

# Seaside Park and Community Arts Center

## Executive Summary

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### A. INTRODUCTION

The Applicant, Coney Island Holdings LLC, is proposing a number of land use actions to facilitate the development of the Seaside Park and Community Arts Center (the “proposed project”) in the Coney Island neighborhood of Brooklyn Community District 13. The proposed project involves the development of approximately 2.41-acres of publicly accessible open space, which would include an approximately 5,100-seat seasonal amphitheater for concerts and other events. The proposed project also includes the landmarked (Former) Childs Restaurant Building, which would be restored for reuse as a restaurant and banquet facility and renovated for adaptive reuse to provide the stage area for the open-air concert venue and use as an indoor entertainment venue during the off-season months.

The proposed project is intended to continue the City of New York’s ongoing efforts to reinvigorate Coney Island by introducing a new recreational and entertainment destination on the Riegelmann Boardwalk. The proposed amphitheater would be an interim use authorized for a period of ten years pursuant to a new City Planning Commission Special Permit. Upon completion, the amphitheater would be owned by the City of New York, under the jurisdiction of the New York City Economic Development Corporation (EDC), and would be operated jointly with a not-for-profit entity under a ten year lease with the city. The amphitheater would serve as the venue for a variety of concerts, community events, and public gatherings, such as the Seaside Summer Concert Series. It is anticipated that the proposed amphitheater and other project components would be completed by summer 2015, and the first full year of operation would be 2016. As such, the analysis year for environmental analysis purposes is 2016.

As discussed below, a reasonable worst-case development scenario (RWCDs) was established for both Future No-Action and Future With-Action conditions. The incremental difference between Future No-Action and Future With-Action conditions will serve as the basis of the impact category analyses. The proposed project will be analyzed in the Environmental Impact Statement (EIS) as the RWCDs for 2016, the first full year of operation for the total project. This EIS has been prepared in conformance with applicable laws and regulations, including Executive Order No. 91, New York City Environmental Quality Review (CEQR) regulations, and follows the guidance of the *CEQR Technical Manual*.

The EIS includes review and analysis of all impact categories identified in the *CEQR Technical Manual*. The EIS contains a description and analysis of the proposed project and its environmental setting; the environmental impacts of the proposed project, including its short and long-term effects, and typical associated environmental effects; identification of any significant adverse environmental effects that can be avoided through incorporation of corrective measures into the proposed project; a discussion of alternatives to the proposed project; the identification of any irreversible and irretrievable commitments of resources that would be involved in the proposed project should it be implemented; and a description of any necessary mitigation measures proposed to minimize significant adverse environmental impacts.

## **B. BACKGROUND AND EXISTING CONDITIONS**

The proposed project would be located in Brooklyn Community District 13 along the western portion of the Riegelmann Boardwalk at Coney Island Beach on Block 7071, Lots 27, 28, 30, 32, 34, 76, 79, 81, 130, 142, 226, and 231 (the “project area”). The (Former) Childs Restaurant Building is located on Lot 130. As shown in Figure ES-1, the project area encompasses the site proposed for the Seaside Park and Community Arts Center (the “development site”), as well as two adjacent tax lots (lots 79 and 81 on Block 7071, the “outparcels”) that would be affected by the proposed zoning map amendment but are not part of the development site. The development site and outparcels are described below.

With regard to the existing zoning districts within which the project area is located, the portion of the site east of West 22<sup>nd</sup> Street (Tax Block 7071, Lots 130 and 142) is zoned R7D with a C2-4 commercial overlay and is within the Coney West Subdistrict of the Special Coney Island District. The Special Coney Island R7D District has a residential FAR of 4.35, which is 0.15 higher than typical R7D districts, expanded to 5.8 with the provision of affordable housing through the Inclusionary Housing Program. The C2-4 commercial overlay permits commercial uses with a maximum FAR of 2.0. Along the Riegelmann Boardwalk in the Coney West Subdistrict, uses are limited to amusement and entertainment. Lots within the first 70 feet of the blocks fronting the Riegelmann Boardwalk have base height minimums of 20 feet and maximums of 40 feet, in order to create a streetscape compatible with the landmarked (Former) Childs Restaurant Building on the corner of West 21<sup>st</sup> Street and the Riegelmann Boardwalk, which is 40 feet tall. In order to maintain the continuity of the street wall, a new building can be no closer to the street line than any other building within 150 feet on the same block, but need not be farther than 15 feet.

The portion of the project area west of West 22<sup>nd</sup> Street (Tax Block 7071, Lots 27, 28, 30, 32, 34, 76, 79, 81, 226 and 231) is located within an R5 zoning district. These ten tax lots were designated as an approximately 1.41 acre neighborhood park, Highland View Park, as part of the Coney Island Rezoning. Although this portion of the project area is shown on New York City Zoning Map 28d as “Highland View Park,” these properties presently remain in private ownership and have not been formally established as a public park. The formal establishment of “Highland View Park” is expected to occur at some time in the future.

### **Development Site**

As shown in Figure ES-1, the development site is generally bounded by the boardwalk to the south, West 23<sup>rd</sup> Street to the west, West 21<sup>st</sup> Street to the east, and properties fronting Surf Avenue to the north. The development site is an assemblage of ten tax lots on Block 7071 (Lots 27, 28, 30, 32, 34, 76, 130, 142, 226, and 231), as well as the beds of Highland View Avenue and a portion of West 22<sup>nd</sup> Street (approved for demapping in the 2009 Coney Island Rezoning), and covers an aggregate lot area of approximately 130,404 square feet (sf) (3.0 acres). As shown in Figure ES-2, the area is currently underdeveloped, and the only built structure occupying the development site is the (Former) Childs Restaurant Building (25,400 sf; Lot 130), a designated New York City landmark that is currently vacant and in deteriorated condition. The remainder of the development site is comprised of vehicle storage (18,004 sf; Lots 27, 28, 30, 32, 34, and 76), vacant unimproved land (14,157 sf; Lots 226 and 231), a decommissioned community garden (44,327 sf; Lot 142)<sup>1</sup>, and approximately 28,516 sf of paved streets,

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<sup>1</sup> Although the community garden is decommissioned, field observations indicate that it is currently being used for gardening purposes.



NOTE: Although lots 79 and 81 are part of the project area affected by the proposed zoning map amendment, those two lots are not part of the development site for the proposed Seaside Park and Community Arts Center.



— Development Site      ⊗ Outparcels

(Highland View Avenue and a portion of West 22<sup>nd</sup> Street, approved for demapping in 2009 in the Coney Island Rezoning). Lot 142 and the streets (72,843 sf) are City-owned, and the remainder of the site is owned by the Applicant (57,561 sf).

## **Remainder of Project Area – Outparcels**

The proposed zoning map amendment would also encompass Lots 79 and 81 on Block 7071, which are located immediately to the northwest of the development site (refer to Figure ES-1). Both outparcels are currently comprised of paved lots, with a combined lot area of approximately 6,000 sf, and are under private ownership by persons/entities independent of the Applicant. Lots 79 and 81 are not part of the proposed Seaside Park and Community Arts Center project, and those two outparcels are excluded from the defined development site described above.

## **Surrounding Area**

The area surrounding the project area is characterized by a variety of uses, densities, and building types. Development is most concentrated along the area's main pedestrian and automotive thoroughfares, including Surf and Mermaid Avenues, and buildings tend to range from 1 to 6 stories in height. Predominant land uses include vacant land and vehicle storage, public facilities, and institutional, residential, and commercial facilities. The remainder of Block 7071 immediately to the north of the project area is comprised of a variety of land uses. A two-story, mixed-use building on the southeast corner of Surf Avenue and West 23<sup>rd</sup> Street has rental apartments on the second floor and vacant commercial space on the ground floor. Immediately to the east on Surf Avenue is a parking and vehicle storage lot adjacent to the one-story Niermatius Roofing Specialists building and an accompanying storage/parking lot. There is a one-story Stop Supermarket on the southwest corner of Surf Avenue and West 22<sup>nd</sup> Street, adjacent to another one-story commercial building facing Surf Avenue which is currently vacant. The portion of the block fronting West 23<sup>rd</sup> Street is comprised of vacant lots, parking and vehicle storage facilities, and two- to four-story residential buildings. Fronting West 22<sup>nd</sup> Street are vacant lots, vehicle storage and parking lots, three- to six-story residential buildings, and a one-story building accommodating Brooklyn Stairs (a carpentry company). The portion of the block between West 22<sup>nd</sup> and West 21<sup>st</sup> streets is comprised of a parking lot and a three-story building which accommodates the New York City Human Resources Administration's Coney Island Medicaid Office building and fronts West 21<sup>st</sup> Street.

Along the east side of West 21<sup>st</sup> Street, immediately to the east of the project area, is a vacant lot that has served in recent years as a temporary location for the Seaside Summer Concert Series (see Figure ES-2). The Sea Crest Health Care Center and Surf Manor, two large institutional facilities, are located directly west of the project area, across West 23<sup>rd</sup> Street. The Sea Crest Health Care Center is a five-story nursing home specializing in therapy and rehabilitation, with approximately 305 residents, and Surf Manor is a four-story assisted living facility for adults with approximately 200 residents. There are also several three-story residential buildings located midblock between the institutions. All other lots on this section of that block are currently vacant or accommodate vehicle storage and parking. Further to the west, across West 24<sup>th</sup> Street, is the Haber Houses NYCHA development, which includes three 14-story buildings and 380 apartments total.

