

Seaside Park and Community Arts Center

Chapter 1: Project Description

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 current 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.

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, 142, 130, 226, and 231 (the “project area”). The (Former) Childs Restaurant Building is located on Lot 130. As shown in Figure 1-1, 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 22nd 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)



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.

Childs Restaurant Building on the corner of West 21st 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 22nd 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 1-1, the development site is generally bounded by the boardwalk to the south, West 23rd Street to the west, West 21st 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 22nd 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 1-2, 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)¹, and approximately 28,516 sf of paved streets, Highland View Avenue and a portion of West 22nd Street. Figure 1-3 provides photographs of existing conditions on the development site. 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 1-1). 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,

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



— Development Site ⊗ Outparcels

Seaside Park and Community Arts Center

Figure 1-2
Project Location - Aerial



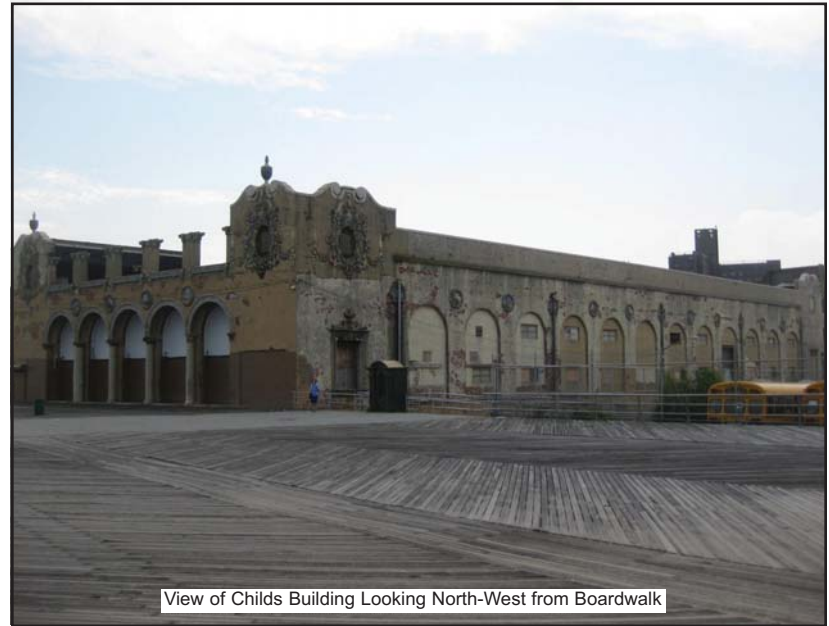
View Towards Decommissioned Community Garden Looking North from Boardwalk



View of Childs Building Looking North-East From Boardwalk



View from West 22nd Street Looking West



View of Childs Building Looking North-West from Boardwalk

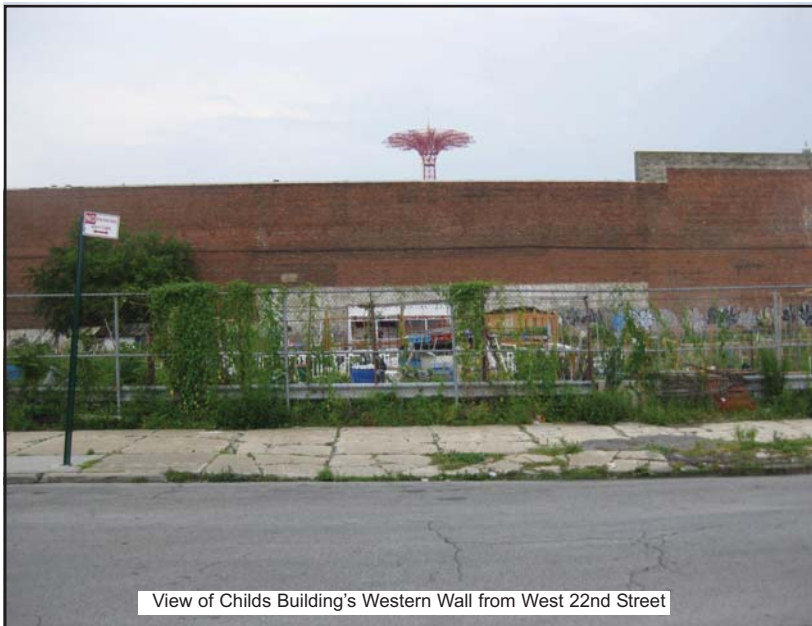
Source: GKV Architects, PC & MVVA, Inc. Landscape Architects



