

A. INTRODUCTION

Under the 2012 *City Environmental Quality Review (CEQR) Technical Manual* guidelines, a land use analysis evaluates the uses and development trends in the area that may be affected by a proposed action, and determines whether that proposed action is compatible with those conditions or may affect them. The analysis also considers the action's compliance with, and effect on, the area's zoning and other applicable public policies.

The USTA Billie Jean King National Tennis Center (NTC) Strategic Vision (the proposed project) would result in a series of improvements on the project site, as described in Chapter 1, "Project Description." This chapter considers the proposed project's potential impacts on land use, zoning, and public land use policies. This chapter provides an assessment of existing and future conditions with and without the proposed project for the project site and a study area surrounding the site, which are described in detail below.

PRINCIPAL CONCLUSIONS

As described in detail in this chapter, no significant adverse impacts on land use, zoning, or public policy are anticipated in the With-Action condition on the project site or within the study area.

The proposed project would result in modest changes in the land uses located on the project site. The locations of the various uses would be reconfigured and there would be a net increase in stadium space, retail and operational uses, and parking facilities. While the proposed project would result in an overall increase in the bulk of development on the site, these incremental increases in height and bulk would be modest relative to the overall facility. In addition, visual improvements along the proposed NTC fence line would minimize the prominence of the new structures. To accommodate the proposed project, 0.94 acres of land would be added to the NTC site, including 0.68 acres of park land that would be alienated, and 0.26 acres of previously alienated park land (a connector roadway) that is outside the current lease. The change in use and alienation of this park land would not be considered a significant adverse land use impact, due to the replacement park land and roadway that would be provided, the minimal number of users that would be affected, and the relatively small area affected, ~~and the park improvements that would be implemented.~~ Approximately 1.56 acres of land that is currently within USTA's alienation and lease boundaries would be returned to Flushing Meadow Corona Park for active and passive recreational use. Park improvements would also be provided, in coordination with DPR. The replacement connector road and pedestrian walkways would not adversely affect access to the park.

The proposed project would provide new, modern recreational facilities that would be open to the public for 11 months of the year. As the types of uses would be the same as currently exist in the project site and in the study area, they would continue to be compatible with surrounding open space, transportation, and residential uses. The additional 10,000 daily spectators anticipated

during the US Open as a result of the proposed project would not have any significant adverse impacts on Flushing Meadows Corona Park given their concentration within the NTC and the temporary nature of the two-week event. While the proposed project would result in the alienation of small areas of park land, visual improvements would be implemented along the proposed NTC fence line that would improve the NTC's context with the park, and replacement park land would be provided. ~~improvements would be provided elsewhere in Flushing Meadows Corona Park.~~ Therefore, the proposed project would not result in any significant adverse impacts within the study area. In addition, certain improvements would be undertaken for the benefit of those who utilize Flushing Meadows Corona Park. These potentially include: the renovation of existing soccer fields; development of a new comfort station; development of new picnic and barbeque areas; and vehicular, pedestrian, landscape, and drainage upgrades.

B. METHODOLOGY

According to the *CEQR Technical Manual*, a preliminary land use assessment, which includes a basic description of existing and future land uses and public policy, should be provided for all projects that would affect land use or public policy on a site, regardless of the project's anticipated effects. If the preliminary assessment cannot succinctly describe land use conditions in the study area, or if a detailed assessment is required in the technical analyses of socioeconomic conditions, neighborhood character, traffic and transportation, air quality, noise, infrastructure, or hazardous materials, a detailed land use assessment is appropriate. A detailed assessment involves a more thorough analysis of existing land uses within the project site boundaries and the broader study area in light of changes proposed with the project. The proposed project would alter the project site, change land uses in a small portion of Flushing Meadows Corona Park, and would require discretionary actions related to the disposition of City property and the lease between USTA¹ and the New York City Department of Parks and Recreation (DPR). The proposed project also requires detailed assessments of numerous technical areas, such as traffic and transportation. Therefore, a detailed land use analysis has been prepared that describes existing and anticipated future conditions for the 2019 analysis year, assesses the nature of any changes on these conditions that would be created by the proposed project, and identifies those changes, if any, that could be significant or adverse.

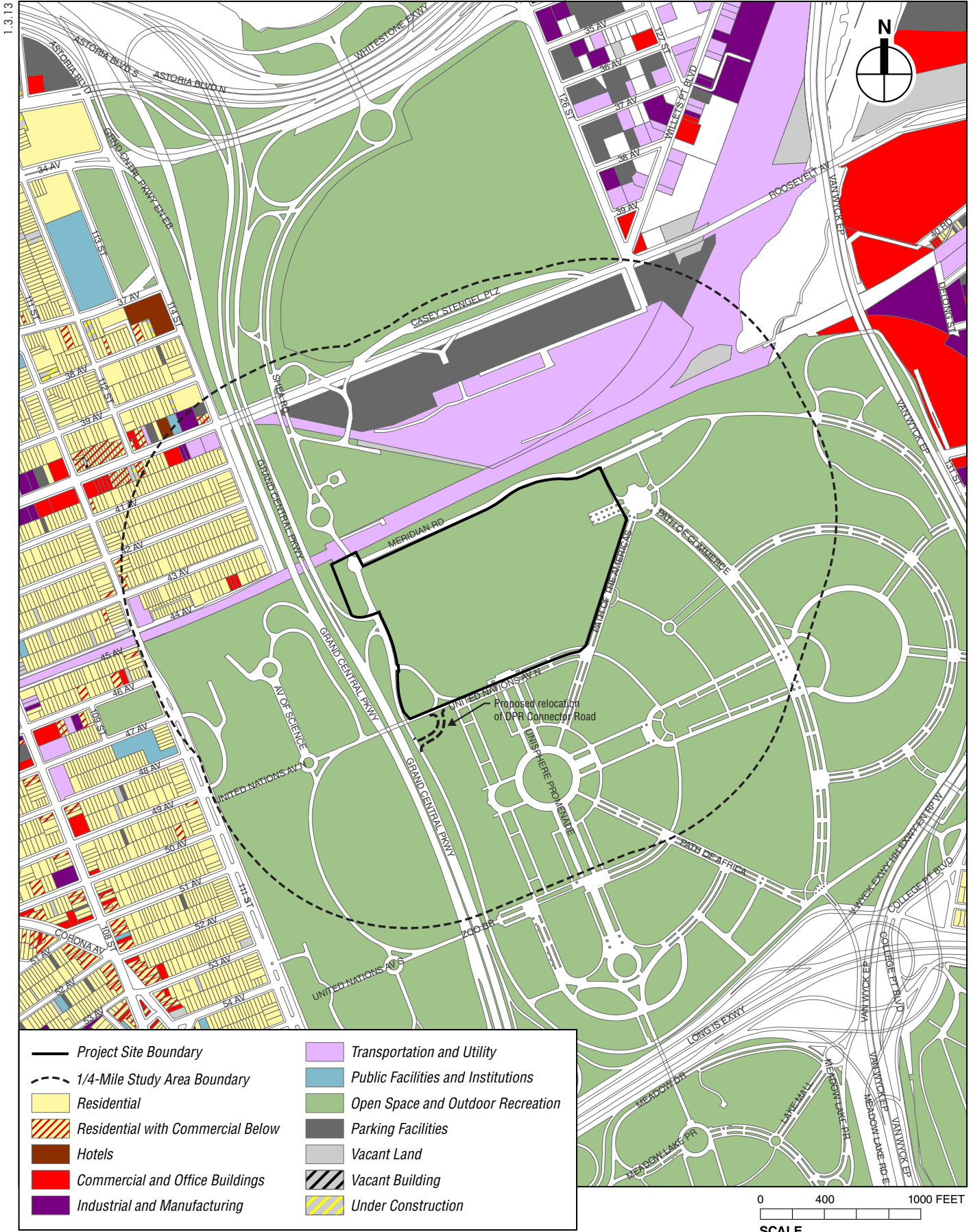
The study area for this analysis of land use, zoning, and public policy encompasses the area within a ¼-mile of the project site, because this is the area in which the proposed project could reasonably be expected to generate significant adverse impacts. The ¼-mile study area roughly extends from: just north of Roosevelt Avenue to the north; just south of the Unisphere to the south; Industry Pond and the Flushing River to the east; and 111th Street to the west (see **Figure 2-1**). Sources for this analysis include DPR, USTA, the New York City Department of City Planning (DCP), and the Metropolitan Transportation Authority (MTA).