Across Surf Avenue, to the northwest of the project area between West 22<sup>nd</sup> and West 24<sup>th</sup> streets, is the Carey Gardens NYCHA development, consisting of three, 15- to 17-story buildings with 683



apartments. To the east of Carey Gardens are a single-story commercial building at the northeast corner of West 22<sup>nd</sup> Street and Surf Avenue and a surrounding 12-story residential building. Further east is the 18-story NYCHA Coney Island 1 (Site 1B) building. The Riegelmann Boardwalk and the Coney Island Beach are to the south of the project area.

Two blocks to the east of the project area is MCU Park, the home of the Brooklyn Cyclones, a New York Mets minor league baseball team. The newly opened Steeplechase Plaza, which features the landmarked Parachute Jump and iconic B & B Carousel, is also located to the east of the project area. These attractions and other landmarks, including the Cyclone Roller Coaster and the Wonder Wheel, are directly accessible from the development site via the Riegelmann Boardwalk and Coney Island Beach to the south. The Shore Theatre is located several blocks to the northeast at Surf and Stillwell Avenues, and further east is Luna Park, a new amusement park that opened in 2010, featuring a variety of rides and attractions. Due to the seasonal nature of the amusement uses, pedestrian activity within the vicinity of the project area peaks during the summer months and declines considerably during the winter. The areas immediately to the west and north of the project area are generally characterized by low- to mid-rise multi-family apartment buildings, parking lots, and vacant land.

The project area and the surrounding areas are accessible to the entire New York City metropolitan area via the N, Q, D, and F subway lines terminating at the recently renovated Stillwell Avenue subway station. The area is also served by five major bus lines: the B82, B74, B68, B64, and the B36. In addition, MTA-NYC Transit provides two express buses to and from Midtown Manhattan. The area is also accessible by car via the Belt Parkway, which connects Brooklyn to Staten Island over the Verrazano Bridge, and the Brooklyn-Queens Expressway, which connects the area to Manhattan and Queens.

## **Coney Island Rezoning**

On July 29, 2009 the New York City Council adopted the Coney Island Rezoning, with modifications, which was the subject of the *Coney Island Rezoning FEIS* (CEQR No. 08DME007K, June 5, 2009) and two subsequent Technical Memoranda dated June 15, 2009 and July 22, 2009, respectively. The 2009 rezoning resulted in the establishment of the Special Coney Island District (CI) along the southern shoreline of Brooklyn Community District 13, which overlays approximately 17 blocks located between the New York Aquarium, the Riegelmann Boardwalk, Mermaid Avenue, and West 22<sup>nd</sup> Street. The Special Coney Island District is comprised of four subdistricts, including “Coney East,” “Coney North,” “Coney West,” and “Mermaid Avenue.” The Coney Island plan was intended to facilitate the creation of a 27-acre amusement and entertainment district that would include a 9.39-acre mapped open amusement park as its centerpiece. The rezoning and Special Coney Island District were anticipated to result in an incremental increase in development of approximately 584,664 sf of amusement uses and amusement-enhancing uses like eating and drinking establishments; 606 hotel rooms; 2,408 residential units, of which 607 would be affordable units; 43,236 sf of small-scale accessory retail uses in the amusement and entertainment district (the Coney East subdistrict); 277,715 sf of general retail uses outside of the amusement and entertainment district; and 3,843 parking spaces, including 566 spaces for public parking, a portion of which would serve the Coney East subdistrict.

As part of the Coney Island Rezoning, the eastern portion of the Seaside development site (Lots 130 and 142) was rezoned from C7 to R7D with a C2-4 commercial overlay, within the Special Coney Island District and was identified as Parcel B of the Coney West subdistrict in Appendix A of the Coney Island District Plan. The eastern portion of the Seaside development site was also identified as part of projected development Site 2 in the *Coney Island Rezoning FEIS*. The 2009 FEIS anticipated that

development on the eastern portion of the development site would total approximately 93,978 sf of commercial space, including local retail uses along the north side of the boardwalk and the reactivation of the 60,000 sf (Former) Childs Restaurant Building, and approximately 223,118 sf (223 DUs) of residential space.

The Coney Island Rezoning also designated the western portion of the project area (Lots 27, 28, 30, 32, 34, 76, 89, 91, 226 and 231 on Tax Block 7071) as an approximately 1.41 acre neighborhood park, Highland View Park, that would include both active and passive recreational amenities. To facilitate the development of Highland View Park, Highland View Avenue, between West 22<sup>nd</sup> Street and West 23<sup>rd</sup> Street, and the southern portion of West 22<sup>nd</sup> Street were approved to be demapped. Although this portion of the project area is shown on New York City Zoning Map 28d as “Highland View Park,” these properties presently remain in private ownership and have not been formally established as a public park. The formal establishment of “Highland View Park” is expected to occur at some time in the future.

### **C. PROJECT PURPOSE AND NEED**

The proposed Seaside Park and Community Arts Center is intended as an entertainment venue and recreation facility in furtherance of the goals of the Coney Island Rezoning, and to continue the City’s efforts to reinvigorate Coney Island. The proposed project would introduce a new recreational and entertainment destination along the Riegelmann Boardwalk on underutilized land that, while approved for future residential development pursuant to the Special Coney Island District plan, is currently underutilized and does not exhibit the characteristics of a well-developed residential neighborhood. The proposed actions would result in the development site’s use year round as an expansive neighborhood park with indoor and outdoor dining facilities at the (Former) Childs Restaurant Building.

The proposed project includes a publicly accessible and landscaped 2.41-acre park extending between West 21<sup>st</sup> and West 23<sup>rd</sup> Streets along the Riegelmann Boardwalk, which includes active playground spaces and extensive rest areas with bench and lawn seating that would benefit the surrounding neighborhood. From May to October, a portion of the park would feature a seasonal outdoor concert venue. A tensile fabric roof would cover a portion of the approximately 5,100 removable seats. During concert events, the tensile fabric roof and deployable canopy extension would provide covering for all of the seating. This modern performance venue would host Coney Island’s historic free Seaside Summer Concert Series along with paid concert events, as well as provide the community with a year-round public space for other seasonal concerts, festivals, cultural events, public gatherings, and outdoor recreational activities. Additionally, the proposed project includes the restoration and adaptive reuse of the (Former) Childs Restaurant Building, which would accommodate approximately 440 restaurant patrons and rooftop diners, as well as catered events and indoor entertainment. The (Former) Childs Restaurant Building would operate year round and also function in the off-season months as an indoor entertainment venue. Thus, the proposed project would provide further opportunity for entertainment in this area of Coney Island, and would extend pedestrian activity westward along the boardwalk.

### **D. DESCRIPTION OF THE PROPOSED PROJECT**

The Seaside Park and Community Arts Center would be a temporary use of the development site for a term of ten years from completion of construction. The proposed project is intended to invigorate and enliven the western end of the Special Coney Island District by introducing recreational, entertainment and restaurant uses that would be appropriate and compatible with the surrounding area. As designed,

the proposed neighborhood park would provide a publicly accessible open space with passive and active recreational areas, and opportunities for extending pedestrian activity along the western portion of the Riegelmann Boardwalk in Coney Island. The proposed project would activate the blocks between West 21<sup>st</sup> Street and West 23<sup>rd</sup> Street during a period when the residential and commercial development contemplated by the Coney Island Rezoning proceeds in the surrounding area to the east and north of the development site.

The proposed project includes the construction of a seasonal concert venue with approximately 5,100 seats and expansive publicly accessible playground spaces and rest areas. The proposed project would provide the community with a year-round public space for seasonal concerts, festivals, cultural events, public gatherings, and outdoor recreational activities, while also creating a modern performance venue for both paid and free events, including the free Seaside Summer Concert series. Additionally, the proposed project includes the restoration and adaptive reuse of the (Former) Childs Restaurant Building, measuring approximately 60,000 sf, which would accommodate approximately 440 diners as an entertainment, banquet, and restaurant facility, with additional outdoor rooftop seating.

It is anticipated that the proposed amphitheater and other project components would be completed by summer 2015, with the first full year of operation being 2016. Upon completion, the amphitheater would be owned by the City of New York, under the jurisdiction of the New York City Economic Development Corporation (EDC) and operated by a joint venture that involves a not-for-profit entity under a ten year lease with the city. The amphitheater is expected to serve as a concert venue for the next ten years and provide the community with additional recreational and entertainment opportunities during the off-season.

As part of the proposed project, a shuttle would be provided to more remote parking (e.g., Aquarium parking lot is located approximately 0.6 miles east of the project site) as needed, for those times when the concert and an adjacent baseball game are occurring on the same evening. The shuttle is expected to operate on Surf Avenue between the Aquarium parking lot and the development site with a frequency of 10 minutes.

## **Proposed Site Plan**

The proposed neighborhood park, with its publicly accessible open space and amphitheater, would extend outward from the western façade of the restored (Former) Childs Restaurant Building and would be roughly bound by the Riegelmann Boardwalk to the south, West 23<sup>rd</sup> Street to the west, and properties fronting Surf Avenue to the north (refer to preliminary site plan in Figure ES-3). The proposed public open space and amphitheater would occupy approximately 105,004 sf (2.41 acres) along the Riegelmann Boardwalk. The amphitheater seating would be comprised of a paved plaza and seating stairs and located west of the (Former) Childs Restaurant Building. A portion of the seats would be covered by a tensile fabric roof, which would be removed during the off-season when concerts and other events are not taking place. During concert events, the tensile fabric roof and deployable canopy extension would provide covering for all of the seating. A walkway through the development site from the northern edge at West 22<sup>nd</sup> Street would provide physical and visual access to the Riegelmann Boardwalk and the beach, as well as to the proposed open space and amphitheater.

