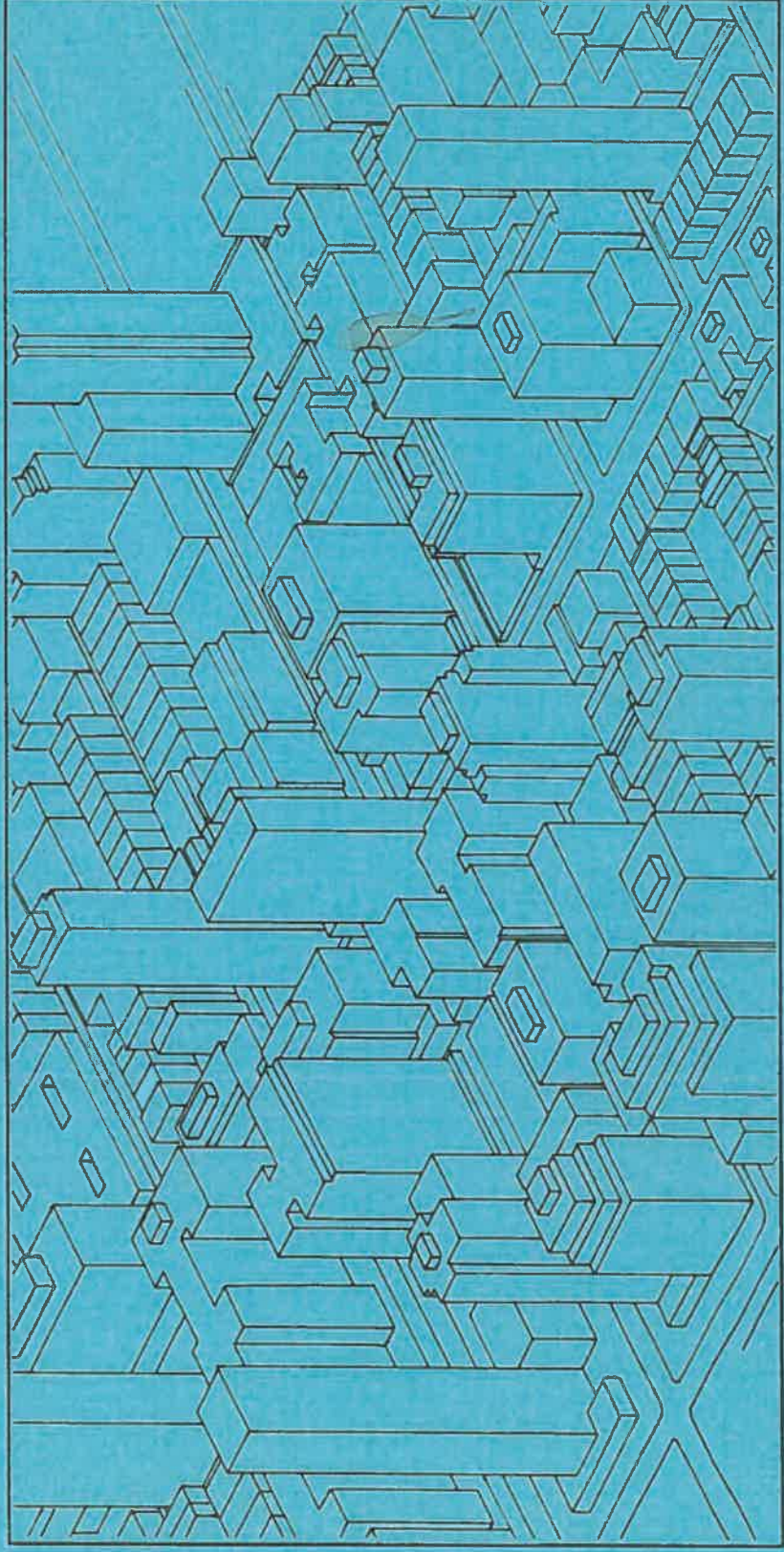

Regulating Residential Towers and Plazas: Issues and Options

A Discussion Document



Department of City Planning/New York City

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Introduction

Purpose

This publication presents various options for public discussion and further analysis to address a series of interrelated problems affecting the quality and character of residential development in high density areas, such as the Upper East Side of Manhattan. The issues discussed herein--tower regulations for high density residential districts, zoning lot mergers, and the residential plaza bonus--involve complex policy and technical questions, especially in the areas of urban design and economics. As such, members of the civic, professional and development communities may have different experiences and perspectives involving design and economic aspects of residential development which must be explored and discussed before a specific plan of action is undertaken.

These proposals evolved through several years of planning and urban design study by the Department of City Planning (DCP). The department's aim is to resolve these problems in an integrated manner and to offer a comprehensive planning framework for guiding future development. This document is intended to serve as the basis for public discussion with all interested groups prior to the drafting of specific zoning text amendments for subsequent review.

Objectives

The objectives of this study are as follows:

Building Form

1. To examine the regulations that govern residential towers within the context of established neighborhoods in order to determine whether the existing tower regulations should be modified or if supplemental bulk regulations should be proposed.
2. To develop zoning regulations that achieve the urban design objective of relating new residential buildings to established neighborhood character and effectively controlling the impact of new buildings on access to light and air to the streets, sidewalks and public spaces.
3. To encourage attractive and economic buildings as-of-right, while accommodating freedom of architectural design within established limits.
4. To reinforce the historic pattern in Manhattan of relatively low building bulk on narrow streets and bulkier buildings on the avenues and wide crosstown streets.
5. To analyze the relationship between the existing tower regulations and the use of zoning lot mergers and to evaluate their effect on building height and built form.

Residential Plaza Bonus

1. To review the plaza bonus to determine its history and effectiveness.
2. To review the number of plazas and related square footage of open space generated by the bonus.
3. To encourage an equitable relationship between new residential plazas and bonus floor area.
4. To equate the plaza bonus with the inclusionary housing bonus so that the two bonuses offer similar incentives for their use.
5. To upgrade the design standards of residential plazas and improve their appearance and their use.
6. To restrict the location of new plazas in order to maximize visibility and promote their public use.
7. To analyze the effect of the plaza bonus on building height and built form.

Background of Study

Certain planning problems examined in this report occur throughout the city. However, impacts associated with the superimposition of the three sets of regulations--those governing residential towers, zoning lot mergers and bonused residential plazas--occur primarily in R10, C1-9 and C2-8 zoning districts. The majority of these districts are found in Manhattan, with the greatest concentration on the Upper East Side in Community District 8 (CD8). CD8 also has the greatest number of bonused plazas developed under the 1977 residential plaza guidelines: 22 of the 46 existing residential plazas. CD8 was therefore selected as a case study for analysis.

The zoning controls that regulate new development on the Upper East Side have been significantly revised during the last eight years. In 1982, the Special Park Improvement District and the Special Madison Avenue Preservation District were revised at the time of the creation of the Upper East Side Historic District by the Landmarks Preservation Commission. In early 1983, the sliver building zoning regulations were enacted which limited the height of residential buildings with a frontage of 45 feet or less. An associated zoning map action changed the zoning regulations for Lexington Avenue from R10 to R9X in 1984 and reduced the R10 district along Park Avenue to a uniform depth of 100 feet.

Another significant change occurred in 1984, when new "contextual" zoning designations (R10A, R9A, R9X, R8A, R8B) and commercial equivalent zones (C1-8A, C2-7A, C4-6A) were adopted by the City Planning Commission and the Board of Estimate. These contextual zones embody regulations that have broad applicability to many traditional New York City neighborhoods. In September 1985 and March 1986, the low-rise midblocks on the Upper East Side were

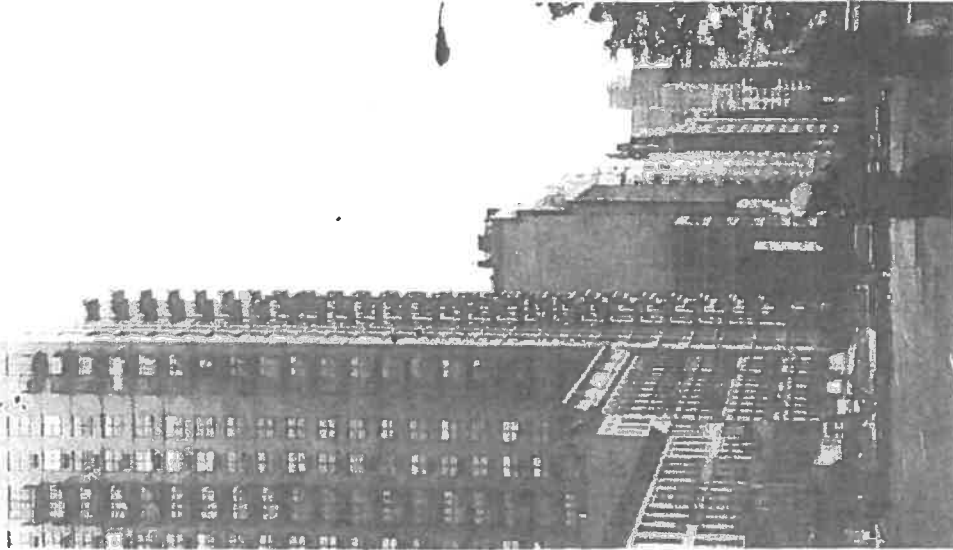


Figure 1 - The avenue streetscape of the Upper East Side consists of a mixture of building types--residential towers, high streetwall apartment buildings, and low streetwall tenements.

rezoned to R8B to ensure that new development would be compatible with the existing physical scale and character of the midblocks.

In the most recent rezoning action, the Special Yorkville - East 86th Street District was eliminated and replaced by contextual zoning regulations for East 86th Street between Park and First avenues. This rezoning, which was developed by City Planning working with the 86th Street Task Force, was adopted by the Board of Estimate in June 1989.

Buildings on the avenues of the Upper East Side are a mix of pre-1961 streetwall buildings, towers, towers-on-a-base, rowhouses and tenements. In the midblocks, rowhouses and tenements predominate. The grid of blocks is rarely interrupted, except east of York Avenue and at the approaches to the Queensboro Bridge. Figure 1 indicates the mixed character of buildings in CD8.

Dramatic changes have occurred on the Upper East Side in the past dozen years. A total of 119 new buildings or major alterations were constructed from 1978 to 1988. All of the new R10 towers are more than 20 stories (eight new buildings are 40 stories or higher) and have replaced structures of a substantially smaller scale. The public perception of the streetwall character of the neighborhood has been altered by these new buildings.

The information presented in this report documents development trends in Community District 8, and analyzes various approaches that could provide a balance between the dual goals of preservation and growth.

Current Regulations and Existing Conditions

Tower Regulations

Several regulations exist which guide the design of R10 and R10-equivalent buildings. Tower, height and setback or alternate front setback regulations may be used in these districts; these regulations are summarized in Appendix A. Even though there is a range of permissible building forms, most of the recently constructed buildings follow the tower regulations. However, concern has been raised that the current tower regulations do not ensure that new buildings are as compatible with the established neighborhood character as they could be.

One objection has centered around the erosion of streetwall character caused by buildings which are set back from the streetline as a result of the tower regulations. Additional objections to towers have centered around their height. Many new residential towers on the Upper East Side exceed forty stories; the tallest completed in the last decade is fifty stories, and taller buildings could be constructed (and are currently underway) as-of-right. Buyers and renters pay a premium for space at the upper floors of buildings: condominiums and apartments on the 30th floor typically are priced 30 percent more than identical units on the 10th floor.¹ The trend of constructing large buildings on relatively small "footprints" has also contributed to the construction of taller buildings, as contrasted with residential towers constructed during the 1960's, which tended to be constructed with tower coverage closer to 40 percent.

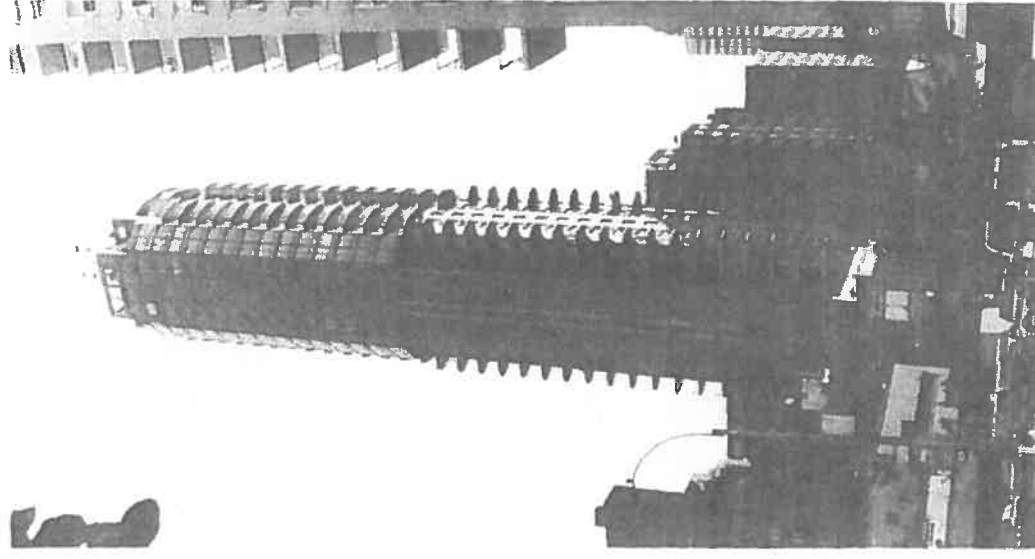


Figure 2 - New tower buildings have altered the traditional streetwall character of certain areas of the east side. The tower in the center is set back from adjacent buildings.

¹ Residential Construction in Manhattan, January 1989.

Zoning Lot Mergers

The Zoning Resolution permits property owners to combine the development potential of adjacent lots regardless of ownership. This is accomplished by merging the lots into one zoning lot through a financial arrangement between property owners. Since many existing buildings have less bulk than permitted by current zoning, a developer can increase the size of a new building by utilizing the unused development potential of one or more adjacent buildings. (See Figure 3.) Use of this mechanism can help accelerate the process of lot assemblage, as developers are not required to legally transfer ownership of land, but to simply record such an agreement when they file their applications to construct their projects with the Department of Buildings.

