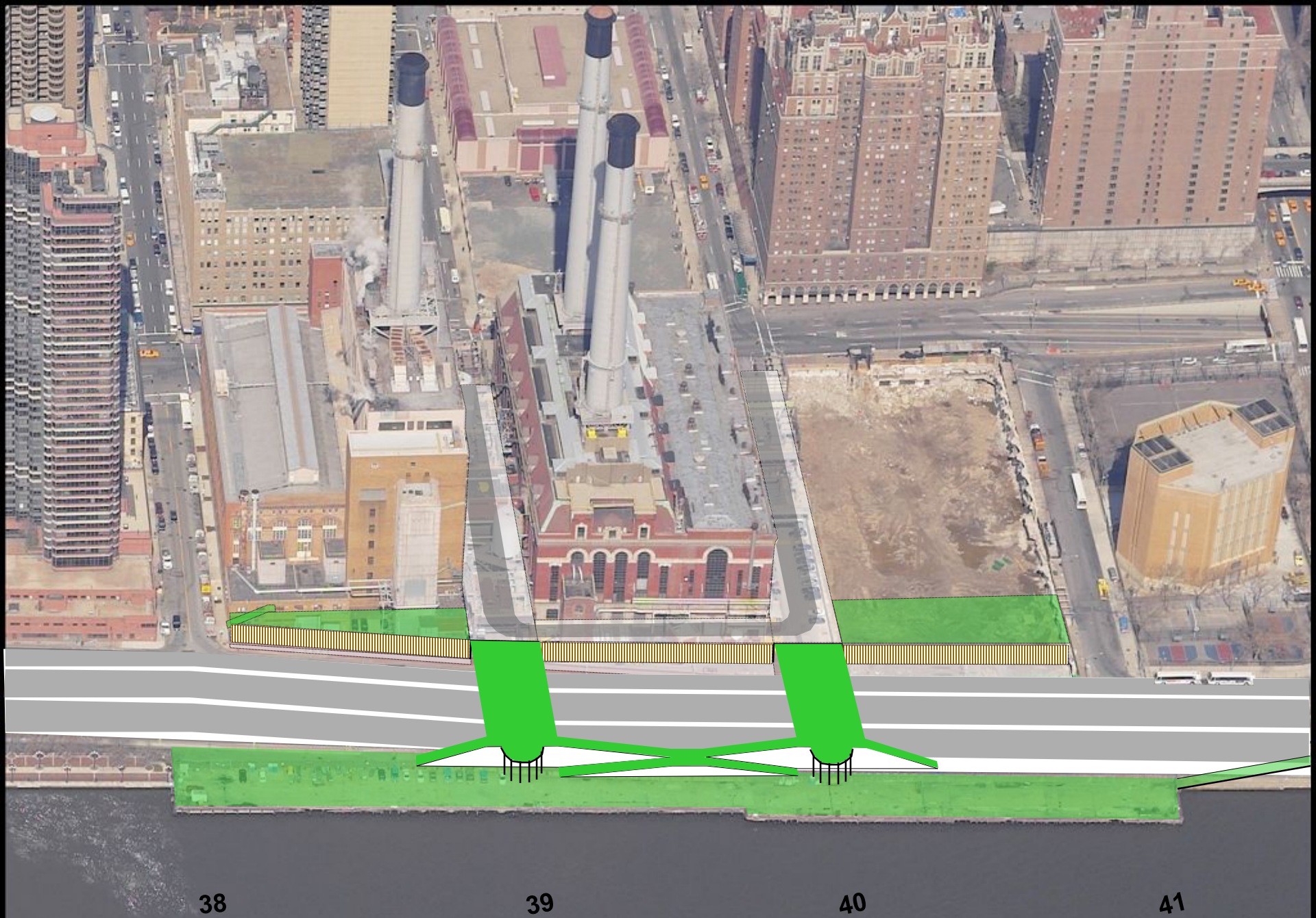


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L W U T

22 Jan 06