The development site itself would be accessible from a number of paths that would connect the Boardwalk to the upland areas. It is expected that loading docks for equipment and performance trailers





Source: GKV Architects, PC & MVVA, Inc. Landscape Architects

would be located at the northwestern side of the (Former) Childs Restaurant Building, and would be accessible via a curb cut from the southern portion of West 22<sup>nd</sup> Street.

From May through October, the restored (Former) Childs Restaurant Building and proposed amphitheater would be physically connected – the stage and “back of the house” areas would be located within the (Former) Childs Restaurant Building. Restaurant and banquet uses would occupy the remaining space in the (Former) Childs Restaurant Building (approximately 21,000 sf). During the balance of the year, the (Former) Childs Restaurant Building would provide an indoor entertainment venue as well as restaurant and banquet facilities.

Each project component is described below.

### ***Proposed Amphitheater Component***

The amphitheater would be comprised of a stage house and paved seating areas for approximately 5,100 attendees. As previously noted, the amphitheater would serve as a venue for concert events, cultural performances, and other public events. For environmental analysis purposes, the EIS will conservatively assume that the amphitheater would be fully occupied and would also attract up to an additional 900 standing attendees (6,000 total) and the concert season would extend from May to October (currently the Seaside Summer Concert Series extends from Independence Day to Labor Day). It is anticipated that the proposed amphitheater would host a combination of free and paid events both during the week and on weekends for a total of 40 to 50 events during the approximately 150 day season.

Between May and October, the amphitheater space would be fully accessible to the public, except during ticketed events. A temporary event screening perimeter with gated entries would be set up around the seating area during ticketed events. This would allow for appropriate security or crowd-control measures during ticketed or other larger events, and facilitate management of access to the facility during such events.

The proposed amphitheater would operate during the summer concert season. It would feature a tensile roof cover and support trusses that would be removed during the off-season. The tensile fabric roof canopy would be harnessed by truss structural supports, would provide transparency and create appropriate shade. During concerts, the proposed amphitheater would also feature a number of sound reduction features, including a deployable sound curtain on the northwest side, backing sound baffles on the inside of the tensile fabric roof, and a deployable canopy extension and sound curtains on the western side. These sound reduction features would be temporary and would only be deployed immediately before concerts and subsequently removed (see Figure ES-3). As illustrated in the images in Figure ES-4, the roof structure would cover approximately 3,500 of the seats, during on-season non-event days. During on-season event nights, the roof canopy and deployable sound canopy extension on the western side would collectively cover the balance of the seating (see Figure ES-3). The tensile roof cover and support trusses would be removed in the off-season.

The proposed publicly accessible open space and amphitheater would enable the 34 year old Seaside Summer Concert Series to continue to host top-name performers in a broad range of musical genres, thereby also serving area residents who would otherwise have to travel to other concert venues in other parts of the City. During the summer months, it is envisioned that the proposed amphitheater would host evening concert events on both weekdays and weekends. In addition, the proposed amphitheater would also provide a space for smaller events such as cultural performances, school graduations, and





fairs. The new public open space and amphitheater would also feature removable seating in order to provide the community with year-round recreational opportunities, as the amphitheater would be publicly accessible during the off-season, as well as during non-event days during the season.

The proposed amphitheater would incorporate a number of sound reduction features and would be designed to operate in compliance with the Administrative Code of the City of New York, and the New York City Noise Control Code standards applicable to the proposed. In order to be conservative, the analyses in the EIS will evaluate the full range of representative days (i.e., both weekdays and weekends).

### ***STAGE HOUSE***

The proposed amphitheater would have a permanent “stage house,” an enclosed structure at the rear of the proposed venue with a stage opening similar to that found in a typical theater, projecting outward from the (Former) Childs Restaurant Building’s western façade that, unlike the building’s eastern and northern façades, once served as a party wall and is without historic architectural value. The stage is designed to allow for the space to be enclosed in the “off-season” and function as part of the interior of the (Former) Childs Restaurant Building.

In addition to being able to close the stage house to the amphitheater to the west, the stage would be designed to accommodate a wide range of musical performances and would have the technological ability to support diverse performance requirements. The stage would feature rigging accommodations that would provide support structures for hanging lights, speakers, and scenic elements on chain hoists. The backstage area would offer ancillary amenities, including dressing rooms, multi-purpose rooms, restrooms, as well as administrative and security offices for the entertainment venue. The stage house and backstage areas would have the capacity during the off-season (between November and April) to accommodate smaller events in order to provide year-round indoor entertainment within the restored (Former) Childs Restaurant Building.

### ***SEATING AREAS***

The proposed amphitheater’s seating capacity of approximately 5,100 seats would include 2,000 seats in the plaza nearest to the stage at floor level. The balance of approximately 3,100 seats would be provided at a slight paved slope of three percent (“raked seating”) to enhance sight lines to the stage. The plaza seating area would be covered by a tensile fabric roof that would be removed “off-season” when the plaza is not being used for seating for concerts or other staged events. It is expected that all seats would be removable, and during concerts all seating would be sheltered by the tensile fabric roof and temporarily deployed canopy extension.. For environmental analysis purposes, the EIS will conservatively assume that the amphitheater would attract up to an additional 900 standing attendees (6,000 total) to the area.

### ***Proposed Renovation of the (Former) Childs Restaurant Building***

The proposed project includes the renovation and restoration of the interior and exterior of the landmarked (Former) Childs Restaurant Building. The reclamation of the Dennison & Hironson-designed Spanish Colonial Revival stucco structure, considered relatively rare in New York City, would include the restoration of the building’s arches, window openings, and end piers, as well as the elaborate polychrome terra-cotta nautical motifs along the eastern and southern building façades. Physical alterations of the exterior of the building would include removal of a portion of the western party wall

to facilitate the connection of the (Former) Childs Restaurant Building with the proposed amphitheater's stage and back of house. The alterations would also include rooftop additions for the stage house roof and mechanical equipment, all of which would be covered by a new membrane roofing above the portion of the building occupied by the stage house, and minimally visible from the boardwalk and surrounding streets (refer to Figure ES-5). Additionally, the building's interior would be retrofitted to accommodate restaurant and banquet uses, which would operate in conjunction with the proposed indoor performance/ stage space. It is expected that the renovated (Former) Childs Restaurant Building would have a seating capacity of approximately 440, exclusive of proposed rooftop seating that can accommodate approximately 74 diners. The exterior work to the (Former) Childs Restaurant Building requires a Certificate of Appropriateness from the Landmarks Preservation Commission (LPC). The LPC approved Certificate of Appropriateness 14-6038 on July 10, 2013.

### ***Proposed Publicly Accessible Open Space at Development Site***

The publicly accessible open space on the development site would include a play garden located at the northwest corner of the development site, with playground amenities. Between the plaza and seating stairs at the eastern portion of the development site, and the play garden to the west, would be a lushly landscaped lawn bowl with perimeter plantings, which serves as a place for lawn seating and passive recreation. The park would also feature a planted entry garden with lush native planting and bench seating at the southwestern portion of the development site. Each of the open space components is described below and shown in Figure ES-6.

Visitors entering the open space from the southern terminus of West 23<sup>rd</sup> Street would experience a seven-foot grade change raising them to the elevation of the adjacent Riegelmann Boardwalk. The proposed winding routes would facilitate an accessible slope and would create an opportunity for small scale seating areas within a shaded garden setting, which would convey the feel of a "neighborhood park" along the Riegelmann Boardwalk.

At the top of the rise from West 23<sup>rd</sup> Street, an intimate seating node would signal the joining of a larger walkway that connects the Riegelmann Boardwalk to the end of West 22<sup>nd</sup> Street (the "garden walk"), flanked with benches and shade trees. From its western edge, a play space and second seating node would unfurl onto the top of a richly planted bank visually separating the open space from neighboring inaccessible lots. These spaces would be perched high on the grade and would be surrounded by low shrubs and high-limbed trees providing the public with the sense of intimacy while maintaining ample sightlines for security.

To the east of the garden walk, another wide path would bring visitors to the base of a 9,000-square foot lawn sloping gently southward to a crest 10 feet above the Riegelmann Boardwalk. Ringed with high-limbed trees and capped with a small plaza, the lawn would offer a community-oriented recreational space that also provides spectacular elevated views to the Coney Island beach. From the perched plaza a stepped path would angle southwest back down to the Riegelmann Boardwalk and public restroom facilities.

From the high point of the development site, paved terraces step down eastward to the edge of a wide pedestrian corridor, which creates a direct connection along the axis of West 22<sup>nd</sup> Street to the Riegelmann Boardwalk. The proposed rise from West 22<sup>nd</sup> Street through the amphitheater site to the boardwalk would seamlessly connect the public both physically and visually to the beachfront.



Source: GKV Architects, PC & MVVA Landscape Architects

***FOR ILLUSTRATIVE PURPOSES ONLY***





Source: GKV Architects, PC & MVVA, Inc. Landscape Architects

Crossing the central throughway, a large paved space would slope down to a stage built into the western façade of the historic (Former) Childs Restaurant Building. Along with the paved terraces, this space would hold removable seating for up to 5,100 patrons during organized events and would support a wide range of community programming at other times. Two smaller banks of seat terraces to the north and south, wrapped in planted landforms, would negotiate a three percent sloped grade change to accommodate over 23,000 sf of flexible open area, creating ideal conditions for community-oriented events, including farmers' markets, school graduations and festivals. A tensile roof that would be installed and removed seasonally would protect visitors and spectators from rain and extreme sun. During concert events, the tensile fabric roof and deployable canopy extension would provide covering for all of the seating. Truss supports would also be removed seasonally and would provide appropriate elevation for the roof to maintain unobstructed views across the development site from the Riegelmann Boardwalk and adjacent areas. The truss system would also support the plaza lighting that would illuminate the plaza and adjacent park areas.

