West Harlem Rezoning EIS
CHAPTER 19: ALTERNATIVES

A. INTRODUCATION

In accordance with the City Environmental Quality Review (CEQR) and State Environmental Quality Review Act (SEQRA), this chapter examines three alternatives to the proposed West Harlem Rezoning project, which includes zoning map and zoning text amendments affecting an approximately 90 block area within the West Harlem neighborhood of Manhattan Community District 9. As described in the *CEQR Technical Manual*, alternatives selected for consideration in an EIS are generally those which are feasible and have the potential to reduce, eliminate, or avoid adverse impacts of a proposed action while meeting some or all of the goals and objectives of this action.

This chapter considers in detail the following three alternatives to the Proposed Action:

- A No-Action Alternative, which is mandated by CEQR and SEQRA, and is intended to provide the lead and involved agencies with an assessment of the expected environmental impacts of a no action on their part (i.e., no zoning changes);
- A No Unmitigated Significant Adverse Impacts Alternative, which considers a development scenario that would not result in any identified significant, unmitigated adverse impacts; and
- A Lower Density Alternative that considers lower density zoning districts that would result in reduced residential development, in which the proposed R8A IH zoning district along West 145th Street would be replaced with an R7A zoning district.

B. PRINCIPAL CONCLUSIONS

No-Action Alternative

The No-Action Alternative examines future conditions within the proposed rezoning area, but assumes the absence of the Proposed Action (i.e., none of the discretionary approvals proposed as part of the Proposed Action would be adopted). Under the No-Action Alternative, existing zoning would remain in the area affected by the Proposed Action. It is anticipated that this area would experience moderate growth in commercial, community facility, and residential uses by 2021. Nineteen of the 24 projected development sites would be redeveloped, or undergo conversion and/or enlargement in this Alternative. There would be a total of approximately 567 residential units, 399,655 sf of office, 319,804 gsf of community facility space, and 45,888 sf of retail space on the 24 projected development sites under the No-Action Alternative. New construction or conversion can also occur on 15 of the 16 potential development sites under this Alternative.

The technical chapters of the EIS have described the No-Action Alternative as “the Future Without the Proposed Action.” The significant adverse impacts anticipated for the Proposed Action would not occur with the No-Action Alternative. However, the No-Action Alternative would not meet the goals of the Proposed Action. The benefits expected from the Proposed Action on land use, urban design, and neighborhood character would not be realized under this alternative. In addition, the No-Action Alternative would fall short of the objectives of the Proposed Action in promoting building forms that are compatible with existing neighborhood character, fostering new opportunities for developing affordable

housing, supporting and enhancing mixed-use development opportunities in the M1-1 district at the southern edge of the rezoning area, and enhancing ground-floor uses.

No Unmitigated Significant Adverse Impacts Alternative

The No Unmitigated Significant Adverse Impact Alternative examines a scenario in which the density and other components of the Proposed Action are changed specifically to avoid the unmitigated significant adverse impacts associated with the Proposed Action.

The Proposed Action would result in unmitigated significant adverse impacts related to historic resources and shadows. In order to avoid the potential unmitigable impact on historic resources, LPC would need to make a determination regarding the status of the former Bernheimer & Schwartz Pilsener Brewing Company complex. If the resource was deemed to be a landmark, then protection for redevelopment of the sites comprising this resource would be afforded. If the resource was not found to meet the criteria to be designated as a New York City Landmark, then its demolition would not be a significant adverse impact.

For shadows, given the location of projected development site 40 relative to St. Mary's Protestant Episcopal Church and the limited number of intervening buildings, and the fact the these shadows would be cast on December 21 (when shadows are at their longest) any increase in height of the structures on site 40 would result in incremental shadows being cast on the sunlight-sensitive features on the western façade of this church. Thus, to entirely avoid the potential unmitigated shadows impact, this alternative would require that sites 14, and 40 be excluded from the proposed rezoning area. However, these two sites cannot be excluded on their own, as carving them out of the proposed zoning map would result in a highly irregular and impractical zoning map, leaving a pocket of M1-1 zoning within the larger mixed-use contextual district. This would mean that, under this alternative, the area currently mapped M1-1 (which encompasses sites 14 and 40) would be eliminated in its entirety from the proposed rezoning area.

However, the mapping of the MX district is a critical component of the revitalization effort planned for the area currently zoned M1-1, and constitutes a key planning goal of the Proposed Action. Thus, while this alternative would avoid the Proposed Action's identified unmitigated significant adverse impacts in the areas of historic architectural resources and shadows, and would also eliminate all of the mitigable traffic impacts identified for the Proposed Action, it would modify the proposed rezoning to a point where it would not realize the Proposed Action's principal goals and objectives with respect to the M1-1 district.

Lower Density Alternative

The Lower Density Alternative would also map contextual zoning districts throughout much of the 90-block rezoning area in West Harlem and result in the same mix of uses as the Proposed Action, but would result in a lesser amount of development along West 145th Street. The only difference from the Proposed Action is that the Lower Density Alternative would map an R7A zoning district with C2-4 commercial overlays on portions of three blocks along the West 145th Street corridor, extending from a point 100 feet east of Broadway to Amsterdam Avenue, replacing the proposed R8A IH/C2-4 zoning district in the Proposed Action. The R7A zoning district would reduce the maximum permitted residential and community facility density along West 145th Street between Broadway and Amsterdam Avenue, as compared to the Proposed Action.

Under the Lower Density Alternative, the R7A zoning district would allow the same residential FAR of 4.0 (and total FAR of 4.6 with the inclusionary housing bonus) that is allowed per the No-Action scenario on two projected and two potential development sites. Therefore, under this Alternative, development would not occur on two of the 24 projected development sites and two of the 16 potential

development sites considered under the Proposed Action. Thus, the RWCDS for this Alternative would comprise a total of 36 development sites, compared to 40 total sites under the Proposed Action. As under the Proposed Action, a range of new development could occur within two of the 22 projected development sites (site 6 and 40) and two reasonable worst-case development scenarios (RWCDS) have been identified for each of these two sites, resulting in a total of four different reasonable worst-case development scenarios (RWCDS 1 through 4) for this alternative.

The Lower Density Alternative would result in the same mix of uses as the Proposed Action, and the same amount of commercial development in all four RWCDS. This alternative would also result in the same amount of community facility development as the Proposed Action in RWCDSs 3 and 4, although the amount of community facility space provided in RWCDSs 1 and 2 would be slightly less (by about 6.7% and 7.5%, respectively) compared to the Proposed Action. The total amount of residential development as well as the number of affordable housing units would be reduced in all four RWCDSs under the Lower Density Alternative. The Lower Density Alternative would result in a slight increase in the number of accessory parking spaces in RWCDSs 3 and 4.

Like the Proposed Action, the Lower Density Alternative would not result in significant adverse impacts with respect to: land use, zoning, and public policy; socioeconomic conditions; community facilities and services; open space; urban design and visual resources; hazardous materials; water and sewer infrastructure; air quality; greenhouse gas emissions; noise; public health; and neighborhood character. In areas where the Proposed Action is anticipated to result in significant adverse impacts, the Lower Density Alternative would reduce but not entirely eliminate those impacts. Like the Proposed Action, the Lower Density Alternative would result in significant adverse impacts related to: shadows, historic resources, traffic, and construction.

The Lower Density Alternative would meet the goals and objectives of the Proposed Action to a lesser extent than the Proposed Action in that it would add fewer housing units, including fewer affordable housing units. The Lower Density Alternative would provide approximately 41 fewer dwelling units in RWCDSs 1 and 2, and 93 fewer dwelling units in RWCDSs 3 and 4, as compared to the Proposed Action. Under the assumptions of the Lower Density Alternative, all RWCDSs would introduce 41 affordable housing units as compared to the Proposed Action, which would result in a maximum increase of 82 affording housing units in RWCDSs 3 and 4, and 61 affordable housing units in RWCDSs 1 and 2.

C. NO-ACTION ALTERNATIVE

The No-Action Alternative assumes that the proposed zoning map and text changes of the West Harlem rezoning proposal are not implemented. This includes no amendments to the zoning map; and no new zoning text amendments to establish Inclusionary Housing designated areas along West 145th Street, or to establish a Special Mixed Use District (MX 15) in West Harlem, or to mandate the current provisions of the Quality Housing Program for R8 zoning districts in the West Harlem rezoning area. Conditions under this alternative are similar to the "Future Without the Proposed Action" described in Chapters 2 through 17, which are compared below to conditions under the Proposed Action.

Land Use, Zoning, and Public Policy

Under the No-Action Alternative, it is anticipated that the proposed rezoning area would experience modest growth in residential, other commercial uses, and community facility uses, as well as a decline of retail space. In comparison to the future with the Proposed Action, under the No-Action Alternative there would be fewer residential units, no affordable housing units, and less commercial space and community facility space.

Like the Proposed Action, the No-Action Alternative would not result in any significant adverse impacts to land use, zoning, or public policy. Development within the proposed rezoning area would be consistent with existing uses in the area, and is not expected to significantly affect the mix of existing land uses in the area. However, under this alternative, new housing and inclusionary housing developed under the Proposed Action would not occur, and there would not be new zoning that targets growth towards appropriate areas consistent with the existing built context while protecting moderate density and contextual areas. The No-Action Alternative would also not expand development opportunities for several blocks currently zoned only for light manufacturing, which has experienced little private investment, and therefore that area would continue to stagnate.

Under this alternative, no changes to zoning are anticipated. Development could occur throughout the proposed rezoning area under the current mix of R7-2 and R8 zoning districts that cover much of the proposed rezoning area. New development within the existing M1-1 zoning district would continue to be limited. Development would also occur at the densities and scale that are currently allowed under these zoning districts. Thus, the benefits of the Proposed Action with respect to preservation of existing contextual neighborhoods would be foregone as would the proposed inclusionary housing zoning, which would target development along a major transportation corridor – West 145th Street. For example, development on RWCDS site 6 could be 243 tall under this alternative, compared to a height limit of 120 with the Proposed Action. The protection of existing legal non-conforming commercial uses would not be provided as no commercial overlays would be mapped along portions of West 145th Street between Riverside Drive and Broadway and between Amsterdam and St. Nicholas avenues, and along Hamilton Place north of West 141st Street.

The benefits expected to result from the Proposed Action—including directing higher densities to areas that can accommodate future growth, such as those close to subway lines and in the area currently mapped within an M1-1 zoning district, while mapping lower densities on predominantly residential brownstone blocks—would not be realized under this alternative.

Socioeconomic Conditions

Absent the Proposed Action, it is anticipated that development would occur on most of the projected development sites, resulting in a total of 567 dwelling units (an increase of 352 units from existing conditions), 45,888 gsf of retail, 399,655 gsf of other commercial, and 319,804 gsf of community facility space. Like the Proposed Action, the No-Action Alternative would not result in any significant adverse impacts to socioeconomic conditions. The following summarizes the potential socioeconomic effects of the No-Action Alternative as compared to those of the Proposed Action for the five issues of socioeconomic concern under CEQR.