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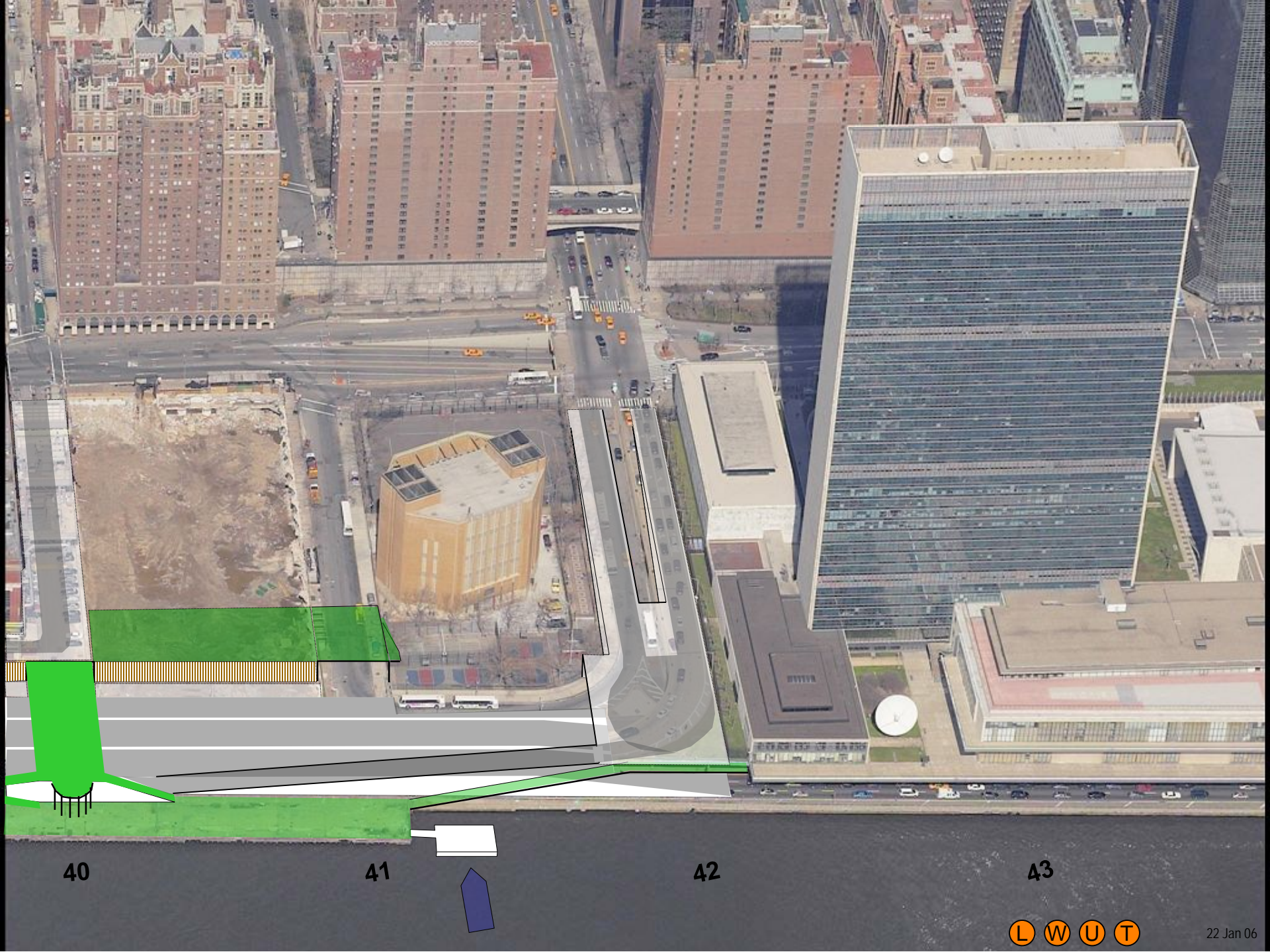
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L W U T