View from Boardwalk Looking East



View from West 22nd Street Looking South Towards Boardwalk



View of Childs Building's Western Wall from West 22nd Street



View of Existing Bus Parking Lot Looking North-West From West 22nd Street

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

residential, and commercial facilities. The remainder of Block 7071 immediately to the north of the project area between West 22nd and West 23rd Streets is comprised of a variety of land uses. A two-story, mixed-use building on the southeast corner of Surf Avenue and West 23rd 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 22nd Street, adjacent to another one-story commercial building facing Surf Avenue that is currently vacant. The portion of the block fronting West 23rd Street is comprised of vacant lots, parking and vehicle storage facilities, and two- to four-story residential buildings. Fronting West 22nd 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 22nd and West 21st streets is comprised of a parking lot and a three-story building that accommodates the New York City Human Resources Administration's Coney Island Medicaid Office building and fronts West 21st Street.

Along the east side of West 21st 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 1-2). The Sea Crest Health Care Center and Surf Manor, two large institutional facilities, are located directly west of the project area, across West 23rd 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 24th 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 22nd and West 24th 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 22nd 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 four major bus lines: the B82, B74, B68, 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 22nd 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 22nd Street and West 23rd Street, and the southern portion of West 22nd 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 open space with indoor and outdoor dining facilities at the (Former) Childs Restaurant Building.

The proposed project includes a publicly accessible and landscaped 2.41-acre open space extending between West 21st and West 23rd Streets along the Riegelmann Boardwalk, which includes active playground spaces and extensive rest areas with bench and lawn seating and a public picnic area that would benefit the surrounding neighborhood. From May to October, a portion of the open space 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. 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 project 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 21st Street and West 23rd Street during a period when the residential and commercial development contemplated by the Coney Island Rezoning proceeds in the surrounding areas 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, picnic area, 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 rooftop outdoor 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 development 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 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 23rd Street to the west, and properties fronting Surf Avenue to the north (refer to preliminary site plan in Figure 1-4). 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 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 22nd 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 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 22nd Street (refer to Figure 1-5).

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, would 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 between 40 to 50 events during the approximately 150 day season.



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

Seaside Park and Community Arts Center

Figure 1-4
Preliminary Site Plan: On-Season Non-Event



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

Seaside Park and Community Arts Center

Figure 1-5
Preliminary Site Plan: On-Season Event

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.

