8 URBAN DESIGN AND VISUAL RESOURCES

8.1 Introduction

This chapter assesses the potential for the Proposed Actions to result in a significant adverse urban design and visual resources impact. A CEQR urban design and visual resources assessment focuses on the components of a proposed project that may have the potential to alter the arrangement, appearance, or functionality of the built and natural environment in the context of the project. The analysis of urban design relies on observations, drawings, maps, renderings, and most importantly, photographs and photographic montages taken from a pedestrian's eye level. These representations allow others to see what a project may look like.

Per the 2021 *CEQR Technical Manual*, a preliminary assessment of urban design and visual resources is appropriate when there is the potential for a pedestrian to observe, from the street level, a physical alteration beyond that allowed by the existing zoning. Typical projects that require an urban design and visual resources assessment includes projects that permit the modification of yard, height, or setback requirements, or projects that increase floor area beyond what would be allowed as-of-right. A detailed analysis may be warranted for projects that would result in substantial alterations to the streetscape of the neighborhood by noticeably changing the scale of buildings.

As described in Chapter 1 of this Environmental Impact Statement (EIS), "Project Description," Bally's seeks a series of discretionary land use actions (the "Proposed Actions") to effectuate the "Bally's Bronx" gaming and recreation facility (the "Proposed Facility") at Bally's Golf Links at Ferry Point (the "Golf Course") in Ferry Point Park (the "Park").

The Proposed Facility would contain approximately 561,320 gsf of gaming, food and beverage, and support space, a 500-key hotel with a spa and meeting space, a 2,000-person event space, approximately 6,100 gsf of retail, and a new police substation. The

Proposed Facility would be supported by approximately 1,941,910 gsf of parking (4,660 spaces). The Proposed Facility would rise to a maximum height of 245 feet (at an elevation of 280 feet). Additionally, the Proposed Actions would allow the development of an approximately 40,160-gsf 40-foot-tall (at an elevation of 75 feet), three-story replacement golf clubhouse north of the Proposed Facility.

In connection with the Proposed Facility, the uninterrupted circular roadway within the Park that connects the southbound and northbound Hutchinson River Expressway service roads (the "Ring Road") would be widened and improved in coordination with the New York City Department of Transportation (NYCDOT). The existing Park access roadway west of where the Proposed Facility would be located (the "Waterfront Access Roadway") would be improved so that it can also be used to access portions of the Proposed Facility. Collectively, the Development Site and the improved Ring Road comprise the "Affected Area." The Proposed Facility, replacement golf clubhouse,[1] improved Waterfront Access Roadway, and improvements to Ring Road comprise the "Proposed Development."

The Proposed Development has the potential to introduce a new building that is not allowed by existing zoning and would result in a physical change to publicly accessible views in the Park; thus, an urban design and visual resources assessment is warranted.

8.2 Principal Conclusions

Development Site

While the Proposed Actions would result in a noticeable change in urban design conditions primarily for golfers using the Golf Course, the Proposed Actions would not result in a significant adverse urban design and visual resources impact. The Proposed Actions would result in a change to the appearance and arrangement to the built environment in the Park, a visual resource. However, the change would not constitute a significant adverse urban design impact because it would not significantly affect the functionality of the Park, the pedestrian experience or the design of the Golf Course. The uses proposed to be removed from the Park are uses that support the Golf Course (i.e., golf clubhouse and parking). The links-style Golf Course – characterized by rolling hills, dunes, grasses, little-to-no trees, and teeing grounds that rise at varied elevations – would continue to be the defining landscape for golfers. Further, views of the Study Area's six visual resources – the Park, the East River, Westchester Creek, the Whitestone Bridge, the Queens and Manhattan skylines – would continue to be available from other comparable locations in the Park.

The design of the Proposed Development reflects the Development Site's setting adjacent to a links-style golf course that is in a waterfront park. Specifically, the Proposed Facility was designed to:

- Be more than 1,000 feet away from residential uses;
- Ensure the continued use of the Golf Course;
- Minimize the building footprint within the Park while still allowing necessary space for a world-class gaming facility;

[1] The replacement golf clubhouse may go through New York City Public Design Commission (PDC) review.

- Replace all golf facilities (i.e., golf clubhouse, practice area, parking, and landscaping) that would be removed for development of the Proposed Facility;
- Respond to the surrounding context with rounded architectural elements that reflect the curvature of the East River shoreline near the Development Site and landscape elements that are typical of the links-style Golf Course;
- Mimic the ridges and wave-like shape of both the shoreline of the East River to the southeast and the ridgeline between the Proposed Facility and hole 18, thereby maximizing views from the Proposed Facility to hole 18, the Whitestone Bridge, the East River, and the Queens skyline;
- Set back more than 250 feet from Ring Road to retain open areas between the Proposed Facility and Ring Road;
- Incorporate new commercial uses – such as a gaming facility, hotel, and sundry retail – that would not be incompatible with the Golf Course;
- Develop a gaming facility that would complement Ferry Point Park and the Nicklaus Design Golf Course;
- Enable floodproofing measures to protect the Proposed Facility from projected changes to flooding conditions;
- Incorporate new publicly accessible pedestrian connections along Ring Road, connecting the east and west portions of the Park;
- Create a new gateway building that signals the arrival into the Bronx from Queens for motorists crossing the Whitestone Bridge; and
- Be shorter than the suspension towers of the Whitestone Bridge – the tallest structure in the Study Area and the area's main vehicular thoroughfare.

Portions of the Proposed Development – including the ground floor lobby and rooftop – would be publicly accessible and new views would be introduced to visual resources that are not available today, particularly the East River, the Whitestone Bridge, and the Manhattan and Queens skylines. These new publicly accessible views would be at various levels, including at the ground floor and on the rooftop.

The Proposed Facility would be setback from Ring Road to reflect the openness of the Park. Additionally, the Proposed Development would disrupt some view corridors of visual resources in the area, however, other comparable views would continue to be available.

Pedestrians views would change between the No-Action and With-Action conditions. From hole 18, pedestrians would no longer see the surface parking and existing golf clubhouse when looking north towards the other Golf Course holes. In the With-Action Condition, pedestrians could view the Proposed Facility. Pedestrian views of visual resources south of the Golf Course would remain unchanged from hole 18.

The lowest floor of the Proposed Facility has been designed to be two feet above the area's flood elevation. The main lobby would create visual and pedestrian connections between the Proposed Facility's main entrance and the green on hole 18. A visual connection would also be created between hole 18 and the Whitestone Bridge. The Proposed Facility incorporates gradual stacking of the building components and soft building edges that are intended to relate to the links and dunes of the links-style Golf Course. The ground floor would be at elevation 35 feet, and the 245-foot-tall Proposed Facility would rise above the ground floor to an elevation of 280 feet. The Proposed

Facility would be approximately 97 feet shorter than the towers of the Whitestone Bridge, which rise to an elevation of approximately 377 feet.

The replacement golf clubhouse would be developed north of the Proposed Facility and approximately 190 feet from Ring Road, near the teeing area of hole 1 and the green of hole 9.

Ring Road

Ring Road is an approximately 24-foot-wide, one-lane one-way park roadway that is under jurisdiction of the New York City Department of Parks and Recreation (NYC Parks). The *Hutchinson River Parkway Transportation Corridor Study* completed by the Department of City Planning (DCP) in 2015 found that Ring Road did not have the necessary facilities to support the observed volumes. Ring Road is also subject to flooding during large precipitation events.

In the With-Action Condition, Ring Road would be widened to two travel lanes and an on-street parking lane, which would also have the capacity to serve, in part, as a bus stop. The proposed 60-foot-wide[2] right-of-way would be mapped as a City street and transferred to NYCDOT. New street lighting, street trees, and drainage would be developed to current NYCDOT standards. Additionally, new sidewalks and a dedicated bicycle route would be developed within the right-of-way. These new sidewalks and bicycle route would create new pedestrian and cycling connections under the Whitestone Bridge, where no formal sidewalk or bicycle lanes currently exist.

Pedestrian views along Ring Road would be altered with the Proposed Actions. However, pedestrian views of visual resources from Ring Road would not change with the Proposed Actions. Similar to the No-Action Condition, with the Proposed Development a pedestrian's view of the Whitestone Bridge, Manhattan and Queens skyline, and the East River would not be obstructed.

Study Area

The Proposed Development would allow the development of the Proposed Facility on the Development Site and the replacement golf clubhouse on a portion of the Golf Course which would remain on land under the jurisdiction of NYC Parks. The Proposed Development would not alter buildings or streets outside of the Development Site, Golf Course, or Ring Road. The Urban Design and Visual Resources Study Area encompasses a quarter-mile radius around the Development Site and Ring Road and is divided into four subareas – the Golf Course, Ferry Point Park West, Eastern, and Northern subareas. Each subarea is characterized by distinct land uses, street patterns, and building types.

The Golf Course Subarea is the area of the Park that is east of the Hutchinson River Expressway and the Whitestone Bridge. The Development Site is within the Golf Course Subarea. The subarea is a closed municipal solid waste landfill that was redeveloped into the Golf Course that opened in 2015. The Golf Course was designed as a links-style course, which is a type of golf course that is defined by rolling hills, dunes, grasses, and little-to-no trees. The links-style course is the principal defining urban design feature of the Golf

[2] The proposed acreage to be initially mapped as an NYCDOT street is larger than what will be the final NYCDOT 60-foot road width because Bally's is coordinating with NYC Parks, MTA/TBTA, and NYCDOT to confirm roadway design and final location within the 70-foot width. Areas in excess of the 60 feet that are not mapped for the roadway and conveyed to NYCDOT will remain parkland.

Course Subarea. The vegetation was largely planted during construction of the Golf Course in the early 2010s, but some has since been planted or proliferated absent human intervention. The principal users are golfers, and the Golf Course is only open seasonally (typically late March to the beginning of December). South of the Development Site is a portion of Ferry Point Park that contains a public parking lot and walking paths near the East River waterfront. This portion of the subarea is open to the public all year.

The visual resources that can be seen from the Golf Course Subarea include other portions of the Park, the East River, Whitestone Bridge, and Queens skyline. The Proposed Development would introduce a new building on the Development Site, and views of these resources would have the potential to be partially obstructed in certain locations. Thus, pedestrian views would change between the No-Action and With-Action conditions from various parts of the Golf Course. Holes north of the Golf Course would have limited or obstructed views of visual resources south of the Proposed Facility. However, these views are not unique and pedestrian views south of the Golf Course would continue to be available from other locations on the Golf Course including hole 18. Thus, all golfers could view the existing visual resources during their golf game. Individual views from the Golf Course would be temporary as golfers move through the Golf Course. From the waterfront areas of the subarea, views of the East River, Whitestone Bridge, and Queens skyline would not be affected. Affected users would be limited to customers paying to play golf on the course and would not obstruct views from other locations of the Park open to the general public.

The Ferry Point Park West Subarea is the area of the Park that includes Whitestone Bridge, the Hutchinson River Expressway and portions of the Park that are west of these features. Within the Park, views of the Park's vegetation and the shorelines of Westchester Creek and the East River are available. Sweeping views of the Whitestone Bridge, the East River, Westchester Creek, and the Manhattan and Queens skylines are available from certain locations. While the Proposed Development would be visible to pedestrians from the subarea, views of visual resources would not be obstructed by the Proposed Development.

The Eastern Subarea comprises one- and two-family residences, with some three-family residences in certain locations. Residences in this area were constructed in various decades, with the oldest residences being constructed in the 1920s. The street network within the subarea consists of Emerson, Miles, and Harding avenues – three urban local streets. Partial views of the Whitestone Bridge are available from select locations along Emerson Avenue where vegetation is limited. While the Proposed Development would be partially visible to pedestrians from some locations in the subarea, pedestrian views of visual resources within the Subarea would not be significantly obstructed by the Proposed Development.

The Northern Subarea is generally defined by Saint Raymond's New Cemetery, industrial and residential uses, and vacant land. The subarea includes Saint Raymond's New Cemetery. Pedestrian views from the Eastern and Northern subareas to the Development Site are limited by vegetation, the Hutchinson River Expressway, and intervening buildings.