A planted landform that would serve as a buffer between the amphitheater venue and the loading dock at the north of the (Former) Childs Restaurant Building. Comfort stations and restroom facilities would be located at the north end of the development site and adjacent to the Riegelmann Boardwalk, as well as within the (Former) Childs Restaurant Building's basement at the southeast corner of the development site. The comfort stations and additional restroom facilities have been designed to be fully accessible from within the development site. Turning south, a stair leads up to the Riegelmann Boardwalk to the box office and public queuing area.

## **Scheduling and Operations**

The program for the proposed project falls into three distinct categories, including seasonal event operations, seasonal non-event operations, and off-season operations. These program components combine to make the Seaside Park and Community Arts Center a year-round destination for the current residents of Coney Island, the anticipated new residential population who would come to the neighborhood as a result of future development associated with the Coney Island Rezoning, and those who come to Coney Island's beach, boardwalk and amusement facilities.

During the summer concert season between May and October, which coincides with the season for operation of Coney Island's amusement rides and attractions that generally extends from Easter Sunday to Halloween, it is anticipated that the proposed amphitheater would host approximately 30 to 35 paid concert events and 10 to 15 free concert events on both weekdays and weekends. The amphitheater would be publicly accessible year round, with the exception of when a ticketed event is in progress.

During the summer concert season, the tensile roof and support trusses would be installed. At the time of seasonal event operations, when concerts and other events involving the amphitheater are scheduled, seats would be placed in the plaza. A number of sound reduction features would also be installed on concert days, including a deployable sound curtain on the northwest side, backing sound baffles on the inside of the tensile fabric roof, and deployable canopy extension and sound curtains on the western side. For the free Seaside Summer Concert Series, the public would have open access to the entire development site and the concerts could also be viewed from the Riegelmann Boardwalk and the areas of the development site west of the plaza and stepped seating. At the time of paid concerts and other paid events, a temporary fence would be installed surrounding the perimeter of the amphitheater, which would limit physical and visual access to concert patrons with paid tickets.

When events are not scheduled during the concert season, the removable seating would be stored and the plaza would be open for a wide variety of public uses, which include serving as a rest area under the shade provided by the tensile fabric roof, an area for children to ride bicycles, and a place for a variety of programmed activities such as art exhibitions, community-based informational gatherings, neighborhood “street” fairs or farmers markets.

During the time of off-season operations between October and April, the fabric tensile roof and support trusses would be removed and the plaza would be operated in substantially the same manner as on non-event days during the concert season, with a wide array of passive and active uses appropriate to the current weather conditions. The entry garden, play garden and lawn bowl portions of the development site west of the stepped seating area would be fully accessible to the public year round, during seasonal and off-season operations, including during the times of seasonal event operations.

The (Former) Childs Restaurant Building, in part, would be operated as part of the amphitheater use during the concert season to provide stage house and back of the house facilities for the performers, their crews and the venue operator. During the time of off-season operations, movable doors would be closed to secure the portion of the (Former) Childs Restaurant Building’s west façade that is open to provide the venue’s stage house. This would create an interior stage making possible indoor performances during the off-season months. In addition, the (Former) Childs Restaurant Building would be a year round restaurant with seating indoors for approximately 440 guests as well as outdoor dining that can accommodate approximately 74 diners, weather permitting, on the building’s roof. The building also would provide banquet facilities.

## **E. REASONABLE WORST-CASE DEVELOPMENT SCENARIO (RWCDs)**

In order to assess the possible effects of the proposed project, a RWCDs was established for both Future No-Action and Future With-Action conditions. The incremental difference between the Future No-Action and Future With-Action conditions will serve as the basis of the impact category analyses. The proposed project will be analyzed in the EIS as the RWCDs for 2016, the first full year of operation for the total project.

### **The Future Without the Proposed Project (No-Action Scenario)**

In the absence of the proposed action (No-Action), it is anticipated that the development site would be developed with residential, commercial, and open space uses as analyzed in the Coney Island Rezoning FEIS (2009). The 2009 FEIS identified the eastern portion of the development site (Lots 130 and 142) as falling within the boundaries of projected development Site 2 of the Coney West subdistrict. Since projected development Site 2 includes all lots between West 21<sup>st</sup> and West 22<sup>nd</sup> Streets between Surf Avenue and the Riegelmann Boardwalk, the 2009 FEIS does not provide a programmatic breakdown on a lot by lot basis.

Assuming the upper limits of development allowable under R7-D/C2-4 zoning and the Special Coney Island District regulations, Lot 142 could be developed as-of-right to accommodate approximately 33,978 sf of commercial and 223,118 sf (223 DUs) of residential in the future without the proposed action. Pursuant to zoning, commercial development would extend the full length of the boardwalk frontage (approximately 162 feet) and would be built to a depth of 70 feet, as only commercial uses are allowed within 70 feet of the boardwalk pursuant to the special district regulations. As the maximum

allowable base height is 40 feet (estimated at 3 floors), approximately 33,978 sf of commercial uses could reasonably be built. Given the lot size of 44,327 sf and the maximum allowable FAR of 5.8 (pursuant to the Inclusionary Housing bonus), Lot 142 could reasonably accommodate approximately 223,118 sf (223 DUs) of residential uses (minus commercial floor area). Additionally, the (Former) Childs Restaurant Building on Lot 130 would be restored and adaptively reused at its current floor area of approximately 60,000 sf, and the western portion of the site would be converted to an approximately 1.27 acre public park.<sup>2</sup> Thus, in the future without the proposed action, the development site could be developed with approximately 223,118 sf (223 DUs) of residential, 93,978 sf of commercial, and 1.27 acres of publicly accessible open space. Since the two outparcels (Lots 79 and 81) are still in private ownership, they are not anticipated to be developed by the analysis year of 2016, although they may be incorporated into Highland View Park at some future time as contemplated in the 2009 FEIS.

While the Coney Island Rezoning FEIS (2009) had a build year of 2019, it assumed that development would take place over the course of 10 years. Since the current development site could be developed as-of-right with these residential and commercial uses and is equipped with the physical infrastructure needed to move forward with new development, it is reasonable to assume that the No-Action scenario outlined above could occur by the proposed action's analysis year of 2016. Thus, the future without the proposed project would differ from existing conditions.

## **The Future With the Proposed Action (With-Action Conditions)**

In the future with the proposed project (With-Action), the development site would be developed with a 2.41-acre publicly accessible open space (opening hours same as Boardwalk) containing an approximately 5,100-seat amphitheater and a 60,000 sf indoor entertainment, banquet, and restaurant facility in the (Former) Childs Restaurant Building. This EIS conservatively assumes an additional 900 standing concert attendees (6,000 total) for all quantitative analyses, as discussed below. Upon completion, the amphitheater would be owned by the City of New York under the jurisdiction of the EDC and would be operated jointly with a not-for-profit entity under a ten-year lease with the city. The amphitheater would serve as a concert venue for the next ten years, and provide the community with additional recreational and entertainment opportunities during the off-season. In the future with the proposed project, it is assumed that the two outparcels (Lots 79 and 81) would remain vacant.

## **Possible Effects of the Proposed Action**

Compared to the No-Action scenario, the proposed project would result in the loss of residential and retail space, an increase in publicly accessible open space, and the addition of an amphitheater. As shown in Table ES-1, the incremental (net) change of land uses that would result from the proposed project is a decrease of 223,118 sf (approximately 223 dwelling units (DUs)) of residential, 33,978 square feet (sf) of local retail, the addition of 1.14 acres of publicly accessible open space, and the addition of an approximately 5,100-seat amphitheater. The proposed project would result in a decrease of 524 residents and 41 workers to the area. The EIS conservatively assumes an additional 900 standing concert attendees (6,000 total) for all quantitative analyses.

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<sup>2</sup> The 1.27-acre western portion of the development site was intended to be part of the planned 1.41 acre Highland View Park that was approved to be mapped as part of the Coney Island Rezoning project. The two outparcels, Lots 79 and 81, comprise the remainder of the planned Highland View Park.

TABLE ES-1

**Comparison of No-Action and With-Action Scenarios for Development Site**

Use	No-Action Scenario	With-Action Scenario	Increment
Residential	223,118 sf (223 DUs)	0 sf (0 DUs)	-223,118 sf (-223 DUs)
Local Retail	33,978 sf	0 sf	-33,978 sf
Restaurant	60,000 sf	60,000 sf	0 sf
Open Space	1.27 acres	2.41 acres (including amphitheater)	1.14 acres
Amphitheater	0 seats	5,100 seats	5,100 seats*
Population/Employment**	No-Action Scenario	With-Action Scenario	Increment
Residents	524 residents	0 residents	-524 residents
Workers	291 workers	250 workers	-41 workers

\* It is important to note that the EIS conservatively assumes an additional 900 standing (6,000 total) concert attendees for all quantitative analyses.

\*\*Calculations for residents are based on the Brooklyn Community District 13 average of 2.35 persons per household (Source: Demographic Profile, NYC DCP; 2010 Census). Widely used employee generation rates for retail are 3 workers per 1,000 sf and 1 worker per 25 DUs. With-Action scenario employee estimates are provided by the Applicant, with an estimated 75 workers at the (Former) Childs Restaurant Building and 175 at the amphitheater during events.