22 Jan 06



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L W U T

22 Jan 06

Charrette

Before



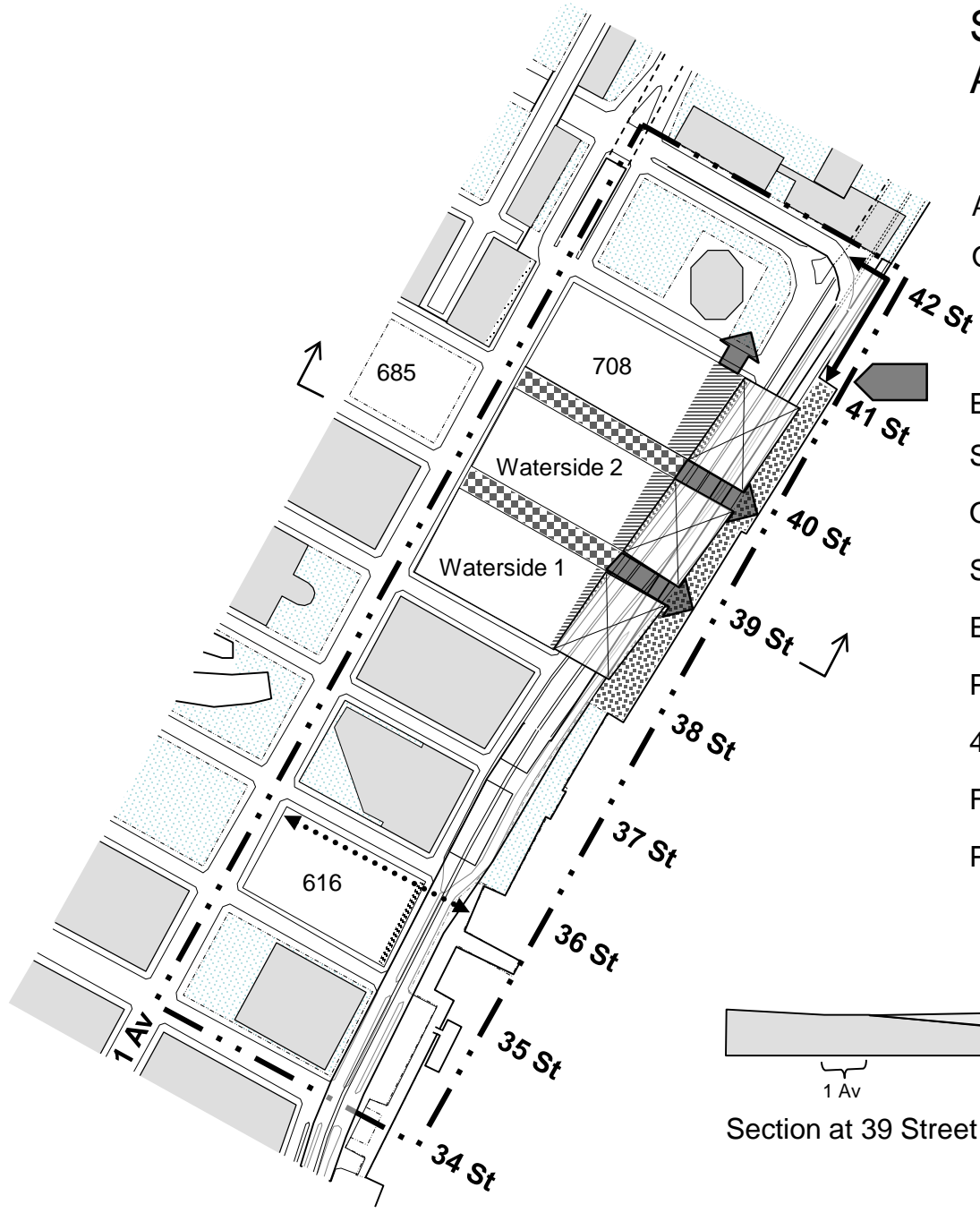
Charrette










After

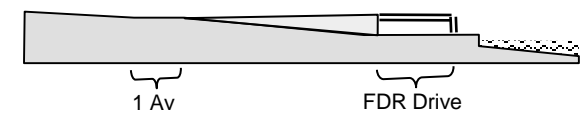


Special East River Access District

Appendix B Open Space Improvements



- Easement for FDR Drive 
- Street – 39 and 40 
- On-site Overlook 
- Sidewalk widening 
- Esplanade 
- Pedestrian Bridge 
- 42 Street Ramp 
- Ferry Landing 
- Pedestrian Deck 



