

A. INTRODUCTION

This chapter analyzes alternatives to the Proposed Project. Three alternatives are considered: the No Action Alternative, in which the site would remain in its existing condition; an alternative in which the west side of Exterior Street would be developed with retail and public open space uses (the Alternative Including Area West of Exterior Street); and a No Significant Adverse Unmitigated Impacts Alternative, in which the Proposed Project is modified to avoid any unmitigated significant adverse impacts.

The DEIS also considered a Retention of Expanded Market Alternative, in which the existing wholesale market uses would be retained and expanded within a new facility on the west side of Exterior Street. As described in the Foreword, the project sponsor no longer controls the Bronx Terminal Market area west of Exterior Street. Therefore, this alternative would require use of an area not controlled by the applicant. In addition, as described in Chapter 22, “Future Conditions with a Relocated Yankee Stadium,” the Bronx Terminal Market area west of Exterior Street and north of the public open space to be developed by the City is planned for development as a new City park and a pedestrian esplanade to mitigate the loss of area from Macombs Dam Park with the proposed Yankee Stadium project. Given the planned future use of the area west of Exterior Street, the lead agency has determined that this alternative is no longer feasible for consideration, and therefore it is not analyzed in the FEIS.

B. NO ACTION ALTERNATIVE

Under the No Action Alternative, the site would remain as it is in current conditions, with wholesale market uses, the currently closed Bronx House of Detention, and seasonal parking for Yankee Stadium.¹ The changes to zoning and the City Map; special permits from the New York City Planning Commission (CPC); disposition of City-owned property; and other state or federal actions required for the Proposed Project would not be undertaken. This is the same scenario that is described throughout the EIS as “The Future without the Proposed Actions.” It is summarized here, with a comparison to the potential impacts of the Proposed Project. This scenario does not include a relocated Yankee Stadium.

LAND USE, ZONING AND PUBLIC POLICY

Under the No Action Alternative, instead of being developed as a major retail and hotel complex, the underutilized site would continue to be used for wholesale market uses, the currently closed Bronx House of Detention, and seasonal parking for Yankee Stadium. No new

¹ A farmers market, which was previously held on the northern portion of the project site, was relocated to an off-site location managed by the New York City Department of Parks and Recreation (NYCDPR) (i.e., Yankee Stadium parking lots 13A and 13B located along the Harlem River) in March 2005.

retail, hotel, or parking would be developed on the site, and no new employees or potential visitors would be introduced to the site. The existing zoning classification of the site would remain, and no land use special permits would be required. While the resultant land use with the Proposed Project would be very different from the No Action Alternative, it would not result in a significant adverse impact to land use, zoning, or public policy.

SOCIOECONOMIC CONDITIONS

Unlike with the Proposed Project, in the No Action Alternative the mix of 23 businesses employing approximately 297 workers on the Bronx Terminal Market site would be retained; however, the project's substantial economic benefits would not be realized. There would be no direct or generated construction employment and income, or the expected local and state revenue resulting from the construction activity. Employment resulting from construction expenditures, including jobs from business establishments providing goods and services to contractors, would not occur. Under this alternative, the approximately 1,921 permanent jobs in New York City expected as a result of the proposed actions would not be created. The project's positive impacts on the local socioeconomic character and local and state revenue would not occur.

COMMUNITY FACILITIES

The No Action Alternative would not result in the new demands on police, fire, and emergency services associated with the Proposed Project; however, in any case, the demand from the Proposed Project would not be significant. In this alternative, the utilization of the Bronx House of Detention would be dependent on the New York City Department of Correction's (NYCDOC) determination of how it will meet its need to replace existing bed capacity. As described in Chapter 4, "Community Facilities," NYCDOC will need to replace a substantial portion (23 percent) of its existing bed capacity based on current jail occupancy projections. Building the new jail capacity will require either the construction of new facilities or the reopening of the less efficient facilities that are now in reserve. As with the Proposed Project, it is expected that the 44th Precinct would continue to provide adequate police protection to the area within its jurisdiction, including the project site, and fire protection would remain adequate in the project area.