Direct Residential Development

Neither the Proposed Action nor the No-Action Alternative would result in significant adverse impacts due to direct residential displacement. However, unlike the Proposed Action, the No-Action Alternative could result in the direct displacement of 20 residential units housing and an estimated 51 residents on three of the 24 projected development sites.

Direct Business Displacement

Neither the Proposed Action nor the No-Action Alternative would result in significant adverse impacts due to direct business displacement. Both the Proposed Action and the No-Action Alternative would result in some direct business and institutional displacement. The No-Action Alternative could result in the direct displacement of approximately 28 business firms affecting an estimated 219 workers in the

retail, office, and other commercial sectors on six of the 24 projected development sites. Similar to the businesses directly displaced as a result of the Proposed Action, the businesses displaced due to this alternative conduct a variety of business activities and do not provide products or services essential to the local economy that would otherwise be unavailable, and no public plans or policies call for the protection of these businesses.

Indirect Residential Displacement

Neither the No-Action alternative nor the Proposed Action would be expected to have a significant adverse indirect residential displacement impact. Under the No-Action Alternative, approximately 567 new housing units would be constructed on the projected development sites, housing a new population that would be well below the *CEQR Technical Manual* threshold of 5 percent of the existing study area population, indicating that the development would not be large enough to substantially alter the study area's socioeconomic character and demographic composition or real estate market conditions. Unlike the Proposed Action, this alternative would not introduce any affordable housing to the proposed rezoning area, and therefore, would not further the City's goals of increasing affordable housing opportunities.

Indirect Business Displacement

Neither the Proposed Action nor the No-Action Alternative would be expected to have a significant adverse indirect business displacement impact. Similar to the Proposed Action, the No-Action Alternative would not introduce new economic activities that would substantially alter existing economic patterns in the study area, nor would it alter the land use character of the proposed rezoning area. The study area already has prominent and well-established residential, institutional, and commercial uses, and neither the Proposed Action nor the No-Action Alternative would substantially alter commercial real estate trends in the area. Like the Proposed Action, this alternative would not introduce a concentration of new commercial development. The No-Action Alternative would introduce approximately 45,888 gsf of retail, 399,655 gsf of other commercial uses, and approximately 319,804 gsf of community facility space. The Proposed Action would result in a maximum net increase of 4,462 permanent jobs to the area relative to the No-Action Alternative (which would support 2,825 jobs). Similar to the Proposed Action, the businesses that would be directly displaced as a result of this alternative conduct a variety of business activities and do not have strong linkages to the local economy and thus are not critical to the continued viability of other nearby businesses, because the land use changes would follow existing trends rather than initiate or accelerate such trends.

Adverse Effects on Specific Industries

Neither the Proposed Action nor the No-Action Alternative would have a significant adverse impact on any of the city's economic sectors. A significant adverse impact on a specific industry would generally occur only in the case of a regulatory change affecting the city as a whole or in the case of a local action that affects an area in which a substantial portion of that sector is concentrated, relative to the city as a whole. Neither the Proposed Action nor the No-Action Alternative would affect citywide policy or regulatory mechanisms, and the businesses displaced by the Proposed Action and this alternative conduct a variety of business activities and are not critical to the viability of any City industries.

Community Facilities

Unlike the Proposed Action, which would not directly displace any community facilities, the No-Action Alternative could result in the physical displacement of a publicly funded daycare center, Area 145 Day Care Center, located on projected development site 9. Under the No-Action Alternative, projected development site 9 would undergo redevelopment to accommodate a predominantly residential building

with local retail. This could result in the loss of 100 day care slots, and potentially directly affect publicly funded day care services in the proposed rezoning area.

Neither the No-Action Alternative nor the Proposed Action would have significant adverse indirect impacts on public schools, child care facilities, police protection, fire protection, health care, or library services. The projected development of the Proposed Action, as well as the No-Action Alternative, only exceeds the *CEQR Technical Manual* threshold for public elementary and intermediate schools.

With the No-Action Alternative, approximately 352 new residential dwelling units would be added to the project area (increment compared to existing conditions), as compared to the Proposed Action which would introduce a maximum net increase of 569 residential dwelling units. The No-Action Alternative would generate approximately 56 new elementary and intermediate school children in the proposed rezoning area, which falls within the boundaries of two New York City Community School Districts (CSD) including sub-district 1 of CSD 5 and sub-district 2 of CSD 6. Even with this increased enrollment, the public elementary and intermediate schools in sub-district 1 of CSD 5 and sub-district 2 of CSD 6 would continue to operate with available capacity. Therefore, conditions under the No-Action Alternative would not be significantly different from those under the Proposed Action with respect to public elementary and intermediate schools. Neither the No-Action Alternative nor the Proposed Action would result in any significant adverse impacts on public schools.

Open Space

Similar to the Proposed Action, the No-Action Alternative would not have any direct impacts on any open space resources. No open spaces would be displaced and no significant adverse shadows that would significantly affect the usefulness or utilization of any study area open spaces would be cast on publicly accessible open spaces as a result of either the No-Action Alternative or the Proposed Action. Neither this alternative nor the Proposed Action would create any new publicly accessible open spaces, although the Proposed Action would require that new residential development provide on-site recreation space for building residents in accordance with the provisions of the Quality Housing program.

In terms of open space ratios, as shown in Table 19-1, the open space ratios for the nonresidential (¼-mile) study area for the No-Action Alternative- like the Proposed Action- would exceed recommended DCP open space guidelines. Therefore, daytime users of passive open space will be well-served by the resources available, and there would be no significant adverse open space impacts in the nonresidential study area as a result of either this alternative or the Proposed Action.

With regard to the open space ratios for the residential (½-mile) study area, the No-Action Alternative would have slightly higher ratios with respect to overall open space, as well as active open space, although both the No-Action Alternative and the Proposed Action's total and active open space ratios would be below DCP's open space guidelines. The passive open space ratios for both the No-Action Alternative and the Proposed Action would be above DCP's open space guidelines. As shown in Table 19-1, the open space ratios in the ½-mile residential study area under the No-Action Alternative would be 1.209 total acres per 1,000 residents, 0.720 passive acres per 1,000 residents, and 0.489 active acres per 1,000 residents (compared to ratios of 1.192, 0.710, and 0.482, respectively for the Proposed Action). The passive open space ratio for the combined residential and nonresidential populations would be 0.443 acres per 1,000 total users, compared to 0.434 under the Proposed Action.

The open space ratios for both the nonresidential and residential study areas under the No-Action Alternative would therefore generally be slightly higher than those with the Proposed Action. However, as with the Proposed Action, the total and active open space ratios for the residential study area would be below DCP's guidelines for open space adequacy and citywide planning goals.

Table 19-1
Comparison of 2021 No-Action Alternative and Proposed Action Open Space Ratios

Ratio	DCP Open Space Guideline	Open Space Ratios	
		No-Action Alternative	Future With the Proposed Action
Commercial (1/4-Mile) Study Area[1]			
Passive/Workers	0.15	1.460	1.366
Passive/Total Population	Weighted 0.384/0.381* No-Action/Proposed Action	0.483	0.466
Residential (1/2-Mile) Study Area[2]			
Total/Residents	2.5	1.209	1.192
Passive/Residents	0.5	0.720	0.710
Passive/Total Population	Weighted 0.365/0.364* No -Action/Proposed Action	0.443	0.434
Active/Residents	2.0	0.489	0.482

Notes: Ratios in acres per 1,000 residents
* Weighted average combining 0.15 acres per 1,000 non-residents and 0.50 acres per 1,000 residents. Because this guideline depends on the proportion of non-residents and residents in the study area's population, it is different for the No-Action and future with Action conditions. Each of these ratios is listed in this table.
[1] The analysis for the residential (1/4-Mile) study area is based on RWCDS 1, which maximizes the amount of commercial and community facility space and therefore maximizes the Action-generated worker population.
[2] The analysis for the nonresidential (1/2-Mile) study area is based on RWCDS 4, which introduces the maximum amount of residential uses (1,136 dwelling units) and therefore maximizes the Action-generated residential population that could be introduced by the Proposed Action.

Shadows

The shadows that would fall on existing publicly accessible open spaces and sunlight sensitive historic resources under the Proposed Action would not occur with this alternative, and the No-Action Alternative would not result in the significant adverse shadows impact on St. Mary's Protestant Episcopal Church that would occur with the Proposed Action. It should be noted however that under the No-Action Alternative, there would be no building height limits in the proposed rezoning area, except in the R7-2 districts and where sliver rules apply.

Historic and Cultural Resources

The No-Action Alternative assumes that development would occur throughout the proposed rezoning area on 19 of the 24 projected development sites in accordance with existing zoning. Development could also occur on 15 of the 16 potential development sites as-of-right pursuant to existing zoning under the No-Action Alternative. The LPC reviewed the identified projected and potential development sites that could experience new/additional in-ground disturbance and concluded that none of the lots comprising those sites have any archaeological significance. Therefore, like the Proposed Action, the No-Action Alternative would not result in any significant adverse impacts to archaeological resources.

It is possible that some or all of the buildings identified as eligible for LPC or S/NR designation could become listed under the No-Action Alternative. Privately owned properties that are NYC landmarks or S/NR-listed, or are pending designation as landmarks, are protected under the New York City Landmarks Law, which requires LPC review and approval before any alteration or demolition can occur. In addition, the City has procedures for avoiding damage to historic structures form adjacent construction.

Under the No-Action Alternative, the M1-1 district would not be rezoned, and it is expected that under the current zoning projected development sites 14 and 40 would not be redeveloped (although some alterations to the structures on site 40 could be expected to continue under the No-Action Alternative). As a result, the significant adverse direct impact to the former Bernheimer & Schwartz Pilsener Brewing

Company complex (eligible for LPC-designation and S/NR-listing) that could occur under the Proposed Action would not occur under this alternative. Therefore, unlike the Proposed Action, the No-Action Alternative would not result in significant adverse impacts to historic architectural resources.

Urban Design and Visual Resources

Under both the Proposed Action and this No-Action Alternative, there would not be any changes to topography, natural features, street hierarchy, block shapes, or building arrangements, and neither this alternative nor the Proposed Action would affect the overall street grid or have a significant adverse impact on urban design features of the area.

Unlike the Proposed Action, current zoning does not ensure that street walls in the area are maintained or that overall building heights are consistent with existing development. While the overall urban design of the area, in terms of the type and bulk of buildings, would most likely be maintained to a great extent under this alternative, urban design characteristics of the area could change with anticipated as-of-right developments, which would not be subject to height limits, except for the areas located within the R7-2 districts, where the Quality Housing Program height limits apply, and for sites with frontages of less than 45 feet in width, which are subject to the sliver regulations pursuant to ZR Section 23-692, which restrict the maximum building height to the width of the street on which the building fronts, unless the building is built using the Quality Housing option. In contrast to the Proposed Action, under the No-Action Alternative, development that could occur under the current zoning has the potential for contextual impacts in these local neighborhoods. Development under this alternative would not be subject to contextual bulk regulations.