Section at 39 Street

Moses Park

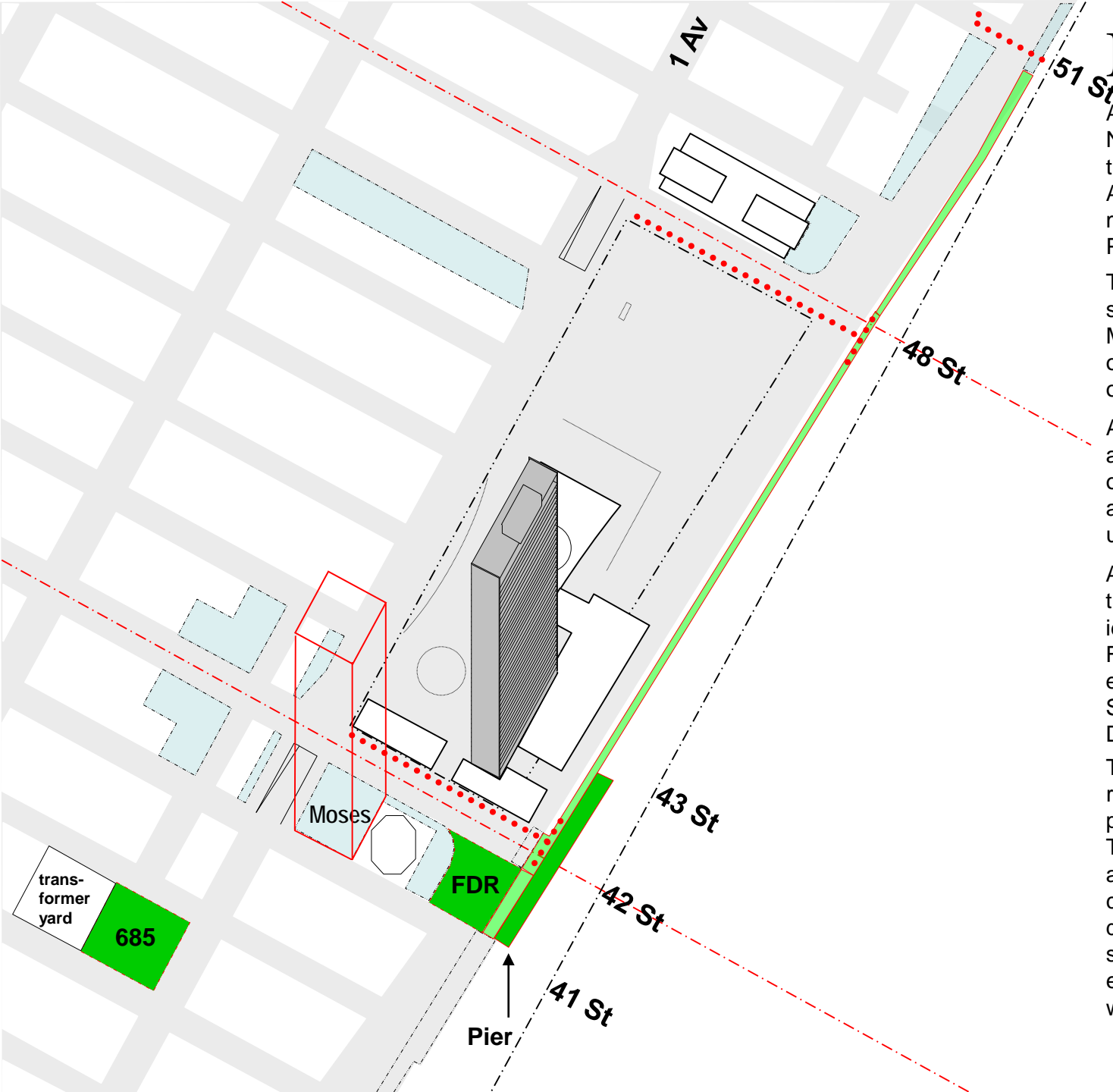
A new building for the United Nations is proposed to be built on the southeast corner of First Avenue and 42 Street, on the major portion of Robert Moses Playground.

