

A. INTRODUCTION

This chapter considers the potential for the proposed actions to affect the urban design characteristics and visual resources of the proposed rezoning area and the surrounding area. This technical analysis follows the guidelines of the *CEQR Technical Manual*. As defined in the manual, urban design components and visual resources determine the “look” of a neighborhood—specifically, its physical appearance, including the size and shape of buildings, their arrangement on blocks, the street pattern, and noteworthy views that may give an area a distinctive character. The following analysis addresses each of these characteristics for existing conditions and the future without and with the proposed actions for a 2019 analysis year.

B. METHODOLOGY

In accordance with the *CEQR Technical Manual*, this analysis considers the effects of the proposed actions on the following elements that collectively form an area’s urban design:

- *Block Form and Street Pattern.* This urban design feature refers to the shape and arrangement of blocks and surrounding streets, such as a grid pattern with regularly sized, rectangular blocks. These features set street views, define the flow of activity through an area, and create the basic format on which building arrangements can be organized.
- *Building Arrangement.* This term refers to the way that buildings are placed on zoning lots and blocks. The buildings can have small or large footprints, be attached or detached and separated by open uses, and varied in their site plans. This urban design feature helps to convey a sense of the overall form and design of a block or a larger area.
- *Building Use, Bulk, Height, Setback and Density.* Buildings are usually described by these characteristics. A building’s bulk is created from an amalgam of characteristics, which include its height, length, and width; lot coverage and density; and shape and use of setbacks and other massing elements. The general use of a building (e.g., residential, manufacturing, commercial office) gives an impression of its appearance and helps the viewer to understand its visual and urban design character.
- *Streetscape Elements.* Streetscape elements are the distinctive physical features that make up a streetscape, such as street walls, building entrances, parking lots, fences, street trees, street furniture, curb cuts, and parking ribbons. These features help define the immediate visual experience of pedestrians.
- *Street Hierarchy.* Streets may be classified as expressways, arterials, boulevards, collector/distributor streets, or local streets, and they may be defined by their width, type of access, and the presence or absence of at-grade pedestrian crossings. Street hierarchy helps convey a sense of the overall form and activity level of a neighborhood.

Coney Island Rezoning

- *Topography and Natural Features.* Topographic and natural features help define the overall visual character of an area and may include varied ground elevation, rock outcroppings and steep slopes, vegetation, and aquatic features.

This analysis also considers the effects of the proposed actions on the area's visual resources, which the *CEQR Technical Manual* defines as unique or important public view corridors, vistas, or natural or built features. Visual resources can include public parks, landmark structures or districts, or natural features, such as a river or geologic formations.

As recommended by the *CEQR Technical Manual*, this technical analysis evaluates impacts in two areas: the proposed rezoning area and a larger study area, which is defined as the area within a 400-foot radius of the rezoning area boundary (see **Figure 8-1**).

C. EXISTING CONDITIONS

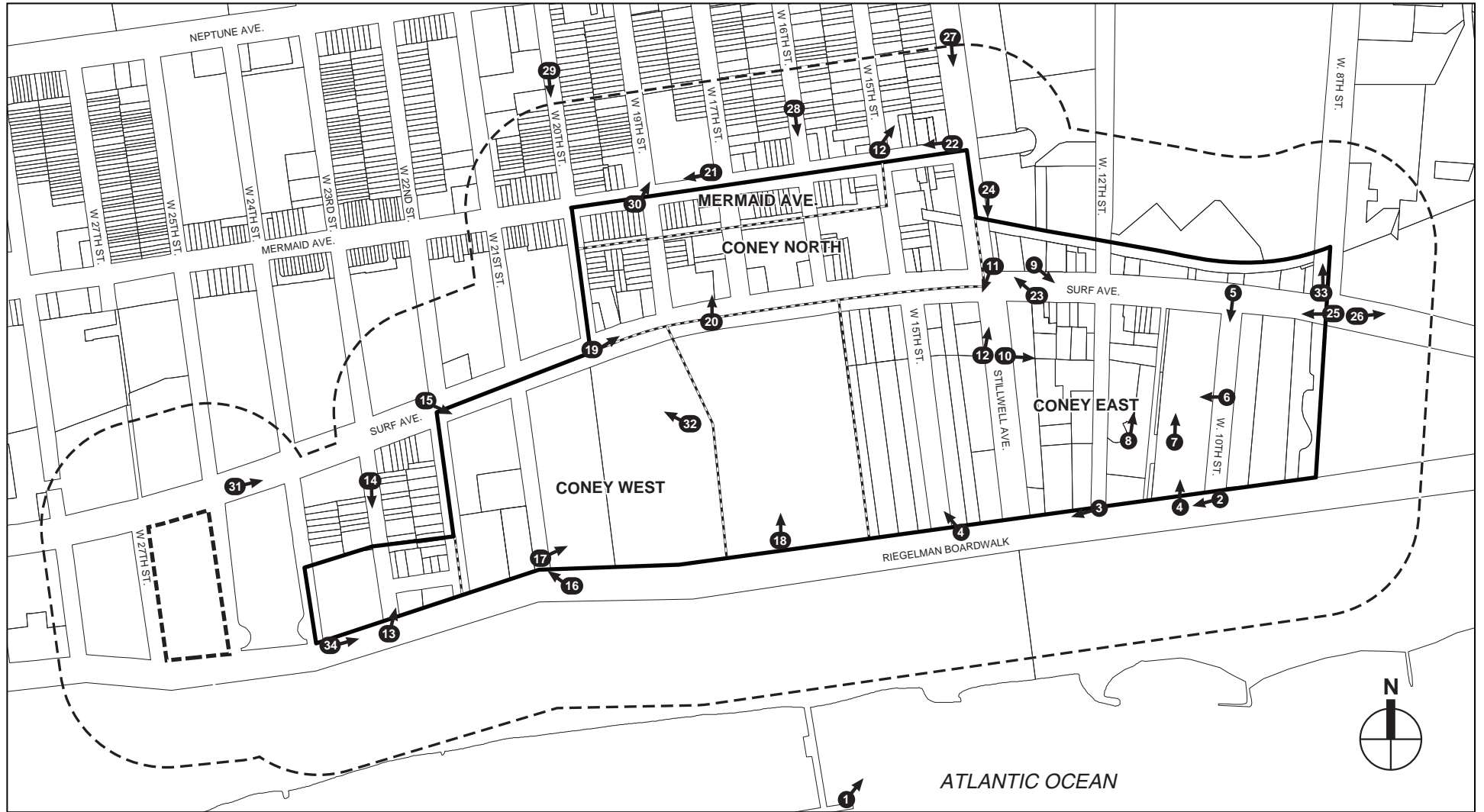
PROPOSED REZONING AREA






The proposed rezoning area encompasses the historical amusement area of Coney Island and portions of the surrounding neighborhood, much of which is vacant land. The rezoning area is roughly bounded by Mermaid Avenue to the north, West 8th Street to the east, Riegelmann Boardwalk to the south, and West 24th Street to the west (see **Figure 8-1**). The compilation of existing conditions information, as presented below, was conducted in the summer of 2008. The rezoning area photographs shown on **Figures 8-2** through **8-13** are reflective of conditions in the summer of 2008. It is noted that at the end of the summer in 2008, Astroland Amusement Park closed and by December 2008 the site had been largely cleared of amusements.

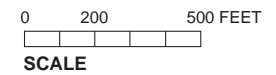
As described in Chapter 1, "Project Description," the rezoning area is divided into four subdistricts: Coney East, Coney West, Coney North and Mermaid Avenue. Coney East is roughly bounded by West 8th and West 16th Streets between Surf Avenue and Riegelmann Boardwalk; Coney West is roughly bounded by West 19th and West 22nd Streets between Surf Avenue and Riegelmann Boardwalk; Coney North is roughly bounded by West 20th Street and Stillwell Avenue between Surf Avenue and a line approximately 100 feet south of Mermaid Avenue; and Mermaid Avenue includes the south side of Mermaid Avenue between West 15th and West 20th Streets to a depth of 100 feet. The remaining area between West 16th and West 19th Streets and Surf Avenue and Riegelmann Boardwalk contains KeySpan Park baseball stadium, which occupies the majority of the parcel and its entire Surf Avenue frontage, the Parachute Jump, which is located on the boardwalk, and two soccer fields on the boardwalk.

URBAN DESIGN

The proposed rezoning area is characterized by a mix of vacant land, amusement rides and low-rise entertainment and commercial buildings in the amusement area, the large recreational facilities of KeySpan Park and the Abe Stark Rink, and low-rise residential buildings, some of which have ground-floor retail. Vacant land is found in all four subdistricts and includes both large and small parcels. The rezoning area is bordered on the south by Coney Island Beach and the Atlantic Ocean. Riegelmann Boardwalk runs along the beach through the rezoning area and offers scenic and unobstructed beach and ocean views and inland views of the amusement area, which contains three famous visual and historic landmarks—the Parachute Jump, the Wonder Wheel, and the Cyclone roller coaster.



-  Rezoning Area
-  Special District Subdistrict Boundary
-  West 25th Street Parking Site
-  Study Area Boundary (400-Foot Perimeter)
-  Photograph View Direction and Reference Number



Topography and Natural Features

The topography of the rezoning area is relatively flat, with a gentle slope in terrain southward to the beach. The approximately 3-mile-long Coney Island Beach is an important natural resource in the rezoning area that provides space for active and passive recreation (see view 1 of **Figure 8-2**). Riegelmann Boardwalk runs along the entirety of Coney Island Beach from West 37th Street to Corbin Place (both of which are outside of the rezoning area).

Street Pattern and Hierarchy

The street pattern in the study area is part of the Coney Island peninsula's grid system with avenues running east-west and streets running north-south. Variations in the grid result from the curve of Surf Avenue and the presence of several superblocks. In the rezoning area, the major east-west streets are Surf Avenue, one of the primary roads through Coney Island, which runs through the center of the rezoning area and has two traffic lanes in each direction; and Mermaid Avenue, a busy road with one traffic lane in each direction between Stillwell Avenue and the Sea Gate neighborhood at the western end of Coney Island. Surf Avenue's eastern end connects to Ocean Parkway outside the larger study area and Mermaid Avenue terminates to the east in a cul-de-sac under the Stillwell Avenue Station.

Most of the north-south streets are one-way. The exceptions are Stillwell Avenue, West 17th Street, and West 12th Street, which have northbound and southbound traffic lanes. West 20th, 19th, 17th, and 16th Streets do not extend south of Surf Avenue. In the Coney West subdistrict, Highland View Avenue, a short one-way street located just north of the boardwalk connects West 22nd and 23rd Streets.

South of Surf Avenue, there are several small pedestrian streets that break up the larger street grid and are associated with the historical Coney Island amusement area; these streets include Bowery, Jones Walk and Schweickerts Walk. Bowery is the widest and most active of these pedestrian streets and extends east-west from West 15th Street to Jones Walk. Jones Walk is located between West 12th and 10th Streets and runs south from Surf Avenue to the Wonder Wheel. Schweickerts Walk is located between Stillwell Avenue and West 15th Street and runs from Surf Avenue south to Bowery. It is predominantly occupied by an outdoor eating area connected to Nathan's Famous hot dog stand.

The elevated Riegelmann Boardwalk runs along the southern boundary of the rezoning area. As described above, it extends beyond the study area west to West 37th Street and east to Corbin Place. The boardwalk is a wide structure that provides room for pedestrians, bicyclists, and roller bladers. It has benches, pavilions, and comfort stations (see view 2 of **Figure 8-2** and view 3 of **Figure 8-3**). In the rezoning area, all of the cross streets that extend south of Surf Avenue to Riegelmann Boardwalk feature either a stairway or an access ramp to the elevated boardwalk. At Stillwell Avenue, the entrance to the boardwalk is a circular ramp landscaped with small shrubs and flowers.

Block Forms and Building Arrangements

Coney East

Coney East consists of long rectangular blocks between Surf Avenue and Riegelmann Boardwalk and Bowery and Riegelmann Boardwalk, three smaller blocks between Surf Avenue and Bowery, and the southern portion of two blocks along Surf Avenue south of the D, F, N, and Q subway viaduct. Some of the long blocks contain the Cyclone roller coaster, the former site of Astroland Amusement Park, and Deno's Wonder Wheel Amusement Park. The Cyclone roller

Coney Island Rezoning

coaster is located on the east side of West 10th Street between Surf Avenue and Riegelmann boardwalk (see view 5 of **Figure 8-4**). The western portion of the New York Aquarium parking lot is located on the east side of the Cyclone. The former site of Astroland Amusement Park is roughly bounded by Surf Avenue and Riegelmann Boardwalk, West 10th Street, and Jones Walk. The Park closed at the end of summer in 2008 and the parcel is now largely vacant. Deno's Wonder Wheel Amusement Park is located one block to the west and is roughly bounded by Surf Avenue and Riegelmann Boardwalk, Jones Walk, and West 12th Street. Detached amusement rides, midway kiosks, and corrugated metal shipping containers used for amusement games are scattered at various angles and positions throughout the two amusement parks. In general, they face inwards away from the surrounding streets and walks (see views 6 through 8 of **Figures 8-4** and **8-5**). The smaller blocks between Bowery and Surf Avenue contain small-footprint buildings that house amusement games, souvenir shops, and concession stands (see views 9 and 10 of **Figure 8-6**). Most of these buildings are attached; however, several small parcels of vacant land are located between buildings on Surf Avenue. On the north side of Surf Avenue, attached retail buildings with small-footprints sit adjacent to the subway viaduct.

