Chapter 24: Alternatives

A. INTRODUCTION

OVERVIEW

In accordance with the State Environmental Quality Review Act (SEQRA) and City Environmental Quality Review (CEQR), this chapter presents and analyzes alternatives to the proposed actions. Under SEQRA and CEQR, alternatives selected for consideration in an Environmental Impact Statement (EIS) are generally those that have the potential to reduce, eliminate, or avoid significant adverse impacts of a proposed action while meeting some or all of the goals and objectives of the action.

This chapter considers four alternatives to the proposed actions:

- A No Action Alternative, in which the proposed actions are not undertaken;
- A Lesser Density Alternative, which considers a smaller project that avoids some or all of the significant adverse impacts identified in the EIS analyses;
- A General Project Plan (GPP) Alternative, in which Site A is redeveloped with the program currently permitted by the Queens West General Project Plan; and
- An M3-1 zoning alternative, in which Site A is redeveloped in conformance with its existing manufacturing zoning, as if no GPP were in place governing development on the site.

PRINCIPAL CONCLUSIONS

The conclusion of the alternatives analysis is that all four alternatives would not substantively meet the goals and objectives of the proposed actions.

The **No Action Alternative** and the **M3-1 Zoning Alternative** would avoid all of the significant adverse environmental impacts of the proposed actions (i.e., public elementary school and day care, traffic, subway and bus, pedestrian, and noise impacts). However, both alternatives would not transform the largely underutilized waterfront land on Site A or facilitate development on Site B to meet the City's goals for creating a vibrant neighborhood with a publicly accessible waterfront, with views of the East River, Newtown Creek, Manhattan skyline, and Brooklyn waterfront. Further, these alternatives would not address the City's need for new permanent affordable housing units. In short, both of these alternatives would substantially fail to meet the project's goals.

The **Lesser Density Alternative** would result in the same mix of uses on the project sites as the proposed actions but would provide for approximately one-third fewer market-rate and affordable housing units. This alternative would not, however, eliminate the significant adverse impacts of the proposed actions and at the same time it would also fail to provide the same level of benefits as the proposed actions. Therefore, this alternative would not meet the project's goals as effectively as the proposed actions.

The **General Project Plan (GPP) Alternative**, like the proposed actions, would redevelop Site A with high-density development. No new development would occur on Site B. However, the Queens West Development Corporation (QWDC) has no current plans to move forward with development at this location and is now proposing to modify the GPP to remove Site A. Although development per the GPP would transform this largely underutilized area into a vibrant neighborhood, it would bring office use to the waterfront, an area no longer considered suitable for that use. In addition, this alternative would not eliminate the potential for impacts to traffic, transit, and pedestrians, and noise. It would also not provide substantial amounts of permanent affordable housing. Moreover, the GPP Alternative would bring office use to the waterfront, an area no longer considered suitable for that use.

B. NO ACTION ALTERNATIVE

DESCRIPTION OF THE NO ACTION ALTERNATIVE

Consideration of the No Action Alternative is mandated by both SEQRA and CEQR, and is intended to provide the lead and involved agencies with an assessment of the consequences of not selecting the proposed actions. As applied in the "Future without the Proposed Actions" in Chapters 2 through 23 of this EIS, the No Action Alternative also provides a baseline against which impacts of the proposed actions may be compared.

The No Action Alternative assumes that the proposed actions would not be implemented and that no other discretionary actions would occur either. No changes to the City map would be made on Site A to eliminate previously mapped streets and parks or to map new streets and parks; no amendments to the zoning map would be made to change the zoning of Site A from M3-1 or Site B from M1-4; and no zoning text amendments would be made to create a new Special Southern Hunter's Point District on Sites A and B. The other proposed actions also would not occur, including designation of an Urban Development Action Area; site plan approval for a new school; and modification to the General Project Plan for Queens West to remove Site A from the Queens West project. The existing waterfront permits for Site A issued by the New York State Department of Environmental Conservation (NYSDEC) and U.S. Army Corps of Engineers (USACE) would remain in place, and mitigation efforts related to these permits would be undertaken.

While Site A could be developed pursuant to the Queens West General Project Plan, there are no current proposals to move forward with Stages III and IV of the GPP and is now proposing to modify the GPP to remove Site A. Therefore, unlike the proposed actions, the No Action Alternative would not bring any new streets, parks, or residential, community facility, or commercial development to the project sites. The 5,000 apartments on Site A, with 3,000 permanently affordable to middle-income households, and the 1,650 apartments on Site B, with 330 affordable to low- to moderate-income households, would not be constructed. The development expected as a result of the proposed actions (referred to throughout this EIS as the reasonable worst-case development scenario, or RWCDS) would not occur. Instead, it is assumed that Sites A and B would remain in their current states and no new buildings, infrastructure, or roads would be constructed. Existing uses on Site A, including the New York Water Taxi, Water Taxi Beach, and Tennisport, would continue operating. The No Action Alternative also assumes that once Anheuser-Busch relocates from its distribution facility on Site B in 2008 to a newer, modern facility in Hunts Point in the Bronx (which is occurring independent of the proposed actions), a tenant with similar manufacturing and warehouse

operations and traffic patterns to Anheuser-Busch would occupy its existing facility. Finally, it is assumed that NBC would continue to lease its Site B facility for storage, office, and studio-related uses for the duration of the lease term (through February 2010), after which either NBC or a similar tenant would occupy the space.

Thus, the No Action Alternative would not meet the goals and objectives of the proposed actions. Specifically, the No Action Alternative would not transform the largely underutilized waterfront land at Site A into a new residential neighborhood; it would not provide a substantial number of new affordable housing units; and it would not provide new publicly accessible waterfront parks.

In the neighborhood around the project sites, a number of development projects (see Appendix 1.2) are anticipated to occur by 2017, independent of the proposed actions. These will occur in the No Action Alternative as well as with the proposed actions.

The technical chapters of this EIS have described the No Action Alternative (referred to therein as "the Future without the Proposed Actions") and have used it as the basis to assess the potential impacts and associated mitigation for the proposed actions. The effects of the No Action Alternative in comparison to those of the proposed actions are summarized below.

NO ACTION ALTERNATIVE COMPARED WITH THE PROPOSED ACTIONS

LAND USE, ZONING, AND PUBLIC POLICY

In the No Action Alternative, it is assumed that Sites A and B would remain in their current condition, as described above. No new zoning special district would be established; the General Project Plan that governs Site A and the manufacturing zoning designation that applies to Site B would remain in place. In this alternative, Sites A and B would not be transformed from an underutilized waterfront parcel and a site containing distribution and studio-related uses, respectively, to a higher-density mixed-use neighborhood with residential, retail, community facility, and park and open space uses that would be compatible and consistent with the surrounding mixed-use neighborhood to the east, the Queens West development to the north, and the wider study area.

In the No Action Alternative, Site A would continue to be governed by the Queens West General Project Plan, and Site B would continue to be zoned for light manufacturing use. In comparison, the proposed actions would alter the project sites' zoning to increase maximum allowable FAR and allow residential uses, which would permit the development of a denser residential neighborhood more compatible with the mixed-use areas to the east and residential area to the north of Site A while avoiding adverse impacts on the manufacturing areas adjacent to Site B. Under both this alternative and the proposed actions, zoning in the primary and secondary study areas would not change.

The No Action Alternative would not meet the long-established public policy to redevelop the Hunter's Point waterfront with higher density uses.

SOCIOECONOMIC CONDITIONS

With the No Action Alternative, there would be no change in the project sites' uses, and so there would be no direct displacement of the businesses on the sites. The Tennisport facility would not be displaced from Site A and distribution and light manufacturing uses would not be displaced from Site B. However, the displacement of these businesses as a result of the proposed actions

would not result in significant adverse socioeconomic impacts, because the specific businesses located on the project sites do not have substantial economic value to the City or region and the loss of these businesses would not adversely affect business conditions in any one specific industry.

With the No Action Alternative, the potential to change market conditions in the surrounding area and thus the potential to lead to indirect displacement of businesses in the area close to the project sites would not occur. Even with the shift in land use on the project sites from industrial to residential as a result of the proposed actions, only limited indirect displacement of businesses is anticipated in the area south of Borden Avenue, and no indirect displacement of businesses would occur elsewhere in the study area. Any potential indirect displacement of businesses south of Borden Avenue is expected to be limited, and would not substantially alter or accelerate trends to existing economic patterns within the study area as a whole. The study area north of Borden Avenue is already experiencing a well-established trend of development with residential uses, so existing retail, commercial, and manufacturing uses will already face the possibility of increasing rent.

With no new population on the project sites, this alternative would not have the potential to cause changes in market conditions in the surrounding area resulting in an increase or decrease in rents that could in turn result in the possibility of indirect displacement of residents of the surrounding area . The very strong trend of development of new, market-rate housing in the study area would continue in the No Action Alternative and few affordable housing units would be developed. The No Action Alternative would not provide the substantial number of new residential units (6,650 units, of which 3,330 would be subsidized, permanently affordable units) that would result from the proposed actions. With the addition of a large number of new affordable apartments as part of the proposed actions, the RWCDS would not result in potential indirect displacement of residents in the surrounding study area; in fact, unlike the No Action Alternative, the proposed actions could serve to relieve, rather than increase, market pressure in the surrounding study area. A substantial number of new affordable units would be created, to mirror the economic diversity of the existing population in the study area and to meet the demand for such housing units. The new market-rate units to be added as part of the RWCDS would not result in a trend toward increasing rents, given that a very strong trend already exists that is expected to accelerate in the future. Overall, therefore, the proposed actions could help to reduce market pressures in the study area relative to the No Action Alternative.

COMMUNITY FACILITIES

With the No Action Alternative, in contrast to the proposed actions, there would be no increase in the residential population of the project sites. This alternative would not result in the potential significant adverse impacts predicted to occur as a result of the proposed actions on elementary schools within the 1½-mile study area, within Zone 3 of Community School District (CSD) 30, or within CSD 30 as a whole; and on intermediate schools within the 1½-mile study area. It also would not result in the significant adverse impact to publicly funded day care facilities in the Hunter's Point area that is predicted to occur with the proposed actions. The No Action Alternative also would not provide a new public school on Site A, whereas the proposed actions include a new school, currently anticipated to provide 1,600 seats serving intermediate and high school students. In the No Action Alternative, the many new development projects recently completed or anticipated in the future would substantially increase demand for public schools, libraries, and day care centers and other community services and the public schools and day care facilities would be overtaxed. Elementary schools in the 1½-mile study area are predicted to be

operating at 136 percent of capacity in the No Action Alternative, with 691 more students than available seats. In Zone 3 of CSD 30 and in CSD 30 overall, elementary schools are predicted to be operating at 105 percent of capacity. Intermediate schools within the 1½-mile study area would also be well over capacity, with a shortage of 620 seats (483 percent of capacity). (These figures do not include schools budgeted in the Department of Education's five-year capital plan but not yet under construction or the planned K-8 school at Queens West.) The nearest publicly funded day care facilities are located outside the Hunter's Point neighborhood (i.e., north of Queens Plaza) and would operate at 109 percent of capacity with a deficit of 32 slots under this alternative (a change from 88 percent of capacity and 38 surplus slots in the existing condition).

OPEN SPACE

The No Action Alternative would not create the 13.42 acres of new public open space on Sites A and B that would be created by the proposed actions. The 11.0 acres of new open space on Site A, including a new 10.65-acre waterfront park along the entire shoreline of Site A, would not be created. On Site B, no new public access to the Newtown Creek shoreline would be provided. In addition, the No Action Alternative would not provide a new, Class 1 bikeway throughout Site A.

With the No Action Alternative, the commercial open space study area (defined as the area approximately within ¼-mile of the project sites) would continue to provide ample passive recreation space for the workers of the area, as it also would with the proposed actions. The residential open space study area (defined as the area approximately within ½-mile of the project sites) would have insufficient amounts of open space to meet the needs of the area's residential population. In particular, the residential study area would be deficient in active open space, with a ratio of 0.37 acres per 1,000 residents in comparison to the City's guideline ratio of 2.0 acres per 1,000.

With the new public open space and the new residents anticipated as a result of the proposed actions, the ratio of total open space to the residential study area's residential population would increase slightly over the No Action Alternative (1.01 acres per 1,000 residents in the No Action Alternative and 1.02 acres per 1,000 residents with the proposed actions). The proposed actions would improve by 5 percent the ratio of active open space for the residential population relative to the No Action Alternative (0.37 acres per 1,000 in the No Action Alternative versus 0.39 acres per 1,000 with the proposed actions). With both the No Action Alternative and the proposed actions, the study area would have ample passive space to meet the needs of its residents and workers.

SHADOWS

There would be no new shadows cast on any nearby sun-sensitive resources in the No Action Alternative. The proposed actions' new shadows on parts of the East River year-round in the mornings and on Gantry Plaza State Park/Peninsula Park for long periods in the fall, winter, and early spring would not occur. However, the shadows predicted as a result of the proposed actions would not result in significant adverse shadow impacts on these resources.

HISTORIC RESOURCES

Neither the No Action Alternative nor the proposed actions would result in any adverse effects on archaeological or architectural resources. The New York City Landmarks Preservation Commission (NYCLPC) has indicated that Sites A and B are not likely to contain significant

archaeological resources, and therefore none would be adversely affected by excavation on the project sites. The nearest architectural resources are more than 90 feet away and therefore would not be subject to accidental damage during construction on the project sites as a result of the proposed actions. The proposed actions also would not result in any significant adverse impacts to the context or setting of the architectural resources in the study area.

URBAN DESIGN AND VISUAL RESOURCES

With the No Action Alternative, the project sites would continue to be large, underdeveloped parcels with an industrial visual character. Wide views of the waterfront and Manhattan skyline would still be available from Sites A and B, but they would be largely inaccessible to the public. In comparison, the proposed actions would dramatically transform the visual character of the project sites to a new development of residential buildings with retail and community facility uses that would be compatible with the urban design of nearby residential communities, which include Queens West and portions of the Hunter's Point neighborhood east of Queens West. In contrast to the No Action Alternative, the proposed actions would also extend the existing surrounding street patterns into the project sites, connecting the new neighborhood to the surrounding study area with new streets, sidewalks, and bikeways. Also in contrast to the No Action Alternative, the proposed actions would greatly enhance visual access to the waterfront.

