

A. INTRODUCTION

This chapter examines the proposed actions and their consistency with land use and development trends, zoning regulations, and public policy related to land use within the study area. This analysis identifies anticipated changes in land use, zoning, and public policy that are expected to occur independent of the proposed actions by the 2019 analysis year, and then assesses any potential adverse impacts to land use, zoning, and public policy associated with the proposed actions. This chapter uses a reasonable worst-case development scenario (RWCDs), as described in Chapter 1, “Project Description,” to assess future conditions with and without the proposed actions.

This chapter identifies a primary study area (the rezoning area), where direct land use effects resulting from the proposed actions may occur, and a secondary study area, where indirect effects may result. Both study areas were established in accordance with the *CEQR Technical Manual* and the Final Scope of Work. The primary study area comprises the blocks that would be directly affected by the proposed actions (i.e., blocks on which zoning changes and other actions are proposed) as well as the blocks or portions of blocks in between these areas. For the purposes of this analysis, the secondary study area extends approximately ½-mile from the primary study area boundary. Both the primary and secondary study areas are shown in **Figure 2-1**. The primary study area is bounded generally by Surf Avenue, Mermaid Avenue, and the Brighton/Culver subway viaduct to the north, West 8th Street to the east, the Riegelmann Boardwalk to the south, and West 20th, West 22nd, and West 24th Streets to the west. The secondary study area is bounded generally by Coney Island Creek and the Belt Parkway to the north, Ocean Parkway to the east, the Atlantic Ocean to the south, and West 37th Street to the west.

As shown in **Figure 2-1**, the primary study area is further divided into the four subdistricts of the proposed Special Coney Island District (SCID) that would guide the redevelopment of Coney Island: Coney East, Coney West, Mermaid Avenue, and Coney North (see Chapter 1, “Project Description”). These four subdistricts will be the focus of this analysis. Coney East is bounded by Surf Avenue and the Brighton/Culver viaduct to the north, West 8th Street to the east, Riegelmann Boardwalk to the south, and West 16th Street to the west. Coney West is bounded by Surf Avenue to the north, West 19th Street to the east, Riegelmann Boardwalk to the south, and West 22nd Street to the west. The Mermaid Avenue subdistrict includes the four block frontages (to a depth of 100 feet) on the south side of Mermaid Avenue between West 15th Street and West 20th Street. Coney North is bounded to the north by a point 100 feet south of Mermaid Avenue, Stillwell Avenue to the east, Surf Avenue to the south, and West 20th Street to the west.

The purpose of the project is to develop a 27-acre vibrant, year-round urban amusement and entertainment destination by strengthening existing amusements, encouraging the development of new open and enclosed amusement uses, creating indoor entertainment uses of all varieties,

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and facilitating the future development of an open and accessible boardwalk amusement park. The project seeks to capitalize on the beachfront location of the project site by facilitating new mixed-use development outside of the amusement and entertainment district as an extension to the surrounding neighborhood that would re-activate the currently desolate environment, improve connections to the beach and boardwalk, and that will provide job and housing opportunities for local residents.

Overall, this analysis concludes that the proposed actions are compatible with surrounding land uses and zoning and would be consistent with public policy and development trends in the area. The redevelopment of these areas according to regulations set forth in a new SCID would result in the transformation of underutilized land to a higher density, mixed-use neighborhood with amusement, residential, retail, and open space uses. The proposed actions would restore Coney Island as a premiere amusement destination while creating jobs and housing for local residents. The development projected to occur as a result of the proposed actions would be compatible with surrounding land uses including the existing residential, local commercial, and amusement uses. The proposed Special District regulations have been designed after careful consideration of the surrounding neighborhood fabric and remaining historic resources and would provide urban design controls to ensure a transition to the surrounding neighborhood context. The proposed actions directly address the land use and development goals of revitalizing Coney Island as set forth in the public policies applicable to the area. Therefore, no significant adverse impacts to land use, zoning, and public policy would occur as a result of the proposed actions.

B. BACKGROUND AND DEVELOPMENT HISTORY

Coney Island was originally part of the town of Gravesend, which was founded in 1643 by religious dissenters from New England. The name Coney Island is thought to be derived from “konijn,” the Dutch word for the large wild hares that populated the area during the 17th century. Until the early 1800s, the area was used primarily for the grazing of animals. In the 1820s, steamboat service reached the western tip of Coney Island, and in 1824 a shell road was built from Gravesend to what is now West 8th Street. The Coney Island House, the area’s first hotel, was built that same year to cater to affluent New York vacationers.

Between 1840 and 1870, Coney Island’s proximity to Manhattan and cool ocean breezes made it a popular summer destination, though there were few year-round residents. After the Civil War, the construction of five railroads linking the area to the rest of Brooklyn accelerated the pace of development. By the 1870s, an estimated 60,000 visitors traveled to Coney Island on summer weekend days. During this time, the number of bathhouses, restaurants, hotels, and saloons in the area expanded greatly. In addition, several race tracks and casinos came to the area as Coney Island’s earliest amusements. New neighborhoods, such as Sea Gate (formerly Norton’s Point) emerged to accommodate year-round residents.

While Coney Island developed into a major amusement area at the turn of the century, Manhattan Beach and Brighton Beach to the east were developed as fashionable resorts, and distanced themselves from their somewhat rougher neighbor to the west.

Devastating fires in the early 1890s cleared large tracts of land for new development along the Coney Island waterfront. Between 1897 and 1904 three large amusement parks opened in this area: Steeplechase Park on the south side of Surf Avenue between West 16th and West 19th Streets, Luna Park between Surf and Neptune Avenues and West 8th and West 10th Streets, and Dreamland at West 10th Street between Surf Avenue and the beach. These establishments

replaced the concessions of small businessmen with large commercial enterprises that transformed the amusement industry. They charged admission, banned alcohol, and offered mechanical rides that awed visitors with speed and a titillating sense of danger.

Steeplechase Park opened in 1897 and remained in business for almost 70 years. It occupied a 15-acre site and featured a two-acre, enclosed steel and glass pavilion, bathhouses, a Ferris wheel, a simulated rocket voyage, a “Human Roulette Wheel,” and the Steeplechase Race, upon which visitors raced wheeled, gravity-driven wooden horses across undulating iron tracks. In 1940, the Parachute Jump was moved from the New York World’s Fair in Flushing Meadows to Steeplechase Park. Luna Park opened in 1903 seven blocks to the east of Steeplechase Park. It was a 38-acre amusement park lit at night with more than a million incandescent bulbs. Attractions included theatrical performances and mechanical rides. In 1904, one year after its opening, the park averaged 90,000 visits in daily attendance. Spurred on by Luna Park’s success, Dreamland opened in 1904. Dreamland was envisioned as a retreat from the garish qualities of its competitors, but never achieved the popularity of the parks to its west. It was destroyed by fire in 1911 and never rebuilt; its site is now occupied by the New York Aquarium.

During the first decade of the 20th century, a true year-round community began to develop in Coney Island on West 15th, West 16th, and West 17th Streets between Surf and Neptune Avenues, consisting of small houses and low-rise apartment buildings. The extension of the subway to Coney Island in 1920 dramatically increased the number of summer visitors, and changed the composition of the crowds to include more working-class New Yorkers. Though the summertime weekend population swelled to a million a day, the amusement parks were unable to grow due to the permanent residential development that had consumed most of the available land. To relieve congestion, the City built a boardwalk along the beach from Brighton Beach to Sea Gate in 1923. Between 1934 and 1960, the boardwalk and beach were both widened to accommodate the crowds.

During World War II, investment in the amusement area was negligible, and the number of visitors to Coney Island began to decline. In 1944, Luna Park burned down, and the site was redeveloped with the Luna Park Houses in the 1950s. As a result of severe housing shortages following the war, summer cottages—which were poorly constructed and not intended for year-round living—were occupied by permanent residents, creating a dense community living in substandard housing and economically depressed conditions. The Housing Act of 1949 effectively started urban renewal efforts in New York City, and large tracts of land in Coney Island were slated for clearance and redevelopment. The Coney Island Urban Renewal Area was subsequently created, bounded by Neptune Avenue, Stillwell Avenue, Surf Avenue, and West 37th Street. During the 1950s and 1960s entire blocks, mostly to the west of West 19th Street, were bulldozed for urban renewal, with densely packed bungalows replaced by high-rise towers. Steeplechase Park (which closed in 1964) was cleared in 1966 for a proposed housing development that was never constructed. The construction of federally subsidized housing projects continued into the late 1960s and 1970s.

The current amusement area is located between the former sites of Steeplechase Park and Dreamland. Astroland Amusement Park, which contains the landmarked Cyclone roller coaster, opened in 1954 at Surf Avenue and West 10th Street, where it operated for more than fifty years. Following the 2008 season, however, Astroland Amusement Park closed permanently and the rides were disassembled and will be removed. Deno’s Wonder Wheel Amusement Park, which abuts the former Astroland property to the east, was formed in the 1980s through the purchase of existing rides and parks on its site. In the late 1980s, a new amusement park project was

approved for the Steeplechase Park site. The project would have restored the Parachute Jump and added over 60 new rides and attractions to the area, but was ultimately not built. During the 1990s, an amateur athletic center and entertainment complex was proposed for the site, but this too was not constructed. The Thunderbolt, a roller coaster built adjacent to Steeplechase Park in 1925, was demolished by the City in 2000. KeySpan Park, an 8,000-seat minor-league baseball stadium that also hosts concerts, opened in 2001 on the Steeplechase Park site. Several amusements along Henderson Walk, including the Coney Island Batting Cages and a Go-Kart race track, were eliminated prior to the 2007 season.

C. EXISTING CONDITIONS

LAND USE

PRIMARY STUDY AREA

As shown in **Figure 2-2**, the primary study area, which is roughly coterminous with the historical amusement area in Coney Island, consists mainly of open space/recreational facilities, vacant land, and surface parking facilities. Most of the primary study area is divided into the four subdistricts of the proposed SCID: Coney East, Coney West, Mermaid Avenue, and Coney North. Outside of the four subdistricts, the remainder of the study area is a large parcel between Surf Avenue and Riegelmann Boardwalk and lines extending south from West 16th and West 19th Streets and the southern portions of two blocks between West 22nd and West 24th Streets. KeySpan Park, a minor-league baseball stadium and home of the Brooklyn Cyclones, occupies the majority of the large central parcel and its entire Surf Avenue frontage. Directly to the south, the Parachute Jump and soccer field and playground are located along the Boardwalk. A detailed description of the primary study area is presented below. The westernmost two blocks contain vacant land, parking, and a senior citizen center.

Coney East

Vacant or underutilized land is the predominant land use in Coney East. The subdistrict also includes amusements, commercial retail, transportation facilities.

The Coney Island amusement area is generally concentrated between West 8th Street and Stillwell Avenue, south of Surf Avenue. It is anchored by the historic Cyclone roller coaster, located on the east side of West 10th Street at Surf Avenue, and the Wonder Wheel, located on Jones Walk between the Bowery and the Boardwalk (Block 8695). Astroland Amusement Park, which closed permanently at the end of the summer 2008, was located on the west side of West 10th Street between Surf Avenue and the Boardwalk (Block 8696). Deno's Wonder Wheel Amusement Park is located on a parcel bounded by the Bowery, Jones Walk, the Boardwalk, and West 12th Street (Block 8696). Deno's Wonder Wheel Amusement Park is open seasonally (as was Astroland) during the clement months of the year and offers a variety of rides catering to children and adults. Additional seasonal amusements are located on the west side of West 12th Street, south of Surf Avenue (Block 8694) such as Dante's Inferno, and between Surf Avenue and the Boardwalk (Block 8695). Concessions and entrances to the amusement parks are located along the Boardwalk between West 10th and West 12th Streets. Additional entrances are located along Surf Avenue, West 10th Street, and West 12th Street.

Midway-type amusements, such as ring toss games and open arcades, are located along the Bowery between Stillwell Avenue and Jones Walk, and on Jones Walk between the Bowery and

Surf Avenue. Other amusements (such as bumper cars) and amusement-related concessions, are located on the south side of Surf Avenue between Stillwell Avenue and West 10th Street. The recently renovated subway station is at Stillwell Avenue and Surf Avenue, and is the terminal stop for the D, F, N, and Q lines. The north side of Surf Avenue, directly south of the subway viaduct, is predominantly occupied by 1- and 2-story commercial buildings containing non-conforming uses, including an automobile showroom and furniture stores.