Large parcels of vacant land are located west of West 12th Street. The entire block bounded by Surf Avenue and Riegelmann Boardwalk, West 15th Street, and KeySpan Park is a vacant lot enclosed with a fence that contains a 1-story vacant building on Surf Avenue. Additionally, two large vacant lots are located on either side of Stillwell Avenue between Bowery and the boardwalk. Both lots are separated from the street by chain-link and solid wood fencing.

Coney West

Coney West includes the rectangular block between West 22nd and 21st Streets and the western portion of a large parcel between West 21st and 16th Streets. Outside of the subdistrict but within the rezoning area, this large parcel contains KeySpan Park baseball stadium, the Parachute Jump, and two soccer fields. Within the Coney West subdistrict, the large parcel contains the freestanding Abe Stark Rink, a concrete building with a large square footprint, a paved surface parking lot, and vacant land (see view 17 of **Figure 8-10**). The block between West 21st and 22nd Streets contains two attached buildings: the former Childs Restaurant and a New York City Department of Human Resources facility (see view 16 of **Figure 8-9**). The Childs Restaurant building has a long and narrow footprint and it fronts on the boardwalk. The City office building has a wide and square footprint and it fronts on West 21st Street. A large paved surface parking lot occupies the entire street frontage of Surf Avenue between West 21st and 22nd Streets and extends south to the midway point of the block. A small paved driveway that extends the width of the block separates the parking lot and the New York City Department of Human Resources facility.

Located outside of the Coney West subdistrict but within the rezoning area are the southern portions of two rectangular blocks between West 22nd and West 24th Streets. The portion of the block between West 22nd and 23rd Streets is bisected by Highland View Avenue and subdivided into small lots. South of Highland Avenue, one vacant lot extends south to the boardwalk (see view 13 of **Figure 8-8**). North of the avenue a paved vacant lot occupies the southwestern corner of the block, and the eastern half is occupied by a school bus storage yard and a freestanding 1-story redbrick garage located in the interior of the lot. Both the vacant lot and storage yard are enclosed with a chain-link fence. North of the boardwalk between West 23rd and 24th Streets, the Sea Crest Health Care Center comprises two attached L-shaped buildings of four and six-stories; the buildings are set back from West 23rd and 24th Streets and a private garden and outdoor patio is located in the rear of the buildings (see view 14 of **Figure**

8-8). The complex is enclosed with a chain-link fence and is accessed from West 24th Street via a driveway. An open-air parking lot is located north of the facility and is surrounded by landscaped areas.

Coney North and Mermaid Avenue

The blocks within the Coney North and Mermaid Avenue subdistricts are short rectangular blocks with lots of various sizes. Along most of Surf Avenue in the Coney North subdistrict, large vacant lots and parking lots enclosed with tall chain-link fences occupy entire block fronts (see view 20 of **Figure 8-11**). Attached buildings line the north side of Surf Avenue between Stillwell Avenue and West 15th Street. The Mermaid Avenue subdistrict is largely characterized by small lots occupied by attached 1- and 2-story residential and commercial buildings (see views 21 and 22 of **Figure 8-12**).

Streetscape

The streetscape of the rezoning area is urban in character, and while it is characterized by a mix of vacant land, parking lots, a baseball stadium, amusement rides, and small amusement, commercial, and residential buildings, it is largely defined by vacant parcels and parking lots enclosed with chain-link fencing. However, a notable streetscape feature is Riegelmann Boardwalk, an elevated plank-wood boardwalk bordered by metal railings that runs along the southern edge of the rezoning area (see view 2 of **Figure 8-2**). The boardwalk is elevated above the amusement area and beach, requiring stairways and ramps to the beach and adjacent streets. Street furniture along the boardwalk includes benches, picnic tables, pavilions, and comfort stations (see views 2 and 3 of **Figures 8-3** and **8-4**). The northern edge of the boardwalk is lined with modern street lights while the southern edge is lined with historic reproduction cast-iron street lights. In Coney East, the boardwalk is lined on the north between West 10th Street and Stillwell Avenue with small 1-story buildings that contain amusement games, souvenir shops and concession stands and are open to the boardwalk (see view 4 **Figure 8-4**). Entrances from the boardwalk to the amusement parks are marked with colorful billboards. Farther east between West 10th and 8th Streets, a 1-story building of the New York Aquarium abuts the northern edge of the boardwalk and provides a continuous streetwall along this portion of the boardwalk.

The streetscape of each subdistrict is described in more detail below.

Coney East

A mix of transportation uses, amusement activities, and vacant land define the streetscape in Coney East. The northern boundary of the subdistrict is formed by the elevated subway tracks of the D, F, N, and Q lines. The tracks run along Stillwell Avenue and then curve east to run along Surf Avenue above some low-rise commercial buildings. The Stillwell Avenue Station occupies the east side of Stillwell Avenue at the northeast corner of Surf Avenue, and this above-ground subway station is a major streetscape element in the area (see view 23 of **Figure 8-13**). The eastern boundary of the subdistrict is an elevated pedestrian walkway that crosses Surf Avenue from the West 8th Street New York Aquarium Subway Station and continues south above a New York Aquarium parking lot to Riegelmann Boardwalk (see view 25 of **Figure 8-14**).

A multitude of large and colorful signs and murals placed on rides and entertainment and commercial buildings are a defining streetscape element of the amusement area. However, the two amusement parks and most of the amusement ride areas located in Coney East are also enclosed with chain-link and solid wood fencing. The Cyclone roller coaster is entirely fenced in along all of its street frontages, including its east frontage bordering the New York Aquarium

parking lot. Several neon signs for the Cyclone are attached to the roller coaster and some smaller billboard signs are on the fencing near the corner of West 10th Street and Surf Avenue (see view 5 of **Figure 8-4**). Astroland Amusement Park was fenced in on its east and west frontages. It was accessible via three distinct entrances on West 10th Street, Riegelmann Boardwalk, and the main entrance off of Surf Avenue. The West 10th Street entrance was accessed through an opened chain-link fence (see view 6 of **Figure 8-4**); the boardwalk entrance had a small billboard sign above the staircase descending down to the park (see view 4 of **Figure 8-3**); and the Surf Avenue entrance was the most elaborate with a large illuminated billboard (see view 7 of **Figure 8-5**). Deno's Wonder Wheel Amusement Park is similarly surrounded by fencing; the amusement park is accessed from Riegelmann Boardwalk, Bowery, and Surf Avenue. Billboards announcing the park's entrances are located over the boardwalk and Surf Avenue entrances. Outside of the amusement parks, other amusement area rides—like Go Karts on the west side of West 12th Street near Riegelmann Boardwalk and an inflatable freestanding amusement ride on the west side of Stillwell Avenue between the boardwalk and Bowery—are enclosed with chain-link fences.

Bowery, which runs east-west through the amusement area, is lined on the south with small amusement rides set back from the lot line and enclosed by fencing, and on the north with 1-story buildings containing amusement games and concession stands (see view 10 of **Figure 8-6**). These amusement buildings do not have typical ground floors, and are almost entirely open on their ground floors resulting in permeable storefronts. These buildings have large colorful billboards and some awnings.

In Coney East, the south side of Surf Avenue consists of 1- and 2-story attached buildings with large, colorful billboards and awnings over their entrances (see view 9 of **Figure 8-6**). These buildings contain amusement uses like the Bumper Cars ride, several restaurants, and a convenience store. The most notable restaurant is Nathan's Famous hot dog stand, which occupies the southwest corner of Stillwell Avenue and Surf Avenue. The building features large billboards and neon signage on its three street frontages and a vertical marquee on its Surf Avenue façade (see view 11 of **Figure 8-7**). Like other amusement buildings in the area, the restaurant is open on its ground floor and has a long counter on the western end of its Surf Avenue façade where customers make their orders and long lines usually form. The adjacent building to the south is a 3-story brick structure; its eastern façade contains a large mural with an electronic ticker counting down to the next annual Nathan's Famous hot dog eating contest.

There are several large vacant lots in this subdistrict that are enclosed by fencing that, as mentioned above, is a defining feature of the streetscape in Coney East. The largest vacant lot in the subdistrict is adjacent to KeySpan Park. It is on the park's east side between Surf Avenue and the boardwalk. This lot is enclosed by fencing on all sides. In addition, a paved school bus storage yard is located on the east side of West 15th Street between Bowery and Riegelmann Boardwalk. This lot is enclosed by solid wood fencing on all of its frontages. The western portion of the study area has a less active street life than that of the amusement area, due to the large amount of vacant land.

Vehicle parking is also a common streetscape element in the subdistrict. Most of the streets have parking ribbons. Some streets, like West 15th and 10th Streets, have angled curb parking. Stillwell Avenue contains median parking between Surf Avenue and Riegelmann Boardwalk. In addition, there are lots used for bus parking in the subdistrict.

There are several outdoor seating areas located in Coney East; many of the sidewalks contain clusters of picnic tables outside of the various restaurants and concession stands. Such seating

areas are found in front of the restaurant adjacent to Astroland Amusement Park on the southwest corner of West 10th Street and Surf Avenue and on Schweickerts Walk adjacent to Nathan's Famous.

Coney West

Parking areas and vacant lots primarily define the streetscape in Coney West. Directly west of KeySpan Park, there is a large paved parking lot for the baseball stadium and the Abe Stark Rink. The adjacent vacant lot to the west is fenced in on its Surf Avenue and West 21st Street frontages, and is separated from the parking lot by a fence (see view 17 of **Figure 8-10**). Between West 21st and 22nd Streets a paved vacant lot is located on the northern half of the block between Surf Avenue and Riegelmann Boardwalk (see view 19 of **Figure 8-11**). This vacant lot is completely fenced in and a driveway bisects the block. Another fenced-in, paved parking lot is located on the southern half of the block between West 21st and 22nd Streets, to the rear of a 3-story brick and concrete building on West 21st Street. Abutting that parking lot to the south is a large and mostly vacant overgrown lot; it is fenced on West 22nd Street and bordered by Child's Restaurant to the east. That lot also contains the El Jardin de Boardwalk community garden.

Between West 22nd and West 23rd Streets, vacant lots and a storage yard occupy the southern portion of the block that lies within the westernmost portion of the rezoning area. Highland View Avenue bisects the southern portion of this block, and an overgrown vacant lot is adjacent to the boardwalk. A steel guard rail is located along the vacant lot's Highland View Avenue and West 22nd Street frontages (see view 13 of **Figure 8-8**). Parking ribbons and modern streetlights are located on Highland View Avenue and West 21st to 23rd Streets.

Coney North and Mermaid Avenue

Along Surf Avenue, the streetscape in Coney North is predominantly characterized by vacant lots and parking lots. These lots are generally enclosed with fences along Surf Avenue and the streets between West 15th and 20th Streets (see views 19 and 20 of **Figure 8-11**). Along Mermaid Avenue, the streetscape consists of a mix of ground-floor commercial storefronts and residential entrances, and street furniture includes parking meters, aluminum and glass bus shelters, metal street signs, and street lights (see views 21 and 22 of **Figure 8-12**). The cross streets in this subdistrict are narrower than in the other subdistricts and have street trees and parking ribbons. There are also three GreenThumb Community Gardens in the Coney North and Mermaid Avenue subdistricts. The Cyclone Community Garden and the Senior Association of Mermaid Avenue community garden are located on the northeast corner of West 20th Street and Surf Avenue, and the Unity Tower Tenants Association community garden is located on the same block at the southeast corner of Mermaid Avenue and West 20th Street. Both gardens are separated from the street by chain-link fencing.

Building Uses, Bulk, Height, Setback and Density

Coney East

The majority of buildings in Coney East are small 1- and 2-story commercial and entertainment buildings. Also located within the subdistrict are amusement rides. These rides include both monumental structures like the Wonder Wheel and small amusements. On Surf Avenue, 1-story brick and concrete retail buildings line the north side adjacent to the subway viaduct, and one- and 2-story amusement-related buildings that include souvenir shops, concession stands, and amusement games and rides line the south side of the avenue (see view 9 of **Figure 8-6**).