OPEN SPACE

Without the Proposed Project, the passive open space ratio for workers (as well as the ratio for workers and residents combined) in the area would exceed the New York City Department of City Planning's (NYCDCP) guidelines.

SHADOWS

In the No Action Alternative, no new shadows would be cast on Macombs Dam Park. However, the Proposed Project would cast shadows on Macombs Dam Park only during the midday hours of the winter months, and these shadows would mostly fall on paved areas; thus, the project-generated shadows would not affect park usage or vegetation growth, and no significant adverse shadow impacts would occur.

HISTORIC RESOURCES

With the No Action Alternative, the structures on the project site identified as historic resources—Buildings B and D of the Bronx Terminal Market, and the Bronx House of

Detention—would remain, and thus the significant adverse impacts on historic resources resulting from the Proposed Project would not occur. With the Proposed Project, this impact would be partially mitigated by measures developed in consultation with OPRHP. Neither this alternative nor the Proposed Project would result in significant adverse impacts to archaeological resources.

URBAN DESIGN AND VISUAL RESOURCES

With the No Action Alternative, the major retail and hotel complex would not be developed, and the dilapidated condition and visual character of the project site would remain unchanged. Unlike the No Action Alternative, the Proposed Project is expected to enhance the vitality of the surrounding streets by introducing active retail uses and landscaping and increasing public access to the site. Although the Proposed Project will include the creation of buildings that are taller and bulkier than the existing buildings, these changes are not considered to be adverse, as they would improve the visual quality of the site and would be compatible with the bulk and use of buildings in the surrounding area.

NEIGHBORHOOD CHARACTER

Under this alternative, the site would remain in use by wholesale market businesses, the currently closed Bronx House of Detention, and seasonal parking for Yankee Stadium. The project site buildings would continue to block views to the waterfront from the surrounding area, and the site would not offer public access to the waterfront. The changes in neighborhood character associated with the Proposed Project would not occur with the No Action Alternative.

NATURAL RESOURCES/WATER QUALITY

Under the No Action Alternative, the site would maintain its current, predominantly paved condition, and would not provide the landscaping associated with the Proposed Project. In terms of its operation, the Proposed Project, unlike the No Action Alternative, would eliminate some areas of the site that may be attractive to nuisance species, and add new landscaped areas. Neither the Proposed Project nor the No Action Alternative would result in significant adverse impacts to water quality, terrestrial resources, wetlands, floodplains, aquatic resources, or endangered, threatened, or special concern species.

HAZARDOUS MATERIALS

Under the No Action Alternative, it is assumed that no remediation would occur on the project site. With the Proposed Project, a Remedial Work Plan (RWP) would be implemented pursuant to the Brownfield Cleanup Agreement, as approved by NYSDEC and the New York State Department of Health (NYSDOH), which would provide for remedial actions, as necessary, to be performed before, during, and/or after construction.

WATERFRONT REVITALIZATION PROGRAM

In the No Action Alternative, the project site would remain in use by wholesale market businesses, the currently closed Bronx House of Detention, and seasonal parking for Yankee Stadium. In contrast, the Proposed Project would replace the existing uses on the project site with active commercial and recreational uses and would improve physical access to the Harlem River waterfront. The No Action Alternative would not provide improved public waterfront access.

INFRASTRUCTURE

With the No Action Alternative, water consumption, sewage and solid waste generation, and stormwater runoff are not expected to change, and no impacts to these systems are expected. With the Proposed Project, new water lines and sewer line connections would be installed to provide service to the new buildings on the site. As with the No Action Alternative, the project's additional demand on infrastructure services is not expected to affect the City's water supply or local water pressure, or result in infrastructure impacts on the City's sewer system.