8.3 Methodology

Based on the guidelines and definitions in the *CEQR Technical Manual*, this assessment of urban design and visual resources considers the Proposed Action's potential effect on the following elements:

- **Streets** refers to the arrangement and orientation of streets (the "street grid") that defines the location and flow of activity in an area, sets street views, and creates the blocks on which buildings and open spaces are organized. Streetscape elements are physical features that make up a streetscape, such as building street walls, building entrances, building fenestrations, sidewalks, street trees, street furniture, and other permanent fixtures, including plantings, streetlights, fire hydrants, curb cuts, or newsstands that are critical to making a successful streetscape.
- **Buildings** support the street grid and the streetscape by conveying a sense of the overall form and design of a block or a larger area. A building's street wall forms the most common backdrop for public space and includes a building's size, shape, setbacks, lot coverage, and placement on the zoning lot and block. Active uses and pedestrian and vehicular entrances all play major roles in the vitality of the streetscape.
- **Visual Resources** are the connections from the public realm to significant natural or built features, including views of the waterfront, public parks, landmark structures or districts, otherwise distinct buildings or groups of buildings, or natural resources.
- **Open Space** includes public and private areas such as parks, yards, parking lots, and privately-owned public spaces.
- **Natural Features** include vegetation, geologic, topographic, and aquatic features that may help define the overall visual character of the area.
- **Wind** is channelized pressure from between tall buildings and down washed wind pressure from parallel tall buildings may cause winds that affect pedestrian comfort and safety.

The Development Site is in an area prone to moderate winds but is not situated near other tall buildings that have the potential to channelize wind. The Development Site is within the Park and is not on a west or northwest-facing waterfront. Thus, the size and orientation of the Proposed Facility would not contribute to or exacerbate existing wind conditions and a wind analysis is not warranted. For this project, a detailed urban design and visual resources analysis was warranted.

Elevations are reported in the North American Vertical Datum of 88 ("NAVD88").

Impact Criteria

Per the *CEQR Technical Manual*, to determine the significance of an urban design change, consideration must be given to the degree that a project would result in a change to the built environment's arrangement, appearance, or functionality and whether the change would negatively affect a pedestrian's experience of the area. An important consideration is a project's context, such as the scale and use of surrounding buildings.

Key considerations to determine the significance of a visual resource impact may include:

- whether the project obstructs important visual resources and whether such obstruction would be permanent, seasonal, or temporary;
- how many viewers would be affected;
- whether the view is unique or do similar views exist; or
- whether the visual resource can be seen from many other locations.

Study Area

Per the guidelines of the *CEQR Technical Manual*, the study area for an urban design and visual resources assessment is generally consistent with the study area used for the land use, zoning, and public policy analysis. For the Proposed Actions, a quarter-mile study area was selected for the Land Use, Zoning, and Public Policy Study Area. As shown in Figure 8-1, a quarter-mile study area was also applied for the Urban Design and Visual Resources Study Area (the "Study Area"), which is generally bound by Hosmer Avenue to the east, the Whitestone Bridge to the south, the western portion of the Park to the west, and Senger Place to the north.

Like the Land Use Study Area, and as noted above, the Urban Design and Visual Resources Study Area is divided into four subareas. This assessment considers representative views within the Study Area that could potentially be affected by project-generated development. The Study Area contains four visual resources – the Park, the Whitestone Bridge, the East River, and Westchester Creek. Two additional visual resources outside of the Study Area are prominent from the Study Area: the Manhattan and Queens skylines.

8.4 Existing Conditions

Development Site

The Development Site is an approximately 18-acre parcel located entirely within the Park. The Development Site is bounded by Hutchinson River Expressway to the west, and otherwise bounded by the Golf Course and Park. Ring Road is the uninterrupted circular roadway within the Park that connects the southbound and northbound Hutchinson River Expressway service roads (see Appendix C for the metes and bounds of the parcels comprising the Development Site and Ring Road – the "Affected Area"). Photograph 8-1 through Photograph 8-6 show existing conditions within the Study Area (see Figure 8-2 for key map – note that the numbers on the key map correspond to the locations of the photographs, which are numbered first according to the chapter number (8) and then to the order of the photos).

Figure 8-1: Urban Design and Visual Resources Map

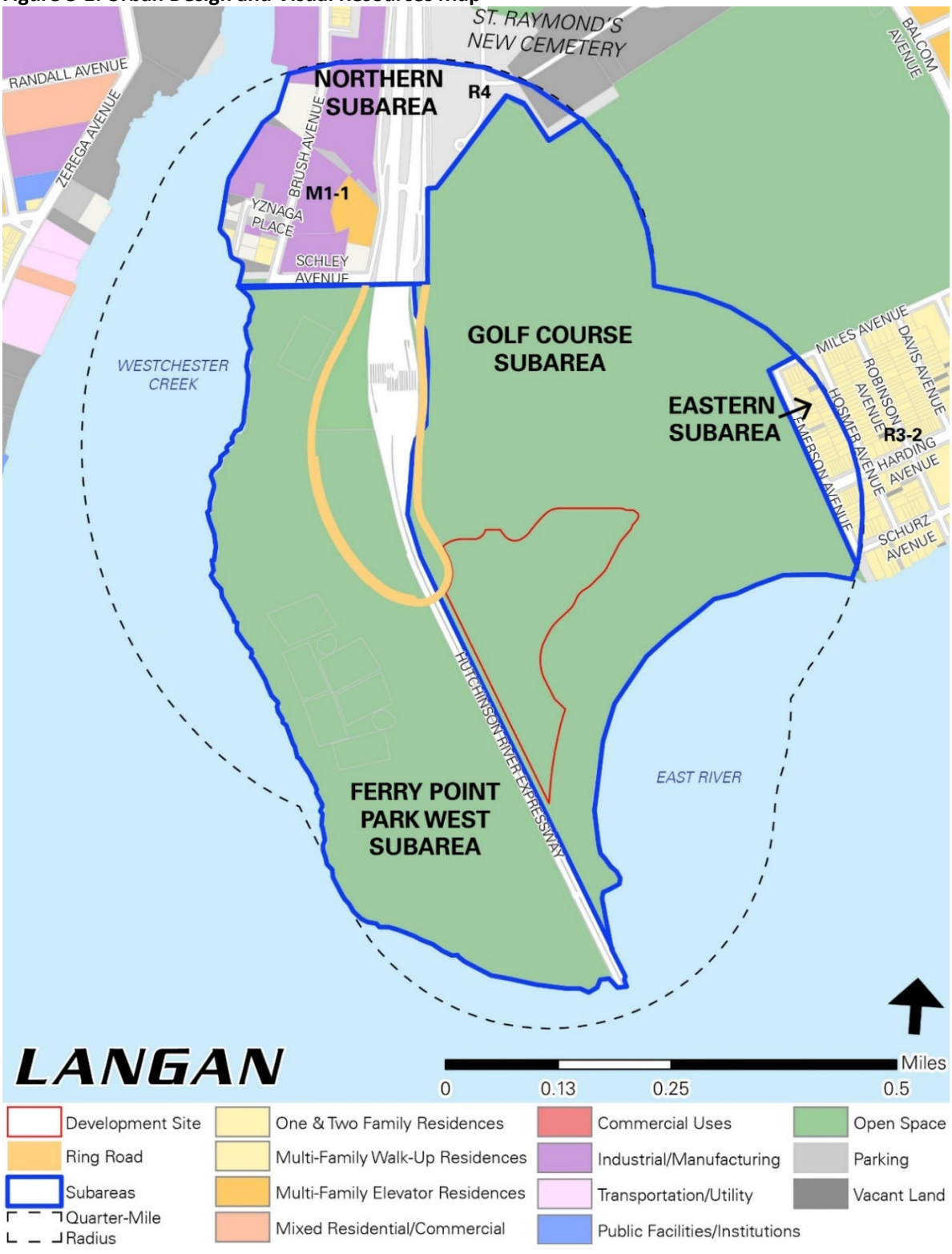
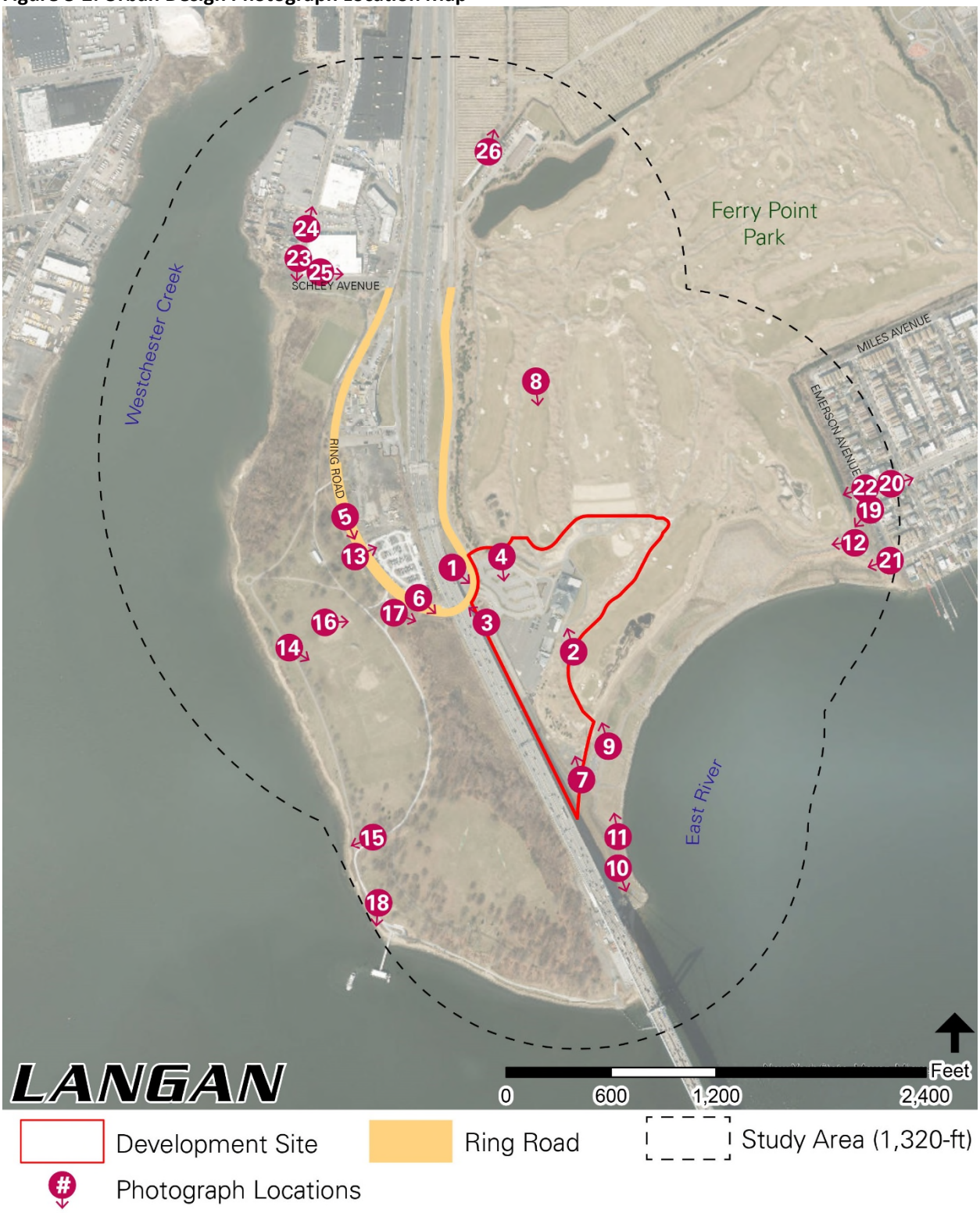


Figure 8-2: Urban Design Photograph Location Map



Photograph 8-1



View east from the entrance of the Development Site towards the existing golf clubhouse and parking lot. Temporary structures can be seen in the frame's right. (Captured 05 Apr 2024)

Photograph 8-2



View northeast of the Development Site towards the existing golf clubhouse's eastern façade, which faces hole 18. (Captured 05 Apr 2024)

Photograph 8-3



View north along Ring Road from the main entrance of the Development Site. The Metropolitan Transportation Authority (MTA) has a maintenance facility (in the frame's left) across Ring Road from the Development Site. (Captured 05 Apr 2024)

Photograph 8-4



View south towards the Whitestone Bridge and Development Site, which includes the golf clubhouse (yellow arrow) and paved parking lot. (Captured 05 Apr 2024)

Photograph 8-5



View south along Ring Road near the paved surface parking lot to the east (in the frame's left) and Ferry Point Park west of the expressway (in the frame's right). (Captured 23 Aug 2024)

Photograph 8-6



View southeast towards the Whitestone Bridge and Development Site from Ring Road. Currently, pedestrians use the roadway's shoulder or the roadbed to access both sides of the Park. (Captured 23 Aug 2024)

The Development Site is improved with the Golf Course clubhouse, a surface parking lot, a portion of the practice area, and other landscaped areas. The clubhouse is a one-story 25,265-gsf colonial-style building that was built in 2015. It has a combination-style (gable and dormer styles) roof with columns surrounding the exterior. Temporary structures on the Development Site include trailers and storage containers that support the Golf Course.