The new building raises two open space issues: **replacement** of Moses park and **mitigation** of the open space impacts of the occupants of the building.

As **mitigation** for the new building an esplanade is proposed, slightly off shore, extending between 41 and 51 Streets and connecting upland at 42 and 48 Streets.

As **replacement** for Moses park three possibilities have been identified so far: a park at 685 First Avenue, a widened esplanade between 41 and 43 Streets, or a deck above the FDR Drive between 41 and 42 Streets.

The three alternatives for replacing Moses park each provide a similar amount of space. The widened esplanade is long and narrow, limiting the activities it can accommodate; 685 and the deck over FDR are nearly square, similar to the main area of the existing playground, allowing a wide range of activities.



Moses Park

FDR at 41 - 42 Street

If the FDR Drive were rebuilt to eliminate the northbound exit ramp at 42 Street:

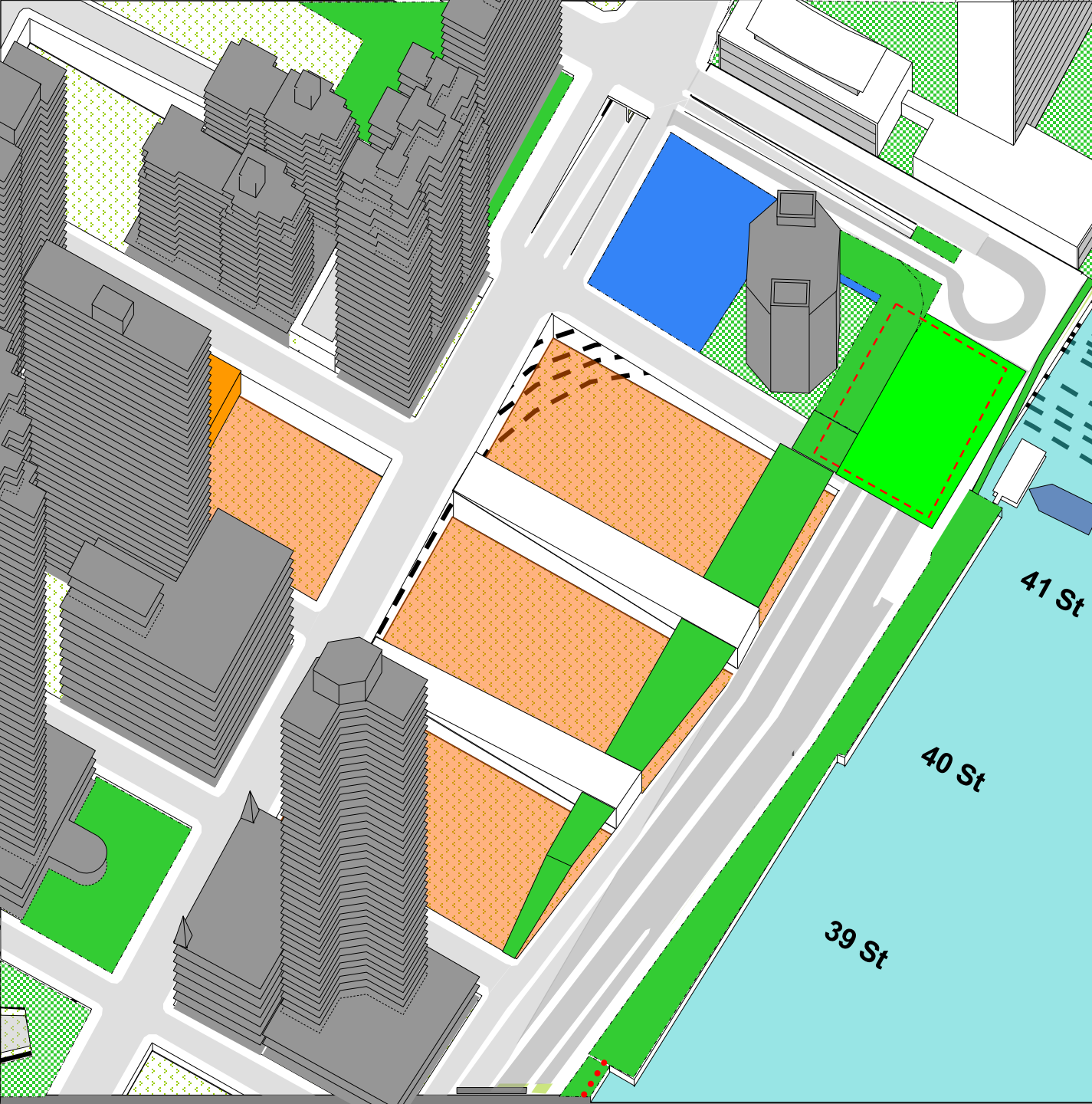
The viaduct in 42 Street could be widened to provide a bus turnaround, a generous pedestrian way to the esplanade, and access to a ferry landing.