To the west of the existing amusements, the majority of Coney East is vacant land, including all of Block 7074 west of West 15th Street from the Boardwalk to Surf Avenue. The original Nathan's Famous restaurant occupies the entire frontage of Surf Avenue between Stillwell Avenue and Schweikerts Walk, and another fast-food restaurant occupies the adjacent block between Schweikerts Walk and West 15th Street. A number of concessions, bars, and amusements are present along the Boardwalk between West 12th Street and West 15th Street. Aside from these uses, the remaining lots south of Surf Avenue and east of West 16th Street are vacant, occupied by vacant buildings, or used for vehicle storage.

Site Proposed for Mapping of Parkland

The proposed actions include the mapping of parkland in an area south of Surf Avenue from Cyclone Park to West 16th Street: Block 7074 (portion west of West 15th Street), portions of Lots 20, 23, 105 and 190; Block 7074 (portion east of West 15th Street), Lot 382 and portions of Lots 256, 310 and 360; Block 8695, Lots 85, 104, 468, and portions of Lots 72, 120 and 433; and Block 8696, Lots 75, 166 and portions of Lots 70, 140, 145, and 212 (see **Figure 2-3**). Lots 20, 23, 105, 190, and 360 of Block 7074 are currently vacant land. Lots 256 and 310 of Block 7074 are currently used for bus parking. A portion of Lot 382 is occupied by retail uses fronting the Riegelmann Boardwalk. Lots 61, 64, 72, 120, and 433 of Block 8695 are vacant land. Lots 85, 104, and 468 of Block 8695 contain retail uses fronting on the Riegelmann Boardwalk. Lots 70, 75, 140, 145, 166, and 212 of Block 8696 were occupied by amusements and related concessions in the summer of 2008, which have since closed and are vacant.

Coney West

The predominant land uses in the Coney West subdistrict are vacant lots and surface parking facilities. The area east of a line extending from West 20th Street and west of KeySpan Park contains the Abe Stark Rink (Block 7073, Lot 101), an indoor ice-skating rink operated by the New York City Department of Parks and Recreation (DPR), and a large surface parking lot that serves this rink and KeySpan Park. The adjacent area between West 20th and West 21st Streets is a vacant lot (Block 7072, Lot 1). An additional surface parking lot for KeySpan Park is located along the south side of Surf Avenue between West 21st and West 22nd Streets (Block 7071, Lot 100). Both this parking lot and the parking lot that shares its parcel with Abe Stark Rink, which is used for ice hockey and skating, are currently mapped as City parkland. An office building housing the New York City Department of Homeless Services and the Human Resources Administration is present on the west side of West 21st Street (Block 7071, Lot 123), north of the building that formerly housed Childs Restaurant, which is currently being used as a roller rink (Block 7071, Lot 130). To the west of the Childs building is a lot (Block 7071, Lot 142) that is partially vacant, but that also contains the El Jardin de Boardwalk, an underused community garden in the City's GreenThumb program. (GreenThumb is a program run by the DPR to lease City-owned land at no cost to community groups and provide technical assistance with garden design, construction, and horticultural techniques.)

Located outside of the proposed Special District, but within the rezoning area, the southern portion of the block bounded by Surf Avenue, Highland View Avenue, West 22nd Street, and

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West 23rd Street is used for parking school buses and other vehicles (Block 7071, Lots 26, 27, 28, 30, 32, 34, 76, 79, 81, and 83). The parcels between Highland View Avenue and the Boardwalk are vacant. The Sea Crest Health Care Center, a 5-story assisted living facility, is located along the Boardwalk between West 23rd and West 24th Streets (Block 7070, Lot 148) at the westernmost boundary of the rezoning area.

Located one block west of the rezoning area, the block (Block 7069) between West 25th and West 27th Streets, Surf Avenue, and the Boardwalk is currently used for surface level vehicle storage by DPR; the remainder of the site contains an operations and maintenance building for DPR, an auto repair yard, a playground, and a handball court.

Sites Proposed for Disposition and New York State Alienation

The proposed actions include disposition of City-owned properties south of Surf Avenue from approximately West 19th Street to West 21st street (Block 7073, portions of Lot 101 and Block 7071, Lot 100). Prior to disposition, these sites would need to be demapped as parkland by approval of alienation legislation by the New York State legislature. On Blocks 7073, portion of Lot 101 and 7071, Lot 100, uses include accessory parking for KeySpan Park and the Abe Stark Rink. The proposed actions also include disposition of the City-owned parcel on the southern end of Block 7071 (Lot 141). This site is partially vacant and partially occupied by a GreenThumb garden (El Jardin de Boardwalk).

Site Proposed for Mapping of Parkland (Highland View Park)

The proposed actions include the mapping of parkland on the block bounded by Surf Avenue, Highland View Avenue, West 22nd Street, and West 23rd Street (Block 7071, Lots 27, 28, 30, 32, 34, 76, 79, 81, 226, and 231), which are currently vacant land and partially occupied by parking.

Coney North

The portions of the five blocks (Blocks 7060, 7061, 7062, 7063, and 7064) that make up the Coney North subdistrict are composed mainly of vacant land, accessory parking lots, and commercial uses, including restaurants (Block 7064, Lot 27), and entertainment related retail (Block 7064, Lot 28, 31, and 32). As shown on **Figure 2-2**, the blocks between West 15th and West 20th Streets are predominantly vacant along Surf Avenue through to the midblocks. This vacant land between West 15th and West 17th Streets (Block 7063, Lot 12 and Block 7062, Lot 28) is used for vehicle storage and parking. To the west, the Unity Tower Tenants Association garden, a GreenThumb community garden, is located at the corner of Surf Avenue and West 20th Street (Block 7060, Lots 32 and 35).

The Shore Theater, a 7-story theater building that is currently vacant, is located at the corner of Surf and Stillwell Avenues (Block 7064, Lot 16). Closer to West 15th Street, Surf Avenue contains 1- to 3-story commercial buildings. The east side of West 15th street is occupied by Gargiulo's Restaurant and its associated parking (Block 7064, Lots 35, 37, 38, and 43). The block's Stillwell Avenue frontage presents a largely blank streetwall (Block 7064, Lot 7) to the subway terminal across the street, with the side of the Shore Theater and the back of Gargiulo's occupying most of the block. A few small retail storefronts are present along Stillwell Avenue close to the corner of Mermaid Avenue (Block 7064, Lots 4 and 5).

Mermaid Avenue

The Mermaid Avenue subdistrict includes the four block frontages on the south side of Mermaid Avenue between West 15th Street and West 20th Street (Blocks 7063, 7062, 7061, and 7060),

and is lined with 1-story retail buildings, which tend to be located on corner lots, 2- to 4-story residential buildings with ground floor retail, and vacant lots. The stores along this strip are focused toward local retail needs, and include groceries, beauty shops, tax preparers, and car services. The blockfront of Mermaid Avenue between West 15th Street and West 16th Street is predominantly commercial. Two GreenThumb community gardens (The Cyclone Community Garden and the Senior Citizens Association of Mermaid Avenue Garden) are located at the western boundary of the Mermaid Avenue subdistrict, on the corner of West 20th Street and Mermaid Avenue.

Site Proposed for UDAAP Designation and Project Approval

The proposed actions include the acquisition of currently vacant private property on the south side of Mermaid Avenue, east of West 20th Street (Block 7060) to consolidate with currently vacant City-owned parcels on Block 7060 and Block 7061 that will be disposed of to private entities, pursuant to Urban Development Action Area Program (UDAAP) designation and project approval for development.

SECONDARY STUDY AREA

The secondary study area covers a ½-mile distance from the boundary of the primary study area, adjusted for the natural barriers of the Coney Island Creek and Belt Parkway to the north and West 37th Street to the west (see **Figure 2-4**). (The Seagate neighborhood, which extends from West 37th Street to the western tip of Coney Island's peninsula, is a built out private residential community separated from the remainder of Coney Island by a fence with staffed security gates and would not be affected with respect to land use. It was, therefore, not included in the land use secondary study area.) The predominant land use in the secondary study area is residential, at different densities. Smaller amounts of institutional, industrial, commercial, open space, and utility uses are also present.

The eastern portion of the secondary study area contains the New York Aquarium and Asser Levy Park. The Aquarium, which is open year-round, is located at West 8th Street and Surf Avenue, adjacent to Coney East and the Cyclone roller coaster. The Aquarium is currently working with the City on a plan that may include new capital improvements to its campus, but a final program has not yet been determined. Asser Levy Park, a 22-acre park that hosts evening concerts during the summer, is located north of Surf Avenue and east of the Aquarium. Further east, smaller residential apartment buildings are present along West Brighton Avenue and on the east side of Ocean Parkway.

Northeast of the primary study area are several complexes of high-rise apartment buildings set on large superblocks. The Luna Park Houses are five 20-story buildings on landscaped grounds that include the public Luna Park Playground. The Peter Warbasse Houses (five 24-story buildings) and Trump Village (seven 23-story buildings) are located on opposite sides of Neptune Avenue between West 8th Street and Ocean Parkway. Both of these developments are set on landscaped grounds with large surface parking lots. A number of community facility uses are present along the east side of West 8th Street, including police and fire stations and a branch of the New York State Department of Motor Vehicles.

The secondary study area north of the primary study area is primarily composed of 2- to 3-story, 1- and 2-family row houses and semi-detached houses. Commercial uses (such as stores and private day-care centers) and institutional uses (such as churches and libraries) are interspersed among the residential uses. Light industrial uses, including small warehouses and auto-repair shops, are also interspersed among the residential uses, particularly north of Neptune Avenue

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between Cropsey and Stillwell Avenues. There are a number of vacant lots and lots used for surface parking throughout the northern part of the secondary study area. Uses along the north side of Mermaid Avenue are similar to those in the primary study area (described above). Structures on Neptune Avenue are predominately 1- and 2-story buildings containing local retail (some with residential above), auto-related businesses, and gas stations. Infrastructure associated with the Stillwell Avenue Terminal occupies the east side of Stillwell Avenue between Surf and Neptune Avenues, and extends north beyond the boundary of the secondary study area to the larger Coney Island Yards MTA storage and maintenance yard.

The Riegelmann Boardwalk and Coney Island Beach extend along the full length of the secondary study area, forming its southern boundary.

Land use in the western portion of the secondary study area is predominantly residential. South of Mermaid Avenue, residential development takes the form of high-rise towers on landscaped grounds. Many of these, such as the Coney Island Houses, and Coney Island I, Gerald J. Carey, and Bernard Haber developments, are operated by the New York City Housing Authority (NYCHA). North of Mermaid Avenue, most residential development is similar to the residential uses north of the primary study area, with 2- to 4-story row houses and semi-detached 1- and 2-family houses. However, several high-rise developments are present in this area, including a large NYCHA complex at Neptune and Bayview Avenues. Mermaid Avenue contains a number of ground-floor retail uses and commercial buildings serving local retail needs. Institutional uses, including schools and health care facilities, are present throughout the western portion of the study area on Surf, Mermaid, and Neptune Avenues. Kaiser Park, a 26-acre public park featuring ballfields and a fishing pier, is located north of Neptune Avenue between Bayview Avenue and West 24th Street.

ZONING

PRIMARY STUDY AREA

As **Figure 2-5** shows, the primary study area is almost entirely zoned as a C7 district. All of the proposed Coney East and Coney West subdistricts are mapped within this district, as is the southeastern portion of the proposed Coney North subdistrict. C7 districts are specifically designated for large, open amusement parks. In addition to the types of activities commonly found in amusement parks, like roller coasters, Ferris wheels, and games of chance, C7 districts permit boating facilities and other large open and enclosed entertainment facilities such as skating rinks, stadiums, arenas, and miniature golf courses. Eating and drinking establishments in C7 districts must have entertainment components. No residential and community facility uses are permitted. The maximum floor area ratio (FAR) in C7 districts is 2.0.