Zoning lot mergers create the perception that a building appears to have been constructed with a far greater density than its neighbors. The viewer is unaware that adjacent properties may have permanently retained their relatively low scale as a result. Although the overall density of the zoning lot is unchanged, the use of this process can result in buildings of greater height which may alter the character of the neighborhood. Thus, an exceptionally bulky building may be constructed on a lot and may be viewed by passersby as having gained its height through a bonus mechanism, rather than through a zoning lot merger. In one extreme case, for example, a building in an R10 district (10 FAR) has theoretically achieved 21 FAR on its "footprint" simply by merging adjacent tax lots. Historically, the New York City zoning resolution has not distinguished between a building "footprint," a zoning lot, or portions of a zoning lot that may be owned by different parties. Use of the zoning lot merger process is common and widespread. Approximately one-half of the new higher-density buildings built on the Upper East Side during the last decade have received at least part of their

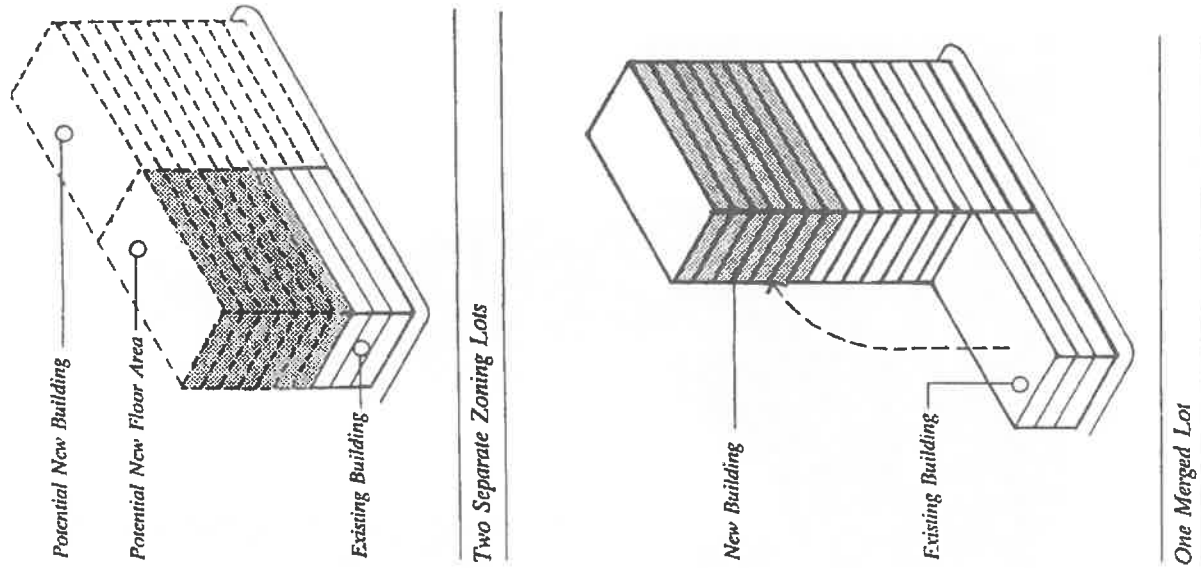


Figure 3 - A possible zoning lot merger.

least part of their bulk through this process.

Limiting or eliminating this movement of floor area has been considered and studied by DCP staff periodically during the last decade. In 1987, DCP began a review of the regulations governing existing residential plazas. Towards the end of 1988, an in-house working group was assembled and the scope of the effort was expanded to study the complex interrelationships among the tower regulations, zoning lot mergers and plazas. After an initial exploration of these issues, the working group determined that a coordinated approach was necessary to determine a set of responses to these interrelated issues.

The data gathered on recent residential zoning lot mergers and building size indicated that there has been an unforeseen relationship between the effect of zoning lot mergers and the existing tower regulations. The most significant discovery was that nearly two-thirds of the additional bulk above the base floor area of the building "footprint" was generated through zoning lot mergers.

Legally, zoning lot mergers are not readily controlled or defined: it is difficult to define the new building "footprint" within the building lot, especially when portions of the zoning lot may be under different ownership. Thus, suggestions to cap the transfer of rights would be extremely difficult to delineate with precision, and in some instances could be subject to legal challenge. Further, to enforce such regulations, the Department of Buildings might need to review in detail the history of ownership transfers and development associated with every merger.

The working group concluded that an enforceable, loophole-free definition of zoning lot mergers could not be devised, and that certain efforts to regulate zoning lot mergers through a cap could have unintended consequences, such as hastening the demolition of low-rise structures (including those with institutional

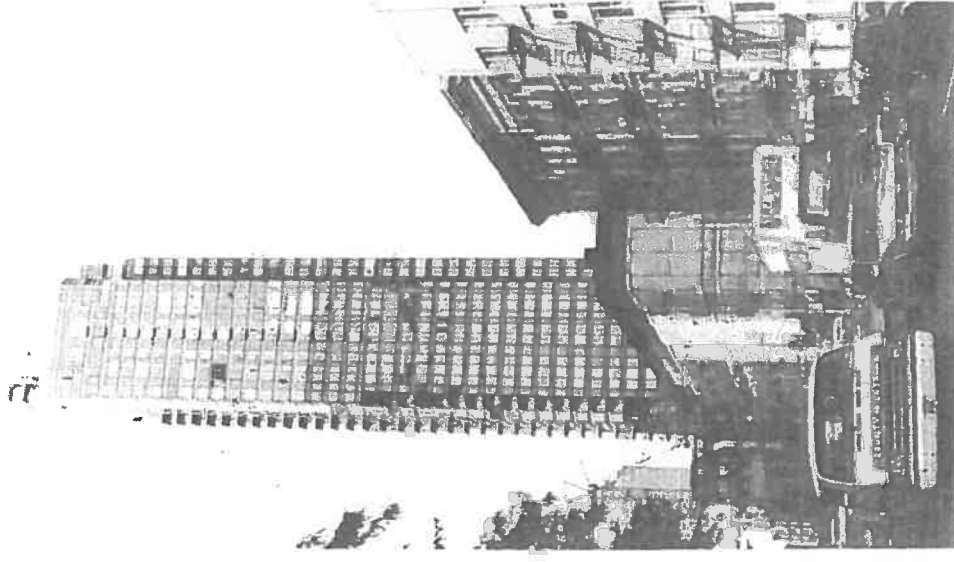


Figure 4 - Approximately one-third of the new floor area of this tower resulted from zoning lot merger with adjacent low-rise buildings.

uses that would not require relocation).

DCP undertook an extensive analysis of the 38 new buildings involving zoning lot mergers that have been completed on the Upper East Side since 1978, in order to investigate whether establishing new supplemental tower regulations could effectively address the perceived problem. The analysis is presented later in this report.

Bonused Residential Plazas

The regulation that permits floor area bonuses for the provision of urban plazas was a part of the "incentive zoning" approach introduced in the 1961 Zoning Resolution. The emphasis at the time was not on creating new public spaces, but on assuring the availability of light and air at the street level. Thus, these plazas had few standards and required no special features. The plazas could be as narrow as ten feet, as small as 500 square feet and finished with nothing more than asphalt paving. (See Figure 5.)

The problems associated with unadorned and underutilized plazas prompted an intensive review and upgrade of all plaza standards. In 1975, the Urban Open Space regulations for 15-18 FAR commercial districts were introduced. In 1977, the Residential Plaza zoning text was adopted which specified additional standards for all new residential plazas. The intent was to encourage plazas with abundant seating (some movable), trees, lighting and similar requirements to make the spaces more attractive and inviting. (See Figure 6.) The developer had to select from a list of required, additional and optional amenities. For the first

time, all bonused public spaces had to be identified by a sign. (See Residential Plaza Standards, Appendix B.)

The plaza bonus has been criticized by planning, civic and neighborhood groups who claim that some plazas were poorly designed and uninviting to the public. This criticism is particularly valid for those plazas built under the pre-1977 plaza standards. There is also a perception among some members of the public that the plaza bonus is primarily responsible for the increased height of residential towers. Poorly sited plazas can also disrupt the streetwall character of the neighborhood and diminish ground floor retail activities that help to enliven sidewalks. Finally, many view the as-of-right plaza bonus as competition for the Inclusionary Housing bonus program which was enacted in 1987.

Our review of residential plazas provides a perspective for responding to these criticisms: City Planning is considering a complete restructuring of the residential plaza bonus provisions. The Department's findings and proposals are discussed later in this report.

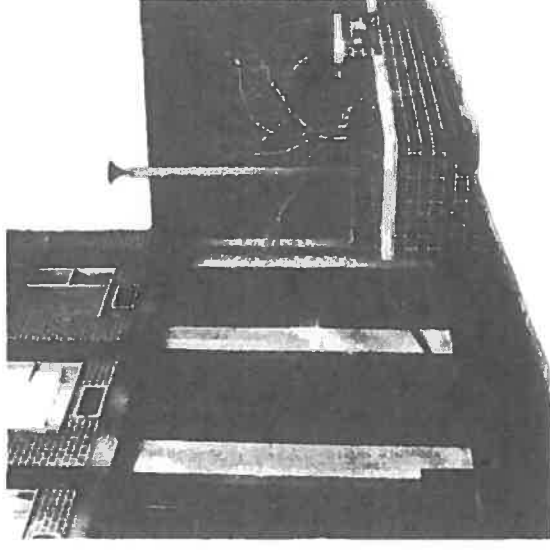


Figure 5 - A 1961 plaza. Plazas developed to these minimal standards are often narrow and barren, serving little recreational purpose.



Figure 6 - A 1977 plaza. Plazas developed to these standards can be useful and attractive neighborhood resources.

Residential Development in CD8: 1978-1988

Building Form

City Planning compiled a computerized database of residential buildings in CD8 that received a Certificate of Occupancy between January 1, 1978 and December 31, 1988. A total of 119 buildings were constructed during this eleven year period. Non-R10 district construction consisted of 42 buildings; the remaining 77 buildings in R10 or R10-equivalent districts were analyzed by City Planning in detail.

Each of the 77 projects was studied to determine:

- location
- zoning district
- block
- merged floor area
- lot
- floor area ratio
- address
- number of stories
- building name
- number of dwelling units
- parcel size
- percent tower coverage
- merged parcels
- typical floor plate
- floor area
- ownership
- bonus floor area
- size of plaza

With this data, DCP staff was able to apportion the floor area of each building to the base floor area accorded by the zoning designation, bonus floor area resulting from incentive programs, or floor area attributed to a zoning lot merger. (See Appendix C, List of 77 Buildings.)

77 R10 Buildings in CD8

1978-1988

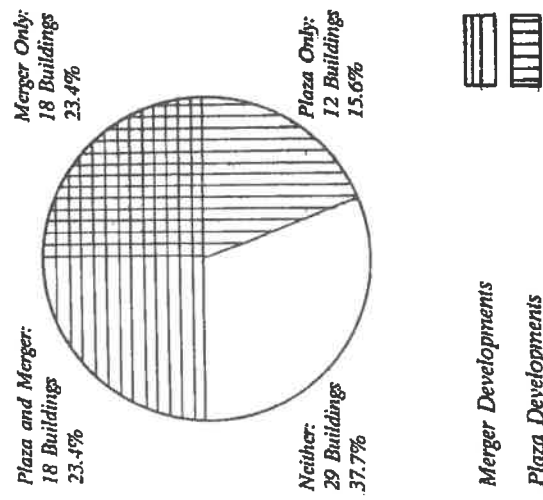


Figure 7 - The use of zoning lot mergers and the plaza bonus in R10 zoning districts (77 projects total) in Community District 8.

- Of the 77 projects, 36 (46.8 percent) were found to have included a zoning lot merger. Eighteen of these 36 also included a plaza, while 18 did not. (See Figure 7.)
- Of the 36 projects that involved zoning lot mergers, all retained one or more existing buildings on the merged zoning lots. The residual development rights from existing buildings were added to the new adjacent building. Twenty-five percent of the total new floor area constructed in these developments was generated through a zoning lot merger.
- Forty-one (53.2 percent) of the 77 projects were constructed without a zoning lot merger. Twelve of the 41 projects included a plaza, while 29 did not. (See Figure 7.)
- Twelve and one-half percent of the total new floor area in the 77 projects was gained through a zoning lot merger.
- Plazas tended to be constructed on the larger lots. When a portion of the site was used for the plaza, a taller building resulted. The tallest structures used both plaza bonuses and zoning lot mergers.
- The 31 plazas provided more than 212,000 square feet of publicly-accessible open space--nearly five acres.

The following characterizations were drawn from an analysis of the patterns of design and development among the 77 R10 projects developed in CD8 since the beginning of 1978.

- Three buildings were renovations or substantial rehabilitations. They contain a total of 381 dwelling units.
- Twelve buildings were constructed on small lots with 50 feet of frontage or less. The analysis revealed that these 12 buildings contain 463 total dwelling units (averaging 39 per building), with an average height of 14 stories, and an average zoning lot area of 4,165 square feet.
- The twelve buildings in special districts contained a total of 723 dwelling units and an average of 19 stories. The special districts included the Park Improvement, Madison Preservation and the former Special Yorkville--East 86th Street District.
- Eighteen buildings either received Housing Quality or other special permits approved by the City Planning Commission and the Board of Estimate (13 buildings), or were granted variances by the Board of Standards and Appeals (five buildings). These buildings have an average zoning lot area of 31,153 square feet. The average new building "footprint" FAR is 12.8, and the average zoning lot FAR is 10.6. The total number of dwelling units is 5,232, averaging 291 units per building. These buildings contain 33 stories, on average, and the typical floor plate averages 8,228 square feet.

- Thirty-two buildings were constructed in accordance with tower regulations or were on split zoning lot parcels (such as R10/R8) with an average zoning lot of 22,394 square feet. The building footprint FAR averaged 12.2, while the zoning lot FAR averaged 10.5. With 7,021 dwelling units, there is an average of 219 units per building. On average, tower buildings are 36 stories high.

In order to focus on the single zoning district tower structures, a detailed analysis of the 23 tower buildings constructed exclusively in R10 or R10-equivalent zoning districts was undertaken. The results of this analysis are as follows:

- Of the 23 buildings, 13 (56.5 percent) included zoning lot mergers, while 16 (69.6 percent) included plazas. Nine projects (39.1 percent) were found in both of these groups; while only three (13 percent) of the 23 buildings did not use either the plaza bonus or a zoning lot merger. (See Figure 8.) The FAR ranges of these 23 buildings were 9.4 to 12.1 on the zoning lot, and 9.4 to 19.7 on the building "footprint." The average zoning lot area of this group is 15,462 square feet. The "typical" tower floor plate is 4,642 square feet, ranging from 2,261 to 8,091 square feet per building. The average number of dwelling units per building is 164; tower coverage ranges from 20-45 percent of the zoning lot, with an average of 32 percent.
- The analysis of tower buildings constructed on zoning lots of 10,000 square feet or more in CD8 reveals that there have been significant increases in the heights of buildings, as well as decreases in the size of floor plates and zoning lot coverage. This trend has become most apparent in recent years. The original prototype of the residential tower

23 Towers Constructed in CD8
1978-1988

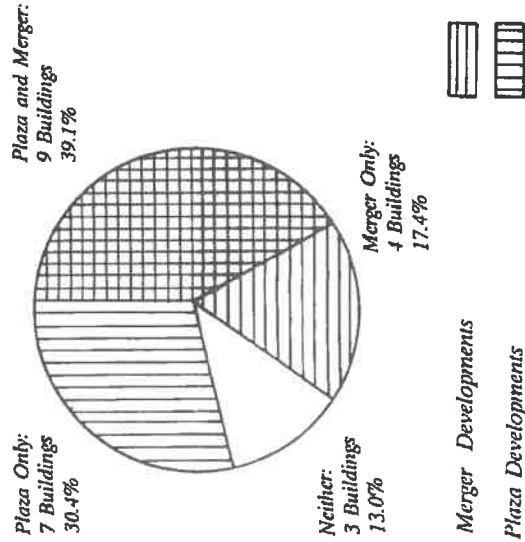


Figure 8 - Development characteristics of 23 tower projects exclusively in R10 zoning districts, in Community District 8.

entailed a 30 to 32 story building with tower coverage approaching the 40 percent standard. However, more recent buildings have been built at a coverage of 27 percent on the average, with the most extreme constructed at 20 percent. This lower tower coverage translates into buildings that are most recently ranging from 25 to 50 stories, averaging 40.