NEIGHBORHOOD CHARACTER

In the No Action Alternative, the conversion of the project sites from primarily low-density industrial and commercial uses and vacant land to an area with much higher density, mainly residential uses would not occur. Nonetheless, the study area around Sites A and B (the area approximately within ½-mile of the project sites) would see continued residential development, including the high-density development of Queens West on the Hunter's Point waterfront north of 50th Avenue and other, smaller-scale residential developments throughout the mixed residential and industrial neighborhood north of Borden Avenue and east of 5th Street. With this development, the population and activity levels of the study area would continue to grow, as they have over the past decade, and sidewalks and traffic conditions would grow noticeably more congested as the area becomes a much busier urban neighborhood. The proposed actions would contribute to this existing trend by adding population, and the new development that would occur as a result of the proposed actions would extend the residential and mixed-use neighborhood westward to the East River waterfront. Overall, the proposed actions would continue the trend of high-density development along the waterfront and increasing activity throughout the immediate area, and would not result in significant adverse impacts to neighborhood character of the study area.

HAZARDOUS MATERIALS

Since there would be no new development on the project sites with the No Action Alternative, any contaminated materials in the subsurface or in existing structures on Sites A and B would not be disturbed; therefore, there would be no potential for impacts from contaminated materials. In contrast to the proposed actions, remediation would not be undertaken to eliminate the possibility of impacts from on-site contaminated materials, which would remain within existing buildings and subsurface areas on the project sites.

NATURAL RESOURCES

In the No Action Alternative, the geologic conditions, groundwater conditions, and floodplain resources would remain in their current conditions, except that compensatory wetlands mitigation would occur on Site A's shoreline in accordance with NYSDEC and USACE permit requirements issued for the Queens West development. In this alternative, the vegetated portions of Site A would continue to provide limited wildlife habitat for urban-tolerant wildlife species, and Site B and the portions of Site A occupied by Tennisport would continue to be of limited value to wildlife. However, the potential benefits to natural resources that would result with the proposed actions from the improved habitat for birds and other wildlife within the proposed waterfront park and other open space areas would not occur with the No Action Alternative. Neither the No Action Alternative nor the proposed actions would cause any significant adverse impacts on terrestrial plant communities or wildlife, or on floodplains, wetlands, water quality, or aquatic biota in the East River and Newtown Creek.

WATERFRONT REVITALIZATION PROGRAM

The No Action Alternative, unlike the proposed actions, would not be consistent with all of the City's applicable WRP policies, particularly those that aim to encourage public access to the water's edge. In contrast to the No Action Alternative, the proposed actions would be consistent with Citywide goals for supporting and facilitating residential and commercial development in appropriate areas, protecting and restoring ecological systems; protecting and improving water quality; providing public access in the coastal zone; and protecting scenic resources. Unlike the proposed actions, the No Action Alternative would not introduce new residential or commercial development or to the project sites; would not create new publicly accessible waterfront parkland and open space on the project sites that provides physical and visual access to the waterfront; and would not create a new, separate stormwater system on Site A.

INFRASTRUCTURE

Because the No Action Alternative would not introduce a substantial new population to the project sites and because uses on Sites A and B are assumed to be similar to what they are today in the No Action Alternative, demands on the municipal water supply and combined sewer system would remain unchanged. In contrast, the proposed actions would create an entirely new infrastructure system on Site A, with new water lines and a new sewer system to handle sanitary sewage and storm water separately. The proposed actions would also result in a substantial increase in the amount of water consumed and sewage generated on the project sites, but the City's infrastructure systems could meet this new demand with the infrastructure improvements proposed as part of the project.

With the proposed actions, it is anticipated that stormwater attenuation and treatment mechanisms would be included in the City's design of the streets and parks within Site A and that the designs of these systems will be guided by the City's sustainability initiatives described in PlaNYC, Best Management Practices, and CEQR standards to ensure public and environmental health and safety. This would not occur in the No Action Alternative.

SOLID WASTE AND SANITATION SERVICES

With the No Action Alternative, no major changes to solid waste generation and collection on the project sites are expected. In comparison, with the proposed actions, the Department of Sanitation (DSNY) would need to extend its collection services onto the project sites and an

estimated three additional truckloads per day of solid waste would be collected by DSNY and one truckload by a private carter.

ENERGY

With the No Action Alternative, there would be no significant new demands for energy on the project sites and usage would be similar to what it is today, with adequate capacity expected. Although the demands for gas and electricity would be higher with the proposed actions, the increases in demand would be insignificant relative to the capacity of these energy systems and the current levels of service in New York City.

TRAFFIC AND PARKING

The significant increases in the volumes of vehicular traffic and demand for on-street parking associated with the proposed actions' residents and other new visitors on the project sites with the proposed actions would not occur with the No Action Alternative. The No Action Alternative would eliminate the significant adverse traffic impacts associated with the proposed actions, and the traffic capacity improvements necessary to mitigate those impacts would not be needed. The No Action Alternative would also not result in the significant adverse impacts predicted to occur with the proposed actions that would be unmitigated (a total of one in the AM peak hour, two in the midday peak hour, and four in the PM peak hour). Nonetheless, with the No Action Alternative, background growth and trips associated with new development outside the project sites would generate new vehicles on the roadways surrounding the project sites, and congestion would result at a number of area intersections.

Traffic conditions under the No Action Alternative would be better than those under the proposed actions; however, independent of the proposed actions, traffic levels of service at many locations in the study area would experience congested conditions. In the overall traffic study area, during the AM peak hour, 13 of the 41 existing analysis locations analyzed would operate at overall level of service (LOS) E or F under the No Action Alternative compared to 19 of the 50 locations under the proposed actions (which include nine additional locations analyzed only for Build conditions, because they would be created by the proposed actions). In the midday and PM peak hours, 8 and 12 intersections, respectively, would operate at overall LOS E or F under the No Action Alternative compared to 12 and 17 intersections during the midday and PM peak hours, respectively, under the proposed actions.

The No Action Alternative would not create the proposed actions' shortfall of off-street parking spaces during the nighttime/overnight hours. Nonetheless, even in the No Action Alternative, available on-street parking is expected to decrease because of the projected increase in overall traffic in the area independent of the proposed actions.

TRANSIT AND PEDESTRIANS

The No Action Alternative would not result in the proposed actions' significant adverse impacts on the S7 and S8 street-level stairways at the Vernon Boulevard-Jackson Avenue No. 7 subway station (the stairways at the southwest and northeast corners of Vernon Boulevard and 50th Avenue, respectively), which are potentially unmitigatable with the proposed actions. It would also not result in the related pedestrian impacts on the sidewalk, corner, and crosswalks near the subway station, and crosswalks at the newly signalized intersection of 2nd Street and Borden Avenue. Of these, impacts at four crosswalks are potentially unmitigatable with the proposed actions (the north and west crosswalks at the Vernon Boulevard and 50th Avenue intersection,

and the east and west crosswalks at the 2nd Street and Borden Avenue intersections). The No Action Alternative would also eliminate the proposed actions' significant adverse impact on the line-haul capacity of the Q103 and B61 bus routes. While the MTA and NYCT routinely monitors changes in bus ridership and would make the necessary service adjustments where warranted, the projected service demand, particularly on the Q103 route, as a result of the proposed actions is significant in magnitude. These service adjustments are subject to the agencies' fiscal and operational constraints and are expected to take place over time.

In the No Action Alternative, however, the other developments currently nearing completion or expected to be completed by 2017 in the study area would nonetheless increase the number of subway riders at the Vernon Boulevard-Jackson Avenue No. 7 train subway station and on the Q103 and B61 bus routes. In the No Action Alternative, the S8 street-level stairway connecting to the Manhattan-bound No. 7 trains would deteriorate from LOS B to LOS E. Similarly, without any increased bus service on the Q103 or B61 bus routes, both routes would exceed their capacity during the PM peak hour in the southbound direction. The Q103 would also exceed its capacity during the AM peak hour in the northbound direction.

The volumes of pedestrians headed to and from the Vernon Boulevard-Jackson Avenue No. 7 train subway station would increase substantially in the No Action Alternative, but conditions would remain acceptable, except for the north crosswalk at the intersection of Vernon Boulevard and 50th Avenue, where service levels would deteriorate to LOS E during the AM peak hour and to LOS D during both the midday and PM peak hours.

AIR QUALITY

In the No Action Alternative, the mobile source emissions from the new vehicular trips that would be generated by the proposed actions in the study area and from the proposed actions' parking facilities would not occur. Nevertheless, traffic volumes would increase near the project sites from general background growth and trips associated with future new development independent of the proposed actions. In either the No Action Alternative or the proposed actions, maximum predicted pollutant concentrations and concentration increments from mobile sources would comply with corresponding guidance thresholds and ambient air quality standards, and no significant adverse air quality impact would occur.

In the No Action Alternative, there would be no new emissions on the project sites from heating and ventilation systems, or from the new school's laboratories (if any). Even with the proposed actions, however, these systems are not expected to result in significant adverse air quality impacts.

NOISE

Because the No Action Alternative would not result in a substantial increase in traffic in the vicinity of the project sites, it would not result in the proposed actions' significant noise impact on 51st Avenue between Vernon Boulevard and 2nd Street during the weekday PM time period. With the proposed actions, the change in noise levels from project-generated traffic would be barely perceptible, but would exceed the *CEQR Technical Manual* impact criteria and therefore result in a significant adverse noise impact during the weekday PM time period. Therefore, the No Action Alternative would eliminate the need to make available noise mitigation for residents on these blocks. With either the No Action Alternative or the proposed actions, noise levels at this location would be considered "marginally acceptable" as defined in the noise exposure

guidelines established by the New York City Department of Environmental Protection (NYCDEP) for use in CEQR analyses.

CONSTRUCTION IMPACTS

In the No Action Alternative, no construction would occur on the project sites and therefore no construction-related disruption would occur. In contrast, with the proposed actions, construction would occur on the project sites over a period of approximately nine years. During that time, construction would not last longer than two to three years on any given block, and would be expected to move progressively southward from 50th Avenue to Newtown Creek. As buildings are completed, they would open. Overall, while construction activities are unavoidably disruptive to the nearest sensitive uses (such as residences or parks), these disruptions would be temporary at any given location and no significant adverse impacts would occur during construction of the new buildings expected as a result of the proposed actions.

PUBLIC HEALTH

Neither the No Action Alternative nor the proposed actions would adversely affect public health. With both the No Action Alternative and the proposed actions, no air quality impacts from increases in vehicular traffic or emissions from stationary sources would result. With the proposed actions, a NYCDEP-approved remediation plan would be implemented to avoid hazardous materials impacts on the project sites. Neither this alternative nor the proposed actions would create a new significant source of noise or odors.

C. LESSER DENSITY ALTERNATIVE

DESCRIPTION OF THE LESSER DENSITY IMPACT ALTERNATIVE

The Lesser Density Alternative assumes redevelopment of Site A and Site B with the same mix of uses anticipated with the proposed actions, but at a lesser density than is proposed. The same package of actions would be required, except that the specific zoning districts to be mapped on Sites A and B and the zoning text amendments to create a new Special Southern Hunter's Point District would be altered to frame this smaller development.

The Lesser Density Alternative would have the same street plan and site layout as the proposed actions, with the same amount of park space. It is assumed that the same amount of commercial, community facility, and school space would be provided as with the proposed actions. This alternative would differ from the proposed actions only with respect to the residential portion of the project: the Lesser Density Alternative would provide one-third less residential space than the proposed actions. In this alternative, Site A would have a total of 3,300 residential units, of which 60 percent (1,980 units) would be affordable to middle-income households. Site B would have a total of 1,088 dwelling units, of which 20 percent (218 units) would be affordable to low- to moderate-income households. In total, therefore, the Lesser Density Alternative would provide 4,388 new apartments with 2,198 of those permanently affordable and the remaining 2,190 market-rate. (In contrast, the proposed actions would result in a total of 5,000 apartments on Site A, with 3,000 permanently affordable to middle-income households, and 1,650 apartments on Site B, with 330 affordable to low- to moderate-income households.) As with the proposed actions, parking would be provided for a total of 40 percent of the new residential units. **Table 24-1** summarizes the components of the Lesser Density Alternative.

With 2,262 fewer apartments and 1,132 fewer subsidized, affordable apartments, the Lesser Density Alternative would be less effective than the proposed actions in meeting the goals of the proposed actions, which are primarily to provide housing opportunities, and particularly permanently affordable housing opportunities, in Hunter's Point.

Table 24-1
Lesser Density Alternative

Use / Units	Site A	Site B	Total Development
Residential (Apartments)[1]			
Market-Rate	1,320	870	2,190
Affordable	1,980	218	2,198
Total	3,300	1,088	4,388
Proposed Uses (Gross Square Feet)			
Residential	3,300,000	1,089,000	4,389,000
Retail	90,500	36,000	126,500
Community Facility	45,000	0	45,000
School	180,000	0	180,000
Accessory Parking Spaces	1,320	435	1,755
Publicly Accessible Open Space	11.0 acres	2.4 acres	13.4 acres

Note: [1] Approximately 60 percent of the apartments on Site A would be affordable units. On Site B, it is assumed that approximately 20 percent would be affordable units.

LESSER DENSITY ALTERNATIVE COMPARED WITH THE PROPOSED ACTIONS

LAND USE, ZONING, AND PUBLIC POLICY

As with the proposed actions, the Lesser Density Alternative would establish a new zoning special district on both Sites A and B, replacing the Queens West General Project Plan that governs Site A and the manufacturing zoning designation that applies to Site B. Under the special district, both Sites A and B would be transformed from underutilized waterfront sites to a higher density, mixed-use neighborhood with residential, retail, community facility, and park and open space uses that would be compatible and consistent with the surrounding mixed-use neighborhood to the east north of Borden Avenue, the Queens West development to the north, and the wider study area. In this alternative, the development that would result from the zoning actions would have less density than with the proposed actions, but would still be much more dense than the mixed-use neighborhood to the northeast of the project sites. Both could introduce new market pressures on the manufacturing areas adjacent to Site B that might result in some limited indirect business displacement in that area. Any potential indirect displacement of businesses south of Borden Avenue is expected to be limited, and would not substantially alter or accelerate trends to existing economic patterns within the study areas as a whole.

While the Lesser Density Alternative would meet the long-established public policy to redevelop the Hunter's Point waterfront with higher density uses, the development resulting from the new zoning under this alternative would not be as high-density as under the proposed actions and would not provide as many affordable units (2,198 as opposed to the proposed actions' 3,330 affordable units).

SOCIOECONOMIC CONDITIONS

Like the proposed actions, the Lesser Density Alternative would displace the Tennisport facility from Site A and distribution and light manufacturing uses from Site B. The displacement of these businesses under either this alternative or with the proposed actions would not result in significant adverse socioeconomic impacts, because these businesses do not have substantial economic value to the City or region and the loss of these businesses would not adversely affect business conditions in any one specific industry.