Hazardous Materials

The No-Action Alternative, like the Proposed Action, would involve building construction, additions and conversions. However, construction of new buildings for as-of-right uses under the current zoning may occur without regulatory oversight such that environmental conditions on these sites are not addressed, and residual contamination could be encountered by construction workers or the general public without their knowledge. It is assumed that all construction and required removal or handling of hazardous materials would be conducted in accordance with applicable state and federal requirements, thereby minimizing the potential for exposure.

A greater amount of ground disturbance in areas where soil is contaminated from hazardous materials would occur under the Proposed Action compared with the No-Action Alternative, since some projected development sites would be redeveloped in the Proposed Action but not in the No-Action Alternative. However, development under the Proposed Action would include subsurface investigations, tank removals, remediation, asbestos abatement, and construction in accordance with applicable state and federal requirements and under site-specific Sampling and Remediation Work Plans and Health and Safety Plans. Mechanisms to ensure that these actions occur with the Proposed Action include the placement of an (E) designation on all of the 40 projected and potential development sites identified in the RWCDS. Under the No-Action Alternative, there would not be the testing and remediation requirements due to the proposed (E) designations that would be incorporated as part of the Proposed Action.

Water and Sewer Infrastructure

Under this alternative, demands on water and sewer infrastructure would be somewhat less than under the Proposed Action. However, neither this alternative nor the Proposed Action would cause significant adverse impacts to water and sewer infrastructure.

Transportation

In the No-Action Alternative, traffic and parking demand levels in the study area would increase as a result of general background growth and future developments in the area. As shown in Table 19-2, in the AM peak hour under the No-Action Alternative, no analyzed intersections would operate at LOS E or LOS F and three would operate at a marginally acceptable LOS D in the No-Action condition. This compares to four intersections operating at LOS D and none at LOS E or LOS F with the Proposed Action with mitigation. In the weekday midday peak hour, no analyzed intersections would operate at LOS D, E or F in the No-Action condition, same as with the Proposed Action with mitigation. In the weekday PM peak hour, one analyzed intersection would operate at LOS E, none at LOS F and three at a marginally acceptable LOS D in the No-Action condition. This compares to two at LOS E, none at LOS F and two at a marginally acceptable LOS D with the Proposed Action with mitigation. Lastly, in the Saturday midday peak hour, no analyzed intersections would operate at LOS E or F and one at a marginally acceptable LOS D in the No-Action condition, compared to no intersections operating at LOS D, E or F with the Proposed Action with mitigation.

TABLE 19-2
Intersection Level of Service Summary Comparison
No-Action Alternative vs. Proposed Action

	No-Action				Proposed Action With Mitigation			
	AM	Midday	PM	Saturday Midday	AM	Midday	PM	Saturday Midday
Overall LOS A/B/C	8	11	7	10	7	11	7	11
Overall LOS D	3	0	3	1	4	0	2	0
Overall LOS E	0	0	1	0	0	0	2	0
Overall LOS F	0	0	0	0	0	0	0	0

Unlike the No-Action Alternative, the Proposed Action would result in significant adverse traffic impacts at four intersections in the weekday AM and PM peak hours, and two in the weekday midday and the Saturday midday peak hours. The implementation of the proposed mitigation plan would entirely eliminate all of the identified traffic impacts. No significant adverse impacts to on-or off-street parking conditions would result from either the Proposed Action or the No-Action Alternative.

Under the No-Action Alternative, transit and pedestrian facilities in the proposed rezoning area would experience an increase in demand as a result of background growth and future developments anticipated throughout the proposed rezoning area. However, levels of service (LOS) at stairways and fare arrays at subway stations, sidewalks, corner areas, and crosswalks would remain largely the same compared with existing conditions. Like the Proposed Action, there would be no subway, bus, or pedestrian impacts under this alternative.

Air Quality

Neither the Proposed Action nor the No-Action Alternative would result in significant adverse mobile source air quality impacts from CO mobile sources. With less development than the Proposed Action, the No-Action Alternative would result in fewer mobile source emissions than that of the Proposed Action. Unlike the Proposed Action, the No-Action Alternative would not result in new residential buildings with heating, ventilation, and air conditioning (HVAC) system emissions that could potentially cause significant adverse air quality impacts on other new residential buildings. (E) designations specifying requirements regarding fuel source and emissions stack location would be incorporated as part of the Proposed Action, and would prevent the occurrence of stationary source impacts. Neither the Proposed

Action nor the No-Action Alternative would result in significant adverse stationary source air quality impacts.

Greenhouse Gas Emissions

With less development than the Proposed Action, the No-Action Alternative would have less energy use, and would therefore result in fewer carbon dioxide equivalent (CO_2e) emissions per year. Neither the Proposed Action nor the No-Action Alternative would result in any GHG emission or climate change impacts as a result of the Proposed Action.

Noise

Noise levels under the No-Action Alternative would not be expected to be significantly higher than existing levels, and no significant adverse noise impacts would occur at the noise receptor locations in the study area. There would, however, not be the noise attenuation requirements due to the proposed (E) designations that would be incorporated as part of the Proposed Action. Therefore, new development under this alternative could result in noise impacts due to high ambient noise levels, which would not occur under the Proposed Action.

Public Health

The No-Action Alternative, like the Proposed Action, would not result in any significant adverse public health impacts associated with construction or operation of the new development within the proposed rezoning area.

Neighborhood Character

According to the *CEQR Technical Manual*, a proposed action could have a significant adverse neighborhood character impact if it would have the potential to affect the defining features of the neighborhood, either through the potential for a significant adverse impact in any relevant technical area or through a combination of moderate effects in those technical areas. The Proposed Action would not cause significant adverse impacts regarding land use, zoning, and public policy; socioeconomic conditions; open space; urban design and visual resources; or noise. The significant adverse impacts to historic resources, shadows, and traffic would not affect any defining feature of neighborhood character, nor would a combination of moderately adverse effects affect such a defining feature. New development that could occur under the No-Action Alternative would not be subject to height limits, except in the R7-2 districts and where sliver rules apply, and therefore could result in new buildings that are out of scale with their immediate surroundings. While these developments could result in changes to the character of the areas immediately surrounding the projected development sites, under the No-Action Alternative, the overall neighborhood character of the proposed rezoning area would remain substantially the same as it is today. Neither the Proposed Action nor the No-Action Alternative would have a significant adverse neighborhood character impact.

Construction

Since the amount of new construction under this alternative would be less as compared with the Proposed Action, the No-Action Alternative would not generate as much temporary construction disruption. The No-Action Alternative would also result in slightly less duration of construction-related noise and traffic than the Proposed Action. Unlike the Proposed Action, the No-Action Alternative would not result in any construction-related traffic impacts warranting mitigation.

Conclusions

In the No-Action Alternative, every significant adverse impact caused by the Proposed Action, including impacts to Shadows, Historic and Cultural Resources (architectural resources only), Transportation and Construction Impacts would be avoided.

D. NO UNMITIGATED SIGNIFICANT ADVERSE IMPACTS ALTERNATIVE

According to the *CEQR Technical Manual*, when a project would result in significant adverse impacts that cannot be mitigated, it is often CEQR practice to include an assessment of an alternative to the project that would result in no unmitigated impacts. This alternative demonstrates those measures that would have to be taken to eliminate all of the Proposed Action's unmitigated impacts.

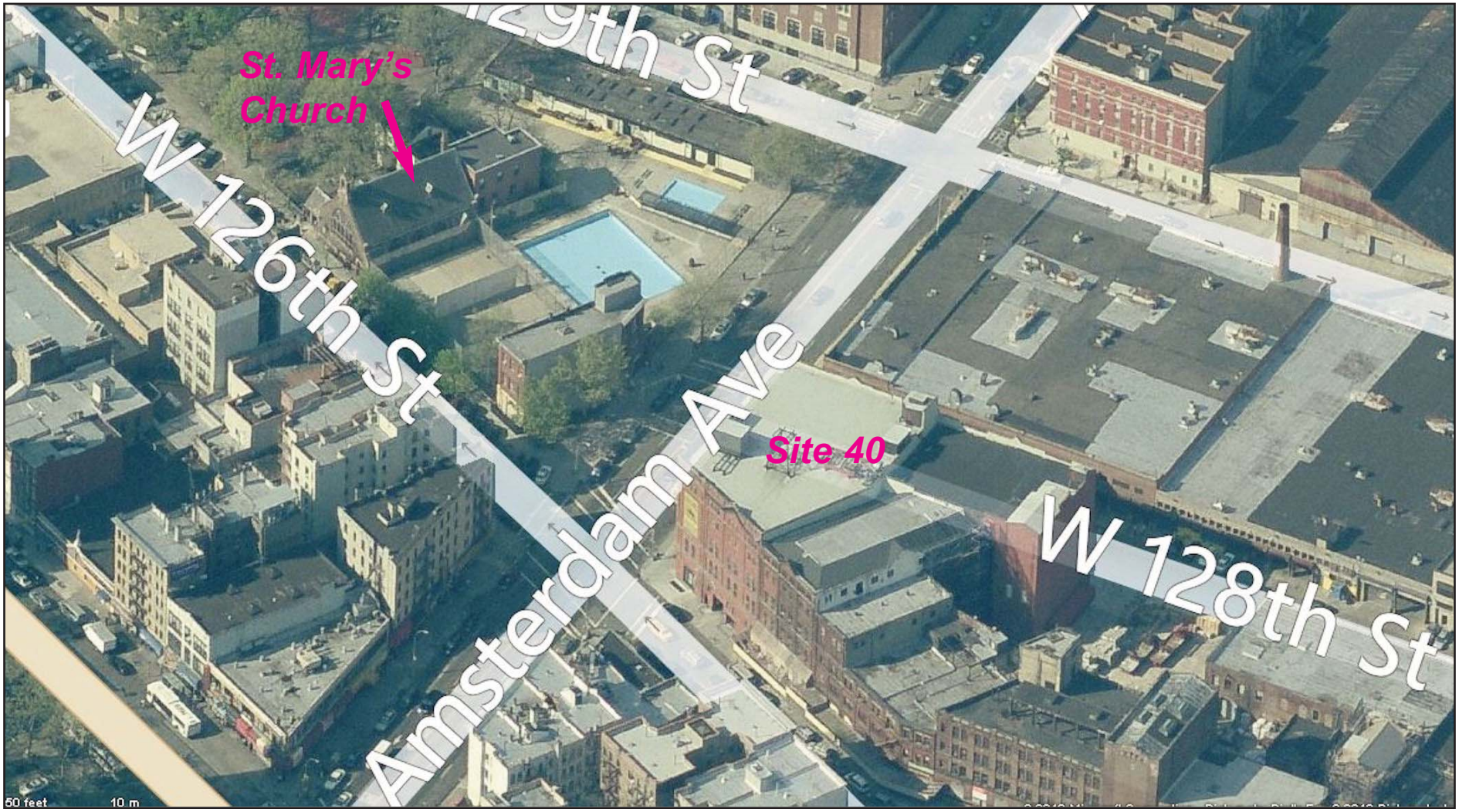
As presented in Chapter 7 of this DEIS, the Proposed Action is anticipated to result in significant adverse impacts to Historic and Cultural Resources (architectural resources only), for which no practicable mitigation has been identified to fully mitigate the impacts.