## F. APPROVALS REQUIRED

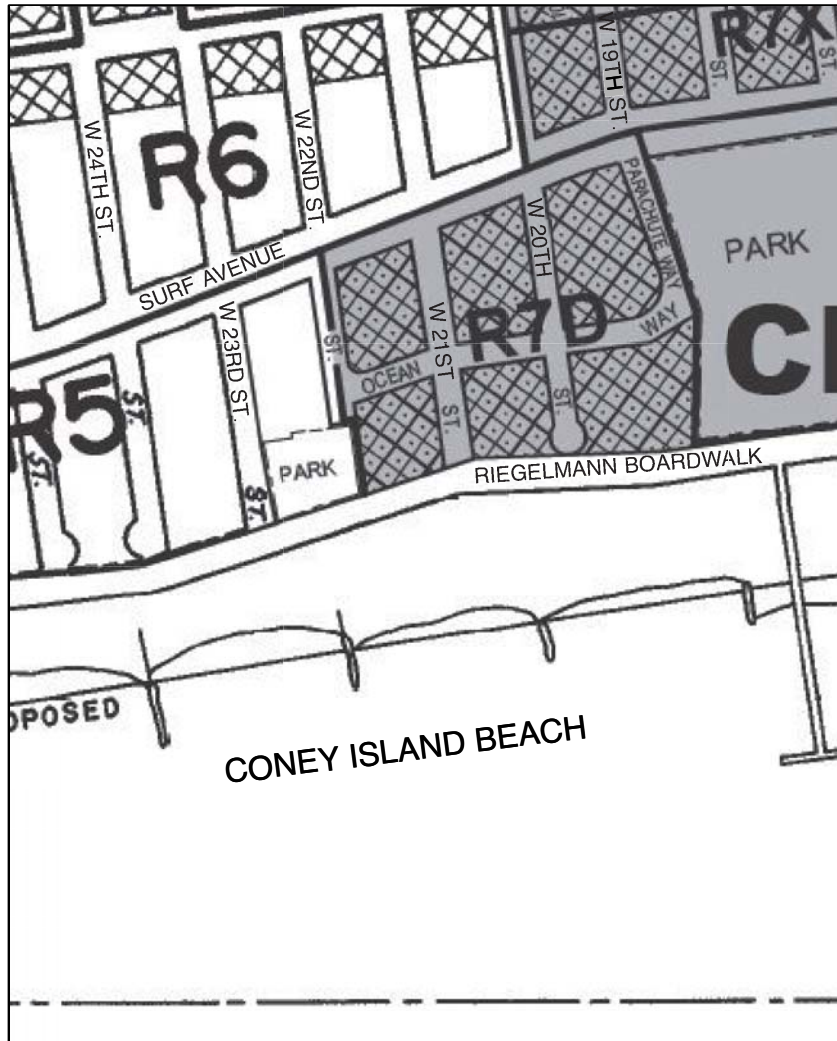
The proposed project would require several City approvals. Some of these are discretionary actions requiring review under the CEQR process; others are ministerial and do not require environmental review. It is anticipated that the following discretionary actions would be required to facilitate the proposed project:

- Zoning Map amendments (Zoning Map No. 28d) to modify the boundaries of the Special Coney Island District (CI) and the Coney West subdistrict to extend further west to West 23<sup>rd</sup> Street and to include Lots 27, 28, 30, 32, 34, 76, 79, 81, 226, and 231 of Block 7071, as well as the former beds of Highland View Avenue and a portion of West 22<sup>nd</sup> Street. Refer to Figure ES-7 for proposed zoning map changes.
- Zoning text amendment to allow, by Special Permit (addition of Zoning Resolution Section 131.60), an amphitheater with a capacity of 5,100 seats as an interim use for 10 years on Parcels B and G within the Coney West subdistrict of the Special Coney Island District and to establish within the Special Coney Island District a new Parcel G comprised of Lots 27, 28, 30, 32, 34, 76, 142, 130, 226 and 231 on Tax Block 7071.
- Zoning Special Permit pursuant to the proposed zoning text amendment (proposed Zoning Resolution Section 131-60), to allow an amphitheater with a capacity of approximately 5,100 seats as a temporary use for a term of 10 years within the Coney West subdistrict on Parcel B and Parcel G (Lots 27, 28, 30, 32, 34, 76, 142, 130, 226 and 231 on Tax Block 7071).
- Acquisition by the City of New York of privately-owned real property that is part of the development site consisting of Lots 27, 28, 30, 32, 34, 76, 130, 226, and 231 on Block 7071.
- Disposition of the development site (Block 7071, Lots 27, 28, 30, 32, 34, 76, 130, 142, 226, and 231) by the City of New York's Land Development Corporation, by lease agreement, for the development

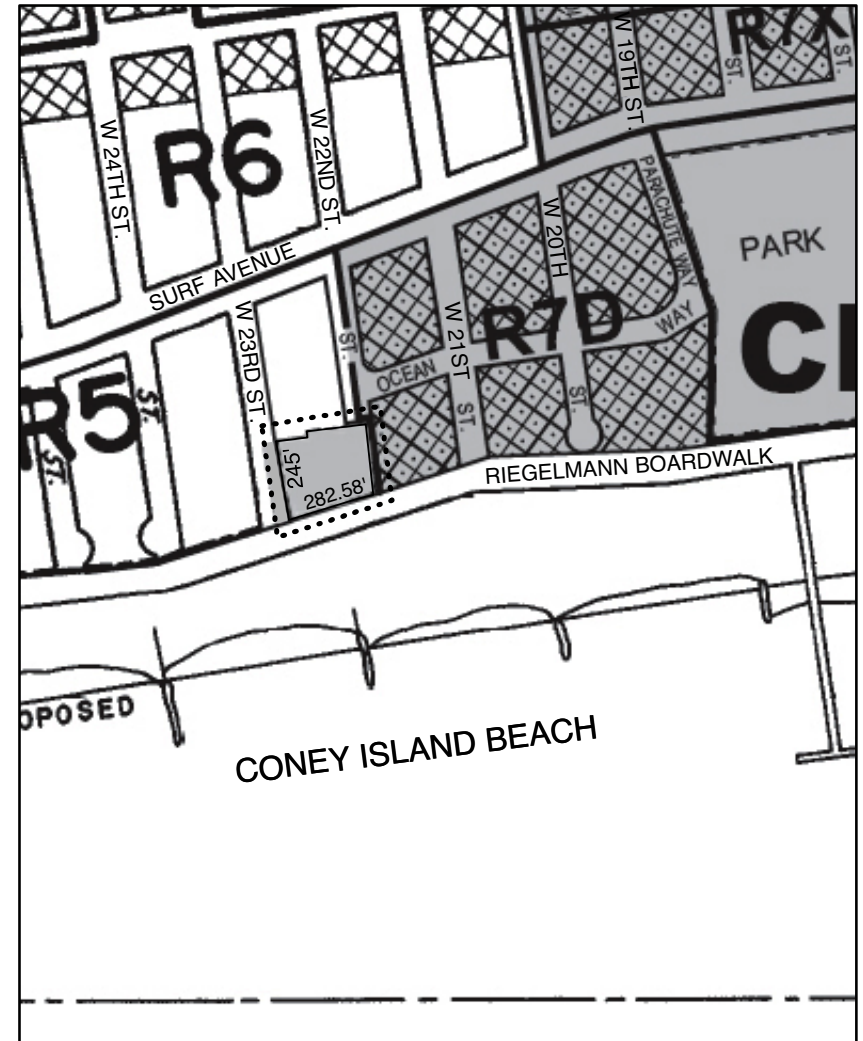


C1-1 C1-2 C1-3 C1-4 C1-5 C2-1 C2-2 C2-3 C2-4 C2-5 SPECIAL PURPOSE DISTRICT  
 NOTE: Where no dimensions for zoning district boundaries appear on the zoning maps, such dimensions are determined in Article VII, Chapter 8 (Location of District Boundaries) of the Zoning Resolution.  
 The letter (s) within the shaded area designates the special purpose district as described in the text of Zoning Resolution.

## Zoning Change Map



CURRENT ZONING MAP



PROPOSED ZONING MAP - Area being rezoned is outlined with dotted lines  
Changing an R5 district to an R5 and Special Coney Island District (CI)

Source: GKV Architects, PC & MVVA Inc. Landscape Architects



and operation of the proposed project, with approval of the Mayor and the Brooklyn Borough Board pursuant to New York City Charter Section 384(b)(4).

- City capital funding.
- Any other approvals as may be required to facilitate the proposed project contemplated under the Special Permit.

In addition, the proposed project requires an administrative modification for a previously approved City Map application to separate the filing of the demapping of West 22nd Street and Highland View Avenue from the mapping of Highland View Park. Other actions associated with the proposed project include a Certificate of Appropriateness from the New York City Landmarks Preservation Commission for the proposed alteration and restoration of the (Former) Childs Restaurant Building, as well as approvals from the New York City Public Design Commission. The Project would also require building permits from the New York City Department of Buildings.

Some of the above actions require City Planning Commission (CPC) and City Council approvals through the Uniform Land Use Review Procedure (ULURP). The proposed zoning map and text amendments, zoning special permit, acquisition, and disposition, and City capital funding actions are also subject to the City Environmental Quality Review (CEQR) procedures. The ULURP and CEQR review processes are described below.