The Park was created through a combination of land purchase and reclamation. The Park's original 171 acres were purchased by the City in proceedings to acquire land for the Whitestone Bridge in 1937, and plans were made for a beach, bathhouse, and cafeteria complex with a bus terminal and parking field. When the portion of the Park that is west of the Whitestone Bridge opened in 1941, the design had been scaled back and included a comfort station, baseball diamonds, an overlook, and picnic areas. In 1948, two park additions totaling 243 acres were acquired by condemnation. The NYC Department of Sanitation operated a municipal solid waste landfill on a portion of the Park that is east of the Whitestone Bridge from 1952 to 1970.[3] In 2015, the public 18-hole Golf Course was completed within the footprint of the former landfill, within the Park.

The Development Site is under jurisdiction of NYC Parks and is leased to Bally's through a concession of the Golf Course. Zoning Map 7a has shown the Development Site as parkland since the adoption of the 1961 zoning resolution. In New York City, parkland is not subject to zoning regulations, and the use of parkland is at the discretion of NYC Parks.

The Development Site is approximately 0.25 miles west of the Bx42 bus stop along Harding Avenue, and approximately 0.25 miles northeast of the Ferry Point Park Ferry Terminal. The Development Site is also within one mile of bus stops served by the BxM9, Q50, and Q44 – Select Bus Service (SBS) bus lines. The Middletown Road, Castle Hill Avenue, Zerega Avenue, and Westchester Square-East Tremont Avenue stations of the No. 6 subway line are also within two miles of the Development Site.

Streets

The Hutchinson River Expressway is the main thoroughfare in the area. The expressway provides connections from the Whitestone Bridge and Queens in the south, to the Hutchinson River Parkway, the Cross Bronx Expressway, and the Bruckner Expressway to the north. The expressway runs north-south and bisects the Park. The service roads on either side of the expressway provide connections to Ring Road and the Development Site.

Visual Resources and Open Space

The Development Site is an approximately 18-acre parcel within the Park – a 413.8-acre park bisected by the Whitestone Bridge and the Hutchinson River Expressway. The Development Site is within the footprint of a closed landfill that has been redeveloped into the Golf Course. The Golf Course was designed by Jack Nicklaus as a links-style course defined by rolling hills, dunes, grasses, little-to-no trees, and teeing grounds that rise at varied elevations. The links-style course is the principal defining urban design feature of the Golf Course Subarea and is a visual resource.

Additional visual resources that can be seen from the Development Site include the East River – an approximately 16-mile-long tidal strait that connects the Upper Bay of New

[3] https://www.nycgovparks.org/parks/ferry-point-park/history

York to the Long Island Sound – the Whitestone Bridge, and the Queens skyline. Views towards Westchester Creek and the Manhattan skyline are obstructed or severely limited by the Whitestone Bridge, vegetation in the Park, and MTA maintenance operations under the Whitestone Bridge.

Natural Features

Natural features within the Development Site include vegetation, consisting primarily of grasses with some shrubs and trees. The landscaped areas are maintained by Bally's as part of its concession with NYC Parks. The practice area comprises grass and is frequently mowed during the golf season to maintain conditions suitable for a golf practice area. The landscape areas of the Development Site to the east and south – in the out-of-bounds areas of hole 18 – include landscaped meadow with scattered trees and an area of gravel-covered surface, which are occasionally manicured by the Golf Course's maintenance team.

The vegetation on the Development Site was largely planted during construction of the Golf Course in the early 2010s. Some vegetation has since been planted or proliferated absent human intervention. The Development Site does not contain forested areas, wetlands, wetland-adjacent areas (as defined by the New York State Department of Conservation), streams, or rivers.

Ring Road

Ring Road is a roadway (unmapped street) under jurisdiction of NYC Parks and within the Park. Ring Road is currently mapped parkland that is used by motorists, pedestrians, and cyclists to access and egress the Park and the MTA office building. The roadway loops counterclockwise from Schley Avenue on the west side of the Hutchinson River Expressway and underneath the Whitestone Bridge, before turning back north and ending at the eastern prolongation of Schley Avenue on the east side of the expressway, where the roadway becomes the Hutchinson River Expressway northbound service road.

The width of Ring Road's roadbed varies but is generally approximately 24 feet wide and is unstriped. Grassy areas generally front along either side of the roadway except in front of the MTA office building near the entrance to the Park, under the Whitestone Bridge, and along an MTA Bridges and Tunnels maintenance facility next to the Whitestone Bridge. Ring Road's roadbed is the only connection under the Whitestone Bridge that connects the east and west portions of the park for motorists, pedestrians, and cyclists. DCP's *Hutchinson River Parkway Transportation Corridor Study* completed in 2015 found that Ring Road did not have the necessary facilities to support the studied volumes of traffic and did not provide adequate access and crossing points for pedestrians.

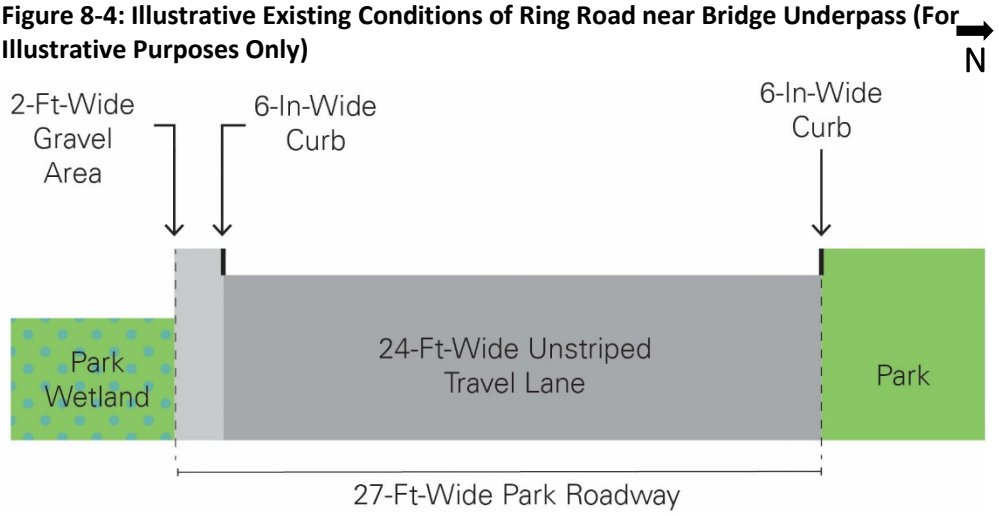
West of the Whitestone Bridge and Hutchinson River Expressway, the roadway has six-inch curbs on either side and includes a four-foot-wide gravel pathway along the west side of the roadway adjacent to the Park (see Figure 8-3).

Figure 8-3: Existing Conditions of Ring Road (For Illustrative Purposes Only)



Near the southern tip of Ring Road and next to an existing wetland in the Park, Ring Road's gravel area narrows to two feet. A guardrail separates the gravel area from the wetland. The gravel pathway is not a paved sidewalk; however, it can be traversed by pedestrians along the roadway's edge (see Figure 8-4).

Figure 8-4: Illustrative Existing Conditions of Ring Road near Bridge Underpass (For Illustrative Purposes Only)



Study Area

The Study Area is generally bounded by Hosmer Avenue to the east, the Whitestone Bridge to the south, Westchester Creek to the west, and Saint Raymond's New Cemetery to the north. The Study Area comprises four subareas:

- The Golf Course Subarea, which is generally bounded by Saint Raymond's New Cemetery to the north, Emerson Avenue and its northern prolongation to the east, the East River and Whitestone Bridge to the south, and the eastern edge of the Hutchinson River Expressway to the west. The subarea contains the Development Site.
- The Ferry Point Park West Subarea, which encompasses the portions of the Park that includes the Hutchinson River Expressway and points west. The subarea includes vegetation, a portion of Ring Road, open parking lots, the Ferry Point Park Ferry Terminal, and the MTA office building. This subarea is bounded by Schley Avenue to the

north, the eastern edge of the Hutchinson River Expressway and the Whitestone Bridge to the east, the East River to the south, and Westchester Creek to the west.

- The Northern Subarea, which is a predominately industrial area is generally bounded by the eastern prolongation of Randall Avenue to the north, the Park to the east, Schley Avenue to the south, and Westchester Creek to the west.
- The Eastern Subarea, which includes residential areas of the Throggs Neck neighborhood, is generally bounded by Miles Avenue to the north, Hosmer Avenue to the east, Schurz Avenue to the south, and Emerson Avenue to the west.

Golf Course Subarea

The Golf Course Subarea predominately comprises the 222-acre Golf Course, a regional public recreation facility located on the eastern portion of the Park. The subarea is bounded by Saint Raymond's New Cemetery to the north, Emerson Avenue and its northern prolongation to the east, the East River and Whitestone Bridge to the south, and the eastern edge of the Hutchinson River Expressway to the west. The 18-hole course was designed by Jack Nicklaus in the links-style and features native grasses and dunes. The teeing areas rise at varied elevations.

A round of golf at the Golf Course consists of 18 holes. The arrows indicate the direction of the player's view on each hole, and the path they follow throughout the course. As shown in Figure 8-5, hole 9 has the greatest potential to experience a change in views because of new development on the Development Site.

Figure 8-5: Bally's Links Layout Plan



Source: https://www.provisualizer.com/

South of the Development Site and outside the Golf Course is a waterfront area of the Park. This area contains paved walking paths near the shore of the East River and a surface parking lot (the "East River parking lot").

In March 2021, the Ferry Point Park Passive Waterfront Path and Landscape Construction project was completed. This project created a new walking path and saltwater marsh along the East River waterfront between the Whitestone Bridge and Emerson Avenue. The waterfront path includes five lookout stations that each contain two benches, a small parking lot, and a pedestrian and cycling connection to the Throggs Neck neighborhood (in the Eastern Subarea) to the east. From this area along the East River waterfront, short- and medium-range views are available to the Golf Course, but long-range views are typically partially obstructed by vegetation and the undulating topography of the Golf Course. From the walking paths, views are available to the Whitestone Bridge, the Queens skyline, and the East River.

Outside of the Development Site and to the east of the Whitestone Bridge along the north side of Ring Road, a salt dome is used by MTA Bridges and Tunnels to maintain the Whitestone and Throggs Neck bridges. The area around the salt dome is inaccessible to the public and includes areas for truck parking and maneuvering. The other buildings in the area include the Golf Course's maintenance building in the northwest corner of the subarea.

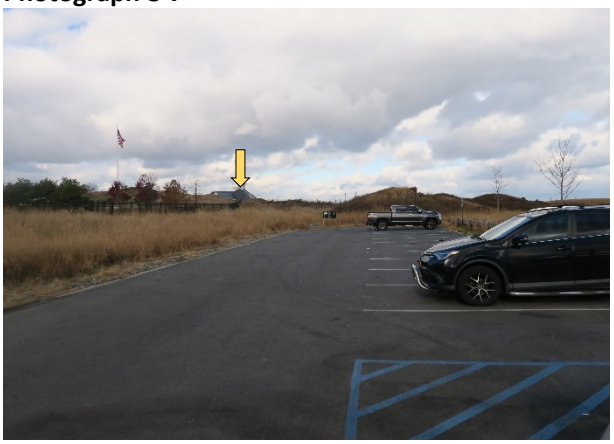
The Golf Course Subarea includes connections to the East River, the Queens skyline, and the Whitestone Bridge; however, medium- and long-range views of the East River are limited by the undulating topography and vegetation of the Golf Course.

Natural features in the subarea are predominately grasses that were planted as part of the construction of the Golf Course. Trees and shrubs are limited, and generally located at the western edge of the Golf Course, in out-of-bounds areas of the Golf Course that are between the Development Site and the East River, and along the eastern edge of the Park separating the eastern subarea from the Golf Course and walking trails within the Park.

Independent of the Proposed Development, a tidal wetlands restoration project is being planned and developed by NYCDOT along the East River shoreline, to the south of the Development Site.

Photograph 8-7 through Photograph 8-12 show existing conditions in this subarea, including the undulating topography in and around the Golf Course.