For historic resources, anticipated development of projected sites 14 and 40 was determined to result in a significant adverse direct impact to the LPC- and S/NR-eligible former Bernheimer & Schwartz Pilsener Brewing Company complex (a.k.a. Yuengling). While implementation of measures such as photographically documenting the eligible structures in accordance with the standards of the Historic American Buildings Survey (HABS), would partially mitigate this significant adverse direct impact to historic architectural resources, as this impact would not be completely eliminated it would constitute an unavoidable significant adverse impact as a result of the Proposed Action.

As noted in Chapter 7, the former Bernheimer & Schwartz Pilsener Brewing Company complex is calendared for consideration and has been heard by LPC for designation as a landmark, but has not been designated to date. In order to avoid the potential unmitigable impact on this eligible resource, LPC would need to make a determination regarding the status of former Bernheimer & Schwartz Pilsener Brewing Company complex. If the resource was deemed to be a landmark, then protection for redevelopment of the sites comprising this resource would be afforded. If the resource was not found to meet the criteria to be designated as a New York City Landmark, then its demolition would not be a significant adverse impact.

In terms of shadows, projected and potential development sites would cast incremental shadows on the western façade of St. Mary's Protestant Episcopal Church, which contains sunlight-sensitive leaded glass windows. These incremental shadows, which would be cast by projected development site 40, would occur on the December 21 analysis day, for a duration of 1 hour and 33 minutes in the mid-morning (refer to Table 6-2 in Chapter 6, "Shadows". As these incremental shadows may have the potential to affect the public's enjoyment of this feature, albeit for a brief duration of approximately 1.5 hours, this was considered a significant adverse shadow impact. Feasible and practicable mitigation measures for this potential significant adverse impact will be explored between the Draft and Final EIS. Absent the identification and implementation of feasible and practicable measures, the Proposed Action could have an unmitigated significant adverse shadows impact on St. Mary's Protestant Episcopal Church.

In order to eliminate these incremental shadows on St. Mary's Protestant Episcopal Church, the new development on site 40 (which currently has a number of buildings with maximum heights of 82 feet), would need to be limited to its current height. Given the location of projected development site 40 relative to this resource and the limited number of intervening buildings (see aerial view in Figure 19-1), and the fact the these shadows would be cast on December 21 (when shadows are at their longest) any increase in



Source: Bing Maps

Figure 19-1
Bird's Eye View of Projected Development Site 40 In Relation to St. Mary's Protestant Episcopal Church

height of the structures on site 40 would result in incremental shadows being cast on the sunlight-sensitive features on the western façade of this church. Thus, to entirely avoid the potential unmitigated adverse shadows impacts specified above, this alternative would require that projected development sites 14, and 40 be excluded from the proposed rezoning area. However, these two sites cannot be excluded on their own, as carving them out of the proposed zoning map would result in a highly irregular and impractical zoning map, leaving a pocket of M1-1 zoning within the larger mixed-use contextual district. This would mean that, under this alternative, the area currently mapped M1-1 (which encompasses sites 14 and 40) would be eliminated in its entirety from the proposed rezoning area (see Figure 19-2).

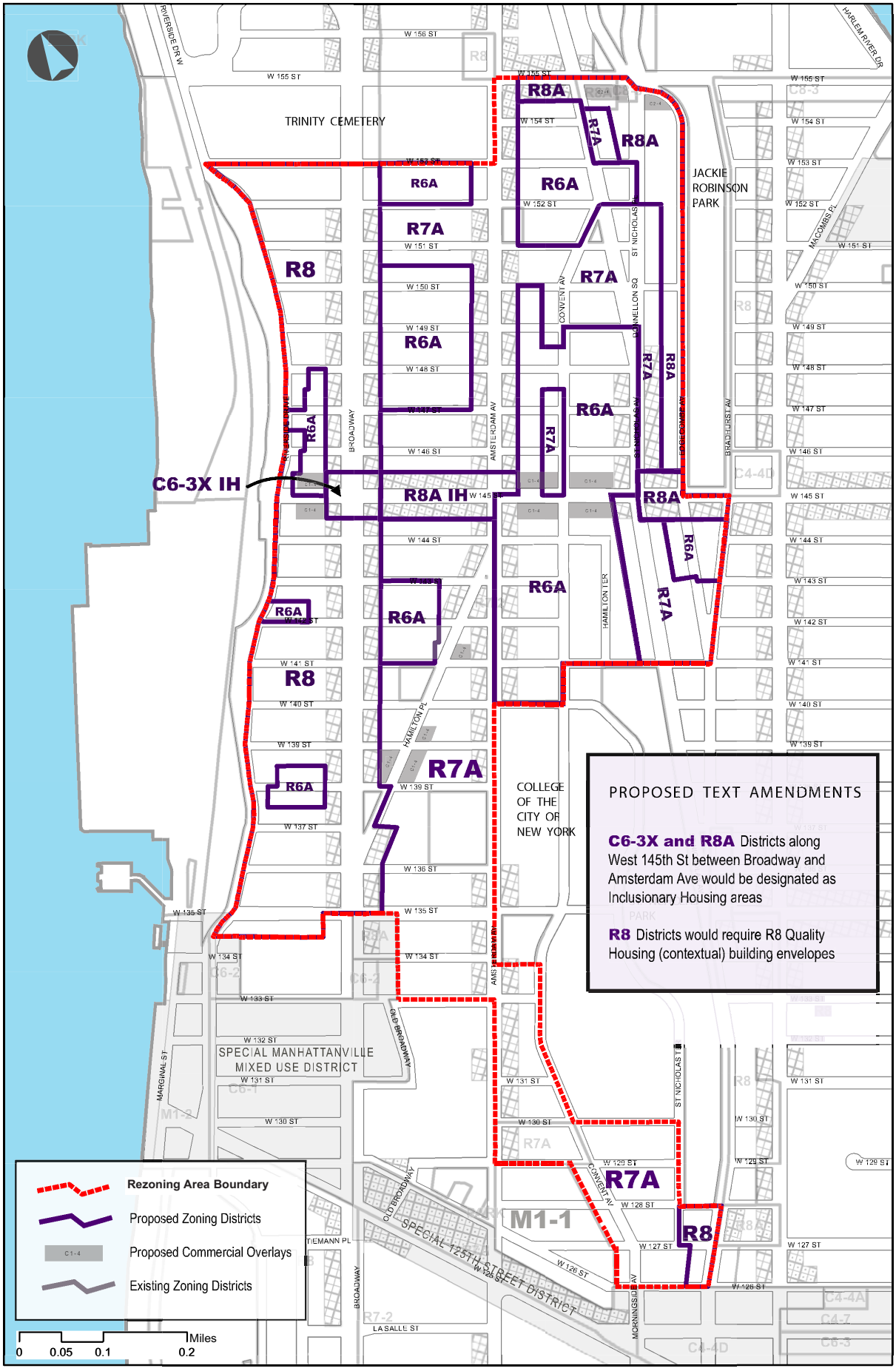
However, the mapping of the MX district is a critical component of the revitalization effort planned for the area currently zoned M1-1, and constitutes a key planning goal of the Proposed Action. The RWCDS for sites within this area (sites 14, 15, 18, 19, 40 and 50) represents approximately 54% of the total RWCDS projected development in the entire rezoning area (in all 4 scenarios). Moreover, the number of residential units that would be provided in the proposed MX district would represent approximately 44% to 64% of the total incremental units resulting from the Proposed Action. Thus, the elimination of this M1-1 district from the rezoning initiative and resultant RWCDS would greatly reduce the benefits of the Proposed Action, and would not meet the goals of the proposal.

The No Unmitigated Significant Adverse Impacts Alternative would avoid the Proposed Action's identified unmitigated significant adverse impacts in the areas of historic architectural resources and shadows. Moreover, it would also eliminate all of the mitigable traffic impacts identified for the Proposed Action, which result from development in the MX district. However, this No Unmitigated Significant Adverse Impacts Alternative is not a practicable alternative to the Proposed Action given the goals and objectives of the proposal. By significantly reducing the number of sites to be developed and the overall level of development, particularly in the underutilized M1-1 district, this alternative would fail to meet the objectives of the Proposed Action, which include supporting and enhancing mixed-use development opportunities in the M1-1 district.

E. LOWER DENSITY ALTERNATIVE

The Lower Density Alternative was developed for the purposes of assessing whether lower density development along the West 145th Street corridor would eliminate or reduce the significant, adverse impacts of the Proposed Action while also meeting the goals and objectives of the Proposed Action. Under the Lower Density Alternative, the proposal analyzed is the same as the Proposed Action except along West 145th Street. As under the Proposed Action, contextual zoning districts would be mapped throughout much of the 90-block rezoning area in West Harlem. However, in the Lower Density Alternative, an R7A zoning district with C2-4 commercial overlays would be mapped on portions of three blocks along the West 145th Street corridor, extending from a point 100 feet east of Broadway to Amsterdam Avenue, replacing the proposed R8A IH (with C2-4 commercial overlay) zoning district in the Proposed Action (see zoning map of this Lower Density Alternative in Figure 19-3). The R7A zoning district, while allowing residential development to a lesser extent than the R8A IH district, is considered to be compatible with the existing zoning along the corridor and in accordance with the goals and objectives of the Proposed Action. Since the R7A district would reduce the maximum permitted residential and community facility density along West 145th Street between Broadway and Amsterdam Avenue, as compared to the Proposed Action (see Table 19-3), the RWCDS assumptions for five of the development sites in the West 145th Street corridor (projected development sites 6, 8, and 9, and potential development sites 23 and 24) would change.