Coney Island Rezoning

Several larger buildings like Nathan's Famous, Coney Island USA and the Stillwell Avenue Station are located along Surf Avenue in Coney East. Nathan's Famous restaurant is a 1-story building, heavily covered with painted billboards and neon signs (see view 11 of **Figure 8-12**). A seating area with permanent tables and umbrellas is adjacent to Nathan's Famous on Schweikert's Walk. Coney Island USA occupies a 2-story building on the southwest corner of Surf Avenue and West 12th Street. The building's original bracketed cornice, hipped tile roof, and second floor window openings are still intact, and its first and second floors are covered in painted signage and billboards advertising side show acts (see view 9 of **Figure 8-6**). The Stillwell Avenue Station is a 3-story building clad in terra cotta, steel, and glass; it has a corner tower and ornamental light bulbs accentuate the façade, evoking the amusement signage of the nearby amusement parks. The façade also features original and restored terra cotta Brooklyn-Manhattan Transit signs and logos. The ground floor is mostly open to the street to provide a large entrance (see view 23 of **Figure 8-13**).

Astroland Amusement Park—formerly located between West 10th Street and Jones Walk—contained, prior to Fall 2008, freestanding amusement rides like the Water Flume and enclosed rides like Dante's Inferno, an indoor roller coaster, and games like the Water Balloon Race. It is noted that Astroland Amusement Park closed at the end of the summer in 2008 and that as of December 2008 the Park site had been largely cleared. The rides were located in the interior of the park and could only be accessed from within the park (see view 6 of **Figure 8-4** and view 7 of **Figure 8-5**). Located near West 10th Street in the middle of the block between Surf Avenue and the boardwalk, the 270-foot-tall Astro Tower ride (which was still on site as of early January 2008) features a rotating, circular viewing platform that moves up and down a tower to provide passengers with 360 degree views of the area (See view 5 of **Figure 8-4**). Two permanent buildings that serve concessions are located on the park's periphery: a 1-story brick concession building covered in signage that includes a large rocket is located just east of the Riegelmann Boardwalk entrance to the park, and a 2-story metal concession building occupies the northeast corner of the park on Surf Avenue and West 10th Street (see view 5 of **Figure 8-4**).

Deno's Wonder Wheel Amusement Park—located between Jones Walk and West 12th Street—is also composed of freestanding amusement rides that include a carousel, bumper cars, and the Wonder Wheel. The 150-foot-tall Wonder Wheel has eight stationary cars located on the Ferris wheel's outer rim and 16 swinging cars that move on tracks between the outer and inner rims of the wheel. The amusement rides and arcade games are located in the park's interior. The Wonder Wheel is at the center of the park and pedestrians walking through the park from Riegelmann Boardwalk must walk down a ramp that passes underneath the ride to exit on Jones Walk where there are more amusement games housed in small, temporary and permanent 1-story structures (see view 8 of **Figure 8-5**).

Outside of the two amusement parks are additional rides, games, and concessions. The north side of Bowery between Jones Walk and Stillwell Avenue has an almost continuous streetwall of attached 1-story buildings housing game arcades and concession stands (see view 10 of **Figure 8-6**). The west side of West 12th Street between Bowery and the boardwalk has a go-karts course and other freestanding amusement rides. Adjacent to Coney East, Riegelmann Boardwalk is lined with 1-story structures containing concessions and arcade games (see view 2 of **Figure 8-2** and view 4 of **Figure 8-3**).

The historic Cyclone wooden roller coaster occupies the east side of West 10th Street between Surf Avenue and the boardwalk. The Cyclone features six curves and reaches up to 85 feet in

height. The roller coaster is set close to the street and occupies the entire lot with a small souvenir shop and ticketing booth on Surf Avenue (see view 5 of **Figure 8-4**).

Coney West

As described above, Coney West primarily contains parking lots and vacant land, but there are a few buildings. Located on the boardwalk at roughly West 20th Street, the Abe Stark Rink is a squat, modernist concrete building with glass-block windows and a sloping roof (see view 17 of **Figure 8-10**). The former Childs Restaurant on Riegelmann Boardwalk at West 21st Street is a 2-story structure designed in the Renaissance Revival style with a bracketed cornice, ornate terra cotta details, and a hipped tile roof (see view 16 of **Figure 8-9**). It is currently being used as a roller skating rink. Adjacent to the north on West 21st Street is a plain, unornamented 3-story brick and concrete office building for the New York City Department of Human Resources. The building is bordered by a driveway to the north which spans the width of the block and is used for parking, and by a paved parking lot to the west, which is enclosed with a tall iron fence.

Located in the westernmost portion of the rezoning area but outside of the subdistrict, the Sea Crest Health Care Center occupies the southern half of the block between West 23rd and West 24th Streets between Riegelmann Boardwalk and Surf Avenue. The complex comprises two attached L-shaped buildings of four and six-stories; these brick and concrete buildings are set back from West 23rd and 24th Streets. The facility also includes a private garden, outdoor patio, and a landscaped paved parking lot; the entire complex is enclosed by chain-link fencing (see view 14 of **Figure 8-8**).

As described above, the central portion of the rezoning area between the Coney East, Coney West, and Coney North subdistricts contains KeySpan Park baseball stadium, the Parachute Jump, and two soccer fields. The baseball stadium's main entrance is at Surf Avenue and West 19th Street; it is elevated and accessed via a stairwell and ramp. The entrance is enclosed by a tall metal fence with canopies over the two ticket booths and a large, modern marquee that says KeySpan Park. The minor league baseball stadium is oriented with home plate at the northwest corner of the complex and the main seating areas along the north and west sides of the field. Lower bleachers are located along the outfield so as not to detract from views of the beach and the Parachute Jump. The Stadium is clad in brick, concrete, and steel; it features a concourse with freestanding concession stands and overhanging fluorescent lamps in different colors. Tall metal stadium lights line the perimeter of the stadium. Banners and billboards are abundant. Fronting on Surf Avenue are two restaurants located on the ground-floor. There is a seasonal outdoor seating area with tables and chairs for the restaurants. Two eight-foot-tall bronze figures of Jackie Robinson and Pee Wee Reese are set on a six-sided pedestal within a circular landscaped area located west of the entrance to the ballpark on Surf Avenue. Located on the boardwalk, southwest of the stadium, the Parachute Jump—a former amusement ride—is an open-frame steel structure that rises to a height of 262-feet (see view 17 of **Figure 8-10**). At night, the Parachute Jump is brightly illuminated.

Coney North

Along the north side of Surf Avenue, the blocks between West 15th and 20th Streets contain vacant lots and surface parking facilities enclosed by fencing. The northeast corner of West 20th Street and Surf Avenue is occupied by a large community garden. The garden abuts three 2-story attached row houses clad in brick and concrete. On West 20th Street, these buildings have ground-floor porches and one of them houses a church. The three buildings are set back from the lot line and enclosed by low fences. The block bounded by West 15th Street and Stillwell

Coney Island Rezoning

Avenue does not contain any vacant lots and is occupied with a mix of 1- and 2-story commercial buildings and 2- to 4-story residential buildings with ground floor retail uses. A large portion of the west side of Stillwell Avenue between Surf and Mermaid Avenues is occupied by a long concrete screening wall that encloses an interior driveway used for parking by the 2-story Gargiulo's Restaurant located on West 15th Street. The tallest building in this subdistrict is the Shore Theater, an 8-story stone and brick building with terra cotta detailing and arched windows, located on the northwest corner of Stillwell Avenue and Surf Avenue (see view 12 of **Figure 8-7** and view 23 of **Figure 8-13**). The building's double-height base is rusticated and clad in limestone and features a row of pointed arch windows. The building is further ornamented at its 2-story crown with terra cotta detailing and three separate balconies on the top floor of the building's Surf Avenue façade. An enclosed fire escape is attached to the former theater's Stillwell Avenue façade.

Mermaid Avenue

The south side of Mermaid Avenue is lined with 1-story commercial brick buildings and 2- to 4-story brick residential buildings with ground floor retail. The retail storefronts are marked with awnings, neon signs, and banners. Several of the taller residential buildings have decorative brick cornices with geometric shaped concrete ornament and fire escapes (see view 21 and 22 of **Figure 8-12**). A large 4-story building clad in brick and concrete occupies the southeast corner of West 17th Street and Mermaid Avenue. The building's footprint is angled on the corner and the building entrance is a curved portico.

VISUAL RESOURCES AND VIEW CORRIDORS

The primary visual resources in the rezoning area are four historic amusement rides—the Parachute Jump, the Cyclone, Astro Tower, and the Wonder Wheel—and Coney Island Beach and the Atlantic Ocean. Riegelmann Boardwalk offers the most scenic and unobstructed views of these visual resources. The Parachute Jump and Wonder Wheel can be seen from other locations in the rezoning area because of their height and the prevalence of vacant lots, parking lots, and low-rise buildings; however, views of the Cyclone from the surrounding area are more limited to the immediately surrounding streets. The beach and ocean are not visible from most streets in the rezoning area due to the elevated level of the boardwalk.

The Parachute Jump towers above all of the buildings in the rezoning area and can be seen for long distances along Riegelmann Boardwalk and from as far north as Mermaid Avenue between West 20th and 16th Streets. The Cyclone can be seen along the boardwalk from as far west as West 17th Street in the rezoning area. The Cyclone is also visible in views east along Bowery, which is lined by 1-story buildings. However, due to the taller buildings along the south side of Surf Avenue in the rezoning area, as well as to the avenue's curved alignment, views east of the Cyclone on Surf Avenue are only visible from as far west as West 12th Street. At 270-feet-tall, the Astro Tower is one of the taller structures in the rezoning area. It is most prominent in the West 10th Street view corridor. On Surf Avenue it is visible from as far west as West 19th Street, and along Riegelmann Boardwalk it is visible from as far west as West 24th Street. The Wonder Wheel dominates views to the south on West 12th Street, and the Stillwell Avenue Station provides views south of the Wonder Wheel from the elevated subway platforms (see view 24 of **Figure 8-13**). From the west and east, the Wonder Wheel is best seen from Riegelmann Boardwalk and Bowery (see view 4 of **Figure 8-3** and view 10 of **Figure 8-6**).

The Shore Theater, which is the tallest building in the rezoning area, is visible for relatively long distances on Surf Avenue and Stillwell Avenue through the rezoning area (see view 12 of

Figure 8-7). It is also visible from various locations along Riegelmann Boardwalk. The Stillwell Avenue Station is an additional visual resource, located just outside the rezoning area. The soaring roof with steel arches is reminiscent of classic European train sheds. The elevated platform levels extend over Stillwell Avenue on steel piers that separate the two north lanes of traffic (see view 27 of **Figure 8-15**). The station is most visible along the east-west view corridor of Surf Avenue and north and south on the Stillwell Avenue, but is also visible east on Mermaid Avenue, which terminates at the station.

STUDY AREA

Following the recommendations of the *CEQR Technical Manual*, the project study area is defined as the area within 400-feet of the rezoning area's boundaries. The study area reaches as far north as the midblock between Mermaid and Neptune Avenues, as far east as the midblock between West 8th and 5th Streets, and as far west as West 25th Street between Surf Avenue and Riegelmann Boardwalk (see **Figure 8-1**).

URBAN DESIGN

Topography and Natural Features

The topography of the study area—like that of the rezoning area—is relatively flat. There is a gentle slope southward to the beach, an important natural resource. Riegelmann Boardwalk also runs through the study area.

Street Pattern and Hierarchy

The rezoning area's street pattern shares the same characteristics of the study area's street pattern, of which it is a part. The major east-west streets are Surf and Mermaid Avenues. The major north-south streets are Stillwell Avenue, West 17th Street, and West 8th Street. West 17th Street becomes Cropsey Avenue north of the rezoning area. West 8th Street has a traffic lane in each direction, parallel and angled parking, and a median, and it becomes Shell Road north of the study area.

Block Forms and Building Arrangements

Block forms and building arrangements in the study area are similar to those urban design features in the rezoning area. Most blocks are regularly sized, rectangular blocks; however, in the eastern portion of the study area there are portions of several superblocks that contain transportation, residential, and entertainment uses. One is bounded by Neptune and Surf Avenues, West 12th Street and Stillwell Avenue. Partially located in the study area, this block contains the Stillwell Avenue Station and elevated subway tracks, and a high school, shopping center and community center for the Luna Park Houses located east of West 12th Street. Those three buildings are freestanding with varied footprints. The Luna Park Houses occupy the superblock bounded by Neptune and Surf Avenues, West 8th and 12th Streets. The Luna Park Houses comprise five 20-story freestanding buildings set in landscaped grounds. The footprints of the residential towers have pinwheel forms with four square wings around a central core. One block to the east of the Luna Park Houses, the superblock bounded by Neptune and Surf Avenues, West 8th and 5th Streets contains the D, F, N, and Q subway lines, the Department of Motor Vehicles, NYPD 60th Precinct Station and parking lot, and two housing developments—the Brightwater Tower Apartments, which consists of two 24-story freestanding apartment towers with rectangular footprints, and Trump Village, which consists of seven 23-story

Coney Island Rezoning

freestanding apartment buildings (some of which are located outside the study area) with roughly L-shaped footprints and a shopping center (see view 26 of **Figure 8-14**). At the southeast corner of the study area is the western portion of a large block that extends east to Ocean Parkway and contains the New York Aquarium and Asser Levy Park.