Photograph 8-7



View north towards the golf clubhouse (yellow arrow) from the East River parking lot. Views are partially obstructed by vegetation and the area's topography. (Captured 05 Apr 2024)

Photograph 8-8



View south from hole 9 of the Golf Course towards the East River, Whitestone Bridge, and Queens skyline. Views of the bridge are largely unobstructed. (Captured 05 Apr 2024)

Photograph 8-9



View north from the walking path near the East River towards the golf clubhouse (yellow arrow). Views of the golf clubhouse are partially obstructed by vegetation and rolling hills. (Captured 05 Apr 2024)

Photograph 8-10



View south to the East River, Whitestone Bridge, and Queens skyline from a walking path. (Captured 05 Apr 2024)

Photograph 8-11



View north from the pedestrian walking path near the Whitestone Bridge. The golf clubhouse (yellow arrow) is partially obstructed by vegetation and the Golf Course's rolling hills. (Captured 05 Apr 2024)

Photograph 8-12



View west along a walking path from the Park's entrance near the Eastern Subarea. Views of the golf clubhouse are severely limited by vegetation and topography. (Captured 05 Apr 2024)

Ferry Point Park West Subarea

Like the Development Site, the Ferry Point Park West Subarea is mapped parkland and is within NYC Parks jurisdiction. This subarea includes the Whitestone Bridge, the Hutchinson River Expressway, and areas of the Park that are to the west of these features. The Ferry Point Park West Subarea contains barbecuing areas, basketball courts, cricket fields, football fields, dog-friendly areas, handball courts, playgrounds, public restrooms, soccer fields, and Wi-Fi Hot Spots. Additionally, there is a paved open parking lot, a gravel area that is used for parking, an MTA office building, and the Ferry Point Park Ferry Stop. Walking and bike paths provide connections into the Park from Schley Avenue and the Northern Subarea to the north.

The two buildings in the Study Area are the Ferry Point Park West public restrooms and the MTA office building, which is between Ring Road and the Hutchinson River Expressway and approximately 600 feet south of Schley Avenue. The restrooms were built by NYC Parks in 2018 and are open to the public during Park hours (typically 7:00AM to 9:00PM).

To the south of the MTA office building and between Ring Road and the Whitestone Bridge is an approximately 145,000-sf gravel area that is used as public parking. To the south of the gravel area is an approximately 90,000-sf paved open parking lot that serves the Park and the Ferry Point Park Ferry Terminal. The paved parking lot was recently improved by the New York City Economic Development Corporation.

The Hutchinson River Expressway is classified as a principal arterial expressway per the New York State Department of Transportation (NYSDOT) roadway classification system. The expressway is the main vehicular thoroughfare in the area and provides connections from the Whitestone Bridge and Queens in the south to the Hutchinson River Parkway, the Cross Bronx Expressway, and the Bruckner Expressway to the north. Within the Study Area, the expressway includes three northbound and four southbound lanes. The southbound traffic narrows down to three lanes near the start of the bridge. Connections to and from the expressway to the local street network and Ring Road are available via exits from the expressway to the northbound and southbound service roads and Lafayette Avenue.

In the subarea, the Park contains vegetation and recreational uses. A wetland is present to the south of Ring Road and to the west of the Whitestone Bridge. Maps published by the New York State Department of Environmental Conservation indicate that tidal wetlands are present in the northwest corner of the Park near Westchester Creek and Brush Avenue.

Throughout the subarea, visual connections are available to the Whitestone Bridge, Westchester Creek, the East River and shoreline, and the Manhattan and Queens skylines.

In 2022, the Ferry Point Park Ferry Terminal opened near the southern end of the subarea. This terminal enabled a northern extension of the Soundview route of the NYC Ferry, allowing a one-seat ride from the terminal to Wall Street along Manhattan's eastern edge with stops at Soundview, East 90th Street, East 34th Street, and Stuyvesant Cove. The ferry terminal is the system's second ferry stop in the Bronx. Photograph 8-13 through Photograph 8-18 show existing conditions in this subarea.

Photograph 8-13



View east from Ring Road towards the paved parking lot, located between Ring Road and the Whitestone Bridge. (Captured 05 Apr 2024)

Photograph 8-14



View east across the soccer fields towards the 377-foot-tall towers of the Whitestone Bridge (shown in the right of the frame) can be seen from many locations in this subarea. (Captured 05 Apr 2024)

Photograph 8-15



View southwest from the subarea towards the East River and Manhattan and Queens skylines. (Captured 05 Apr 2024)

Photograph 8-16



View northeast towards a baseball field within the subarea. The top of the golf clubhouse (yellow arrow) can be seen. (Captured 05 Apr 2024)

Photograph 8-17



View east along Ring Road towards the golf clubhouse (yellow arrow), which is partially obstructed by the bridge. (Captured 05 Apr 2024)

Photograph 8-18



View southwest towards the Ferry Point Park Ferry Terminal, the East River, and the Queens skyline. (Captured 05 Apr 2024)

Eastern Subarea

The Eastern Subarea is generally defined by a standard urban street grid and one- and two-family residences, with some three-family residences in certain locations. Residences within the subarea range in height from one to three stories. The MapPLUTO[4] dataset maintained by the NYC Department of City Planning indicates that residences in this area were constructed in various decades, with the oldest residences being constructed in the 1920s. Several residences were developed as late as 1989, and others were altered in the late 2010s. Residences are generally setback about 18 feet from the street to allow parking in the front yard, and some residences have a garage on the ground floor. Most of the residences within the subarea have flat or gabled roofs and either a fenced front yard or garage facing the sidewalks and street.

The street network within the subarea includes two 80-foot-wide streets – Emerson and Miles Avenues – and a 100-foot-wide street, Harding Avenue. NYSDOT classifies these streets as urban local streets. Emerson Avenue is a one-travel lane southbound street that divides the residential uses in the Eastern Subarea from the Park. Emerson Avenue has 45-degree on-street parking on the western side of the street. Harding Avenue is a two-way eastbound and westbound street with two vehicular travel lanes in each direction.

Photograph 8-19 below shows a pedestrian entrance to the Park from Emerson Avenue. Views of the Development Site, the Whitestone Bridge, and the East River are limited by the topography, vegetation, and fencing. The Eastern Subarea contains no open spaces, natural resources, or visual resources.

The Eastern Subarea is entirely within an R3-2 residential district and was downzoned as a part of the Throggs Neck Area Rezoning in 2004. The district generally yields one- or two-family residences up to a height of 35 feet, a height that is typical of many of the subarea's residences.

[4] Extensive land use and geographic data at the tax lot level that merges data with features from the NYC Department of Finance's Digital Tax Map (DTM).

Photograph 8-19



Westward view to the pedestrian entrance to the Park from Emerson Avenue. Views of the Whitestone Bridge are partially obstructed by fencing and vegetation. (Captured 30 May 2024)

Photograph 8-20



View east along the south side of Harding Avenue towards three-story attached houses that are set back about 18 feet from the street. (Captured 30 May 2024)

Photograph 8-21



View west from Emerson Avenue towards the Park, the Whitestone Bridge, and the East River. Views of the golf clubhouse are obstructed by vegetation and the rolling topography. (Captured 30 May 2024).

Photograph 8-22



View west from Emerson Avenue at the pedestrian entrance to the Park. From this location, views of the golf clubhouse are obstructed by coniferous trees and the rolling topography. (Captured 30 May 2024)

Northern Subarea

The Northern Subarea is generally defined by Saint Raymond's New Cemetery to the east of the expressway and industrial and residential uses and vacant land to the west. Industrial uses include a beverage distribution facility, construction contractor yards, and United Parcel Service (UPS) and Federal Express (FedEx) facilities. The buildings in this subarea range between one and three stories and were generally built between 1931 and 2008. These flat-roofed industrial buildings are generally adjacent to paved, open surface parking and on-site truck parking areas. The construction contractor yards contain storage containers, construction vehicles, and other construction-related materials. The buildings in this subarea are typically built to the street line. Where buildings are not at the streetline, fencing or other barriers are typically at the street line to prevent unauthorized access to private parking areas. Additional on-street parking is available along Schley Avenue, which is available to users of the Park. Pedestrian and bicycle connections to the Park are available from the intersection of Schley and Brush Avenues.

The subarea contains a limited number of non-industrial uses. On the west side of Hutchinson River Parkway at 555 Hutchinson River Parkway (Bronx Block 5610, Lot 87), an approximately 33,320-gsf, two-story hotel provides public housing assistance. Within this subarea, two single-family homes are interspersed among the industrial buildings. Per MapPLUTO data, these two residences were both built in 1925 – before the adoption of the 1961 New York City Zoning Resolution – and rise to a height of up to two stories. The sole visual resource in this area is Westchester Creek.

The Hutchinson River Expressway is the principal thoroughfare through the subarea. The expressway is classified by NYSDOT as a principal arterial expressway that divides the subarea into its eastern and western portions. The local street network within the western portion of the subarea includes Schley and Bush Avenues and Yznaga Place. NYSDOT classifies these streets as urban local streets. Brush Avenue is a two-way, two-lane 60-foot-wide street that runs north and south. The street has shared bicycle and vehicular lanes in both directions and on-street parking on both sides. Schley Avenue is also a two-way, two-lane 80-foot-wide street. The street runs east and west between the southbound Hutchinson River Parkway service road and Brush Avenue. Schley Avenue has shared bicycle and vehicular lanes in both directions. On-street parking is provided along the southern edge of the street. Yznaga Place is a 50-foot-wide one lane, two-way dead-end street that provides access and egress for buildings that front this street.

East of the Hutchinson River Expressway is Saint Raymond's New Cemetery, and the only Catholic cemetery in the Bronx and one of the busiest in the United States.[5] The cemetery spans approximately 180 acres and is a part of Saint Raymond's Parish, which serves the Church of Saint Raymond. The cemetery has space that is open to the public year-round between 8:00 am and 4:30 pm. Memorial Mass is held twice a year within the cemetery and is open to the public. The cemetery can be accessed from Lafayette, Randall, or Buttrick avenues. No other open space, natural, or visual resources are within the subarea.

Views of the Development Site from public locations within this subarea are generally limited to locations along the southbound Hutchinson River Parkway service road and Schley Avenue. Photograph 8-23 through Photograph 8-26 show existing conditions in this subarea.

[5] https://straymondparish.org/our-cemetery-1

Photograph 8-23



View south from Schley and Brush avenues to the bicycle and pedestrian connection to the Park. Westchester Creek can be seen through the vegetation. (Captured 30 May 2024)

Photograph 8-24



View north along Brush Avenue, between Schley Avenue and Yznaga Place. (Captured 30 May 2024)

Photograph 8-25



View east along Schley Avenue towards the Hutchinson River Expressway. In the left of the frame, the industrial building is built to the street line. In the right of the frame, street parking is available on the south side of the street, in front of the Park. (Captured 30 May 2024)

Photograph 8-26



View of the open areas and vegetation within Saint Raymond's New Cemetery. (Captured 30 May 2024)

8.5 No-Action Condition

Development Site

In the No-Action Condition, existing conditions on the Development Site would remain. The one-story, 25,265-gsf golf clubhouse, paved accessory surface parking lot, a portion of the practice area, and other landscaped areas would remain. No new public infrastructure – such as roadway or park improvements – would be developed. The existing uses on the Development Site are allowable uses on parkland pursuant to a license agreement between Bally's and NYC Parks.

Ring Road

Absent the Proposed Actions, Ring Road would remain a park roadway within NYC Parks jurisdiction. Absent the Proposed Actions, Ring Road would continue to lack the necessary facilities to support the current levels of traffic.

In the No-Action Condition, Ring Road would not be widened, and no additional improvements would be made to the roadway or existing roadway infrastructure. Ring Road would not be developed to meet current NYCDOT design standards, which include measures to minimize the potential for street flooding. New bus stops along Ring Road would not be constructed to provisions for future bus routes. Thus, the roadway would remain under jurisdiction of NYC Parks and would continue to flood during larger storm events. New traffic controls to enhance pedestrian safety would not be implemented, new bus stops would not be constructed along Ring Road. New walking and biking paths would not be developed along Ring Road.

Study Area

A review of active building permits and filings found no "No-Build" projects within the Study Area by the 2030 build year.[6] However, independent of the Proposed Actions, NYCDOT is proposing to create tidal wetlands to the south of the Development Site near the East River shoreline. This wetland improvement project would be completed after the 2030 analysis year, but construction of the proposed tidal wetlands is likely to start before 2030; thus, this project is included as a No-Build project.

Other than this planned wetland mitigation project in the Park, the existing conditions within the Study Area, would remain in the No-Action Condition. The Park would continue to operate as a regional park with a Golf Course.

In the Northern Subarea, industrial uses would continue to be the predominant use in the areas that are west of the Hutchinson River Expressway.

In the subarea's east, Saint Raymond's New Cemetery would continue to operate as a cemetery. In the Eastern Subarea, residences would also continue as a low-density, mature urban neighborhood with one- to three-family residences. However, because the

[6] No-Build projects are projects that would be developed independent of the Proposed Actions by the analysis year. These projects are typically identified through a review of new building and alteration Type 1 applications made to the NYC Department of Buildings, projects shown on the Zoning Application Portal (ZAP) maintained by DCP, the Decisions Map maintained by the NYC Board of Standards and Appeals, announced public projects, and media sources.