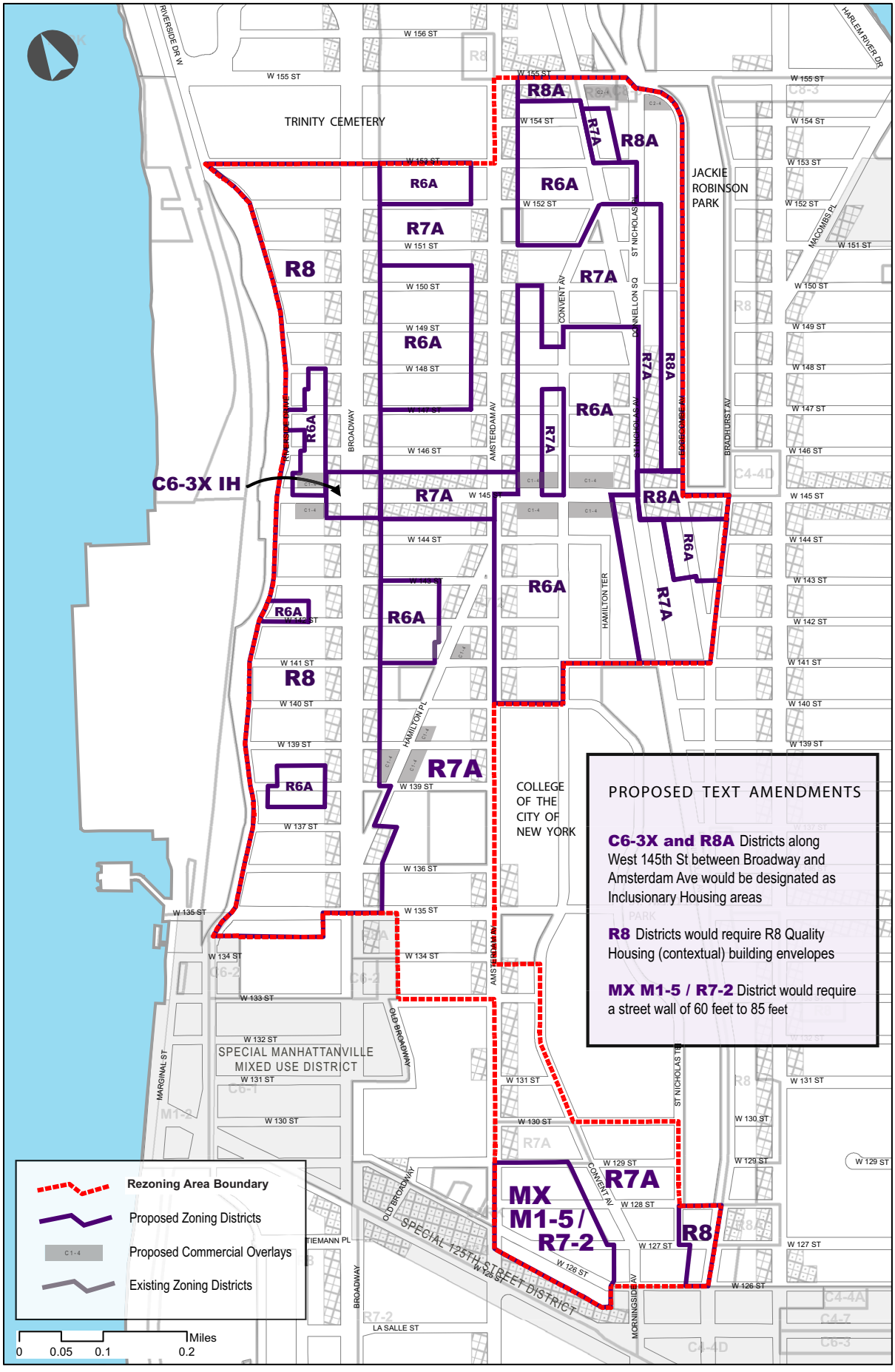
Proposed Zoning Under the No Unmitigated Significant Adverse Impacts Alternative



Source: NYC Department of City Planning

Figure 19-3

Proposed Zoning Under the Lower Density Alternative



Source: NYC Department of City Planning

TABLE 19-3
Comparison of Zoning under Existing Conditions, the Proposed Action, and the Lower Density Alternative on West 145th Street between Broadway and Amsterdam Avenue

	Existing Conditions	Proposed Action	Lower Density Alternative
Zoning	Non-Contextual Zoning District R7-2 with C2-4 Overlays	Contextual Zoning District R8A IH with C2-4 Overlays	Contextual Zoning District R7A with C2-4 Overlays
Maximum Residential FAR	Pursuant to Quality Housing: 3.44 FAR on narrow streets 4.0 FAR on wide streets No Inclusionary bonus	5.4 FAR Pursuant to Inclusionary bonus: Up 7.2 FAR	4.0 FAR No Inclusionary bonus
Maximum Community Facility FAR	6.5 FAR	6.5 FAR	4.0 FAR
Commercial Overlay FAR	1.0 FAR for ground floor use	1.0 FAR for ground floor use	1.0 FAR for ground floor use
Maximum Base Height	None	65 feet to 80 feet	40 feet to 65 feet
Maximum Building Height	None	120 feet tall	80 feet tall
Parking Requirement	50% of dwelling units	40% of dwelling units, waivers may apply	50% of dwelling units

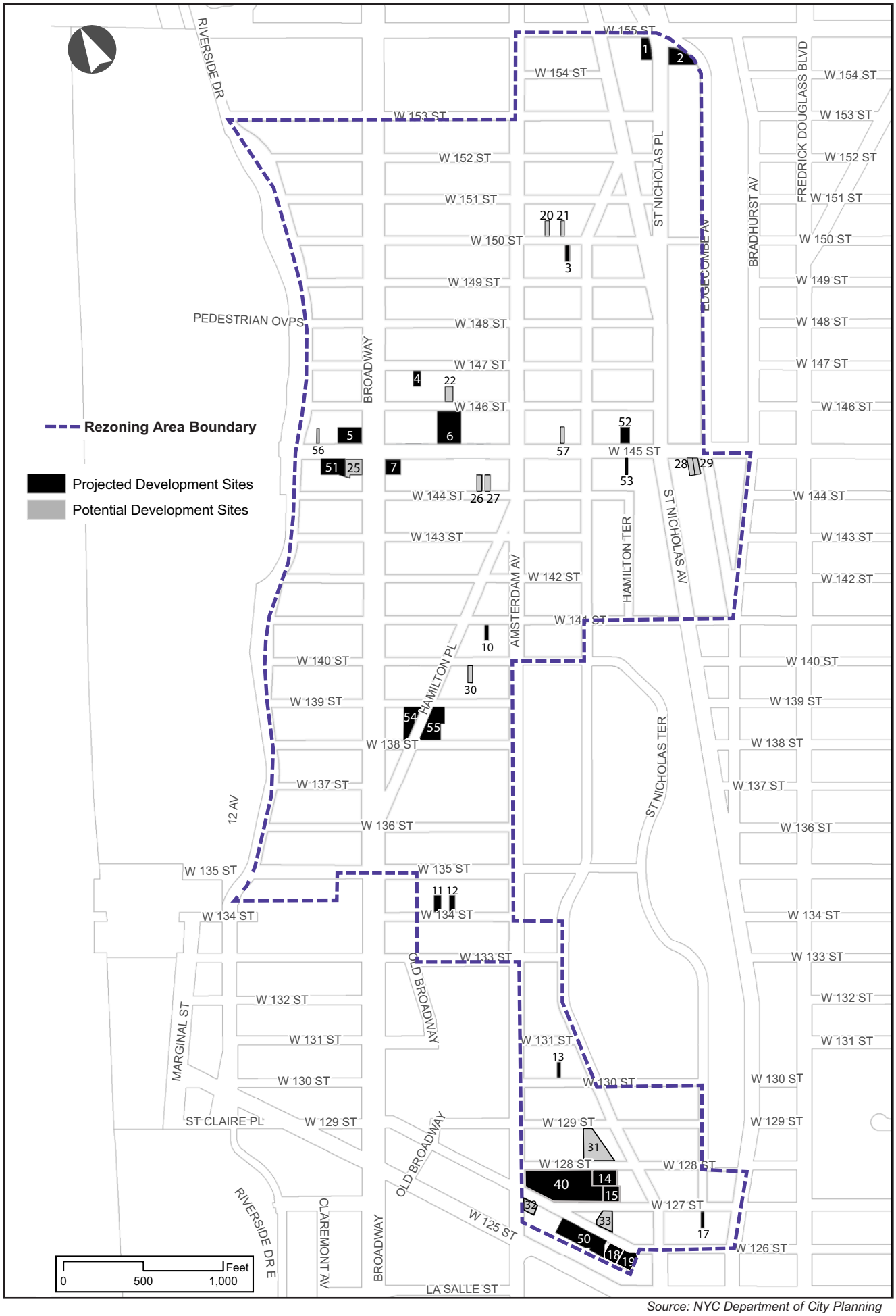
Source: DCP

Unlike the Proposed Action, the Inclusionary Housing Program would not be applicable in the R7A zoning district mapped under this Alternative. The residential density allowed under R7A is equivalent to the maximum residential density that is currently allowed on wide streets under the Quality Housing option in the existing R7-2 district. Under the existing R7-2/C2-4 zoning, when using the Quality Housing option, a 4.0 FAR of residential density is allowed on wide streets and 3.44 FAR on narrow streets. The R7A Lower Density Alternative would allow the same residential FAR of 4.0, therefore producing a neutral effect on four of the five affected sites.

As noted above, the Lower Density Alternative would modify the RWCDS assumptions on five of the 40 development sites under the Proposed Action, including three projected development sites (sites 6, 8, and 9) and two potential development sites (sites 23 and 24). All five of these development sites are currently zoned R7-2/C2-4, which permits residential development up to an FAR of 4.0 pursuant to the Quality Housing program on a wide street (FAR of 3.44 on narrow streets). Four of these development sites (sites 8, 9, 23, and 24) only have frontage on West 145th Street, which is a wide street. As this alternative would map an R7A zoning district that permits essentially the same allowable residential FAR as under the existing R7-2 zoning, development sites 8, 9, 23, and 24 are eliminated from the RWCDS for the Lower Density Alternative (refer to Figure 19-4 for RWCDS projected and potential development sites under the Lower Density Alternative). The remaining development site affected by this alternative, projected development site 6, has frontage on both a wide street (West 145th Street) and on a narrow street (West 146th Street). As a result, the Lower Density Alternative would slightly upzone the northern portion of projected development site 6, which fronts on West 146th Street from a maximum residential FAR of 3.44 (under R7-2) in existing conditions to 4.0 (under R7A).

As noted above, under the Lower Density Alternative, development would occur on 36 projected and potential development sites, including 22 projected sites and 14 potential sites, as compared to 40 projected and potential development sites, including 24 projected sites and 16 potential sites under the Proposed Action. As under the Proposed Action, a range of new development could occur within two of the 22 projected development sites (sites 6 and 40) and two reasonable worst-case development scenarios (RWCDS) have been identified for each of these two sites, resulting in a total of four different reasonable worst-case development scenarios (RWCDS 1 through 4) for this alternative (refer to Table 19-4 for a summary of each of the four RWCDS under the Lower Density Alternative). As described above, the Lower Density Alternative would modify development on projected development site 6 under the two development scenarios for the site. Development of projected development site 6 under this alternative would have a lower bulk than what is expected under the Proposed Action, and would be shorter, at a height of 80 feet (compared to 120 feet under the Proposed Action).