SOLID WASTE AND SANITATION SERVICES

Under the No Action Alternative, it is expected that the volumes of solid waste generated at the project site would not change, and no major changes are expected in the City's solid waste management handling practices. With this alternative, the Proposed Project's increase in solid waste would not occur. However, neither the No Action Alternative nor the Proposed Project would result in an adverse impact on the solid waste handling and disposal systems that serve New York City.

ENERGY

Unlike with the Proposed Project, no new energy demands would be created with the No Action Alternative. Neither this alternative nor the Proposed Project would result in any adverse impacts to energy systems.

TRAFFIC AND PARKING

The increase in vehicle trips to the project site expected with the Proposed Project would not occur with the No Action Alternative. Therefore, this alternative would not require the mitigation measures proposed for the Proposed Project, including signal phasing and timing modifications, parking prohibitions, lane re-striping and intersection channelization improvements, and pavement markings, as well as the widening of the Major Deegan Expressway ramp at 149th Street.

TRANSIT AND PEDESTRIANS

The increases in transit and pedestrian trips to the project site expected with the Proposed Project would not occur with the No Action Alternative. Therefore, this alternative would not have any adverse impacts on pedestrian conditions at the north crosswalk at the intersection of 149th Street and River Avenue. Neither the Proposed Project nor this alternative would result in significant subway or stairway impacts.

AIR QUALITY

Unlike with the Proposed Project, no new mobile or stationary source emissions would be created on the project site with the No Action Alternative. Neither this alternative nor the Proposed Project would result in any significant adverse mobile or stationary source air quality impacts. In this alternative, the industrial facility in the surrounding area would not have the potential to create a significant impact on the proposed hotel; however, with the Proposed Project, an (E) designation for air quality would be incorporated into the proposed rezoning of the hotel portion of the site to preclude the potential for significant adverse air quality impacts from this industrial source.

NOISE

No new sources of noise would be created on the project site with the No Action Alternative. In the future with the Proposed Project, the City would create an off-site public open space, a noise-sensitive receptor, in an area with high ambient noise. With the No Action Alternative, this new sensitive receptor would not be created; however, the local area would not receive the benefit of the creation of public open space.

CONSTRUCTION

No construction would occur on the site in the No Action Alternative. The construction activities associated with the Proposed Project and the temporary adverse impacts would not occur. The local area and New York City would not receive the substantial economic benefits attributable to project construction.

PUBLIC HEALTH

Neither the No Action Alternative nor the Proposed Project is expected to result in significant adverse impacts to public health.

C. RETENTION OF EXPANDED MARKET ALTERNATIVE

As described in Chapter 3, “Socioeconomic Conditions,” no significant adverse impacts related to the Proposed Project’s displacement of the current market tenants were identified. However, in order to address comments made during the scoping of the Proposed Project, the DEIS considered an alternative in which the existing wholesale market uses are retained and expanded within a new facility on the west side of Exterior Street. The spatial requirements assumed for the new market facility were as noted in public scoping comments: 500,000 square feet (sf), of which 200,000 sf would be refrigerated, with room for expansion; a wide central corridor; good night-lighting; secure boundaries, loading docks above street level, contiguity along the platform; large, uninterrupted open storage areas; high-capacity, high load-carrying flat concrete floors; adequate floor drainage; industrial three-phase electric service; high ceilings; and strong poured concrete, steel-reinforced walls that are rodent resistant.

Since the issuance of the DEIS, the project sponsor has returned its leasehold interest in the area west of Exterior Street. Therefore, this alternative would require use of an area not controlled by the applicant. In addition, as described in Chapter 22, “Future Conditions with a Relocated Yankee Stadium,” the portion of the Bronx Terminal Market area west of Exterior Street and north of the public open space to be developed by the City is planned for development as a new City park and pedestrian esplanade to mitigate the loss of area from Macombs Dam Park with the proposed Yankee Stadium project. Given the planned future use of the area west of Exterior Street, the lead agency has determined that this alternative is no longer feasible for consideration, and therefore it is not analyzed in the FEIS.