City of Yes For Housing Opportunity Text Amendment was approved, the allowable density in this subarea would increase. The R3-2 residential district (the Eastern Subarea) will have an allowable floor area ratio (FAR) of 0.75, and the R4 residential district (a portion of the northern subarea) will have an allowable FAR of 1.00. With the text amendment, both districts allow for taller buildings (up to 35 feet) and narrower side yards (minimum of a 10-foot distance).

8.6 With-Action Condition

In the With-Action Condition, the Proposed Actions would be adopted, and Bally's would construct the Proposed Development, including the Proposed Facility, the replacement golf clubhouse, and improvements to Ring Road. Improvements would also be made to the Park, and land would be conveyed from Bally's to the City for use as replacement parkland.

Development Site

With the Proposed Actions, the Development Site would be removed from the Park and a C8-4 commercial district would be mapped across the Development Site and portions of the Golf Course Subarea, which would allow Bally's Proposed Facility and replacement golf clubhouse on the Development Site. The Proposed Facility would contain about approximately 561,320 gsf of gaming and food and beverage space, an approximately 500-key hotel with a spa and meeting space, a 2,000-person event center, approximately 6,100 gsf of retail, and a new police substation. As part of the Proposed Development, a 40,160-gsf replacement golf clubhouse would also be constructed and remain on land within the jurisdiction of NYC Parks. The Proposed Development would be supported by approximately 1,941,910 gsf of parking (4,660 spaces). Overall, the Proposed Facility would contain approximately 3,093,880gsf and rise to a maximum height of 245 feet above the ground floor, or an elevation of 280 feet (NAVD88). The FAR would be approximately 3.53, which would comply with the 5.0 FAR maximum permitted in a C8-4 commercial district .

Table 8-1 provides a breakdown of the proposed square footage by use and the proposed site plan for the Development Site is shown in Figure 8-6.

Table 8-1: Proposed Development Gross and Zoning Square Footage by Use

Proposed Uses at the Development Site	Gross Square Feet (gsf)	Zoning Square Feet (zsf)
Golf Clubhouse	40,160	22,140
Casino	561,320	390,320
Hotel with Spa and Meeting Rooms	509,330	488,430
Event Space	75,220	62,160
Sundry Retail	6,100	6,100
Parking	1,941,910	1,614,320
Total	**3,134,040**	**2,583,470**

Figure 8-6: Proposed Site Plan (For Illustrative Purposes Only)



Source: HKS Architects

Proposed Facility

The Development Site's location near the Hutchinson River Expressway makes it well-suited to attract tourists and residents and provide accessibility to regional destinations. This connection to the Hutchinson River Expressway provides connections to other major highways, the Ferry Point Park Ferry Terminal, and New York City's airports.

In the With-Action Condition, the Proposed Facility would be developed in the south and east portions of the Development Site. To effectuate the Proposed Facility, the existing Golf Course clubhouse, approximately 266,737 sf of parking lot or paved walkways, a portion of the practice area, and other landscaped areas would be removed and relocated.

The approximately 445,000-sf footprint of the Proposed Facility would be L-shaped, generally reflecting the ridgeline near the western boundary of hole 18. The building would consist of a base with two distinct "towers" constructed above. The Proposed Facility was designed to:

- Be more than 1,000 feet away from residential uses;
- Ensure the continued use of the Golf Course;
- Minimize the building footprint within the Park while still allowing necessary space for a world-class gaming facility;
- Replace all golf facilities (i.e., golf clubhouse, practice area, parking, and landscaping) that would be removed for development of the Proposed Facility;
- Respond to the surrounding context with rounded architectural elements that reflect the curvature of the East River shoreline near the Development Site and landscape elements that are typical of the links-style Golf Course;
- Mimic the ridges and wave-like shape of both the shoreline of the East River to the southeast and the ridgeline between the Proposed Facility and hole 18, thereby maximizing views from the Proposed Facility to hole 18, the Whitestone Bridge, the East River, and the Queens skyline;
- Set back more than 250 feet from Ring Road to retain open areas between the Proposed Facility and Ring Road;
- Incorporate new commercial uses – such as a gaming facility, hotel, and sundry retail – that would not be incompatible with the Golf Course;
- Develop a gaming facility that would complement Ferry Point Park and the Nicklaus Design Golf Course;
- Enable floodproofing measures to protect the Proposed Facility from projected changes to flooding conditions;
- Incorporate new publicly accessible pedestrian connections along Ring Road, connecting the east and west portions of the Park;
- Create a new gateway building that signals the arrival into the Bronx from Queens for motorists crossing the Whitestone Bridge; and

- Be shorter than the suspension towers of the Whitestone Bridge – the tallest structure in the Study Area and the area's main vehicular thoroughfare.

Cellar B2, the lowest level, is designed at elevation 15 feet, the existing base flood elevation, and design measures would be incorporated to withstand flooding conditions. Cellar B2 would generally include back-of-house (BOH) uses, storage and mechanical space, a VIP drop-off area, valet parking (approximately 180 spaces), police sub-station, parking for the Golf Course and clubhouse (approximately 155 spaces), bus parking, and the group arrival area.

Cellar level B1 would be developed at elevation 25 and would contain additional garage parking, including approximately 123 spaces for the Golf Course and clubhouse, and approximately 154 self-park spaces in the south garage. A tunnel would be available for golfers to cart between the proposed replacement clubhouse and hole 18.

Level 1, the ground floor, would contain retail, hotel lobby, restaurants, and gaming space. After using the main drop-off and entrance on the west side of the building, users would arrive in the hotel lobby. The lobby has been designed to create a spacious and welcoming experience with a glass ceiling about 35 feet above the lobby floor. The hotel front desk would be located near the main entrance. To the northeast of the lobby on Level 1, the gaming floor would have gaming activities such as slots and table games. The gaming floor would also have a floor-to-ceiling height of about 35 feet.

Views from the lobby would be available eastward to the green on hole 18, the East River, the Whitestone Bridge, and the Queens skyline. Along the southwestern face of the building, the south garage would have approximately 98 parking spaces that would be accessed from level B1.

At an elevation of 40 feet, Level 2 would largely be open to the ground floor; however, an additional approximately 98 self-park spaces would be available in the south garage.

Level 3 would contain the poker room, a restaurant, the sports bar and sports book, a food hall, and the lowest level of the 2,000-person event center. The south garage would have capacity for approximately 250 self-park spaces on this level.

At an elevation of 65 feet, Level 4 would be open to the floors below, except that the south garage would have capacity for approximately 258 self-park spaces on this level.

At level 5, the building's base would divide into the north and south wings. In the north wing, the north garage would contain approximately 409 self-park spaces. Near the northeast corner of the building, the event space on this floor would contain VIP areas, a lounge, and back-of-house spaces. Along the southeast façade of the north wing, hotel rooms would face southeast towards hole 18, the East River, the Whitestone Bridge, and the Queens skyline. In the south wing of level 5, the south garage would contain approximately 258 self-park spaces.

Level 6 would largely contain parking in both the north and south wings, with approximately 258 self-park spaces in the south garage and approximately 409 spaces in the north garage. Like level 5, level 6 would have hotel rooms facing southeast. The event space would be open to level 3 below. In the south wing, Level 7 would contain the hotel's spa, fitness, and meeting rooms. The north wing would contain hotel rooms, approximately 422 self-park spaces, and the balcony level of the event space.

Level 8 would contain additional hotel rooms facing southeast and approximately 422 self-park spaces in the north garage.

Level 9's north wing would contain an additional approximately 396 self-park spaces in the north garage and hotel units facing southeast. Starting on this level, the west tower would begin to rise over the south wing. The west tower would have a footprint of approximately 22,000-sf and the interior hotel units in the tower would face either northeast or southwest.

Levels 10 and 11 would have a similar layout to level 9, however, level 10 would have approximately 398 self-park spaces and level 11 would have approximately 378 spaces. The west tower would have additional hotel rooms.

The east tower would rise above the north wing beginning at floor 12. Like the west tower, the east tower would have a footprint of approximately 22,000-sf. The roof above the north wing's base would contain photovoltaic (solar) panels or green roof elements and stormwater management features.

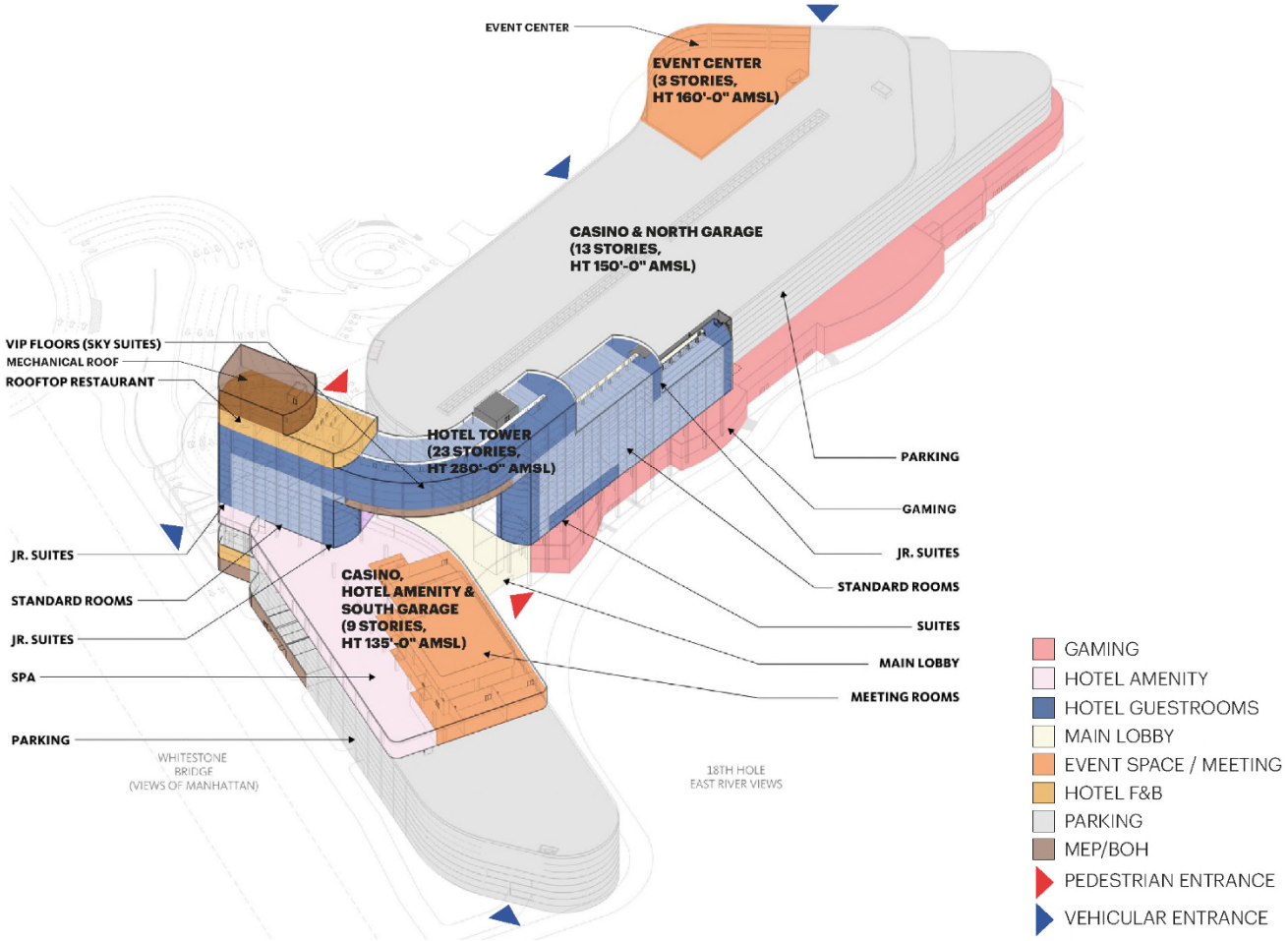
Levels 13 through 15 would include hotel rooms in both the east and west towers. Between levels 16 through 19, the east and west towers would be connected via a curved sky bridge that would have a footprint of about 28,000 sf. Above the west tower, Level 20 would contain a hotel rooftop bar and restaurant that would be open to the public. Sweeping views from the rooftop would be available to the Park, the East River, Whitestone Bridge, and the Queens and Manhattan skylines.