Residential Plazas

Plazas provide 20 percent of the open space found within the boundaries of CD8. (See Figure 9.) In order to determine how successful these plazas are in terms of providing useful open space, City Planning undertook a detailed review of 22 plazas in CD8 that were developed under the 1977 residential plaza standards. The analysis provided insight in terms of which design elements were successful in creating plazas that were attractive and inviting to the public, and also pinpointed deficiencies in the current standards that need to be addressed.

Staff visited each plaza more than once at different times of the day, including lunch time. The number of users was noted during each visit. Each plaza was evaluated against criteria in five categories: location and visibility; attractiveness and maintenance; compatibility with the urban context; usefulness of the plaza; and the relationship between the plaza and bonus floor area in the new building. The evaluation criteria are included in Appendix D, as well as a table listing the name and address of each residential building with a plaza completed from 1978-1988, and the total plaza score as rated by the department's staff.

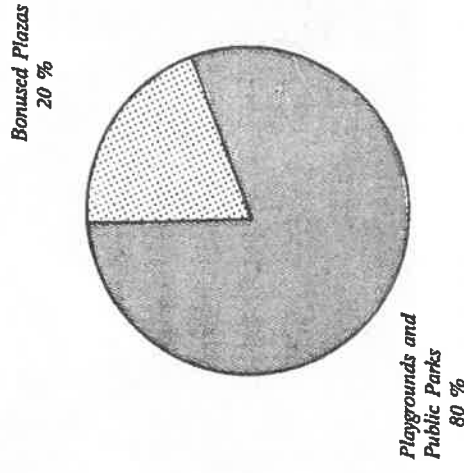


Figure 9 - Public open space in Community District 8.

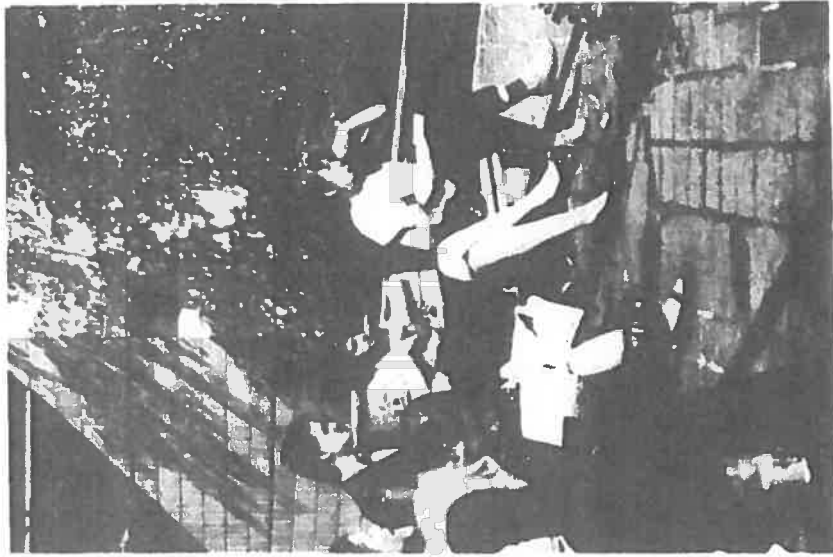


Figure 10 - The most welcoming plazas provide more than the minimal amenities required by the current standards. In the dense neighborhoods of the east side, a well designed public space is heavily used by neighborhood workers, visitors and residents.

Based upon this design analysis, the following observations resulted:

1. Residential plazas are used regularly.
2. Plazas on corners, with high visibility, have a higher volume of users than those located in midblocks.
3. The presence of people in plazas becomes a magnet in attracting additional users.
4. Plazas are not necessarily needed on every block. People will walk a few (short) blocks to use a nearby plaza.
5. Plazas with the most attractive design elements (water features, planter and landscape design, attractive artwork and seating) and a high level of maintenance are used more frequently. They tend to create a "sense of place."
6. Unsupervised plazas, remote from the building lobby or retail uses, tend to have increased maintenance problems and are not well used.
7. Residual plaza spaces (the "visual residual" and "usable residual" categories) are rarely used and provide little public benefit.
8. Drinking fountains frequently are not in operable condition.
9. Some plazas experienced security problems, particularly those that were unsupervised and/or poorly maintained.

Alternatives

Alternatives Considered

The DCP working group considered a range of controls which could work in harmony to strengthen the character of the built environment: to increase the attractiveness of high-density residential neighborhoods and to promote the development of more visible and useful public spaces, so that the form of new buildings will fit more compatibly into the existing neighborhoods.

A number of alternative solutions were explored. Each of these alternatives is identified below. The pros and cons of each are explained.

Option 1--Extend contextual zoning.

Advantage

- A tightly defined building envelope would regulate the amount of bulk that could occur on the "footprint."

Disadvantages

- The building type that results from the R10A high-density contextual zoning districts is not appropriate in all contexts: it mandates a higher streetwall than may be appropriate in many areas.
- The contextual envelopes are relatively tight and may limit architectural diversity or flexibility in responding to specific site conditions.

Option 2--Eliminate the tower regulations.

Advantage

- Prohibit new buildings from piercing the sky exposure plane.

Disadvantage

- The design of new buildings would be limited to only two choices--Quality Housing or standard height and setback regulations.

Option 3--Modify the tower regulations to control massing, lot coverage and height.

Advantages

- These controls could be structured to strengthen relationships between new buildings, existing tenements, high-coverage streetwall and tower buildings.
- New regulations could accommodate architectural variation and flexibility.

Disadvantages

- Administration of zoning regulations could potentially become more cumbersome.

Option 4--Introduce an absolute height limit.

Advantages

- Administration is simplified; unduly tall towers may be restricted.

Disadvantages

- Height limits have rarely been used in New York and only in a limited number of special circumstances. There is no logical point at which to set a limit which would work in the plurality of zoning districts and neighborhoods. (Washington D.C., for instance, has based its limit upon the height of the Washington Monument. Other cities established their height limits by mapping certain heights for various neighborhoods.)

- This cap on tower height could have the unintended result of encouraging the cantilevering of new buildings beyond their structural foundations, potentially creating "popsicles and cleavers"--buildings that may project over existing buildings on the zoning lot.
- It would be necessary to determine whether the height should be set by zoning district, neighborhood or use, and whether variations should be established. This is a particularly difficult process for established, built-up areas.

Option 5--Regulate zoning lot mergers by various mechanisms, all of which would differentiate between the "footprint" of the new building portion of a zoning lot and the entire zoning lot.

Advantage

- This could limit the amount of bulk (by percent or an absolute amount) that may be transferred from the "built portions" of the zoning lot to the "footprint" of the new building.

Disadvantages

- Any such mechanism would require a differentiation between the new building and existing buildings located on the same zoning lot.
- This would add an administrative burden, as it would require the Department of Buildings to conduct extensive research of ownership transfers and the development rights associated with each parcel.
- Modern construction techniques permit the expansion of existing buildings, construction of cantilevered buildings, and other technical advances that make it virtually impossible in some cases to differentiate between new construction and enlargements of existing buildings.

- The potential elimination of zoning lot mergers could encourage demolition of smaller buildings (including low- and moderate-income housing); religious institutions and other nonprofit organizations could be prevented from fully realizing the value of their unused development rights.
- Limiting zoning lot mergers to lots in concurrent ownership does not provide a meaningful restriction: the amount of available bulk will be determined by market vagaries and legal technicalities, rather than sound planning principles.
- Even if an effective means could be determined to regulate zoning lot mergers, it might be necessary to set the effective date at a subsequent point in time, as assemblages can extend over several years, in order to further minimize any potential claims of "takings."

Option 6--Modify or eliminate the plaza bonus.

Advantages of modification

- Strengthening the design standards could result in more successful plazas.
- Reducing the plaza bonus would balance the public and private benefits, and could make the benefits derived from the plaza bonus more closely equivalent to those provided by the Inclusionary Housing bonus.

Disadvantage of elimination

- Existing plazas provide a significant share of the publicly-accessible open space in many high density residential neighborhoods. (Plazas comprise 20 percent of the publicly-accessible open space in CD8, excluding Central Park.) Eliminating the bonus would remove an incentive to increase that limited inventory of open space.

The working group considered all the options described above. After considering the advantages and disadvantages of each, the group further explored Options One, Three and Six. The working group believes that these proposals have the ability to work in concert to properly control the built form of residential buildings in R10 and R10-equivalent districts.

Proposals for Discussion

The broad range of building forms that exists in the R10 and R10-equivalent zones on the Upper East Side argues for a multi-dimensional approach. At one end of the spectrum are sections of the wide crosstown streets which are characterized by high coverage buildings with a relatively consistent streetwall of 125 to 150 feet. These streets are strong candidates for contextual zoning controls. However, the diversity of building forms along the avenues demands a more flexible approach that can successfully relate the form of new buildings to the varied context.

In considering possible new bulk controls for developments in high density residential zones, the DCP working group was guided by the following criteria:

- Any proposal should be in the form of a new set of envelope controls which would provide architectural flexibility and accommodate economic realities.
- Some minimum streetwall height should be required in order to strengthen the pedestrian-oriented streetscape and to create bases which have a proportional relationship with the towers above.
- A tower should be set back from the streetline in order to reduce the tower's prominence on the street.
- The new building form should relate to the established pattern of bulk placement of the varied building forms along the avenues.

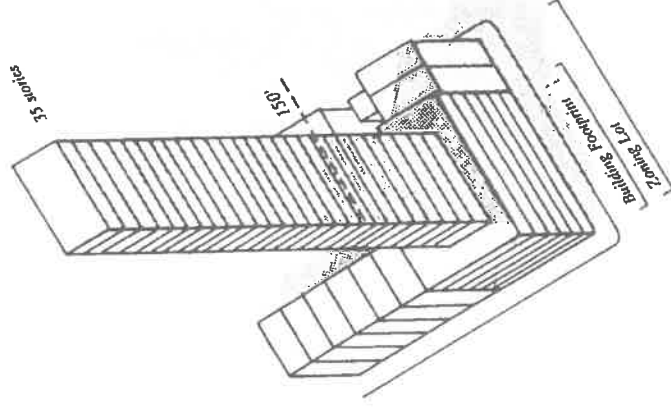


Figure 11 - A possible building configuration illustrating the "Packing-the-Bulk" concept applied to a large corner site.

Many variations of possible envelope controls were tested with drawings, computer simulations and computer analyses. Some results of this work were clear and led to relatively specific recommendations. Other elements of the work established a general direction, with a variety of solutions that might achieve the goal. Further analysis--which would benefit from the experience and perspective of civic, professional, business organizations and the development community--can refine the choices, or perhaps identify other alternatives for consideration.

The proposals developed by the DCP working group envision changes in the regulations that govern tower buildings and those that control residential plazas. The thrust of new regulations would be toward a "tower-on-a-base" form of building with specified controls on the amount of floor area that could be massed in the tower portion. The proposals for amending the residential plaza regulations are directed toward both improving the quality and usefulness of bonused public spaces and establishing parity between the Inclusionary Housing bonus and the residential plaza bonus. A description of these proposals follows.

Building Form

- Supplemental bulk controls would be established for residential towers in R10, C1-9 and C2-8 districts to require a "tower-on-a-base" form of building. The base of the building would reinforce the traditional streetwall character, and mandatory setbacks would reduce the tower's impact on the streetscape. Given the patterns of development along the avenues on the Upper East Side, the desirable range for the required streetwall is between 60 feet and 85 feet. The streetwall would be required to be located at the streetline, although permitted recesses would

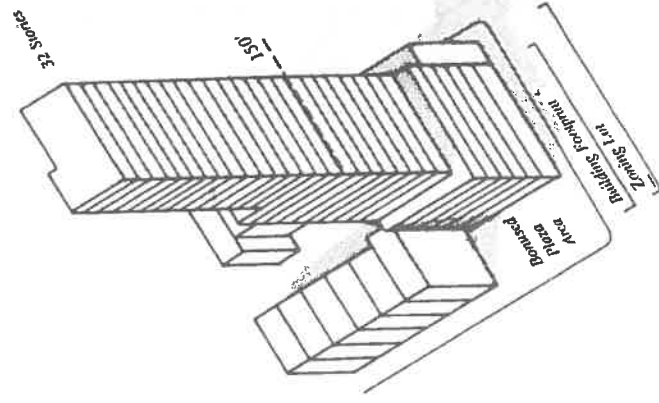


Figure 12 - A possible development using the plaza bonus under the proposed "Packing-the-Bulk" regulations.

be established; controls on the first 50 feet of the wrap-around from the avenue would also be defined. Above the maximum streetwall height, the building would be governed by the existing setback requirements which are 15 feet from a wide street and 20 feet from a narrow street. The current tower coverage provision would remain in effect above 85 feet.

- Envelope controls would be established that would govern the massing and height of new buildings. A potentially effective approach could be to require that a minimum percentage of the total floor area of the zoning lot be located at elevations less than 150 feet above the curb level. The DCP working group refers to this concept as "Packing-the-Bulk." In exploring this approach, staff analyzed recent developments and their zoning lot configurations, and concluded that a minimum percentage in the low 60's would result in an appropriate relationship between the base and the tower portions of new buildings. In some instances, an appropriate relationship might be established by coupling other envelope controls, such as a minimum tower coverage, with a lower minimum percentage for the proposed Packing-the-Bulk regulations. Identifying which approach, or mix of approaches, for supplementing existing envelope controls can only be determined after further analysis and discussion with design professionals and others with housing and development expertise.