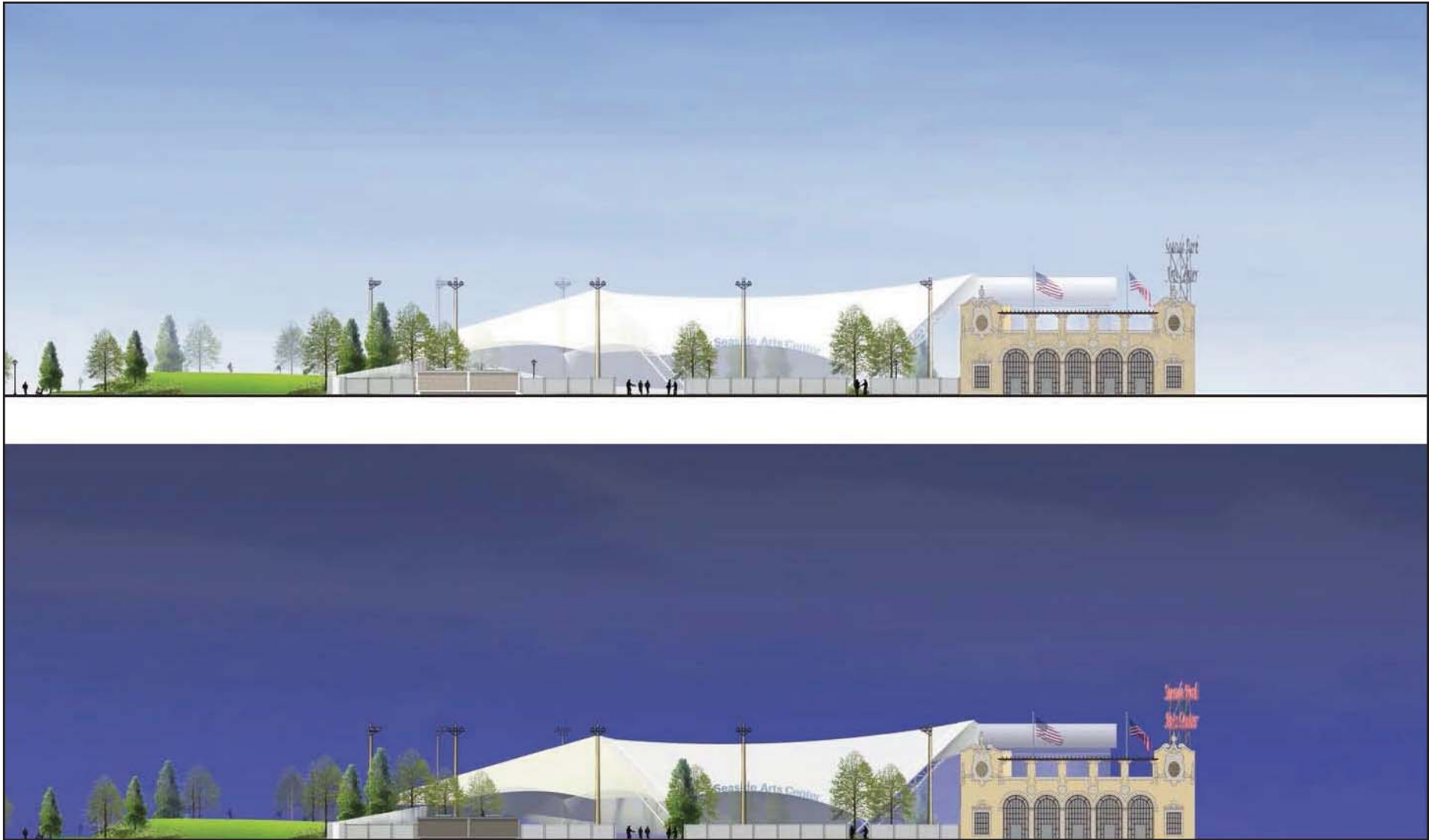
The proposed amphitheater would operate during the summer concert season. It would feature a tensile fabric roof canopy that would be removed during the off-season, but remain in position throughout the summer concert season. The tensile fabric roof would be harnessed by truss structural supports and would provide transparency and create appropriate shade. During concerts, the proposed amphitheater would also have additional noise reduction features, including a deployable tensile canopy extension and acoustical curtains. The temporary canopy extension would extend 100 feet to the west of the seasonal tensile fabric roof canopy, and its maximum width would be 167 feet 6 inches. The temporary canopy extension would be attached to the westernmost arch by a closure flap at a height of 45 feet 6 inches above the boardwalk and fastened to the five westernmost floodlight poles at a height of 17 feet 6 inches above the boardwalk. In addition, five acoustical curtains would be attached and drop down from the edges of the canopy roof extension at various locations. The bottoms of the acoustical curtains would be affixed to the five floodlight poles. The acoustical curtain at the West 22nd Street entrance would not drop to the ground. Instead, an 80 inch clearance is proposed to create an entrance and a view corridor through to West 22nd Street. In addition, for concert events, backing sound baffles would be affixed to the inside of the tensile fabric roof, the deployable canopy extension, and sound curtains. These sound reduction features would be temporary and would only be deployed immediately before concerts and subsequently removed (see Figures 1-5 and 1-6). As illustrated in the images in Figure 1-4, the roof structure would cover approximately 3,500 of the seats during on-season non-event days. During on-season event nights, the tensile fabric roof and deployable canopy extension on the western side would collectively cover the balance of the seating.