D. ALTERNATIVE INCLUDING AREA WEST OF EXTERIOR STREET

As described in the Foreword, the project site originally included a portion of the Bronx Terminal Market area west of Exterior Street, and the DEIS described and analyzed the original project that utilized this area. Since the issuance of the DEIS, the project sponsor has returned its leasehold interest in the area west of Exterior Street, the actions relating to the area west of Exterior Street have been withdrawn, and only the part of the site originally proposed for

development that is east of Exterior Street is now proposed for development. Therefore, the Proposed Project does not include the development of a public open space, waterfront esplanade, or retail building in this area. However, should the City determine that retail development of the area west of Exterior Street is in its best interest, the project sponsor could renew its leasehold interest and develop the portion of this area north of the proposed 2-acre open space. Therefore, the scenario in which the area west of Exterior Street is developed by the project sponsor as described in the DEIS is presented here as the Alternative Including Area West of Exterior Street. This alternative illustrates the changes in the potential impacts of the Proposed Project since the DEIS. If the area west of Exterior Street is developed as a new City park and pedestrian esplanade with the proposed Yankee Stadium project, this alternative would not be feasible.

LAND USE, ZONING AND PUBLIC POLICY

Under this alternative, the area west of Exterior Street would be developed with a retail building and accessory parking, as well as public open space and a waterfront esplanade (see Figure 24-1). The project site would be developed with new retail and accessory parking uses, as with the Proposed Project. This alternative would require a number of additional actions relating to the waterfront. This alternative would create a slightly larger development than the Proposed Project, but the development would be less densely developed on the east side of Exterior Street.

SOCIOECONOMIC CONDITIONS

Like the Proposed Project, this alternative would involve relocating the existing businesses on the site. As the west side of Exterior Street would be developed, the total program would be increased by approximately 7 percent (2,428,162 vs. 2,252,778 total gsf) and therefore the alternative's positive impacts on the local socioeconomic character and local and state revenue would be somewhat greater than with the Proposed Project.

COMMUNITY FACILITIES

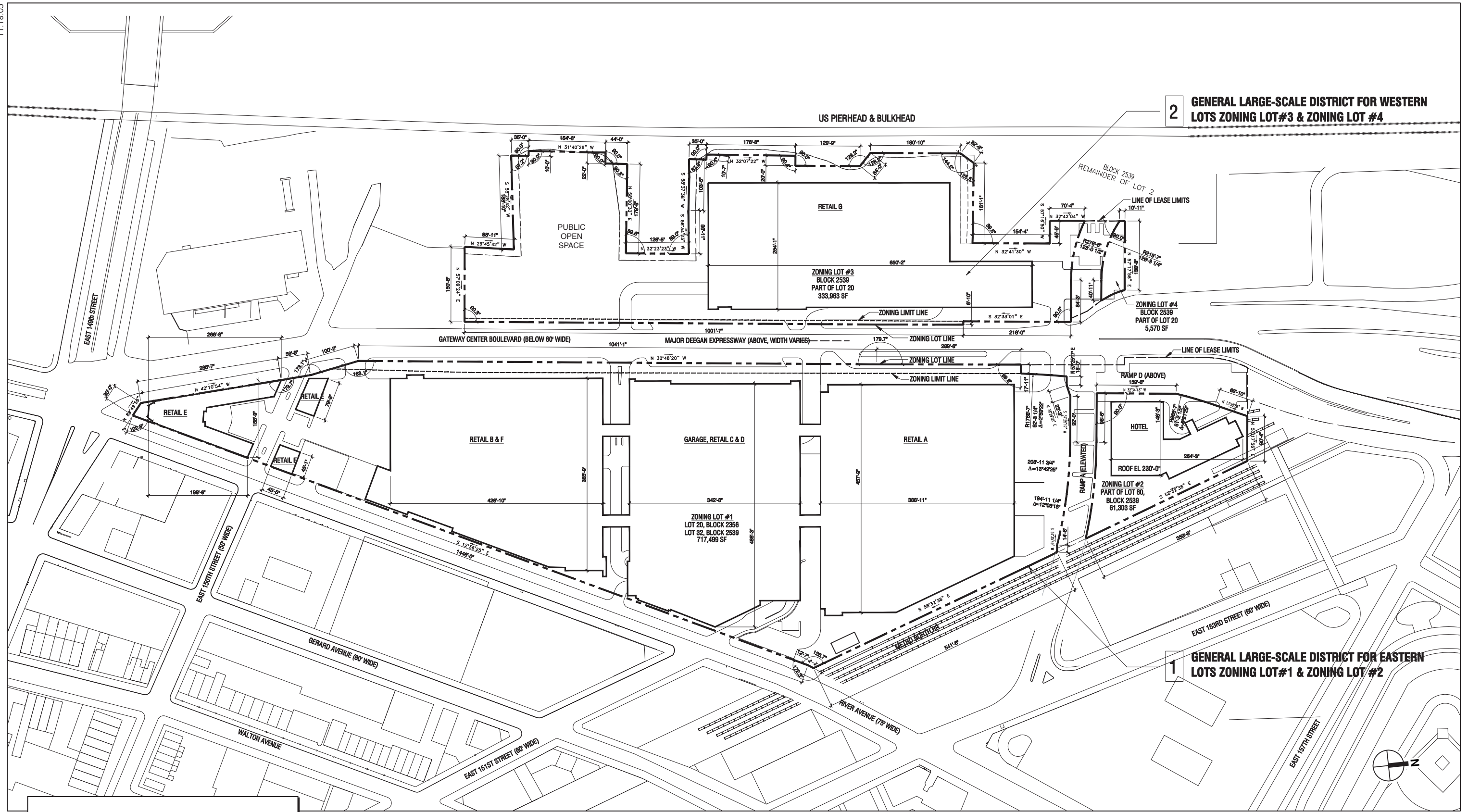
As with the Proposed Project, this alternative would make new demands on police, fire, and emergency services and would displace the currently closed Bronx House of Detention, but would not result in a significant adverse impact.