The proposed Mermaid Avenue subdistrict and the north and west portions of the proposed Coney North subdistricts are mapped in an R6 General Residence District. R6 is a medium-density residential district that permits 1- and 2-family houses and apartment buildings of heights generally ranging from 3 to 13 stories. R6 encourages houses or small apartment buildings on small zoning lots, and tall, narrow buildings set back from the street on larger lots. It has a maximum FAR of 2.43 for residential uses, and 4.8 for community facility uses. A C1-2 commercial overlay district is mapped to depths of 150 and 250 feet south of Mermaid Avenue, covering the proposed Mermaid Avenue subdistrict in entirety and the northernmost portion of the proposed Coney North subdistrict. C1-2 overlay districts are mapped along streets that serve the local retail needs of the surrounding residential neighborhood. Typical retail uses include

grocery stores, restaurants, and other businesses that cater to the immediate neighborhood. In an R6 district, C1-2 overlay districts permit a maximum of 2.0 FAR of commercial development at the lower floors of buildings.

SECONDARY STUDY AREA

The secondary study area is zoned primarily for medium-density residential use, with commercial overlay districts along key commercial streets. A small cluster of manufacturing and commercial districts are located in the northern portion of the secondary study area. **Table 2-1** presents the existing zoning districts in both the primary and secondary study areas.

Table 2-1
Existing Zoning Districts in the Primary and Secondary Study Areas

Zoning District	Maximum FAR	Uses/Zone Type
Primary Study Area		
C7	2.0 commercial	Amusement park district
C1-2 overlay	1.0 commercial within R1 to R5 districts; 2.0 commercial within R6 to R10 districts	Commercial overlay district
R6	0.78 to 2.43 residential; 4.8 community facility	General residence district
Secondary Study Area		
C3	0.5 commercial and residential (up to 20 percent residential increase for attic allowance); 1.0 community facility	Waterfront recreational activities and services
C8-1	1.0 commercial; 2.4 community facility	Automotive and heavy commercial services
C8-2	2.0 commercial; 4.8 community facility	Automotive and heavy commercial services
C1-2 overlay	1.0 commercial within R1 to R5 districts; 2.0 commercial within R6 to R10 districts	Commercial overlay district
M1-2	2.0 manufacturing and commercial; 4.8 community facility	High-performance manufacturing uses
M2-1	2.0 manufacturing and commercial	Medium-performance manufacturing uses
M3-1	2.0 manufacturing and commercial	Low-performance heavy manufacturing uses
R5	1.25 residential; 2.0 community facility	Low-density general residence district
R6	0.78 to 2.43 residential; 4.8 community facility	General residence district
R6A	3.0 residential and community facility	General residence district; contextual
R7-1	0.87 to 3.44 residential; 4.8 community facility	General residence district
CO	underlying zoning district regulations apply ¹	Special Mixed-Use District
OP	1.5 all uses	Special District
Note:		
¹ On lots containing residential and other uses: maximum total FAR of 2.0 on lot, of which a maximum of 1.65 FAR may be for residential uses.		
Sources: New York City Zoning Resolution, November 2007.		

To the north, the R6 district mapped in the proposed Mermaid Avenue subdistrict and an R5 district are generally mapped to within approximately 100 feet of Neptune Avenue. R5 districts allow a variety of housing types at a lower density than R6 districts and typically produce 3-story attached houses and small apartment buildings with a height limit of 40 feet. The maximum permitted FAR is 1.25 for residential uses and 2.0 for community facility uses.

Close to and north of Neptune Avenue, the secondary study area is mapped with a variety of small commercial and manufacturing districts, including C3, C8-1, M1-2, M2-1, and M3-1 (see **Figure 2-5**). C3 districts are designed to support waterfront recreational activities, such as boating and fishing, in areas along the waterfront. C3 permits a maximum FAR of 0.5 for residential and commercial uses, and 1.0 for community facility uses. It is mapped along a

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portion of Neptune Avenue where a bend in the Coney Island Creek comes close to the street. C8-1 districts are intended to bridge commercial and manufacturing uses, providing space for automotive and other heavy commercial services that often require large amounts of land. Typical uses include automobile showrooms, auto repair shops, warehouses, gas stations, and car washes. The maximum permitted FAR is 1.0 for commercial uses, and 2.4 for community facility uses. C8-1 is mapped along the south side of Neptune Avenue.

M1-2 is a light industrial district that often acts as a buffer between M2 or M3 districts and adjacent residential or commercial districts. Industries permitted in M1-2 districts include woodworking shops, auto storage and repair shops, and wholesale service and storage facilities. Industrial uses in M1-2 districts must meet strict performance standards, which are minimum requirements or maximum allowable limits on noise, vibration, smoke, odor, and other effects of industrial uses. M1-2 districts permit a maximum of 2.0 FAR for manufacturing and commercial uses, and 4.8 FAR for community facility uses. Some accessory parking is required. It is primarily mapped north of Neptune Avenue between Shell Road (West 8th Street) and West 17th Street. M2-1 is a manufacturing district that occupies the middle ground between light and heavy industrial uses. Industrial uses located in M2-1 districts can have lower performance standards than those in M1 districts. M2-1 permits a maximum FAR of 2.0 for manufacturing and commercial uses. Community facility uses are not permitted. Some accessory parking is required. A small M2-1 district is mapped north of Neptune Avenue between West 19th and West 20th Streets. M3-1 districts are for heavy industries that generate noise, traffic, or pollutants. Typical uses include power plants, solid waste transfer facilities, and recycling plants. Industrial uses in M3-1 districts must conform to minimum performance standards that are lower than those in M1 and M2 districts. M3-1 districts permit a maximum of 2.0 FAR for manufacturing and commercial uses. Community facility uses are not permitted. Some accessory parking is required. M3-1 districts are located along the Coney Island Creek to the north of Neptune Avenue and west of West 17th Street, and on the north side of the Coney Island Creek and south of the Belt Parkway.

In addition to the districts described above, an approximately three-block portion of the secondary study area north of the primary study area is mapped as the Coney Island Special Mixed Use District (CO). This special district was established to stabilize residential development and protect the industrial base within a portion of the M1-2 district mapped north of Neptune Avenue. It allows existing residential buildings to be improved and enlarged, and new residential uses to be developed if adjacent to existing residences or community facilities. New industrial uses must be compatible with residential uses, and any large new industrial development requires a special permit from the City Planning Commission (CPC).

To the east, the secondary study area is predominantly zoned R6. A C8-2 district is mapped between West 8th Street and the MTA Culver Line viaduct east of West 8th Street. Like C8-1 districts (described above), C8-2 districts are intended to bridge commercial and manufacturing uses, providing space for automotive and other heavy commercial services that often require large amounts of land. C8-2 districts permit a maximum FAR of 2.0 for commercial uses, and 4.8 for community facility uses. A small portion of the secondary study area east of Ocean Parkway and south of Brighton Beach Avenue is zoned R7-1. R7-1 is a medium-density apartment house district that encourages low apartment buildings on small zoning lots and taller, slender buildings on larger zoning lots. It permits a maximum of 3.44 FAR for residential uses, and 4.8 for community facility uses.

Much of the eastern portion of the secondary study area is mapped within the Ocean Parkway Special District (see **Figure 2-5**). This special district is intended to enhance the character and quality of the blocks surrounding Ocean Parkway. All new developments fronting Ocean Parkway are required to have street trees and a 30-foot-deep landscaped front yard unobstructed by porches, canopies, or stairs. Only driveways or walkways may be paved, and accessory parking must be completely enclosed. Any new community facility development within the Special District is limited to the residential bulk regulations of the underlying zoning district.

The southern portion of the secondary study area is fully occupied by Coney Island Beach and Riegelmann Boardwalk. As mapped City parkland, these areas do not have zoning.

To the west, the secondary study area is zoned for medium-density residential use. This area is predominantly zoned R6 between Surf and Mermaid Avenues, and R5 south of Surf Avenue and north of Mermaid Avenue. A small R6A contextual district is mapped south of Surf Avenue and West of West 35th Street. Contextual districts regulate the height and bulk of new buildings, their setback from the street line, and their width along the street frontage in order to produce buildings that are consistent with existing neighborhood character. R6A is a contextual residential district that typically produces 6- to 7-story apartment buildings set on or near the street line. It permits residential and community facility development to a maximum of 3.0 FAR. Most blocks in the secondary study area are zoned with C1-2 commercial overlay districts within 150 feet of Mermaid Avenue. This overlay district is also mapped on a few blocks along Surf and Neptune Avenues.

PUBLIC POLICY

Several City public policies that can affect land use apply to the primary and secondary study areas, as discussed below.

CONEY ISLAND DEVELOPMENT CORPORATION: CONEY ISLAND STRATEGIC PLAN

The Coney Island Development Corporation (CIDC) was created in September 2003 by the Mayor, the City Council, and the Brooklyn Borough President to implement a comprehensive planning process for Coney Island and institute a coordinated economic development strategy for the area. The CIDC released its Coney Island Strategic Plan in September 2005. The fundamental goals of the Strategic Plan are to transform Coney Island into a year-round entertainment destination, enhance the area's amusements and seaside attractions, and create a vibrant neighborhood that provides opportunities for all residents and visitors. It identifies seven distinct areas within Coney Island and proposes strategies to take advantage and build upon the unique strengths and qualities of each:

- *Western Coney Island* (bounded by Neptune Avenue, Stillwell Avenue, Coney Island Beach, and West 37th Street, except where included in places below);
- *Surf Avenue* (from Ocean Parkway to West 37th Street);
- *Seaside Getaway* (bounded by Surf Avenue, KeySpan Park, Riegelmann Boardwalk, and West 24th Street);
- *Beach and Boardwalk* (from Ocean Parkway to West 37th Street);
- *Steeplechase Plaza* (area between KeySpan Park and Riegelmann Boardwalk, including Parachute Jump);

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- *Amusement Area* (bounded by Surf Avenue, West 10th Street, Riegelmann Boardwalk, and KeySpan Park);
- *Aquarium and Asser Levy Park* (bounded by Surf Avenue and Sea Breeze Avenue, Ocean Parkway, Riegelmann Boardwalk, and West 10th Street).

The proposed actions would advance the Coney Island Strategic Plan because they would strengthen and enhance the amusement area with complementary new uses, create a vibrant mixed-use destination that capitalizes on the beachfront location and historic amusement area, create year-round activity through new entertainment, retail, and residential uses, and build upon the existing neighborhood with additional housing and employment opportunities. Several of the projects included in the future without the proposed actions (No Build), described below, are also consistent with the intent of the strategic plan.

URBAN RENEWAL AREAS

Urban Renewal Areas (URA) are planned and administered by the New York City Department of Housing Preservation and Development (HPD) and each is governed by an Urban Renewal Plan (URP), which defines the area's boundaries and specifies a land use plan and guidelines by which the URA sites are to be redeveloped. As shown in **Figure 2-6**, there are three URAs that cover portions of the primary and secondary study areas.

Coney Island I Urban Renewal Area

The Coney Island I URA is bounded by Surf Avenue to the south, Stillwell Avenue to the east, West 37th Street to the west, and Neptune Avenue to the north. Both of the proposed Mermaid Avenue and Coney North subdistricts fall entirely within this URA, as does a large portion of the secondary study area to the north and west of the primary study area.

The main objectives of the Coney Island I URA are to: redevelop the area in a comprehensive manner, removing blight and maximizing appropriate land use; remove or rehabilitate substandard and insanitary structures; remove impediments to land assemblage and orderly development; strengthen the tax base of the City by encouraging development and employment opportunities in the area; provide new housing of high quality and/or rehabilitated housing of upgraded quality; provide appropriate community facilities, parks and recreational uses, retail shopping, public parking, and private parking; provide a stable environment within the URA which will not be a blighting influence on surrounding neighborhoods; and improve traffic circulation within the URA to achieve adequate separation of residential from commercial, recreational, and amusement-related traffic. The Coney Island I URA was established in June 1968 and amended for the eleventh time in March 2007. Since the establishment of the URA, several large parcels have been assembled, cleared, and redeveloped with housing projects. However, some vacant lands still exist within the URA's boundaries. The URA expired in July 2008.