Residential Plazas

- The bonus rate for residential plazas would be reduced substantially. The DCP working group proposes that the bonus rate for residential plazas

(which is currently six square feet of floor area for each square foot of bonused plaza) be reduced to provide three square feet of floor area for each square foot of bonused plaza--one-half the current bonus rate. As a result, the maximum bonus for a residential plaza would be limited to 1.0 FAR. A "cap" of 1.0 FAR would provide sufficient space on the zoning lot for a workable building in conjunction with an upgraded plaza, and would allow the Inclusionary Housing bonus to compete on an even footing with the plaza bonus. A developer could achieve 12 FAR (the maximum residential FAR allowed) by using the Inclusionary Housing bonus to earn the remaining 1.0 FAR.

- A number of the design standards for residential plazas should be upgraded to improve the quality and usefulness of these public spaces. Among the revisions considered favorably by the DCP working group were:
 - Minimum residential plaza size should be 2,000 square feet, with minimum dimensions of 30' x 40';
 - Zoning lots of less than 12,500 square feet would not be eligible for a plaza bonus;
 - Ancillary spaces (currently defined as "visual residual" and "usable residual") would not be eligible for a bonus;
 - Restrictions with respect to the permitted location of residential plazas should include: northern-facing plazas to be allowed only by authorization of the City Planning Commission; residential plazas to be permitted only at corners; and a distribution rule to prohibit a bonus for any plaza proposed within a specified distance (perhaps 300 feet) of an existing residential plaza or park.

- At least 50 percent of the ground floor frontage facing a plaza should be reserved for retail or commercial services use in zoning districts that allow commercial uses;
- Required amenities must be accessible to the physically disabled;
- More fixed seating should be required and the number of required trees (particularly shade-trees) should be increased; and
- The maintenance obligations should be tightened.

Appendix A--Building Form

As mentioned on page 7 of this report, several regulations guide the design of residential buildings in R10 and R10-equivalent zoning districts.

Height and Setback

The "height and setback" regulations applicable to R10 zoning districts (Section 23-632) are as follows:

- The streetwall may be located at the streetline and may extend vertically to a maximum height of 85 feet, as measured from the curb level.
- Above 85 feet, the building mass must set back at least 20 feet from a narrow street streetline or at least 15 feet from a wide streetline. This distance is referred to as the "initial setback distance."
- The building mass may not penetrate the sky exposure plane which begins 85 feet above the curb level and slopes upward at a ratio of 2.7 to 1 from a narrow street or at a ratio of 5.6 to 1 from a wide street.

Alternate Front Setback

The alternate front setback regulations are defined in Section 23-64. When a building setback is provided at the street level for the full length of the front zoning lot line and is at least 15 feet from a narrow streetline or 10 feet from a wide streetline, the following apply:

- The building shall not penetrate a sky exposure plane which begins 85 feet above the curb level at the street line, and slopes upward at a ratio of 3.7 to 1 from a narrow street, or at a ratio of 7.6 to 1 from a wide street.

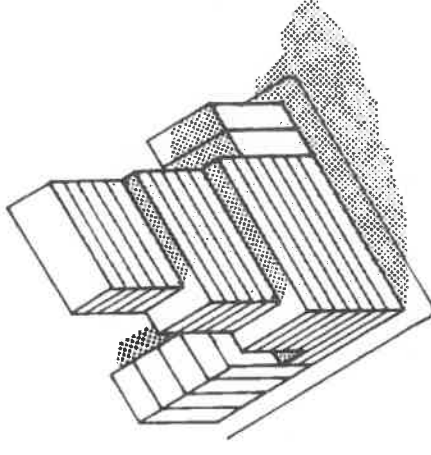


Figure A1 - Height and Setback Regulations

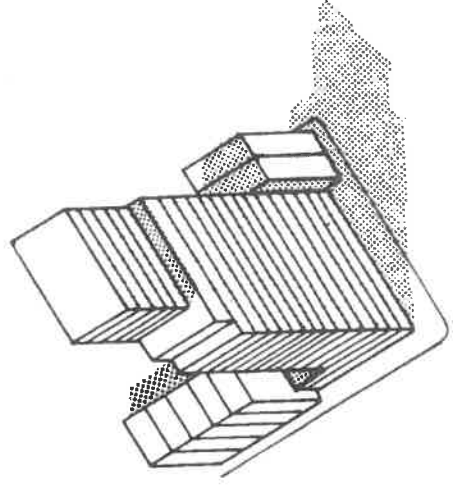


Figure A2 - Alternate Front Setback Regulations

Tower Regulations

The tower regulations are defined by Section 23-65 of the Zoning Resolution. These regulations consist of the following requirements:

- In R9 and R10 and the equivalent zoning districts, a portion of a building that occupies less than 40% of a zoning lot (or for lots less than 20,000 square feet, the percent set forth in Section 23-651), may penetrate the sky exposure plane at the limit previously described in the section above discussing the height and setback regulations.
- The tower portion of a building must set back at least 15 feet from a narrow streetline or 10 feet from a wide streetline.
- The tower regulations are not applicable to buildings located in a residential district within 100 feet of a public park larger than one acre, nor to buildings with a streetline opposite a public park.
- The tower regulations are also not applicable to buildings in contextual zoning districts, nor for buildings complying with the Quality Housing program defined in Section 23-632(b).

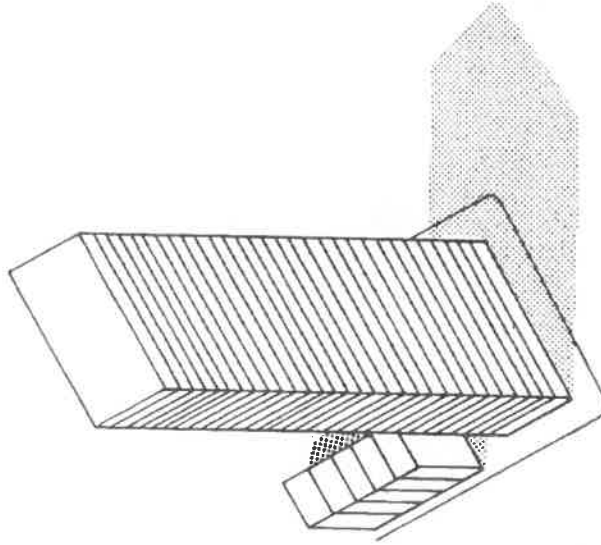


Figure A3 - Tower Regulations

Contextual Zoning Districts

Contextual bulk regulations define controls on the streetwall, height and setback requirements as identified in Section 23-633. These requirements apply to zoning districts with suffixes, ie. R10A, and are summarized below:

- A building is mandated to provide a streetwall at least 125 feet high along the full length of a development at a wide streetline and for the first 50 feet at a narrow street line from the corner of an intersection.
- Building streetwall height along a narrow street beyond 50 feet from the corner of an intersection must be at least 23 feet.
- On wide streets, the streetwall must be located at the street line.
- On narrow streets where a building is located more than 50 feet from the corner of an intersection, the street wall must not set back more than the setback of an adjacent adjoining building.
- At the corner of an intersection, the streetwall must be located within 5 feet of the streetline.
- The maximum street wall height is 150 feet above the curb level. Above this point, the sky exposure plane slopes upward at a ratio of 2.5 to 1 from narrow or wide streets.
- Lot coverage is limited to 100% for corner lots, and 70% for interior lots (Section 23-145).

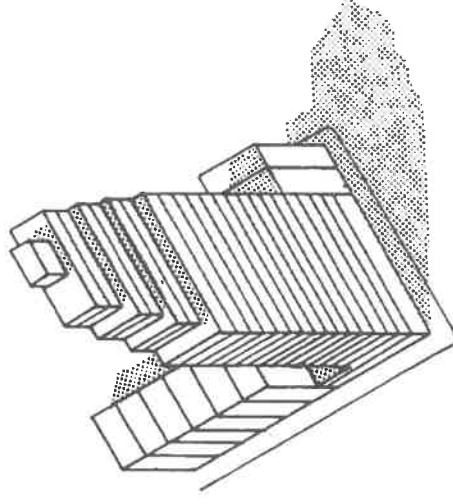
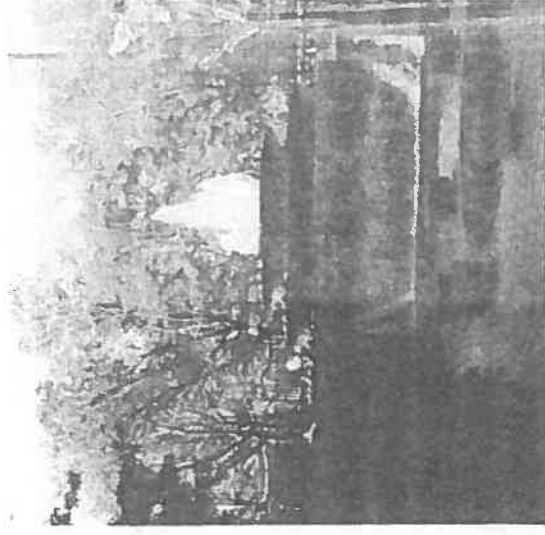
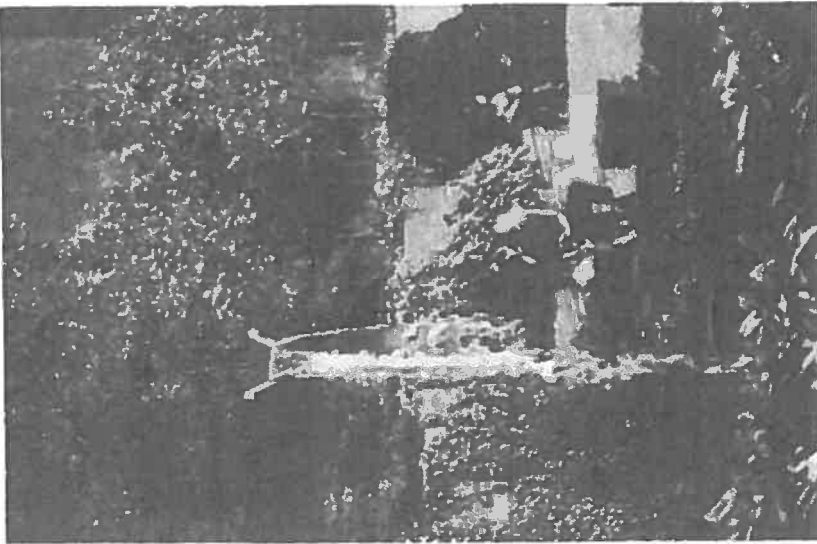


Figure A4 - Contextual Regulations in R10A Zoning District

Appendix B--Residential Plaza Standards

Standard	1961 Plaza	1977 Plaza
Applicability	10 FAR residential districts & equivalents with 10 FAR.	10 FAR residential districts & equivalents with 10 FAR, except in special districts or Housing Quality projects.
Administration	As-of-right.	As-of-right.
Filing Requirement	Not specified.	To DOB with plaza plan and section, with detailed landscape plan.
Bonus	1:6.	1:6.
Location & Orientation	Not specified.	South, east-west, and north all allowed by site condition.
Elevation	No more than 5 feet above curb level nearest adjoining sidewalk. No more than 12 feet above curb level nearest adjoining sidewalk.	No more than 3 feet above curb level nearest adjoining sidewalk. No more than 3 feet above curb level nearest adjoining sidewalk.
Minimum Size	750 sq ft in midblock. 500 sq ft at corner.	None.
Minimum Dimension	10 feet.	For lots < 10,000 sq ft: no minimum dimension. For lots > 10,000 sq ft and < 12,500 sq ft: 30 ft in midblock, 0 ft at corner. For lots > 12,500 sq ft and < 20,000 sq ft: 30 ft in midblock, 40 ft at corner. For lots > 20,000 sq ft: 40 ft in midblock, 50 ft at corner.
Width of Midblock Plaza	Not specified.	Width of midblock plaza related to height of adjacent buildings.
Proportion	Not specified.	For lots > 12,500 sq ft: Maximum 2:1. For lots < 12,500 sq ft: Maximum 2.5:1.





Residential Plaza Standards, Cont'd.

Standard	1961 Plaza	1977 Plaza
Residual Space	Not specified.	Primary space = min. 60% of plaza. Residual space = max. 40% of plaza.
Permitted Obstruction	Area not specified.	Allowed to a maximum of 60% of primary space. Unspecified for residual space.
Access	An open area accessible to the public.	50% of primary space frontage unobstructed and accessible.
Fences & Railings	No fences allowed; railing height maximum 3'-8".	Fences allowed on midblock plaza on narrow street, access permitted 8 am to 8 pm, or dark.
Handicapped Access	Not required.	Required for 60% of the unobstructed area.
Required Amenities	Not required.	Trees: 1:1,000 sq ft primary space as a minimum; 4" caliper. Plantings: 150 sq ft:1,000 sq ft optimal. Lighting: 2 fc min (horizontally). Other: drinking fountain, bicycle rack.
Optional Amenities	Not required.	For north-facing plaza: less seating required no trees, enclosed pavilion allowed.
Maintenance	Not specified.	Grass, ground cover, game table, artwork, fountain and pool, play equipment.
Public Signage	Not specified.	Provide litter receptacles, performance bond. Plaque required .
Vehicle, and Refuse	Not specified.	Driveway, parking, trash storage not allowed.
Exhaust Vents	Not specified.	Not allowed in or facing primary space unless higher than 10'-6" above plaza level.