## **G. THE FUTURE WITH THE PROPOSED ACTION**

### **Land Use, Zoning and Public Policy**

No significant adverse impacts on land use, zoning, or public policy would occur as a result of the proposed project. The proposed project would not create new land uses or result in zoning that would be inappropriate or incompatible with surrounding land uses, or conflict with existing public policies. The detailed analysis of land use, zoning, and public policy prepared in conformance with the *CEQR Technical Manual* shows that the proposed project would enhance the project area through the development of open space, entertainment, and restaurant space. The publicly accessible open space, the new amphitheater, and restoration and reactivation of the vacant (Former) Childs Restaurant Building that would occur as a result of the proposed project would invigorate and enliven the development site and surrounding area, and extend pedestrian activity along the western portion of the Riegelmann Boardwalk. The proposed project would also be consistent with applicable public policies, including the Waterfront Revitalization program, and presents an opportunity to further City-wide planning goals, as expressed in PlaNYC, of promoting new development in areas that are well-served by public transportation and repurposing underutilized sites for public enjoyment with commercial and recreational uses. As such, the proposed project would not result in significant adverse impacts related to land use, zoning, and public policy.

### **Open Space**

Although the proposed project would result in changes to the planned Highland View Park, it would not diminish or eliminate any acreage of this open space resource, or reduce its utilization or aesthetic

value. In fact, the proposed project would provide the project area with an additional 1.14 acres of publicly accessible open space and would provide comparable or better amenities and facilities than would have otherwise been provided. Therefore, the proposed project would not result in a significant adverse direct impact with regard to open space.

## **Shadows**

The proposed project would cast incremental shadows on the Riegelmann Boardwalk on May 6 and June 21 and Coney Island Beach on June 21. On both analysis days, incremental shadow coverage at both open spaces would be minimal in terms of size and duration (a maximum duration of 51 minutes on the Riegelmann Boardwalk, and a maximum duration of 5 minutes on Coney Island Beach). As both the Riegelmann Boardwalk and Coney Island Beach do not contain vegetation, and the extent of shadows would be limited throughout the year, the incremental project-generated shadows would not adversely affect the utilization or enjoyment of either open space. Therefore, the proposed project would not result in a significant adverse shadows impact on any nearby sunlight-sensitive resources.

In addition, the open space component of the proposed project would experience large areas of direct sunlight for most of the analysis days in all seasons. Shadows cast would generally be limited to the northern portion of the park during the early mornings, but would exit by early afternoon, leaving the open space almost completely in sun. It is important to note that during the off-season when concerts and other events are not taking place, the tensile roof cover and support trusses of the amphitheater would be removed. Therefore, even in the winter months, the proposed project's park component is expected to receive ample sunlight for active and passive recreational use.

## **Historic and Cultural Resources**

The proposed project would not result in any significant adverse impacts to archaeological resources. The proposed project is intended to benefit the development site's historic architectural resources by restoring the (Former) Childs Restaurant Building's historic character through extensive façade renovations. All proposed exterior work on the (Former) Childs Restaurant Building would proceed pursuant to a certificate of appropriateness issued by LPC. Because the proposed project involves the full restoration of the historic building's historic façade pursuant to LPC-approved plans, it would not adversely impact the exterior of the (Former) Childs Restaurant Building. As such, the proposed project would not result in any significant adverse direct physical impacts to designated historic resources. In fact, the proposed restoration and reuse of the (Former) Childs Restaurant Building that would occur in the future with the proposed project would improve the physical condition of the building and enhance the surrounding area.

Moreover, as the proposed publicly accessible open space and amphitheater would be located to the west of the (Former) Childs Restaurant Building, neither would eliminate or screen significant public views of the historic resource, or alter its visual relationship to the streetscape. There are no other designated historic resources in the study area. As such, the proposed project would not have any potential indirect contextual impacts on historic resources.

In addition, with the implementation of the appropriate construction protection measures mandated by the NYC Department of Buildings (DOB)'s Technical Policy and Procedure Notice (TPPN) #10/88, no construction-related impacts on historic resources would be anticipated as a result of the proposed project.

## **Urban Design and Visual Resources**

The proposed project would not result in significant adverse impacts to urban design or visual resources as defined by the guidelines for determining impact significance set forth in the *CEQR Technical Manual*. The creation of publicly-accessible open space and an amphitheater on the development site as well as the rehabilitation and reactivation of the (Former) Childs Restaurant Building would enhance pedestrian experiences in the project area and secondary study area. The New York City Landmark (NYCL)-designated (Former) Childs Restaurant Building is an important visual resource in the area as its eastern and southern facades are historically and architecturally significant. The proposed project would involve the restoration and adaptive reuse of the (Former) Childs Restaurant Building, which would improve the physical condition of the building and enhance the surrounding area's visual character. The proposed open space and amphitheater would not block any significant view corridors, views of visual resources, or limit access to any visual resources in the study area. Additionally, the creation of the open space and amphitheater would create new view corridors between the project area and the Coney Island Beach, further enhancing the pedestrian experience in and around the project area. As such, the proposed project would not result in any significant adverse impacts on urban design in the project area, and no significant adverse impacts on visual resources are anticipated as a result of the proposed project.

## **Hazardous Materials**

Phase I Environmental Site Assessments (ESAs) were prepared for all lots included within the project area. The ESAs indicated that no hazardous materials exist in the project area, and did not identify any Recognized Environmental Conditions (RECs) on-site, with the exception of an (E) designation for hazardous materials on the (Former) Childs Restaurant Building. This (E) designation may require special activities coordinated through the New York City Office of Environmental Remediation (OER) to be performed at the time of site redevelopment such as subsurface investigations, preparation of remedial action work plans, site specific health and safety plans, and others. For properties where existing buildings would be converted with no intrusive soil work, a copy of the development plans must be provided to OER, prior to receiving a Notice of No Objection, which would enable the New York City Department of Buildings to issue the conversion permit. The (E) designation would reduce or avoid the potential for an adverse impact to human health and the environment resulting from the proposed project.

While the Phase I ESAs did not identify any on-site RECs, based on the historical on-site and surrounding area land uses, (E) designations are recommended for Lots 27, 28, 30, 32, 34, 76, 79, 81, 142, 226, and 231 in order to avoid any potential for significant adverse hazardous materials impacts. (E) designations would ensure that testing, and if warranted, mitigation, would be provided as necessary before any future development and/or soil disturbance.

As such, the proposed project would not increase human exposure to hazardous materials. Moreover, the proposed project would not introduce new activities or processes using hazardous materials. Therefore, it is expected that no significant adverse hazardous materials impacts would result from construction on the development site, and following construction, there would be no potential for significant adverse hazardous material impacts.

## **Water and Sewer Infrastructure**

Extensive infrastructure planning in conjunction with the redevelopment of Coney Island has already been undertaken by the City in the surrounding area. In 2010, an Amended Drainage Plan (ADP) was prepared by the New York City Department of Environmental Protection (DEP) identifying drainage improvements for the Coney Island rezoning area and downstream of the rezoning area. The following year, the ADP was edited to reflect grade changes to West 21<sup>st</sup> Street (ULURP #C 100469 MMK), and in 2012, infrastructure improvements to improve stormwater drainage and upgrade the sanitary sewer system in accordance with the ADP were assessed in the Coney Island Infrastructure Improvements EAS (CEQR #11DEP045K). While the ADP accounted for redevelopment of the development site, an analysis of the proposed change of use on water and sewer infrastructure has been undertaken to assess the potential impacts of the proposed project on the sewer infrastructure system. Based on the methodology set forth in the *CEQR Technical Manual*, the proposed project would not result in a significant adverse impact on the City's water and sewer infrastructure.

### ***Water Supply***

The proposed project would result in a total water demand of approximately 54,600 gallons per day (gpd). As a result of the proposed reduction in the total residential and commercial built square footage compared to the future without the proposed project, the anticipated With-Action water demand would represent a net reduction of approximately 40 percent compared to the No-Action conditions. In addition, water infrastructure improvements in the surrounding area associated with the Amended Drainage Plan (ADP) would ensure that area water supply would operate with ample capacity. Therefore, the proposed project would not adversely affect the City's water supply or system water pressure.

### ***Sanitary Sewage***

Due to the proposed net reduction in built residential and commercial square footage on the development site, the proposed project would result in a net decrease in wastewater generation by approximately 41 percent compared to the No-Action condition. Anticipated With-Action wastewater generation would total approximately 44,400 gpd compared to 75,240 gpd in the No-Action condition. Sanitary sewer infrastructure improvements associated with the ADP, including installation of upgraded sanitary sewers in the surrounding area would ensure that the sanitary sewers serving the development site would operate with ample capacity, and the proposed project would not result in a significant adverse impact to sanitary sewage conveyance and treatment.

### ***Stormwater Drainage and Management***

While the proposed project would result in minor increases in the amount of impervious surface area on the development site compared to existing conditions, the proposed project would also improve the development site's stormwater infrastructure by constructing new stormwater sewers, installing an underground stormwater management system to capture and treat stormwater generated on the development site, and incorporating Best Management Practices (BMPs), as described in Chapter 8, "Water and Sewer Infrastructure." With the incorporation of these on-site infrastructure improvements, as well as additional infrastructure improvements currently underway in the surrounding area in accordance with the ADP, the proposed project would not result in significant adverse impacts on the stormwater conveyance and treatment infrastructure.

## **Transportation**

### ***Traffic***

Weekday pre-event and post-event and Saturday pre-event and post-event peak hour traffic conditions were evaluated at a total of 28 intersections generally bounded by the Belt Parkway to the north, Ocean Parkway to the east, Surf Avenue to the south and West 22<sup>nd</sup> Street to the west. These 28 intersections, where project-generated trips are expected to be most concentrated, were analyzed for the reasonable worst case scenario of a concert at the proposed project site with a coinciding baseball game at the nearby MCU Park.