C. DEVELOPMENT HISTORY

STUDY AREA

Flushing Meadows Corona Park was built under the direction of Robert Moses as the grounds of the New York World's Fairs in 1939-1940 and 1964-1965. The park, which is located on the

¹ USTA National Tennis Center Incorporated, an affiliate of the United States Tennis Association Incorporated, operates the USTA Billie Jean King National Tennis Center (NTC).



Land Use
Figure 2-1

former site of an ash dump, is bounded by several major thoroughfares: the Whitestone Expressway to the north; the Van Wyck Expressway to the east; and the Grand Central Parkway to the west. Many of the structures in Flushing Meadows Corona Park are remnants of the two World's Fairs. The World's Fair Ice Rink and the Queens Museum of Art were built for the 1939-1940 fair; the Unisphere, the Fountain of the Planets, the New York Hall of Science, the Wildlife Center, the New York State Pavilion, and Terrace on the Park (which was originally built as the Port Authority Heliport), were built for the 1964-1965 fair. Shea Stadium, which has since been demolished and replaced by Citi Field, was also built in 1964, but was not part of the main fairgrounds. In between the two World's Fairs, the park was underutilized and largely closed to the public. In 1967, the fairgrounds officially became a public City park under the jurisdiction of DPR.

A comprehensive multi-year capital improvement program began in 1987 to upgrade the park's infrastructure. To date, the Queens Wildlife Center, the Queens Museum of Art, Theatre in the Park, three dinosaur-themed playgrounds, and four new highway entrances have been reconstructed. Independently of this capital program, Shea Stadium was demolished in 2009 and replaced by Citi Field.

Portions of the park (but not the NTC) have been improved with funds from the Federal Land and Water Conservation Fund (LWCF) Act, and much of the park, including the NTC, is subject to LWCF requirements. The health, welfare and recreational public purposes of the NTC have been recognized by the New York State Legislature and the New York City Council in the State legislation and City Administrative Code provisions that govern the NTC lease, as well as by the U.S. Department of the Interior, National Park Service (NPS), which determined in 1993 that the expansion and renovation of the NTC is consistent with the LWCF grant-in-aid manual requirements governing Flushing Meadows Corona Park.

PROJECT SITE

The US Open, which dates back to 1881, moved from the West Side Tennis Club in Forest Hills to its current site in Flushing Meadows Corona Park in 1978, making its facilities available to the public year-round. In 1993, the NTC site expanded from 21.6 acres to approximately 42.2 acres to allow for the construction of a new 23,500-seat stadium (Arthur Ashe Stadium), completed in 1997. The 1993 expansion required alienation of park land following review by the City through its Uniform Land Use Review Procedure (ULURP). The facility was renamed the USTA Billie Jean King National Tennis Center in 2006. Today, the NTC is one of the largest public tennis facilities in the world.

D. EXISTING CONDITIONS

Existing land use conditions, patterns, and trends are described below for the project site and the study area. This is followed by a discussion of zoning and public policy for these areas.

LAND USE

PROJECT SITE

As shown on **Figure 2-1**, the project site includes the 37.48-acre portion of the 42-acre NTC site bounded to the north and west by Meridian Road, to the east by the Passarelle Building, and to

USTA Billie Jean King National Tennis Center Strategic Vision

the south by United Nations Avenue North.¹ Meridian Road provides vehicular access to the NTC site, but is not included in the NTC lease. Areas of the NTC that are not encompassed by the project site include: 11 tennis courts located to the east of the Passarelle Building; the area north of Meridian Road and south of the railway tracks of Long Island Rail Road (LIRR)'s Port Washington line; and the area west of Meridian Road and east of Grand Central Parkway.

NTC Facilities

Tennis facilities on the project site include three stadiums (Arthur Ashe Stadium, Louis Armstrong Stadium, and Grandstand Stadium), a micro-stadium with 3,000 seats (Court 17), and tennis courts. Arthur Ashe Stadium (Stadium 1), containing approximately 23,500 seats, is the largest facility on the project site. The stadium was completed in 1997 and is the primary venue for the US Open. Louis Armstrong Stadium (Stadium 2) is a 10,500 seat facility that was built for the 1964-1965 World's Fair Singer Bowl and was the primary venue for the US Open prior to the construction of Arthur Ashe Stadium. Grandstand Stadium (Stadium 3), the smallest of the three stadiums on the site, contains 6,000 seats. It was also built for the 1964-1965 World's Fair Singer Bowl.

The project site also includes ancillary buildings, including: the Indoor Training Center, a 245,000-gross square foot (gsf) multi-purpose tennis pavilion, which includes indoor courts; restroom facilities; kiosks for retail, food and beverage, and informational uses during the US Open; and temporary trailers for broadcast use during the US Open. First aid, box office, and other operational support uses are primarily housed in administrative space that is contained in the three stadium structures, as well as some temporary trailers during the US Open.

The site also includes landscaped areas and pedestrian plazas, including South Plaza and the Food Village. South Plaza serves as the focal point of the site during the US Open and contains two fountains, seating, and retail/informational kiosks. East of South Plaza is the Food Village, which contains tables and seating, and kiosks for food sales during the US Open. Trees, landscaping, and seating are found throughout the site.

Non-US Open Operations

For 11 months of the year, these facilities are open to the public for indoor and outdoor tennis. The USTA promotes and develops tennis in the community through a wide range of programs. More than 100,000 participants of all ages, the majority of whom are from the local Queens community, participate in hundreds of community tennis programs at the NTC each year. The NTC is home court for more than 70 New York City high schools and colleges and a number of diverse organizations seeking a place to play tennis or host tournaments. USTA offers court rentals to the public at rates calculated under USTA's lease with the City.