Figure 8-7 shows the proposed illustrative axonometric programming plan. The Proposed Facility includes a gradual stacking of components with a variety of setbacks. These setbacks are accompanied by architectural details that result in soft, rounded edges that are intended to respect the rolling hills and dunes of the links-style Golf Course. The building is designed to keep the back-of-house uses below grade to the extent practicable, leaving a larger proportion of space available above-ground for visitors.

The Proposed Facility would partially be in an area identified by the Federal Emergency Management Agency (FEMA) as a one-in-one-hundred-year flood zone with a base flood elevation of 13 feet. Accordingly, the lowest level has been sited at an elevation of 15 feet, two feet above the base floor elevation. Floodproofing measures would be incorporated into the Proposed Facility, and the Proposed Facility would be designed and constructed to minimize losses from flooding and erosion. The Proposed Development would not preclude the ability to floodproof the building to a higher elevation as flood conditions change with sea level rise over time. Specifically, the waterproofed foundation and flood barriers could be increased vertically.

Overall, the Proposed Facility would rise to a maximum height of 23 stories and 245 feet (elevation 280 feet NAVD88), and an FAR of approximately 3.53. The building components would be gradually stacked, creating a series of tiered setbacks. Surface parking would be removed from the site and the proposed parking would be enclosed.

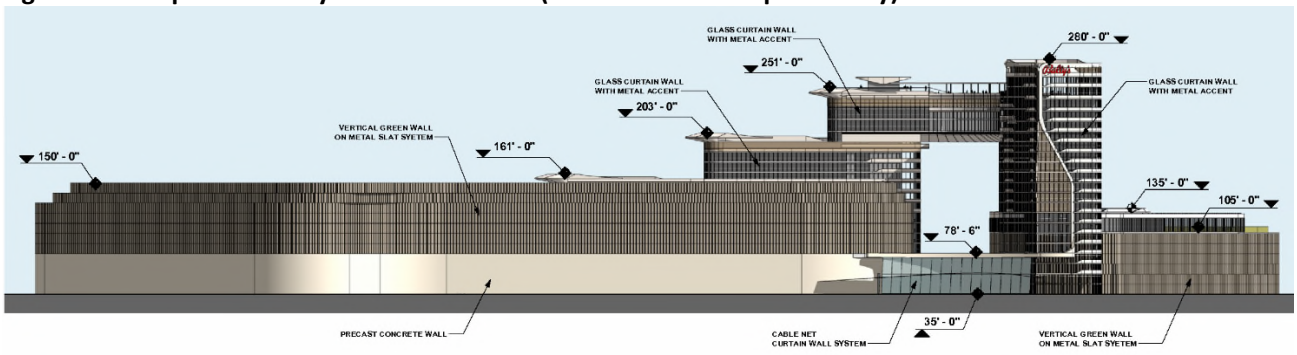
Figure 8-7: Proposed Facility Illustrative Programming Plan (For Illustrative Purposes Only)



Source: HKS Architects

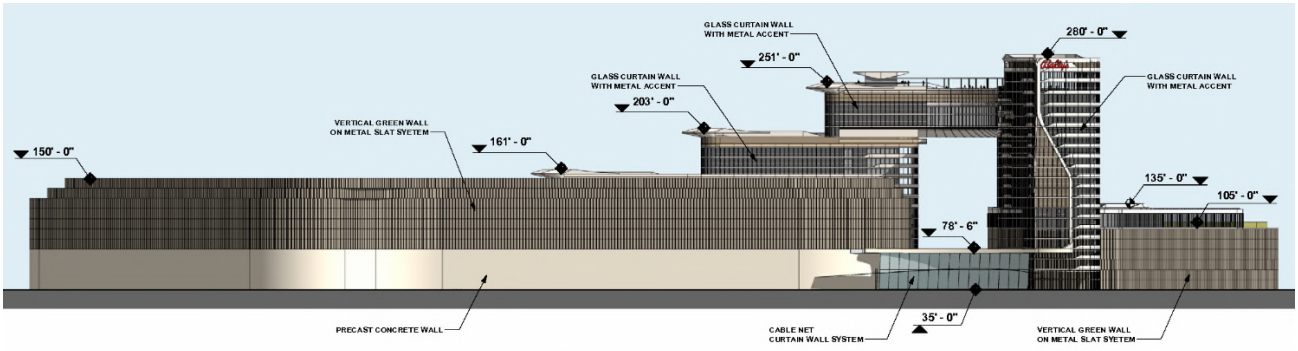
The north wing's base would rise to a maximum height of 115 feet (elevation 150 feet), and portions on the south wing would rise to a maximum height of 95 feet (elevation 130 feet). Except for the sky bridge, the building would generally be narrower at higher levels, and the tower would rise to the maximum height of 245 feet (elevation 280 feet) only above the west tower. Varied materials and architectural elements on the façade would also add visual interest articulation. Figure 8-8 and Figure 8-9 show elevations of the Proposed Facility from the north and south and the gradual stacking of the building achieved through a series of setbacks (larger graphics of these figures are provided in Appendix D).

Figure 8-8: Proposed Facility –South Elevation (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-9: Proposed Facility – Building North Elevation (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-10 shows the Proposed Facility as seen from the pedestrian view when users are on the green of hole 18. The Proposed Facility would introduce a new exterior façade that generally reflects the shape of the western boundary of hole 18 and the ridgeline to its west, while allowing for pedestrians to view the green on hole 18 from the Proposed Facility. The façade would incorporate relief features that reflect the rolling hills of the links-style course. The parking structure would have a facade of aluminum members and plantings to provide natural components to relate to the Golf Course and soften the massing. From hole 18, pedestrians can view the gradual stacking of building elements leading to the rooftop.

Pedestrians views would change between the No-Action and With-Action conditions. From hole 18, pedestrians would no longer see the surface parking and existing golf clubhouse when looking north towards the other Golf Course holes. In the With-Action Condition, pedestrians could view the Proposed Facility. Pedestrian views of visual resources south of the Golf Course would remain unchanged from hole 18.

Figure 8-10: Illustrative Connection between the Golf Course and Proposed Facility (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-11 shows a representative pedestrian view of the Proposed Facility from the Park's walking paths near the East River. Architectural detailing on the roof's edges would reflect the varied heights of dunes and hills of a links-style golf course. The Proposed Facility would include active ground floor uses and new pedestrian connections to the pedestrian pathways near the East River waterfront. The Proposed Facility would also have a high degree of transparency to allow pedestrian views between the Proposed Facility and the surrounding area, allowing for passive surveillance of the area. Pedestrians would continue to enjoy views of visual resources south of the Development Site; however, views of the Golf Course when looking north would be changed. Pedestrians would no longer view portions of the Golf Course north of the Proposed Facility.

Figure 8-11: Illustrative Views of the Proposed Facility from the Park (For Illustrative Purposes Only)



Source: HKS Architects

The Proposed Facility has been designed to relate the building to the East River, the Park, the waterfront, and city views. Pedestrian views of the waterfront are an integral part of the design, which is also intended to create opportunities to connect people to the waterfront. Visual connections would be available from the lobby beyond hole 18 and to the East River and Queens skyline. Green infrastructure elements, including a green roof and landscaping throughout the Development Site, would be incorporated into the building's design (see Figure 8-12).

Landscaping would be incorporated around the building's perimeter to create a visual transition between the building and the Park (see Figure 8-13). Mechanical equipment would be placed below-grade, or on the higher rooftops, and out of sight from users of the Park to the extent practicable. The green roofs and panels on the garage structure enclosure are expected to provide natural cooling, water-treatment, and air-filtration properties that vegetated landscapes provide to an urban environment. Green roofs can also absorb air pollutants, provide acoustic insulation, act as stormwater retention, and can reduce a building's energy use during summer and winter.[7]

Pedestrians views would change between the No-Action and With-Action conditions from various parts of the Golf Course. Holes within the northern portion of the Golf Course would have limited or obstructed views of visual resources south of the Proposed Facility such as the Whitestone Bridge and East River, and potentially views of the Queens and Manhattan skylines. However, these views are not unique and pedestrian views of visual resources south of the Golf Course would continue to be available from hole 18. While some pedestrian views would be obstructed for golfers, additional views would be available when playing an 18-hole game of golf. Thus, all golfers could view the existing visual resources during their golf game. Additionally, the affected users would be limited

[7] *The Benefits and Challenges of Green Roofs on Public and Commercial Buildings*, The United States General Services Administration. (Accessed 19 July 2024).

to customers paying to play golf on the course and would not obstruct views from other locations of the Park open to the general public.

Figure 8-12: Bird's Eye View of the Proposed Facility (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-13: Eastern View of the Proposed Facility (For Illustrative Purposes Only)



Source: HKS Architects

The Development Site is sited away from residences and local businesses to minimize urban design conflicts between the Proposed Facility and the subareas beyond the Park. The Proposed Facility would be over 1,000 feet from residential uses within the Throggs Neck neighborhood to the east, and over 400 feet from the East River providing a separation between the Proposed Facility and these sensitive uses. The Golf Course would continue to act as a buffer between the commercial uses on the Development Site and the residential uses within the Eastern Subarea. The road network would separate the Development Site from commercial uses farther north and recreational uses within the Ferry Point Park west subarea. Additionally, the Proposed Facility would be sited on portions of the existing paved surface parking lot to minimize the disturbance to the Park's natural and recreational features.

The design of the building respects the Whitestone Bridge, the tallest structure in the Study Area. The Proposed Facility's 245-foot height (280-foot elevation) is lower than the bridge's towers. The massing of the towers is intended to "lean" away from the bridge to provide space between these two elements.

The design of the Proposed Facility is also intended to be highly visible from the Whitestone Bridge, assisting motorists with wayfinding. As shown in Figure 8-14, the Proposed Facility is intended to serve as a gateway that would signal the arrival into the Bronx from Queens.

The Proposed Facility would not overwhelm the pedestrian view of the sky from ground level and would fit into the landscape of the Park. Signage along the building's facades that face the Hutchinson River Expressway would be limited. Exterior signage at the lower levels would be restrained and largely limited to wayfinding signage.

Figure 8-14: View of the Proposed Facility from the Hutchinson River Expressway – North (For Illustrative Purposes Only)



Source: HKS Architects

The design of the Proposed Facility is intended to balance the footprint of the building while paying homage to the shoreline, the ridgeline along the western edge of hole 18, and the Whitestone Bridge. The curved forms of the roof line and wave elements above the ground floor, combined with the vertical planted panels are meant to signify that the building is not only a gaming facility but an integrated resort. Figure 8-15 and Figure 8-16 provide additional renderings of the Proposed Facility.

Figure 8-15: View of the Proposed Facility from the Hutchinson River Expressway – South (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-16: Illustrative Signages – Exterior Hotel Tower (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-16 shows that signage along the northern facades of the Proposed Facility would be restrained, reflecting the Development Site's location within a park and along an arterial highway. Signage would meet all applicable City Code requirements.

From Ring Road, the Development Site would be accessed from a three-lane driveway, which would provide onward access to pick up and drop off areas and the proposed parking garages. The vehicular circulation has been designed to allow efficient pick-up and drop-off near the main entrance and allow easy onward connections to parking.