Appendix C--Database of 77 R10 Buildings

ID	BUILDING NAME	ADDRESS	PLAZA TYPE ¹	NEW BUILDING FOOTPRINT (SF)	MERGED LOTS (SF)	ZONING LOT SIZE ² (SF)	FLOOR AREA NEW BLDG. (SF)	EXISTING FLOOR AREA RETAINED(SF)	FLOOR AREA ON ZONING LOT (SF)	# FLOORS IN NEW BUILDING	UNITS IN NEW BUILDINGS	TYPICAL FLOOR PLATE (SF) ³	TOWER COVERAGE DATE ⁴	ZONING LOT FAR
Renovations														
152	NA	201 E. 69TH ST.		20,103	0	20,103	249,956	0	249,956	14	300	17,854		80 12.4
412	NA	1724 SECOND AVE		4,375	0	4,375	18,375	0	18,375	7	26	2,625		86 4.2
562	NA	2 EAST END AVE.		15,126	0	15,126	117,550	0	117,550	10	55	11,755		78 7.8
TOTALS				39,604	0	39,604	385,881	0	385,881		381	10,745		
AVERAGES				13,201	0	13,201	128,627	0	128,627	10	127			
Small Lots/Non-Tower Buildings														
82	THE VISCAYA	110 E. 71ST ST.		3,015	0	3,015	28,055	0	28,055	23	21	1,507		81 9.3
192	NA	344 E. 63RD ST.		6,500	0	6,500	44,625	0	44,625	16	72	2,975		80 6.9
212	NA	359 E. 68TH ST.		1,825	0	1,825	18,200	0	18,200	11	20	1,539		94 10.0
262	NA	353 E. 78TH ST.		6,080	0	6,080	45,102	0	45,102	15	64	3,006		86 7.4
272	L'APARTEMENT	402 E. 64TH ST.		5,025	0	5,025	46,230	0	46,230	10	31	4,823		81 9.2
322	NA	1470 FIRST AVE.		7,050	0	7,050	66,450	0	66,450	12	81	5,537		78 9.4
432	LOUISIANA	300 E. 90TH ST.		3,125	0	3,125	31,250	0	31,250	10	32	3,125		87 10.0
602	NA	169 E. 91ST ST.		5,038	0	5,038	27,000	0	27,000	10	53	3,500		85 5.4
682	NA	1743 FIRST AVE.		2,500	0	2,500	19,250	0	19,250	11	23	1,750		81 7.7
702	NA	1474 THIRD AVE.		5,620	0	5,620	51,000	0	51,000	17	34	3,000		82 9.1
722	NA	177 E. 79TH ST.		2,255	0	2,255	22,550	0	22,550	10	14	1,252		81 10.0
752	CAMEO COURT	300 E. 95TH ST.		1,950	0	1,950	19,500	0	19,500	18	18	1,950		87 10.0
TOTALS				49,983	0	49,983	419,212	0	419,212		463	2,814		
AVERAGES				4,165	0	4,165	34,934	0	34,934	14	39			
Special Districts														
22	NA	52 E. 72ND ST.		4,800	0	4,800	48,000	0	48,000	18	20	3,024		86 10.0
32	GALLERY APIS	32 E. 76TH ST.		7,442	0	7,442	74,400	0	74,400	13	30	5,723		83 10.0
42	NA	30 E. 76TH ST.		2,940	1,310	4,250	37,700	3,900	41,600	16	32	2,356		84 9.8
92	NA	813 PARK AVE.		1,875	0	1,875	15,000	0	15,000	12	12	1,500		82 8.0
372	NA	45 E. 80TH ST.		10,043	6,467	16,510	140,911	19,401	160,312	27	79	7,045		87 9.7
382	LA RESIDENCE	1080 MADISON AV		4,896	0	4,896	48,900	0	48,900	15	34	3,260		81 10.0
402	NA	30 E. 85TH ST.		15,073	4,340	19,413	173,511	13,020	186,531	30	103	11,567		87 9.6
622	NA	14 E. 96TH ST.		2,215	2,517	4,731	25,757	15,096	40,853	15	17	1,515		85 8.6
652	EAST HILL	233 E. 86TH ST.		4,479	0	4,479	44,790	0	44,790	21	56	2,132		83 10.0
692	NA	225 E. 86TH ST.		6,745	0	6,745	64,090	0	64,090	13	50	4,620		84 9.5
712	NA	328 E. 86TH ST.		2,555	0	2,555	24,360	0	24,360	13	24	1,873		81 9.5
742	COLORADO	201 E. 86TH ST.		10,319	15,080	25,409	190,286	31,500	227,786	36	256	5,100		87 9.0
TOTALS				73,382	29,724	103,105	887,705	88,917	976,622		723	4,143		
AVERAGES				6,115	2,477	8,592	73,975	7,410	81,385	19	60			
BSA of CPC⁵														
12	NA	800 5TH AVENUE		28,125	7,550	35,675	320,795	15,500	336,295	33	208	9,115		78 9.4
72	TRAFALGAR HS	180 E. 70TH ST.		7,500	7,738	15,238	121,540	30,940	152,480	31	104	5,900		85 10.0
102	BELGRAVIA	124 E. 79TH ST.		4,545	2,200	6,745	60,792	6,600	67,392	21	66	3,494		85 10.0
132	RIVER TERRAC	515 E. 72ND ST.		43,350	0	43,350	479,191	0	479,191	41	410	8,125		85 11.1
162	WELLSLEY	200 E. 72ND ST.		11,220	20,689	31,909	357,795	48,197	405,992	35	433	8,754		79 12.7
252	THE FAIRMONT	300 E. 75TH ST.	61	37,063	1,600	38,663	436,079	5,408	441,487	37	470	13,796		79 11.4
352	1 E. RIV. PL	525 E. 72ND ST.	77	28,140	12,262	40,442	380,093	50,331	440,424	49	414	7,757		88 10.9
362	PROXENADE	530 E. 76TH ST.		16,462	11,702	28,164	310,000	12,995	322,995	31	266	6,666		87 11.5
392	NA	1001 FIFTH AVE		7,500	2,720	10,220	90,640	14,688	105,328	27	76	4,120		78 10.3
452	HAMILTON	1731-1737 YORK		14,650	11,820	26,471	231,291	33,484	264,775	38	265	6,237		86 10.0

1 Floor area bonus for plaza.
1 Arcade
2 Public Open Area

61 1961 Plaza
77 1977 Residential Plaza

2 Zoning lot includes area of footprint of new building and merged lots.

3 Amount of floor area contained within a single floor of the new building at 85' above the curb.

4 Portion of zoning lot occupied by the new building at the point where the building penetrates the sky exposure plane.

5 Date of Temporary or Final Certificate of Occupancy.

6 CPC Special Permits for Housing Quality or Large Scale Residential Developments.

7 Floor area in excess of 12 FAR by BSA action.

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1 Arcade
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6 CPC Special Permits for Housing Quality or Large Scale Residential Developments.

7 Floor area in excess of 12 PAR by BSA action.

ID	BUILDING NAME	ADDRESS	PLAZA TYPE ¹	NEW BUILDING FOOTPRINT (SF)	HERC LOT (SF)	ZONING LOT SIZE (SF)	FLOOR AREA NEW BLDG. (SF)	EXISTING FLOOR AREA RETAINED(SF)	FLOOR AREA ON ZONING LOT (SF)	# FLOORS IN NEW BUILDING	UNITS IN NEW BUILDING	TYPICAL FLOOR PLATE (SF)	TOWER COVERAGE ²	COND DATE ³	ZONING LOT FAR
BSA lot CPC⁴															
492	CARNEGIE PK	200 E. 94TH ST.		57,679	0	57,679	560,000	0	560,000	30	369	18,000		86	9.7
512	WIMBLETON	200 E. 82ND ST.	61	11,344	9,396	20,740	203,203	37,920	241,123	27	235	7,257		80	11.6
527	GRACIE MEUS	401 E. 80TH ST.	77	21,761	2,555	24,316	691,712	6,538	298,250	35	311	8,334		80	12.3
537	PLYMOUTH THR	340 E. 93RD ST.	77	25,150	0	25,150	296,623	0	296,623	30	356	8,310		80	11.8
502	CLARIDGE HS	201 E. 87TH ST.		35,720	0	35,720	419,284	0	419,284	30	429	13,976		78	11.7
612	BARCLAYS	1755 YORK AVE		19,176	17,500	36,676	317,802	35,000	352,802	37	329	7,718		85	9.6
632	ASTOR TERRAC	245 E. 93RD ST		47,353	0	47,353	360,640	0	360,640	32	290	11,633		85	7.6
672	CARNEGIE HILL	40 E. 94TH ST.	2	18,940	17,299	36,239	336,309	61,830	398,139	32	211	7,103		83	11.0
TOTALS															
				435,678	125,031	560,750	5,573,789	369,431	5,943,220		5,232	8,683			
AVERAGES				24,204	6,946	31,153	309,655	20,524	330,168	33	291				
Split Units (R10 and R18)															
122	THE BRISTOL	200-210 E. 65TH	77	46,191	0	46,191	427,980	0	427,980	50	308	10,575		87	9.3
142	NA	265 E. 66TH ST.	61	22,604	17,500	40,104	301,220	75,375	376,596	47	301	6,408		78	9.4
242	THE SARATOGA	330 E. 75TH ST.	77	20,994	0	20,994	185,000	0	185,000	39	197	8,743		85	8.8
292	KINGSLEY	400 E. 70TH ST.	77	13,805	11,097	24,902	226,594	42,027	268,621	40	210	5,532		84	10.8
302	WINDSOR 400	400 E. 71ST ST.	61	34,969	0	34,969	323,385	0	323,385	23	417	17,699		79	9.2
312	SOMERSET	1365 YORK AVE.	61	38,367	17,850	56,217	415,362	70,000	485,362	39	418	10,370		78	8.6
442	THE DUNHILL	401 E. 84TH ST.	77	6,140	7,665	13,805	94,587	27,440	122,029	28	88	3,507		87	8.9
502	NORMANDY CT	205 E. 95TH ST.	77	95,754	0	95,754	1,059,840	0	1,059,840	30	1,100	10,100		86	11.1
572	EVANS THR	171 E. 84TH ST.	77	17,748	10,424	28,172	245,000	40,000	285,000	35	220	8,655		86	10.1
TOTALS				286,572	64,536	361,108	3,278,960	254,842	3,534,013		3,259	9,066			
AVERAGES				32,952	7,171	40,123	364,330	28,316	392,640	37	362				
R10 TOWERS															
52	TRUMP PLAZA	167 E. 61ST ST.	77	21,091	0	21,091	253,018	0	253,018	39	167	6,487	.31	83	12.0
62	THE ROYAL	188 E. 64TH ST.	77	20,083	0	20,083	240,832	0	240,832	42	205	4,935	.25	86	12.0
112	THE SAVOY	200 E. 61ST ST.	77	19,986	0	19,986	239,935	0	239,935	43	234	5,579	.28	86	12.0
172	EVANSVIEW	303 E. 60TH ST.	77	10,042	3,000	13,042	142,968	7,200	150,168	39	157	3,665	.28	86	11.5
182	PALADIN	300 E. 62ND ST.	77	6,713	2,716	9,428	101,677	11,437	113,114	31	112	3,279	.35	85	12.0
202	THE RIO	304 E. 65TH ST.	77	8,885	3,595	12,480	129,478	15,978	145,456	39	150	3,466	.35	86	12.0
222	LE CHAMBERD	350 E. 72ND ST.	61	6,831	0	6,831	67,188	0	67,188	22	39	3,054	.45	87	9.8
232	THE FONTAINE	349 E. 72ND ST.	61	8,568	2,862	11,430	114,751	7,887	122,638	35	137	3,278	.29	78	10.7
282	LE DOMAINE	403 E. 62ND ST.		5,075	0	5,075	47,496	0	47,496	21	54	2,261	.45	85	9.4
332	HAMPTON HS.	404 E. 79TH ST.		8,037	11,375	19,412	158,657	23,780	182,437	32	208	5,281	.27	85	9.4
342	THE BELLAIRE	524 E. 72ND ST.	77	25,541	0	25,541	271,292	0	271,292	50	183	5,553	.22	88	10.6
422	THE AMERICA	300 E. 85TH ST.	77	11,855	6,100	17,955	188,759	22,294	211,053	37	200	4,688	.26	87	11.8
462	96 EAST	1850 SECOND AVE	1	5,000	5,200	10,200	86,400	15,600	102,000	25	48	3,600	.35	87	10.0
472	THE MONARCH	200 E. 89TH ST.	77	12,625	9,249	21,874	214,783	27,746	242,529	44	263	4,791	.22	86	11.1
482	CHARMEL CLUB	455 E. 86TH ST.	77	9,052	4,875	13,927	152,492	14,625	167,117	39	164	4,199	.30	87	12.0
542	MATTHEY HS	200 E. 90TH ST.	61	16,583	0	16,583	198,984	0	198,984	28	215	7,000	.42	80	12.0
552	HIGHGATE	182 E. 95TH ST.	77	17,575	0	17,575	205,858	0	207,058	29	252	6,110	.35	80	11.8
592	CARMARQUE	303 E. 83RD ST.	61	17,888	2,500	20,388	242,751	4,016	246,767	30	261	8,091	.40	78	12.1
642	LE TRIANON	1441 THIRD AVE.		7,783	0	7,783	77,566	0	77,566	24	62	3,231	.42	84	10.0
662	ASTEN HOUSE	515 E. 79TH ST.	77	18,931	0	18,931	227,050	0	227,050	30	164	7,568	.40	82	12.0
732	NA	54 EAST END AVE		6,701	9,622	16,323	130,471	28,866	159,337	40	82	3,261	.20	88	9.8
762	TURNBURY THR	1438 THIRD AVE.		7,583	4,820	12,403	105,000	17,353	122,353	31	175	3,387	.27	85	9.9
772	WATERFORD	300 E. 93RD ST.	77	10,100	7,500	17,600	192,000	18,000	210,000	47	230	4,003	.23	87	11.9
TOTALS				282,528	73,414	355,942	3,789,406	214,782	4,005,388		3,762	4,642			
AVERAGES				12,284	3,192	15,462	164,757	9,338	174,147	35	164				
TOTALS															
				1,177,747	292,705	1,470,174	14,334,961	987,972	15,264,136		13,820				

Appendix D--Residential Plaza Statistics

Evaluation Criteria

Location and Visibility

- . Number of users
- . Corner plazas receive the most use
- . Plazas of visually open design are more likely to be used
- . Location too close to other plazas or parks dilutes the number of users
- . Seating areas should be visible from the adjacent sidewalk(s)

Attractiveness and Maintenance

- . Landscaping; finish materials; and use of water elements, ornamental trees and changes in scale strengthen plaza design
- . Quality of maintenance

Compatibility of urban context

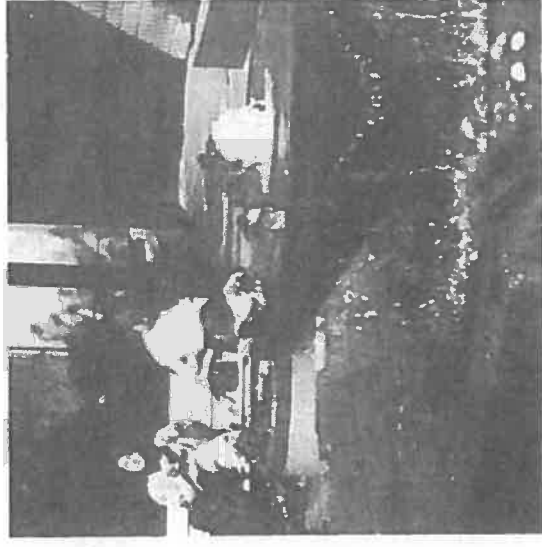
- . Incorporates adjacent wall surfaces as components in the design of the plaza creates a (feeling of enclosure)
- . Capitalizes on natural sunlight and provides the choice of shade
- . Retail businesses front on plaza

Usefulness

- . Provides flexible furniture (such as movable seats and tables)
- . Design and location of signage, lighting, fences, gates and planters can encourage or discourage public use