Other tournaments held at the NTC include: the Men's and Women's College Tennis Invitational; the Jana Hunsaker Memorial Eastern Wheelchair Championship; the Men's and Women's National Open Indoor Championship; and numerous tournaments for juniors, adults

¹ The full NTC is 42.2 acres. The 37.48-acre project site includes: the 35.3-acre portion of the NTC site bounded by Meridian Road, United Nations Avenue North, and Path of the Americas; 0.94 acres that would be added to the site along the southern and western boundaries; the 0.94-acre Lot S1, located west of Meridian Road at the northwest corner of the site; and the approximately 0.3 acre relocated connector road area, which would remain under City ownership and control.

and seniors, as well as New York Junior Tennis League and New York City Parks Foundation programs.

The NTC also conducts community tennis programs, including: QuickStart Tennis for children 10 and under; Jr. Team Tennis for youth match play; League Tennis for competitive, level-of-play competition; and an official Cardio Tennis site for on-court fitness. The USTA undertakes player development initiatives at the NTC, including the Invitational Competition Training Center for ranked players, player development programs for top-ranking juniors residing in the Northeast, and a year-round USTA Tournament Training Program for ranked juniors. In addition, the NTC hosts events for coaches training and education, including professional certification training courses, and professional developmental workshops.

US Open

The US Open tennis tournament—the USTA’s flagship event—is hosted at the NTC during a two-week period around the beginning of September. One of the sport’s four Grand Slam championship tennis tournaments, the US Open is attended by approximately 700,000 spectators and is broadcast worldwide. During the US Open, temporary retail, first aid, and other operational uses are introduced to the site. The Indoor Training Center is used as a hospitality center during the US Open, and includes a store, tennis museum, merchandise warehouse, and other activities for visitors.

STUDY AREA

As shown in **Figure 2-1**, the ¼-mile study area surrounding the NTC is dominated by Flushing Meadows Corona Park, and also contains a portion of the predominantly residential neighborhood of North Corona, as well as major transportation and parking uses.

Flushing Meadows Corona Park

Flushing Meadows Corona Park is a recreational and cultural destination for Queens residents and visitors from throughout the New York metropolitan area. The park covers nearly 900 acres and is under the jurisdiction of DPR, as discussed above under “Development History.”

Within the park, to the north of the NTC across Roosevelt Avenue and the MTA Corona Rail Yard, is Citi Field, the baseball stadium for the New York Mets, which opened in 2009 and contains 42,000 seats. Until 2009, the Mets played in Shea Stadium, which was located directly west of Citi Field in what is now the parking lot for that stadium; Shea Stadium was demolished upon completion of Citi Field.

East of the NTC, Flushing Meadows Corona Park contains a pitch and putt golf center, and a large area available for passive and active recreation, with trees, pathways, and sitting areas. South of the NTC is the core of the former fairgrounds, which includes a series of classical promenades, planted with mature trees centered on the Unisphere. In the area to the west of the Unisphere is the Queens Museum of Art. The western portion of the study area includes several park facilities including the Queens Zoo, New York Hall of Science, and Terrace in the Park. There are three DPR facilities in close proximity to the NTC, including the Olmsted Center, the Passerelle Building, and the Allied Building. Other facilities within the park that are outside of the ¼-mile study area include an ice rink and natatorium facility, and a recreation center.

In addition to the various cultural institutions, sporting events, and recreational activities in the park, Flushing Meadows Corona Park is host to numerous festivals and gatherings throughout the year, attracting hundreds of thousands of visitors. Many ethnic groups hold daylong events,

such as Cinco-de-Mayo and Junta Hispana. Other well-known festivals held in the park include the Hong Kong Dragon Boat Festival.

North Corona

The northwest corner of the study area includes a small section of North Corona, a predominantly residential neighborhood with some supporting commercial and light industrial uses. Residential uses in this area include a variety of low-scale housing types, including detached, semi-detached and attached houses, and small apartment buildings of up to three stories. This portion of the study area also contains several neighborhood retail uses, such as grocery stores and delis, which are primarily located along Roosevelt Avenue. There are also some automotive businesses on Roosevelt Avenue and elsewhere in this portion of the study area, including gas stations, car washes, and vehicle repair shops.

Transportation Uses

The MTA's 7 subway line services the study area by elevated subway above Roosevelt Avenue. The Mets-Willets Point Station serves Citi Field and the NTC, and the LIRR also has a stop in Flushing Meadows Corona Park that services Citi Field on game days and the NTC during the US Open. The LIRR station and Mets-Willets Point Station are both connected to Citi Field to the north, and to Flushing Meadows Corona Park and the NTC to the south, via the Passerelle Building, which includes a pedestrian bridge spanning Roosevelt Avenue and the LIRR yards.

The area north of the NTC contains the MTA Corona Rail Yard. The Corona Rail Yard is used for storage and maintenance of the 7 line subway trains, and is approximately 23 acres in size. The study area also contains a portion of the Grand Central Parkway, a major thoroughfare for Queens that connects the NTC to LaGuardia Airport, located about 1.5 miles to the northwest of the study area.