The Lesser Density Alternative, like the proposed actions, would have the potential to change market conditions in the surrounding area and thus the potential to lead to indirect displacement of businesses in the area close to the project sites in the area south of Borden Avenue and west of 11th Street. Even with the shift in land use on the project sites from industrial to residential as a result of the proposed actions or the Lesser Density Alternative, however, only limited indirect displacement of businesses is anticipated in the area south of Borden Avenue, and no indirect displacement of businesses would occur elsewhere in the study area. Any potential indirect displacement of businesses south of Borden Avenue is expected to be limited, and would not substantially alter or accelerate trends to existing economic patterns within the study areas as a whole. The study area north of Borden Avenue is already experiencing a well-established trend of development with residential uses, so existing retail, commercial, and manufacturing uses will already face the possibility of increasing rent.

The Lesser Density Alternative would result in a smaller number of new residential units than the proposed actions—4,388 units, of which 2,198 would be affordable compared with the proposed action's 6,650 units, of which 3,330 would be affordable. Therefore, this alternative would result in 1,132 fewer affordable units and would house 4,411 fewer residents. Both this alternative and the proposed actions would be expected to relieve, rather than increase, residential market pressure in the surrounding study area. In either case, a substantial number of new affordable units would be created, to mirror the economic diversity of the existing population in the study area and to meet the demand for such housing units, although the Lesser Density Alternative would have fewer affordable units than the proposed actions.

COMMUNITY FACILITIES

Overall, the Lesser Density Alternative would result in similar demands on community facilities to those of the proposed actions. The Lesser Density Alternative would introduce approximately 8,557 residents and 1,214 total students—705 elementary school students, 353 middle school students, and 156 high school students. In comparison, the proposed actions would house an estimated total of 12,968 residents and 1,839 students—1,067 elementary school students, 535 middle school students, and 237 high school students. A new school serving grades 6 through 12 would be provided under both the Lesser Density Alternative and the proposed actions.

According to the *CEQR Technical Manual*, if a proposed action causes an increase of 5 percent or more in a deficiency of available seats, a significant adverse impact may result; therefore, both the proposed actions and the Lesser Density Alternative would result in a significant adverse impact on elementary schools within the 1½-mile study area, Zone 3 of CSD 30, and CSD 30 as a whole (see **Table 24-2**). However, a total of 1,219 new elementary/middle school seats not accounted for in the quantitative analysis will be constructed in the future without the proposed actions. The 650-seat K-8 school proposed for the Queens West site may be included in this total.

As shown in Table **24-2**, elementary schools in the 1½-mile study area are predicted to be operating at 173 percent of capacity in the Lesser Density Alternative, with 1,401 more students than available seats. In Zone 3 of CSD 30, elementary schools would operate at 120 percent of capacity; in CSD 30 overall, elementary schools are predicted to be operating at 110 percent of capacity. Intermediate schools within the 1½-mile study area would also be well over capacity, with a shortage of 973 seats (483 percent of capacity). (These figures do not include schools budgeted in the Department of Education's five-year capital plan but that are not yet under construction, including the planned K-8 school at Queens West. They also do not include the planned intermediate/high school that is included as part of the project both in the Lesser Density Alternative and with the proposed actions, since this school has not yet been programmed and the distribution of the seats between the intermediate level and the high school level is unknown.)

Table 24-2
Estimated Public Elementary, Intermediate, and High School Enrollment, Capacity, and Utilization: 2017 Future With the Lesser Density Alternative

Zone/ District	Future No Action Enrollment	Future No Action Utilization	Total Future With Lesser Density Alternative Enrollment	Capacity	Available Seats with Lesser Density Alternative	Utilization with Lesser Density Alternative	Available Seats with RWCDS	Utilization with RWCDS
Elementary Schools								
1½-Mile Study Area	2,603	136%	3,313	1,912	-1,401	173%	-1,758	192%
Zone 3 of CSD 30	5,013	105%	5,723	4,780	-943	120%	-1,300	127%
CSD 30 Total	19,765	105%	20,475	18,853	-1,622	109%	-1,979	110%
Intermediate Schools								
1½-Mile Study Area	782	483%	1,135	162	-973	701%	-1,155	813%
Zone 3 of CSD 30	2,142	71%	2,495	3,022	527	83%	345	89%
CSD 30 Total	8,012	76%	8,365	10,536	2,171	79%	1,989	81%
High Schools								
Queens Total	59,731	85%	59,887	70,302	10,415	85%	10,334	85%

Note: The proposed actions would include 180,000 gsf for a school, which is anticipated to have 1,600 seats and serve grades 6 through 12. Because this school has not yet been programmed, and the distribution of seats between the intermediate level and the high school level is not yet known, this school is not considered quantitatively in the future 2017 capacity.
Sources: DOE *Enrollment Projections*; DOE, *Utilization Profiles: Enrollment/Capacity/ Utilization, 2006-2007.*

The 218 low- to moderate-income units at Site B in the Lesser Density Alternative would introduce an estimated 39 children eligible for publicly funded day care (in comparison, the 330 such units at Site B with the proposed actions would introduce an estimated 59 day care-eligible children). Day care facilities in the study area are expected to be operating above capacity in the future independent of the proposed actions, with a shortage of 32 slots. The *CEQR Technical Manual* guidelines indicate that a significant adverse impact may result when a proposed action would result in a demand for slots greater than the remaining capacity of day care centers and when that demand would constitute an increase of 5 percent or more of the collective capacity of the day care centers serving the study area. The addition of these children to day care enrollment would result in a predicted shortage of 71 slots and would constitute 20 percent of the collective capacity of day care facilities in the study area. As with the proposed actions, this increase may result in a significant adverse impact. Area day care facilities would not be able to meet the expected demand under either scenario, and new facilities would be needed. Neither the Lesser

Density Alternative nor the proposed actions would affect the delivery of library services, the provision of health care services, or police and fire protection in the area.

OPEN SPACE

The Lesser Density Alternative would provide the same amount of open space as the proposed actions. With fewer residents, this alternative would result in better open space conditions in the open space study areas than the proposed actions. **Table 24-3** compares open space ratios with the Lesser Density Alternative to those in the No Action condition and with the Reasonable Worst-Case Development Scenario anticipated as a result of the proposed actions. As shown in the table, with the Lesser Density Alternative, the commercial open space study area (defined as the area approximately within ¼-mile of the project sites) would continue to provide ample passive recreation space for the workers of the area, as it also would with the proposed actions.

Table 24-3
Open Space Ratios Summary:
Comparison of Lesser Density Alternative and Proposed Actions

Ratio (Acres per 1,000 Population)	City Guideline	No Action Condition	Lesser Density Alternative	Percent Change, No Action to Lesser Density Alternative	RWCDS	Percent Change, No Action to RWCDS
Commercial (1/4-Mile) Study Area						
Passive/Workers	0.15	1.13	1.94	72.5%	1.92	70.6%
Passive/ Total Population	Weighted 0.37 / 0.40 / 0.41*	0.41	0.55	32.3%	0.48	15.7%
Residential (1/2-Mile) Study Area						
Total/Residents	2.5	1.01	1.21	19.6%	1.02	1.2%
Passive/Residents	0.5	0.634	0.74	17.0%	0.627	-1.0%
Passive/ Total Population	Weighted: 0.36 / 0.39 / 0.40*	0.38	0.50	33.8%	0.45	18.9%
Active/Residents	2.0	0.37	0.46	24.2%	0.39	5.0%

Notes: Ratios in acres per 1,000 people.

* Weighted average combining 0.15 acres per 1,000 non-residents and 0.50 acres per 1,000 residents. Because this guideline depends on the proportion of non-residents and residents in the study area's population, it is different for No Action, Lesser Density Alternative, and RWCDS conditions. Each of these ratios is listed in this table.

For the residential open space study area (defined as the area approximately within ½-mile of the project sites), the Lesser Density Alternative would improve the overall open space ratio, increasing it by 19.6 percent from the no action condition to a ratio of 1.21 (compared with 1.02 with the proposed actions, an increase of 1.2 percent over the no action condition). In all cases, the total open space ratio would remain well below the City's guideline ratio of 2.5 acres per 1,000 and below the Citywide median ratio of 1.5 acres per 1,000. The ratio of passive space for the residential population would also improve (17.0 percent) from the no action condition, to 0.74, well above the City guideline of 0.5 acres per 1,000 residents. The ratio of passive open space for the total residential and worker population would also increase slightly (33.8 percent), to 0.50, also well above the City's guideline. With the proposed actions, the passive open space ratios would be lower, but would also be well above the City's guidelines.

Both the Lesser Density Alternative and the proposed actions would improve the active open space ratio in the residential study area from the future no action condition, but this increase would be more dramatic with the Lesser Density Alternative: the Lesser Density Alternative would increase this ratio by 24.2 percent, and the proposed actions would increase it by 5.0 percent. The active open space ratio would be 0.46 acres per 1,000 residents under the Lesser Density Alternative and 0.39 acres per 1,000 residents with the proposed actions. In either scenario, active open space ratios would remain below the City's guideline ratios.

Overall, neither the Lesser Density Alternative nor the proposed actions would result in significant adverse impacts to open space. Both would improve open space conditions in the area by adding a substantial new, large-scale park and both would improve open space ratios in the commercial and residential study areas.

SHADOWS

The Lesser Density Alternative would have much shorter tower elements than the proposed actions (see "Urban Design and Visual Resources," below) and therefore would result in shorter shadows than the proposed actions. Other than length of the longest portions of the shadows, however, the new shadows resulting from this alternative would otherwise be the same as those of the proposed actions. Like the proposed actions, incremental shadows from the proposed buildings would likely fall on various sections of the East River during mornings throughout the year, and portions of Gantry Plaza State Park during the morning and early afternoon hours of the fall, winter, and early spring months. This alternative would not cast new shadows on Gantry Plaza State Park in the late spring or summer months, however, when some shadows would be cast on that park by the buildings associated with the proposed action. Like the proposed actions, these incremental shadows would not result in significant adverse impacts to these resources.

HISTORIC RESOURCES

Neither the Lesser Density Alternative nor the proposed actions would result in any adverse effects on archaeological or architectural resources. NYCLPC has indicated that Sites A and B are not likely to contain significant archaeological resources, and therefore none would be adversely affected by excavation on the project sites. The nearest architectural resources are more than 90 feet away and therefore would not be subject to accidental damage during construction on the project sites as a result of the proposed actions. Neither the Lesser Density Alternative nor the proposed actions would result in any significant adverse impacts to the context or setting of the architectural resources in the study area.

URBAN DESIGN AND VISUAL RESOURCES

The Lesser Density Alternative would be the same as the proposed actions in terms of layout, setbacks, landscaping, park spaces, and overall urban design except that the residential towers would be shorter in height since this alternative would have less residential floor area. Whereas the proposed actions would result in residential towers ranging from 31 to 42 stories (300 feet to 430 feet), the Lesser Density Alternative would result in towers ranging from 16 to 22 stories (135 feet to 205 feet) (see **Figure 24-1**). The new streets would be the same as those under the proposed actions, and would continue to connect the new neighborhood to the surrounding area.

Although the residential towers would be shorter than the proposed actions, no new view corridors or views of visual resources would be created. Both the proposed actions and the Lesser Density Alternative would not block any significant view corridors or views of visual

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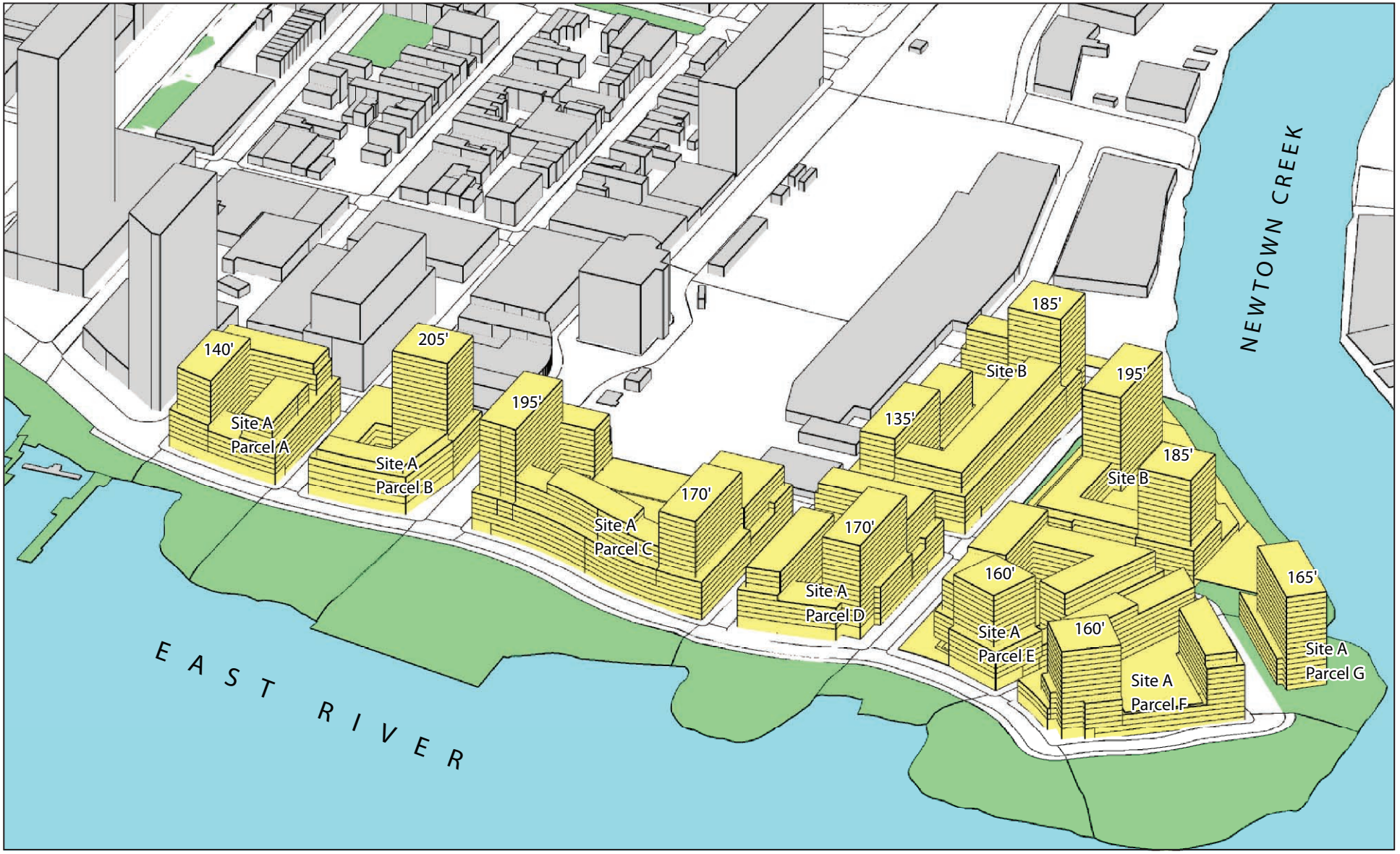


Lesser Density Alternative - View East

HUNTER'S POINT SOUTH REZONING AND RELATED ACTIONS

Figure 24-1

resources, limit access to any resource, or change the area's urban design features so that an urban design feature or visual resource is adversely affected. Views to the water would be maintained, and visual access to the waterfront would be enhanced.