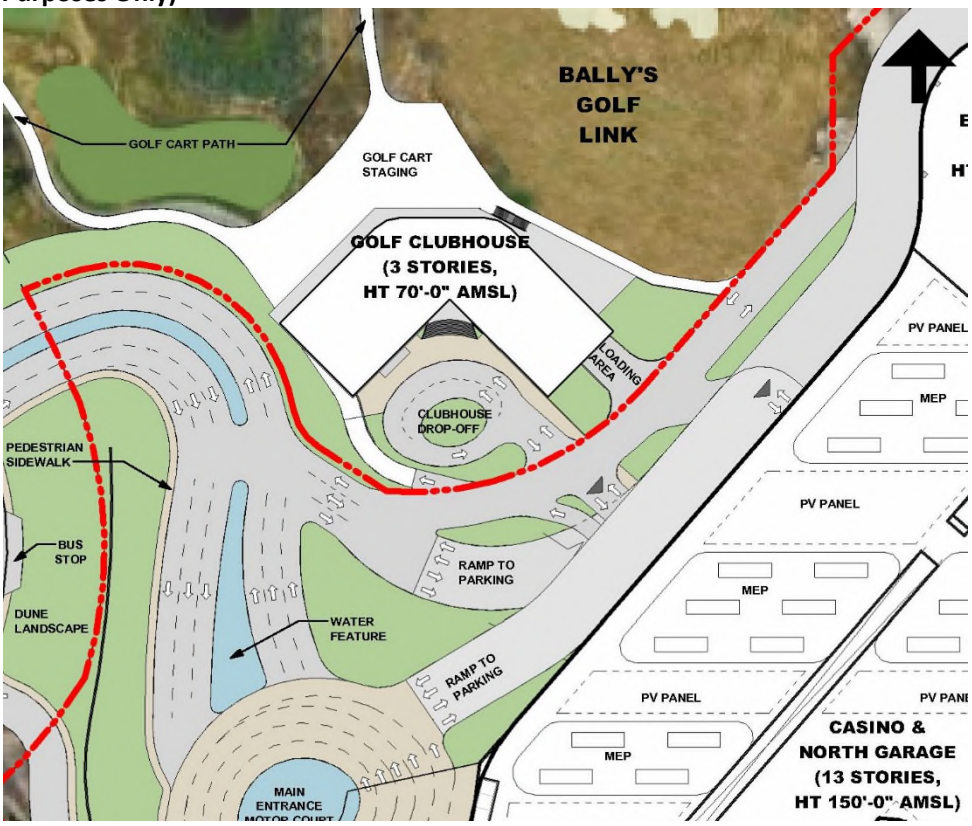
Replacement Golf Clubhouse

In the With-Action Condition, Bally's would construct a replacement golf clubhouse to the north of the Proposed Facility. The proposed 40,160-gsf, three-story, 40-foot-tall (at elevation 75 feet NAVD88) replacement golf clubhouse would be developed on parkland authorized by the New York State Legislature for alienation; however, the replacement golf clubhouse would remain on land owned by NYC Parks and leased to Bally's pursuant a concession. The proposed L-shaped golf clubhouse would be redeveloped to enhance service for its existing client base. The golf clubhouse would include a basement level at elevation 25, which would include lockers, a lounge area, and back-of-house space. Floor 1 would contain an office space, pro-shop, bar, and kitchen space. Floors 2 and 3 would contain an event space with a terrace overlooking the Golf Course and back-of-house

space. A new drop-off lane would be provided for golf clubhouse users. Access lanes would lead to parking within the Proposed Facility (see Figure 8-17).

Pedestrians could view the replacement golf clubhouse when they are on select holes of the Golf Course north of the Proposed Facility. Like the No-Action Condition, pedestrians would continue to view the golf clubhouse when looking south. However, in the With-Action Condition views of visual resources south of the Development Site, such as the Whitestone Bridge, Manhattan and Queens skylines, and the East River, would be partially obstructed by the Proposed Facility. However, as golfers move throughout the course, views of these visual resources would become available.

Figure 8-17: Replacement Golf Clubhouse Illustrative Site Plan (For Illustrative Purposes Only)



Source: HKS Architects

Ring Road

As a part of the Proposed Development an approximately 4.89-acre area of the Park including the approximately 2.41-acre Ring Road, would be alienated and mapped as a City street under the jurisdiction of NYCDOT. In coordination with NYCDOT, Ring Road would be widened to allow design flexibility to accommodate vehicles, bicycles, and pedestrians accessing the Park and the Proposed Facility. Ring Road would be developed as a 60-foot-wide[8] street west of the Hutchinson River Expressway, except for where the roadway would be narrowed to avoid an existing freshwater wetland near the southwest

[8] See Footnote 2.

border of the road. The roadway near the wetland, and under the Hutchinson River Expressway overpass, would be 45 feet wide (see Figure 8-18).

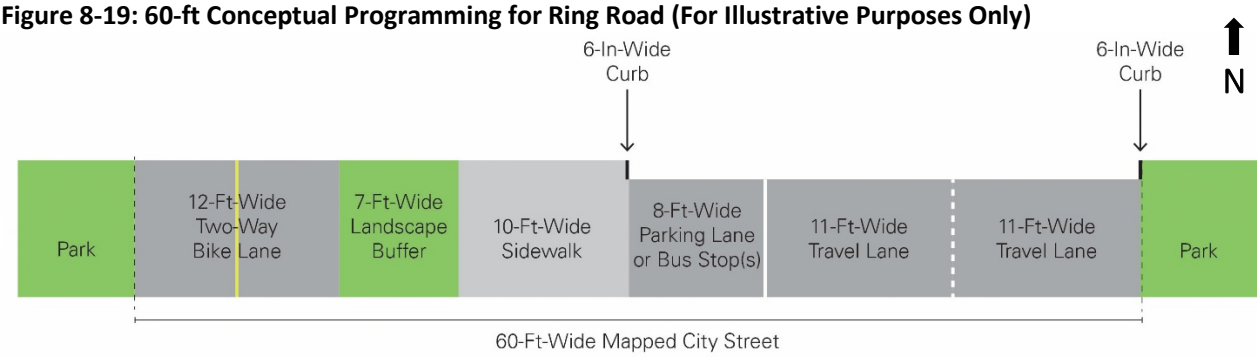
Pedestrian views along Ring Road would be altered with the Proposed Actions. When pedestrians are west of the Hutchinson River Expressway, views of the Proposed Facility would be limited to the portions of the hotel and sky bridge than can be seen above the expressway. When pedestrians are beneath the Hutchinson River Expressway underpass, pedestrians could now view the base of the building. Additionally, when pedestrians are east of the expressway along Ring Road, pedestrians could also view the Proposed Facility and replacement golf clubhouse. Pedestrian views from Ring Road would be altered with the addition of the Proposed Facility; however, views of visual resources would continue to be available in the With-Action Condition. Pedestrians would continue to enjoy views of the Whitestone Bridge, Manhattan and Queens skyline, and the East River similar to the No-Action Condition. Pedestrians views of the Golf Course on Ring Road may change; however, similar views exist throughout the Park and would not significantly change the pedestrian experience.

Figure 8-18: Ring Road Proximity to Existing Wetland



As shown in Figure 8-19, Ring Road would be developed with two 11-foot-wide travel lanes and an additional eight-foot-wide lane for on-street parking. A bus stop would be developed within a portion of the parking lane at a to-be-determined location in coordination with NYCDOT, NYC Parks, and MTA. Six-inch curbs would be provided on either side of the roadway. In the 60-foot-wide portions, Ring Road would contain a ten-foot-wide sidewalk, a seven-foot-wide vegetated buffer and a twelve-foot-wide, two-way protected bike lane.

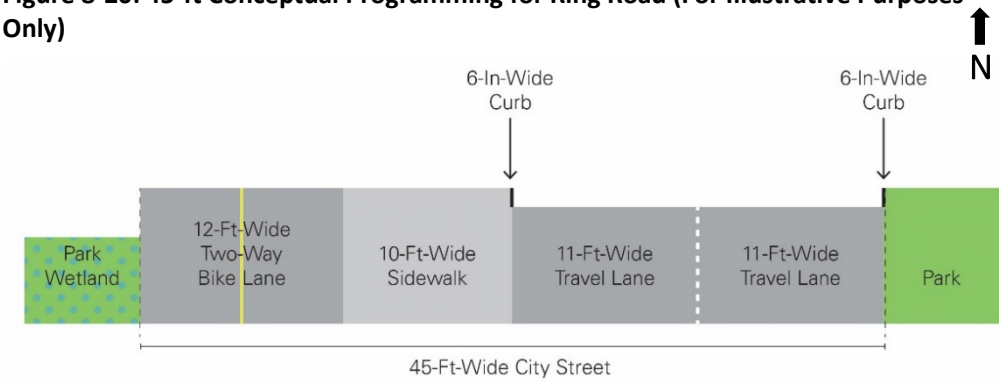
Figure 8-19: 60-ft Conceptual Programming for Ring Road (For Illustrative Purposes Only)



With the Proposed Actions, the approximately 24-foot park roadway would be widened to accommodate two lanes of vehicular traffic and on-street parking, with provision for a potential future bus stop in the parking lane. Additional improvements to Ring Road would provide paved pedestrian pathways and a two-way protected bike lane. Therefore, the Proposed Actions would expand public access to the Park and provide enhanced infrastructure, and therefore added safety, for pedestrians and cyclists. The bike lane would provide a new recreational amenity within the street.

To avoid disturbance of the existing freshwater wetland near the southern tip of Ring Road, the seven-foot-wide landscape buffer and eight-foot-wide parking lane or bus stop area would be eliminated. The width of the two 11-foot-wide travel lanes, 10-foot-wide sidewalk, and 12-foot-wide, two-way bike lane would be consistent throughout the entirety of the roadway redevelopment west of the expressway, as shown in Figure 8-20.

Figure 8-20: 45-ft Conceptual Programming for Ring Road (For Illustrative Purposes Only)

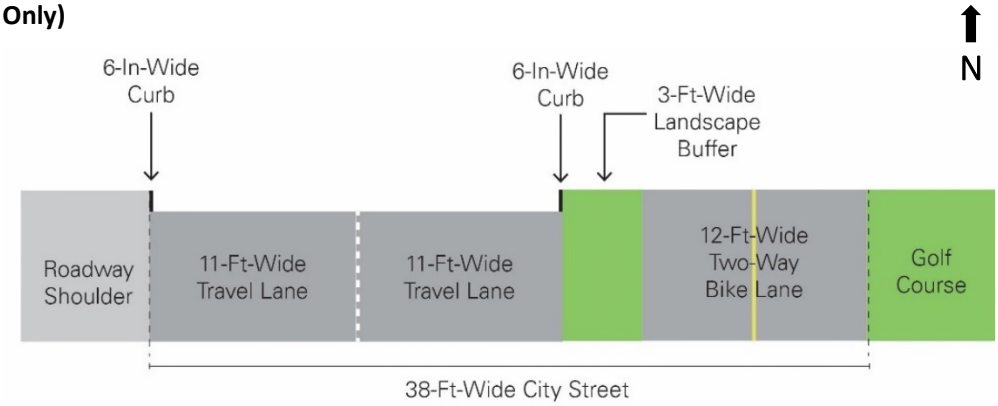


As a part of the improvements to Ring Road, new traffic controls are proposed to enhance pedestrian safety between the Park's parking lot and its recreational areas. Bally's is exploring potential pedestrian safety improvements in coordination with NYCDOT and NYC Parks such as new traffic lights and striping. The proposed improvements to Ring Road would also enhance connectivity along Ring Road under the Whitestone Bridge, allowing new connections between the Development Site and the Ferry Point Park West Subarea. The proposed new connections under the Whitestone Bridge would connect existing facilities that are currently connected by only the existing vehicular roadbed in Ring Road. These improvements would also create a new pedestrian route between the Ferry Point Park Ferry Terminal and the Development Site.

Along the east side of Ring Road, the roadbed would be striped to include two eleven-foot-wide travel lanes with six-inch curbs on either side, which would be remain consistent throughout the entirety of the redeveloped roadway. The existing roadway would be

widened to accommodate a three-foot-wide landscaped buffer and a 12-foot-wide bike lane (see Figure 8-21).

Figure 8-21: 38-ft Conceptual Programming for Ring Road (For Illustrative Purposes Only)



The Park

If required, a permanent reservation in the deed to Bally's or similar agreement would be executed to allow park users to access the park roadway, the "Waterfront Access Roadway" along the western edge of the Development Site, ensuring public access to the waterfront is retained for park users and users of the East River Parking Lot.

Replacement Parkland and Park Improvements

In the With-Action Condition, park improvements and replacement parkland would be provided consistent with the requirements of the State alienation legislation. Bally's would contribute funds to the City of New York to be devoted to NYC Parks for such public improvements and would deed the designated new parkland to NYC Parks.

Study Area

The Proposed Actions would introduce new buildings that would be visible from many locations in the Study Area for pedestrians and drivers. The proposed buildings may obstruct some long-range views of the Study Area's visual resources from select locations; however, the Proposed Actions would not cause a visual resource to become fully obstructed from all the Study Area's public viewing locations. For long-range views that could be obstructed, similar or nearer views of the Study Area's visual resources would continue to be available in the Park.

With the Proposed Actions, the Development Site would be mapped as a C8-4 commercial district to allow a range of commercial uses on the Development Site, including a gaming facility (if a license is granted by the New York State Gaming Commission), and support the Park and the Golf Course. The commercial district would allow the Proposed Facility to rise to a height of up to 245 feet (elevation of 280 feet NAVD88) and an FAR of approximately 3.53. Additionally, the C8-4 commercial district would require a setback of 20 feet after the building rises 85 feet or six stories. Thus, the C8-4 district would allow for a building that is shorter than the towers of the Whitestone Bridge and would be setback from the Hutchinson River Expressway. The Proposed Facility would include a

gradual stacking of building elements to limit the bulk of the building. These design components would allow a separation between the Proposed Facility and the surrounding uses, support the development of a gaming facility and other commercial uses, and develop a gaming facility that would not overwhelm the pedestrian view of the sky from ground level. Except for golfers on select holes of the Golf Course north of the Proposed Facility, pedestrians would continue to enjoy views of visual resources in the With-Action Condition similar to the No-Action Condition.