OPEN SPACE

With both the Proposed Project and this alternative, the passive open space ratios for workers, and workers and residents combined, in the area would well exceed NYCDCP guidelines. Approximately two acres of public open space and waterfront esplanade west of Exterior Street would be created with this alternative; however, in the future with the Proposed Project, this open space is expected to be created by the City.

SHADOWS

Under the Alternative Including Area West of Exterior Street, approximately two acres of public open space would be created by the project, rather than by the City; however, project-generated shadows would still be cast on this new resource. Under both this alternative and the Proposed Project, shadows would be cast on Macombs Dam Park; however, the shadows would only occur during the midday hours of the winter months and would mostly fall on paved areas, and thus would not notably affect park usage or vegetation growth. No significant adverse shadow impacts would occur with this alternative or the Proposed Project.



2 GENERAL LARGE-SCALE DISTRICT FOR WESTERN LOTS ZONING LOT#3 & ZONING LOT #4

1 GENERAL LARGE-SCALE DISTRICT FOR EASTERN LOTS ZONING LOT#1 & ZONING LOT #2

--- General Large-Scale District Boundary

0 100 250 FEET
SCALE

Illustrative Rendering of Alternative Including Area West of Exterior Street

HISTORIC RESOURCES

Neither this alternative nor the Proposed Project would result in significant adverse impacts to archaeological resources. In this alternative, the demolition of Bronx Terminal Market Buildings F, G, H and J would be required, as well as Building B and the Bronx House of Detention.

URBAN DESIGN AND VISUAL RESOURCES

This alternative would create a new public open space amenity for the surrounding neighborhood; however, in the future with the Proposed Project, this open space is expected to be created by the City. Both the Proposed Project and this alternative would be expected to enhance the vitality of the project site and surrounding area by increasing access to the project site and the area west of Exterior Street and introducing landscaping and increased pedestrian activity. Although both this alternative and the Proposed Project will include the creation of buildings that are taller and bulkier than the existing buildings, these changes are not considered to be adverse, as they would improve the visual quality of the site and would be compatible with the bulk and use of buildings in the surrounding area.