The traffic impact analysis indicates that there would be a potential for significant adverse impacts at three intersections during both the weekday pre-event and post-event peak hours, four intersections during the Saturday pre-event peak hour, and five intersections during the Saturday post-event peak hour, as outlined below. The “Mitigation” section below discusses measures to mitigate these significant adverse traffic impacts.

#### ***WEEKDAY PRE-EVENT PEAK HOUR***

- Shell Road and Shore Parkway westbound off-ramp – westbound left-turn movement
- Neptune Avenue and Cropsey Avenue/West 17<sup>th</sup> Street – eastbound left-turn movement and southbound through-movement
- Surf Avenue and West 17<sup>th</sup> Street – southbound right-turn movement

#### ***WEEKDAY POST-EVENT PEAK HOUR***

- Neptune Avenue and West 20<sup>th</sup> Street – northbound approach
- Neptune Avenue and Cropsey Avenue/West 17<sup>th</sup> Street – eastbound left-turn movement
- Mermaid Avenue and West 20<sup>th</sup> Street – northbound approach

#### ***SATURDAY PRE-EVENT PEAK HOUR***

- Shell Road and Shore Parkway westbound off-ramp – westbound left-turn movement
- Neptune Avenue and Cropsey Avenue/West 17<sup>th</sup> Street – southbound through movement
- Surf Avenue and West 17<sup>th</sup> Street – southbound right-turn movement
- Surf Avenue and Stillwell Avenue – southbound approach

#### ***SATURDAY POST-EVENT PEAK HOUR***

- Shore Parkway Eastbound Off-Ramp and On-Ramp at Cropsey Avenue/Bay 52<sup>nd</sup> Street – northbound right-turn movement
- Shore Parkway Westbound Off-Ramp and On-Ramp at Cropsey Avenue/Bay 50<sup>th</sup> Street – northbound left-turn movement
- Neptune Avenue and West 20<sup>th</sup> Street – northbound approach
- Neptune Avenue and Cropsey Avenue/West 17<sup>th</sup> Street – eastbound left-turn movement and westbound through/right movement
- Mermaid Avenue and West 20<sup>th</sup> Street – northbound approach

## ***Transit***

The proposed project would not result in any significant adverse transit impacts with respect to subways and buses.

### ***SUBWAY***

Based on 2012 survey data, it is anticipated that all project generated subway trips would essentially utilize only one subway station – the Coney Island-Stillwell Avenue (D, F, N, Q) station located approximately 0.4-mile to the east of the project site. This station is expected to experience more than 200 project generated trips in all analysis peak hours (pre-event and post-event on a weekday and a Saturday) and would therefore have the potential to experience significant adverse impacts under *CEQR Technical Manual* criteria. The results of the analysis of future conditions indicate that all stairways, ramps and fare arrays at this subway station that are likely to be used by concentrations of project-generated demand would continue to operate at acceptable levels of service in all four peak hours in the With-Action condition. The proposed project would therefore not result in significant adverse impacts at the Coney Island-Stillwell Avenue subway station.

### ***BUS***

The project area in Coney Island is currently served by five NYC Transit bus routes, with several of these routes terminating in the vicinity of the Stillwell Avenue subway station. With a relatively low level of new bus demand that would be concentrated in off-peak periods and distributed over a total of five bus routes, significant adverse bus impacts are not expected due to the proposed project. Therefore, a further detailed bus analysis is not included in this EIS.

## ***Pedestrians***

The proposed project would not result in any significant adverse impacts to sidewalks, corner reservoir areas or crosswalks. Pedestrian trips generated by the proposed action are expected to be concentrated on the Boardwalk, as well as along sidewalks, corners and crosswalks closest to the project site. A total of five sidewalks, four corners and four crosswalks were selected for analysis in the four peak hours. The results of the analysis of future conditions with the proposed action indicate that all analyzed sidewalks, corner reservoir areas and crosswalks would continue to operate at acceptable levels of service in the weekday pre-event and post-event and Saturday pre-event and post-event peak hours in the With-Action condition. It should be noted that the pedestrian analysis takes into account pedestrian queuing in proximity to the main access point and box office entrance on the Riegelmann Boardwalk.

### ***Pedestrian and Vehicular Safety Evaluation***

One intersection in the study area (Neptune and Stillwell Avenue) experienced five or more pedestrian and/or bicyclist injury crashes in one or more years from 2009-2011 and is therefore at the threshold of a high accident location as per the *CEQR Technical Manual*. This intersection is not immediately adjacent to the development site where project generated pedestrian trips would be most concentrated. Additionally, the high number of pedestrian/bicyclist injury crashes in 2010 can be evaluated as somewhat abnormal considering that both in 2009 and in 2011 the number of pedestrian/bicyclist injury crashes was lower with three and two crashes, respectively. Therefore, given the low projected development traffic passing through this already signalized intersection, a significant impact on pedestrian/bicycle safety is not anticipated.



## **Parking**

The parking analysis examines the available capacity of seven off-street parking lots in the proximity of the project site in addition to on-street parking availability within a ½-mile radius of the project site. Parking surveys were conducted on both game and non-game days. In the future with the proposed project, the MCU Park Satellite Lot and the Aquarium Parking Lot would be operated as attended parking facilities on days when amphitheater events coincide with baseball games (fewer than ten times per year). With the increase in parking the attended lots would provide, it is expected that project generated parking demand would be accommodated by the off- and on-street parking capacity in the study area. In addition, as part of the proposed project, there would be a shuttle provided to more remote parking (e.g., Aquarium parking lot is located approximately 0.6 miles east of the project site) as needed, for those times when the concert and an adjacent baseball game are occurring on the same evening. Therefore, it is not expected that the proposed project would result in any significant parking impacts. However, pedestrian and bicyclist safety could potentially be improved by renewing the existing road markings for increased visibility.

## **Air Quality**

A screening analysis following the *CEQR Technical Manual* guidelines was performed for stationary and mobile sources. The results indicated that there is no potential for stationary source impacts from the (Former) Childs Restaurant Building HVAC system.

Of the 28 intersections evaluated in the traffic analysis for the pre- and post-event weekday and Saturday peak hour, 14 resulted in traffic increments over the CEQR screening threshold criteria of 170 or more project-generated vehicles for CO evaluation. The five intersections with the highest peak hour volumes and traffic increments were selected for detailed microscale CO modeling analysis. The result of this analysis indicated that all intersections analyzed would not exceed the 8-hour standard. The maximum estimated concentration of 3.12 ppm with the proposed project is below the NAAQS of 9 ppm. Also, the NYCDEP CO *de minimis* criteria would not be exceeded, since the maximum increment from the proposed project (0.42 ppm) would not have the potential to cause CO impacts that are considered to be significant (2.97 ppm).

All intersections passed the screening criteria for PM<sub>2.5</sub> analysis (more than 23 project generated heavy duty trucks). As such, there is no potential for exceeding the PM<sub>2.5</sub> NAAQS, and NYCDEP *de minimis* criteria for significant impacts.

The result of this analysis is that the stationary and mobile source impacts of the proposed project would not significantly impact local air quality levels.

## **Greenhouse Gas Emissions**

Following the methodology provided in the *CEQR Technical Manual*, it is estimated that, the proposed project would annually result in approximately 628 metric tons of GHG emissions from operations, and 2,707 additional metric tons of GHG emissions from mobile sources. This would result in a net annual total of approximately 3,335 metric tons of GHG emissions, as compared to New York City's 2011 annual total of 53.4 million metric tons. As such, the contribution of the proposed project's GHG emissions to GHG emissions citywide is insignificant. The proposed project would seek certification under LEED®, with a commitment to attaining a Silver rating for the renovated (Former) Childs Restaurant Building. Further,

the proximity of the proposed project to public transportation, reuse of an existing historic building, and measures to minimize non-renewable energy use are all factors that contribute to the proposed project's energy efficiency. In addition, the proposed project is being designed to meet all current building code requirements regarding potential flooding elevations.

## **Noise**

Noise levels were evaluated for the traffic network for ten specific sensitive receptor locations in order to project future noise levels at buildings near the proposed amphitheater venue. No impacts due to increases in traffic were projected. CADNA was used to model concert noise, and the concert noise levels were logarithmically added to the traffic noise levels for With-Action Conditions. As discussed above, a number of sound reduction features would be installed on concert days, including a deployable sound curtain on the northwest side, backing sound baffles on the inside of the tensile fabric roof, and deployable canopy extension and sound curtains on the western side. With these features in place, the proposed project would not result in significant adverse noise impacts at any sensitive receptor location.

## **Public Health**

The proposed project would not result in significant adverse impacts to public health. No unmitigated significant impacts have been identified in any technical areas applicable to public health (hazardous materials, water quality, air quality, and noise).

## **Neighborhood Character**

The proposed project would not cause significant adverse impacts regarding land use, zoning, and public policy; open space; shadows; historic and cultural resources; urban design and visual resources; or noise. As a result of the proposed project, changes to the project site's land use would occur, as well as increases to traffic, transit, and pedestrian activity. The proposed project would return the long-vacant (Former) Childs Restaurant Building to productive use. With the exception of transportation, the proposed project would not result in any significant adverse impacts on any of the technical areas that could impact neighborhood character. The scale of significant adverse impacts to transportation would not affect any defining feature of neighborhood character, nor would a combination of moderately adverse effects affect the neighborhood's defining features. The proposed project would therefore not have a significant adverse neighborhood character impact.