In the northern portion of the study area, blocks have regularly sized rectangular forms and are generally subdivided into small 20- by 80-foot lots occupied by attached 1- to 3-story residential and commercial buildings. There are buildings that only occupy portions of their lots and others that are built to the lot lines. Many of the attached houses are set back from the street behind small yards and driveways (see view 29 of **Figure 8-16**). The commercial buildings are generally built out to the lot line.

In the western portion of the study area, blocks are rectangular but vary in size due to the curve of Surf Avenue. Lots on these blocks tend to be rectangular, but they vary in size, ranging from small 20- by 80-foot lots to larger ones that occupy partial or full blocks. Buildings consist of attached and detached structures with varying footprints. Along the north side of Surf Avenue between West 20th and 24th Streets, large 14- to 17-story freestanding residential buildings are set back from the lot lines on the majority of these blocks. These buildings have L- and T-shaped footprints surrounded by landscaped grounds and parking lots. Smaller 20- by 80-foot lots, which are occupied by 2- to 4-story attached and detached residential and commercial buildings, are located along the south side of Mermaid Avenue between West 20th and 22nd Streets, and south of Surf Avenue between West 22nd and 23rd Streets. South of Surf Avenue between West 24th and 25th Streets, the block contains three large, freestanding residential buildings of 14-stories each. The three buildings are set back from the cross streets and surrounded by landscaped walkways and seating areas. A paved parking lot for the housing complex is located on the northwestern corner of the block. There are also several vacant lots interspersed throughout the blocks in the western portion of the study area. A 4-story freestanding concrete building is located in the middle of the West 25th Street frontage between Surf Avenue and Riegelmann Boardwalk; the remainder of the block is occupied by a public park, parking lot, and construction staging area.

Streetscape

The streetscape of the study area—like that of the rezoning area—is urban in character and includes Riegelmann Boardwalk. In the study area, numerous benches and pavilions line the boardwalk. Street furniture along the boardwalk includes garbage cans and both modern and historic reproduction streetlights.

In the eastern portion of the study area, the subway viaduct for the D, F, N, and Q lines is a prominent streetscape element as it crosses over West 12th and 8th Streets. At the station, the viaduct extends into Stillwell Avenue between Surf and Neptune Avenues, covering the sidewalk and easternmost lane of the street (see view 27 of **Figure 8-15**). East of the Stillwell Avenue Station, the streetscape is largely defined by paved parking lots and the tall residential towers and landscape grounds of the Luna Park Houses.

The northern portion of the study area is residential in character but there are vacant lots and surface parking areas scattered through the area. Some buildings are built to the property lines, while others are set back within paved private driveways that are fenced off from the sidewalk (see view 29 of **Figure 8-16**). There are curb cuts in front of the private driveways. Recently constructed, attached 2-family houses line the south side of Mermaid Avenue between West 22nd and 24th Streets creating a continuous street wall. Parking is located in the rear of these

buildings and is accessed from Mermaid Avenue via a driveway with sidewalk curb cuts. Similarly designed houses are scattered throughout the northern portion of the study area. Some have raised entrances. Parking ribbons are located on both sides of Mermaid Avenue and the cross streets. Mermaid Avenue is more commercial in character and signs and awnings mark 1-story commercial buildings and retail stores on the ground floor of apartment buildings. Street furniture consists of metal street signs, cobra head street lights, and fire hydrants. There are also several bus shelters along Mermaid Avenue. A few street trees are scattered along the sidewalks, and concrete planters line the front entrance of the Our Lady of Solace Roman Catholic Church and Shrine on West 17th Street. Chain-link fencing encloses the church lot on West 19th Street and Mermaid Avenue (see view 30 of **Figure 8-16**). Also located in the northern portion of the study area are two community gardens, which occupy several adjacent lots along the south side of Mermaid Avenue between West 21st and 22nd Streets. These gardens are enclosed with chain-link fencing.

In the western portion of the study area, irregularly shaped, brick and concrete apartment towers occupy the north side of Surf Avenue between West 20th and 24th Streets (see view 31 and 32 of **Figure 8-17**). These freestanding buildings are set back from the street and surrounded by landscaped pathways with benches and streetlights. Some of the buildings feature tennis and basketball courts, swimming pools, and playgrounds—those recreational areas tend to be enclosed with chain-link fencing. In addition, many of the sites have surface parking lots located behind the apartment towers. Along Surf Avenue, street furniture consists of metal street signs, cobra head streetlights, garbage bins, fire hydrants, and bus shelters. Several vacant lots are scattered throughout this portion of the study area, specifically on the block south of Surf Avenue between West 22nd and 23rd Streets. Several low-rise brick apartment buildings also occupy this same block. The westernmost block in the study area located south of Surf Avenue between West 25th and 27th Streets contains a 4-story building fronting on West 25th Street with a parking lot, construction staging area, and public park occupying the remainder of the lot; the block is almost entirely fenced in along all of its street frontages.

Building Uses, Bulk, Height, Setback and Density

Complexes of tall apartment towers define the eastern portion of the study area. The five 20-story brick and concrete apartment buildings of the Luna Park Houses occupy most of this portion of the study area and extend beyond it to the north. As described above, these modernist towers have pinwheel forms composed of square, unadorned sections. They do not use setbacks but are set back from the adjacent streets within landscaped grounds that also contain paved parking lots. The nearby Brightwater Tower Apartments are two 24-story modernist apartment buildings with long, rectangular footprints and unornamented façades with balconies. They are aligned perpendicularly to Surf Avenue from which they are set back. Landscaped walkways, open space, and a swimming pool are located between the two buildings (see views 25 and 26 of **Figure 8-14**). The seven 23-story Trump Village apartment towers are modernist buildings with large, L-shaped footprints, balconies, and no upper floor setbacks. Additional buildings in the eastern portion of the study area include the attached, 2- and 3-story brick and concrete firehouse and police station of Engine Company 245 and Hook and Ladder Company 161 and the NYPD's 60th Precinct Police Station on West 8th Street, and the 1- and 2-story modernist concrete buildings of the New York Aquarium south of Surf Avenue. The Aquarium buildings have vertical concrete piers on their north façades and are located toward the south end of the block near Riegelmann Boardwalk. The West 8th Street-New York Aquarium Station crosses over West 8th Street just north of Surf Avenue. The elevated station is clad in steel, ceramic tile, granite, and fiber glass; the windscreen tubes of the station feature a contorted, twisted design to

reference the nearby Atlantic Ocean and curves of the Cyclone roller coaster (see view 33 of **Figure 8-18**).

The northern portion of the study area—which is the area north of Mermaid Avenue between Stillwell Avenue and West 21st Street—generally consists of small 2- to 4-story residential buildings clad in brick and metal and synthetic siding (see view 18 of **Figure 8-15**). Along Mermaid Avenue and West 17th Street, some residential buildings have ground-floor retail. There are also 1-story commercial buildings on these blocks. Many of the residential buildings in this portion of the study area are set back from the property line behind small driveways and private, fenced yards (see view 29 of **Figure 8-16**). Other buildings extend out to the property line, some with raised entrances. In addition, institutional buildings are located in this portion of the study area and they include churches, schools, and a community center. An L-shaped lot on the north side of Mermaid Avenue between West 19th and 17th Streets is occupied by the complex of the Our Lady of Solace Roman Catholic Church and Shrine, which comprises a church, school, rectory, and convent (see view 30 of **Figure 8-16**). The church occupies the northwest corner of West 17th Street and Mermaid Avenue, and the convent and rectory occupy the West 17th Street frontage north of Mermaid Avenue. The school faces West 19th Street; surrounding the four buildings in the complex are three separate paved parking lots. Each of the four buildings is clad in brick with terra cotta detailing. The church has three arched entrances and an ocular stained glass window on its West 17th Street façade, and a 2-story tower with an overhanging roof is located at the rear of the building. The church property has fencing along the Mermaid Avenue and West 19th Street frontages. The 3-story convent uses the same terra cotta decoration used on the Church. The 2-story rectory has a less ornamented brick façade. The school has a hipped roof, terra cotta panels, and an arched entrance pavilion.

In the western portion of the study area, irregularly shaped, brick and concrete apartment buildings ranging in height from 14 to 17 stories occupy the north side of Surf Avenue between West 20th and 24th Streets. These buildings are set back from the property lines and surrounded by landscaped grounds lined with benches and streetlamps, paved surface parking lots, tennis and basketball courts, and swimming pools. Between West 22nd and 24th Streets, the Carey Gardens development consists of two large footprint apartment buildings of 17-stories each. Each building complex is set back from the north-south streets and Surf Avenue, occupying the center of the blocks. A 1- and 2-story concrete recreation and community center is located to the south of the western building complex on the Surf Avenue frontage between West 23rd and 24th Streets. The Coney Island Houses consist of two large building complexes that occupy the majority of the two blocks north of Surf Avenue between West 20th and 22nd Streets. The complex between West 21st and 22nd Streets contains four interconnected buildings ranging in height from seven to 12-stories. The buildings are situated both perpendicularly and parallel to West 21st and 22nd Streets and Surf Avenue; they are set back at a greater distance from West 21st Street than West 22nd Street resulting in a C-shaped footprint. Between the buildings and in the middle of the C-shaped footprint is an elevated outdoor seating area with a concrete surface and a few trees. Adjacent to the north and east of the building complex are paved surface parking areas. The building complex on the block between West 21st and West 20th Streets is smaller in its building footprint, yet taller. The complex has an L-shaped building footprint that reaches 11-stories for the majority of its Surf Avenue frontage and reaches 18-stories for the majority of its West 20th Street frontage. The 11-story portion of the building on Surf Avenue frontage has balconies on its north and south façades. North of the buildings on the same block are several basketball courts and children's playgrounds. South of Surf Avenue between West 24th and 25th Streets is the Bernard Haber Houses complex, which comprises three 14-story

brick residential buildings that are uniform in design. Set back from the property line, two buildings front on West 24th Street and one building fronts on West 25th Street. Each building has a large rectangular footprint and rises to its full height without any setbacks. The three buildings share a central landscaped area with benches and concrete walkways. There are also two at-grade paved parking lots on West 25th Street.

Low-rise residential buildings are also found south of Surf Avenue between West 22nd and West 24th Streets in the western portion of the study area. These residential buildings are generally 3- and 4-story attached apartment buildings, but also include 2-story houses set back from the property line and enclosed from the street by fencing. Several 1-story non-descript brick buildings occupied by commercial and auto-related businesses line the south side of Surf Avenue between West 23rd and 24th Streets. Larger community facility buildings are also found in the area that include a 4-story concrete retirement home located on the south side of Surf Avenue between West 23rd and 24th Streets. This building is slightly set back from Surf Avenue behind a grassy strip. A central bay of balconies occupies the top three floors over the building's main entrance. Four 3-story attached brick and stone apartment buildings are located on the same block as the retirement home. They front on both West 23rd and 24th Streets and are bordered by paved parking lots and the Sea Crest Health Care Center to the south, which is located in the rezoning area and described above. A recently constructed 6-story brick and concrete apartment building is located on the west side of West 22nd Street near the middle of the block. The building has one setback above the first floor, and two sets of balconies on the third through sixth floors of the building's main façade.

VISUAL RESOURCES AND VIEW CORRIDORS

Visual resources in the study area include the Stillwell Avenue Station, Coney Island Beach, and the Atlantic Ocean. The Stillwell Avenue Station is visible in the Stillwell, Mermaid, and Surf Avenue view corridors. The steel canopies of the train station are visible from as far west as West 19th Street on Mermaid Avenue and West 20th Street on Surf Avenue, and it is visible on Stillwell Avenue from as far north as Neptune Avenue. Coney Island Beach and the Atlantic Ocean are not visible from within the study area north of Riegelmann Boardwalk due to the boardwalk's raised elevation; however, the boardwalk provides unobstructed views of these two resources. Several of the visual resources located in the rezoning area are also visible from within the study area; these resources include the Parachute Jump, Cyclone, Wonder Wheel, and Astro Tower. The Parachute Jump is the most visible from within the study area due to its height and boardwalk location. It is visible for long distances along Riegelmann Boardwalk and from the northern portion of the study area along West 16th, 17th, 19th, and 20th Streets (see view 28 of **Figure 8-15** and view 34 of **Figure 8-18**). The Cyclone is visible from the eastern portion of the study area on Riegelmann Boardwalk and Surf Avenue just east of West 8th Street. The Wonder Wheel is partially visible in views south along West 12th Street north of Surf Avenue and from the elevated subway platforms of the Stillwell Avenue Station (see view 24 of **Figure 8-13**). The Astro Tower at 270-feet-tall is visible from as far east as east of West 5th Street on Surf Avenue; it is also partially visible from the elevated subway platforms of the Stillwell Avenue Station.

In the study area, there are long view corridors on the wide avenues as well as on some of the narrower cross streets. Surf Avenue provides long east-west views due to the avenue's width, and Riegelmann Boardwalk provides long and unobstructed views along the beach. Although they are not visual resources, many of the modern brick housing complexes located in the western and eastern portions of the study area are visible for long distances on Surf Avenue and

from the boardwalk due to their height—these high-rise developments include the 20-story Luna Park Houses, the 24-story Brightwater Tower Apartments, the 14-story Coney Island Houses, and the 15- to 17-story Carey Gardens. These high-rise buildings also command views along the adjacent streets (see view 26 of **Figure 8-14** and views 31 and 32 of **Figure 8-17**).