Therefore, the Lesser Density Alternative, like the proposed actions, would not result in significant adverse impacts on visual resources or urban design.

NEIGHBORHOOD CHARACTER

The Lesser Density Alternative and the proposed actions would have essentially the same effect on neighborhood character. Both would create new, high-density neighborhoods along the East River waterfront in Hunter's Point. This would continue the pattern being established at Queens West of high-rise buildings along a wide waterfront park, abutting a low-rise mixed-use neighborhood to the east. By adding large new development, both the Lesser Density Alternative and the proposed actions would also noticeably increase the pedestrian activity, vehicular traffic, and general activity levels in the nearby study area. The Lesser Density Alternative would provide less housing and less affordable housing than the proposed actions, which in turn would not relieve existing and projected market pressures in the surrounding study area as significantly as the proposed actions would.

HAZARDOUS MATERIALS

The effects of the Lesser Density Alternative and the proposed actions with respect to hazardous materials would be the same. Both the Lesser Density Alternative and the proposed actions would result in the demolition of the existing structures and excavation, disturbance, and removal for off-site disposal of some of the existing fill and soil. Under this alternative and the proposed actions, preventative measures would be taken during construction on Sites A and B so that no significant adverse hazardous materials impacts would result.

NATURAL RESOURCES

Development of the Lesser Density Alternative would result in one-third fewer residential units than the proposed actions. Otherwise, development of the parcels, including the proposed open space areas on Sites A and B, would be the same as under the proposed actions. Therefore, generally the environmental effects on natural resources on Sites A and B under the Lesser Density Alternative would be the same as those of the proposed actions. Neither the proposed actions nor the Lesser Density Alternative would cause any significant adverse impacts on terrestrial plant communities or wildlife, or on floodplains, wetlands, water quality, or aquatic biota in the East River and Newtown Creek.

WATERFRONT REVITALIZATION PROGRAM

Both the Lesser Density Alternative and the proposed actions would be consistent with the City's applicable WRP policies, particularly those that aim to encourage public access to the water's edge. Both would be consistent with Citywide goals for supporting and facilitating residential and commercial development in appropriate areas, protecting and restoring ecological systems; protecting and improving water quality; providing public access in the coastal zone; and protecting scenic resources.

INFRASTRUCTURE

Like the proposed actions, new water lines and a separate sanitary sewer and stormwater system would be created on Site A in the Lesser Density Alternative. Development under the Lesser Density Alternative would generate a total demand of 1,088,049 gpd of water and 1,040,894 gpd of sanitary sewage on Sites A and B (494,077 fewer gpd of water and sewage than the proposed actions). There would be no change in stormwater generation between the Lesser Density Alternative and proposed actions. With either the Lesser Density Alternative or the proposed actions, is anticipated that stormwater attenuation and treatment mechanisms would be included in the City's design of the streets and parks within Site A; and that the designs of these systems will be guided by the City's sustainability initiatives as described in PlaNYC, Best Management Practices, and CEQR standards to ensure public and environmental health and safety.

SOLID WASTE AND SANITATION SERVICES

Similar to the proposed actions, implementation of the Lesser Density Alternative would be expected to increase solid waste generation and collection on the project sites. Development on Sites A and B would generate approximately 176,351 pounds of solid water per week. Of this total, 151,387 pounds per week (or 76 tons) would be the responsibility of DSNY, while 24,964 pounds per week (or 12.5 tons) would be the responsibility of private carter collection. Assuming a three-day work week for solid waste collection services, this level of waste would be expected to require a total of two additional DSNY truckloads to handle the residential waste, compared with the need for three additional truckloads for the proposed actions. The number of private carter pickups, estimated at less than one per day, would be the same as with the proposed actions. As with the proposed actions, the Lesser Density Alternative would necessitate the extension of sanitation routes to the project sites. Like the proposed actions, the Lesser Density Alternative would increase the volume of solid waste and recyclables but would not affect the delivery of these services or place a significant burden on the City's solid waste management services (either public or private).

ENERGY

Like the proposed actions, implementation of the Lesser Density Alternative would result in new demands for energy on the project sites, generating a demand of 619,201 million BTUs per year. Although this level of demand would not be as high as that under the proposed actions (about 372,194 million BTUs per year less), upgrades to electrical and gas transmission lines serving the project sites would still be required. With Con Edison's planned improvements to energy infrastructure in Long Island City, implementation of either the proposed actions or Lesser Density Alternative would not have a significant adverse impact on energy systems and services in New York City.

TRAFFIC AND PARKING

The volume of person trips and vehicle trips expected to be generated by the Lesser Density Alternative was developed using the same trip generation and modal split factors assumed for the proposed actions. A summary of the projected trips for the Lesser Density Alternative is provided in **Table 24-4**.

The Lesser Density Alternative is expected to generate less vehicular traffic than the proposed actions in the AM, midday and PM peak hours—about 24 percent fewer trips in the AM and midday peak hours and about 29 percent fewer trips in the PM peak hour. A comparison of the

vehicle trip generation between the Lesser Density Alternative and the proposed actions is provided in **Table 24-5**.

Table 24-4
Lesser Density Alternative Trip Generation Summary

Peak Hour	Person Trips				Vehicle Trips			
	Mode	In	Out	Total	Type	In	Out	Total
AM	Auto	451	587	1,038	Auto	351	609	960
	Taxi	13	24	37	Taxi	24	24	48
	Subway	637	1,601	2,238	Delivery	22	22	44
	Bus	356	160	516				
	LIRR	7	41	48				
	Ferry	5	27	32				
	Walk	1,098	704	1,802				
	Total	**2,567**	**3,144**	**5,711**	**Total**	**397**	**655**	**1,052**
Midday	Auto	230	231	461	Auto	182	183	365
	Taxi	67	68	135	Taxi	73	73	146
	Subway	717	720	1,437	Delivery	19	19	38
	Bus	254	254	508				
	LIRR	0	0	0				
	Ferry	8	8	16				
	Walk	1,846	1,852	3,698				
	Total	**3,122**	**3,133**	**6,255**	**Total**	**274**	**275**	**549**
PM	Auto	589	349	938	Auto	520	282	802
	Taxi	46	39	85	Taxi	46	46	92
	Subway	1,639	847	2,486	Delivery	5	5	10
	Bus	231	230	461				
	LIRR	40	17	57				
	Ferry	27	11	38				
	Walk	1,301	1,258	2,559				
	Total	**3,873**	**2,751**	**6,624**	**Total**	**571**	**333**	**904**

Table 24-5
Vehicle Trip Generation
Lesser Density Alternative vs. Proposed Actions

Peak Hour	Lesser Density Alternative			Proposed Actions		
	In	Out	Total	In	Out	Total
AM	397	655	**1,052**	456	922	**1,378**
Midday	274	275	**549**	359	360	**719**
PM	571	333	**905**	824	445	**1,269**

Even with this relatively large reduction in the volume of vehicle trips, the number of locations with significant adverse traffic impacts would not decrease substantially with this alternative. A quantitative analysis was performed at seven critical intersections that would experience congested conditions within the overall traffic study area. These include:

- Vernon Boulevard and Borden Avenue;
- Jackson Avenue and 11th Street /Pulaski Bridge;
- Jackson Avenue and 21st Street;
- Van Dam Street and Thomson Avenue/Queens Boulevard;
- Van Dam Street and LIE Exit Ramp;
- Van Dam Street and Borden Avenue; and
- 11th Street and Borden Avenue/QMT Toll Plaza Exit Ramp.

It was determined that, similar to the proposed actions, significant adverse impacts would result at six of the seven intersections analyzed during the AM and midday peak hours, and at all seven intersections during the PM peak hour. During the AM and midday peak hours, the Lesser Density Alternative as well as the proposed actions would have one significant traffic impact location among the seven locations analyzed that would be unmitigatable. During the PM peak hour, the Lesser Density Alternative would have two significant traffic impacts that would be unmitigatable, compared to three for the proposed actions. Also, the number of significant traffic impact locations that could only be partially mitigated would remain the same for both the Lesser Density Alternative and the proposed actions during all peak hours analyzed (two during the AM and PM peak hours, and one during the midday peak hour). Mitigation measures required as part of the Lesser Density Alternative would be similar to measures identified under the proposed actions.

The Lesser Density Alternative would provide a total of 1,755 off-street parking spaces, as compared to 2,660 spaces provided as part of the proposed actions. The same number of on-street parking spaces would be created along the new street system as with the proposed actions. The amount of off-street parking that would be provided under the Lesser Density Alternative would be sufficient to accommodate its parking demand during the day. However, there would be a peak overnight shortfall of approximately 330 spaces as compared to approximately 500 spaces under the proposed actions.

TRANSIT AND PEDESTRIANS

The Lesser Density Alternative is expected to generate fewer total person trips than the proposed actions in the AM, midday, and PM peak hours—about 23, 12, and 23 percent, respectively. It would also generate fewer transit and overall pedestrian trips. A comparison of the transit and total person trip generation between the Lesser Density Alternative and the proposed actions is shown in **Table 24-6**.

Because the uses considered for the Lesser Density Alternative are comparable to those under the proposed actions, travel patterns and directionality are expected to be similar. A review of the transit and pedestrians analysis results for the proposed actions was conducted to assess the potential impacts that may result from the implementation of the Lesser Density Alternative.

As detailed in Chapter 17, "Transit and Pedestrians," the proposed actions would result in significant adverse impacts at the S7 and S8 street-level stairways at the Vernon Boulevard-Jackson Avenue subway station on the No. 7 subway line. Although not expected to be as severe, the Lesser Density Alternative is also likely to result in significant adverse impacts at these stairways—the S8 stairway during the AM peak period and the S7 stairway during the PM peak period. With fewer bus only and bus-to-subway transfer trips, the Lesser Density Alternative would still likely result in significant adverse bus line-haul impacts on the northbound B61 route during the AM peak period, the southbound B61 route during the PM

peak period, and the northbound and southbound Q103 route during both the AM and PM peak periods.

Table 24-6
Transit and Pedestrian Trip Generation:
Lesser Density Alternative vs. Proposed Actions

Peak Hour	Mode	Lesser Density Alternative			Proposed Actions		
		In	Out	Total	In	Out	Total
AM	Subway	637	1,601	2,238	779	2,407	**3,186**
	Bus	356	160	516	367	224	**591**
	LIRR	7	41	48	11	62	**73**
	Walk	1,098	704	1,802	1,134	908	**2,042**
	Total Person Trips	**2,567**	**3,144**	**5,711**	**2,816**	**4,557**	**7,373**
Midday	Subway	717	720	1,437	968	971	**1,939**
	Bus	254	254	508	274	274	**548**
	LIRR	0	0	0	0	0	**0**
	Walk	1,846	1,852	3,698	1,907	1,913	**3,820**
	Total Person Trips	**3,122**	**3,133**	**6,255**	**3,551**	**3,562**	**7,113**
PM	Subway	1,639	847	2,486	2,419	1,182	**3,601**
	Bus	231	230	461	293	257	**550**
	LIRR	40	17	57	60	26	**86**
	Walk	1,301	1,258	2,559	1,499	1,342	**2,841**
	Total Person Trips	**3,873**	**2,751**	**6,624**	**5,241**	**3,338**	**8,579**

With fewer overall pedestrian trips, the significant adverse impacts that would occur along the Vernon Boulevard west sidewalk between 50th and 51st Avenues under the proposed actions during all three analysis time periods and at the west crosswalk of Vernon Boulevard and 51st Avenue during the PM peak period would likely not occur with the Lesser Density Alternative. At the northwest corner of Vernon Boulevard and 50th Avenue, the significant adverse impact during the AM peak period would likely exist for both the proposed actions and the Lesser Density Alternative, but the PM peak period significant adverse impact would likely not occur with the Lesser Density Alternative. Finally, the significant adverse impacts identified for all three analysis time periods at the north and west crosswalks of Vernon Boulevard and 50th Avenue and at the west crosswalk of 2nd Street and Borden Avenue, along with the east crosswalk at 2nd Street and Borden Avenue for the AM and PM peak periods, are expected to occur under both the proposed actions and the Lesser Density Alternative. Mitigation measures required for the Lesser Density Alternative should be similar to those identified for the proposed actions. Even though the Lesser Density Alternative would result in fewer pedestrian trips, it would still add a substantial volume of pedestrians at the crosswalks, corners, and sidewalks where significant adverse pedestrian impacts were predicted for the proposed actions, requiring crosswalk widenings greater than permitted by NYCDOT. Therefore, the same locations identified to be unmitigatable for the proposed actions would likely be unmitigatable for the Lesser Density Alternative as well.

AIR QUALITY

Neither the Lesser Density Alternative nor the proposed actions would result in significant adverse air quality impacts. In either the Lesser Density Alternative or the proposed actions, maximum predicted pollutant concentrations and concentration increments from mobile sources

would comply with corresponding guidance thresholds and ambient air quality standards, and no significant adverse impact would occur.

Overall, the Lesser Density Alternative would introduce fewer off-street parking spaces on Sites A and B than the proposed actions and the parking facilities would be somewhat smaller. As with the proposed actions, the ventilation outlets for garages would be located on building rooftops. Significant adverse impacts associated with parking ventilation systems would not be expected.

The effects of surrounding industrial uses on the Lesser Density Alternative would be the same as the effects discussed in the context of the proposed actions. Therefore, existing industrial uses would not have a significant adverse impact on air quality under the Lesser Density Alternative.

In the event of a chemical spill in a school laboratory, the effects of such a spill would be the same as for the proposed actions, and therefore there would be no potential for significant adverse impacts on air quality.

The permitted building sizes under the Lesser Density Alternative would be smaller than those analyzed for the proposed actions. The demand for heating, ventilation, and air conditioning (HVAC) would therefore be lower, and less fossil fuel burning would be required. Nonetheless, as with the RWCDS under the proposed actions, it is possible that restrictions would need to be placed on the type of fuel used for HVAC and the location of the HVAC stack for some of the buildings under the Lesser Density Alternative, to avoid the potential for significant adverse impacts on air quality.