RWCDS Projected and Potential Development Sites - Lower Density Alternative



Source: NYC Department of City Planning

TABLE 19-4
Summary of Lower Density Alternative RWCDS Scenarios 1 to 4

USE	No-Action Condition (GSF)	Lower Density Alternative RWCDS 1 (Deed Restriction + Conversion)	Lower Density Alternative RWCDS 2 (Deed Restriction + New Development)	Lower Density Alternative RWCDS 3 (No Deed Restriction + Conversion)	Lower Density Alternative RWCDS 4 (No Deed Restriction + New Development)
Residential	508 units (467,013 gsf)	811 units incl. 41 affordable (746,884 gsf)	881 units incl. 41 affordable (811,854 gsf)	914 units incl. 41 affordable (842,584 gsf)	984 units incl. 41 affordable (907,555 gsf)
Retail	33,024 gsf	157,375 gsf	181,859 gsf	157,375 gsf	181,859 gsf
Other Commercial (Office)	399,655 gsf	480,509 gsf	415,540 gsf	480, 509 gsf	415,540 gsf
Community Facility	319,804 gsf	578,100 gsf	548,074 gsf	477,187 gsf	447,162 gsf
Parking	-	129 spaces (35,800 gsf)	164 spaces (42,800 gsf)	181 spaces (46,200 gsf)	216 spaces (53,200 gsf)
No-Action to Lower Density Alternative Increment		*303 units (incl. 41 affordable) 124,351 gsf Retail 80,854 gsf Office 258,296 gsf CF 129 spaces*	*373 units (incl. 41 affordable) 148,835 gsf Retail 15,885 gsf Office 228,271 gsf CF 164 spaces*	*406 units (incl. 41 affordable) 124,351 gsf Retail 80,854 gsf Office 157,383 gsf CF 181 spaces*	*476 units (incl. 41 affordable) 148,835 gsf 15,885 gsf 127,358 gsf 216 spaces*
Population/Employment[1]	**No-Action Condition**	**RWCDS 1 (Deed Restriction + Conversion)**	**RWCDS 2 (Deed Restriction + New Development)**	**RWCDS 3 (No Deed Restriction + Conversion)**	**RWCDS 4 (No Deed Restriction + New Development)**
Residents	1,306	2,084	2,264	2,349	2,529
Workers	2,784	4,357	4,074	4,026	3,743
No-Action to Lower Density Alternative Increment		778 residents 1,573 workers	958 residents 1,290 workers	1,043 residents 1,242 workers	1,223 residents 959 workers

Note: Under the Lower Density Alternative, development would occur on 22 projected development sites. Projected development sites 8 and 9 are eliminated from the RWCDS. Two reasonable worst-case development scenarios (RWCDSs) have been identified for projected development sites 6 and 40. The With-Deed Restriction scenario for projected development site 6 (the former P.S. 186 site) refers to an existing deed restriction on the property that requires any new development on the site to contain 85% community facility use. The deed restriction would expire upon a sale to an unrelated third party. However, prior to such a sale, completion of the development of the property in accordance with the deed restriction is required. The Conversion scenario for projected development site 40 (the Mink Building complex) exists because the site contains existing buildings of various height, density and character and lend themselves to wide range of redevelopment options including alteration, conversion and partial demolition.

[1]Assume 2.57 persons per DU (based on census data for 1/4-mile), 1 employee per 250 SF of office, 3 employees per 1000 SF of retail, as well as 1 employee per 25 DUs. For community facility uses, assume 1 employee per 300 sf of community facility/institutional space and for parking assume 1 employee per 10,000 sf of parking floor area.

The Lower Density Alternative would result in the same mix of uses as the Proposed Action, and the same amount of commercial development in all four RWCDS (refer to Table 19-4). This alternative would also result in the same amount of community facility development as the Proposed Action in RWCDSs 3 and 4, although the amount of community facility space provided in RWCDSs 1 and 2 would be slightly less (by about 6.7% and 7.5%, respectively) compared to the Proposed Action. As shown in Table 19-5, the total amount of residential development as well as the number of affordable housing units would be reduced in all four RWCDSs under the Lower Density Alternative.

As shown in the comparison table below, compared to the Proposed Action, the Lower Density Alternative would result in about 41 fewer incremental dwelling units in RWCDSs 1 and 2, and 93 fewer incremental dwelling units in RWCDSs 3 and 4 (compared to the No-Action conditions). Under the assumptions of the Lower Density Alternative, all RWCDSs would introduce 41 affordable housing units as compared to the Proposed Action, which would result in a maximum increase of 82 affording housing units in RWCDSs 3 and 4, and 61 affordable housing units in RWCDSs 1 and 2.

A comparison of conditions under this alternative with the Proposed Action is presented below. It is noted that for CEQR impact areas that are density-related (e.g., community facilities, open space, traffic, community facilities, etc.), the effects of this alternative are reduced in magnitude since there are fewer dwelling units, and therefore, few residents than under the Proposed Action. However, since the projected and potential development sites for the Lower Density Alternative are mostly the same as for the

Proposed Action, site-specific impacts (e.g., hazardous materials) are essentially the same under both scenarios, although fewer sites are affected under this alternative.

TABLE 19-5
Comparison of the No-Action to With-Action Increments of the Four RWCDSs for the Proposed Action and Lower Density Alternative

	Use	No-Action to With-Action Increment*		Difference
		Proposed Action	Lower Density Alternative	
RWCDS 1 (Deed Restriction + Conversion)	Residential	344 units (incl. 61 affordable units)	303 units (incl. 41 affordable units)	- 41 units - 20 affordable units
	Retail	124,350 gsf	124,350 gsf	0
	Other Commercial	80,854 gsf	80,854 gsf	0
	Community Facility	276,846 gsf	258,296 gsf	- 18,550 gsf
	Parking	129 spaces	129 spaces	0
RWCDS 2 (Deed Restriction + New Development))	Residential	414 units (incl. 61 affordable units)	373 units (incl. 41 affordable units)	- 41 units - 20 affordable units
	Retail	148,834 gsf	148,834 gsf	0
	Other Commercial	15,885 gsf	15,885 gsf	0
	Community Facility	246,821 gsf	228,271 gsf	- 18,550 gsf
	Parking	164 spaces	164 spaces	0
RWCDS 3 (No Deed Restriction + Conversion)	Residential	499 units (incl. 82 affordable units)	406 units (incl. 41 affordable units)	- 93 units - 41 affordable units
	Retail	124,350 gsf	124,350 gsf	0
	Other Commercial	80,854 gsf	80,854 gsf	0
	Community Facility	157,383 gsf	157,383 gsf	0
	Parking	175 spaces	181 spaces	6 spaces
RWCDS 4 (No Deed Restriction + New Development)	Residential	569 units (incl. 82 affordable units)	476 units (incl. 41 affordable units)	- 93 units - 41 affordable units
	Retail	148,834 gsf	148,834 gsf	0
	Other Commercial	15,885 gsf	15,885 gsf	0
	Community Facility	127,358 gsf	127,358 gsf	0
	Parking	210 spaces	216 spaces	6 spaces

Note: Two reasonable worst-case development scenarios (RWCDSs) have been identified for projected development sites 6 and 40. The With-Deed Restriction scenario for projected development site 6 (the former P.S. 186 site) refers to an existing deed restriction on the property that requires any new development on the site to contain 85% community facility use. The deed restriction would expire upon a sale to an unrelated third party. However, prior to such a sale, completion of the development of the property in accordance with the deed restriction is required. The Conversion scenario for projected development site 40 (the Mink Building complex) exists because the site contains existing buildings of various height, density and character and lend themselves to wide range of redevelopment options including alteration, conversion and partial demolition.

*****Development would occur on the 24 projected development sites under the Proposed Action and 22 projected development sites under the Lower Density Alternative. As the Lower Density Alternative would map an R7A zoning district that permits essentially the same allowable residential FAR as under the existing R7-2 zoning, projected development sites 8 and 9 were eliminated from the RWCDS in the Lower Density Alternative.

Land Use, Zoning, and Public Policy

Similar to the Proposed Action, this alternative would not result in any significant adverse impacts on land use, zoning, or public policy, and the land use effects under this alternative would be essentially the same. The Proposed Action and the Lower Density Alternative would include similar zoning actions: zoning map amendments and text changes that would affect the same area. The only difference is that a lower density residential contextual zoning district would be mapped along a portion of West 145th Street between Broadway to Amsterdam Avenue. The Lower Density Alternative would result in the same mix of uses, and would also result in the same amount of commercial development as the Proposed Action in all four development scenarios. This alternative would also result in the same amount of community facility development as the Proposed Action in RWCDSs 3 and 4, although the amount of community facility space provided in RWCDSs 1 and 2 would be slightly less. However, this alternative would lead to the production of fewer housing units, including fewer affordable housing units, compared to the Proposed Action.

The Lower Density alternative would support, to a slightly lesser degree, the goals of the Proposed Action. Like the Proposed Action, this alternative would physically and economically activate an existing M1-1 manufacturing area by increasing the allowable density and expanding the allowable uses to promote mixed use development opportunities. It also would allow a modest amount of residential growth. Although this alternative would increase the supply of housing available in West Harlem and increase the supply of affordable housing, which is consistent with City housing policy, that additional housing would not be as extensive as under the Proposed Action, nor would this alternative introduce as much affordable housing as the Proposed Action. Therefore, as this alternative would lead to the production of fewer housing units compared to the Proposed Action, the beneficial effects of the Proposed Action would not be as great under this alternative.

Socioeconomic Conditions

Like the Proposed Action, the Lower Density Alternative would not result in any new significant adverse impacts on socioeconomic conditions. Neither the Proposed Action nor the Lower Density Alternative would result in any direct residential displacement. The Proposed Action and the Lower Density Alternative would directly displace the same commercial and institutional uses from three projected development sites (sites 1, 15, and 40). As with the Proposed Action, the displacement of these uses would not constitute a significant adverse impact because the employment loss would not be substantial, and because the displaced uses do not provide products or services essential to the local economy that would otherwise be unavailable and no public plans or policies call for the protection of these affected businesses.

Similar to the Proposed Action, the Lower Density Alternative would not introduce populations or uses that would have a substantial effect on the area's residential or commercial real estate markets, and therefore would not result in significant adverse impacts due to indirect residential or business displacement. Like the Proposed Action, this alternative would expand the opportunity for additional housing and affordable housing within the proposed rezoning area, although the total number of housing units as compared with the Proposed Action would be less. Like the Proposed Action, by encouraging the development of additional affordable housing this alternative would serve to support housing growth and affordable housing in the project area. The additional housing units would provide added supply to meet the increasing housing demands in New York City, although there would be fewer affordable units than under the Proposed Action (refer to Table 19-5). With fewer residential units, the market may be less likely to meet the long-term demand for new housing in the area. However, the overall effects of this alternative with respect to direct and indirect impacts on residents and businesses would be comparable to the Proposed Action.

Therefore, as with the Proposed Action, the Lower Density Alternative would not have a significant impact on specific industries. As described above, the Lower Density Alternative would displace the same businesses and institutional uses as the Proposed Action, but the displaced businesses and institutional uses are not critical to the viability of any City industries.