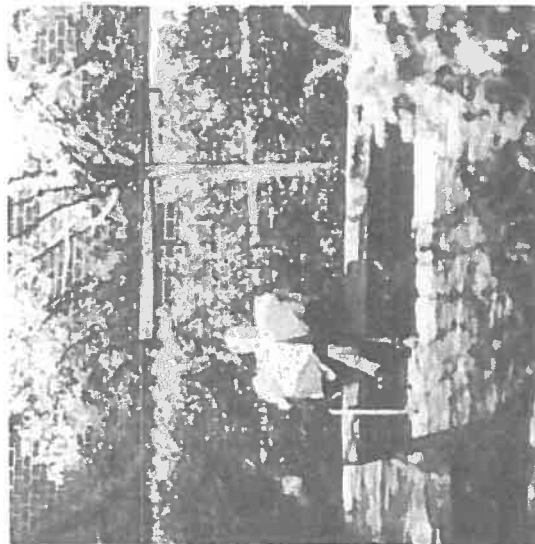
Public Equity

- . Plaza appears to provide an adequate amenity to the public



Residential Plaza Statistics--CD8

ID	BUILDING NAME	ADDRESS	SIZE	SCORE
5Z	TRUMP PLAZA	167 E. 61ST ST.	7,320	126
6Z	THE ROYAL	188 E. 64TH ST.	6,667	106
11Z	THE SAVOY	200 E. 61ST ST.	6,667	103
12Z	THE BRISTOL	200-210 E. 65TH	10,676	97
17Z	EVANSVIEW	303 E. 60TH ST.	3,292	62
18Z	PALADIN	300 E. 62ND ST.	3,165	98
20Z	THE RIO	304 E. 65TH ST.	4,054	98
24Z	THE SARATOGA	330 E. 75TH ST.	4,862	128
29Z	KINGSLEY	400 E. 70TH ST.	7,200	126
34Z	THE BELLAIRE	524 E. 72ND ST.	8,412	Under construction
35Z	1 E. RIVER PLACE	525 E. 72ND ST.	8,250	Under construction
42Z	THE AMERICA	300 E. 85TH ST.	5,300	135
44Z	THE DUNHILL	401 E. 84TH ST.	1,675	68
47Z	THE MONARCH	200 E. 89TH ST.	4,869	44
48Z	CHANNEL CLUB	455 E. 86TH ST.	4,642	116
50Z	NORMANDY COURT	205 E. 95TH ST.	17,050	144
52Z	GRACIE MEWS	401 E. 80TH ST.	8,902	132
53Z	PLYMOUTH TOWER	340 E. 93RD ST.	7,324	89
55Z	HIGHGATE	182 E. 95TH ST.	6,400	64
57Z	EVANS TOWER	171 E. 84TH ST.	5,280	149
66Z	ASTEN HOUSE	515 E. 79TH ST.	6,290	71
77Z	WATERFORD	300 E. 93RD ST.	5,666	Under construction
TOTALS		22 Plazas	143,963 S.F.	103
Average Score				



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The Department of City Planning staff appreciate the contributions of Commissioner Wm. Garrison McNeil and former Commissioner Stuart Pertz as members of the DCP working group.

City Planning Department
Report - Special Lincoln
...review (1993)

SPECIAL LINCOLN SQUARE DISTRICT ZONING REVIEW



**David N. Dinkins, Mayor
City of New York**

**Richard L. Schaffer, Director
Department of City Planning**

**May 1993
NYC DCP 93-17**

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EXECUTIVE SUMMARY

The Special Lincoln Square District, located in the southern portion of Community District Seven between Central Park West, Amsterdam Avenue, and West 60th and West 68th streets, was established in 1969. The area is characterized by major institutions, such as Lincoln Center for the Performing Arts, and a number of relatively recent mixed-use developments along Broadway.

After evaluating more than twenty years of development pursuant to the special district's controls, the Department of City Planning has identified several outstanding planning issues relating to the mix of uses, and the form and height of development. These issues are particularly relevant to Broadway, which is the spine of the district and contains its most significant development opportunities.

The Department proposes revisions to the special district in order to guide development in a more predictable form, with a level of commercial use that is consistent with the area's overall development pattern and with building heights that are compatible with the character of the district.

The first major recommendation relates to the regulation of commercial use. The current regulations permit a maximum base of 10 FAR of either commercial or residential use within the district's C4-7 zoning. The Department proposes to reduce the allowable amount of commercial use in future as-of-right development from 10 to 3.4 FAR in those areas of the district where residential use predominates. In addition, the amount of floor area allowed for theaters and other entertainment uses (Use Group 8), is proposed to be limited in areas of the district.

The second major recommendation relates to building form. The Department proposes an envelope control that would reinforce the "tower on a base" form already mandated along Broadway. These regulations combined would result in building heights in the range of the mid-20 to 30 stories tall, which would complement the district's existing neighborhood character.

Other recommendations address additional land use and urban design issues. Principal among them is a proposed requirement for subway stair relocation or access, applicable to sites adjacent to the district's two subway stations. Modifications to the arcade, parking and off-street loading provisions are also proposed.

SPECIAL DISTRICT OVERVIEW

BACKGROUND

In the early 1960's the Lincoln Square area was redeveloped for major cultural and institutional uses, with the city facilitating site acquisition under the 1957 Lincoln Square Urban Renewal Plan. After the development of Lincoln Center and Fordham University, the areas surrounding the Urban Renewal Area experienced increased development pressure. Recognizing the unique opportunity that this presented, the City Planning Commission created the Special Lincoln Square District in 1969 to guide new growth and uses in a way that would complement the newly-sited institutions.

The Special Lincoln Square District was established with the following purposes:

1. To promote the area as a "location of a unique cultural and architectural complex" including "office headquarters and a cosmopolitan residential community;"
 2. To improve circulation by improving subway stations and providing arcades, open space and subsurface concourses;
 3. To attract retail uses that will complement and enhance the area; and
 4. To encourage a "desirable urban design relationship of each building to its neighbors and to Broadway".
- To achieve its objectives, the district regulates ground floor uses and urban design elements, and makes floor area bonuses available by City Planning Commission Special Permit in exchange for the provision of certain public amenities.

Since it was created, certain changes have been made to the district relating to public amenities, bonuses and floor area. Originally, bonuses could be granted for a variety of amenities, including arcades, plazas, pedestrian malls, covered plazas, subsurface connections to the subway and low or moderate income housing. The amount of development on a zoning lot was restricted to 14.4 FAR, with no more than 12 FAR for residential uses.

After the adoption of Upper West Side contextual zoning (1984) and the city-wide inclusionary housing program (1987) amendments, all bonusable public amenities were eliminated, except for the arcade required along Broadway, subway improvements and low or moderate income housing. The 1984 amendment reduced the permitted maximum FAR from 14.4 to 12. The 1987 amendment substituted the as-of-right inclusionary housing program for the lower income housing bonus.

The district lies north of midtown Manhattan and Clinton; to its east is Central Park and Central Park West's residential buildings; to the north is the Capital Cities/ABC headquarters block and the predominantly residential Upper West Side neighborhood; and to the west are several superblock residential developments such as Amsterdam Houses and Lincoln Towers.

This report examines development that has occurred since the district was established. It analyzes issues, including use and bulk controls, mandated amenities and subway access, and recommends modifications to the Special District.

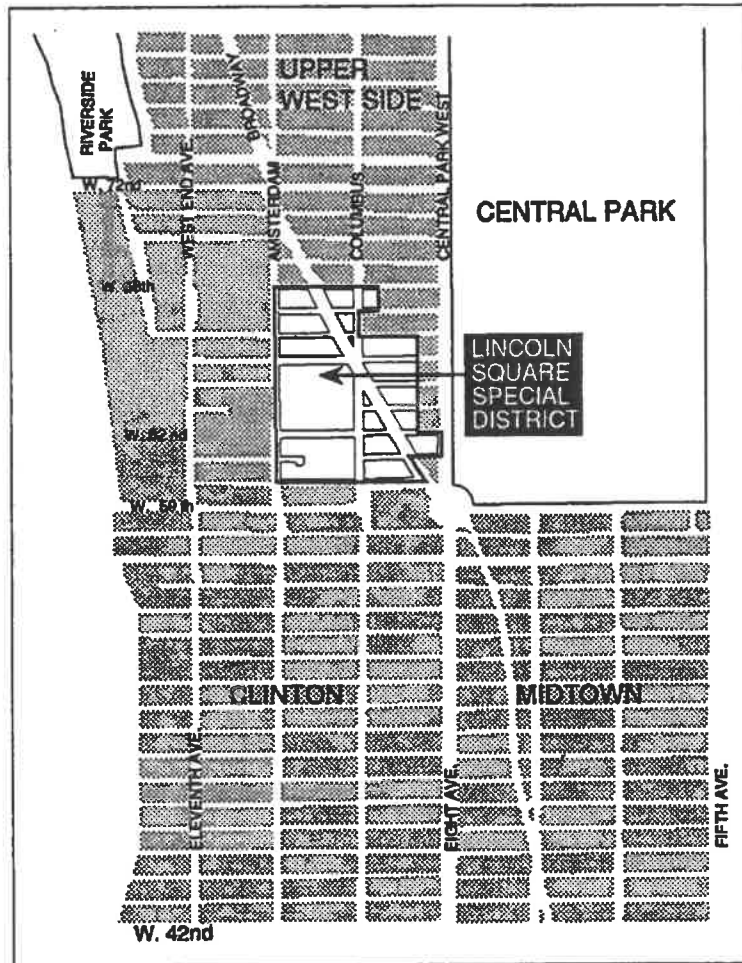


FIGURE 1

LOCATION OF LINCOLN SQUARE SPECIAL DISTRICT

RECENT AND PROPOSED DEVELOPMENT

Since the enactment of the special district in 1969, 18 buildings have been developed (see Figure 2, Table 1). The majority of these projects were developed in generally two periods: the early to mid-1970s and the mid-1980s. Ten of the 18 buildings are primarily residential with either ground floor retail, and offices or institutions in the base; five are entirely residential; two are institutions and one is an office building.

Six of the post-1969 buildings were built on Broadway. Five of these are residential buildings with ground floor retail, and some commercial or institutional office space in the base. The remaining building, 1995 Broadway, is an office building.

Except the five purely residential buildings, post-1969 buildings generally have a small amount of commercial floor area (usually less than 2 FAR). The only buildings which have significant commercial use are the one office building (8.21 FAR), and 1 Lincoln Plaza, a mixed-use building with a commercial FAR of 4.62.

Of the 18 projects, ten received City Planning Commission special permits, and eight were built as-of-right. Five of the special permit developments are located along Broadway. These mixed-use projects range in density from 13 to 16.7 FAR¹. They received floor area bonuses for the provision of various public amenities, such as arcades, plazas and covered plazas, and received waivers from applicable height and setback controls. The as-of-right residential projects range from 8.64 to 12 FAR, with those over 10 FAR receiving as-of-right residential plaza bonuses.

In addition, there are four projects that are under construction or have approvals but have not commenced construction:

1. **Lincoln Square**, an as-of-right project located on a full block site bounded by Broadway, Columbus Avenue, West 67th and West 68th streets, is under construction. It will be a 662,428 square foot building containing 305 residential units, 10 movie theaters, ground floor retail and a health club, with an additional 110,000 square feet of cellar retail space. It will be a 12 FAR building with 4.9 FAR devoted to commercial uses and 7.1 FAR residential.
2. **Fordham University Residence Hall**, a 270,655 square foot dormitory, with 205 units is located on West 60th Street between Amsterdam and Columbus avenues. This project is in the last stages of construction and is scheduled to open to students in Summer 1993.

¹ Lincoln Plaza achieved 16.7 FAR by receiving a bonus and a BSA variance.

3. **Alfred Court**, is a special permit project approved by the City Planning Commission and the Board of Estimate in 1989, to be located at Amsterdam Avenue and West 62nd Street, on the Fordham University superblock. This project would contain 253 residential units and ground floor retail uses along Amsterdam Avenue when completed.
4. **West Side YMCA**, is a special permit project approved by the City Planning Commission and the Board of Estimate in 1989, located on West 63rd Street between Broadway and Central Park West. The proposal entails the renovation and expansion of the YMCA facilities and construction of 120 - 140 market rate units and 59 permanent low-income units.

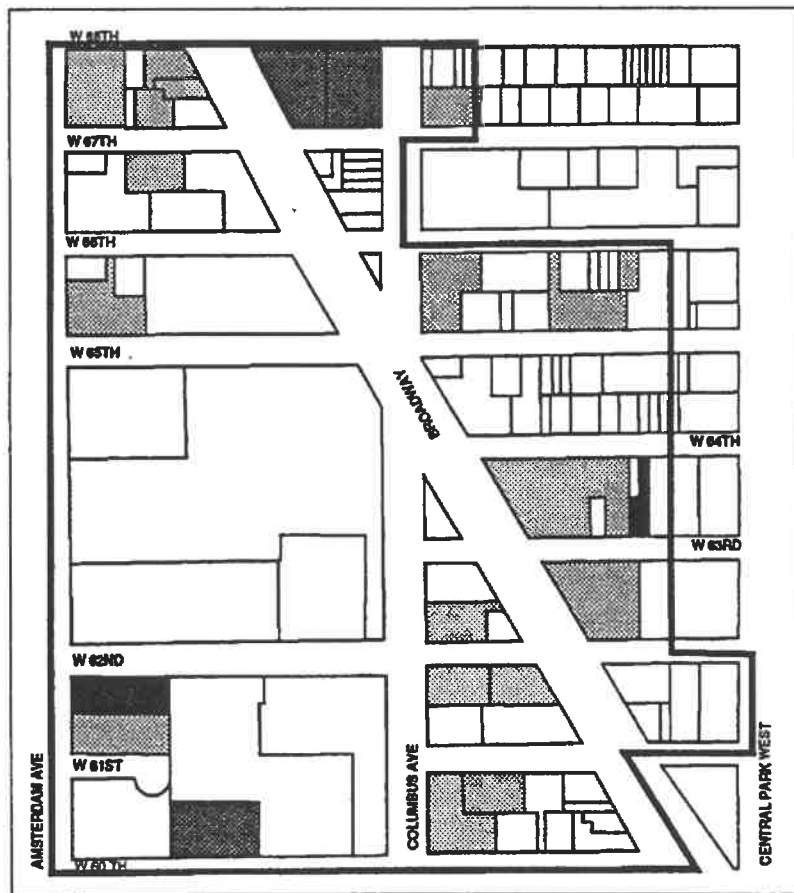


FIGURE 2

POST 1969 DEVELOPMENT



**TABLE 1
EXISTING AND PROPOSED DEVELOPMENTS**

Building Name	Location	Height (stories)	Res. FAR	Comm FAR	C.F. FAR	Total FAR
1. Bel Canto °	1991 Broadway	26	12	1.3	—	13.3
2. 30 Lincoln Plaza °	1886-96 Broadway	32	13.7	.6	—	14.3
3. Harkness °	61 W. 62nd St.	26	12	2.4	—	14.4
4. 1 Lincoln Plaza ° *	1900-16 Broadway	42	12.1	4.6	—	16.7
5. 2 Lincoln Square °	58-70 W. 66th St.	36	11	.3	1.70	13.0
6. Lincoln Center North ° #	137 Amsterdam	0	3.7	1.2	1.5	6.4
7. Lincoln Plaza	44 W. 62nd St.	30	8.6	—	—	8.6
8. The Beaumont °	30 W. 61st St.	30	11.6	1.9	—	13.5
9. The Alfred	161 W. 61st St.	36	9.9	.1	—	10.0
10. Brodsky ° #	45 W. 67th St.	32	10.1	2.3	.1	12.5
11. The Toulaine	130 W. 67th St.	25	11.3	—	—	11.3
12. The Regent °	45 W. 60th St.	34	9.3	.1	—	9.4
13. The Checquers	62 W. 62nd St.	26	9.5	.5	—	10.0
14. Tower 67 °	145 W. 67th St.	47	11.2	.1	—	11.3
15. —	1995 Broadway	18	—	8.2	—	8.2
16. Cong. Habonim	15-25 W. 65th St.	11	—	—	5.7	5.7
17. —	32-34 W. 66th St.	10	12.0	—	—	12.0
18. Kaufman Cultural Center	129 W. 67th St.	6	—	—	3.9	3.9
19. Fordham Dorm (under con)	60th/Amsterdam	20	—	—	1.3	1.3
20. The Sofia (renovation)	43 W. 61st St.	24	7.5	5.3	—	12.8
21. YMCA (approved) °	15 W. 63rd St.	40	4.8	—	7.1	11.9
22. Alfred Ct.(approved) ° #	62nd/Amsterdam	41	11.6	.2	—	11.8
23. Lincoln Square (under con.)	1992 Broadway	47	7.0	4.9	—	11.9

° Project received a City Planning Commission special permit.