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 project. In order to be conservative, the analyses in the EIS evaluate the full range of representative days (i.e., both weekdays and weekends).

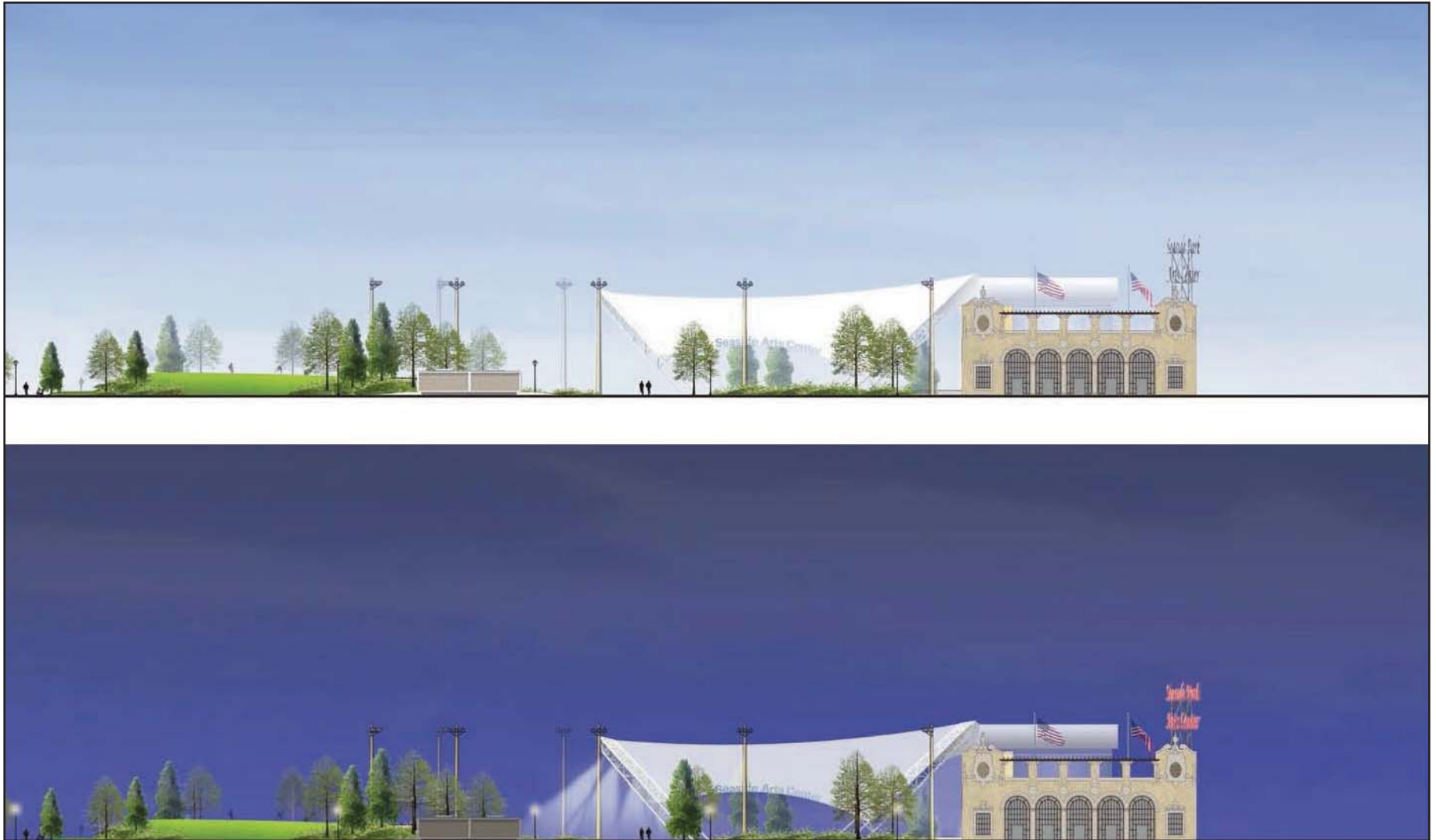
STAGE HOUSE

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



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

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

FOR ILLUSTRATIVE PURPOSES ONLY

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 October 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. For environmental analysis purposes, the EIS conservatively assumes 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 & Hirons-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. 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 with playground amenities located at the northwest corner. Between the plaza and seating stairs at the eastern portion of the development site, and the play garden to the west, would be a landscaped lawn bowl with perimeter plantings that would serve as a place for lawn seating and passive recreation. The