ZONING

PROJECT SITE

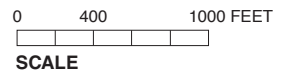
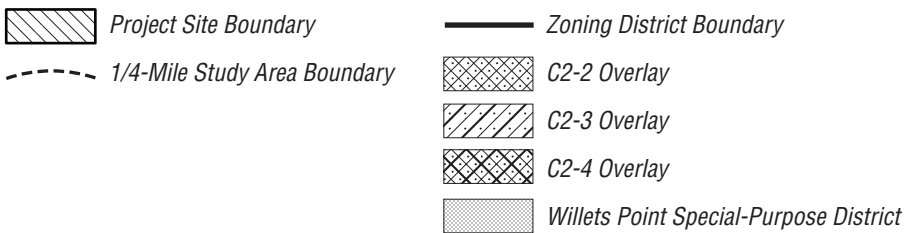
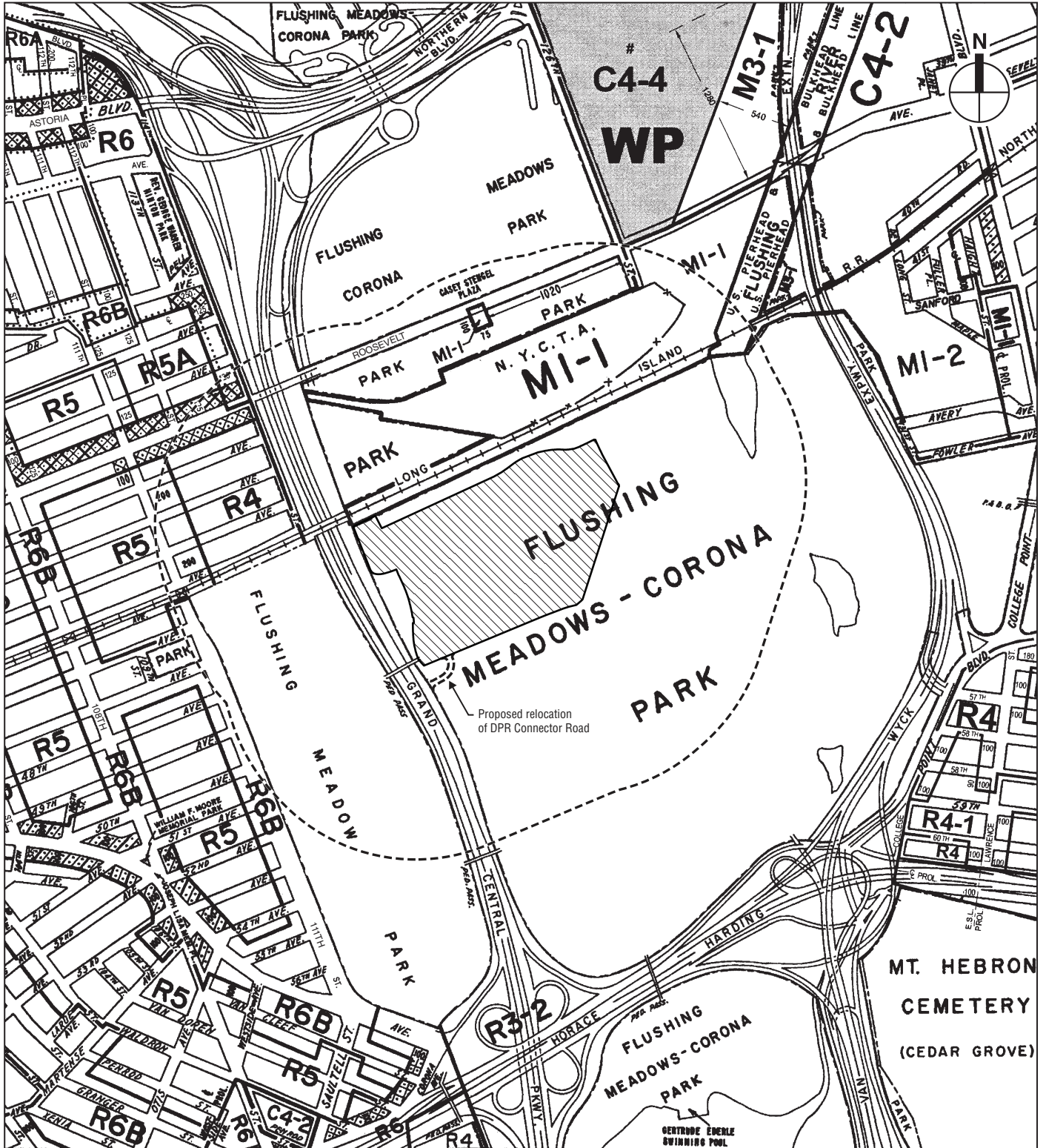
Zoning designations do not apply to City-owned land mapped as park land on the City Map. As the project site is entirely within Flushing Meadows Corona Park, it is therefore not subject to zoning.

STUDY AREA

As shown on **Figure 2-2**, outside of Flushing Meadows Corona Park, the study area includes R3-2, R4, R5, R6 and R6B residential zoning districts; C2-2 and C2-4 commercial overlay districts; and M1-1 and M3-1 manufacturing districts. **Table 2-1** lists the zoning districts in the study area.

R4 districts allow a variety of housing types, including attached, detached, and semi-detached houses, as well as small apartment buildings. The maximum floor area ratio (FAR) is 0.75, which can be increased to 0.9 with an attic bonus. In the study area, there is an R4 zone located in the northwest corner of the study area, south of Roosevelt Avenue and east of 111th Street.

R5 districts allow a variety of housing at a higher density than permitted in R3-2 or R4 districts. The maximum FAR is 1.25, which typically produces three-story and four-story attached houses and small apartment buildings. These districts often provide a transition from between lower-density and high-density neighborhoods. In the study area, block faces in North Corona along the west side of 111th Street are in an R5 district.



**Table 2-1
Zoning Districts in the Study Area**

Zoning District	Maximum FAR ¹	Uses/Zone Type
R4	0.75 residential (0.9 with attic bonus) 2.00 community facility ³	General residence district, low-density housing.
R5	1.25 residential 2.00 community facility ³	General residence district, transition between lower- and higher-density housing.
R6	2.43 residential ⁴ 4.80 community facility	General residence district, medium-density housing.
R6B	2.00 residential 2.00 community facility	Contextual row house district, medium-density housing.
C2-2 overlay	1 (in R1 to R5), 2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district.	Local shopping and services.
C2-4 overlay	1 (in R1 to R5), 2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district.	Local shopping and services.
M1-1	1.0 commercial or manufacturing 2.4 community facility ⁵	Light manufacturing and most commercial uses, strict manufacturing performance standards; residential uses not permitted.
<p>Notes:</p> <ol style="list-style-type: none"> FAR is a measure of density establishing the amount of development allowed in proportion to the base lot area. For example, a lot of 10,000 sf with an FAR of 1 has an allowable building area of 10,000 sf. The same lot with an FAR of 10 has an allowable building area of 100,000 sf. Up to 1.60 for deep front yard/wide side yards. Up to 2.40 for deep front yard/wide side yards. May be higher under Quality Housing Program. Only community facilities in Use Group 4 permitted. <p>Source: <i>New York City Zoning Resolution.</i></p>		

R6 districts are found in built-up, medium-density areas, and the character of these districts can vary based on the bulk regulations that are followed. Residential development in R6 districts using height factor regulations result in tall buildings set back from the street and surrounded by open space and on-site parking. Under height factor regulations, R6 districts permit an FAR range from 0.78 to 2.43, depending on the amount of open space provided. In the study area, lots on the northwest corner of Roosevelt Avenue and 114th Street are in an R6 district.

R6-B districts are traditional rowhouse districts that are mapped to preserve the scale and historical streetscape of neighborhoods that contain four-story attached buildings developed during the 19th century. The maximum FAR is 2.0. In the study area, lots on the southwest corner of Roosevelt Avenue and 114th Street are in an R6-B district.

While the North Corona section of the study area is primarily residential in character, there is also a limited amount of commercial zoning. C2-2 and C2-4 zones are commercial overlay designations that are mapped within residential districts. They are mapped along streets that serve local retail needs, and are characterized by uses such as grocery stores, convenience stores, restaurants, laundromats, beauty parlors, funeral homes and repair services. The maximum FAR for commercial use in these zones is 1.0 in R1 through R5 districts, and 2.0 in R6 through R10 districts. The maximum residential FAR is governed by the underlying residence zoning district. Within the study

area, overlay zones are mapped along Roosevelt Avenue west of 114th Street: a C2-2 overlay zone on the south side of the street, and a C2-4 zone along the north side of the street.

A portion of the study area north of the project site is mapped with manufacturing zoning districts. M1-1 manufacturing districts typically include light industrial uses that are subject to strict performance standards. These districts often serve as buffers between heavier manufacturing districts and adjacent commercial or residential districts. Uses commonly found in M1-1 districts include woodworking shops, repair shops, and wholesale service and storage facilities. In the study area, there is an M1-1 district directly north of the project site, encompassing the MTA's Corona Rail Yard.