A deck could be built above the FDR Drive between 41 and 42 Streets.

The sketch shows a deck above the highway between 41 and 42 Streets and above the eastern portion of Moses Park. Because the exit ramp is removed the deck can extend to the western edge of the esplanade.

The dashed rectangle shows the size of the existing playing field.

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Moses Park

FDR at 41 - 42 Street

If the FDR Drive were rebuilt to shorten the northbound exit ramp at 42 Street:

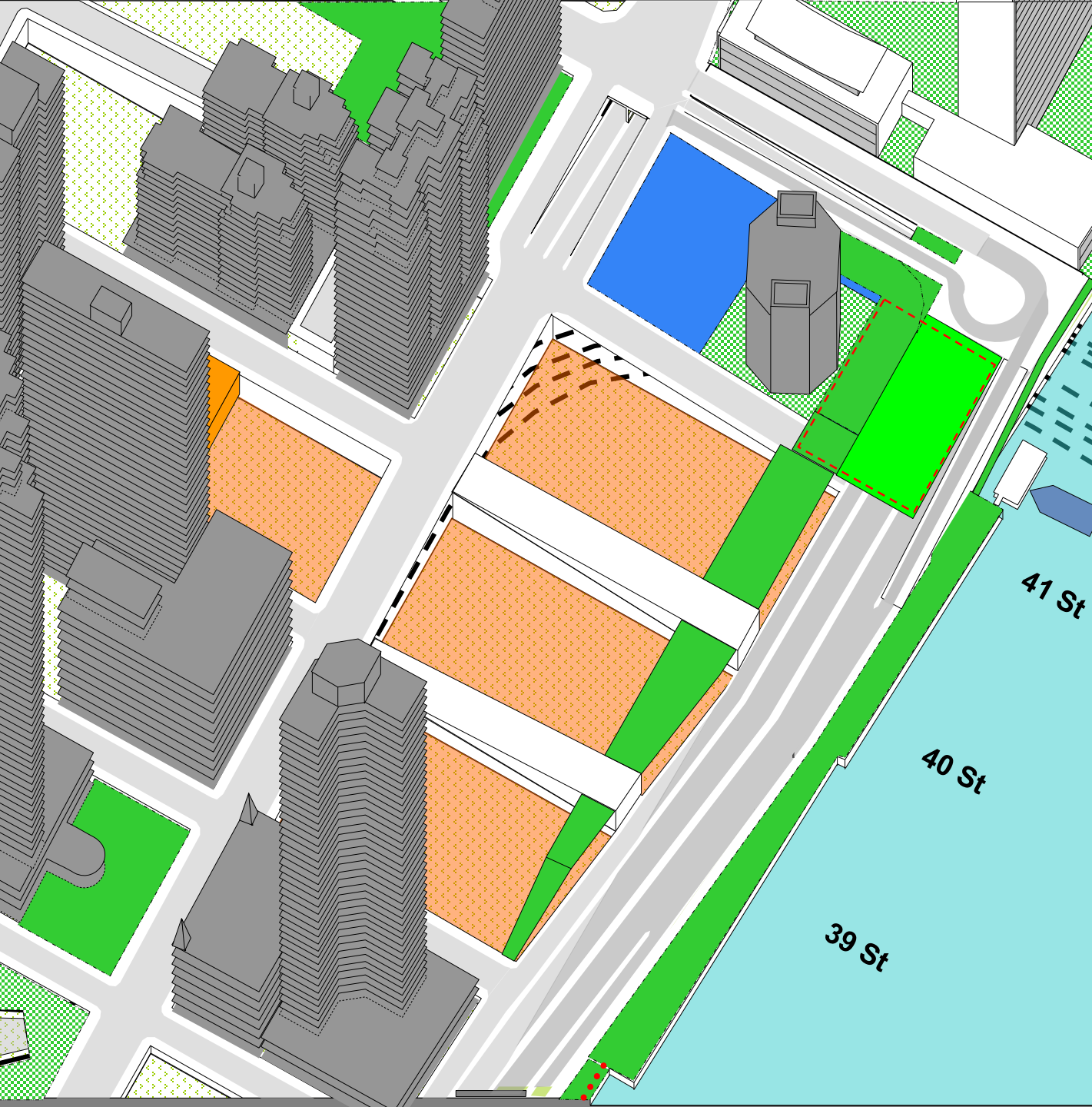
The viaduct in 42 Street could be widened to provide a bus turnaround, a generous pedestrian way to the esplanade, and access to a ferry landing.

A deck could be built above the FDR Drive between 41 and 42 Streets leaving space for the exit ramp.

The sketch shows a deck above the highway between 41 and 42 Streets and above the eastern portion of Moses Park. Because the exit ramp is replaced the deck can only extend to the western edge of the ramp.

The dashed rectangle shows the size of the existing playing field.

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United Nations Esplanade

It appears, for reasons of security, that the existing esplanade at the United Nations is unable to serve as part of the continuous public esplanade planned around the island of Manhattan.

An alternative link between 42 and 48 streets might be built along the east edge of the FDR Drive, 20 feet below and separated from the existing esplanade. It would need to extend to 51 Street and to 41 Street.

Pedestrian access would be provided across the FDR Drive and down to the esplanade at 42 and 48 Streets.

An additional point of pedestrian access might be provided through the UN grounds although one would expect it to be closed often for security reasons.