open space would also feature a planted entry garden with native plantings and bench seating at the southwestern portion of the development site. Each of the open space components is described below and shown in Figure 1-7.

Visitors entering the open space from the southern terminus of West 23rd 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 23rd Street, an intimate seating node would signal the joining of a larger walkway that connects the Riegelmann Boardwalk to the end of West 22nd 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 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 would step down eastward to the edge of a wide pedestrian corridor, which would create a direct connection along the axis of West 22nd Street to the Riegelmann Boardwalk. The proposed rise from West 22nd Street through the amphitheater site to the boardwalk would seamlessly connect the public both physically and visually to the beachfront.

Crossing the central thoroughway, 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. Truss supports 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 areas. During concert events, the tensile fabric roof and deployable canopy extension would provide covering for all of the seating.

A planted landform 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



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

Seaside Park and Community Arts Center

Figure 1-7
Illustrative Open Space Plan

from within the development site. Turning south, a stair would lead up to the Riegelmann Boardwalk and 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 months (approximately May to 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 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. During concerts, the proposed amphitheater would also have additional noise reduction features, including a deployable tensile canopy extension and acoustical curtains. In addition, backing sound baffles would be affixed to the inside of the tensile fabric roof, the deployable canopy extension, and sound curtains. 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 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. ANALYSIS FRAMEWORK

Reasonable Worst-Case Development Scenario (RWCDs)

In order to assess the possible effects of the proposed project, a reasonable worst-case development scenario (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 discussed above 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 21st and West 22nd 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.² 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 and have not been acquired by the City, they are not anticipated to be developed by the analysis year of 2016, although they are anticipated to 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. Most of the development sites identified in

² 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.

the 2009 *Coney Island Rezoning FEIS*, including Site 1 and the northern portion of Site 2, are not anticipated to be developed by the analysis year of 2016, given that the necessary infrastructure for such development, including the construction of Ocean Way (approved for mapping as part of the 2009 project), would not occur in the near future. In contrast, the current development site, which was identified as the southern portion of Site 2 in the *Coney Island Rezoning FEIS* could be developed as-of-right with residential and commercial uses, as it is equipped with the physical infrastructure needed to move forward with new development. Therefore, it is reasonable to assume that the No-Action scenario outlined above could occur on the development site 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 Project (With-Action Condition)

In the future with the proposed project (With-Action), the site would be developed with a 2.41-acre publicly accessible open space (opening hours the same as the 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, as described in Section D above. 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 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 1-1, the incremental (net) change of land uses that would result from the proposed project is a decrease of 223,118 sf (approximately 223 DUs) of residential, 33,978 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. As discussed above, the EIS conservatively assumes an additional 900 standing concert attendees (6,000 total) for all quantitative analyses.