Golf Course Subarea

Typical of new development, the Proposed Actions have the greatest potential to affect views nearest the Development Site. The Development Site is in the Golf Course Subarea and views would change within this subarea. In the absence of intervening vegetation or topography, the Proposed Facility would be visible in some capacity from most areas of the Golf Course Subarea. The Proposed Facility would change the viewing context of short- and medium-range views for pedestrians from the waterfront area towards the Golf Course. Long-range views of visual resources have the potential to be obstructed by the Proposed Facility. While long-range views may be obstructed or the viewing context may change, the articulation and architectural detailing of the Proposed Facility would provide new visual interest for golfers and other park users. Existing views of the East River, Whitestone Bridge, and Queens skyline would continue be available from the waterfront area and hole 18 of the Golf Course Subarea.

The Proposed Facility would be set back from the expressway and would not overwhelm the pedestrian view of the sky from ground level. Pedestrians views would change between the No-Action and With-Action conditions from various parts of the Golf Course. Holes north of the Golf Course would have limited or obstructed views of visual resources south of the Proposed Facility. However, these views are not unique and pedestrian views south of the Golf Course would continue to be available from other locations of the Golf Course including hole 18. While some pedestrian views would be obstructed for golfers, additional views would be available when playing an 18-hole game of golf. Thus, all golfers could view the existing visual resources during their golf game. Additionally, the affected users would be limited to customers paying to play golf on the course and would not obstruct views from other locations of the Park open to the general public.

Users of the Golf Course follow the course's layout and are generally moving between the teeing area and the green on each hole. For the Golf Course, hole 9 is where golfers would experience the greatest change in views because the Proposed Facility would be in the view for golfers for most of the hole. Figure 8-22 shows that long-range views of the Whitestone Bridge from hole 9 would be obstructed by the Proposed Facility.

The United States Golf Association notes that the pace of play for a par-four hole such as hole 9 should be about 17 minutes. Thus, golfers would experience obstructed views of the Whitestone Bridge for about 20 minutes on hole 9, as shown in Figure 8-22.

When Park users look upland from areas near the waterfront, users would likely have a view of the Proposed Facility, as shown in Figure 8-23. The Proposed Facility has the potential to obstruct some views of the Golf Course from locations within the Golf Course Subarea.

Figure 8-22: View South Towards the Whitestone Bridge
No-Action Condition (Photograph 8-8)



With-Action Condition (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-23: View Northeast Towards the Proposed Facility

No-Action Condition (Photograph 8-11)



With-Action Condition (For Illustrative Purposes Only)



Source: HKS Architects

Use of the Golf Course is limited to golfers and the course is open seasonally. Because golfers move through the Golf Course, obstructed long-range views of the Whitestone Bridge would be temporary and seasonal for Golf Course users; after a golfer finishes a hole and moves to the next hole, the landscape and viewing context would change. As shown in Figure 8-5, hole 9 is the only hole on the Golf Course that has a direct view of the Development Site between the teeing area and the green.

Other views of the Whitestone Bridge would be less obstructed, and hole 18 offers Golf Course users largely uninterrupted sweeping views of the Whitestone Bridge and the East River that would continue to be available. The Proposed Facility would also not alter views of the bridge from locations along the walking paths near the East River and to the south of the Development Site. Thus, the duration of obstructed views of the Whitestone Bridge would be limited for golf users.

Outside of the Golf Course, Park users would continue to be able to enjoy short- and medium-range views of the Whitestone Bridge from publicly available spaces within the Park, including along the walking paths near the East River waterfront. Views of the East River, Queens skyline, and Whitestone Bridge would remain unobstructed from the waterfront area with the Proposed Actions. Thus, the views obstructed by the Proposed Development in this subarea would not rise to the level of a significant adverse impact from this subarea.

Ferry Point Park West Subarea

From the Ferry Point Park West Subarea, views of the Proposed Facility would be limited because the Hutchinson River Expressway, an elevated roadway, bisects the Park into east and west halves. A portion of the hotel tower and sky bridge within the Proposed Facility would be visible above the expressway for Park users; however, views of the visual resources within the Study Area such as the East River and shoreline, Westchester Creek, Whitestone Bridge, the Manhattan and Queens skylines would not be obstructed. The Proposed Facility would be setback from the Ferry Point Park West Subarea, reducing its visibility for this subarea. Views of the Whitestone Bridge towers would continue to be available from the subarea. Views of the Proposed Facility would be limited, as shown in Figure 8-24. Therefore, the Proposed Development would not result in a significant adverse urban design impact to views from this subarea.

Eastern Subarea

From the Eastern subarea, pedestrian views of the Proposed Facility are currently severely limited because of the vegetation and topography. The Proposed Development would be more than 1,000 feet from the residential uses within the eastern subarea. Figure 8-25 and Figure 8-26 provide representations of potential changes to views from the Eastern Subarea. As shown in these figures, only glimpses of the Proposed Facility would be available from certain locations along Emerson Avenue. These views would be further reduced during the growing season when vegetation would further obstruct views.

The Proposed Facility would be constructed on the Development Site and would not have the potential to significantly obstruct public views of the Study Area's visual resources such as the Whitestone Bridge and East River from the Eastern Subarea. Therefore, the effects of the Proposed Development would be limited to long-range views across the Golf Course, and the Proposed Development would not result in a significant adverse urban design and visual resources impact to views from this subarea.

Figure 8-24: View Northeast Towards the Proposed Facility

No-Action Condition (Photograph 8-14)



With-Action Condition (For Illustrative Purposes Only)



Source: HKS Architects

Figure 8-25: View Northeast Towards the Proposed Facility

No-Action Condition (Photograph 8-21)



With-Action Condition (For Illustrative Purposes Only)



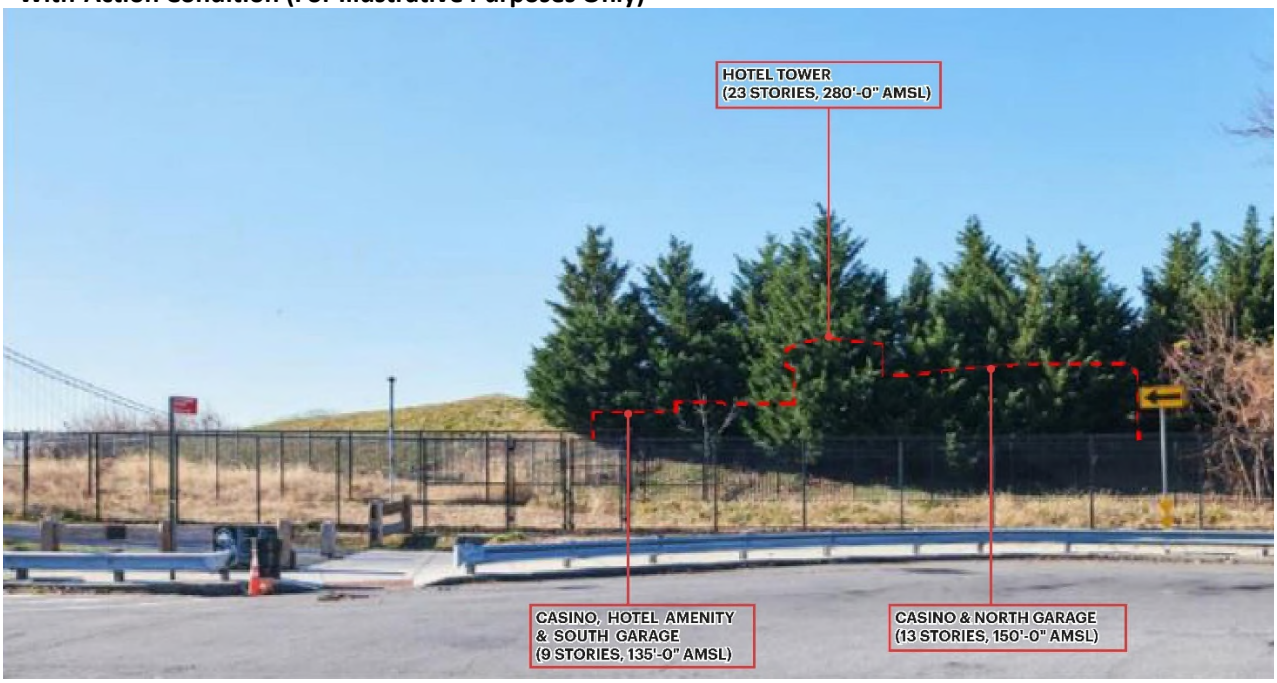
Near the intersection of Emerson and Schurz avenues, the Proposed Development (red arrow) would be partially obstructed from view by the topography and vegetation. Views would be further obstructed when vegetation is more robust during the growing season. Source: HKS Architects

Figure 8-26: View Northeast Towards the Proposed Facility

No-Action Condition (Photograph 8-22)



With-Action Condition (For Illustrative Purposes Only)



From the intersection of Emerson and Harding avenues, views of the Proposed Facility (red outline) would be fully obstructed by conifer trees along the edge of the Golf Course throughout the year.
Source: HKS Architects

Northern Subarea

In the Northern Subarea, industrial and residential uses would continue west of the Hutchinson River Expressway, and the Saint Raymond's New Cemetery in the With-Action Condition. The existing street pattern within the subarea would remain. Views along the subarea's street grid towards the Development Site would continue to be limited, and views of the Proposed Facility would largely be obstructed by existing vegetation, the Hutchinson River Expressway, and intervening buildings. From this subarea, pedestrians do not have direct sightline to the Development Site, which is approximately 1,600 feet from the Northern Subarea. Thus, pedestrian views in the Northern Subarea may change with the Proposed Actions but would be largely obstructed. Thus, the degree of change, if any, would be marginal and would not result in a significant adverse urban design impact to views from this subarea.

Study Area Conclusion

With the Proposed Actions, the Development Site and portions of the Golf Course Subarea would be mapped as a C8-4 commercial district. The proposed commercial district would support the goals of the project by allowing a range of commercial uses on the Development Site and would allow the Proposed Facility to rise to a height of up to 245 feet (elevation of 280 feet NAVD88) with an FAR of approximately 3.53. Thus, the commercial district would allow for a building that is shorter than the towers of the Whitestone Bridge and would be setback from the Hutchinson River Expressway to allow a separation between the Proposed Facility and the surrounding uses and develop a building that would not overwhelm the pedestrian view of the sky from ground level. The Proposed Actions would also not cause a visual resource to become significantly obstructed from all the Study Area's public viewing locations; thus the Proposed Actions would not cause a degree of change of the pedestrian experience that would result in a significant adverse urban design and visual resources impact.

Visual resources that can be seen from the Golf Course Subarea include other portions of the Park, the East River, Whitestone Bridge, and the Queens skyline. The Proposed Development would introduce a new building on the Development Site, and views of these resources would have the potential to be partially obstructed in certain locations. Thus, pedestrian views would change between the No-Action and With-Action conditions from various parts of the Golf Course. Holes north of the Golf Course would have limited or obstructed views of visual resources south of the Proposed Facility. However, these views are not unique and pedestrian views south of the Golf Course would continue to be available from other part of the Golf Course including hole 18. While some pedestrian views would be obstructed for golfers, additional views would be available when playing an 18-hole game of golf. Thus, all golfers could view the existing visual resources during their golf game. From the waterfront areas of the subarea and hole 18, views of the East River, Whitestone Bridge, and Queens skyline and shoreline would not be affected. Additionally, the affected users would be limited to customers paying to play golf on the course and would not obstruct views from other locations of the Park open to the general public.

Within the Ferry Point Park West Subarea, views of the Whitestone Bridge, the East River, Westchester Creek, the Manhattan and Queens skylines, and the Queens shoreline are available from certain locations. While the Proposed Development would be visible from the subarea, views of these visual resources would not be obstructed by the Proposed Development. The Eastern Subarea, located east of the Park and Golf Course, includes

partial views of the Whitestone Bridge from select locations along Emerson Avenue where vegetation is limited. While the Proposed Development would be partially visible from certain locations in the subarea, pedestrian views of Whitestone Bridge would not be obstructed by the Proposed Development. The Northern Subarea, north and northwest of the Development Site, includes one visual resource – Saint Raymond's New Cemetery. Views from this subarea to the Development Site are limited by vegetation, the Hutchinson River Expressway, and intervening buildings. With the Proposed Actions, pedestrian views of visual resources, which are not available in the existing and No-Action Condition, would not be affected.