D. FUTURE WITHOUT THE PROPOSED ACTIONS

As described more fully in Chapter 2, “Land Use, Zoning, and Public Policy” there are several projects planned or under construction in the rezoning area and study area with completion dates by the 2019 analysis year. Within the rezoning area, the New York City Economic Development Corporation and the Department of Parks and Recreation (DPR) are coordinating the development of a separate project with independent utility, located south of KeySpan Park on Riegelmann Boardwalk near West 17th Street. As currently envisioned, the proposed 2.2-acre public park will include a performance green, skate park, concession stands, seating, a water feature, special lighting, and plantings. The B&B Carousel, which was previously located along Surf Avenue and has since been restored, will be installed as the centerpiece of the new plaza. The proposed park will enhance the setting of the Parachute Jump and the boardwalk by constructing a public park on land that is now mostly occupied by vacant land, paved surface parking, and ball fields.

In addition, Astroland Amusement Park was sold in 2008 and closed at the end of the summer. Consequently, the Astro Tower, a visual resource, will be removed from the rezoning area in the future without the proposed actions.

Within the study area, two new residential developments are planned. On the block bounded by Neptune Avenue to the north and Mermaid Avenue to the south between West 19th and West 20th Streets, 12 new residential units will be constructed by the New York City Department of Housing Preservation and Development. At 2828 West 16th Street near Neptune Avenue, a 5-story, 20-unit residential building will be constructed. Both of these developments will maintain the existing urban design of this portion of the study area. These low-rise residential developments will be in keeping with the existing low-scale and residential character of the northern portion of the study area. In addition, at the eastern edge of the study area, the City would replace the temporary amphitheater at Asser Levy Park with a permanent structure.

As described more fully in Chapter 2, “Land Use, Zoning, and Public Policy,” some development is also expected in the Coney West, Coney North, and Mermaid Avenue subdistricts under a reasonable worst-case development scenario (RWCDS) for the projected and potential development sites. No new development is expected in the Coney East subdistrict in the future without the proposed actions. In the Coney West subdistrict, the Childs Restaurant on the boardwalk would be converted to commercial use but there would be no other development in the future without the proposed actions. In the Mermaid Avenue subdistrict, there would be new development of low-rise residential buildings. In the Coney North subdistrict, new residential development would mostly occur on the two blocks between West 20th and West 17th Streets, and development on these two blocks would have the form of tall slab buildings set on low-rise bases. Overall in the future without the proposed actions, the rezoning area would be characterized by: a mix of vacant land, parking lots, and some amusement uses in the Coney East and Coney West subdistricts; a mix of vacant land, parking lots, two new tall residential buildings, and some new low-rise residential, commercial, and community facility buildings in the Coney North subdistrict; and new low-rise residential buildings interspersed with existing low-rise residential buildings in the Mermaid Avenue subdistrict.

E. PROBABLE IMPACTS OF THE PROPOSED ACTIONS

As described more fully in Chapter 1, “Project Description,” the proposed actions include zoning map and text amendments, demapping of existing streets, mapping of new streets, and mapping of parkland. The proposed actions would create a Special Coney Island District that would establish special use and urban design regulations for the four subdistricts: Coney North, Coney West, Coney East, and Mermaid Avenue (see Appendix A for the Special District zoning text). With full build-out of the urban design RWCDs, up to 31 projected and potential development sites would be redeveloped. On the projected development sites, there would be an incremental increase in development of up to: 584,664 sf of amusement uses and amusement-enhancing uses, 2,407,941 sf of residential space comprising 2,408 residential units, 606 hotel rooms, 43,236 sf of small-scale accessory retail use, and 277,715 sf of general retail uses. In addition, there would be 9.39 acres of mapped amusement parkland in Coney East and a new 1.41-acre mapped park in the westernmost portion of the rezoning area outside of the Special Coney Island District. In Chapter 1, “Project Description,” see Figure 1-20 for a map of the projected and potential development sites.

The proposed actions would result in residential development with ground-floor retail uses in the Coney West, Coney North, and Mermaid Avenue subdistricts. These new developments would have tower-on-a-base forms with towers above. Building heights would vary from bases ranging from 6 to 8 stories to towers ranging from 13 to 27 stories. Towers would have limited footprints and location to preserve the views to the Parachute Jump, Cyclone, Wonder Wheel, and to the beach. The numbers of towers would be limited on each block and only a limited number of towers would be allowed to rise to the maximum height. In Coney North, building heights would decrease to the north from Surf Avenue to match the contextual low-rise residential neighborhood to the north of Mermaid Avenue. In Coney West, building heights would decrease southward from Surf Avenue to preserve the sense of openness along Riegelmann Boardwalk and the beach, and to preserve east-west views along the boardwalk. Coney East would not contain any residential uses to maintain the historic amusement and entertainment character of this area, and building heights would be taller along Surf Avenue, decreasing in height eastward to preserve views of the Cyclone roller coaster, and southward to create a low-scale character along the open amusement park. The proposed open amusement area in the southern portion of Coney East would create a large amusement area between KeySpan Park and the Aquarium. Development on the projected development sites and the less likely redevelopment of the potential development sites pursuant to the proposed actions would affect the area’s urban design, specifically the street pattern, block shape, streetscape, and building uses, bulk, height, setback, and density, as described below. In Chapter 1, “Project Description,” see Figure 1-8 for an illustrative site plan of the RWCDs and Figures 1-9 through 1-13 for illustrative renderings of the RWCDs.

PROPOSED REZONING AREA

URBAN DESIGN

Topography and Natural Features

The proposed actions would alter the topography of the rezoning area by regrading the southern portions of the Coney East and Coney West subdistricts to meet the elevation of Riegelmann Boardwalk. The regrading would result in a gradual incline to the boardwalk in the new, mapped amusement parkland in Coney East and on the new Parachute Way (an extension of West 19th

Coney Island Rezoning

Street), the extension of West 20th Street, and West 21st Street in Coney West to the level of the boardwalk. The change in topography would improve access to and visibility of Riegelmann Boardwalk and Coney Island Beach through the rezoning area by eliminating the need for stairs and ramps to the boardwalk and by raising the street level in Coney West and the amusement area elevation to that of the boardwalk. Additionally, development of the projected and potential development sites in Coney West south of the newly mapped Ocean Way would include grade changes so that the low-rise retail portions along the boardwalk would meet the elevation of the boardwalk and to create uninterrupted retail and residential frontages along West 21st Street, Parachute Way, and the extension of West 20th Street. The proposed actions would have no effect on Coney Island Beach.

Street Pattern and Hierarchy

Coney East

The proposed actions would alter the street pattern in the Coney East subdistrict by demapping existing streets and mapping new streets in the area. The proposed actions would map two new 60-foot-wide streets: Wonder Wheel Way and West 16th Street. Wonder Wheel Way, a proposed one-way east-bound street, would extend from West 16th Street to West 10th Street; the new street would bisect the existing blocks between Surf Avenue and Riegelmann Boardwalk and would run along the northern boundary of the new, mapped amusement park. West 16th Street would be mapped south from Surf Avenue to the newly mapped Wonder Wheel Way as an extension of the existing street north of Surf Avenue. A public access corridor would run south along West 16th Street, adjacent to KeySpan Park, from Surf Avenue to the boardwalk in order to provide additional north-south access between Surf Avenue and the boardwalk. The existing Bowery would be mapped between Jones Walk and West 10th Street to extend the pedestrian corridor through the amusement district between West 10th and 15th Streets. Jones Walk would be extended south to meet Wonder Wheel Way and provide further pedestrian access to the open amusement area.

The proposed actions would demap portions of West 10th, West 12th, and West 15th Streets and Stillwell Avenue between Wonder Wheel Way and Riegelmann Boardwalk. These actions would further change the street pattern in Coney East, as these streets would no longer extend south from Surf Avenue to Riegelmann Boardwalk. The demapping of these streets south of Wonder Wheel Way would serve to increase the area of mapped parkland and would result in a continuous and open amusement area between KeySpan Park and the Cyclone roller coaster. The new, continuous network of public open space devoted to amusement activities would differ from the existing smaller amusement parks that are disjointed and separated from each other by roadways and fencing. The proposed actions would also demap portions of two pedestrian walks in the subdistrict—Bowery between West 15th and West 16th Streets, and Schweikerts Walk between Surf Avenue and Bowery—in order to create larger blocks that would accommodate new developments with large footprints and floorplates. The demapping of these streets and walks would not have a significant adverse impact on the subdistrict's street pattern, because it would create a large, open amusement area and there would be new mapped streets that would provide east-west and north-south access through the subdistrict.

In sum, the changes to the City Map described above would not have significant impacts on the street pattern of Coney East, but would, instead, provide more access to the amusement area, create a new, larger amusement area, and facilitate better access to the boardwalk and the beach through this subdistrict.

Coney West

The proposed actions would map new streets in Coney West. Ocean Way, a 75-foot-wide east-west street, would extend from Parachute Way to West 22nd Street, bisecting the blocks between Surf Avenue and Riegelmann Boardwalk. Parachute Way and West 20th Street would be mapped south of Surf Avenue as extensions of the existing streets located north of the avenue; these two new streets would each be 68-feet-wide.

The proposed actions would also alter the street pattern in the westernmost portion of the rezoning area outside of the Special District by demapping Highland View Avenue and portions of West 22nd Street. The demapping of these two streets would result in the creation of a new 1.41-acre neighborhood park, tentatively named Highland View Park, to be located between West 22nd and West 23rd Streets from the midblock south to Riegelmann Boardwalk.

These changes to the City Map would not have significant adverse impacts on the street pattern. The new streets and extensions would serve to break up the existing superblocks located in this subdistrict. Ocean Way would create new east-west access through the subdistrict, and Parachute Way and the extension of West 20th Street would create new connections to the boardwalk and the beach through this subdistrict. In addition, the demapping of streets in this subdistrict would facilitate the creation of a new public park that would enhance the Coney West subdistrict.

Coney North and Mermaid Avenue

There are no changes proposed to the street pattern and hierarchy in the Coney North and Mermaid Avenue subdistricts of the rezoning area.

Block Shapes and Building Arrangements

Coney East

The proposed actions would alter the block shapes in Coney East by mapping and demapping streets. They would also angle the southwest corner of West 10th Street and Surf Avenue by widening the sidewalk in order to preserve existing views of the Cyclone from Surf Avenue. The proposed mapping and demapping of City streets would create shorter, smaller blocks between Surf Avenue and the boardwalk. The existing long, rectangular blocks would be shortened by the mapping of the new Wonder Wheel Way between West 10th and 16th Streets, of the new amusement park, and by the continuation of Bowery between Jones Walk and West 10th Street. The existing superblock between West 15th Street and KeySpan Park would be made smaller by the extension of West 16th Street south of Surf Avenue. South of Wonder Wheel Way, the demapping of Stillwell Avenue and West 10th, 12th, and 15th Streets would further alter block shapes by accommodating the creation of the new, mapped amusement park. Wonder Wheel Way would be angled between Stillwell Avenue and West 16th Street, creating irregularly shaped blocks between it and Surf Avenue.

The proposed rezoning would alter building arrangements in Coney East. The array of attached buildings with small footprints would be replaced on the blocks north of Wonder Wheel Way with freestanding buildings with large footprints. The new amusement park would contain freestanding amusements, similar to the arrangement of the existing amusement parks.

In sum, there would be no significant adverse impacts to the block shapes and building arrangements of Coney East. The new, shorter blocks would improve north-south and east-west access through the subdistrict. The building arrangements on the blocks north of Wonder Wheel Way, although different from the existing building arrangements found on these blocks, would

Coney Island Rezoning

not have significant adverse impacts on the building arrangements in the subdistrict, and the building arrangements in the new, mapped amusement park area would be in keeping with the existing freestanding amusement rides in the subdistrict.

Coney West

The proposed actions would alter the block shapes in Coney West. The proposed mapping of Ocean Way, Parachute Way, and the extension of West 20th Street in Coney West would create shorter, smaller blocks between Surf Avenue and the boardwalk. These blocks would be irregularly shaped due to the curve of Ocean Way between Parachute Way and West 22nd Streets. There would be no significant adverse impacts on block shapes in Coney West, because the new, shorter blocks would improve east-west and north-south access through the subdistrict and would provide for sites with more easily developed footprints.

The proposed rezoning would alter building arrangements in Coney West. Most of the land in Coney West is vacant, and the several existing freestanding structures with small footprints (with the exception of the landmarked Childs Restaurant and the Sea Crest Health Center, which is outside of the subdistrict) would be replaced by freestanding buildings with large footprints. Although the proposed building arrangements would be different, this change would not have significant adverse impacts to this urban design feature.