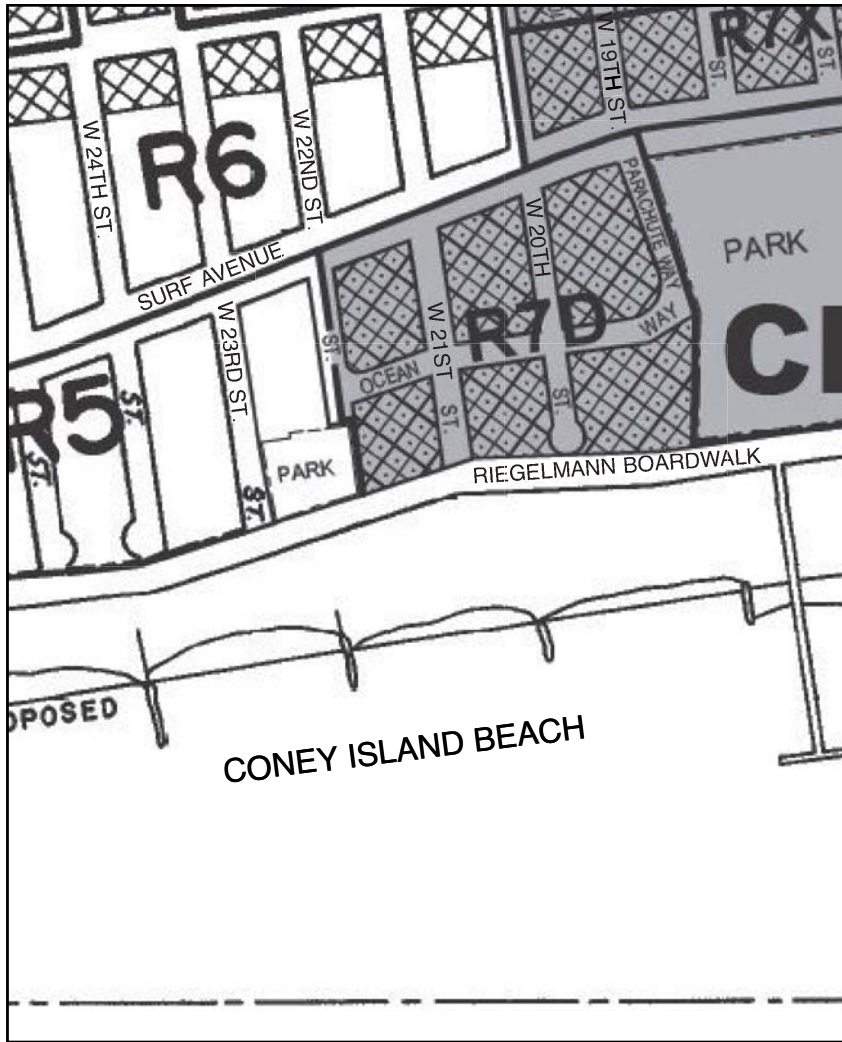
F. REQUIRED APPROVALS AND REVIEW PROCEDURES

The proposed project would require several City approvals. Some of these are discretionary actions requiring review under the City Environmental Quality Review (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:

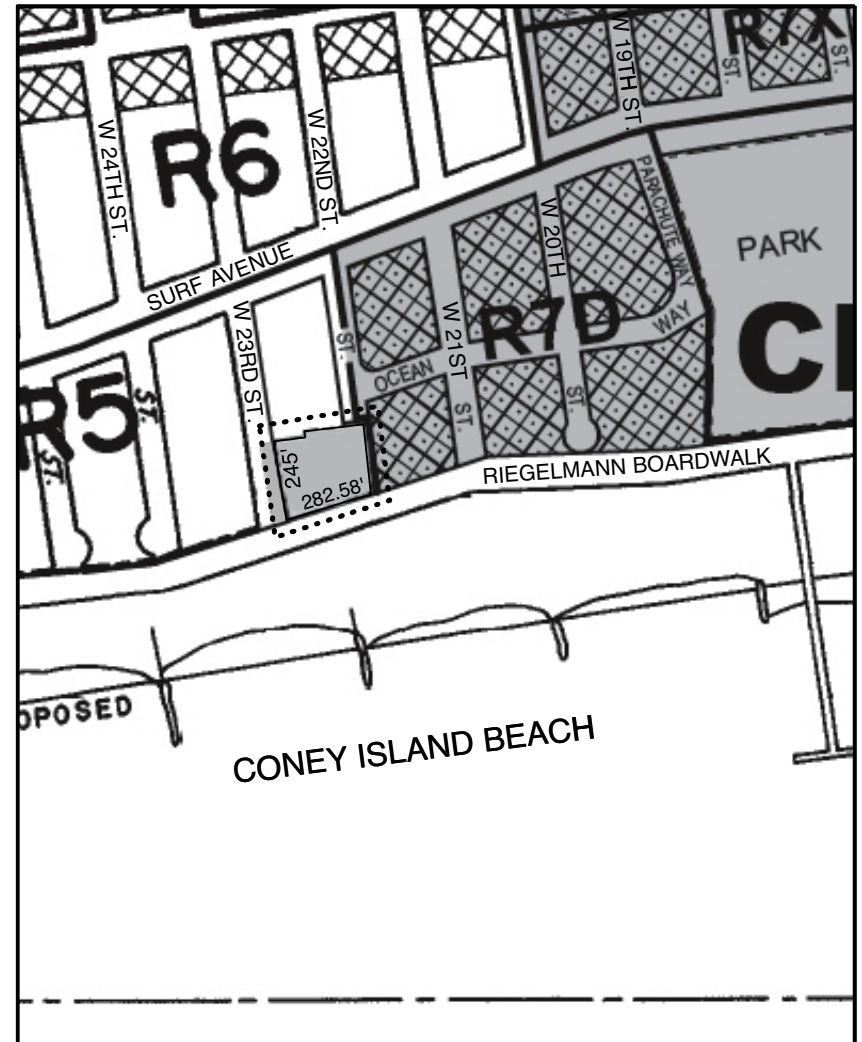
- Zoning Map amendments (Zoning Map No. 28d) to modify the boundaries of the Special Coney Island District (CI) and the Coney West subdistrict to extend further west to West 23rd Street and to include Lots 27, 28, 30, 32, 34, 76, 79, 81, 226, and 231 of Block 7071, as well as the former beds of Highland View Avenue and a portion of West 22nd Street. Refer to Figure 1-8 for proposed zoning map changes.