* Project received a Board of Standards and Appeals variance.

Includes a merged zoning lot.

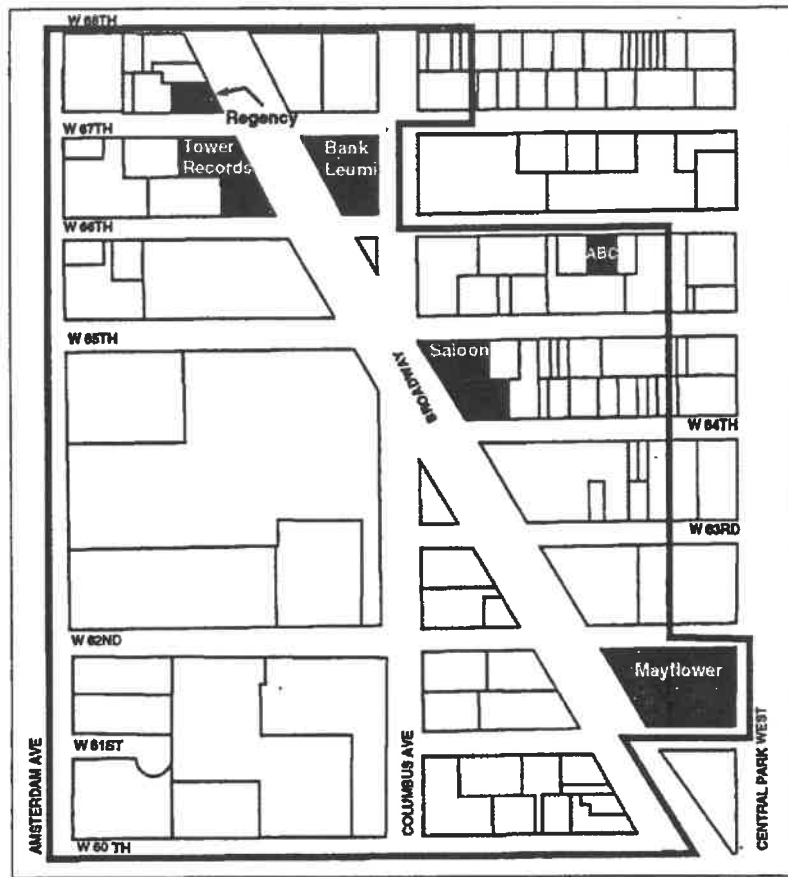


FIGURE 3

DEVELOPMENT SITES

DEVELOPMENT SITES

There are six remaining development sites in the district (Figure 3). For the purposes of this study, a property is considered a development site if it is either vacant land or contains a vacant building; contains a commercial building which is at least 50 percent under allowable FAR; or is a residential building with less than four occupied units. The sites are:

1. **Bank Leumi**, a full-block site directly south of the Lincoln Square development between Broadway, Columbus Avenue, West 66th and West 67th streets;
2. **Tower Records/Penthouse Magazine building**, a five story commercial building on Broadway, just north of Lincoln Center between West 66th and West 67th streets;

3. **Regency Theater**, located at West 67th and Broadway;
4. **Saloon/Chemical Bank buildings**, a possible assemblage located on Broadway between West 64th and West 65th streets;
5. **Mayflower block**, a full-block site bounded by Broadway, Central Park West, West 61st and West 62nd streets, containing a vacant parcel facing Broadway and the Mayflower Hotel on Central Park West;
6. **ABC assemblage**, three low-rise structures located on the south side of West 66th Street, between Columbus Avenue and Central Park West.

LANDMARKS

The special district contains three buildings designated as landmarks by the New York City Landmark Preservation Commission: the Sofia Warehouse; the First Battery Armory; and the Century Apartments. In addition, the southern portion of the Central Park West Historic District falls within the district. It should also be noted that the Lincoln Center complex, or its individual buildings, would be candidates for designation in the near future.

OTHER PLANNING INITIATIVES

Community Board 7 and Landmark West!, a community organization, are currently studying the special district in response to the Lincoln Square development and other issues that have been raised by recent developments in the district. This effort is to include recommendations regarding zoning, urban design and pedestrian conditions.

ISSUES AND RECOMMENDATIONS

LAND USE

Most of the district is zoned C4-7, which permits high density residential, commercial and community facility development with a base maximum FAR of 10, bonusable to 12. The district encourages retail uses compatible with the area by permitting those commercial uses allowed in the underlying district or listed in Use Group L. Use Group L comprises uses selected from those permitted in the C4-7 district which promote pedestrian oriented activity and serve visitors to the area. On any zoning lot fronting on Broadway, Columbus or Amsterdam avenues, the street frontage devoted to any permitted use is limited to 40 feet, unless the use is also listed in Use Group L, in which case there is no street frontage limitation.

Overall, the district can be characterized as mixed-use and conforms to the C4-7 designation: over a third of its land contains institutional uses such as Lincoln Center, Fordham University and other schools, and cultural and religious facilities. Residential use is found throughout the district, primarily in highrise apartments along Broadway, Columbus Avenue and Amsterdam Avenue, and in midrise buildings east of Broadway. Retail uses line Broadway, and occur less frequently on Columbus and Amsterdam avenues. Office uses are generally located in the southern part of the study area.

Issues

The great majority of developments in the special district are predominately residential, with only limited amounts of commercial and/or community facility uses. In contrast, the Lincoln Square project now under construction will contain about 5 FAR of retail, movie and health club uses (plus another 1 FAR of below-grade, commercial use). The intensity of activity generated by this concentration of commercial uses greatly exceeds that of more typical district buildings which average about 1 FAR of commercial use. The amount and type of commercial use permitted by the current regulations is one of the major issues that needs to be addressed.

Among the issues raised by the Lincoln Square project are the space allocated to movie theaters and the traffic generated by these and other intense commercial uses. Currently, the district contains approximately 13,000 seats in Lincoln Center's major theaters and 1,700 movie theater seats. Just south of the district is the 500-seat Paramount movie theater. The 10 movie theaters under construction in the Lincoln Square project will add 4,000 more seats by 1994. Due to the fact that theaters typically require double height or higher spaces, theater complexes are relatively hollow spaces, containing less floor area than residential or other commercial spaces would normally have in the same volume. These hollow spaces

result in significantly taller and more massive buildings than those of the same FAR that do not contain theaters.

Although theaters and other commercial uses are distinguishing features of the district's identity and are generally supportive of its goals, the large amount of pedestrian and vehicular traffic which they generate is an issue. For instance, a typical 12 FAR residential building with ground floor retail on a 55,000 square foot lot would generate approximately 17,000 person trips per day, and an office building with ground floor retail would generate approximately 24,000 person trips per day.

In sharp contrast, a project with the same elements as the Lincoln Square project (a 12 FAR building containing 1 FAR of ground floor retail, 2 FAR of movie theater uses, a 2 FAR health club and 7 FAR of residential uses) would generate approximately 41,500 person trips per day, 144 percent more than the residential scenario. If commercial use were limited to 3.4 FAR and movie theaters were limited to 1 FAR, as recommended in the following section, the number of person trips generated would be significantly reduced to 30,000 trips per day.

Recommendations

A further examination of overall land use trends in the district reveals three distinct sub-areas:

Sub-area A

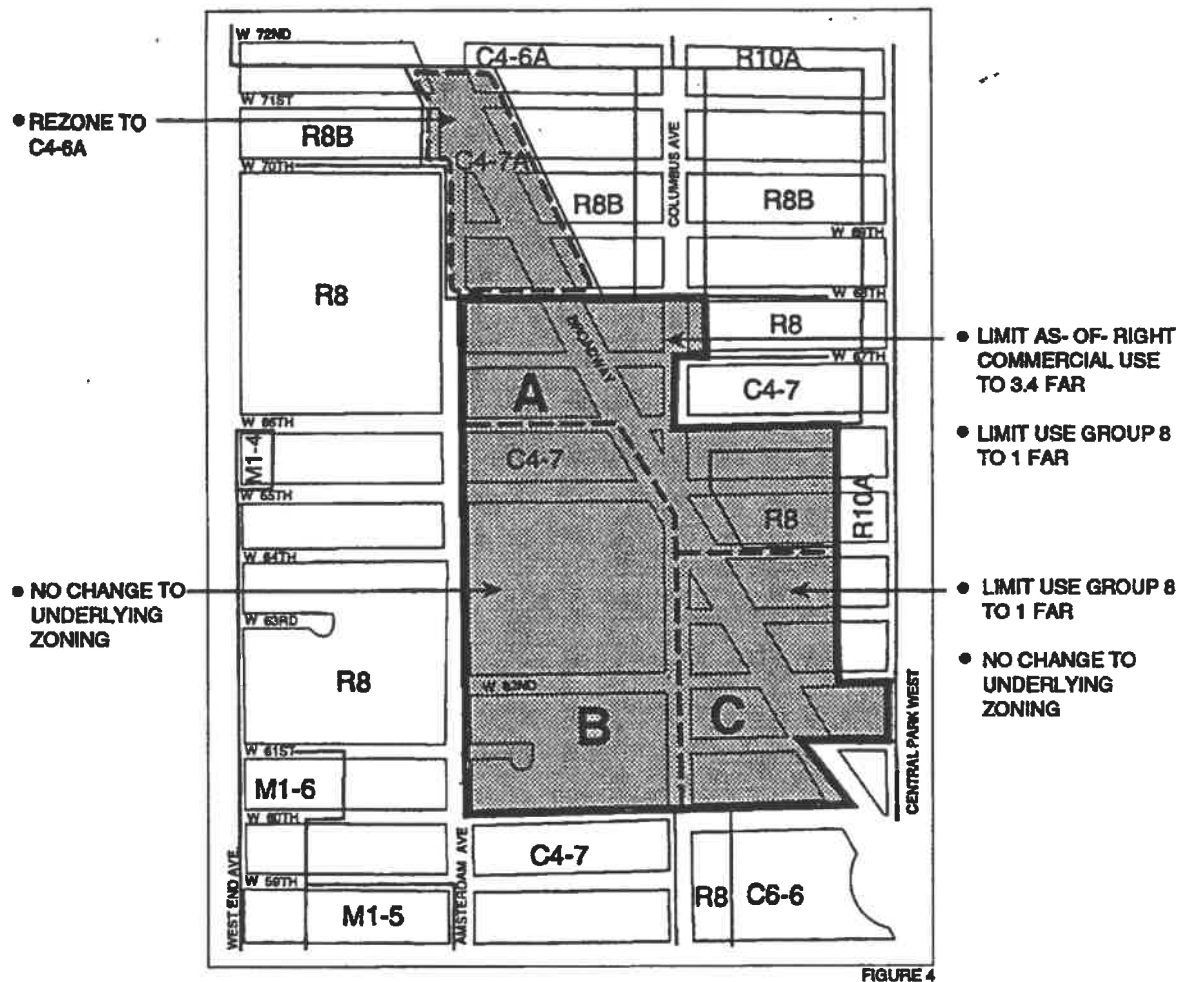
The northern section of the district, between West 64th and West 68th streets, contains special district development that has predominately replicated the traditional Upper West Side land use pattern found directly to the north: high density residential use with ground floor commercial uses. In effect, it has developed as a transition area between Columbus Circle and the Upper West Side. It also contains some of the area's smaller institutions, such as the Church of Latter Day Saints, the Museum of Folk Art and the Kaufman Cultural Center.

Sub-area B

The district's major institutions, Lincoln Center and Fordham University, are located in the southwestern section of the district, west of Columbus Avenue between West 60th and West 68th streets.

Sub-area C

The southern portion of the district, between West 60th and West 64th streets is a center of commercial activity, due to its proximity to midtown, Columbus Circle and the Paramount Building. The area contains a large amount of office use in buildings built prior to 1969, including older loft buildings and the American Building Society, and mixed use projects such as 1 Lincoln Plaza and the Sofia Warehouse. This sub-area also contains the district's two transient hotels, the Mayflower on Central Park West and the Raddison Empire on West 63rd Street.



LAND USE PROPOSAL

The following land use proposal is tailored to address the district's neighborhood character distinctions and reinforce existing land use patterns (see Figure 4):

- Retain the C4-7 district in the southern portion of the district, Sub-area C, where commercial uses predominate. This area functions as an extension of midtown, with a high degree of commercial use, access to two subway lines and proximity to the Columbus Circle area, and should continue to do so. Therefore no change in the maximum amount of commercial use permitted is proposed.
- Limit the amount of commercial floor area allowed where residential and institutional development predominates, in Sub-area A, to 3.4 FAR in as-of-right projects, and permit a full commercial build out by CPC special permit only. Under this proposal, the overall density of the sub-area would remain constant,

while the amount of as-of-right commercial use would be reduced. This proposal has the advantage of limiting the amount of future trips that would be generated from more intense commercial uses. In special permit cases, the Commission would assess the proposed use, site plan and environmental effects on a case-by-case basis.