NEIGHBORHOOD CHARACTER

Under this alternative, new buildings would be added to the west side of Exterior Street, and a new public open space would offer public access to the waterfront. In the future with the Proposed Project, this open space is expected to be created by the City. This alternative would improve the condition of the Harlem River shoreline and waterfront edge, and views to the waterfront and the surrounding area would be improved with the provision of the waterfront open space and esplanade. Like the Proposed Project, this alternative would be expected to enhance the vitality of the surrounding streets by introducing active retail uses and increasing visitation to the area. Peak hour traffic, transit, and pedestrian volumes are projected to be slightly higher under this alternative when compared to the Proposed Project. As with the Proposed Project, the new public open space and esplanade created in this alternative would have elevated noise levels due to the proximity of the Major Deegan Expressway.

NATURAL RESOURCES/WATER QUALITY

Under the Alternative Including Area West of Exterior Street, new vegetated area would be created in the public open space to be developed. This alternative also would stabilize waterfront structures, remove accumulated debris from the interpier areas, and eliminate areas that may be attractive to nuisance species. Neither the Proposed Project nor this alternative would result in significant adverse impacts to water quality, terrestrial resources, wetlands, floodplains, aquatic resources, or endangered, threatened, or special concern species.

HAZARDOUS MATERIALS

Under the Alternative Including Area West of Exterior Street, it is assumed that remediation would occur on the west side of Exterior Street as well as the project site.

WATERFRONT REVITALIZATION PROGRAM

Neither this alternative nor the Proposed Project would result in significant adverse impacts to coastal resources.

Gateway Center at Bronx Terminal Market FEIS

INFRASTRUCTURE

With this alternative, water consumption, sewage and solid waste generation, and stormwater runoff are expected to be similar to those with the Proposed Project.

SOLID WASTE AND SANITATION SERVICES

Neither this alternative nor the Proposed Project would result in an adverse impact on the solid waste handling and disposal systems that serve New York City.

ENERGY

Neither this alternative nor the Proposed Project would result in any adverse impacts to energy systems.

TRAFFIC AND PARKING

As shown in Table 24-1, peak hour traffic volumes are projected to be slightly higher (generally about 4 to 4.5 percent) under this alternative when compared to the Proposed Project. Vehicular access to the proposed retail development would occur at the main garage between Exterior Street and River Avenue, using the same two access points on Exterior Street and River Avenue as would be used under the Proposed Project; parking would also be available at Building B/F and the proposed hotel. In addition, retail-related trips could enter and exit a surface lot on the west side of Exterior Street. The traffic volumes and assignments for this alternative are the same as were analyzed in the DEIS as the Proposed Project. Hence, with a slight increase in overall vehicle trips and a negligible change in vehicle assignments except at the garage access points on Exterior Street, additional significant impacts would only occur at 161st Street and the Grand Concourse in the pre-game Saturday midday peak hour due to the alternative.

Table 24-1
Comparison of Alternative Including Area West of Exterior Street
Vehicle Trip Generation to the Proposed Project

Peak Period	Auto		Taxi		Delivery		Total		
	In	Out	In	Out	In	Out	In	Out	Total
Weekday Midday Peak Hour									
Alternative Including Area West of Exterior Street	517	457	42	42	32	32	591	531	1,122
Proposed Project	495	436	42	42	31	31	568	509	1,077
Weekday PM Peak Hour (Non-Game)									
Alternative Including Area West of Exterior Street	1,068	983	86	86	19	19	1,173	1,088	2,261
Proposed Project	1,018	937	86	86	18	18	1,122	1,041	2,163
Weekday PM Peak Hour (Game Day)									
Alternative Including Area West of Exterior Street	966	889	98	98	19	19	1,083	1,006	2,089
Proposed Project	922	848	98	98	18	18	1,038	964	2,002
Saturday Midday Peak Hour (Non-Game)									
Alternative Including Area West of Exterior Street	1,156	1,118	136	136	4	4	1,296	1,258	2,554
Proposed Project	1,103	1,065	136	136	3	3	1,242	1,204	2,446
Saturday Midday Pre-Game Peak Hour (Game Day)									
Alternative Including Area West of Exterior Street	987	853	109	109	4	4	1,100	966	2,066
Proposed Project	942	814	109	109	3	3	1,054	926	1,980
Saturday PM Post-Game Peak Hour (Game Day)									
Alternative Including Area West of Exterior Street	675	733	88	88	4	4	767	825	1,592
Proposed Project	646	700	88	88	3	3	737	791	1,528