Coney Island Creek Urban Renewal Area

The Coney Island Creek URA encompasses a small area in the northern portion of the secondary study area generally bounded by the Coney Island Creek to the north, Stillwell Avenue, Hart Place, and Cropsey Avenue to the east, Neptune Avenue to the south, and West 21st Street to the west. This City-funded, non-housing URA is intended to foster industrial development along the south bank of the Coney Island Creek.

Coney Island West Urban Renewal Area

The Coney Island West URA partially overlaps the western portion of the secondary study area. The URA is bounded by the Coney Island Creek to the north, West 33rd Street to the east, Neptune Avenue to the south, and West 37th Street and Sea Gate Avenue to the west. It was established in 1967 as a Title I Federal Urban Renewal Project. The URP has since been completed, with all of the sites within the URA fully developed with housing and a public park.

LOCAL WATERFRONT REVITALIZATION PROGRAM

Both the primary and secondary study areas lie entirely within the City- and State-designated coastal zone. Pursuant to federal legislation, New York State and City have adopted policies aimed at protecting resources in the coastal zone. New York City's Waterfront Revitalization Program contains 10 major policies, each with several objectives focused on improving public access to the waterfront; reducing damage from flooding and other water-related disasters; protecting water quality, sensitive habitats (such as wetlands), and the aquatic ecosystem; reusing abandoned waterfront structures; and promoting development with appropriate land uses. The principles of the Waterfront Revitalization Program formed the basis for a DCP study and the resulting adoption of new waterfront zoning. CPC certifies whether a proposed action is consistent with the City's Waterfront Revitalization Program. The New York State Department of State has this responsibility on the State level. The Local Waterfront Revitalization Program is discussed in greater detail in Chapter 12, "Waterfront Revitalization Program."

PlaNYC

In April 2007, the Mayor's Office of Long Term Planning and Sustainability released *PlaNYC: A Greener, Greater New York*. It includes policies to address three key challenges that the City faces over the next twenty years: (1) population growth; (2) aging infrastructure; and (3) global climate change. Elements of the plan are organized into six categories—land, water, transportation, energy, air quality, and climate change—with corresponding goals and objectives for each. The core elements of PlaNYC are summarized below.

Land

The City projects that population will increase by approximately 1 million residents by 2030, but the City's land mass will remain fixed. To address this issue, PlaNYC sets forth goals related to housing, open space, and brownfields, that seek to create homes for almost a million more New Yorkers, while making housing more affordable and sustainable; ensure that all New Yorkers live within a 10-minute walk of a park; clean up all contaminated land in New York City.

Water

New York City was founded for its superior access to water, but the industrial history of the City has resulted in water conditions that limit recreational access. New York City maintains a high quality of drinking water, but the delivery infrastructure has aged. PlaNYC strives to reduce pollution by continuing to implement infrastructure upgrades, using strategies to prevent stormwater from entering the sewer system, and exploring best management practices, as well as preserving natural areas so that waterways can be used for recreation. The plan also intends to create critical back-up systems to ensure the long-term reliability of the City's potable water systems.

Transportation

To support the long-term growth of the City while reducing congestion, the plan calls for aggressive investment in transportation infrastructure and improved access to transit. PlaNYC

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calls for alternative funding sources to provide grants for state-of-good-repair projects and to alleviate the funding gaps for critical transit expansion projects.

Energy

Energy prices and carbon emissions continue to increase as a result of aging infrastructure, market conditions, and growth. PlaNYC sets forth a two-pronged strategy to meet energy challenges. Firstly, to increase supply, the City will promote clean energy plants, the revamping of older inefficient plants, and creation of a market for renewable energy sources. Secondly, to reduce demand, the City will target large consumers to accelerate efficiency upgrades.

Air Quality

The City fails to meet certain State and Federal air quality standards. PlaNYC sets a plan to reduce automobile travel and emissions, improve the efficiency of power plants and buildings, and implement natural strategies such as planting 1 million trees.

Climate Change

PlaNYC's strategies to improve the efficiency of energy supply and demand, reduce congestion, improve transit access, and reduce emissions will together reduce greenhouse gases. In developing and implementing these strategies, the plan aims to reduce greenhouse gas emissions by 30 percent. The plan also recognizes the imminent effects of climate change and includes provisions to protect the City's natural and built structures from catastrophic weather events.

D. THE FUTURE WITHOUT THE PROPOSED ACTIONS

LAND USE

Existing land use trends of sporadic infill residential development and occasional commercial development would continue in the primary and secondary study areas in the future without the proposed actions. Consistent with these trends, the secondary study area would undergo greater development than the primary study area.

PRIMARY STUDY AREA

The only planned development within the primary study area is the redevelopment of Steeplechase Plaza (see **Figure 2-7**). The proposed 2.2 acre Steeplechase Plaza is located between blocks that are affected by the proposed actions, south of KeySpan Park and abutting the Boardwalk at the base of the Parachute Jump. The park will feature a performance green, skate park, and carousel among other amenities and has an anticipated completion year of 2011. The final approval of the improved park at Steeplechase Plaza is not contingent upon the approval of any other project including the proposed actions; and similarly, the approval of the proposed actions is not contingent upon the approval or implementation of Steeplechase Plaza. Furthermore, the proposed Steeplechase Plaza is a discreet project on a completely different timeframe that seeks only to enhance park uses on a currently mapped parkland and does not require a change in zoning or land use. It is currently undergoing its own environmental review with DPR as the CEQR lead agency. Even though the proposed Steeplechase Plaza is functionally independent from the proposed actions and will be constructed regardless of final approval of the proposed actions, it is the City's intention to fully integrate the proposed Steeplechase Plaza into the proposed amusement park, thereby creating an open amusement area stretching from the Parachute Jump to the New York Aquarium.

In addition to the environmental review that DPR will undertake, this EIS includes the proposed Steeplechase Plaza project in its primary study area for the future without the proposed actions. Therefore, the proposed Steeplechase Plaza's contributions to background conditions and its potential individual or cumulative environmental effects will be taken into account, to the extent practicable, in considering the potential impacts of the proposed actions. Consequently, this environmental review will be no less protective of the environment than if the proposed Steeplechase Plaza had been included as part of these actions.

Reasonable Worst-Case Development Scenario

As described in Chapter 1, "Project Description," to ensure a conservative analysis DCP has developed a RWCDS to forecast the maximum development envelope that could occur as a result of the proposed actions. The RWCDS also forecasts the maximum development envelope that would occur under existing zoning in the future without the proposed actions. In addition to the planned project described above, the RWCDS for the future without the proposed actions assumes that development would occur on certain sites within the primary study area that are underbuilt according to existing zoning (see **Table 2-2** and **Figure 2-7**). However, reflective of development trends of the past several decades, no development is expected on properties in the proposed Coney East subdistrict. Therefore, the existing conditions, a mix of vacant land, amusement uses, commercial retail, and transportation facilities are expected to continue in the proposed Coney East subdistrict. In the proposed Coney North subdistrict, projected development in the future without the proposed actions would result in the displacement of three GreenThumb community gardens on Sites 7 and 10: the Unity Tower Tenants Association Garden, the Cyclone Community Garden, and the Senior Citizens Association of Mermaid Avenue Garden. These community gardens are located on HPD property. Their occupancy is subject to the settlement between the New York State Attorney General and the City of New York. The settlement requires that the City offer sites within ½-mile of the existing garden for relocation, if such sites are available. If such sites are available, the gardeners may relocate to them and have the gardens become permanent DPR sites.

It is anticipated that in the future without the proposed actions there would be approximately 627 residential units, 236,202 square feet (sf) of commercial space, 71,946 sf of community facility space, and 420,740 sf of vacant land and parking lots on projected development sites. **Table 2-2** summarizes both the existing conditions and the RWCDS development in the future without the proposed actions (No Build) by proposed subdistrict. Coney West will not undergo new development, but the Childs Restaurant building on the Boardwalk, which is a New York City Landmark, would be reused with commercial space; Coney North would be developed with some residential, commercial, and community facility uses; and Mermaid Avenue would be developed with some commercial and community facilities uses, often with larger portions of residential use on upper floors.

Sites Proposed for New York State Alienation and Disposition of City-Owned Property
According to the RWCDS, no developments would occur on the proposed New York State Alienation sites by 2019 (Block 7073, portion of Lot 101 and Block 7071, Lot 100).

Sites Proposed for UDAAP Designation and Project Approval
According to the RWCDS, portions of Blocks 7060 and 7061 could be developed under the existing R6 zoning district.

Table 2-2
Summary of RWCDS (Projected Development Sites)
Future Without the Proposed Actions (No Build)

Parcel	Existing				No Build				
	Vacant Land/ Parking (sf)	Commercial (sf)	Residential (sf)	Dwelling Units	Vacant Land/ Parking (sf)	Commercial (sf)	Residential (sf)	Dwelling Units	Comm. Facs (sf)
Coney West									
1	181,007	0	0	0	181,007	0	0	0	0
2	117,888	69,500	0	0	117,888	129,500	0	0	0
Coney North									
3	12,234	64,024	6,562	5	12,234	26,573	65,706	66	16,621
4	62,218	0	0	0	50,218	9,600	16,800	17	0
5	68,896	0	0	0	59,393	7,602	13,304	13	0
6	69,659	0	0	0	0	27,210	208,977	209	27,210
7	65,495	0	3,746	4	0	7,602	217,250	217	0
Mermaid Avenue									
8	3,825	2,329	4,221	6	0	7,509	28,158	28	7,509
9	0	8,000	0	0	0	6,400	24,000	24	6,400
10	15,758	0	0	0	0	14,206	53,274	53	14,206
Total	596,980	143,853	14,529	15	420,740	236,202	627,469	627	71,946
Notes: Consistent with recent development trends in the subdistrict, Coney East is not expected to undergo any development under the RWCDS. Similarly, no development is expected in Coney West areas being rezoned to R5 under the proposed actions. sf = square feet Source: DCP, August 2008.									

Sites Proposed for Acquisition of Private Property and Disposition of City-Owned Property
According to the RWCDS, no developments would occur on the proposed DCAS/SBS acquisition sites by 2019 (Block 7074, Lots 1, 4, 6, 89, 170, portions of Lots 20, 23, 105, and 190; Block 7074, Lots 250, 254, 300, 340, 348, portions of Lots 256, 310, and 360; Block 8694, Lots 1, 5, 11, 12, 14, 16, 18, 25, 30, 33, 421; Block 8695, Lots 61, 64, portions of Lots 72, 120, 433; Block 8696, Lots 35, 37, 44, 47-50, 53, portions of Lots 70, 140, 145, 212; and Block 7071, Lot 142).

Site Proposed for Mapping of Parkland (Highland View Park)
According to the RWCDS, no developments would occur on the proposed Highland View Park site by 2019 (Block 7071, Lots 27, 28, 30, 32, 34, 76, 79, 81, 226, and 231).

Site Proposed for Mapping of Parkland in Coney East
According to the RWCDS, no developments would occur on the area proposed to be mapped as parkland in Coney East by 2019 (Block 7074, portions of Lots 20, 23, 105 and 190; Block 7074, Lot 382 and portions of Lots 256, 310 and 360; Block 8695, Lots 85, 104, 468, and portions of Lots 72, 120 and 433; and Block 8696, Lots 75, 166 and portions of Lots 70, 140, 145, and 212).

SECONDARY STUDY AREA

In the future without the proposed actions, it is anticipated that the secondary study area would experience modest growth in commercial, community facility, and residential uses. Much of this growth is associated with City initiatives intended to stimulate development in the area (see **Table 2-3** and **Figure 2-7**). HPD plans to dispose of property at 3119 - 3127 Surf Avenue to a private entity to construct 77 low-income residential units. HPD is also working with a non-profit developer to construct 12 owner-occupied, affordable residential units along West 20th Street between Neptune and Mermaid Avenues. In addition, NYCEDC proposes to develop an office and retail project on Stillwell Avenue with 67,422 sf of commercial space and 381 parking spaces.