Community Facilities

Although the Proposed Action would introduce new residents to the West Harlem neighborhood, no significant adverse impacts on community facilities and services would be expected. Neither this alternative nor the Proposed Action would impact high schools, libraries, outpatient health care facilities, publicly funded day care facilities, or police and fire protection services. The Proposed Action would generate up to approximately 68 new elementary and 23 new intermediate school children in the study area, for a total of 91 new elementary and intermediate school students combined. This alternative would generate approximately 61 new elementary school students and about 20 new intermediate school

children in the study area, for a total of about 81 new elementary and intermediate school students combined. However, as with the Proposed Action, even with this increased enrollment, the public elementary and intermediate schools serving the study area in CSD 5, sub-district 1 and CSD 6, sub-district 2 would continue to operate with available capacity. Therefore, no significant impacts on public elementary and intermediate schools in sub-district 1 of CSD 5 and sub-district 2 of CSD 6 would occur as a result of either the Proposed Action or this Lower Density Alternative.

Open Space

The overall effect of this alternative on open space resources would be less than the effects of the Proposed Action. While the projected net increase in residents and workers under the Lower Density Alternative would be smaller than under the Proposed Action, as with the Proposed Action, it would result in additional demand on available open spaces.

Similar to the Proposed Action, the Lower Density Alternative would not have any direct impact on any open space resources. No open spaces would be displaced and no significant shadows that would significantly affect the usefulness or utilization of any study area open spaces would be cast as a result of the Lower Density Alternative or the Proposed Action. Neither this alternative nor the Proposed Action would create any new publicly accessible open spaces; however, both the Lower Density Alternative and the Proposed Action would require that new residential development provide on-site recreation space for building residents in accordance with the provisions of the Quality Housing program, which is mandated in contextual zoning districts.

In terms of open space ratios, the passive open space ratios for the nonresidential (¼-mile) study area for the Lower Density Alternative – like the Proposed Action – would exceed recommended DCP open space guidelines (see Table 19-6). Therefore, daytime users of passive open space will be well-served by the resources available, and there would be no significant adverse open space impacts in the nonresidential study area as a result of either this Lower Density Alternative or the Proposed Action. With regard to the open space ratios for the residential (½-mile) study area, the Lower Density Alternative would have slightly higher open space ratios than the Proposed Action (see Table 19-6); however, like the Proposed Action, the total and active open space ratios in this alternative would be below DCP's open space guidelines. The residential study area's passive open space ratios for both the Lower Density Alternative and the Proposed Action would be above DCP's open space guidelines.

According to the *CEQR Technical Manual*, a 5 percent decrease in open space ratios is considered a substantial decline in areas that are currently below the City's median community district open space ratio or 1.5 acres per 1,000 residents. As shown in Table 19-6, the passive open space ratio for nonresidents would decrease by more than 5% percent under both the Proposed Action and the Lower Density Alternative. However, the open space ratios for the nonresidential (¼-mile) study area for the Lower Density Alternative- like the Proposed Action- would exceed recommended DCP open space guidelines. Therefore, daytime users of passive open space will be well-served by the resources available, and there would be no significant adverse open space impacts in the nonresidential study area as a result of either this alternative or the Proposed Action.

As shown in Table 19-6, the open space ratios for the residential study area would not decrease by more than 5 percent as a result of either the Proposed Action or this alternative. Although there is a shortfall of total and active open space within the defined residential study area under No-Action conditions, With-Action conditions (i.e., Proposed Action), and future conditions under this alternative, neither the Proposed Action nor the Lower Density Alternative would result in any indirect open space impacts. As with the Proposed Action, this conclusion is based on a number of qualitative factors including the diversity of local open space resources and the extensive destination open space resources beyond the

study area boundaries, particularly the numerous active and passive recreational amenities in the remainder of Riverside Park, the rest of Fort Washington Park, as well as the remainder of Morningside and Highbridge Parks. Though these areas are not included in the quantitative analysis, they would contribute to meeting the open space needs in the study area.

TABLE 19-6
Comparison of the Lower Density Alternative and the Proposed Action Open Space Ratios

Ratio	DCP Open Space Guideline	Open Space Ratios Per 1,000			Percent Change	
		No-Action	Proposed Action	Lower Density Alternative	Future No-Action to With-Action	Future No-Action to Lower Density
Non-Residential (1/4-Mile) Study Area[1]						
Passive-Non-Residents	0.15	1.460	1.366	1.368	-6.44%	-6.30%
Passive- Total Population	Weighted 0.384/0.381/0.380* No-Action/ Proposed Action/ Lower Density Alternative	0.483	0.466	0.467	-3.52%	-3.31%
Residential (1/2-Mile) Study Area[2]						
Total- Residents	2.5	1.209	1.192	1.194	-1.41%	-1.24%
Passive- Residents	0.5	0.720	0.710	0.711	-1.39%	-1.25%
Passive- Total Population	Weighted 0.365/0.364/0.364* No-Action/Proposed Action/ Lower Density Alternative	0.443	0.434	0.435	-2.03%	-1.81%
Active- Residents	2.0	0.489	0.482	0.483	-1.43%	-1.23%

Notes:
* Weighted average combining 0.15 acres per 1,000 non-residents and 0.50 acres per 1,000 residents. Because this guideline depends on the proportion of non-residents and residents in the study area's population, it is different for the No-Action, future with Action conditions, and Lower Density Alternative. Each of these ratios is listed in this table.
[1] The analysis for the nonresidential (1/4-Mile) study area is based on RWCDS 1, which maximizes the amount of commercial and community facility space and therefore maximizes the Action-generated worker population in the Proposed Action and the Lower Density Alternative.
[2] The analysis for the residential (1/2-Mile) study area is based on RWCDS 4, which introduces the maximum amount of residential uses and therefore maximizes the Action-generated residential population that could be introduced by the Proposed Action and Lower Density Alternative.

Shadows

Under the Lower Density Alternative, the maximum allowable building heights would be the same for most sites as with the Proposed Action. However, as projected development site 6 would be somewhat lower in density under this alternative (under the R7A maximum height regulations), its height is also expected to be lower, at approximately 80 feet (compared to 120 feet with the Proposed Action). In addition, as noted above, development sites 8, 9, 23, and 24 are eliminated from the RWCDS for the Lower Density Alternative. As such, compared to the Proposed Action, the incremental shadows cast by projected development site 6 would be somewhat shorter, and the incremental shadows that are cast by sites 8, 9, 23, and 24 under the Proposed Action would be eliminated. This would result in somewhat shorter shadow durations and/or extents being cast under this alternative on open space and sunlight-sensitive historic resources in the vicinity of the eliminated and modified sites on West 145th Street between Broadway and Amsterdam Avenue, particularly on Serenity Gardens, and the Hamilton Grange branch of the New York Public Library (a designated historic resources).

As all other projected and potential development sites in the remainder of the rezoning area would remain the same under this alternative, the shadow effects of projected and potential developments in the rest of the proposed rezoning area would be essentially the same as with the Proposed Action. Therefore, as with the Proposed Action, the Lower Density Alternative would not result in any significant adverse shadow impacts on any open space resources. However, both the Proposed Action and the Lower Density Alternative would result in significant adverse shadows being cast on the December 21 analysis period on the eastern façade of St. Mary's Protestant Episcopal Church, a designated historic resource located at 517 West 126th Street, which contains large leaded glass windows. As with the Proposed Action, absent

the identification and implementation of feasible and practicable mitigation measures, , the significant adverse shadow impact on this resource would remain unmitigated under both the Proposed Action and the Lower Density Alternative.

Historic and Cultural Resources

Under the Lower Density Alternative development would occur on 36 of the 40 development sites assumed under the Proposed Action. The LPC reviewed the identified projected and potential development sites that could experience new/additional in-ground disturbance as a result of the Proposed Action and concluded that none of the lots comprising those sites have any archaeological significance. Therefore, similar to the Proposed Action, the Lower Density alternative would not result in any significant adverse impacts to archaeological resources.

No significant adverse impacts would result from development under the Proposed Action except on projected development sites 14 and 40. Since this alternative would not affect those sites, the conclusion would remain unchanged.

Like the Proposed Action, the Lower Density Alternative could result in direct effects to one resource that is eligible for LPC-designation and S/NR-listing, which could be demolished as a consequence of the Proposed Action. The former Bernheimer & Schwartz Pilsener Brewing Company complex (a.k.a. Yuengling), an eligible resource encompassing projected development sites 14 and 40, could be demolished, either partially or entirely, as a consequence of either the Proposed Action or the Lower Density Alternative. While the identified significant adverse direct impact to this eligible architectural resource could be partially mitigated, as it would not be completely eliminated, it would constitute an unavoidable significant adverse impact on this eligible historic resource under both the Proposed Action and the Lower Density Alternative.

The Lower Density Alternative, like the Proposed Action, would result in significant adverse shadows being cast on the December 21 analysis period on the eastern façade of St. Mary's Protestant Episcopal Church, a designated historic resource. The projected and potential developments to be constructed following implementation of either the Proposed Action or the Lower Density Alternative are also not expected to have significant adverse visual/contextual impacts on existing historic resources in the area. Both the Proposed Action and the Lower Density Alternative would change the zoning on all projected and potential development sites to a mix of contextual districts in order to ensure that new development would be sensitive to the established height and scale in the West Harlem neighborhood. As the resultant buildings would be similar in bulk to existing developments in the area, they would have minimal effects on the visual context of the historic resources within and in the vicinity of the rezoning area. The developments resulting from either the Proposed Action or the Lower Density Alternative would not alter the setting or visual context of any historic resources in the area, nor would they eliminate or screen publicly accessible views of any resources.

Urban Design and Visual Resources

Neither the Proposed Action nor the Lower Density Alternative would result in significant adverse impacts to urban design and visual resources. The only difference between the Proposed Action and the Lower Density Alternative is that development of projected development site 6 under this alternative would have a lower bulk than what is expected under the Proposed Action, and development sites 8, 9, 23, and 24 would be eliminated from the RWCDS for this alternative. New development on site 6 under the Lower Density Alternative would have a maximum base height of 40 to 65 feet and a maximum building height of 80 feet tall, as compared to a maximum base height of 65 to 85 feet and a maximum building height of 120 feet tall under the Proposed Action. Buildings would be permitted a maximum

residential and community facility FAR of 4.0, as compared to a maximum residential FAR of 5.4 (up to 7.2 with Inclusionary housing bonus) and a maximum community facility FAR of 6.5 under the Proposed Action.

Neither scenario results in any changes in topography, natural features, street hierarchy, block shapes, or building arrangements, and neither would affect the overall street grid of the study area or have a significant adverse impact on urban design features of the study area. Neither the Proposed Action nor the Lower Density Alternative would result in a significant adverse impact to visual resources. Under both, the anticipated development would not obstruct existing views of existing open spaces, historic resources or view corridors, and would not diminish any valuable aspects of their visual settings. Both the Proposed Action and this alternative are anticipated to result in new development exhibiting a built form that is congruous to the distinctive and characteristic existing building types prevalent throughout the rezoning area. The Proposed Action and the Lower Density Alternative would establish contextual zoning districts for residential and mixed-use buildings that would maintain the scale and character of the existing West Harlem communities while providing appropriate development opportunities. In addition, the Proposed Action and this alternative would provide support for existing ground floor retail uses by mapping commercial overlays along streets where existing ground floor retail uses exist to encourage the growth of local-scale commercial activity.