Coney North and Mermaid Avenue

There are no changes proposed to the block shapes in the Coney North and Mermaid Avenue subdistricts. However, on the four blocks between West 15th and West 20th Streets and Surf and Mermaid Avenues, a 40-foot-wide east-west transition zone would be created 100 feet south of Mermaid Avenue. The transition zone would separate the Coney North subdistrict from the Mermaid Avenue subdistrict and would provide a physical transition between higher density development on Surf Avenue and lower density development on Mermaid Avenue.

The proposed actions would alter building arrangements in Coney North. The existing mix of vacant lots, parking lots, and small detached and attached buildings would be replaced by buildings with large footprints covering each block, with the exception of the easternmost block, where the Shore Theater would remain and be reused. These new developments would be built out to the lot lines on Surf Avenue and the north-south cross streets. There would be no significant adverse impacts to building arrangements, because the large, freestanding footprints would improve the vacant land and disjointed building arrangement that currently occupies the subdistrict. In addition, in the future without the proposed actions, the two blocks between West 20th and West 17th Streets would be developed with tall slab buildings set on low-rise bases.

The proposed rezoning would, however, not alter building arrangements in the Mermaid Avenue subdistrict; attached buildings with narrow footprints would be developed on the currently vacant lots and in place of several of the low-rise buildings fronting on Mermaid Avenue between West 15th and 20th Streets. The new building arrangements would be in keeping with that of the existing attached, narrow footprint buildings currently found in the subdistrict and that would be developed in the future without the proposed actions. Further, the development on the projected and potential sites would be required to build out to the lot line on Mermaid Avenue in keeping with existing development.

Streetscape and Building Uses, Bulk, Height, Setback, and Density

Coney East

Pursuant to the proposed actions, there is expected to be approximately 1,039,200 sf of new development on the projected development sites within the proposed Coney East subdistrict, along with the creation of a new 9.39-acre mapped amusement park. The new development would include up to approximately 584,664 sf of amusement uses and amusement-enhancing uses, approximately 411,300 sf of hotel use, and approximately 43,236 sf of small-scale accessory retail use. No residential or community facility uses would be permitted in Coney East in order to maintain the publicly accessible, open, entertainment character of the subdistrict. The Special Coney Island District would establish use, floor area ratio (FAR), and bulk regulations along with parking requirements to encourage varied building heights, control tower dimensions, ensure that future developments do not block views to the Parachute Jump, the Cyclone, and the Wonder Wheel, and ensure that new development respects adjacent neighborhood scale, as described below.

Streetscape

In general, the proposed actions are expected to have beneficial effects on the streetscape of the Coney East subdistrict, and there would be no significant adverse impacts to this urban design feature. By mapping the open amusement area, the City proposes to create a 44-acre recreational network of parks along the beachfront from the proposed Highland View Park to Asser Levy Park. The network would include KeySpan Park, the redesigned Steeplechase Plaza, the proposed mapped amusement park, the landmarked Cyclone roller coaster, the New York Aquarium, and Asser Levy Park. The proposed amusement area would greatly enhance the existing amusement area that currently contains large, vacant parcels and is disjointed and separated by fencing and roadways. It would improve the setting of the boardwalk by creating a continuous amusement district at the level of the boardwalk where there are currently some concessions and games on the boardwalk and large vacant lots below the level of the boardwalk. Further, the new amusement park would improve the streetscape adjacent to the Cyclone by creating a park entrance at Surf Avenue and West 10th Street and by including the roller coaster within the new amusement park.

On the blocks north of the new mapped amusement park, it is expected that the proposed actions would improve the streetscape of the Coney East subdistrict by replacing the mix of low-rise amusement, restaurant, and retail buildings, vacant buildings, parking lots, and vacant land with new buildings containing amusements, enhancing uses, small-scale accessory retail, and hotels. The proposed Special Coney Island District would have urban design regulations aimed at enhancing the amusement area and creating a more pedestrian-friendly and vibrant streetscape. The proposed actions would require all small-scale accessory retail stores and restaurants to have 70 percent glazing, and other establishments would be required to have glazing or walls treated with artwork or sculpture to create active streetscapes in Coney East. Under the proposed rezoning, establishments could be designed to be open like an arcade (and like some existing amusements and restaurants in the subdistrict), provided that when shuttered, such shutters contain artwork or sculpture.

Proposed streetwall requirements are intended to provide unified streetwalls and consistently designed streetscapes in Coney East. Along Wonder Wheel Way and Bowery, buildings would be required to have a minimum base height of 20 feet and a maximum base height of 40 feet. The minimum setback above a building's base on these street frontages would be 20 feet. Along

Coney Island Rezoning

Surf Avenue, buildings would be required to have a minimum base height of 40 feet and a maximum base height of 85 feet.

Ground floor parking within a new development would be required to be wrapped with active uses on the building's ground floor on all its street frontages, excluding the street frontage of West 16th Street beyond 50-feet of Surf Avenue or Wonder Wheel Way. This portion of the West 16th Street frontage would be required to be screened. By wrapping parking garages located within the proposed developments with active uses, any new parking would not detract from the area's streetscape. No curb cuts would be permitted on Wonder Wheel Way, Bowery, or Surf Avenue in the subdistrict, except for when it would be the only way to access a lot, in order to provide a continuous streetwall and pedestrian friendly streetscape along these frontages. The requirement of wrapping ground floor parking with active uses would ensure a vibrant and active streetscape in the subdistrict.

The new mapped streets and public access corridor along West 16th Street would have further beneficial effects on the Coney East streetscape. These new streets lined with amusements, enhancing uses, and retail would provide more pedestrian-friendly access through the subdistrict and to the amusement park and Riegelmann Boardwalk. Overall, the proposed actions would not have any significant adverse impacts on the streetscape of the Coney East subdistrict.

Building Uses, Bulk, Height, Setback, and Density

The proposed actions would alter building uses, bulk, height, setback, and density in the Coney East subdistrict, but would not have significant adverse impacts on these urban design features. The proposed actions would increase the allowable bulk on the projected and potential development sites within the Coney East subdistrict, but the proposed uses—amusement, enhancing uses, local retail, and hotel—would be compatible with the existing amusement uses. Under the urban design RWCDS, the portions of the blocks between Surf Avenue, Bowery, and Wonder Wheel Way would be fully developed with hotel, enclosed amusements, enhancing uses, and retail in buildings constructed to maximum building heights. Tower location and heights would be limited on the development sites; towers would only be located on the Surf Avenue blocks and maximum heights would decrease eastward from 270 feet between West 16th Street and Stillwell Avenue to 160 feet between West 10th Street and midway between Stillwell Avenue and West 12th Street to open up and preserve views east to the Cyclone roller coaster. The specific setback, massing, and bulk regulations for the towers would result in a cohesive design and the contextual transition in scale from the existing historic amusement rides in the mapped parkland area to the taller developments along Surf Avenue. Above the mandatory streetwall, towers must set back at least 10 feet from the street line to maintain the visual openness of the area from the street level. Along Wonder Wheel Way, the maximum building height would be 60 feet after a setback of 20 feet to promote the openness of the new amusement park and to preserve views to the historic Wonder Wheel attraction, which is 150 feet tall. However, open or closed amusements could be allowed additional height within this portion of the subdistrict with a Chairperson certification. The proposed actions would restrict building massing on the two blocks north of Surf Avenue in the Coney East subdistrict to allow development that preserves and enhances the views from the subway tracks towards the amusement area.

Permitted building uses within Coney East would be defined and regulated in the new Coney Island Special District zoning text. No residential or community facility uses would be permitted within this subdistrict in order to maintain the public commercial and amusement character of the historic Coney Island entertainment district. Permitted uses would be broken down into five

use groups (see Chapter 2, “Land Use, Zoning, and Public Policy” for more detail) including open or enclosed amusements, amusement or entertainment enhancing uses, retail and service uses, and hotels. In order to maximize the amount of active and publicly accessible ground floor uses within the subdistrict, reflecting the historic and public entertainment character of the area, these uses would be restricted on each block regarding location and floor area.

The regulation of permitted land uses on each block would result in more enclosed amusements, restaurants, and hotels north of Bowery, arcades and concessions between Bowery and Wonder Wheel Way, and the open-air amusement park between Wonder Wheel Way and the boardwalk. Further, the blocks between Wonder Wheel Way and Bowery would contain open or enclosed amusements, amusement or entertainment enhancing uses, and retail and service uses with land use regulations providing more amusements along the Wonder Wheel Way and Bowery street frontages. No hotels would be permitted within these blocks in order to maintain the amusement character of this portion of the subdistrict and to create a buffer between the portion of the subdistrict north of Bowery that permits hotel uses and the open amusement area south of Wonder Wheel Way.

Zoning regulations for the Surf Avenue blocks (which include the blocks north of Bowery between West 10th and 16th Streets and the blocks north of Surf Avenue between Stillwell Avenue and West 8th Street) would result in open or enclosed amusements occupying a majority of the Bowery street frontages. In order to further preserve the entertainment character of the Bowery, hotel entrances would only be permitted on the street if a development’s zoning lot has no other street frontage. Additionally, all hotels would be required to have ground floor lobby space or active accessory uses resulting in open, accessible, and active ground floor uses throughout the northern portion of the subdistrict.

The proposed actions also include construction of a new, multi-story parking garage on the western portion of the existing surface parking lot of the New York Aquarium on the south side of Surf Avenue near West 10th Street. As described in Chapter 7, “Historic Resources,” screening measures would be developed to minimize the parking garage’s visibility in relation to the adjacent Cyclone roller coaster.

In summary, under the urban design RWCDS, the portion of the Coney East subdistrict between Riegelmann Boardwalk and Wonder Wheel Way would be developed with a new 9.39-acre mapped amusement park, the blocks between Wonder Wheel Way and the Bowery would be fully developed with low-rise buildings containing amusements and enhancing uses, and the blocks between Bowery and Surf Avenue would be fully developed with buildings that achieve maximum building heights and contain hotels, amusements, retail, and enhancing uses. The proposed uses would be compatible with Coney Island’s historic amusement character and with the proposed amusement park. Due to the height restrictions, all new development would be contextual with the heights of the historic amusement rides in the subdistrict and the tallest buildings would be located on Surf Avenue away from the mapped amusement park. Bulk regulations would limit development to only one tower per block as to not block views of the historic amusement visual resources. Overall, the height, setback, and bulk regulations described above are intended to create a compelling skyline, transition downward from the higher-density development along Surf Avenue to the open amusement park and the beach and boardwalk, and preserve views of the Cyclone, Wonder Wheel, and Parachute Jump.

Coney Island Rezoning

Coney West

Under the RWCDS for the proposed actions, the projected development sites in the Coney West subdistrict would be developed with approximately 1,519,938 sf of new residential development, 131,339 sf of retail space, and 1,523 new parking spaces. The four new blocks that would be located south of Surf Avenue between West 22nd Street and the newly mapped West 20th Street are projected development sites, and the two new blocks south of Surf Avenue between Parachute Way and West 20th Street are a potential development site. For this analysis, the blocks located between Surf Avenue and the proposed Ocean Way are referred to as the “Surf Blocks” and the blocks located between the proposed Ocean Way and Riegelmann Boardwalk are referred to as the “Boardwalk Blocks.” Although development of the two blocks composing the potential development site is less likely to occur than development of the projected development sites, the RWCDS assumes the full-build out of the Coney West projected and potential development sites with buildings that maximize allowable building heights.

Streetscape

Under the proposed actions, the streetscape of the Coney West subdistrict would be improved by developing mostly vacant lots and parking lots with new residential buildings containing ground-floor retail, mapping the proposed Ocean Way through the subdistrict to create a new east-west street through the subdistrict, linking the subdistrict and the residential neighborhood to the west to KeySpan Park and the renovated Steeplechase Park with the proposed Ocean Way, developing new retail uses along the Boardwalk and Surf Avenue, and creating a new street and public access corridor from Surf Avenue to the boardwalk. In this subdistrict, the boardwalk would also become more active with the creation of mandatory, low-rise retail uses fronting on it between Parachute Way and West 22nd Street. In addition, a new 1.41-acre public park would be created within the rezoning area just outside the subdistrict. The proposed Highland View Park would be located between West 22nd and 23rd Streets from the midblock south to Riegelmann Boardwalk. The community park would enhance the streetscape in Coney West and outside the subdistrict by providing a new, public open space.

Under the urban design RWCDS, the six buildings to be constructed on the projected and potential development sites would include active ground-floor retail uses along all of Surf Avenue, Ocean Way, Parachute Way, and portions of the other streets. Retail uses would be allowed up to two stories and mandated on the ground floor frontages of Surf Avenue. (Although community facility uses would be allowed under the proposed zoning, the RWCDS for the proposed actions does not assume development of any community facility uses.) Additionally, buildings fronting on the boardwalk would be required to provide at least 1 story of retail uses (maximum two stories), and no residential uses would be permitted within 70 feet of the boardwalk. The streetwall of buildings fronting the boardwalk would be mandated at a minimum of 20 feet to a maximum of 40 feet in height within 70 feet of the boardwalk. Therefore, low-rise commercial establishments would be the only type of development and use permitted on the Boardwalk in Coney West, thereby enhancing the public, amusement and recreational character of the boardwalk currently found in the rezoning area. Ground floor retail uses would also be required to extend the entire length of Parachute Way from the Boardwalk to Surf Avenue. These ground floor uses would enliven the new public access corridor planned for Parachute Way adjacent to Steeplechase Plaza and KeySpan Park. Further, the proposed zoning would establish transparency requirements for all ground-floor uses along Surf Avenue. This visual openness to the buildings’ ground floors would create active streetscapes and be an

improvement from the existing surface parking lots, vacant lots, and chain-link fencing that currently define the Coney West streetscape.