Table 2-3

Planned Developments in the Future without the Proposed Actions

Map No.	Name	Address/Location	Development Proposal	Build Year
1	Surf Gardens Senior Housing	3117 and 3119-3127 Surf Avenue (Block 7049, Lots 50 and 51)	7-story building consisting of 77 low-income, senior citizen residential units	2012
2	Ocean Dreams	Property bounded by Surf Avenue, West 35th and 37th Streets, and Coney Island Beach	Rezoning from R5 to R6A resulting in 313 market rate units	TBD
3	Coney Island Commons	Parcel on block bounded by Mermaid Avenue, West 29th and 30th Streets, and Surf Avenue	Rezoning from R6 to R7-2 resulting in 190 cooperative residential units (141 affordable); 40,000-sf community center, and accessory parking. 90 units and 19,000 sf of retail on adjacent site.	2011
4	Astella/HPD	(Block 7019, Lots 26, 30, and 31)	Rezoning from M1-2B to R5, resulting in 12 owner-occupied, affordable residential units	2010
5	2828 West 16th Street	Block 7021, Lot 20	20 dwelling units, 30,541 sf, 5 stories	TBD
6	3080 West 1st Street	Block 7281, Lot 180	34 dwelling units, ground floor medical office, 85,215 sf, 7-story	2008
7	The Sochi, 271 Sea Breeze Avenue	Block 7280, Lot 110	27-story, 89 dwelling unit building, 138,301 sf	2010
8	128 Brighton Beach Avenue	Block 8680, Lot 27	Proposed new three floor vertical enlargement; 48,859 sf, 5-story; (outpatient healthcare)	TBD
9	Coney Island Center	Asser Levy Park	Replace temporary performance venue with permanent amphitheater. 5,000 fixed seats and 3,000 non-fixed seats.	2011
10	Steeplechase Park	Steeplechase Plaza at the Boardwalk	2.2-acre public park with performance green, skate park, concessions, seating, structure with relocated B&B Carousel	2010-2011
11	NYCEDC Stillwell Avenue Office RFP Site	Block 6697, Lots 158 and 187	67,422 sf commercial (11,237 sf retail and 56,185 sf office) and 381 parking spaces	N/A
Note: See Figure 2-7.				
Sources: DCP, NYCEDC, New York City Department of Buildings, AKRF site visit 8/12/08.				

HPD, along with NYCEDC, has selected a developer for Coney Island Commons, a project with independent utility located on Surf Avenue between West 29th and 30th Streets involving the construction of 190 cooperative residential units, including approximately 141 affordable units, a 40,000-sf YMCA community center, and accessory parking. Under this proposed Coney Island Commons project, an adjacent, privately owned site would also be rezoned, and it is expected that it would be developed with 90 dwelling units and 19,000 sf of retail. Because Coney Island Commons is a discreet affordable housing and community facilities project located well outside this proposed rezoning area, it has undergone an environmental review that was separate from that of the proposed actions. HPD, the CEQR lead agency for Coney Island Commons, issued a Negative Declaration on December 19, 2008, to conclude the environmental review for this project. The project was certified into ULURP on January 5, 2009. The final approval of the Coney Island Commons project is not contingent upon the approval of any other project including the proposed actions; and similarly, the approval of the proposed actions is not contingent upon the approval or implementation of Coney Island Commons. In addition to the environmental review that HPD undertook, this EIS for the proposed actions includes the proposed Coney Island Commons in its secondary study area for the future without the proposed actions. Therefore, the proposed Coney Island Commons project's contributions to background conditions and its potential individual or cumulative environmental effects will be taken into account, to the extent practicable, in considering the potential impacts of the proposed actions. Consequently, this environmental review will be no less protective of the environment than if the Coney Island Commons project had been included as part of these actions.

Coney Island Rezoning

In addition to commercial, residential, and retail growth in the secondary study area, the City plans to fund the replacement of the temporary amphitheater in Asser Levy Park with a permanent world-class structure. Because the proposed Coney Island Center at Asser Levy Park is a discrete project that seeks only to enhance its current park uses on currently mapped parkland, and does not require rezoning or other land uses changes in order to accomplish its objectives, the project will undergo a separate environmental review, as appropriate. In addition to that forthcoming environmental review, this EIS for the proposed actions includes the proposed Asser Levy Park project in the secondary study area for the future without the proposed actions. Therefore, the proposed Coney Island Center's contributions to background conditions and its potential individual or cumulative environmental effects will be taken into account, to the extent practicable, in considering the potential impacts of the proposed actions. Consequently, this environmental review will be no less protective of the environment than if the Coney Island Center project had been included as part of these actions.

There are also several private projects in the study area that are planned to be completed prior to the 2019 analysis year, including medium- and high-density apartment buildings (see **Table 2-3** and **Figure 2-7**). The "Sochi" is a 27-story building with 89 dwelling units under construction at 271 Sea Breeze Avenue. The "Ocean Dreams" development received approval from CPC in 2005 to construct 313 dwelling units between West 35th and West 37th Streets, south of Surf Avenue. A 7-story structure at 3080 West 1st Street will have 34 dwelling units and a ground floor medical space upon completion. It is anticipated that these developments would introduce approximately 825 dwelling units and 89,000 sf of community facility use.

ZONING

PRIMARY STUDY AREA

In the future without the proposed actions, no changes to zoning are anticipated in the primary study area, including the subdistricts and sites proposed for parkland and disposition.

SECONDARY STUDY AREA

No changes to zoning in the secondary study area are anticipated in the future without the proposed actions.

PUBLIC POLICY

PRIMARY STUDY AREA

In the future without the proposed actions, no changes to public policy that would affect the primary study area are anticipated, including the proposed subdistricts and sites proposed for parkland and disposition.

SECONDARY STUDY AREA

No changes to public policy that would affect the secondary study area are expected in the future without the proposed actions.

E. PROBABLE IMPACTS OF THE PROPOSED ACTIONS

As described in Chapter 1, “Project Description,” the proposed actions include zoning map and text amendments, the mapping of parkland, amendments to the City map, disposition of City-owned property, UDAAP designation and project approval, acquisition of private property by HPD, DCAS, and SBS, and approval New York State legislation for alienation of parkland and authorization to enter into a long-term lease for the development and operation of the amusement park. This section assesses the potential impacts of these actions on land use, zoning, and public policy.

LAND USE

In the future with the proposed actions, the primary study area is expected to be redeveloped with a mix of amusement, commercial, and residential uses, which would often be located in mixed-use buildings (see **Figure 2-8**). The secondary study area would not undergo development as a result of the proposed actions. The proposed actions, including zoning map and text amendments, would encourage amusement and associated commercial development in the Coney East subdistrict (see **Table 2-4**), and a mix of commercial and residential development in the proposed Mermaid Avenue, Coney North, and Coney West subdistricts (see **Table 2-5**). As a result, the proposed actions would result in an increase over conditions in the future without the proposed actions of 2,408 dwelling units, 607 of which would be affordable, approximately 815,310 sf retail and hotel space, approximately 251,411 sf of amusement space, and approximately 333,253 sf of enhancing uses. Detailed analyses of the four proposed subdistricts and the sites of proposed actions are presented below for conditions in the future with the proposed actions.

**Table 2-4
Summary of Total and Net Incremental Development
Coney East Subdistrict
Future With the Proposed Actions (Build)**

Projected Development Site	Build				Net Increase				
	Amusement	Hotel	Enhancing Uses	Accessory Retail	Vacant Land (sf)	Amusement	Hotel	Enhancing Uses	Accessory Retail
11	45,965	288,800	10,000	0	-105,000	45,965	288,800	10,000	0
12	85,756	122,500	100,000	7,500	-10,281	14,463	122,500	95,244	2,206
13	65,000	0	67,956	10,000	-54,983	65,000	0	67,956	10,000
14	59,544	0	70,000	15,000	-55,594	59,544	0	70,000	15,000
15	26,947	0	26,947	7,500	0	3,334	0	26,947	7,500
16	10,752	0	10,752	5,500	-10,386	10,752	0	10,752	5,500
17	7,764	0	7,765	5,500	-12,000	7,764	0	7,765	5,500
18	22,250	0	22,250	7,500	0	22,250	0	22,250	-6,500
19	6,223	0	6,223	5,000	0	6,223	0	6,223	-2,970
20	16,116	0	16,116	7,000	-15,089	16,116	0	16,116	7,000
Total	346,317	411,300	338,009	70,500	-263,333	251,411	411,300	333,253	43,236

Note: See Figure 2-9
Source: DCP, August 2008.

Table 2-5

Summary of Total and Net Incremental Development on Projected Development Sites in the Proposed Coney West, Coney North, and Mermaid Avenue Subdistricts Future With the Proposed Actions (Build)

Projected Development Site	Build				Net Increase					
	Commercial (sf)	Residential (sf)	Dwelling Units	Parking Spaces	Vacant/Parking (sf)	Commercial (sf)	Residential (sf)	Dwelling Units	Parking Spaces	Community Facility (sf)
Coney West										
1	107,096	780,269	780	575	-181,007	107,096	780,269	780	575	0
2	153,743	739,668	740	948	-117,888	24,243	739,668	740	948	0
Sub-total	260,839	1,519,938	1,520	1,523	-298,895	131,339	1,519,938	1,520	1,523	0
Coney North										
3	113,243 ¹	185,416	185	368	-12,234	86,670	119,710	120	279	-16,621
4	43,533	267,537	268	328	-50,218	33,953	250,737	251	307	0
5	48,227	296,253	296	314	-59,393	40,625	282,949	283	297	0
6	48,761	299,534	300	316	0	21,551	90,557	91	116	0
7	54,240	333,186	333	376	0	46,637	115,935	116	216	0
Sub-total	308,023	1,381,925	1,382	1,702	-121,845	229,435	859,888	860	1,215	-16,621
Mermaid Avenue										
8	7,509	35,667	36	25	0	0	7,509	8	-9	-7,509
9	6,400	30,400	30	22	0	0	6,400	6	-8	-6,400
10	14,206	67,480	67	48	0	0	14,206	14	-18	-14,206
Sub-total	28,115	133,547	134	95	0	0	28,115	28	-35	-28,115
Total	596,977	3,035,410	3,035²	3,320	-420,740	360,774	2,407,941	2,408³	2,703	-44,736
Notes:										
See Figure 2-9.										
sf = square feet										
1. Includes 138 hotel rooms.										
2. The 3,035 dwelling units include 607 affordable units.										
3. This number includes the 607 affordable units, which are incremental over conditions in the future without the proposed actions.										
Source: DCP, August 2008.										

PRIMARY STUDY AREA

Under the proposed actions, amusement and supporting commercial uses in the proposed Coney East subdistrict would be permitted at greater densities than the future without the proposed actions. New commercial uses such as hotels would be introduced, compared to conditions in the future without the proposed actions. Limitations on eating and drinking establishments would be removed. The proposed actions would increase the permitted density of residential uses in the proposed Mermaid Avenue, Coney North and Coney West subdistricts and increase the range of permitted commercial uses in them. Collectively, the land uses in the future with the proposed actions would be compatible with surrounding land uses and would eliminate underutilized conditions. Therefore, no significant adverse impacts to land use would occur as a result of the proposed actions.

RWCDS

As described in Chapter 1, “Project Description,” DCP has identified 20 projected development sites (see **Figure 2-9**, “RWCDS Development Sites”) that are considered most likely to be developed in the future with the proposed actions. The projected net increase on these sites over the No Build scenario is 2,408 dwelling units, 607 of which would be affordable, 360,774 sf of hotel and retail space (in Coney West, Coney North, and Mermaid Avenue), 251,411 sf of amusement use, 411,300 sf of hotel space (468 rooms) in Coney East, 333,253 sf of enhancing uses, 43,236 sf of small scale accessory retail space in Coney East, and 3,803 parking spaces,

including 566 spaces for public parking, a portion of which would serve the proposed Coney East subdistrict.

Coney East

Under the proposed actions, vacant or underutilized lots in the proposed Coney East subdistrict would be redeveloped with commercial uses including: enclosed amusements, such as such as a water park; movie theaters, large-scale performance and entertainment venues, dark rides, virtual reality rides, and bowling alleys; hotels; enhancing uses such as banquet halls, restaurants, or tattoo parlors; and small scale complementary accessory retail uses, such as souvenir shops and beach-related uses. No residential development would occur in the proposed Coney East subdistrict. Enclosed amusements, enhancing uses, accessory retail and hotels would be located between Surf Avenue and the proposed Wonder Wheel Way, from West 16th Street to West 10th Street (see **Figure 2-8** “Illustrative Development Site Plan”). Hotel location would be limited to Surf Avenue frontages. The amusement and accessory retail uses would create engaging ground floor uses, while the hotel uses would be confined predominantly to the upper floors and towers of the new buildings. Enclosed amusements, entertainment-related uses, and accessory retail would also be located north of Surf Avenue from Stillwell Avenue to West 8th Street.