PUBLIC POLICY

FLUSHING MEADOWS CORONA PARK STRATEGIC FRAMEWORK PLAN

The Flushing Meadows Corona Park Strategic Framework Plan, prepared in ~~2008~~2007, proposes a series of changes and updates to the park with the goal of increasing its functionality and sustainability.

The plan is organized around the concept of remaking Flushing Meadows Corona Park into “the park of the future,” reclaiming the forward-looking heritage of the 1939-1940 and 1964-1965 World's Fairs for which the park was built. The plan includes three broad goals:

- Re-envision the World's Fair Core, including restoration of landmark structures, daylighting of the Flushing River, and creation of more green space, topography, and a new festival gathering space;
- Reconfigure and restore lakes in the park, to improve their utility as natural and recreational resources, create a more diverse ecology, and add additional parkland; and
- Reconnect the park to the neighborhood and city by creating better access and more logical activity corridors within the park, as well as improving accessibility from surrounding neighborhoods and rationalizing parking for visitors from farther afield. This proposal also includes the establishment of a bike-sharing system with the park.

Further objectives of the plan include reducing runoff, energy use, and impervious coverage in the park; establishing the park as a center for cultural activities; and finding better uses for underutilized structures such as the New York State Pavilion.

WATERFRONT REVITALIZATION PROGRAM

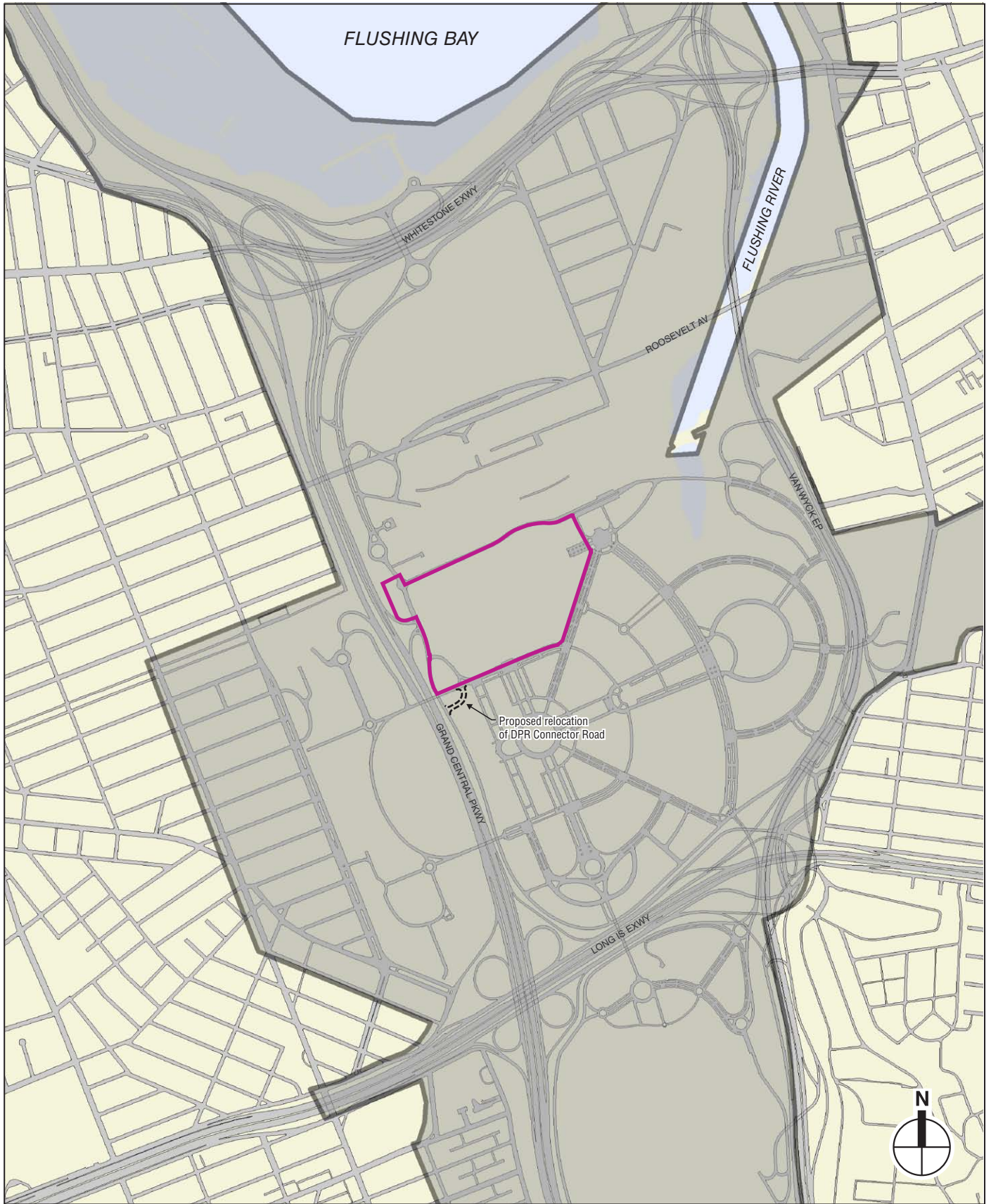
As shown on **Figure 2-3**, the project area and portions of the study area are within the City's designated Coastal Zone. Therefore, an assessment of the consistency of the proposed project with the City's Waterfront Revitalization Program (WRP) is warranted. This assessment is provided below under Section G, “Waterfront Revitalization Program.”

E. FUTURE WITHOUT THE PROPOSED PROJECT

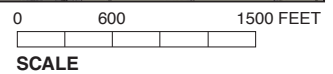
LAND USE

PROJECT SITE

As part of USTA's on-going management of capital projects program at the NTC, a range of capital improvements are expected to be made to the NTC between US Open periods. These projects are not part of the NTC Strategic Vision and would proceed regardless of the status of the proposed project. The capital projects program includes repairs, upgrades and reconstruction



-  Project Site Boundary
-  Coastal Zone Boundary



of existing facilities and infrastructure, as well as the construction of minor new facilities within the lease boundaries.

Some of the current projects in this category that are anticipated include: site-wide upgrades to video technology; replacement of canopies at primary entryways and departure points; relocation of ticket office, with associated improvements to queuing; renovation of a retail building; upgrades to food service and retail service locations; relocation and upgrade of a substation, cooling tower and chiller plant within the leased area north of Meridian Road.

STUDY AREA

There are two notable No-Action condition development projects that are planned or proposed within or adjacent to the ¼-mile land use study area, as well as a series of capital improvements in Flushing Meadows Corona Park that will be undertaken by DPR.