C1-1 C1-2 C1-3 C1-4 C1-5 C2-1 C2-2 C2-3 C2-4 C2-5 SPECIAL PURPOSE DISTRICT
 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

**TABLE 1-1
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. The 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.

- 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 Parcels B and 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 (LDC) to EDC, by lease agreement, for the development 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.³ 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

³ Ten of the privately owned lots comprising the project area, as well as the bed of Highland View Avenue and a portion of West 22nd Street, are shown on New York City Zoning Map 28d as “Highland View Park,” but they 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.

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 CEQR. The ULURP and CEQR review processes are described below.

Uniform Land Use Review Procedure (ULURP)

The City's ULURP, mandated by Sections 197-c and 197-d of the City Charter, is a process especially designed to allow public review of proposed actions at four levels: the affected Community Board, the Borough President and (if applicable) the Borough Board, the City Planning Commission (CPC), and the City Council. The procedure sets time limits for review at each stage to ensure a maximum total review period of approximately seven months.

The ULURP process begins with a certification by the CPC that the ULURP application is complete, which includes satisfying CEQR requirements (see the discussion below). The application is then forwarded to the affected community board (in this case, Brooklyn Community Board 13), which has 60 days in which to review and discuss the application, hold public hearings, and adopt recommendations regarding the application. Once this step is complete, the Borough President reviews the application for up to 30 days and makes recommendations on the application. The CPC then has 60 days to review the application, during which time a ULURP public hearing is held. Comments made at the Draft EIS public hearing, which may be held concurrently with the ULURP public hearing, and during the subsequent comment period (that remains open for ten days after the hearing to receive written comments) are incorporated into a Final EIS. The Final EIS must be completed at least ten days before CPC makes its decision on the application. CPC may approve, approve with modifications, or deny the application. If the ULURP application is approved, or approved with modifications, it moves forward to the City Council for review. The City Council has 50 days to review the application and during this time will hold a public hearing on the Proposed Action, through its Land Use Committee. The Council may approve, approve with modifications, or deny the application. If the Council proposes a modification to the Proposed Action, the ULURP review process stops for 15 days, providing time for a CPC determination on whether the proposed modification is within the scope of the environmental review and ULURP review. If it is, then the Council may proceed with the modification; if not, then the Council may only vote on the actions as approved by the CPC. Following the Council's vote, the Mayor has five days in which to veto the Council's actions. The City Council may override the mayoral veto within 10 days.