Land in the proposed Coney East subdistrict would be mapped as parkland between the Wonder Wheel Way (a new east-west street to be mapped as part of the proposed actions) and the Riegelmann Boardwalk. This new parkland would contain a 9.39-acre amusement park with uses ranging from rides, open and enclosed amusements, restaurants, and indoor and outdoor performance venues to accessory retail and park activities.

The blocks and portions of the blocks between Surf Avenue and Bowery would be developed with hotel, enclosed amusements, eating and drinking establishments, and small scale complementary retail uses. Blocks located between the existing Bowery and the proposed Wonder Wheel Way would be developed with uses limited to enclosed amusements, eating and drinking establishments, and small scale complementary retail.

Tower locations and heights would be limited on the development sites. Towers would be allowed at limited locations for buildings fronting on Surf Avenue and would set back to respect the historic scale of the Bowery. Heights would be limited at lower levels for the buildings fronting on the proposed Wonder Wheel Way to provide a transition to the open amusement area. Heights would decrease eastward from West 16th Street towards the Cyclone roller coaster at West 10th Street.

According to the RWCDS, the proposed Coney East subdistrict would be developed with a net increase of 251,411 sf of amusement use (outside of the new open amusement park), 411,300 sf of hotel use, 333,253 sf of enhancing uses, 43,236 sf of small-scale accessory retail, and 1,100 parking spaces. Overall, this development would be consistent with the objective of the proposed actions, namely preserving and improving the historic amusement area.

Sites Proposed for Acquisition of Private Property

DCAS or SBS would acquire private property through sale or land transfer on Blocks 7074, 8694, 8695, and 8696 located both within and outside of the area to be mapped as parkland to facilitate the development of a 27-acre amusement and entertainment destination.

Coney Island Rezoning

Sites Proposed for Disposition of City-Owned Property

After acquiring the sites above, DCAS would dispose of City-owned properties on the portions of Blocks 7074, 8694, 8695, and 8696 that are located outside of the parkland proposed to be mapped pursuant to ULURP to NYCEDC for transfer to a private entity to facilitate the development of a 27-acre amusement and entertainment district pursuant to the proposed zoning.

Sites Proposed for Mapping of Parkland

After acquiring the sites above, the City is proposing to map as parkland Block 7074 (portion west of West 15th Street), portions of Lots 20, 23, 105 and 190; Block 7074 (portion east of West 15th Street), Lot 382 and portions of Lots 256, 310 and 360; Block 8695, Lots 85, 104, 468, and portions of Lots 72, 120 and 433; and Block 8696, Lots 75, 166 and portions of Lots 70, 140, 145, and 212 in order to create the new open amusement park. It is anticipated that existing amusement uses would continue to operate on, and additional amusements would be added to, this property.

Coney West

Vacant or underutilized lots and surface parking lots in the proposed Coney West subdistrict are anticipated to be redeveloped with mixed-use buildings including residential and commercial uses. Along the Riegelmann Boardwalk, restaurants and drinking establishments would be constructed from West 22nd Street to West 19th Street, directly west of the Parachute Jump. The remainder of the expected development would consist of mixed-use residential buildings with ground floor retail.

According to the RWCDs, the proposed Coney West subdistrict would be developed with a net increase of 1,519,938 sf of residential use (1,520 dwelling units, including 304 affordable units), 131,339 sf of retail use, 1,523 parking spaces. These developments would be consistent with the objectives of the proposed actions because they would stimulate beach related retail, eating and drinking establishments, and amusements along the Boardwalk, and encourage residential uses with retail and neighborhood services on underutilized sites, similar to those directly north of Surf Avenue.

Sites Proposed for New York State Parkland Alienation

The proposed actions include approval by the New York State legislature for the alienation of mapped parkland, on portions of Lot 101 on Block 7073 and Lot 100 on Block 7071, for subsequent disposition to a private entity for redevelopment under the proposed zoning. It is anticipated that this development would consist of commercial, mixed-use commercial and residential, and residential buildings.

Sites Proposed for Disposition

The proposed actions includes the disposition of City-owned property on Block 7073, portions of Lot 101 and Block 7071, Lot 100, and Block 7071, Lot 142 to be redeveloped as predominantly residential mixed-use buildings with ground floor retail.

Site Proposed for Mapping of Parkland (Highland View Park)

In the future with the proposed actions, a new neighborhood park would be developed on 1.41 acres of parkland proposed to be mapped pursuant to ULURP, located north of the Boardwalk between West 22nd Street and West 23rd Street (Block 7071, Lots 27, 28, 30, 32, 34, 76, 79, 81, 226, and 231).

Coney North

Existing surface parking lots and vacant land, which comprise the majority of the proposed subdistrict, and the few residential and commercial lots within the proposed Coney North subdistrict, would likely be redeveloped as a result of the proposed actions. Similar to the proposed Coney West subdistrict, mixed-use buildings occupied by ground floor retail with residential uses in the upper floors are anticipated in the proposed Coney North subdistrict. Retail uses would be mandated at a depth of 50 feet along the five block frontages of Surf Avenue, and developments would have residential towers ranging from 13 stories to 27 stories above.

According to the RWCDs, the proposed Coney North subdistrict would be developed with a net increase of 859,888 sf of residential use (860 dwelling units, including 276 affordable units), 229,435 sf of hotel and retail use, 1,215 accessory parking spaces, and 566 public parking spaces. The likely developments in the Coney North subdistrict would be consistent with surrounding land uses and the goals of the proposed actions because they would reactivate Surf Avenue as a commercial corridor and would provide opportunities for housing development.

Mermaid Avenue

Vacant lots and underutilized mixed-use buildings are anticipated to be redeveloped within the Mermaid Avenue subdistrict. As a result of the proposed actions, portions of four of the block frontages on the south side of Mermaid Avenue between West 20th Street and West 15th Street would be developed with residential buildings of up to eight stories in height, with retail uses on the ground floor. According to the RWCDs, the proposed Mermaid Avenue subdistrict would be developed with a net increase of 28,115 sf of residential use (28 dwelling units, including 27 affordable units). (It is noted that, as shown in **Table 2-5**, the total Build development in the Mermaid Avenue subdistrict would also include 28,115 sf of retail space. This retail space, however, would not result in a net increase over conditions in the future without the proposed actions.) These new buildings would be at a greater density than existing buildings in the proposed subdistrict, but would still be compatible with similar mixed-use buildings along Mermaid Avenue. The anticipated developments would improve local retail shopping opportunities, revitalizing an important neighborhood thoroughfare. As a result, this development would be consistent with the land uses along Mermaid Avenue, which are of a similar mixed-use character.

Sites Proposed for Acquisition of Private Property, UDAAP Designation and Project Approval, and Disposition of City-Owned Property

In the future with the proposed actions, HPD would acquire privately owned properties on Block 7060 to consolidate with existing City-owned properties on the block for future development. These parcels, located in the proposed Coney North subdistrict, are currently vacant. HPD would designate portions of Block 7060 and 7061 under the Urban Development Action Area Program (UDAAP) and approve the project. The assemblage of properties would then be disposed of to a private entity for development of residential buildings with ground-floor retail pursuant to the proposed zoning.

Summary of Land Use Changes

According to the criteria in Section 410 under Section A, “Land Use, Zoning, and Public Policy” in Chapter 3 of the *CEQR Technical Manual*, the proposed actions would not result in significant adverse impacts on land use. The amusement, eating and drinking establishment, and hotel development likely to occur as a result of the proposed actions in the proposed Coney East subdistrict would be consistent with the existing land uses in that subdistrict, and would be

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supportive of the preservation and improvement the amusement character of Coney Island for future generations.

The residential, commercial, and mixed-use development expected as a result of the proposed actions in the proposed Coney West, Coney North, and Mermaid Avenue subdistricts would constitute a substantial change from conditions in the future without the proposed actions. However, these developments would improve largely vacant or underutilized properties, revitalizing these neglected conditions with residential and commercial uses that are complementary to the existing residential and local commercial character of these subdistricts. In the proposed Mermaid Avenue subdistrict, residential developments with ground floor retail would provide opportunities for the provision of affordable housing while reinforcing the local retail character of Mermaid Avenue. In the proposed Coney North subdistrict, the developments likely to occur would restore year-round use on these sites, and create an appropriate transition from locally oriented uses on Mermaid Avenue to the amusement uses at KeySpan Park, the Riegelmann Boardwalk and the proposed Coney East subdistrict. Although Projected Development Sites 7 and 10 in Coney North currently contain existing GreenThumb community gardens (The Cyclone Community Garden and the Senior Citizens Association of Mermaid Avenue Garden), these gardens would be displaced in the future without the proposed actions. As described above, occupancy of these community gardens is subject to the settlement between the New York State Attorney General and the City of New York. The settlement requires that the City offer sites within ½-mile of the existing garden for relocation, if such sites are available. If such sites are available, the gardeners may relocate to them and have the gardens become permanent DPR sites. The proposed actions would not directly displace any land uses that would adversely affect surrounding land uses, nor would they generate land uses that would be incompatible with land uses, zoning, or public policy in the surrounding area. Anticipated improvements in the Coney West subdistrict would create residential uses including opportunities for the provision of affordable housing where existing land is underutilized. While the expected development would be at a greater density than existing conditions, it would be compatible with surrounding land uses, which include similar residential tower structures. The proposed actions would also result in the development of a new park, providing additional open space for the surrounding community.

Overall, the proposed actions would encourage land uses that support the revitalization of the Coney Island amusement core while providing for appropriately scaled development in the neighboring residential communities in the primary study area. It is intended that future development would act as an extension of neighborhood activity to the north and west of the rezoning area forging a strengthened connection with the amusement district, beach, and boardwalk. The proposed actions would not generate land uses that would be incompatible with surrounding uses, nor would they displace land uses in such a way as to adversely affect surrounding land uses. Density would be increased only in appropriate areas and those density increases would be consistent with public policy, as described below. The proposed actions would not create land uses or structures that would be incompatible with the underlying zoning, nor would they cause a substantial number of existing structures to become nonconforming. For these reasons, the impacts of the proposed actions are considered to be compatible and consistent with existing land uses and the proposed actions would have no significant adverse impact on land use in the primary study area.

SECONDARY STUDY AREA

The proposed actions are not expected to affect land use patterns in the secondary study area, which is predominantly residential and built out. Smaller amounts of institutional, industrial, commercial,

and utility uses are also present. The residential land uses in the secondary study area, which are of a variety of densities, are compatible with the new residential and commercial uses expected to occur as a result of the proposed actions. The less frequent industrial and utility uses, concentrated along and north of Neptune Avenue are located at such a distance from the rezoning area that they do not present a conflicting land use with the proposed actions. Therefore, the proposed actions would not result in any significant adverse impacts on land use in the secondary study area.

ZONING AND CITY MAP

PRIMARY STUDY AREA

As shown in **Figure 2-10** and described in Chapter 1, “Project Description,” the proposed actions include zoning map changes, zoning text amendments, and changes to the City map intended to achieve the goals outlined above. The proposed zoning map and text changes, and amendments to the City map are described below.

Zoning Map Amendments

The zoning map amendments would:

- Establish the Special Coney Island District;
- Amend the C7 zoning district (2.0 FAR) in the proposed Coney East subdistrict on all or portions of eight blocks from West 16th Street to West 8th Street with FARs ranging from 2.6 to 4.5;
- Rezone the proposed Coney West subdistrict from C7 (2.0 FAR) to R7D (up to 5.8 FAR) with a C2-4 commercial overlay (2.0 FAR) on all or portions of four blocks south of Surf Avenue, from West 22nd Street to West 19th Street;
- Rezone the proposed Coney North subdistrict from C7 and R6 (2.43 FAR) to R7X /C2-4 on portions of five blocks north of Surf Avenue, between West 20th Street and Stillwell Avenue;
- Rezone the proposed Coney North subdistrict from R6/C1-2 to R7X /C2-4 on portions of one block south of Mermaid Avenue, between West 19th Street and West 17th Street;
- Rezone the proposed Mermaid Avenue subdistrict from R6/C1-2 to R7A/C2-4 on portions of four blocks south of Mermaid Avenue, from West 20th Street to West 15th Street; and
- Rezone portions of two blocks (Blocks 7071 and 7070) from West 24th Street to West 22nd Street from C7 (2.0 FAR) to R5 (1.25 FAR).