- Reduce the amount of commercial floor area allowed from 10 to 3.4 FAR for the portion of Broadway immediately north of the special district, between West 68th and West 71st streets, by rezoning it from C4-7A to C4-6A. This change complies with existing conditions - high density residential buildings with ground floor retail. The C4-6A district, like C4-7A, permits high density, residential development with a base maximum FAR of 10, bonusable to 12.
- Limit Use Group 8, including movie theaters and entertainment uses, to 1 FAR in Sub-areas A and C. This restriction would reduce the amount of entertainment uses in new buildings, therefore decreasing the number of possible future trips generated and decreasing the overall volume and height of new buildings. This restriction would not apply in Sub-area B, which is dominated by Lincoln Center.
- Eliminate Use Group L from the district, since it replicates the underlying zoning. Furthermore, given the strong pedestrian character of Broadway, Columbus and Amsterdam avenues, the 40 foot limitation on unlisted uses is not necessary to discourage uses which do not generate pedestrian traffic.

BUILDING FORM AND URBAN DESIGN

The special district's urban design regulations require buildings facing Broadway to have an 85-foot high base built at the streetline, with the tower above the base set back at least 15 feet on wide streets and 20 feet on narrow streets (Figure 5). The 85-foot streetwall strongly characterizes the existing Broadway streetscape. Generally, these bases range from 5 to 7 stories and contain retail uses on the ground floor. The remainder of the bases contain either office or residential uses.

The six Broadway buildings range from 18 to 42 stories or 192 to 419 feet in height. All of these developments followed the required urban design guidelines, with towers rising above the mandated base. Among these buildings, three received height and setback waivers, 1 Lincoln Plaza, Two Lincoln Square and 30 Lincoln Plaza. These buildings are also the tallest Broadway buildings, averaging 37 stories or 360 feet.

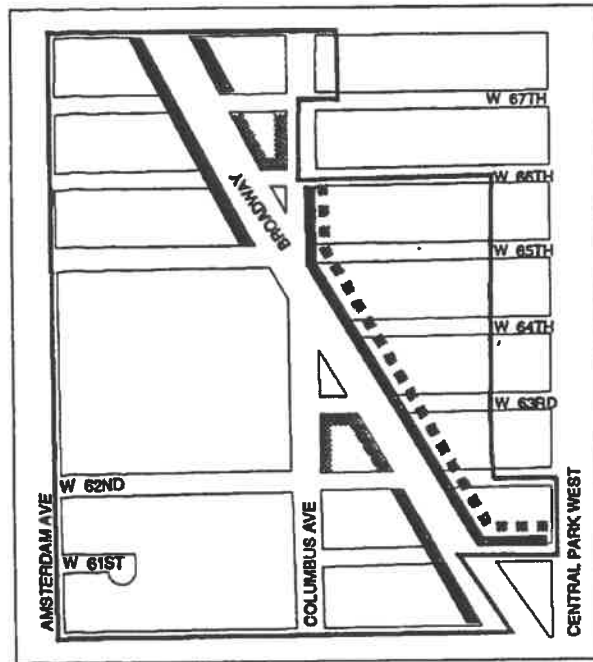


FIGURE 5

EXISTING URBAN DESIGN REGULATIONS

-  85' BUILDING WALL
-  15' TOWER SETBACK
-  BUILDING WALL COINCIDENT WITH STREETLINE
-  MANDATORY ARCADE

In addition, an analysis of the distribution of floor area within the Broadway buildings envelopes was performed. This reveals a direct relationship between the height of the buildings and the amount of floor area located below 150 feet. For example, 1991 Broadway (263 feet) and Checquers (264 feet) are both 26 stories tall and 1995 Broadway (192 feet) is 18 stories. The amount of floor area located below 150 feet in these projects is 60, 63 and 87 percent respectively.

In comparison, when a lower percentage of bulk is located below 150 feet, buildings are higher. For instance, in 1 Lincoln Plaza (42 stories, 419 feet), 2 Lincoln Square (36 stories, 362 feet) and 30 Lincoln Plaza (32 stories, 298 feet), the corresponding amount of floor area located below 150 feet is 45, 48 and 49 percent. In an extreme case, the new Lincoln Square building will rise to 46 stories or 525 feet in height, with only 42 percent its bulk located below 150 feet. This is largely due to almost 125,000 square feet of movie theater uses, which create hollow spaces that substantially add to the mass and height of the building.

In order to foster a positive relationship between the tower and base and a more successful massing of a development's bulk, and to avoid excessive height, as in the Lincoln Square project, the Department proposes the following:

- Maintain the current controls requiring an 85 foot high base along Broadway, to relate to existing special district development and Lincoln Center. Towers should continue to be setback from the streetline for a minimum of 15 feet on wide streets and a minimum of 20 feet on narrow streets.
- Establish envelope controls to govern the massing and height of new buildings throughout the district. The proposed regulation would require a minimum of 60 percent of a development's total floor area to be located below an elevation of 150 feet. This regulation, "Packing-the-Bulk," results in a better relationship between the base and tower portions of buildings, producing building heights ranging from the mid-20 to 30 stories.

MANDATORY ARCADES

The district requires that mandatory arcades be provided on the following street frontages: the north side of West 61st Street between Central Park West and Broadway, the east side of Broadway between West 61st and West 65th streets, and the east side of Columbus Avenue between West 65th and West 66th streets. The requirement is intended to provide an expanded and protected area for pedestrians along the length of Broadway opposite Lincoln Center and it has become a signature element along Broadway. This mandatory amenity generates a floor area bonus at a rate of seven square feet per square foot of mandatory arcade, not to exceed 1.0 FAR on the zoning lot, and requires a special permit.

Since 1969, three arcades have been constructed along Broadway -- 1 Lincoln Plaza, 2 Lincoln Square and 30 Lincoln Plaza. They have added a special element to this section of Broadway, and provide additional space for outdoor seating for the area's eating places which support the district's entertainment uses.

Based on an evaluation of the remaining arcade locations, the following changes to the arcade requirements are proposed:

- Retain the arcade as a mandated urban design requirement, since the remaining sites along Broadway are adjacent to built arcades and present an opportunity to create a succession of sidewalk widenings that runs north from Columbus Circle to West 66th Street.
- Reduce the bonus rate to three square feet per square foot of arcade, equating it with the bonus rate applicable in other C4-7 districts.
- Eliminate the requirement for an arcade on the north side of West 61st Street.

SUBWAY IMPROVEMENTS

The Special Lincoln Square District allows the City Planning Commission to grant floor area bonuses to a development in exchange for improvements to an adjacent subway station. A bonus was granted in the case of the development at 45 West 67th Street, which supplied the Transit Authority with funds for improvements to the 66th Street IRT station. In addition, a housing quality special permit granted for the Copley, located just north of the special district on West 68th Street, also provided funds for improvements to this station. These funds total approximately \$1.25 million and have not yet been spent by the Transit Authority.

Another subway improvement in the district is included in the mitigation plan for the proposed Riverside South project, which when completed would have a significant impact on the 66th Street station. The developer has agreed to construct a new stairway entrance at West 65th Street by the time 85 percent of the development is ready for occupancy.

Since there are additional development opportunities in the district which if built would increase subway usage, the Department believes that additional subway improvements should be sought. However, the current standards for the special permit do not require performance on the part of the developer. Therefore, it is recommended that construction of all required and bonused subway improvements become a developer obligation, rather than accepting contributions to be spent by public agencies.

Specific recommendations for improved subway accessibility are:

- o Mandate subway stair relocation or access in the development of sites adjacent to the West 66th Street and the 59th Street/Columbus Circle subway stations to improve pedestrian conditions and improve subway access. These stations are adjacent to the Tower Records/Penthouse site, the Bank Leumi site and the Mayflower site. This improvement would be mandatory and would not generate a bonus. The standards of Section 37-032 and the administrative procedure set forth in Section 37-033 should also be applied so that the district's provisions relating to stairway relocation are consistent with those in other parts of the city.
- o Continue the bonus by CPC special permit for improvements to the subway, such as better accessibility, safety, adding escalators or elevators and improving circulation. The bonus provision of the district should be revised to reflect the standards of Section 24-634 to require the construction of improvements, outline Transit Authority Design Standards, procedures and Commission findings.
- o Reach agreement with the MTA and TA regarding the outstanding funds acquired from 45 West 67th Street and the Copley. The Department

recommends that these funds should be used to improve the northbound platform of the West 66th Street station.

- Coordinate the plans for a new subway stair at West 65th and Broadway, which is to be provided by the Riverside South development, with the existing off-street stair that is part of the Lincoln Center complex.

PEDESTRIAN CONDITIONS

As a part of Community Board 7's study of the Lincoln Square area, certain area-wide landscape and streetscape improvements to enhance the district such as tree plantings, street lighting, improved pedestrian network and a redesign of Tucker Park, the park immediately south of the Bank Leumi site, were recommended. These suggestions would best be taken up by a local management entity such as a Business Improvement District, rather than through land use controls. However, the Department proposes to incorporate the following requirements in the special district to complement this effort:

- Mandate retail continuity at the ground level along Broadway, Columbus and Amsterdam avenues, to ensure the continuation of the area's pedestrian-oriented character and maintain active uses continuously along the sidewalks. This requirement would replace Use Group L as the mechanism for promoting the district's retail character.
- Mandate transparency regulations which would require glazing on the ground floor of new developments to encourage active street life and give pedestrians visual access to the interior of retail shops.

PARKING AND OFF-STREET LOADING

Accessory off-street parking and public parking garages are permitted only by CPC special permit. Off-street loading facilities are only permitted under the terms of another special permit. The Department recommends certain modifications to clarify these regulations.

- Eliminate the district's special permit for public parking garages, since a special permit mechanism is provided in the underlying zoning regulations. The prohibition of roof-top parking would be maintained.
- Establish a City Planning Commission authorization for curb-cuts that would serve any required loading docks.

SITE-SPECIFIC RECOMMENDATIONS

Because of their locations, two areas of the district require the following special urban design requirements.

Bow Tie Sites

The area of the special district defined by the intersection of Broadway and Columbus Avenue creates a highly recognizable space known as the bow tie. Two small triangularly-shaped parks abut the intersection - Dante Park to the south, and Richard Tucker Park to the north. These parks are framed by the Bank Leumi site to the north, located on the block bounded by West 66th, West 67th, Columbus Avenue and Broadway, and by the Empire/Harkness block on the south, bounded by West 62nd, West 63rd, Columbus Avenue and Broadway.

The special district acknowledges the significance of this space by requiring that on the two blockfronts framing the bow tie intersection and parks, building walls of new developments must coincide with the streetlines, without any setback and with no minimum or maximum height specified. This regulation, however, does not take into account development scenarios on small sites involving merged zoning lots, which could result in buildings of excessive height. Furthermore, existing low structures located on the merged zoning lot would accentuate the contrast in scale between the new and existing buildings.

The Department continues to recognize the uniqueness of the blocks north and south of the bow tie area, and believes regulations prescribing a high streetwall building form for new buildings is appropriate in these locations. Therefore it is proposed to:

- Clarify the text requirement that the bow tie sites be developed with a streetwall building without setbacks. The regulations would require new buildings be built to the streetlines of West 63rd and West 66th streets and continue around the adjoining corners for one-half of the Broadway and Columbus Avenue block frontages.
- Require that developments with frontage along the remaining portion of Broadway provide a 85 foot streetwall, to relate to the surrounding context.
- Establish an envelope control to govern the massing and height of new buildings, by requiring that 60 percent of a development's total floor area be located below an elevation of 150 feet.

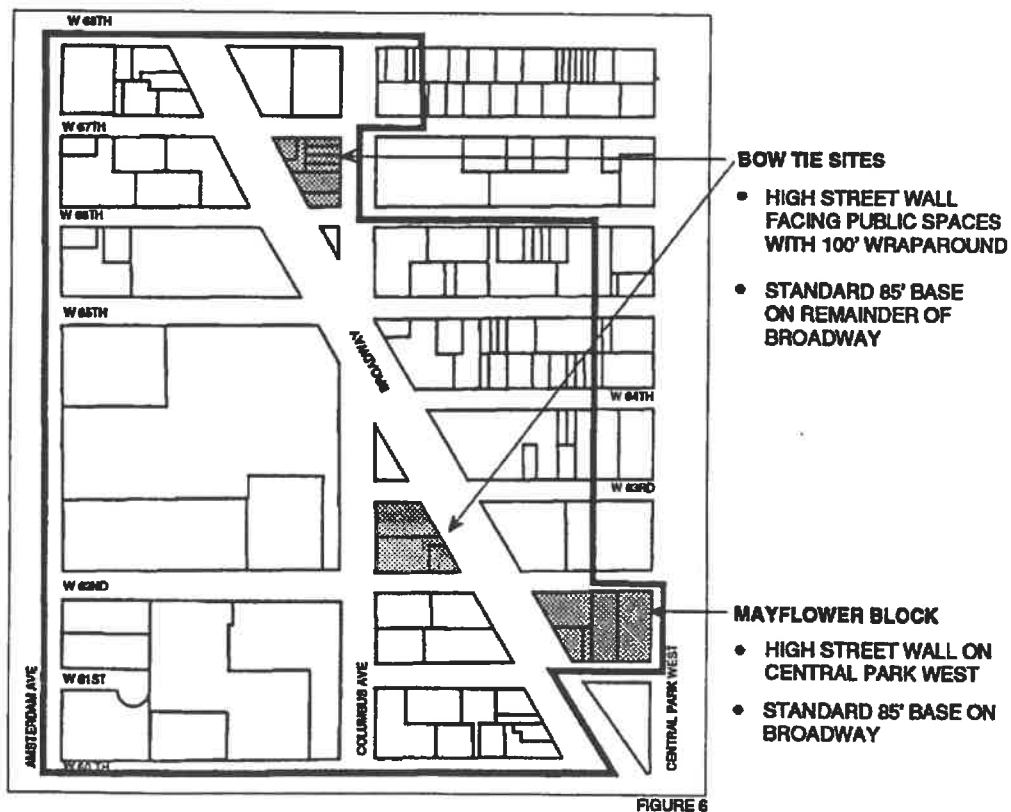
Mayflower Block

The Mayflower block, located on Broadway between West 61 and West 62nd streets, is the district's only block fronting Central Park West. This block contains a vacant

site facing Broadway and the Mayflower Hotel, a 17-story building facing Central Park West. Both are under the same ownership and could be considered a single zoning lot.

When assessing this block for future development, it became apparent that the site could be developed in two ways: new development could either occur on the vacant parcel fronting Broadway only, or on the entire site, including the location of the existing hotel. The proposal recognizes both circumstances:

- Impose contextual regulations on the Central Park West frontage of the Mayflower site to insure that if the existing hotel were to be redeveloped it would relate appropriately to the Central Park West context.
- Require an 85 foot high base on the Broadway frontage, consistent with all other Broadway development.
- Eliminate the arcade requirement from the north side of West 61st Street, but maintain the mandated arcade along Broadway to complete the southern terminus of the arcade system along the east side of Broadway.



SITE-SPECIFIC RECOMMENDATIONS

Credits

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