NOISE

As discussed in the traffic section above, the Lesser Density Alternative is expected to generate less vehicular traffic than the proposed actions in the AM, midday and PM peak hours—about 24 percent fewer trips in the AM and midday peak hours and about 29 percent fewer trips in the PM peak hour. Under the proposed actions, a significant adverse impact was predicted to occur in the PM peak period at receptor site 4, on 51st Avenue between Vernon Boulevard and 5th Street, with an increase in noise levels of 3.1 dBA over the future with the proposed actions. With 29 percent fewer trips in the PM peak hour than the proposed actions, the Lesser Density Alternative would likely result in smaller noise increases and the increase at receptor site 4 over the future No Action conditions may be below the 3 dBA CEQR impact criteria. Noise levels in the proposed open spaces with the Lesser Density Alternative, like the proposed actions, would be expected to exceed an $L_{10(1)}$ of 55 dBA at some locations, but would not be considered a significant adverse impact.

CONSTRUCTION IMPACTS

Because the residential tower portions of the buildings that would be constructed under the Lesser Density Alternative would be shorter than with the proposed actions, the overall construction period for each building would be somewhat shorter than with the proposed actions. Therefore, construction of different parcels might overlap less than with the proposed actions, or the total construction duration might be somewhat shorter. Overall, however, it is expected that construction activities associated with the Lesser Density Alternative would result in similar construction effects as the proposed actions since both Sites A and B would be developed with similar types of buildings.

PUBLIC HEALTH

Neither the Lesser Density Alternative nor the proposed actions would adversely affect public health. With both the Lesser Density Alternative and the proposed actions, no air quality impacts from increases in vehicular traffic or emissions from stationary sources would result. A NYCDEP-approved remediation plan would be implemented to avoid hazardous materials impacts. Neither development would create a new significant source of noise or odors.

D. GENERAL PROJECT PLAN ALTERNATIVE

DESCRIPTION OF THE GENERAL PROJECT PLAN ALTERNATIVE

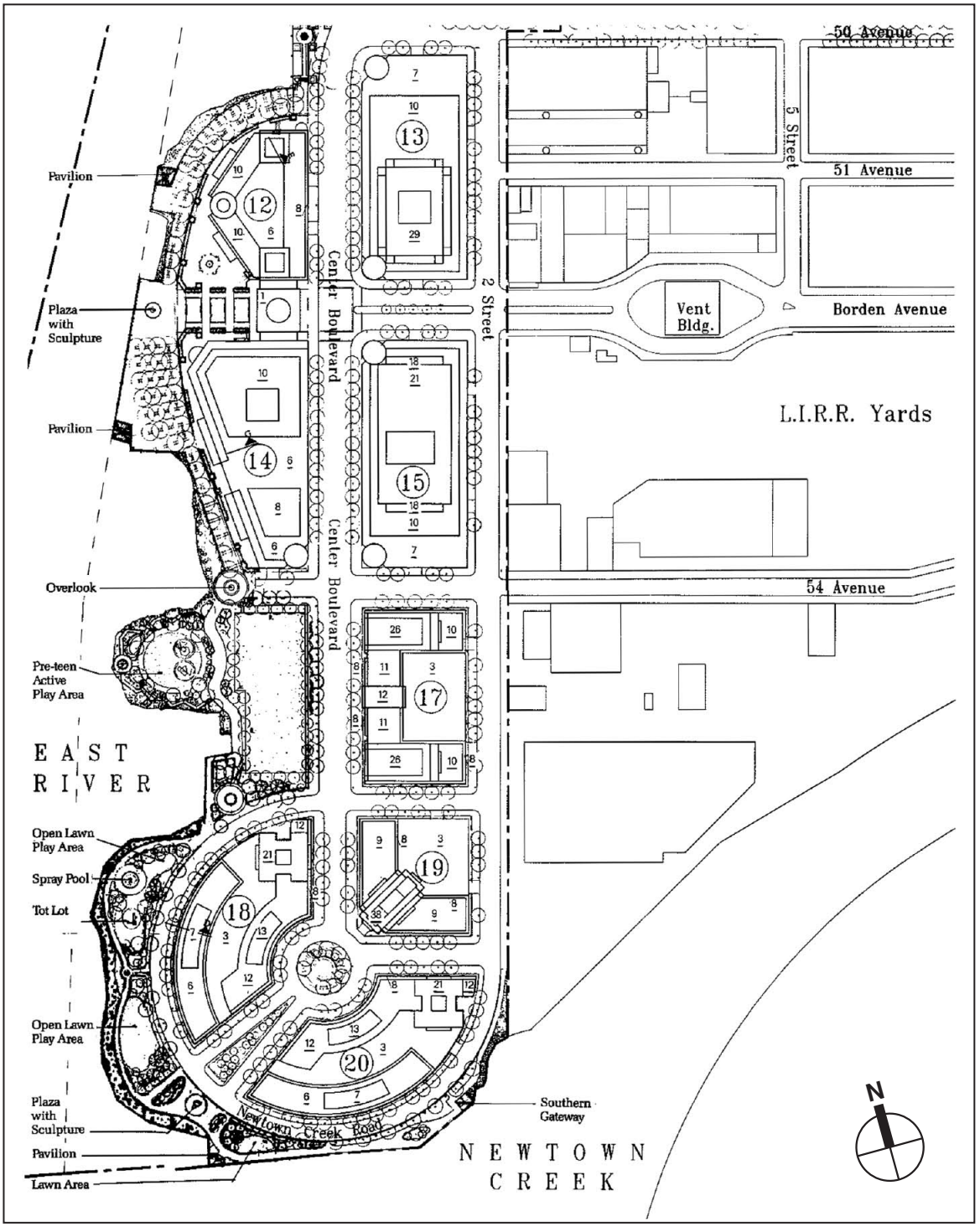
The General Project Plan (GPP) Alternative considers the program currently permitted by the GPP in place for Site A, although QWDC has no current plans to move forward with development at this location and is now proposing to modify the GPP to remove Site A.

As described in Chapter 1, "Project Description," Site A was part of a larger 74-acre waterfront site that was approved for redevelopment by the Board of Estimate and the Urban Development Corporation (UDC) in 1990. The 74-acre site was divided into four stages (Stages I through IV), to be developed gradually under the jurisdiction of the Queens West Development Corporation (QWDC), a subsidiary of the UDC, now doing business as the Empire State Development Corporation (ESDC) formed shortly after the Board of Estimate and UDC approvals. Stages III and IV were to be developed on the site referred to as Site A throughout this EIS—the area extending from 2nd Street to the East River, from 50th Avenue south to Newtown Creek. The adopted GPP overrode the local zoning of the New York City Zoning Resolution once the property was acquired by the State of New York and established use and bulk controls for development on Site A. As discussed in Chapter 1, an FEIS on this project, known as the Hunters Point Waterfront Project (or Queens West project), was completed in 1990.

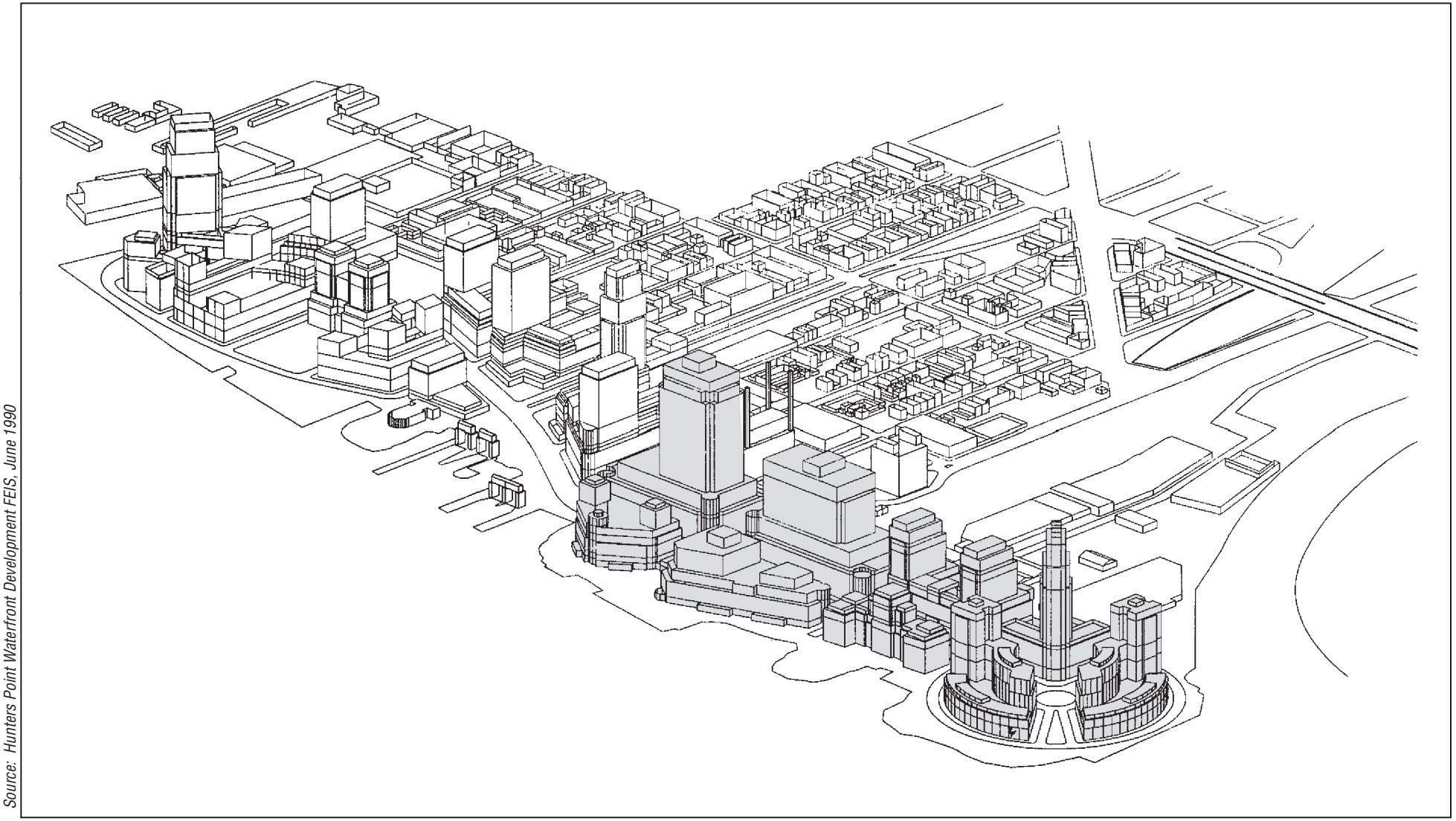
As part of the previous approvals for Queens West, new streets and parks were mapped on Site A. The street system currently reflected on the City Map, which is illustrated in **Figures 24-2** and **24-3**, extends Center Boulevard from 50th Avenue southward as a straight line. Second Street would remain in its existing location and east-west streets would be extended between Center Boulevard and 2nd Street at Borden Avenue and 54th Avenue. South of 54th Avenue, a circular street pattern is mapped. Although these streets were mapped, they have not yet been built on Site A.

Stage IV of the Queens West project was to create a new high-density office complex, with a total of 2 million square feet of office space and a 350-room hotel in a complex of four high-rise buildings between 50th and 54th Avenues. Stage III of Queens West, the area south of 54th Avenue was to consist of high-density, market-rate residential development. A total of 2.2 million square feet of residential space (an estimated 2,200 apartments) was anticipated. **Table 24-7** summarizes the development that was to occur on Site A as part of the Queens West development under the approved GPP.

Stages III and IV of Queens West also included a total of 7.1 acres of mapped public parkland on Site A. This consisted predominantly of a waterfront park extending the length of the site along its East River waterfront. The park area has been mapped but is not built today. Another 0.25 acres of privately owned but publicly accessible open space was also planned, for a total of 7.35 acres of public open space on Site A.



General Project Plan Alternative:
Conceptual Plan



Source: Hunters Point Waterfront Development FEIS, June 1990

NOTE: After preparation of this graphic for the 1990 FEIS, the building on Parcel 16 was eliminated from the design and buildings on other parcels were made taller; see Figure 24-2 for the final site plan from the 1990 FEIS.

General Project Plan Alternative:
Axonometric View
Figure 24-3

The GPP Alternative in this EIS represents development on Site A as previously approved and listed in **Table 24-7**. No changes to the City map would be made on Site A to eliminate previously mapped streets and parks or to map new streets and parks; no amendments to the zoning map would be made to change the zoning of Site A from M3-1 or Site B from M1-4; and no zoning text amendments would be made to create a new Special Southern Hunter's Point District on Sites A and B. The existing waterfront permits for Site A issued by the New York State Department of Environmental Conservation and U.S. Army Corps of Engineers would remain in place.

Table 24-7
Adopted General Project Plan for Queens West Stages III and IV: Program, Bulk and Use Controls as of January 2008

Parcel	Residential Floor Area	Commercial / Office / Hotel Area	Retail Floor Area [1]	Total Floor Area [2]	Maximum Building Height	Parking Spaces [4]
STAGE IV – COMMERCIAL CORE						
12		350,000	10,000	360,000	180	0
13		800,000	12,675	812,675	400	924
14		400,000	20,000	420,000	180	0
15		800,000	20,000	820,000	300	584
Subtotal		**2,350,000**	**62,675**	**2,412,675**		**1,508**
STAGE III – RESIDENTIAL						
17 [3]	646,269		10,000	656,269	270	394
18	550,219			550,219	210	336
19	453,292			453,292	390	260
20	550,220			550,220	210	336
Subtotal	**2,200,000**		**10,000**	**2,210,000**		**1,326**
TOTAL	**2,200,000**	**2,350,000**	**72,675**	**4,622,675**		**2,834**

Notes:
1 Suggested retail program. Retail is permitted on all parcels but shall not exceed the total program in square footage.
2 Total Floor Area is all floor area above grade, excluding parking and mechanical space (3 percent residential and 5 percent commercial)
3 Parcel 16 was eliminated during project approvals and its area was redesignated as public open space.
4 Based on square footage of parking provided. Assumes 275 square feet per parking space.

In the GPP Alternative, the portion of Site A north of 54th Avenue would be developed with 2 million square feet of commercial office space, approximately 62,675 square feet of retail space (including restaurants to serve the office uses), and 1,508 parking spaces in three large buildings centered around Borden Avenue. These buildings would range in height from six stories (85 feet) to 29 stories (400 feet). The fourth building in this "Commercial Core" area would be a 10-story, 350-room hotel with 10,000 square feet of retail space facing the waterfront park.

South of 54th Avenue, Site A would be developed with four additional buildings housing a total of approximately 2,200 apartments,[1] of which up to 20 percent would be affordable to low- to

[1] The number of residential units for the GPP Alternative was developed assuming an average of approximately 1,000 square feet per unit, the same assumption as was made in the 1990 Final Environmental Impact Statement for the Hunters Point Waterfront Development.

moderate-income households; 10,000 square feet of retail space; and 1,326 parking spaces. Buildings in this area would range in height from 210 feet (20 stories) to 390 feet (38 stories).