The zoning changes would result in the elimination of C7 and R6 districts and the introduction of R5, R7A, R7D, R7X districts, and an amended C7 district to encourage compatible land uses at higher densities (see **Table 2-6**). The existing R6 district typically results in houses or small apartment buildings on small zoning lots, and tall, narrow buildings set back from the street on larger lots. The existing C7 district is specifically designated for large, open amusement parks, and enclosed entertainment facilities and does not permit residential and community facility uses. Existing C1-2 commercial overlays along Mermaid Avenue would be changed to C2-4, generally to reflect the existing location of commercial uses on that avenue.

The area proposed to be rezoned to R5 (portions of Blocks 7071 and 7070) located between West 22nd Street and West 24th Street would not be included in the SCID. The proposed zoning change on these blocks would bring existing land uses into conformance by extending the existing adjacent R5 district eastward.

**Table 2-6
Proposed Zoning Districts**

Zoning District	Type	Maximum FAR			Base Height (min/max) ¹	Building Height (range) ¹
		Residential	Commercial	Community Facilities		
R5*	Residential, lower-density	1.25	—	2.0	30*	40
R7A	Contextual residential, medium-density	3.45/4.6 ²	—	4.0	40-65	80
R7D	Contextual residential, medium-density	4.35/5.8 ³	—	2.0	40-85	130-270
R7D	Contextual residential, medium-density	4.15/5.5 ⁴	—	2.0	40-85	130-270
R7X	Contextual residential, medium-density	3.75/5.0 ⁵	—	2.0	40-85	105-270
C2-4 overlay	Commercial overlay, local retail services	N/A	2.0	N/A	N/A	N/A
C7 (Amended)	Commercial Amusements	—	2.6/4.0/4.5	—	20-85	60-270

Notes:
 1 In feet
 2 (Mermaid Avenue) The proposed text amendments would allow residential use to a maximum FAR of 3.45 without an affordable housing component; this maximum FAR would be increased to 4.6 with an affordable housing component.
 3 (Coney West) The proposed text amendments would allow residential use to a maximum FAR of 4.35 without an affordable housing component; this maximum FAR would be increased to 5.8 with an affordable housing component.
 4 (Coney West) The proposed text amendments would allow residential use to a maximum FAR of 4.15 without an affordable housing component; this maximum FAR would be increased to 5.5 with an affordable housing component.
 5 (Coney North) The proposed text amendments would allow residential use to a maximum FAR of 3.75 without an affordable housing component; this maximum FAR would be increased to 5.0 with an affordable housing component.
 * Area proposed for R5 rezoning would not be included in the SCID.
Source: DCP, August 2008.

Zoning Text Amendments

The proposed zoning text amendment would establish a new special zoning district—the Special Coney Island District (SCID)—and establish within it the four proposed subdistricts described above: Coney East, Coney West, Coney North, and Mermaid Avenue. Proposed zoning changes in the Coney East subdistrict would preserve existing amusements and encourage new amusement, eating and drinking establishment, and hotel uses. Proposed zoning changes in the Coney West, Coney North, and Mermaid Avenue subdistricts would provide direction for future residential and commercial growth in areas that are underdeveloped and underutilized. These subdistricts are included in the proposed SCID, which would establish special regulations that would define densities and height limits with urban design requirements to preserve views to Coney Island’s iconic structures and create appropriate transitions to surrounding blocks. The SCID would establish use, density, parking requirements, and bulk regulations to encourage varied building heights, control building footprints and tower dimensions, and ensure that new development respects adjacent neighborhood scale and context. The SCID would include the Coney North, Coney West, and Mermaid Avenue subdistricts within the Inclusionary Housing Program to facilitate the development of affordable housing. The proposed Special Zoning District text is provided in **Appendix A**.

The proposed SCID includes special provisions to achieve the following objectives:

- *Update the zoning* to allow the amusement area to grow and transform into a year-round vibrant entertainment and amusement destination.
- *Ensure the long-term viability of the amusement district* by prohibiting residential and large-scale retail uses.

- *Preserve and grow amusement uses in Coney Island* by protecting 9.39 acres of land fronting on the Boardwalk in perpetuity through the mapping of parkland. The mapping action is the first step towards the development of an affordable world-class urban amusement park.
- *Ensure a seamless transition between open and enclosed amusement and entertainment uses.* The amusement park and the rezoned area will both contain open and enclosed amusements as well as restaurants and amusement related small scale retail such as souvenir stores or galleries. Special District regulations will require ground-floors to be porous and active for developments fronting on the open amusements park.
- *Ensure the existing iconic amusements* such as the Parachute Jump, the Cyclone, Wonder Wheel, Childs Restaurant building on the Boardwalk, and the Shore Theater are integral to the redevelopment effort.
- *Encourage the development of entertainment uses on Surf Avenue and the Boardwalk* by mandating that a percentage of all frontages along Surf Avenue throughout the rezoning area contain specified entertainment and amusement uses and prohibiting residential uses on Boardwalk frontages.
- *Facilitate development that would connect the existing community to the beachfront* by creating new streets between Surf Avenue and the Boardwalk and limiting building heights on parcels directly adjoining the Boardwalk.
- *Promote housing and retail opportunities* outside of the amusement district through the rezoning of vacant and underused land to a residential district with commercial overlays, facilitating the development of mixed-use apartment buildings and providing the existing community with a wider range of housing options and with much-needed neighborhood retail and amenities.
- *Facilitate the creation of affordable housing* via the establishment of an Inclusionary Housing zoning bonus in the newly rezoned residential blocks.
- *Address transitions to neighborhood context* through the mapping of new zoning districts and urban design controls through the Special District text.
- *Create a network of Boardwalk recreational parks.* The mapping of a new 1.41-acre neighborhood park and a 9.39-acre open amusement park would establish a 44-acre recreational network of parks along the beachfront from the proposed “Highland View Park” to Asser Levy Park through the KeySpan Park and Steeplechase Plaza, the proposed amusement park and the Aquarium Park.
- *Foster economic activity* that creates job opportunities for local residents by creating year-round activity and bringing new housing and retail services to the neighborhood.

Properties within the proposed SCID would be subject to special bulk, use, and urban design provisions that would supersede the underlying zoning district.

Special Use Provisions – Coney East

The zoning text amendment creating the Special District would set forth special use regulations in the Coney East subdistrict to ensure that any growth be supportive of the amusement and entertainment character of that area. These use regulations will encourage new growth beyond the relatively limited uses that the existing C7 provides, which have resulted in declining conditions of the amusement area. Use Groups A, B, and C would be created to enforce these goals. Use Group A includes open and enclosed amusement uses, such as water parks,

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amusement arcades, pool halls, animal exhibits, and bowling alleys. Use Group B would allow amusement and entertainment district enhancing uses, like banquet halls, restaurants with entertainment or dancing, and tattoo parlors. Use Group C would permit certain retail and service uses and limit them to 2,500 sf of floor area and 30 feet of street frontage. Permitted retail uses in Use Group C include complementary uses to the amusement uses and the beach such as gift stores, clothing stores, or photographic equipment stores.

In Coney East, hotels on lots larger than 20,000 sf would have to provide amusements with a size of 20 percent of their floor area located whether on-site or off-site anywhere in the proposed Coney East subdistrict. Unenclosed sidewalk cafes would be permitted throughout Coney East. Building frontage along Wonder Wheel Way and Bowery would be required to be occupied by at least 50 percent amusement use.

Special Use Provisions – Hotels

The zoning text amendment creating the Special District would also modify the definition of transient hotels within the SCID to ensure that such hotels within the special district would not be used as residential dwelling units. This modification would be apply in the Coney East subdistrict between Surf Avenue and Bowery, Blocks A and B in the Coney North subdistrict, and the Boardwalk subarea in the Coney West subdistrict, where hotels would be permitted.

Special Bulk Regulations

Tower location and heights would be limited on the development sites. In Coney East, special bulk provisions would require 20 foot setbacks on Bowery and Wonder Wheel Way. A Chairperson’s certification would be created to allow an increase in maximum building heights, in order to encourage design flexibility in the development of amusement uses listed in the proposed Use Group A of the amended C7 district.

As described more fully in Chapter 1, “Project Description,” special bulk regulations would apply to new buildings in Coney North and Coney West, including minimum and maximum street wall heights (see **Table 2-7**). Requirements for variation in the building’s base would be achieve through streetwall recess, sheer tower, reverse setback, and street wall height ratio controls.

**Table 2-7
Inclusionary Housing Program Floor Area Ratios
Mermaid Avenue, Coney West, and Coney North Subdistricts**

SCID Subdistrict	Zoning District	Base FAR	Maximum FAR
Mermaid Avenue	R7A	3.45	4.6
Coney West*	R7D	4.35	5.8
Coney West	R7D	4.12	5.5
Coney North	R7X	3.75	5.0
<p>Note: * Two FAR ranges are proposed for Coney West. Developments located between the proposed Parachute Way and West 20th Street would have maximum base FAR of 4.15, which could be increased up to 5.5, and on the two westernmost blocks a maximum base FAR of 4.35, which could be increased up to 5.8.</p> <p>Source : DCP, September, 2008.</p>			

Tower regulations would be applicable to Coney East, Coney North, and Coney West. Towers would be permitted in certain locations in these subdistricts. These provisions would restrict the tower location to within 100 feet of a street intersection; limit tower footprints to 8,500 sf; and regulate the top articulation of towers exceeding 170 feet in height; and limit location, maximum length and height of towers at specific locations within the district.

Buildings in Coney East would be required to set back from the open amusement area to create an amphitheater shape. Heights would be required to decrease eastward from West 16th Street toward the Cyclone roller coaster at West 10th Street.

Similarly in Coney North, the highest towers would be mandated to be located on the 120-foot-wide Surf Avenue to create a transition with the 80-foot maximum height within the R7A on Mermaid Avenue. Setbacks would be defined to ensure visual connections to Surf Avenue and the ocean from Mermaid Avenue and the streets perpendicular to Surf Avenue.

Bulk regulations in Coney West would apply to blocks fronting on the Boardwalk to preserve openness and views to and from the beach. Base heights would be defined by the height of the landmarked Childs Restaurant building, which is approximately 40 feet in height. Developments would be regulated through a base, a transition zone, and towers. Away from the Boardwalk, tower location and heights would be limited on all development sites, and taller towers would be permitted along Ocean Way. In Coney West, blocks fronting Surf Avenue, a 120-foot-wide corridor, would be allowed more bulk and height. Developments would be regulated through a base, a transition zone, and towers. Maximum tower heights would range from 130 to 270 feet, the latter of which is the approximate height of the Parachute Jump.

Floor Area Regulations

The proposed zoning text amendments would include special FAR regulations for the Mermaid Avenue, Coney West and Coney North subdistricts, pursuant to the Inclusionary Housing program. As defined in the New York City Zoning Resolution, the Inclusionary Housing program permits an increase in the floor area of residential developments in exchange for the permanent provision of below-market-rate housing for low-, moderate-, and middle-income households. As shown below in **Table 2-7**, the proposed FAR bonus would be 1.15 in the Mermaid Avenue subdistrict (up to 4.6 maximum residential FAR) and 1.25 in the Coney North subdistrict (reaching a maximum residential FAR of 5.0). In Coney West, two FAR ranges are proposed. On the current KeySpan Park parking lot (Block 7073, Lot 101), the proposed FAR bonus would be 1.38, for a maximum residential FAR of 5.5, and on the two westernmost blocks of Coney West (Block 7072 and Block 7071, Lots 100, 123, 130, and 142), the proposed FAR bonus of 1.45 creates a maximum residential FAR of 5.8.