New Soccer Stadium

The City is currently in discussions with a private entity for a lease covering the construction and operation of a new stadium for professional soccer purposes in an approximately 13-acre area within the northern portion of Flushing Meadows Corona Park south of Roosevelt Avenue and eastward of the NTC (see **Figure 2-4**). As currently contemplated, a 25,000 capacity stadium with the ability to be expanded to 35,000 seats would be constructed on the present site of the Fountain of the Planets and land surrounding the fountain. In addition to the fountain, the stadium would eliminate from public use four existing soccer fields, a basketball court, landscaped areas, and pathways. All affected recreational facilities would be replaced within the northeastern portion of Flushing Meadows Corona Park. Trees affected would be subject to New York City regulations as per Chapter 5 of Title 56 of the Rules of the City of New York, which establishes rules for valuing trees proposed for removal and the appropriate number of replacement trees. Both New York State alienation legislation and LWCF Act considerations will require the provision of replacement park land. Although the project requires City, State, and federal approvals, the project is being considered as part of the No-Action condition for the proposed project, as it is currently under consideration by the City.

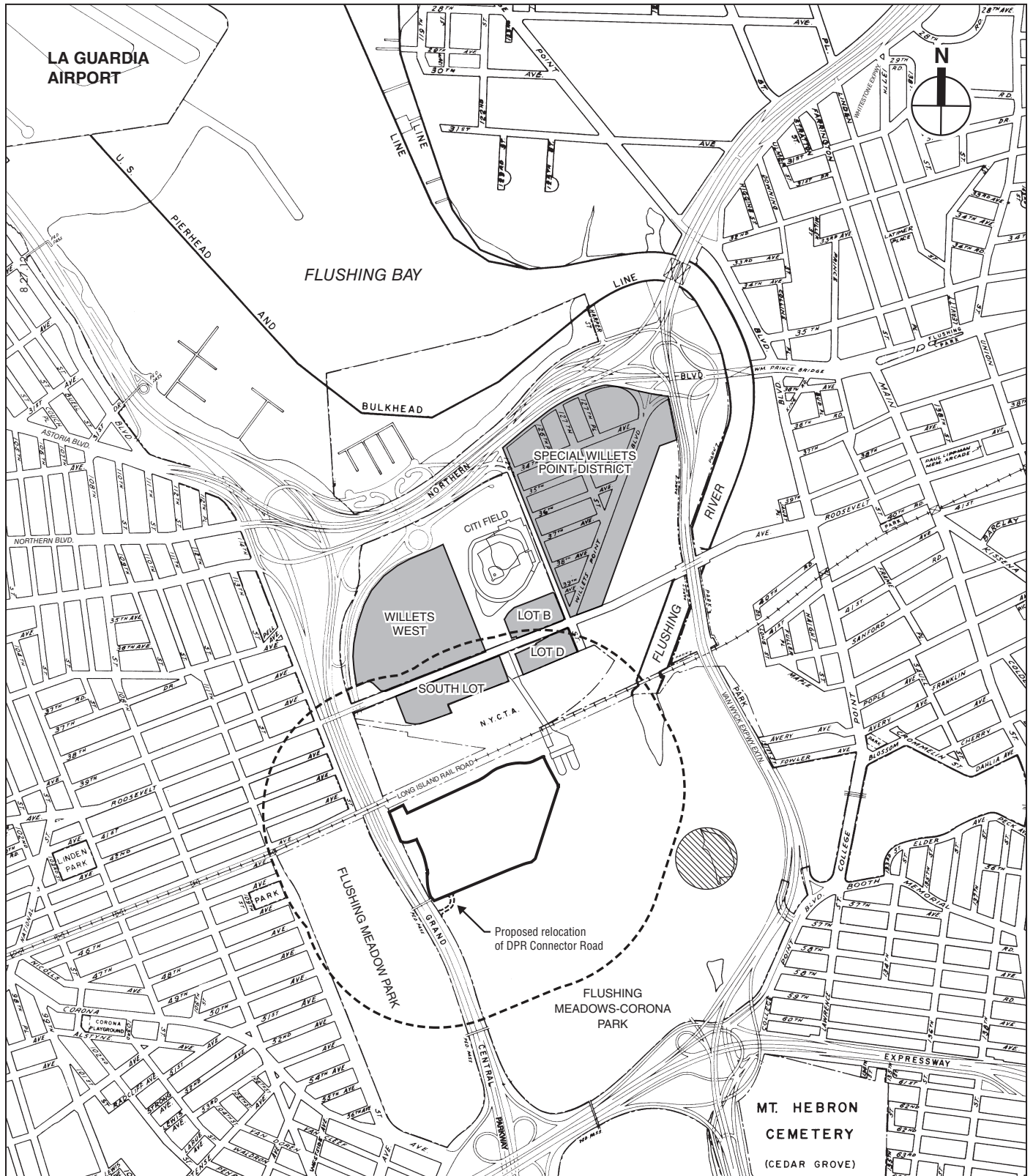
DPR Capital Projects





Elsewhere in Flushing Meadows Corona Park, ongoing capital improvement projects are being carried out by DPR to provide for up to date recreational facilities. These include renovation of four soccer fields and creation of volleyball courts. In addition, the City is undertaking a study to determine the condition of the Porpoise Bridge over the Flushing River, including repair of the bridge's tide gates, in order to improve drainage flow that affects existing park facilities.

Willetts Point Development

Within and just outside of the ¼-mile study area to the northeast, a major mixed use development proposal for the Willetts Point Urban Renewal Area is expected to be under development by 2019. By 2018, Phase 1A of the Willetts Point Redevelopment is expected to result in the construction of the following components:

- Within the Special Willetts Point District (an area bounded by 126th Street, Flushing Creek, and Northern Boulevard), a 200-room hotel, approximately 30,000-gsf of retail uses, and approximately 2,825 2,500 surface parking spaces, including 75 spaces for the hotel and 2,750 spaces to replace those being displaced from the parking field west of Citi Field stadium. The 2,750-space surface parking area would be converted to temporary active



-  Project Site
-  1/4-Mile Study Area
-  Willets Point Redevelopment
-  Approximate Location of Proposed Major League Soccer Stadium

0 1000 2000 FEET
SCALE

Background Development Projects in the No-Action Condition
Figure 2-4

USTA Billie Jean King National Tennis Center Strategic Vision

recreational use a minimum of 6 months per year (not during the US Open period). These replacement parking spaces are expected to be moved by 2028 to new structured parking facilities on the south side of Roosevelt Avenue, and replaced by a mixed-use development containing commercial office, residential, community facility, public school, hotel, retail, and open space uses. Full build-out of the District is anticipated by 2032;

- A 1.4 million-gsf entertainment and retail center, known as Willets West, on the existing surface parking lot west-adjacent to Citi Field. The Willets West development will include a 2,900-space parking facility, including 400 spaces as replacement parking to be used by the Mets; and
- A parking facility on the westernmost surface parking lot on the south side of Roosevelt Avenue (South Lot), to provide replacement for Mets parking spaces being displaced from the Willets West development area. Collectively, the number of Mets parking spaces on the south side of Roosevelt Avenue (South Lot and Lot D) will increase from 1,795 to 2,745 ~~2,888~~ by 2018. By 2018, the incremental increase in parking related to this project will be 2,575 ~~2,580~~ spaces, comprised of: 2,500 new accessory spaces for the Willets West development; and 75 ~~80~~ new accessory spaces for the hotel to be developed within the District.