## **Construction**

The proposed project would facilitate the development of publicly accessible open space, including an approximately 5,100-seat seasonal amphitheater, and the restoration and reuse of the landmark (Former) Childs Restaurant Building. Construction activities associated with this development is expected to occur over a 15-month period. Given the small mostly vacant site, short construction period, and minimal construction activity of the project, the proposed project would not result in a significant amount of construction related impacts. Construction-related activities resulting from the proposed project are not expected to have any significant adverse impacts on hazardous materials, transportation, air quality, or noise conditions. In addition, with the implementation of the appropriate construction protection measures mandated by the DOB's TPN #10/88, no construction-related

impacts on historic resources would be anticipated as a result of the proposed project. Moreover, the construction process in New York City is highly regulated to ensure that construction period impacts are eliminated or minimized, and construction of the proposed project would be subject to compliance with the New York City Noise Code.

## **H. MITIGATION**

### **Transportation**

#### ***Traffic***

Traffic conditions were evaluated at 28 intersections during the weekday pre-event and post-event and Saturday pre-event and post-event peak hours. As discussed in Chapter 9, "Transportation," the potential for impacts was identified at a total of eight intersections, with different subsets of these eight intersections impacted depending on the analysis period. The traffic impact analysis indicates that the proposed project would have significant adverse impacts at three intersections during both the weekday pre-event and post-event peak hours, four intersections during the Saturday pre-event peak hour, and five intersections during the Saturday post-event peak hour.

Table ES-2 summarizes the recommended mitigation measures to address these impacts, which are subject to review and approval by NYCDOT. As shown in the table, the majority of the locations significantly impacted could be mitigated using standard traffic capacity improvements, such as standard signal timing changes, road markings and parking regulation modifications, which are considered readily implementable measures as per Table 16-18 in the *CEQR Technical Manual*, and conform to the guidance in NYCDOT's 2009 Street Design Manual. Recommended mitigation measures include 1 to 3 seconds of signal timing changes at four of the eight impacted intersections, as well as parking regulation modifications at three of the eight intersections. With implementation of these recommended mitigation measures, all of the significant adverse traffic impacts would be fully mitigated, with the exception of traffic movements at the intersections of (1) Shore Parkway Westbound Service Road at Shell Road and (2) Neptune Avenue at Cropsey Avenue/West 17<sup>th</sup> Street. These intersections would be monitored during a concert event to see if actual conditions would reflect the analyzed With-Action conditions that are based on very conservative assumptions. If necessary during monitoring, traffic enforcement agents (TEAs) would be assigned to these two intersections during game days to facilitate traffic flow and eliminate any adverse impacts.

## **I. ALTERNATIVES**

### **No-Action Alternative**

The No-Action Alternative examines future conditions on the development site in the absence of the proposed project. Under the No-Action Alternative, it is assumed that the development site would be developed as-of-right with residential, commercial, and open space uses, as analyzed in the 2009 FEIS. There would be a total of approximately 223,000 sf of residential uses (223 DUs) and approximately 33,978 sf of local retail, in addition to an approximately 1.27-acre open space and a 60,000 sf restaurant in the landmark (Former) Childs Restaurant Building on the development site under the No-Action Alternative.

**TABLE ES-2**  
**Recommended Traffic Mitigation Measures**

Intersection		No-Action Signal Timing (Seconds) (1)				Proposed Signal Timing (Seconds) (1)				Recommended Mitigation
		WK PRE	WK POST	SAT PRE	SAT POST	WK PRE	WK POST	SAT PRE	SAT POST	
Shore Parkway EB Ramps/ Bay 52nd St (E-W) @ Cropsey Ave (N-S)	EB NB/SB	45 45	45 45	45 45	45 45	45 45	45 45	45 45	44 46	Shift 1 second from EB to NB/SB 9pm-11pm, Saturday.
Bay 50th/ Shore Parkway WB Off Ramp (E-W) @ Cropsey Ave/ Ave Z (N-S)	WB NB Only NB/SB	31 18 41	31 18 41	31 18 41	31 18 41	31 18 41	31 18 41	31 18 41	31 19 40	Shift 1 second from NB/SB to NB Only 9pm- 11pm, Saturday.
Shore Parkway WB Off Ramp (E-W) @ Shell Road (N-S)	WB NB/SB	31.5 58.5	31.5 58.5	31.5 58.5	31.5 58.5	Unmitigatable Impact				
Neptune Avenue (E-W) @ West 20th Street (N-S)	EB/WB NB	58 32	58 32	58 32	58 32	58 32	58 32	58 32	58 32	Implement no standing at all times regulation for approximately 100' along the east curb and re- stripe to create 1 left/right and 1 right-turn lane NB.
Neptune Ave (E-W) @ West 17th St/ Cropsey Ave (N-S)	EB EB/WB SB	23 33 34	23 33 34	23 33 34	23 33 34	Unmitigatable Impact				
Mermaid Avenue (E-W) @ West 20th St (N-S)	EB/WB NB	34 26	34 26	34 26	34 26	34 26	31 29	34 26	34 26	Implement no standing at all times regulation for approximately 100' along the east curb of the NB approach and re-stripe to create 1 left/through and 1 right-turn lane; shift 3 seconds from EB/WB to NB 9pm-11pm, weekday.
Surf Ave (E-W) @ West 17th St (N-S)	EB/WB NB	57 33	57 33	57 33	57 33	57 33	57 33	57 33	57 33	Implement no standing at all times regulation for approximately 100' along the east curb of the SB approach and re-stripe to create 1 left-turn, 1 left/right and 1 right-turn lanes.
Surf Ave (E-W) @ Stillwell Ave (N-S)	EB/WB NB/SB	62 28	62 28	62 28	62 28	62 28	62 28	59 31	62 28	Shift 3 seconds from EB/WB to NB/SB 5pm-7pm, Saturday.

Notes :

(1) Signal timings shown indicate Green plus Yellow (including All Red) for each phase.

(2) EB - eastbound, WB - westbound, NB-northbound, SB - southbound

As with the proposed project, this alternative would not result in adverse impacts on land use, zoning and public policy; open space; shadows; historic and cultural resources; urban design; hazardous materials; water and sewer infrastructure; air quality; noise; greenhouse gas emissions; public health; neighborhood character; and construction. This alternative would result in fewer traffic impacts than the proposed project. However, the No-Action Alternative would fall short of the objectives of the proposed project to reinvigorate Coney Island with a new recreational and entertainment destination along the Riegelmann Boardwalk on underutilized land and extend pedestrian activity westward along the boardwalk with the development of a year-round expansive neighborhood park.

## J. UNAVOIDABLE SIGNIFICANT ADVERSE IMPACTS

Most of the potential significant adverse impacts of the proposed project could be avoided or mitigated by implementing a broad range of measures. However, the traffic impacts would not be fully mitigated.

## **Traffic**

With the traffic mitigation plan shown in Table ES-2 above, all significant adverse traffic impacts could be fully mitigated except at two intersections during the weekday pre-event peak hour, and two intersections during the Saturday pre-event peak hour. Specifically, Shore Parkway Westbound Service Road at Shell Road would have unmitigated significant adverse impacts during the weekday pre-event peak hour. Neptune Avenue at Cropsey Avenue/West 17<sup>th</sup> Street would have unmitigated significant adverse impacts during both the weekday and Saturday pre-event peak hours.

These two intersections would be monitored to see if actual conditions would reflect the analyzed With-Action conditions that are based on very conservative assumptions, which include (1) the assignment of all on-street parkers to the project site before reaching their final curbside parking spaces and (2) the coincident analysis of a concert at the amphitheater and a game at MCU Park. If necessary during monitoring, traffic enforcement agents (TEAs) would be assigned to these two intersections during game days.

## **K. GROWTH-INDUCING ASPECTS OF THE PROPOSED ACTION**

While the new uses proposed for the Seaside Park and Community Arts Center would contribute to growth in the local Brooklyn, City, and State economies, they would not be expected to induce notable growth outside of the development site. It is unlikely that the proposed project would alter land use patterns in surrounding neighborhoods. The proposed project would not create a critical mass of uses or populations that would induce additional development. Moreover, the proposed project does not include the introduction of new infrastructure or an expansion of infrastructure capacity that would result in indirect development. Therefore, the proposed project is not expected to induce significant new growth in the surrounding area.

## **L. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES**

Resources, both natural and man-made, would be expended in the construction, renovation, reuse and operation of the proposed Seaside Park and Community Arts Center. These resources include the building materials used during construction of the open space and amphitheater and renovation of the (Former) Childs Restaurant Building; energy in the form of gas and electricity consumed during construction and operation of the proposed project by various mechanical and processing systems; and the human effort (time and labor) required to develop, construct, renovate, and operate various components of proposed project. These are considered irretrievably committed because their reuse for some other purpose would be highly unlikely.

The proposed project constitutes a commitment of the existing (Former) Childs Restaurant Building as a built resource, thereby rendering its use for other purposes infeasible. However, the conversion of the vacant building into productive use would be a substantial improvement to the neighborhood and the adjacent boardwalk.

The land use changes associated with the proposed project on the remainder of the development site may also be considered a resource loss. Development under the proposed project constitutes a long-term commitment of the development site as a land resource, thereby rendering land use for other purposes infeasible. However, as the proposed amphitheater is planned as a temporary use for a period

of 10 years, it would not preclude other uses on the project site in the future. Further, funds committed to the design, construction/renovation, and operation of the development site are not available for other projects.