Additional urban design requirements of the proposed zoning that would affect the streetscape in Coney West include mandatory streetwalls of varying heights. A continuous streetwall would be required to be located on Surf Avenue and on the side streets within 50 feet of Surf Avenue, with some exceptions (see Appendix A). Required maximum and minimum base heights for new developments in Coney West would also affect the streetscape. Along Surf Avenue, the bases of new buildings would be required to be between 60 and 80 feet in height. These streetwall requirements would create a visually cohesive design for development in the Coney West subdistrict.

As in Coney East, urban design requirements would prevent new parking within the proposed developments from detracting from the streetscape. The parking spaces from the existing surface parking lots adjacent to KeySpan Park would be required to be replaced. The new parking garages would be located in the interior of the new buildings to be developed in Coney West and would be required to be wrapped by active uses on all street frontages.

One block west of the rezoning area, new parking would also be created on the block bounded by West 25th and 27th Streets between Surf Avenue and Riegelmann Boardwalk. This block would be redeveloped with a multi-story parking garage and replacement facility space for DPR. The existing open space on the block would also be replaced on-site. The proposed redevelopment of this block would not have adverse impacts on urban design as it would redevelop an existing DPR facility and parking area and would replace the existing playground and ball courts on-site.

Although the proposed actions would dramatically transform the streetscape of Coney West, they would not have a significant adverse impact on that urban design feature. New streets and residential buildings with ground floors occupied by retail uses and with streetwall and transparency requirements would replace vacant lots and surface parking lots. The streetscape would be greatly improved under the proposed zoning, as it would be transformed from a mix of vacant lots and parking lots enclosed with chain-link fencing that is not welcoming to pedestrians to a vibrant pedestrian-friendly streetscape with increased access to the boardwalk, KeySpan Park, and the beach.

Building Uses, Bulk, Height, Setback, and Density

Under the urban design RWCDS, the six residential buildings constructed on the projected and potential development sites in the Coney West subdistrict would have large footprints, a continuous street wall of varying heights, transparent ground floors occupied by retail uses, and maximum tower heights of 170 to 270 feet. These buildings would be taller, bulkier, and different in design from the several low-rise attached buildings that currently occupy the Coney West subdistrict. However, the transformation of the largely vacant and inactive subdistrict, pursuant to a coordinated design, into an active, residential area with commercial uses would not be a significant adverse impact to building uses, bulk, height, setback, and density in the Coney West subdistrict. Further, height and setback regulations would preserve views of the beach and Parachute Jump and mandate low-rise development adjacent to the boardwalk. The proposed urban design regulations for the subdistrict are described in more detail below.

In the Coney West subdistrict, construction of two types of towers—point and broad—would be permitted on the Surf Blocks; these towers would have separate zoning requirements. Point towers would not be able to exceed a 90-foot by 95-foot dimension, while broad towers would

Coney Island Rezoning

have a linear dimension that exceeds 95 feet. The maximum allowable footprint of each tower would be 8,500 sf. Additionally, the placement of the towers would be restricted on the blocks. Broad towers would be positioned with the building's narrow side facing the ocean. The Surf Blocks would only be permitted one broad tower per block, while the Boardwalk Blocks would be permitted to have two broad towers per block. On each block, towers must be separated from each other by a minimum distance of 60 feet.

The height of the towers would differ from the Surf Blocks to the Boardwalk Blocks and within each block in order to disperse the building bulk on the Surf Blocks and to transition building heights downward toward the boardwalk. The proposed zoning for the Surf Blocks would permit a maximum height of 270 feet for point towers and 220 feet for broad towers fronting on Surf Avenue and Ocean Way. The maximum height of 270 feet is the approximate height of the nearby Parachute Jump and would be mandated so that new developments do not exceed the height of this historic and visual resource in the rezoning area. On the remainder of the Surf Blocks, building heights would be permitted at a maximum height of 100 feet. For towers exceeding 170 feet in height, further bulk regulations would be mandated to result in contextual massing that maximizes views south of the beach and boardwalk.

On the Boardwalk Blocks, broad towers fronting on Ocean Way would be permitted a maximum height of 160 feet, as to not block views to Riegelmann Boardwalk, Coney Island Beach, and the Atlantic Ocean from the publicly accessible streets in Coney West. Additionally, buildings fronting on the boardwalk would have building heights limited to between 20 and 40 feet so that new buildings would match the height of the nearby landmarked Childs Restaurant (which is 40 feet tall) and would maintain the historically low-rise and commercial character of the boardwalk. Building heights would gradually increase toward the northern portion of the Boardwalk Blocks; this regulation would cause the new buildings on the Boardwalk Blocks to step down in height from Ocean Way to the boardwalk. These setback, height, and bulk regulations for the Boardwalk Blocks would preserve the openness of the beach and boardwalk and would maintain views along the boardwalk to and from the beach. These regulations would also preserve views of the Parachute Jump along the boardwalk and southward in the West 19th Street/Parachute Way view corridor.

Coney North

Pursuant to the proposed actions, the urban design RWCDS would result in approximately 859,888 sf of new residential development, 229,435 sf of retail and hotel space, and 1,215 new parking spaces on the projected development sites in the Coney North subdistrict.

Streetscape.

Under the RWCDS for the proposed actions, the Coney North streetscape would be improved through the development of residential buildings with active street fronts, continuous streetwalls, minimum and maximum building heights, and transparency requirements, and there would be no significant adverse impact to the streetscape. The new buildings would mostly replace a mix of vacant lots and low-rise commercial and residential buildings, some of which will have been developed under the RWCDS for the future without the proposed actions. In addition, two buildings with tower slab forms would have been developed between West 20th and West 17th Streets in the future without the proposed actions.

Mandatory streetwalls would be required on Surf Avenue and on the side streets within 50 feet of Surf Avenue, with some exceptions (see Appendix A). The base height of buildings fronting on Surf Avenue would be between 60 and 80 feet in height; however, on the block between

Stillwell Avenue and West 15th Street, the streetwall on Surf Avenue would be required to match the height of the existing Shore Theater (which is 85 feet tall) for a width of at least 25 feet. The Shore Theater is a historic and visual resource. The mandatory streetwalls would result in a cohesive and active streetscape, which would be an improvement from the existing surface parking lots and vacant lots that currently define the Coney North streetscape and would partly define conditions in the future without the proposed actions, along with the two slab towers between West 20th and West 17th Streets.

Along the side streets in Coney North, the base height of buildings would be shorter than on Surf Avenue in order to maintain the low-rise character of the few residential buildings on the cross streets and in the neighborhood to the north of the subdistrict. On the side streets, beyond at least 50 feet of Surf Avenue, the building base height would be limited to between 40 and 65 feet or six-stories in height. Additionally, the streetwall may be recessed up to eight feet from the street line (beyond 50 feet of Surf Avenue) with the requirement that it be planted to further enhance the streetscape of the subdistrict.

The proposed zoning would also establish transparency requirements for all ground-floor uses along Surf Avenue. This visual openness to the buildings' ground floors would improve the streetscape of Coney North.

Building Uses, Bulk, Height, Setback, and Density

Under the urban design RWCDs, the five projected development sites in the Coney North subdistrict would be developed with residential buildings, and potentially one hotel, that have two towers each. Towers on Surf Avenue would be built to the maximum height of 270 feet and the towers fronting on a transition area between the Coney North and Mermaid Avenue subdistricts would have heights of 130 to 170 feet. To provide a transition between the high densities in the Coney North subdistrict and the lower densities in the Mermaid Avenue subdistrict, the Special District regulations would specify that for lots or portions of lots located in Coney North within 40 feet of the Mermaid Avenue subdistrict, the maximum building height be limited to 23 feet. Although the proposed actions would permit the development of buildings that are taller and bulkier than the existing buildings in Coney North and those that would be developed in the future without the proposed actions, the projected development sites would be occupied by buildings that would enhance the urban design in this subdistrict by enlivening the streetscape with transparent ground floors occupied by retail establishments and that would have tower and setback controls to create consistent streetwalls and bulk that transitions from the higher density Surf Avenue corridor to the low-rise neighborhood along Mermaid Avenue.

The proposed actions would set maximum buildings heights and control the height and placement of the residential towers on each block. The highest towers would only be permitted on Surf Avenue in order to visually separate the new taller developments from the low-rise residential buildings on Mermaid Avenue. Setbacks would also be employed on all new developments to maintain visual connections to Surf Avenue and the ocean from Mermaid Avenue and the side streets in this area. Construction of both point and broad towers would be permitted in Coney North. Similarly to Coney West, the maximum height of point towers is 270 feet and the maximum height of broad towers is 220 feet; however, the height of the second tower per block is limited to between 130 and 170 feet in height. Additionally, the taller tower per block would front on Surf Avenue, while the shorter tower would be positioned toward Mermaid Avenue, with the two towers separated from each other by a minimum distance of 60 feet to disperse bulk across the projected development sites. Only one broad tower would be permitted per block, and the broad tower must be positioned with its narrow side facing the

Coney Island Rezoning

ocean, except when located more than 170 feet from Surf Avenue. Above the maximum base heights, buildings would be allowed to be setback at a distance of 10 feet from all street lines. These buildings would differ from the two slab towers that would be constructed in the future without the proposed actions; those buildings would have low-rise bases and the tall and narrow towers would be set perpendicular to Surf Avenue and would extend north toward Mermaid Avenue.

Where towers are not permitted, building heights would be regulated to reflect the larger scale of Surf Avenue and the low-rise scale on the side streets moving north to the low-rise residential neighborhood north of Mermaid Avenue. Within 100 feet of Surf Avenue, maximum building heights are required to be 85 feet, and beyond 100 feet of Surf Avenue they are required to be 65 feet or six-stories in height. However, within 40 feet of the Mermaid Avenue sub district, the maximum building height is reduced to 23 feet. These building height regulations would result in a continuous and cohesive building design for the projected and potential development sites that would be in keeping with the taller and larger development proposed along Surf Avenue and the existing smaller, low-rise buildings along Mermaid Avenue.

The proposed actions would increase the maximum allowable bulk for residential uses with ground-floor retail in Coney North, and with the provision of affordable housing through the Inclusionary Housing Program, this proposed change in zoning would greatly increase the density of the area. Retail would be permitted up to two stories and mandated on the ground floor of Surf Avenue in order to maintain the commercial corridor along the avenue. Above-grade parking garages would be permitted in the center of the proposed developments within the center of the block. The parking garages would be required to be enclosed and wrapped by active floor area.

Mermaid Avenue

Pursuant to the proposed actions, under the urban design RWCDs, the Mermaid Avenue subdistrict would be developed with approximately 43,001 sf of new residential development comprising 43 dwelling units. The projected and potential development sites are interspersed along Mermaid Avenue with existing buildings, and most of them will have been redeveloped in the future without the proposed actions.

Streetscape

Under the proposed actions, the streetscape in the Mermaid Avenue subdistrict would not change much from that in the future without the proposed actions. Mermaid Avenue would continue to be lined with low-rise residential buildings with ground-floor retail and low-rise commercial buildings. The rezoned subdistrict would have new streetwall height limitations at 65 feet, and new buildings would be slightly taller than existing buildings and similar to those that would be developed in the future without the proposed actions.

Building Uses, Bulk, Height, Setback, and Density

Overall, it is not expected that the proposed actions would have significant adverse impacts on building uses, bulk, height, setback, and density in the Mermaid Avenue subdistrict. The proposed development would have limited heights in order to reflect the existing low-rise residential buildings that populate the neighborhood. New buildings would be required to have ground floor retail uses to reflect the existing ground-floor retail and commercial character of the avenue.

The proposed actions would increase bulk on portions of blocks between West 15th and 20th Streets within 100 feet of Mermaid Avenue for residential developments, with the provision of affordable housing through the Inclusionary Housing Program, but the proposed zoning would limit building heights to 80 feet and streetwall heights to 65 feet, and base heights would be required to be a minimum of 40 feet. All new residential development would be in keeping with the existing low-rise residential buildings that line Mermaid Avenue. The ground-floor retail requirement would ensure that Mermaid Avenue maintains its character as a commercial corridor populated by local neighborhood retail.

VISUAL RESOURCES AND VIEW CORRIDORS

The proposed actions are not expected to have any significant adverse impacts on the primary visual resources in the rezoning area—the Parachute Jump, the Cyclone, the Wonder Wheel, Coney Island Beach and the Atlantic Ocean.