Additional development is anticipated to occur on Lot B, located in the northwest corner of Roosevelt Avenue and 126th Street, after the 2019 analysis year

The proposed Willets Point Development would not result in a net loss of parking for US Open patrons. Currently, approximately 5,895 parking spaces are provided in the main Citi Field parking lot and in lots south of Roosevelt Avenue. Under Phase 1A of the proposed Willets Point Development, parking at the main Citi Field parking lot would be reduced and principally dedicated to the new retail/entertainment center to be located there. However, the number of spaces available for US Open patrons would remain the same due to an increase in the number of spaces south of Roosevelt Avenue in new parking garages to be built in the existing lots, as well as 2,750 replacement parking spaces provided to the east of Citi Field. Under Phase 1B of the proposed Willets Point Development, the number of spaces located in additional new garages south of Roosevelt Avenue would increase further, as surface parking is reduced east of Citi Field, again with no net reduction in the number of spaces. No changes to these spaces are anticipated in the last phase of the proposed Willets Point Development.

ZONING

There is one zoning change in the study area that is expected to be in effect by 2019. The Willets Point Development will require the issuance of a special permit, pursuant to Zoning Resolution Section 124-60, to allow surface parking/open and enclosed privately-operated recreation uses for Phase 1A within the Special Willets Point District. No other zoning actions are currently contemplated for the Willets Point redevelopment, and the location currently under consideration for the MLS stadium project is within Flushing Meadows Corona Park, which is not subject to zoning.

PUBLIC POLICY

No changes affecting public policy on the project site or in the study area are anticipated in the 2019 No-Action condition.

F. FUTURE WITH THE PROPOSED PROJECT

This section describes the land use, zoning, and public policy conditions that would result from the completion of the proposed project in 2019 (With Action condition). This section evaluates the

potential for the proposed project to result in significant adverse land use, zoning, and public policy impacts, compared to the No-Action condition described above, with the incremental changes to land use, zoning, and public policy that would result from the completion of the proposed project.

LAND USE

PROJECT SITE

The proposed project would result in modest changes in the land uses located on the project site. The locations of the various uses would be reconfigured and there would be a net increase in stadium space, retail and operational uses, and parking facilities. As described in Chapter 1, “Project Description,” and summarized in **Table 2-2**, the proposed project would improve the NTC site plan, circulation, visitor amenities, and landscaping, and would include construction of two new stadiums to replace the existing Louis Armstrong Stadium (Stadium 2) in the same location, and Grandstand Stadium (Stadium 3), in a new location at the southwest corner of the NTC site, as well as possible improvements to Arthur Ashe Stadium (Stadium 1). The proposed project would also include modifications to tournament courts and ancillary buildings, the construction of two new parking garages, the relocation of a connector road, and pedestrian enhancements. To accommodate the proposed project, 0.94 acres of land would be added to the NTC site, including 0.68 acres of park land that would be alienated, and 0.26-acres of previously alienated park land that is outside the current lease. Replacement park land in two parcels totaling 1.56 acres would be surrendered from within the current boundaries of the NTC in connection with the alienation of the 0.68-acre parcel. Outside of the NTC, the relocated connector road would be built on an approximately 0.3-acre area.

**Table 2-2
NTC Strategic Vision: List of Proposed Improvements**

Map No. ¹	Name	Description
Stadium Improvements and New Construction		
1	Grandstand Stadium (Stadium 3)	Demolition of existing 6,000-seat stadium and replacement with 8,000-seat stadium in southwest corner of NTC site
2	Louis Armstrong Stadium (Stadium 2)	Demolition of existing 10,500-seat stadium and replacement with 15,000-seat stadium in place
3	Arthur Ashe Stadium (Stadium 1)	Renovation and expansion to include 90,000-gsf administrative/operational space; and canopy above center court
Tournament Court Modifications		
4	Northwest tournament courts	Replacement of existing courts with five practice courts, three tournament courts, and viewing platform
5	Southerly tournament courts	Relocation of existing courts 30 to 50 feet to the south
Ancillary Building Construction		
6	New administrative and retail building	Construction of new 80,000-gsf administrative and retail building, including four tennis courts on its roof, on former site of relocated Grandstand Stadium (Stadium 3)
Parking and Transportation Improvements		
7	New Parking Garage A	Construction of new 423-space, 2-level garage, including a 6,500-sf transportation center.
8	New Parking Garage B	Construction of new 270-space, 3-level garage
9	Relocated connector road and related improvements	Relocation of connector road and sidewalks to new location south of United Nations Avenue North near Queens Museum of Art parking lot
Pedestrian Enhancements		
10	Arthur Ashe Concourse	Expand existing concourse by 11,000-sf
11	New walkway	Construction of new walkway connecting the new Stadium 3 and Court 17
Notes:	¹ See Figure 1-4 for the location of these elements under existing conditions. See Figure 1-5 for their proposed future location.	
Source:	USTA	

While the configuration of uses on the NTC site would change as a result of the proposed project, the types of uses present on the site would be unaltered. The project site would continue to contain facilities related to public recreational use and the US Open, including stadiums, tournament courts, and practice courts, as well as ancillary facilities including administrative and operational offices, retail uses, and parking. These primarily recreational uses are compatible with surrounding uses, including Citi Field and the various recreational amenities contained in Flushing Meadows Corona Park. Therefore, the proposed project would be consistent with and supportive of the existing land use conditions on the project site. The additional 10,000 daily spectators anticipated during the US Open as a result of the proposed project would not have any significant adverse impacts on the Flushing Meadows Corona Park given their concentration within the NTC and the temporary nature of the two-week event.

While 0.94-acres of surrounding park land from Flushing Meadows Corona Park would be added to the NTC site, these areas would remain as park land and would be utilized for recreational uses that are considered compatible with surrounding park uses. The 0.26-acre area of previously-alienated park land that would be added to the lease is currently occupied by a paved connector roadway, which would be relocated. The approximately 0.3-acre landscaped area that would be affected by the relocated connector road contains mature trees and a dirt pathway that provides a shortcut from United Nations Avenue North to Avenue of the States. The relocated connector road would link Meridian Road to United Nations Avenue North, and maintain access to the viaduct over the Grand Central Parkway. The replacement connector road, extended bike lane, and sidewalks would ensure that vehicular and pedestrian access to the park would not be adversely affected by this component of the proposed project.

The 0.68-acre area that would be alienated is a narrow area of park land located south of the current southern boundary of the NTC, and includes landscaped areas and the northernmost lane of three-lane United Nations Avenue North. The lane that would be eliminated is lightly used for walking, running, or bicycling, as well as primarily by DPR vehicles and to service the NTC during the US Open. The landscaped areas that would be alienated include a triangular median area near the connector road, a median adjacent to the northernmost lane of United Nations Avenue North, and a narrow strip of lawn adjacent to the current NTC fence line. The landscaping includes trees in some areas, but no other notable park features, such as play equipment, benches, or statues. As analyzed in Chapter 3, "Open Space and Recreational Facilities," the change in use and alienation of this park land would not be considered a significant adverse open space impact, due to the small number of users that would be affected, the relatively small area affected, and the replacement park land ~~park improvement measures~~ that would be provided (~~which are discussed below~~).