New streets and parks would be developed as illustrated in **Figure 24-2**. A total of 7.1 acres of park space was mapped on Site A when the previous project was approved, so it is assumed that this alternative would include those 7.1 acres of mapped open space. Based on the information provided in the 1990 FEIS for the project, a total of 2.87 acres of that space would be designated for active open space. The GPP Alternative would include a waterfront esplanade along the site's East River waterfront, with passive spaces between 50th and 54th Avenue adjacent to the Commercial Core. Near the residential portion of the project, the open space would have both passive spaces and active spaces, including a pre-teen play area, a tot lot, and open lawn play areas.

Site B would remain in its current condition in the GPP Alternative. Similar to the No Action Alternative, for Site B the GPP Alternative assumes that once Anheuser-Busch relocates from its distribution facility on Site B in 2008 to a newer, modern facility in Hunts Point in the Bronx (which is occurring independent of the proposed actions), a tenant with similar manufacturing and warehouse operations and traffic patterns to Anheuser-Busch would occupy its existing facility. It is also assumed that NBC would continue to lease its Site B facility for storage, office, and studio-related uses for the duration of the lease term (through February 2010), after which either NBC or a similar tenant would occupy the space.

Despite the prior approvals for the Queens West project on Site A, no development has occurred in the nearly 20 years since the approvals were granted. In that time, market conditions have changed considerably and, as a result, there are no current proposals to move forward with Stages III and IV of the GPP.

Subsequent to issuance of the Queens West project approvals in 1990, the City approved a rezoning of the Long Island City area in 2001 that was intended to promote the City's plan to create a fourth Central Business District (CBD) in Long Island City in the area near Court Square and Queens Plaza. The Queens Plaza area was identified as an excellent location for a new CBD because it is well served by transit and has several large unused or underused properties. Even with that public policy initiative in place, however, development of office use at the new CBD has been slower than expected. Site A would be even less attractive for office development, given its distance from any transportation hub and given the absence of any other office development in the vicinity.

While the market for large-scale office development on the East River waterfront appears weak, there is a very strong market for residential development. This was spurred in part by the development of high-density residential uses at Queens West north of 50th Avenue, in part by several zoning initiatives undertaken by the City in the 1990s to allow more residential development and mixed residential and industrial development in Hunter's Point, and in part by the very strong market throughout New York City over the past decade for residential development.

As part of the proposed actions, ESDC is proposing to amend the GPP to remove Parcels 12 through 20 (i.e., the proposed site of the Hunter's Point South project, Site A) from the GPP. Although there are no current proposals to move forward with development of Stages III and IV of the GPP, its effects are described in this chapter to provide a comparative context for the impacts of the RWCDS under the proposed actions.

GENERAL PROJECT PLAN ALTERNATIVE COMPARED TO THE PROPOSED ACTIONS

LAND USE, ZONING, AND PUBLIC POLICY

Like the proposed actions, the GPP Alternative would change the uses and density of development on Site A. However, under the GPP Alternative, Site A would be developed with a high-rise office complex centered around Borden Avenue that would include office use, a hotel, and retail space serving the office development. This alternative would provide substantially less housing on Site A than the proposed actions, with 2,200 residential units instead of 5,000, and it would not provide a new 1,600-seat school. Under this alternative, Site B would not be rezoned, and the existing manufacturing and warehouse operations and storage, office, and studio-related uses would remain.

Development of 2 million gsf of commercial office use and a 350-room hotel along the waterfront at 50th Avenue would not be consistent with current zoning regulations or public policy for the Hunter's Point and Long Island City neighborhoods, which promote high-density commercial development in the three-block Court Square Subdistrict and in the Queens Plaza Subdistrict of Long Island City. In addition, while the GPP Alternative would transform the largely underutilized waterfront area into an active commercial center and mixed-use neighborhood, this alternative would less successfully meet the goals and objectives of the proposed actions—specifically, to be an integral part of the City's New Housing Marketplace plan for the provision of 165,000 units of affordable housing and to transform the underutilized waterfront area into a new, enlivened and affordable residential neighborhood. The high-rise office component of the GPP Alternative would be a new use for the southern Hunter's Point neighborhood. Furthermore, the GPP Alternative would not include the redevelopment of the privately owned Site B, and therefore the additional residential development and open space amenities from this site would not be created.

SOCIOECONOMIC CONDITIONS

Under the GPP Alternative, approximately 4,290 residents and 8,458 workers would be introduced to Site A as opposed to 9,750 residents and 691 workers on Site A with the proposed actions, or 12,968 residents and 859 workers on both Sites A and B with the proposed actions. These population estimates assume a household size of 1.95 residents per household (in contrast, the 1990 FEIS population projection for the dwelling units to be created on what is now called Site A were developed based on unit size, resulting in a projected population of 4,648 residents for the GPP Alternative).

Neither the GPP Alternative nor the proposed actions would result in the direct displacement of existing residents, nor would either result in adverse effects on specific industries. This alternative, like the proposed actions, would result in the direct displacement of the Tennisport on Site A. Unlike the proposed actions, this alternative would not rezone Site B, and would thereby retain that site for manufacturing and warehouse operations and for storage, office, and studio-related uses. However, while the proposed actions would result in a loss of this area zoned for manufacturing use, this loss would not be considered significant.

The GPP Alternative, like the proposed actions, would have the potential to change market conditions in the surrounding area and thus the potential to lead to indirect displacement of businesses in the area close to Site A in the area south of Borden Avenue and west of 11th Street. Both the GPP Alternative and the proposed actions would have the potential for limited

indirect displacement of businesses in the area south of Borden Avenue, and no indirect displacement of businesses would occur elsewhere in the study area. Any potential indirect displacement of businesses south of Borden Avenue is expected to be limited, and would not substantially alter or accelerate trends to existing economic patterns within the study areas as a whole. The study area north of Borden Avenue is already experiencing a well-established trend of development with residential uses, so existing retail, commercial, and manufacturing uses will already face the possibility of increasing rent.

Neither the GPP Alternative nor the proposed actions would result in a significant adverse impact due to indirect residential displacement. However, the GPP Alternative would include many fewer affordable units (up to 20 percent of the 2,200 units, or up to 440 units, for low- to moderate-income households) than the proposed actions, which would include 3,000 housing units that would be permanently affordable for middle-income populations (of the 5,000 total units proposed for Site A) and another 330 affordable units for low- to moderate-income households on Site B. The provision of this number of affordable units under the proposed actions could serve to insulate the study area's vulnerable population from existing and future displacement pressures; the GPP Alternative would not provide as substantial a number of affordable units.

COMMUNITY FACILITIES

Overall, the GPP Alternative would result in similar demands for community facilities compared to the proposed actions. The GPP Alternative would introduce approximately 4,290 residents and 585 total students—343 elementary school students, 167 middle school students, and 75 high school students while the proposed actions would result in a total of 12,968 residents and 1,839 students: 1,067 elementary school students, 535 middle school students, and 237 high school students.

According to the *CEQR Technical Manual*, if a proposed action causes an increase of 5 percent or more in a deficiency of available seats, a significant adverse impact may result; therefore, both the proposed actions and the GPP Alternative would result in a significant adverse impact on elementary schools within the 1½-mile study area, Zone 3 of CSD 30, and CSD 30 as a whole (see **Table 24-8**). However, a total of 1,219 new elementary/middle school seats not accounted for in the quantitative analysis will be constructed in the future without the proposed actions. The K-8 school proposed on the Queens West site may be included in this total.

As shown in Table **24-8**, elementary schools in the 1½-mile study area are predicted to be operating at 154 percent of capacity in the GPP Alternative, with 1,034 more students than available seats. In Zone 3 of CSD 30, elementary schools would operate at 112 percent of capacity; in CSD 30 overall, elementary schools are predicted to be operating at 107 percent of capacity. Intermediate schools within the 1½-mile study area would also be well over capacity, with a shortage of 787 seats (586 percent of capacity). (These figures do not include schools budgeted in the Department of Education's five-year capital plan but not yet under construction, the planned K-8 school at Queens West. The GPP Alternative, unlike the proposed actions, would not create a new 1,600-seat school on Site A.

Table 24-8
Estimated Public Elementary, Intermediate, and High School Enrollment, Capacity, and Utilization: 2017 Future With the GPP Alternative

Zone/ District	Future No Action Enrollment	Future No Action Utilization	Total Future With GPP Alternative Enrollment	Capacity	Available Seats with GPP Alternative	Utilization with GPP Alternative	Available Seats with RWCDS	Utilization with RWCDS
Elementary Schools								
1½-Mile Study Area	2,603	136%	2,946	1,912	-1,034	154%	-1,758	192%
Zone 3 of CSD 30	5,013	105%	5,356	4,780	-576	112%	-1,300	127%
CSD 30 Total	19,765	105%	20,108	18,853	-1,255	107%	-1,979	110%
Intermediate Schools								
1½-Mile Study Area	782	483%	949	162	-787	586%	-1,155	813%
Zone 3 of CSD 30	2,142	71%	2,309	3,022	713	76%	345	89%
CSD 30 Total	8,012	76%	8,179	10,536	2,357	78%	1,989	81%
High Schools								
Queens Total	59,731	85%	59,806	70,302	10,496	85%	10,334	85%

Note: The proposed actions would include 180,000 gsf for a school, which is anticipated to have 1,600 seats and serve grades 6 through 12. Because this school has not yet been programmed, and the distribution of seats between the intermediate level and the high school level is not yet known, this school is not considered quantitatively in the future 2017 capacity.
Sources: DOE *Enrollment Projections*; DOE, *Utilization Profiles: Enrollment/Capacity/ Utilization, 2006-2007.*

It is assumed that 20 percent of the GPP Alternative's apartments may be for low- to moderate-income households, a total of 440 such apartments. Since this number is larger than the 330 low- to moderate-income units that would be provided as a result of the proposed actions, the GPP Alternative would introduce a larger number of children (79) who may be eligible for publicly funded day care than would the proposed actions (59). This alternative would therefore result in a greater impact to public day care facilities than the proposed actions. Area day care facilities would not be able to meet the expected demand under either scenario, and new facilities would be needed. Neither the GPP Alternative nor the proposed actions would affect the delivery of library services, the provision of health care services, or police and fire protection in the area.

OPEN SPACE

The GPP Alternative would introduce many more workers but fewer residents to the project sites than would the proposed actions and would therefore create a smaller demand for active open spaces than the proposed actions. This alternative would provide a total of 7.1 acres of mapped public open space, of which 2.87 would be designated for active uses and the remaining 4.23 acres would be for passive recreation. No new Class 1 bikeway would be created along the streets on Site A.

Table 24-9 compares open space ratios with the GPP Alternative to those in the No Action condition and with the Reasonable Worst-Case Development Scenario anticipated as a result of the proposed actions. As shown in the table, the GPP Alternative would result in decreases to the passive open space ratios in the commercial study area (defined as the area approximately within ¼-mile of the project sites), in contrast to the proposed actions, which would increase these ratios. In either the GPP Alternative or the RWCDS, the commercial open space study area would continue to provide ample passive recreation space for the workers of the area.

Table 24-9
Open Space Ratios Summary:
Comparison of GPP Alternative and Proposed Actions

Ratio (Acres per 1,000 Population)	City Guideline	No Action Condition	GPP Alternative	Percent Change, No Action to GPP Alternative	RWCDS	Percent Change, No Action to RWCDS
Commercial (1/4-Mile) Study Area						
Passive/Workers	0.15	1.13	0.81	-28.4%	1.92	70.6%
Passive/ Total Population	Weighted 0.37 / 0.33 / 0.41*	0.41	0.38	-7.2%	0.48	15.7%
Residential (1/2-Mile) Study Area						
Total/Residents	2.5	1.01	1.15	14.0%	1.02	1.2%
Passive/Residents	0.5	0.634	0.71	12.1%	0.627	-1.0%
Passive/ Total Population	Weighted: 0.36 / 0.33 / 0.40*	0.38	0.36	-3.7%	0.45	18.9%
Active/Residents	2.0	0.37	0.44	17.0%	0.39	5.0%

Notes: Ratios in acres per 1,000 people.

* Weighted average combining 0.15 acres per 1,000 non-residents and 0.50 acres per 1,000 residents. Because this guideline depends on the proportion of non-residents and residents in the study area's population, it is different for No Action, GPP Alternative, and RWCDS conditions. Each of these ratios is listed in this table.

For the residential open space study area (defined as the area approximately within ½-mile of the project sites), the GPP Alternative would improve the overall open space ratio, increasing it by 14.0 percent from the no action condition to a ratio of 1.15 (compared with 1.02 with the proposed actions, an increase of 1.2 percent over the no action condition). In all cases, the total open space ratio would remain well below the City's guideline ratio of 2.5 acres per 1,000 and the Citywide median ratio of 1.5 acres per 1,000. The ratio of passive space for the residential population would improve by 12.1 percent from the no action condition, to 0.71, well above the City guideline of 0.5 acres per 1,000 residents. The ratio of passive open space for the total residential and worker population would decrease by 3.7 percent but would remain well above the City's guideline. With the proposed actions, the passive open space ratios would be lower, but would also be well above the City's guidelines.

Both the GPP Alternative and the proposed actions would improve active open space ratios in the residential study area, but this increase would be more dramatic with the GPP Alternative. Under the GPP Alternative, the active open space ratio would be 0.44 acres per 1,000 residents, an increase of 17.0 percent over the no action condition, while with the proposed actions, this ratio would be 0.39 acres per 1,000 (an increase of 5.0 percent over the no action condition). In either scenario, active open space ratios would remain below the City's guideline ratios.

Overall, neither the GPP Alternative nor the proposed actions would result in significant adverse impacts to open space. Both would improve open space conditions in the area by adding a substantial new, large-scale park and both would improve open space ratios in the commercial and residential study areas.

SHADOWS

The GPP Alternative would create new sun-sensitive resources along the waterfront in its new waterfront park spaces. These would include the esplanade in the Commercial Core area, a preteen active-play area, a children's play area, and open lawn areas.

Development of the GPP Alternative would result in year-round incremental shadows on these open spaces during morning hours through noon. While the duration of incremental shadows could reduce the attractiveness of the waterfront open space areas, the overall usability of these park areas would not be significantly reduced. In the late spring and summer months this park would receive ample sunlight, and like the proposed actions, would not cause a significant adverse impact to the health and viability of its vegetation. The buildings anticipated in the GPP Alternative would have wider towers that would occupy more of the parcel, but these towers would be shorter than those of the proposed actions. Therefore, in comparison to the shadows cast by the buildings under the proposed actions, the shadows of the GPP Alternative would not be as long, but they would cover more area of the park at a given time. For this reason, the GPP Alternative would cast fewer shadows on Gantry Plaza State Park than the proposed actions, casting incremental shadows there from approximately noon into early afternoon during winter, spring, and fall but not during summertime. In comparison, shadows associated with the proposed actions would fall onto Gantry Plaza State Park and Peninsula Park throughout the year and for longer periods of time. Since ample sun would remain on these parks in summer months and because the shadows would not reduce the overall usability of the parks, the proposed actions shadows would not constitute a significant adverse shadow impact.