Riegelmann Boardwalk, which currently provides the most direct views of these visual resources, would not be adversely affected by the proposed actions. Commercial development along the boardwalk in Coney West would be limited to a maximum height of 40 feet to match the historic Childs Restaurant located on the boardwalk and to preserve existing views, and the mapped amusement park in Coney East would maintain open views of the Wonder Wheel from the boardwalk.

Views of Coney Island Beach and the Atlantic Ocean would be enhanced in Coney East and Coney West due to the proposed grade changes in these two subdistricts. Due to the existing slight downwards slope of the topography in the subdistricts and the elevated height of the boardwalk, the streets south of Surf Avenue do not currently offer views of the beach or ocean, but instead terminate at the boardwalk. The proposed grade changes would elevate public views to the level of the boardwalk, thus creating new views to the beach that would enhance the pedestrian experience within these two subdistricts.

New view corridors would be created with the mapping of new streets in Coney East and Coney West. The creation of Wonder Wheel Way in Coney East would result in another east-west view corridor that would provide unobstructed views of historic amusements in the open amusement area—the Wonder Wheel, Cyclone, and Parachute Jump. The extension of Bowery between West 10th and West 15th Streets would extend east-west views along this view corridor, creating new views to the Cyclone. Additionally, the mapping of new streets and public access corridors south of Surf Avenue would provide additional north-south view corridors in Coney East and West. The Parachute Way public access corridor would provide direct, unobstructed views to the Parachute Jump.

Views along the Surf Avenue view corridor would change due to the added bulk and density of new developments along the avenue. Although numerous tall buildings would line the avenue, this would not result in any significant adverse impacts. Existing views of the Cyclone along Surf Avenue are limited to its immediate vicinity (there are no views west of West 12th Street), and under the proposed zoning maximum building heights in the Coney East subdistrict would decrease between West 12th and 10th Streets in order to preserve existing views to this visual resource. Further, the southwest corner of West 10th Street and Surf Avenue would be angled in order to preserve existing views east on Surf Avenue to the Cyclone.

The visual prominence of the Stillwell Avenue Subway Station and the Shore Theater—visual resources in the Coney East and North subdistricts—would be somewhat lessened in these

Coney Island Rezoning

subdistricts due to the increased bulk and height of projected development sites. However, as described above, the proposed rezoning would restrict the allowable height of developments adjacent to these two resources in order to ensure that all future developments are contextual to them in terms of height. Under the proposed zoning, views of the Stillwell Avenue Subway Station and Shore Theater would be limited to the Surf Avenue and Stillwell Avenue view corridors and the visual prominence of these resources would be diminished from farther away due to the added height and bulk of intervening developments in the rezoning area. However, these two visual resources would still be prominently visible in their immediate vicinity, especially around the prominent intersection of Surf and Stillwell Avenues, and there would be no significant adverse impacts to these visual resources.

STUDY AREA

URBAN DESIGN

Topography and Natural Features

Although the proposed actions would affect the topography in the rezoning area by regrading portions of the Coney East and Coney West subdistricts, these actions are not expected to result in any significant adverse impacts on the topography of the study area. In addition, the proposed actions would not affect natural features in the study area.

Street Pattern and Hierarchy

Since the proposed actions would result in the creation of new streets and demapping of several existing streets within the rezoning area, these changes would result in better connectivity throughout the study area and there would be no significant adverse impacts to the street pattern and hierarchy of the study area. Some existing streets north of Surf Avenue would be extended south of the avenue to the boardwalk, creating more ways for pedestrians to pass through the rezoning area to the boardwalk and beach. In addition, the new east-west street through the Coney West subdistrict would provide easier access through the rezoning area between the neighborhood to the west and KeySpan Park.

Block Shape and Building Arrangement

The proposed actions would not have any adverse impacts on block shapes or building arrangement in the study area. As a result of the proposed actions, smaller blocks would be created due to the mapping of new streets within Coney East and Coney West; these new, smaller blocks would be in keeping with the regular block shapes located in the majority of the study area. Although several superblocks are located in the eastern portion of the study area, the remainder of the study area is comprised of smaller, rectangular blocks.

New buildings to be developed on the blocks in the rezoning area would fully occupy entire blocks and would abut the lot lines. This arrangement of large-footprint buildings would differ from the tower-in-a-park building arrangements of the housing complexes found in the western and eastern portions of the study area. The proposed building arrangement would also differ from the arrangement of attached buildings with small footprints on small lots found in the study area. However, the proposed actions are not expected to have any adverse impacts on building arrangement in the study area, as the proposed building arrangement would contribute to the creation of consistent streetwalls with active ground floor uses.

Streetscape

For the most part, the changes to the rezoning area streetscape would not affect the streetscape of the larger study area. The glazed and transparent active ground floor uses required under the proposed zoning along Surf Avenue, however, would provide street-level visual interest, pedestrian activity, and neighborhood amenities, and would enhance the commercial corridor along Surf Avenue that runs through the rezoning and study areas. Similarly, the proposed actions would enhance the character of the boardwalk. Additionally, the proposed Highland View Park between West 22nd and 23rd Streets would provide greenery and streetscape improvements to the western portion of the study area.

Building Uses, Bulk, Height, Setback, and Density

The proposed actions would not have significant adverse impacts on building uses, bulk, height, setback, and density in the study area. While the tallest portions of the proposed buildings constructed under the RWCDS would become the tallest buildings in the study area, many of the existing New York City Housing Authority and private apartment buildings in the study area are of considerable bulk and height. The Brightwater Tower Apartments, located on the north side of Surf Avenue between West 5th and 8th Streets in the eastern portion of the study area, rise without setbacks to 208-feet in height, and the two towers of the Carey Gardens complex, located on the north side of Surf Avenue between West 23rd and 24th Streets in the western portion of the study area, rise without setbacks to 150-feet. Further, the shorter towers on the projected and potential developments sites would be similar in height to, or shorter than, the existing high-rise housing complexes in the study area. In addition, maximum heights of the proposed buildings would be 270 feet, so that no new developments would be taller than the Parachute Jump.

With the proposed actions, a new parking garage would be developed within the study area, one block west of the rezoning area. The block bounded by West 25th and 27th Streets between Surf Avenue and Riegelmann Boardwalk would be redeveloped with a multi-story parking garage that would also likely include ground floor retail along the Surf Avenue street frontage, facilities for DPR, and replacement playground space. However, this proposed parking garage is not expected to result in any significant adverse impacts to building uses, bulk, height, setback, and density in the western portion of the study area, because it would replace existing parking and a DPR facility.

VISUAL RESOURCES

The proposed actions would not have any significant adverse impacts on visual resources located within the study area (the Stillwell Avenue Subway Station, Coney Island Beach, and the Atlantic Ocean) or on views of visual resources located with the rezoning area. While views south to the Parachute Jump along the north-south streets in the northern portion of the study area could be obstructed due to the potential building heights and bulk of development sites in Coney North under the proposed zoning, mapping Parachute Way south of Surf Avenue would create a new view corridor to the Parachute Jump.

It is expected that the east-west view corridors of Surf and Mermaid Avenues would change due to the increased height and bulk of development sites along these avenues as a result of the proposed rezoning. However, these changed view corridors, which currently contain the numerous high-rise housing developments in the area, are not expected to obstruct views to any visual resources. Measures will be investigated to minimize the potential for blocked views of

the Cyclone on Surf Avenue from east of West 8th Street that could potentially occur from the proposed parking garage on the Aquarium site. East-west views along Riegelmann Boardwalk from within the study area would be preserved due to the height restrictions of commercial buildings that could be developed along the boardwalk in Coney West. Views west along this view corridor from the eastern portion of the study area would be enhanced due to the proposed expanded open amusement area, which would result in a more visually interesting setting for the boardwalk.

F. CONCLUSIONS

URBAN DESIGN

The proposed actions would positively affect the urban design of the rezoning area. Urban design regulations set forth in the new Special Coney Island District zoning text would create a cohesive, coordinated design for the rezoning area that would include mandatory streetwall requirements, restrictions to building heights, specific use-groups, new east-west and north-south vehicular and pedestrian routes, and ground floor transparency requirements. Required active ground floor uses and glazing and transparency requirements for these ground floor uses would provide street-level visual interest, pedestrian activity, and neighborhood amenities on Surf and Mermaid Avenues and portions of the cross streets. Urban design improvements that would enliven the streetscape throughout the rezoning area include the new, 9.39-acre mapped amusement park, two new public access corridors through the rezoning area to the boardwalk, a community park on the boardwalk between West 22nd and 23rd Streets, and streetwall requirements on Surf Avenue and portions of the cross streets. The new, mapped amusement park would create a large amusement area between KeySpan Park and the Aquarium.

The proposed actions would alter the existing topography, street pattern, and block shapes of the rezoning area through the regrading of new and existing streets, mapping of new streets and demapping of existing streets in the Coney East and Coney West subdistricts. The grade changes would alter the topography of the Coney East and West subdistricts to meet the elevation of Riegelmann Boardwalk, which would enhance views throughout the rezoning area by increasing views to Coney Island Beach and the Atlantic Ocean. The new mapped sections of West 16th, 19th, and 20th Streets south of Surf Avenue would break up the several existing superblocks in the rezoning area and result in regularly shaped block forms. The creation of two new east-west streets—Wonder Wheel Way and Ocean Way—south of Surf Avenue would further alter block shapes by creating shorter blocks and improving access through the Coney East and West subdistricts. The extension of pedestrian corridors—Jones Walk and Bowery— would further improve pedestrian access in Coney East and provide additional connections to the open amusement area. Although the proposed rezoning would alter topography, street pattern, and block shapes in the rezoning area, these changes would not result in any significant adverse impacts.

The proposed Special District would alter existing building arrangements in the Coney East, West, and North subdistricts. In Coney East, north of the new Wonder Wheel Way, the existing mix of attached buildings with small footprints would be replaced with freestanding buildings with large footprints. In Coney West and North, the numerous vacant lots and parking lots that are interspersed with several attached buildings with small footprints would be replaced with freestanding buildings with large footprints. In the Mermaid Avenue subdistrict, vacant parcels of land would be replaced by attached buildings with small footprints to match the existing

building arrangements along the avenue. These changes would not result in any significant adverse impacts.

The proposed Special District would improve the streetscape throughout the rezoning area. All new development on projected and potential sites would have required streetwalls and be built out to the lot line in order to create a cohesive urban design and streetscape. In Coney East, the openness and accessibility of the new amusement park area would enhance the streetscape in the subdistrict and provide an improved setting for Riegelmann Boardwalk and the beach by replacing vacant lots, parking lots, and disjointed amusement parks separated by roadways and fencing. Development north of the open amusement area in Coney East would replace the existing mix of low-rise amusement, restaurant, and retail buildings, vacant buildings, and vacant land and create a vibrant, active streetscape with amusements, enhancing uses, small-scale local retail, and hotel uses. Throughout the rezoning area, ground floor retail with transparency requirements would create a vibrant commercial corridor on Surf Avenue between West 8th and 23rd Streets. In Coney West, new, low-rise, and open retail establishments lining the boardwalk would create active uses and enhance the boardwalk. In the Coney West and Coney North subdistricts, the replacement of vacant lots and parking lots with residential buildings with ground floor retail uses would improve the streetscape.

Buildings constructed in the Coney East, Coney West, and Coney North subdistricts would be taller and bulkier than existing buildings in the rezoning area and buildings that would be constructed in the future without the proposed actions. They would also have tower on a base forms that would differ from the typical form of the high-rise buildings in the study area and of the two buildings that would be constructed in the Coney North subdistrict in the future without the proposed actions. The heights of new buildings and the placement of towers, however, would be regulated to defer to the height of the Parachute Jump, mandate low-rise buildings along Wonder Wheel Way adjacent to the new mapped amusement park and along the boardwalk in the Coney West subdistrict, and step down in height toward the Cyclone, the boardwalk and beach, and the low-rise residential neighborhood along, and north of, Mermaid Avenue. Permitted uses in the rezoning area would be in keeping with existing uses and would enhance the amusement area.

VISUAL RESOURCES

The proposed actions are not expected to have any significant adverse impacts on the other visual resources in the rezoning area—the Parachute Jump, the Cyclone, the Wonder Wheel, Coney Island Beach, and the Atlantic Ocean. Views of Coney Island Beach and the Atlantic Ocean would be enhanced by the proposed grade changes in the Coney East and Coney West subdistricts, which would elevate views to the level of the boardwalk, thus providing views of these two visual resources. The creation of Wonder Wheel Way in Coney East would provide unobstructed views to the historic visual resources in the subdistrict —the Wonder Wheel, Cyclone, and Parachute Jump. Further, the extension of West 19th Street south of Surf Avenue would provide direct views to the Parachute Jump. Although the visual prominence of the Stillwell Avenue Station and the Shore Theater would be somewhat diminished under the proposed actions, they would still be prominently visible from the intersection of Surf and Stillwell Avenues and there would be no significant adverse visual impacts to these two visual resources. *