Hazardous Materials

The effects of the Lower Density Alternative with respect to hazardous materials issues is expected to be similar to those of the Proposed Action. While this alternative results in a decrease in development bulk and related density impacts, and the elimination of four sites from the RWCDS, the potential for site-specific hazardous materials impacts still remains for all other projected and potential development sites identified in the RWCDS. As with the Proposed Action, all of the projected and potential development sites under the Lower Density Alternative have identified conditions that may pose a significant adverse impact under the Lower Density Alternative. As with the Proposed Action, all of the projected and potential development sites would receive an (E) designation under the Lower Density Alternative, although the number of sites affected under this alternative (36 projected and potential developments sites) would be fewer than with the Proposed Action (40 projected and potential development sites). remediation measures following acquisition and prior to construction. The placement of (E) designations would ensure that no significant adverse impacts related to hazardous materials would occur as a result of the Proposed Action or the Lower Density Alternative.

Water and Sewer Infrastructure

Under this alternative, demands on water and sewer infrastructure would be somewhat less than under the Proposed Action. However, neither this alternative nor the Proposed Action would cause significant adverse impacts water and sewer infrastructure.

The incremental additional water usage as a result of this Lower Density Alternative is expected to total 222,030 gpd (compared to 245,931 gpd with the Proposed Action). As with the Proposed Action, this incremental demand would represent less than one-tenth of one percent of the overall water supply and less than half of one percent of Manhattan's water supply, and changes of this magnitude would not be large enough to have a significant adverse impact on the city's water system.

Based on rates in the *CEQR Technical Manual*, the Lower Density Alternative has the potential to result in an incremental sanitary sewage discharge of approximately 172,376 gpd over the No-Action conditions (compared to approximately 196,277 gpd for the Proposed Action). As with the Proposed Action, this

incremental increase in sanitary flow would not result in significant adverse impacts to the sewage system within the catchment area or to the North River and Ward's Island WWTPs.

In addition, new flows would be introduced to the combined sewer system as a result of both the Proposed Action and the Lower Density Alternative, although these flows would be slightly less under this alternative. These increased volumes and flows would be conveyed partially to the North River WPCP and partially to the Ward's Island WPCP, or discharged directly to the Hudson or Bronx Rivers, dependent on the storm event. As with the Proposed Action, the developer for each projected development site under this Lower Density Alternative would be required to incorporate Best Management Practices (BMPs) to limit stormwater from the site to the sewer system. To achieve this release rate, stormwater would be managed by utilizing one or more detention or infiltration techniques identified in the *NYC Green Infrastructure Plan*, which may include green roofs, blue roofs, subsurface detention and infiltration, or permeable pavement, or a combination of these green technologies. These green technologies would retain or release stormwater with slowed discharge rates to control peak runoff rates. Trees planted per NYC's street tree requirements could also be utilized to capture and store water below an enhanced tree pit.

Therefore, neither the Proposed Action nor the Lower Density Alternative would result in significant adverse impacts on the water supply, wastewater or stormwater conveyance and treatment infrastructure.

Transportation

As a direct result of the elimination of RWCDS projected development sites 8 and 9 and the reduction in the size of projected development 6 the under the Lower Density Alternative, fewer generated traffic, transit, and pedestrian trips are projected to occur, compared to those projected under the Proposed Action build condition. However, these reduced trips are restricted to the northern portion of the West Harlem Rezoning area north of West 144th Street. Traffic, transit, and pedestrian trip generation volumes under the Lower Density Alternative and the Proposed Action would be the same in the area south of West 144th Street. Therefore the impact assessment findings for both the Lower Density Alternative and the Proposed Action would be the same. Like the Proposed Action, this alternative would have the potential for significant adverse impacts at four intersections in the weekday AM, midday and PM peak hours, and three in the Saturday midday peak hour. For both the Proposed Action and the Lower Density Alternative, all of these impacts could be fully mitigated through a combination of signal timing changes and changes to curbside parking regulations (refer to Chapter 18, "Mitigation"), without any additional significant adverse impacts to pedestrian or parking conditions.

Air Quality

The Lower Density Alternative provides for lower density of residential developments along the West 145th Street corridor, eliminates four sites from the RWCDS, and reduces the size of Site 6. This alternative would therefore result in fewer generated traffic trips, resulting in lower mobile source impacts than under the Proposed Action. As the mobile source of the Proposed Action has been shown to be insignificant, the mobile source impacts of this alternative would also be insignificant. The only potential air quality issue associated with this alternative, therefore, occurs because of the lower height associated with Site 6 and the potential of the HVAC emissions of this shorter building to impact nearby taller buildings. (Note: Site 6 was taller than the nearby buildings under the RWCDS for the Proposed Action.)

Site 6 under the Lower Density Alternative would be smaller (130,595 sq. feet) and shorter (80 feet tall) than under the RWCDS for the Proposed Action, and the HVAC emissions of this shorter building may potentially impact nearby taller buildings on Site 22 (80 ft) which is of the same height. A CEQR screening level analysis was conducted and Site 6 failed (i.e., the distance to the nearest taller building

would be less than the CEQR threshold distance). As such, a detailed analysis was conducted using the same methodology as was used for the RWCDS (i.e., AERMOD modeling with 5 years of meteorological data and a stack located 10 feet from the lot line). The result of this analysis is that the impact of the Site 6 emissions on the nearby buildings is not considered to be significant. Therefore, like the Proposed Action, the Lower Density Alternative would not result in any significant adverse stationary source air quality impacts.

Greenhouse Gas Emissions

With less development than the Proposed Action, the Lower Density Alternative would have less energy use, and would therefore result in fewer carbon dioxide equivalent (CO_2e) emissions per year. Neither the Proposed Action nor the Lower Density Alternative would result in any GHG emission or climate change impacts as a result of the Proposed Action

Noise

As a direct result of the elimination of projected development sites 8 and 9 the under the Lower Density Alternative of the RWCDS, fewer generated traffic trips are projected to occur, resulting in slightly lower noise levels (few tenths of a decibel) under the Lower Density Alternative compared to those projected under the Proposed Action build condition. These reduced traffic trips are restricted to the northern portion of the West Harlem Rezoning area north of West 144th Street. Traffic trip generation volumes and corresponding noise levels under the Lower Density Alternative and the Proposed Action are the same south of West 144th Street. Therefore the impact assessment findings and window-wall noise attenuation requirements for each of the proposed development sites presented for the Proposed Action (see Chapter 14, "Noise" for details) and the Lower Density Alternative are essentially the same.

Public Health

The No-Action Alternative, like the Proposed Action, would not result in any significant adverse public health impacts associated with construction or operation of the new development within the proposed rezoning area.

Neighborhood Character

According to the *CEQR Technical Manual*, a proposed action could have a significant adverse neighborhood character impact if it would have the potential to affect the defining features of the neighborhood, either through the potential for a significant adverse impact in any relevant technical area or through a combination of moderate effects in those technical areas. Neither the Lower Density Alternative nor the Proposed Action would cause significant adverse impacts regarding land use, zoning, and public policy; socioeconomic conditions; open space; urban design and visual resources, or noise. The significant adverse impacts to historic resources, shadows, and transportation (traffic) would be similar between the two alternatives, and would not affect any defining feature of neighborhood character, nor would a combination of moderately adverse effects affect such a defining feature. Neither the Lower Density Alternative nor the Proposed Action would therefore have a significant adverse neighborhood character impact.

Construction

The Lower Density Alternative would be constructed on 22 of the 24 projected development sites identified for the Proposed Action. Development on these 22 sites would be expected to follow the same

reasonable worst case construction schedule as that assumed for the Proposed Action. However, new development on projected development site 6 under this alternative would be reduced and therefore, would be expected to take modestly less time to construct than in the Proposed Action. In addition, as projected development sites 8 and 9 would be eliminated from this alternative, the sequencing and duration of construction along the West 145th Street cluster would be somewhat less. For the West 126th/West 128th Street cluster assessed in Chapter 17, "Construction," exactly the same construction activities would occur under either alternative, and the same traffic impacts would occur under both the Proposed Action and the Lower Density Alternative, requiring earlier implementation of the mitigation measures.

Conclusions

The Lower Density Alternative, like the Proposed Action, would map contextual zoning districts throughout much of the 90-block rezoning area in West Harlem. The only difference from the Proposed Action is that the Lower Density Alternative would map an R7A zoning district with C2-4 commercial overlays on portions of three blocks along the West 145th Street corridor, extending from a point 100 feet east of Broadway to Amsterdam Avenue, replacing the proposed R8A IH/C2-4 zoning district in the Proposed Action. The R7A zoning district would reduce the maximum permitted residential and community facility density along West 145th Street between Broadway and Amsterdam Avenue, as compared to the Proposed Action, thereby resulting in fewer residential units compared to the Proposed Action.

Under the Lower Density Alternative, development would occur on 36 development sites, including 22 projected sites and 14 potential sites, as compared to 40 development sites (24 projected sites and 16 potential sites) under the Proposed Action. The Lower Density Alternative would result in the same mix of uses as the Proposed Action, and the same amount of commercial development in all four RWCDS. This alternative would also result in the same amount of community facility development as the Proposed Action in RWCDSs 3 and 4, although the amount of community facility space provided in RWCDSs 1 and 2 would be slightly less (by about 6.7% and 7.5%, respectively) compared to the Proposed Action. The total amount of residential development as well as the number of affordable housing units would be reduced in all four RWCDSs under the Lower Density Alternative. The Lower Density Alternative would result in a slight increase in the number of accessory parking spaces in RWCDSs 3 and 4.

Like the Proposed Action, the Lower Density Alternative would not result in significant adverse impacts with respect to: land use, zoning, and public policy; socioeconomic conditions; community facilities and services; open space; urban design and visual resources; hazardous materials; water and sewer infrastructure; air quality; greenhouse gas emissions; noise; public health; and neighborhood character. In areas where the Proposed Action is anticipated to result in significant adverse impacts, the Lower Density Alternative would not lessen nor entirely eliminate those impacts. Like the Proposed Action, the Lower Density Alternative would result in significant adverse impacts related to: shadows, historic resources, traffic, and construction.

The Lower Density Alternative would not meet all the goals and objectives of the Proposed Action to the extent that this alternative would add fewer housing units, including fewer affordable housing units. The Lower Density Alternative would provide approximately 41 fewer dwelling units in RWCDSs 1 and 2, and 93 fewer dwelling units in RWCDSs 3 and 4, as compared to the Proposed Action. Under the assumptions of the Lower Density Alternative, all RWCDSs would introduce 41 affordable housing units as compared to the Proposed Action, which would result in a maximum increase of 82 affording housing units in RWCDSs 3 and 4, and 61 affordable housing units in RWCDSs 1 and 2.