Incremental shadows from the GPP Alternative would also fall on the East River shoreline year-round during morning hours while shadows would fall on Newtown Creek during evening hours in the spring, summer and fall. Similar to the shadows on the water from the proposed actions, shadows from this alternative would not be likely to significantly impact aquatic resources.

HISTORIC RESOURCES

Site A is not sensitive for archaeological resources, nor does it contain any architectural resources; therefore, the GPP Alternative, like the proposed actions, would not result in significant adverse impacts on archaeological resources. As there are no architectural resources within 90 feet of the project sites, no construction-related impacts on architectural resources are expected to occur with either this alternative or with the proposed actions.

The 1990 FEIS found that development on Site A as part of the Hunters Point Waterfront Project would have resulted in a significant adverse impact on the Pennsylvania Railroad Power House, which at the time was found by the New York State Office of Parks, Recreation and Historic Preservation (OPRHP) to be eligible for nomination to the State and National Registers of Historic Places. The adverse impact would have occurred because development on the parcels to the north and west, and to the south and west of the power house would have reduced the visual prominence of this resource. Substantial alterations have occurred that have impacted the integrity of the Power House building. These include the removal of a section of the building and construction of a new steel frame, the addition of a steel skeleton above the building to house additional stories, the removal of its iconic smokestacks, the gutting of the building, and the removal of all its windows. As such, these buildings no longer meet S/NR eligibility criteria. Therefore, the GPP Alternative, like the proposed actions, would not result in significant adverse impacts on architectural resources.

URBAN DESIGN AND VISUAL RESOURCES

The GPP Alternative would result in the construction of a core of commercial buildings located between 50th Avenue and 54th Avenue and a residential section located between 54th Avenue and Newtown Creek. Permitted building heights would be generally taller in the commercial core than in the residential section, with a 29-story (400-foot) office tower to be located at approximately 51st Avenue (Parcel 13). Lower commercial structures would stand at the water's edge—an 18-story (180-foot) hotel (Parcel 12) and a 13-story (180-foot) office building (Parcel 14). The residential buildings on the southern portion of the site would range in height and would contain low-, mid-, and high-rise components, with the tallest structure reaching 400 feet (38 stories, Parcel 19). In the Commercial Core portion of the site, the buildings of the GPP Alternative would be large, rectilinear towers occupying large portions of their parcels. In the southern residential neighborhood, buildings would take a variety of shapes, but would generally include boxy towers. The southernmost portion of the site would have a curving street grid arranged around a circular open space, and the buildings would also be curved. A narrow, tall tower would punctuate this cluster of buildings.

Overall, the GPP Alternative, like the proposed actions, would dramatically transform Site A from its current condition to a new development containing new streets, sidewalks, and city blocks. Both the GPP Alternative and the proposed actions would create a new waterfront park along the East River shoreline and would allow public access to the waterfront and the waterfront views. Both this alternative and the proposed actions would contribute to the varied Queens skyline.

In terms of view corridors, the GPP Alternative would block the 51st Avenue view corridor (the view from Queens to the waterfront) because of the introduction of the Parcel 13 building within the commercial core. The Parcel 13 building would have larger floorplates, which are required for the office uses, and therefore would eliminate views of the Empire State Building down 51st Avenue. View corridors along 50th and 54th Avenues would be maintained, and new view corridors along Newtown Creek Terrace, Newtown Creek Road, and Center Boulevard would be created. Under the proposed actions, the view corridors along 50th, 51st, and 54th Avenues would be maintained, and new view corridors along 55th Avenue would be created.

The GPP Alternative buildings would be bulky with large, rectilinear towers occupying large portions of their parcels. The residential towers would be boxy whereas the proposed actions would result in buildings with more articulated shapes (low-, mid-, and high-rise components) and towers with a smaller profile than those of the GPP Alternative or already constructed or planned at Queens West. The GPP Alternative buildings would have larger floorplates than the buildings that would be constructed under the proposed actions. Overall, the proposed bulk of the buildings under the proposed actions would be less than the bulk of the GPP Alternative buildings.

Unlike with the proposed actions, Site B would not be rezoned and redeveloped under this alternative. Therefore, Site B would not be transformed from a site containing low-rise, utilitarian manufacturing buildings to a site containing new residential buildings, a new street, and a public waterfront walkway. The new waterfront esplanade along Site B would not be provided, and therefore, public access to views of Newtown Creek as well as the proposed developments along Greenpoint across from the creek, the East River, and the Manhattan skyline would not be introduced. In addition, without the redevelopment of Site B, the new 55th Avenue view corridor with views toward the Manhattan skyline would begin at 2nd Street rather than farther to the east on Site B. In addition, without the redevelopment of Site B, the neighborhood

retail corridor on 2nd Street would not be strengthened, as it would under the proposed actions, by having retail uses on both sides of the street.

NEIGHBORHOOD CHARACTER

Both the GPP Alternative and the proposed actions would create new, high-density neighborhoods along the East River waterfront in Hunter's Point. This would continue the pattern being established at Queens West of high-rise buildings along a wide waterfront park, abutting a low-rise mixed-use neighborhood to the east. By adding large new development, both the GPP Alternative and the proposed actions would also noticeably increase the pedestrian activity, vehicular traffic, and general activity levels in the nearby study area. However, the GPP Alternative would provide much less housing, and much less affordable housing, than the proposed actions, instead creating a new office district where none exists today. This would alter the character of the immediate area by introducing a large daytime office worker population. Also, because the GPP Alternative would provide many fewer units of affordable housing than the proposed actions, it would not substantially relieve market pressure in the surrounding study area as the proposed actions would. It also would contribute less of a population that would be similar to the economic diversity of the existing population in the study area than under the proposed actions.

HAZARDOUS MATERIALS

Both the GPP Alternative and the proposed actions would result in the demolition of the existing structures and excavation, disturbance, and removal for off-site disposal of some of the existing fill and soil. Neither this alternative nor the proposed actions would result in significant adverse hazardous materials impacts because of preventative measures that would be implemented relating to development of new buildings on Site A.

NATURAL RESOURCES

Under the GPP Alternative, only Site A would be developed; Site B would remain in its current condition and environmental effects on Site B would generally be the same as those described under the No Action Alternative above.

With respect to Site A, compensatory wetlands mitigation would continue to occur as planned on the shoreline in accordance with NYSDEC and USACE permit requirements. Development of the GPP Alternative would not result in the loss of successional plant communities, or the wildlife that depends on this habitat. Areas proposed for open space on Site A would provide limited wildlife habitat for urban-tolerant wildlife species. Development under either the GPP Alternative or the proposed actions would not cause significant adverse impacts on terrestrial resources, floodplains, wetlands, aquatic biota or water quality in the East River or Newtown Creek.

WATERFRONT REVITALIZATION PROGRAM

Policy 1 of the WRP encourages commercial and residential redevelopment in appropriate coastal zone areas. Commercial development has been identified as appropriate for the Court House Square and Queen Plaza areas, which are located away from the Hunter's Point shoreline. Therefore, development of this area with commercial development under the GPP Alternative would be less consistent with this policy than the proposed actions, which provide predominantly residential development. Nevertheless, like the proposed actions, the GPP

Alternative would be consistent with the City's 10 policies contained in the WRP, and neither alternative would result in significant adverse impacts to the WRP.

INFRASTRUCTURE

Like the proposed actions, the GPP Alternative would involve construction of new water supply and sewer infrastructure beneath Site A. The GPP Alternative, however, did not anticipate creation of a separate sanitary and storm sewer system; rather the two systems would be combined. The existing combined sanitary and sewer system on Site B would remain unchanged.

With 4,290 new residents and 4,622,700 square feet in new buildings on Site A only, the GPP Alternative would place slightly lower demands on the water supply and sewer systems. The GPP Alternative would have an estimated water demand of 1,164,190 gallons per day (gpd), 26 percent less than with the proposed actions (which would have a total demand of 1,582,126 gpd). The GPP Alternative would generate an estimated 776,835 gpd of sanitary sewage, approximately 49 percent less than with the proposed actions (1,534,971 gpd). There would be no change in storm water generation on Site A between the GPP Alternative and proposed actions.

SOLID WASTE AND SANITATION SERVICES

Similar to the proposed actions, implementation of the GPP Alternative would substantially increase solid waste generation and collection on Site A. Development under the GPP Alternative would generate approximately 201,115 pounds of solid water per week. Of this total, 72,930 pounds per week (or 36.5 tons) would be the responsibility of DSNY, while 118,353 pounds per week (or 59.8 tons) would be the responsibility of private carter collection. Assuming a three-day work week for solid waste collection services, this level of waste would be expected to result in the need for approximately one additional DSNY truckload and two private carter truckloads per day. (In contrast, the proposed actions would result in the demand for three DSNY truckloads and one private carter truckload per day.) As with the proposed actions, DSNY would need to extend its collection services onto the site; the GPP Alternative would increase the volume of solid waste and recyclables but would not affect the delivery of these services or place a significant burden on the City's solid waste management services (either public or private).

ENERGY

Like the proposed actions, implementation of the GPP Alternative would result in new demands for energy on Site A, generating a demand of 530,958 million BTUs per year.

Although this level of energy demand would not be as high as that as under the proposed actions (about 460,437 million BTUs per year less), upgrades to electrical and gas transmission lines serving the sites would still be required. With Con Edison's planned improvements to energy infrastructure in Long Island City, implementation of either the proposed actions or GPP Alternative would not have a significant adverse impact on energy systems and services in New York City.

TRAFFIC AND PARKING

With a large office component as well as residential buildings, person trips and vehicle trips for the GPP Alternative would be different from those anticipated with the predominantly residential development associated with the proposed actions. The volume of person trips and vehicle trips expected to be generated by the GPP Alternative were developed using the same trip generation and modal split factors assumed for the proposed actions. A summary of the projected trips for the GPP Alternative is provided in **Table 24-10**.

Table 24-10
GPP Alternative Trip Generation Summary

Peak Hour	Person Trips				Vehicle Trips			
	Mode	In	Out	Total	Type	In	Out	Total
AM	Auto	776	362	1,138	Auto	483	292	775
	Taxi	66	41	107	Taxi	53	53	106
	Subway	2,528	908	3,436	Delivery	47	47	94
	Bus	239	154	393				
	LIRR	412	38	450				
	Ferry	2	14	16				
	Walk	632	400	1,032				
	Total	**4,655**	**1,917**	**6,572**	**Total**	**583**	**392**	**975**
Midday	Auto	369	337	706	Auto	246	226	472
	Taxi	149	120	269	Taxi	140	140	280
	Subway	1,311	1,383	2,694	Delivery	48	48	96
	Bus	284	206	490				
	LIRR	0	0	0				
	Ferry	4	4	8				
	Walk	2,506	2,609	5,115				
	Total	**4,623**	**4,659**	**9,282**	**Total**	**434**	**414**	**848**
PM	Auto	400	979	1,379	Auto	311	622	933
	Taxi	71	100	171	Taxi	98	98	196
	Subway	973	3,112	4,085	Delivery	7	7	14
	Bus	238	355	593				
	LIRR	45	478	523				
	Ferry	13	6	19				
	Walk	751	1,088	1,839				
	Total	**2,491**	**6,118**	**8,609**	**Total**	**416**	**727**	**1,143**

The GPP Alternative would generate less vehicular traffic than the RWCDS under the proposed actions in the AM and PM peak hours—about 29 percent fewer trips in the AM peak hour and about 10 percent fewer trips in the PM peak hour. In the midday peak hour, the GPP Alternative would generate about 18 percent more trips than the proposed actions. A comparison of the vehicle trip generation between the GPP Alternative and the proposed actions is shown in **Table 24-11**.

Table 24-11
Vehicle Trip Generation
GPP Alternative vs. Proposed Actions

Peak Hour	GPP Alternative			Proposed Actions		
	In	Out	Total	In	Out	Total
AM	583	392	**975**	456	922	**1,378**
Midday	434	414	**848**	359	360	**719**
PM	416	727	**1,143**	824	445	**1,269**

One reason that the proposed actions are expected to generate more traffic in the AM and PM peak hours relates to the inclusion of approximately 1,600 residential units as part of Site B, which was not a component of the original GPP. Without Site B, traffic generated under the proposed actions would be lower than the GPP Alternative in the PM peak hour as well as the midday peak hour, and quite possibly in the AM peak hour as well.

Additionally, the vehicle trips generated by the GPP Alternative would be oriented in different directions than the vehicle trips generated by the proposed actions. Because the proposed actions would bring a residential development to the project sites, the generated vehicle trips would be strongly oriented to outgoing trips in the AM peak hour and incoming trips in the PM peak hour, as is typical for residential uses (i.e., trips to work in the morning and retuning home from work in the evening). In contrast, the GPP Alternative's generated vehicle trips would be more strongly oriented in the opposite direction—inbound to the site in the morning and outbound in the evening—because of the substantial office component in the GPP Alternative.

Because the volume of generated traffic and the directionality of generated traffic are so different between the GPP Alternative and the proposed actions, a definitive assessment cannot be made of the potential traffic impacts of the GPP Alternative without detailed analysis. Given that this alternative is not currently being pursued, such analysis was not conducted for this EIS. However, given the volume of traffic predicted during the peak hours and the conditions predicted for the study area's intersections in the future without the proposed actions, it is likely that significant adverse impacts would occur at many of the same locations as predicted for the proposed actions.

The GPP Alternative would provide 1,326 off-street residential parking spaces for the 2,000 residential units (parking for 60 percent of the units). For the 2 million square feet of office use, a 350-room hotel, plus retail and restaurant space, another 1,508 spaces would be provided. These parking supply commitments would be greater than the projected parking demand for the GPP Alternative development sites. Therefore, unlike the proposed actions, the GPP Alternative is not expected to result in a parking shortfall and significant adverse parking impacts.