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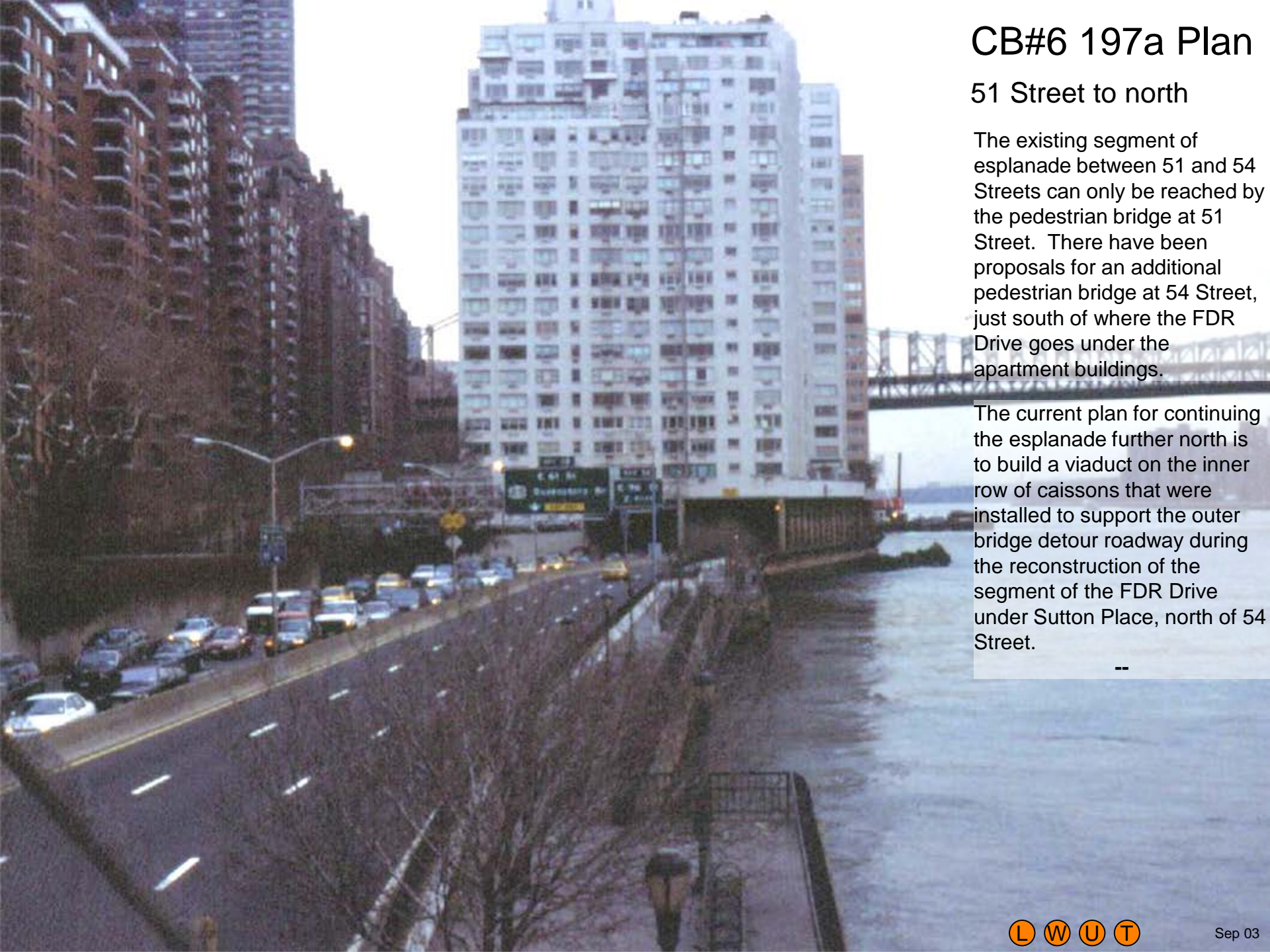
51 Street to south

South of 51 Street there is not a public esplanade. There is, above the FDR Drive, an esplanade that is part of the United Nations grounds: however, since 9-11 it has been closed to the public.

Atypical of the FDR Drive, this portion includes a northbound breakdown lane. There have been suggestions to use this as a walkway.

The current plan, as part of developing a consolidation building on Robert Moses Playground, is to build an esplanade in the river, outboard of the FDR Drive.

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CB#6 197a Plan

51 Street to north

The existing segment of esplanade between 51 and 54 Streets can only be reached by the pedestrian bridge at 51 Street. There have been proposals for an additional pedestrian bridge at 54 Street, just south of where the FDR Drive goes under the apartment buildings.

The current plan for continuing the esplanade further north is to build a viaduct on the inner row of caissons that were installed to support the outer bridge detour roadway during the reconstruction of the segment of the FDR Drive under Sutton Place, north of 54 Street.

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