The Coney East subdistrict would not be included in the Inclusionary Housing Program as no residential uses would be permitted. The proposed floor area regulations would permit 2.6 to 4.5 FAR on sites in Coney East. Blocks north of Surf Avenue would be permitted up to 2.6 FAR for commercial uses. Blocks in Coney East located south of Bowery would also be permitted up to 2.6 FAR. Blocks south of Surf Avenue between West 10th Street and a point 145 feet west of West 12th Street would have a maximum FAR of 4.0. Blocks south of Surf Avenue between West 16th Street a point 145 feet west of West 12th Street would be permitted up to 4.5 FAR.

City Map Changes

The following mapping actions are included as part of the proposed actions:

- The mapping of 9.39 acres of land as parkland between KeySpan Park, the Riegelmann Boardwalk, and Cyclone Park (Block 7074 [area west of West 15th Street], portions of Lots 20, 23, 105 and 190; Block 7074 [area east of West 15th Street], Lot 382 and portions of Lots 256, 310 and 360; Block 8695, Lots 85, 104, 468, and portions of Lots 72, 120 and 433; and Block 8696, Lots 75, 166 and portions of Lots 70, 140, 145, and 212) for the development of an open amusement park.

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- The mapping of 1.41 acres of land as parkland between West 22nd Street, West 23rd Street, and the Riegelmann Boardwalk (Block 7071, Lots 27, 28, 30, 32, 34, 76, 79, 81, 226, and 231) to create a new park, tentatively named Highland View Park.
- The mapping of new streets in the following locations:
 - Wonder Wheel Way from West 10th Street to Steeplechase Plaza
 - West 16th Street from Surf Avenue to the proposed Wonder Wheel Way
 - West 20th Street from Surf Avenue to the Boardwalk
 - Parachute Way from Surf Avenue to the proposed Ocean Way
 - Ocean Way from the proposed Parachute Way to West 22nd Street
 - West 10th Street from Surf Avenue to the proposed Wonder Wheel Way
- The demapping of the following streets or portions of streets:
 - West 10th Street between Surf Avenue and the Riegelmann Boardwalk
 - The portion of West 12th Street that is proposed to be mapped parkland between the proposed Wonder Wheel Way and the Riegelmann Boardwalk
 - The portion of Stillwell Avenue that is proposed to be mapped parkland between the proposed Wonder Wheel Way and the Riegelmann Boardwalk
 - The portion of West 15th Street that is proposed to be mapped parkland between the proposed Wonder Wheel Way and the Riegelmann Boardwalk
 - The portion of the Bowery between West 15th Street and West 16th Street
 - Highland View Avenue and the portion of West 22nd Street to be mapped parkland as part of the proposed Highland View Park
- The alienation of 9.3 acres of parkland on Block 7073 and Block 7071 by the New York State legislature.

Conclusion

The existing C7 zoning district, along with other contributing factors, has been ineffective in stimulating the development necessary to create a successful amusement area. Currently, most of the amusement area is vacant. The proposed zoning would establish regulations and incentives not available under the current zoning. These regulations would be tailored to the distinct needs of the proposed subdistricts and would be consistent with the strategic plan for the larger Coney Island neighborhood. The existing C7 district is also mapped in areas that are occupied by non-conforming residential uses, so a zoning change would enable these areas to conform to the surrounding area's zoning. The proposed changes would allow better transitions to adjacent residential districts and would provide local commercial opportunities than the vacant or underutilized properties that exist under current zoning.

The proposed zoning map and zoning text amendments would create the SCID (and the Coney East, Coney West, Coney North, and Mermaid Avenue subdistricts), and change the zoning districts within the area by increasing maximum FARs and allowing and encouraging the development of a broader range of uses not currently permitted in C7 districts. However, the proposed actions would not have any significant adverse impacts on the rezoning area, as these changes would permit development consistent with the goals and objectives of the planning process for Coney Island.

The proposed changes to the City map would preserve and grow the open amusement uses in the historic amusement area and provide for the development of an open amusement park. Street demappings on Highland Avenue and West 22nd Street would enable the development of a new neighborhood park. The City map changes would facilitate the creation of a larger block between West 15th and West 16th Streets, aiding the redevelopment of vacant land. The mapping of new streets would create new block configurations that encourage access to the Riegelmann Boardwalk and develop new east-west connections south of Surf Avenue.

Pursuant to New York State legislation, the proposed alienation of 9.3 acres of parkland would be accompanied by the replacement of an equivalent parkland area. The area proposed for parkland mapping described above, 9.39 acres in the amusement area and 1.41 acres at the proposed Highland View Park, would create 1.5 more acres of mapped parkland (10.8 total acres) than the 9.3 acres proposed for demapping.

For these reasons, the proposed actions would not result in any significant adverse impacts related to zoning or parkland.

SECONDARY STUDY AREA

The proposed zoning changes would not affect the zoning in the secondary study area. The zoning and land use changes proposed in the primary study area would be compatible with the zoning and uses in the secondary study area. Therefore, no significant adverse impacts would occur.

PUBLIC POLICY

CONEY ISLAND DEVELOPMENT CORPORATION: CONEY ISLAND STRATEGIC PLAN

The CIDC was created to implement a comprehensive planning process for Coney Island and institute a coordinated economic development strategy for the area. The fundamental goals of the Strategic Plan are to transform Coney Island into a year-round entertainment destination, enhance the area's amusements and seaside attractions, and create a vibrant neighborhood that provides opportunities for all residents and visitors. The proposed actions are an integral part of this work and are consistent with the overall goals of the Strategic Plan. Specifically, the proposed actions would facilitate the development of year-round uses on Surf Avenue; would help achieve an active amusement area and allow for new entertainment uses; and provide recreational uses for community residents at a new Highland View Park.

INCLUSIONARY HOUSING PROGRAM

A zoning text amendment is proposed to include the proposed Coney North, Coney West, and Mermaid Avenue subdistricts within the Inclusionary Housing Program, which permits an increase in the floor area of residential developments in exchange for the permanent provision of below-market-rate housing for low-, moderate-, and middle-income households. Affordable units can be provided either on the same site as the development earning the bonus or off-site either through new construction or preservation of existing affordable units. Off-site affordable units must be located within the same Community District or within a ½-mile of the compensated development. Available City, State, and Federal housing finance programs may be used to finance affordable units. This would provide opportunities and incentives for the construction of affordable housing for year-round residents, consistent with City policies for increasing housing affordability.

Coney Island Rezoning

CONEY ISLAND I URBAN RENEWAL AREA

The Coney Island I URA expired in July, 2008. However, the residential, commercial, and mixed-use development that would occur in the proposed Coney North and Mermaid Avenue subdistricts, would be consistent with the goals of the Coney Island I URA by encouraging development and employment opportunities, providing new housing of high quality, and by maximizing appropriate land use.

WATERFRONT REVITALIZATION PLAN

As discussed in Chapter 12, “Waterfront Revitalization Program,” the proposed actions would be consistent with the goals of the WRP, providing waterfront public access and economic development opportunities on Coney Island’s waterfront.

PlaNYC

- The proposed actions embody many of the goals and objectives established in PlaNYC. As described earlier in this chapter, elements of PlaNYC are organized into six categories—land, water, transportation, energy, air quality, and climate change—with corresponding goals and initiatives for each category. This section summarizes the proposed actions’ consistency with PlaNYC elements, particularly those related to land-use and zoning.

Land

Overall, the proposed Coney Island plan would be consistent with PlaNYC land goals. Many of the recommendations, goals, and initiatives of PlaNYC are central to the proposed actions including the provision of new housing to meet the needs of current and future residents, to provide for new and improved open spaces, to better utilize land already owned by the public, and to capitalize transit-oriented development.

Housing

The proposed actions would be consistent with the goals of PlaNYC with regards to housing. The proposed actions would result in the creation of more than 2,408 dwelling units, including more than 600 affordable dwelling units. More specifically, the proposed actions would be consistent with the following housing initiatives:

- Initiative 1: Pursue transit-oriented development and use rezonings to direct growth towards area with transit infrastructure.

The proposed actions would rezone Coney Island to permit higher-density, mixed-use transit-oriented development. The SCID is in close proximity to the Stillwell Avenue Terminal train station, which has service for the Q, N, F, and D train lines. Local bus service (B64, B68, B82, and B74) provides neighborhood connections to the Stillwell Avenue Terminal, extending the reach of mass transit. The proposed actions would result in residential development that is accessible by the existing transit infrastructure.

- Initiative 5: Adapt outdated buildings to new use

The proposed actions would enable a wider range of uses, including residential use, than currently permitted for the Shore Theater, which has been vacant since the 1970s.

- Initiative 6: Develop underused areas to knit neighborhoods together

The proposed actions would encourage the redevelopment of underutilized properties north of Surf Avenue that would link together the neighborhood commercial uses on Mermaid Avenue,

and the residential area north of Mermaid Avenue. The proposed actions would facilitate the redevelopment of uses along the Riegelmann Boardwalk, rejuvenating a pedestrian corridor that ties the waterfront area together. In general, the proposed actions would permit land uses that would be consistent with and support development in the surrounding areas.

- Initiative 10: Expand inclusionary zoning

Proposed zoning text and zoning map amendments would include the proposed Coney West, Coney North, and Mermaid Avenue subdistricts in the City's Inclusionary Housing program, which permits an increase in the floor area of residential developments in exchange for the permanent provision of below-market-rate housing for low-, moderate-, and middle-income households. This would provide opportunities and incentives for the construction of affordable housing for year-round residents, consistent with the PlaNYC goal for increasing housing affordability.

Open Space

PlaNYC includes three open space goals: (1) to make existing sites available to more New Yorkers by opening schoolyards as public playgrounds or completing underdeveloped destination parks; (2) to expand usable hours at existing sites by installing new lighting or providing more multi-purpose fields; and (3) to re-imagine the public realm by creating or enhancing a public plaza in every community. The proposed Coney Island plan would result in the creation of a 9.39-acre mapped open amusement park and a new 1.41-acre neighborhood park, tentatively named Highland View Park. The open space planned for the amusement area would provide active recreational opportunities while the open space planned at Highland View Park would provide passive recreation opportunities for existing residents as well as visitors to the area and new residents. These improvements are consistent with and would help achieve the PlaNYC goal that all New Yorkers live within a 10-minute walk of a park.

- Initiative 3: Complete underdeveloped destination parks

Although the Coney Island amusement area is currently not mapped parkland, it has historically been a recreational destination and is currently underdeveloped compared to the extent of its previous use. The mapping of 9.39 acres of parkland would ensure the area remains an affordable, year-round urban amusement and entertainment destination, increasing recreation opportunities for residents and attracting visitors to the City.

- Initiative 7: Green the cityscape

The proposed 10.80 acres of open space would include landscaping, plantings, and other open space features. In addition, development within the SCID that would occur as a result of the proposed actions would comply with the recently adopted street tree planting zoning text amendment, which requires street tree planting requirements in all zoning districts. The tree planting regulations require planting of street trees in all zoning districts for new developments, major enlargements, and certain conversions. Thus, these proposed actions would result in a substantial number of trees on the streets within the SCID, where currently there are many areas lacking trees and plantings. Therefore, the proposed actions would be consistent with this initiative.

Brownfields

The Brownfield elements of the PlaNYC are not applicable to the proposed actions.

Coney Island Rezoning

Water, Transportation, Energy, Air Quality, and Climate Change

The proposed actions are largely consistent with the goals and objectives in these PlaNYC elements in that it is a new development that is anticipated to contain the best practices in responsible development in terms of water utilization, stormwater management, transportation efficiency, energy demand, air quality emissions and effects on and from climate change. Many of the PlaNYC goals and objectives relating to adaptive re-use or enhancements to existing buildings and systems are not applicable to the proposed actions.

PlaNYC provides a summary of its initiatives, identifying those that would advance the City toward its climate change goals. The proposed Coney Island Comprehensive Rezoning project includes a number of initiatives that have been so identified. These include, but are not necessarily limited to, transit-oriented development, adaptation of outdated buildings to new uses, developing underused areas, expanding inclusionary zoning, preserving existing affordable housing, completing underdeveloped destination parks and creating public plazas, greening the cityscape, exploring best management practices for water quality, and increasing tree plantings. All of these initiatives contribute to the global fight against climate change because they will help enable the City to be more energy- and land-efficient. Therefore, these projected actions are consistent with PlaNYC. *