TRANSIT AND PEDESTRIANS

With a large office component, the overall trip generation characteristics of the GPP Alternative would be different than those of the proposed actions. The GPP Alternative would generate an estimated 9 percent fewer total person trips than the proposed actions in the AM peak hour. In the midday peak hour, the GPP Alternative would generate about 30 percent more person trips than the proposed actions. In the PM peak hour, both the GPP Alternative and the proposed actions generate approximately the same number of person trips. As for transit trips, the GPP

Alternative would generate more subway trips during all three peak hours, fewer bus trips during the AM and midday peak hours, and more bus trips during the PM peak hour. Because the GPP Alternative would include 2 million square feet of commercial development, substantially more train trips via the Long Island Rail Road would be expected than under the proposed actions. With regard to walk trips, the substitution of some of the residential development with commercial use under the GPP Alternative would yield fewer walk trips during the AM and PM commuter peak hours. However, during the midday peak hour, more local walk trips would result. A comparison of the transit and total person trip generation between the GPP Alternative and the proposed actions is shown in **Table 24-12**.

Table 24-12
Transit and Pedestrian Trip Generation
GPP Alternative vs. Proposed Actions

Peak Hour	Mode	GPP Alternative			Proposed Actions		
		In	Out	Total	In	Out	Total
AM	Subway	2,528	908	3,436	779	2,407	**3,186**
	Bus	239	154	393	367	224	**591**
	LIRR	412	38	450	11	62	**73**
	Walk	632	400	1,032	1,134	908	**2,042**
	Total Person Trips	**4,655**	**1,917**	**6,572**	**2,816**	**4,557**	**7,373**
Midday	Subway	1,311	1,383	2,694	968	971	**1,939**
	Bus	284	206	490	274	274	**548**
	LIRR	0	0	0	0	0	**0**
	Walk	2,506	2,609	5,115	1,907	1,913	**3,820**
	Total Person Trips	**4,623**	**4,659**	**9,282**	**3,551**	**3,562**	**7,113**
PM	Subway	973	3,112	4,085	2,419	1,182	**3,601**
	Bus	238	355	593	293	257	**550**
	LIRR	45	478	523	60	26	**86**
	Walk	751	1,088	1,839	1,499	1,342	**2,841**
	Total Person Trips	**2,491**	**6,118**	**8,609**	**5,241**	**3,338**	**8,579**

As with vehicular traffic, there is a very different directionality in the transit and pedestrian trips generated by the GPP Alternative versus those generated by the proposed actions. Because the volumes of generated transit and pedestrian trips and the directionality of these trips are so different between the GPP Alternative and the proposed actions, a definitive assessment of the potential for significant adverse impacts from the GPP Alternative on transit and pedestrian conditions cannot be made without a detailed analysis. Given that there are no current proposals to move forward with Stages III and IV of the GPP, such analysis was not conducted for this EIS. However, given the volume of pedestrian and transit trips predicted during the peak hours and the conditions predicted for the study area's analysis locations in the future without the proposed actions, it is likely that significant adverse impacts would occur at many of the same locations as predicted for the proposed actions.

AIR QUALITY

While the directionality of the traffic generated by the GPP Alternative and the proposed actions would be very different, the overall concentrations or concentration increases for mobile source pollutants of the GPP Alternative are unlikely to be significantly greater than for the proposed

actions. Therefore, significant adverse impacts on air quality from mobile sources would not be expected for the GPP Alternative.

Overall, the GPP Alternative would result in fewer off-street parking spaces than the proposed actions, but the parking facilities on Site A would potentially be somewhat larger under the GPP Alternative. The possible larger garage size would not be sufficient to result in significant adverse impacts associated with parking ventilation systems.

Since the GPP Alternative would not bring new development to Site B, that site would remain in manufacturing use. This alternative, like the No Action Alternative, assumes that a use similar to the existing distribution facility and studio space on the site would occupy Site B in the future. An assessment of potential impacts from future manufacturing uses on Site B cannot be made without knowing the types and quantities of pollutants that could be emitted from those uses. However, for the purpose of air quality, given the distance of Site B from Site A, and the likelihood that Site B would be used for warehousing or distribution, rather than manufacturing, significant adverse impacts from industrial uses on the GPP Alternative would not be expected.

The permitted building sizes under the GPP Alternative would be different than those analyzed for the proposed actions. It is likely that restrictions would need to be placed on the type of fuel used for heating, ventilation, and air conditioning (HVAC) and the location of the HVAC stack for some of the buildings under the GPP Alternative, to avoid the potential for significant adverse impacts on air quality.

NOISE

As discussed in the traffic section above, the GPP Alternative would produce approximately 29 percent fewer vehicular trips during the AM peak period, 18 percent more vehicular trips during the midday peak period, and 10 percent fewer trips during the PM peak period. The vehicular trips generated as part of the GPP Alternative would be more strongly oriented in the reverse direction of the vehicular trips generated as part of the proposed actions.

Without detailed traffic analysis for the GPP Alternative that assigns traffic to specific streets in the study area, it is difficult to predict traffic-related noise increases. The proposed actions were predicted to result in a significant adverse noise impact on one street in the study area, 51st Avenue between 2nd Street and Vernon Boulevard, which is currently lightly trafficked and which would see a large increase in evening traffic volumes because of the proposed actions. It is possible that this impact may still occur in the GPP Alternative, but since there would be fewer trips during the PM peak period, this impact also may be eliminated.

CONSTRUCTION IMPACTS

The 1990 FEIS for the Hunters Point Waterfront Project assumed that construction of the uses proposed south of 50th Avenue would take approximately three years. However, it is likely that construction of the GPP Alternative would take longer than three years and would be similar in duration to construction of the proposed actions on Site A.

Under both this alternative and the proposed actions, certain types of construction activities would be intrusive to the adjacent residences and open space (Gantry Plaza State Park, Peninsula Park). Construction disruptions would include noise, dust, traffic, and visual disruptions. However, it is anticipated that all construction staging activities for this alternative, like with the proposed actions, would occur within Site A or within portions of sidewalks, curbs, and travel lanes of public streets immediately adjacent to Site A or within the site itself. Additionally,

access to surrounding land uses would be maintained throughout the construction period, and adherence to the provisions of the New York City Building Code and other applicable regulations would reduce the potential adverse effects of construction activities on land use patterns and neighborhood character. Moreover, although this alternative would have a lengthy construction period, the level of activity would vary and move throughout the project site, and, like with the proposed actions, no one area would experience the effects of this alternative's construction activities for the full duration.

Measures to avoid impacts due to hazardous materials and on natural resources and water quality would be required during construction, similar to the proposed actions. Also, similar to the proposed actions, construction-related traffic would likely pass through certain intersections that are predicted to be congested in the future No Action condition. Construction-related traffic may therefore result in significant adverse traffic impacts at some of these locations for the duration of the construction of the GPP Alternative, and mitigation measures would need to be incorporated, as with the proposed actions. It is expected that construction vehicle parking would be accommodated within the project development area. Construction activities for the GPP Alternative, like the proposed actions, would not result in significant adverse transit impacts or pedestrian impacts. During construction, where temporary sidewalk closures are required, adequate protection or temporary sidewalks and appropriate signage would be provided and coordinated with NYCDOT.

During construction of the GPP Alternative, air pollutants would be emitted from off-site mobile sources (i.e., worker vehicles and trucks on public roadways) and on-site non-road construction equipment and trucks. In addition, fugitive dust could be suspended in air by construction activities. While it is possible that the construction activities may exceed certain thresholds used for assessing the potential for significant adverse air quality impacts, it is anticipated that any exceedance would be limited in extent, duration, and severity. The project site is large, and with the exception of the northern portion, most areas of the project site are well removed from any existing sensitive receptor. Therefore, like with the proposed actions, construction activities associated with this alternative would not result in significant adverse air quality impacts from stationary and non-road sources. It is also anticipated that like the proposed actions, significant adverse impacts on air quality from on-road construction sources would not occur.

While construction activities would be noisy and intrusive to the closest sensitive receptors surrounding the project site (Gantry Plaza State Park, Peninsula Park, the Avalon Riverview, and the PowerHouse) and to the residential and hotel buildings to be constructed as part of this alternative, it is expected that like with the proposed actions, the noisiest activities (foundations) would take place for limited periods of time, and the level of construction activity would vary and move throughout the site. Therefore, no immediate area would experience the effects of this alternative's construction for the full construction duration, and no significant adverse noise impacts are expected to occur. While it is possible that construction activities may result in noise impacts on the open spaces to be constructed as part of this alternative, they would not be considered significant adverse impacts.

Overall, it is expected that construction activities associated with the GPP Alternative would result in similar construction effects as the proposed actions.

PUBLIC HEALTH

Neither the GPP Alternative nor the proposed actions would adversely affect public health. With both the GPP Alternative and the proposed actions, no air quality impacts from increases in

vehicular traffic or emissions from stationary sources would result. In either this alternative or with the proposed actions, appropriate remediation would be implemented to avoid hazardous materials impacts. Neither development would create a new significant source of noise or odors.

E. M3-1 ZONING ALTERNATIVE

DESCRIPTION OF THE M3-1 ZONING ALTERNATIVE

The M3-1 Zoning Alternative consists of development that may occur at Site A consistent with its underlying zoning and without any discretionary approvals by a public agency. Absent the proposed actions, the privately owned Site B could be redeveloped as-of-right consistent with the underlying zoning (M1-4, permitted FAR of 2.0); however, given that the site is currently fully developed and higher density development could not be developed, new development would not be anticipated on the site under this alternative. Therefore, under this alternative, it is expected that Site B would continue to contain distribution and office/studio/storage uses.

Site A, publicly owned, currently contains a tennis facility, the Water Taxi landing and Water Taxi beach, and vacant land in the southern half of the site. Given that the northern portion of the site is already developed, under this alternative, it is expected that redevelopment would occur on the southern portion of Site A, pursuant to the underlying M3-1 zoning and the existing uses on the northern portion of the site would remain. While heavy industry, including power plants, solid waste transfer facilities and recycling plants, and fuel supply depots are typical M3 uses, many other uses are allowed in M3-1 zones, such as warehouse and distribution uses, automotive uses, television studios, offices, and wholesale showrooms. Use Groups 6 through 14, 16, 17, and 18, as defined in the New York City Zoning Resolution, are permitted; some uses also must meet certain performance standards that govern noise, vibration, smoke and other particulate matter, odors, and other effects of industrial uses. M3-1 zoning districts allow for development with a floor area ratio of 2.0. Therefore, under this alternative, Site A is expected to be much like it is in its existing condition, with additional development consistent with the M3-1 zoning designation in the southern portion.

M3-1 ZONING ALTERNATIVE COMPARED TO THE PROPOSED ACTIONS

The effects of the M3-1 Zoning Alternative would be similar to those of the No Action Alternative, except for the differences associated with the redevelopment of the southern portion of Site A. As discussed above, M3 districts are typically used for heavy industries and other uses that generate noise, traffic, and/or air pollutants; however, these districts allow a wide range of uses, including uses similar to the existing uses on the northern portion of Site A and on Site B. Heavy industrial uses on Site A would be compatible with the existing transportation and industrial uses to the east of the site, but would not be consistent with the new and planned residential towers at Queens West or with the residential and mixed-use projects currently under construction or planned for the neighboring streets. If warehouse, distribution, office, or retail uses were to be developed on Site A, these uses would be consistent with both the transportation and industrial uses to the east and the residential and mixed-use uses to the north.

Maintaining the existing M3 manufacturing district and redeveloping the southern portion of Site A pursuant to the M3 zoning regulations would not foster the orderly growth and enhancement of affordable residential uses that the City seeks for this area. It would also be inconsistent with the neighborhood's transition from heavy manufacturing and industrial uses to residential and mixed-use development. Although development under this alternative would

create new buildings on Site A, it would not meet the City's goals of creating a vibrant, pedestrian-friendly neighborhood, with a publicly accessible waterfront. This alternative would not create 13.42 acres of new open spaces on Sites A and B and would not improve open space ratios in the commercial and residential study areas.

With no new open space or landscaped areas, the M3-1 Zoning Alternative would have less pervious area on Site A and Site B than the RWCDS under the proposed actions. With less landscaped area allowing for infiltration of surface water, the M3-1 Zoning Alternative would result in a greater amount of stormwater runoff than the proposed actions. This alternative also would not develop a new, separate stormwater system on Site A with retention systems to prevent overflows to nearby surface waters. Stormwater in this alternative would be discharged to the East River and Newtown Creek.

As described above, there is limited development potential on Site B under the M3-1 Zoning Alternative given the amount of land already developed on the site. Therefore, generally, the environmental effects on Site B under the M3-1 Zoning Alternative would be the same as those of the No Action Alternative described above.

F. CONCLUSIONS

This chapter analyzed a full range of alternatives to the proposed actions that might reduce or eliminate potential impacts identified for the proposed actions, but none of the alternatives assessed would better meet project goals:

Under SEQRA and CEQR, alternatives selected for consideration in an EIS are generally those that have the potential to reduce, eliminate, or avoid significant adverse impacts of a proposed action while meeting some or all of its goals and objectives.

Four alternatives to the proposed actions were assessed: a No Action Alternative, in which the proposed actions are not undertaken; a Lesser Density Alternative, which considers a smaller project that avoids some or all of the significant adverse impacts identified in the EIS analyses; a General Project Plan (GPP) Alternative, in which Site A is redeveloped with the program currently permitted by the Queens West General Project Plan; and an M3-1 zoning alternative, in which Site A is redeveloped in conformance with its existing manufacturing zoning, as if no GPP were in place governing development on the site.

As detailed below, none of these alternatives would substantially meet the goals and objectives of the proposed actions:

- The **No Action Alternative** and the **M3-1 Zoning Alternative** would avoid all of the significant adverse environmental impacts of the proposed actions (i.e., public elementary school and day care, traffic, subway and bus, pedestrian, and noise impacts). However, both alternatives would not transform the largely underutilized waterfront land on Site A or facilitate development on Site B to meet the City's goals for creating a vibrant neighborhood with a publicly accessible waterfront, with views of the East River, Newtown Creek, Manhattan skyline, and Brooklyn waterfront. Further, these alternatives would not address the City's need for new permanent affordable housing units. In short, both of these alternatives would substantially fail to meet the project's goals.
- The **Lesser Density Alternative** would result in the same mix of uses on the project sites as the proposed actions but would provide for approximately one-third fewer market-rate and affordable housing units. This alternative would not, however, eliminate the significant

adverse impacts of the proposed actions and at the same time it would also fail to provide the same level of benefits as the proposed actions. Therefore, this alternative would not meet the project's goals as effectively as the proposed actions.

- The **GPP Alternative**, like the proposed actions, would redevelop Site A with high-density development. No new development would occur on Site B. However, QWDC has no current plans to move forward with development at this location and is now proposing to modify the GPP to remove Site A. Although development per the GPP would transform this largely underutilized area into a vibrant neighborhood, it would bring office use to the waterfront, an area no longer considered suitable for that use. In addition, this alternative would not eliminate the potential for impacts to traffic, transit, and pedestrians, and noise. It would also not provide substantial amounts of permanent affordable housing.

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