TRANSIT AND PEDESTRIANS

As with the Proposed Project, no significant adverse impacts on nearby subway stations or bus line haul would be expected with this alternative. The crosswalk impact at 149th Street and River Avenue would still be expected with this alternative; however, as with the Proposed Project, this impact could be mitigated with a crosswalk widening.

AIR QUALITY

As with the Proposed Project, no significant adverse mobile or stationary source air quality impacts would be expected with this alternative. The industrial facility in the surrounding area could have the potential to create an air quality impact on the proposed hotel; however, as with the Proposed Project, in this alternative an (E) designation for air quality would be incorporated into the proposed rezoning of the hotel portion of the site to preclude the potential for significant adverse air quality impacts from this industrial source.

NOISE

As with the Proposed Project, this alternative would slightly increase existing levels of noise on the project site; however, this would not be expected to result in any significant noise impacts. As a public open space and waterfront esplanade (a noise-sensitive receptor) would be created on the west side of Exterior Street in this alternative, there would be potential noise impacts on this new receptor from high ambient noise levels; however, in the future with the Proposed Project, this off-site open space is expected to be created by the City.

CONSTRUCTION

Given that this alternative assumes that the west side of Exterior Street would be developed by the Proposed Project, it is expected that construction-period activities would be somewhat greater than those associated with the Proposed Project. In either case, impacts would be temporary, but would be disruptive at times. The construction of this alternative also would require the demolition of Bronx Terminal Market Buildings H and J.

PUBLIC HEALTH

Neither the Alternative Including Area West of Exterior Street nor the Proposed Project is expected to result in adverse impacts to public health.

E. NO SIGNIFICANT ADVERSE UNMITIGATED IMPACTS ALTERNATIVE

Most of the potential impacts identified for the Proposed Project could be fully mitigated, as described in Chapter 23, "Mitigation."

The demolition of structures on the project site identified as historic resources would constitute a significant adverse impact on historic resources. Measures to mitigate this impact are being developed in consultation with OPRHP. With these measures, the adverse impact on historic resources would be partially mitigated. However, in order to eliminate the adverse impact to historic resources, this alternative would require the retention of all the historic resources on the project site. The reduced development program that would result from the elimination of the existing buildings' land area for use by the Proposed Project would not fulfill the goals of the

Gateway Center at Bronx Terminal Market FEIS

project and it would not be built at this location. Therefore, there is no feasible alternative that would eliminate the adverse impact on historic resources.

For the northbound Major Deegan Expressway approaching 149th Street, widening of the exit ramp would be needed in order to mitigate the Proposed Project's impacts at the local street intersection of the northbound exit ramp with 149th Street, Exterior Street, River Avenue, and the 145th Street Bridge approach to the intersection. In order to fully mitigate conditions along the northbound Expressway, it would also be necessary to widen the approach to the exit ramp in order to provide a deceleration lane leading to the exit ramp. The New York State Department of Transportation (NYSDOT) has indicated its interest in improving conditions by widening the exit ramp as part of a larger Major Deegan Expressway widening and improvement project being planned by NYSDOT; however, it is uncertain at this time whether NYSDOT would also be able to create a widening along the highway mainline to provide a fully acceptable deceleration lane. Therefore, it is possible that only partial mitigation of potential impacts at the northbound exit would be accomplished by 2009 or 2014. *