Environmental Review (CEQR)

Pursuant to the State Environmental Quality Review Act (Article 8 of the Environmental Conservation Law; SEQRA) and its implementing regulations found at 6 NYCRR Part 617, New York City has established rules for its own environmental quality review in Executive Order 91 of 1977, as amended, and 62 RCNY Chapter 5, the Rules of Procedure for CEQR. The environmental review process provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, and to identify, and when practicable, mitigate, significant adverse environmental effects. CEQR rules guide environmental review, as follows.

Establishing a Lead Agency: Under CEQR, a “lead agency” is the public entity responsible for conducting environmental review. Usually, the lead agency is also the entity principally responsible for carrying out, funding, or approving the proposed action(s). In accordance with CEQR rules (62 RCNY §5-03), the Office of the Deputy Mayor for Economic Development (ODMED), assumed lead agency status for the proposed project.

Determination of Significance: The lead agency’s first charge is to determine whether the proposed action(s) may have a significant adverse impact on the environment. To do so, ODMED, in this case, evaluated an Environmental Assessment Statement (EAS) dated May 16, 2013 for the proposed Seaside Park and Community Arts Center project. Based on the information contained in the EAS, ODMED determined that the proposed action may have a significant adverse impact on the environment and issued a Positive Declaration on May 16, 2013.

Scoping: Along with its issuance of a Positive Declaration, ODMED issued a Draft Scope of Work for the EIS on May 16, 2013, marking the beginning of the comment period on the Draft Scope. “Scoping,” or creating the scope of work, is the process of identifying the environmental impact analysis areas, the methodologies to be used, the key issues to be studied, and creating an opportunity for others to comment on the intended effort. CEQR requires a public scoping meeting as part of the process. A public scoping meeting was held on June 17, 2013. The public review period for agencies and the public to review and comment on the Draft Scope of Work was open through June 28, 2013. Modifications to the Draft Scope of Work for the project’s EIS were made as a result of public and interested agency input during the scoping process. A Final Scope of Work document for the proposed project was issued on September 4, 2013.

Draft Environmental Impact Statement (DEIS): This DEIS was prepared in accordance with the Final Scope of Work, and followed the methodologies and criteria for determining significant adverse impacts in the *CEQR Technical Manual*. The lead agency reviewed all aspects of the document, calling on other City and state agencies to participate where the agency’s expertise is relevant. Once the lead agency is satisfied that the DEIS is complete, it issues a Notice of Completion and circulates the DEIS for public review. When a DEIS is required, it must be accepted by the lead agency as complete before the ULURP application may also be found complete.

Public Review: Publication of the DEIS and issuance of the Notice of Completion signal the start of the public review period. During this time, which must extend for a minimum of 30 days, the public has the opportunity to review and comment on the DEIS either in writing or at a public hearing convened for the purpose of receiving such comments. As noted above, when the CEQR process is coordinated with another City process that requires a public hearing, such as ULURP, the hearings may be held jointly. The lead agency must publish a notice of the hearing at least fourteen (14) days before it takes place, and must accept written comments for at least ten (10) days following the close of the hearing. All substantive comments received at the hearing become part of the CEQR record and must be summarized and responded to in the Final EIS.

Final Environmental Impact Statement (FEIS): After the close of the public comment period for the Draft EIS, the FEIS is prepared. The FEIS must incorporate relevant comments on the DEIS, either in a separate chapter or in changes to the body of the text, graphics and tables. Once the lead agency determines the FEIS is complete, it issues a Notice of Completion and circulates the FEIS.

Findings: To document that the responsible public decision-makers have taken a hard look at the environmental consequences of a proposed action, any agency taking a discretionary action regarding a

project must adopt a formal set of written findings, reflecting its conclusions about the significant adverse environmental impacts of the project, potential alternatives, and potential mitigation measures. The findings may not be adopted until ten (10) days after the Notice of Completion has been issued for the FEIS. Once findings are adopted, the lead and involved agencies may take their actions (or take “no action”). This means that in the ULURP process, CPC must wait at least 10 days after the FEIS is complete to take action on a given application.