The proposed project would result in an overall increase in the bulk of development on the site; however, the incremental increases in height and bulk would be modest relative the existing facilities. As shown in **Table 2-2**, the two new stadiums that would be constructed, Stadium 2 and Stadium 3, would contain 15,000 seats and 8,000 seats, respectively. Compared to the existing 10,500-seat Louis Armstrong Stadium and 6,000-seat Grandstand Stadium, the new facilities would be 4,500 seats and 2,000 seats larger than the stadiums they are replacing. The proposed 80,000-gsf retail and sponsorship building would be a new structure on the site that would represent an increase in square footage dedicated to such uses. In addition, the two proposed parking garages would be built in areas that are currently occupied by parking lots. All of these proposed buildings would be substantially smaller, and less prominent, than the 23,500-seat Arthur Ashe Stadium, to which they are all closely situated. They would also be built within an existing recreational campus that contains a variety of building types and heights. The

proposed Stadium 3 represents the largest change in height and bulk, as it would be an up to 55-foot tall building constructed on the site of a former connector road and lawn, and would be adjacent to the surrounding park land in Flushing Meadows Corona Park. However, the NTC is already highly visible in this section of the park. As described in Chapter 6, “Urban Design and Visual Resources,” and in **Figure 6-18**, trees and other landscaping would be provided along the new perimeter of the site that would minimize the prominence of the proposed Stadium 3 and parking garages, and the proposed project’s visual changes on the project site would not be considered a significant adverse impact. Therefore, the incremental increase in the bulk of development on the project site as a result of the proposed project would not be considered a significant adverse land use impact.

STUDY AREA

The relocation and expansion of existing land uses within the project site would not result in a significant adverse impact on adjacent land uses. The proposed project would not affect land use conditions outside of the project site, except for the areas of Flushing Meadows Corona Park that are adjacent to the property that would be added to the NTC site and the areas that USTA would surrender as replacement park land., and the locations that would be subject to the proposed park improvement projects.

Approximately 1.56 acres of land that is currently within USTA’s alienation and lease boundaries would be returned to Flushing Meadow Corona Park for active and passive recreational use. The land that would be surrendered is comprised of two parcels totaling more than 1.56 acres, located east of David Dinkins Circle. The parcels include 0.75 acres of landscaped areas accessible to the public, and five tennis courts. USTA would maintain and repair the five courts, at it has done in the past, and would have usage during the US Open and, possibly, other major tennis events.

The connector road in the southwest corner of the project site, which would be removed and added to the NTC site to accommodate the new Stadium 3, would be replaced by a new roadway south of United Nations Avenue North and north of the Queens Museum of Art parking lot (the alignment of the replacement connector road is shown on **Figure 1-6**). The landscaped area that would be affected by the relocated connector road contains mature trees and a dirt pathway that provides a shortcut from United Nations Avenue North to Avenue of the States. As with the existing connector road, the relocated roadway would link Meridian Road to United Nations Avenue North, and maintain access to the viaduct over the Grand Central Parkway. The replacement connector road and sidewalks would ensure that access to the park would not be adversely affected by this component of the proposed project. Moreover, new trees and other landscaping would be provided outside the proposed NTC fence line, in order to improve the NTC’s context within the park (see Chapter 6, “Urban Design and Visual Resources”).

The alienation of 0.68-acres of park land, including paved and landscaped areas, would not adversely affect Flushing Meadows Corona Park. During the non-US Open period, the alienated area would be open to the public for recreational use, as with the existing NTC. As analyzed in Chapter 3, “Open Space and Recreational Resources,” this small portion of the park is lightly utilized and does not contain notable park features, such as play equipment, seating, or statues. The vehicular lane that would be eliminated is lightly used for walking, running, or bicycling as well as by DPR vehicles and to service the NTC during the US Open; as two lanes of United Nations Avenue North would remain in service, the elimination of this lane would not adversely affect access and circulation within the park. New pedestrian walkways would be provided to replace those displaced by the proposed project. The landscaped areas that would be alienated

(including a triangular median area near the connector road, a median adjacent to the northernmost lane of United Nations Avenue North, and a narrow strip of lawn adjacent to the current NTC fence line) are lightly utilized, due in part to their location adjacent to the NTC fence line, away from the more prominent features of the park. Therefore, the alienation of these small areas would be of minimal effect. In addition, as noted above, new trees and/or landscaping would be provided along the proposed NTC fence line that would improve the NTC's context within Flushing Meadows Corona Park.

In addition to the improvement of the NTC, which would require the alienation 0.68 acres of park land, certain additional improvements are being considered ~~will be undertaken~~ ~~for the benefit of the general public within~~ members of the public who utilize Flushing Meadows Corona Park. As described in Chapter 1, "Project Description," these potentially include: the renovation of existing soccer fields; development of a new comfort station; development of new picnic and barbeque areas; and vehicular, pedestrian, landscape, and drainage upgrades.

Overall, with the proposed project, the NTC would continue to provide modern recreational facilities that would be open to the public for 11 months of the year. As the types of uses would be the same as currently exist in the project site and in the study area, they would continue to be compatible with surrounding open space, transportation, and residential uses. While the proposed project would result in the alienation of small areas of lightly utilized park land, replacement park land would be provided, and visual improvements would be implemented along the proposed NTC fence line that would improve the NTC's context with the park, ~~and park improvement projects would be provided~~. Therefore, the proposed project would not result in any significant adverse land use impacts within the study area. In addition, certain improvements would be undertaken for members of the public who utilize Flushing Meadows Corona Park. These potentially include: the renovation of existing soccer fields; development of a new comfort station; development of new picnic and barbeque areas; and vehicular, pedestrian, landscape, and drainage upgrades.

ZONING

The proposed project would not affect zoning on the project site or study area. The project site is not subject to zoning and the proposed project would not include any actions that would change zoning in the study area.

PUBLIC POLICY

FLUSHING MEADOWS CORONA PARK STRATEGIC FRAMEWORK PLAN

The proposed project would be compatible with the goals set forth in the Flushing Meadows Corona Park Strategic Framework Plan. The proposed project would attract more visitors to the park both during the US Open, and for recreational use during the rest of the year. Moreover, the proposed improvements to the NTC site would help to maintain the viability of current community programming and resources.

The park improvement projects ~~that would be implemented under the proposed project~~ would potentially include: the renovation of existing soccer fields; development of a new comfort station; development of new picnic and barbeque areas; and vehicular, pedestrian, landscape, and drainage upgrades. These improvements would also be beneficial to park users, and would therefore be supportive of this policy.

G. WATERFRONT REVITALIZATION PROGRAM

The WRP is the City's principal coastal zone management tool. As originally adopted in 1982 and revised in 1999, it establishes the City's policies for development and use of the waterfront. All proposed actions subject to CEQR, ULURP, or other local, state, or federal agency discretionary actions that are situated within New York City's designated Coastal Zone Boundary must be reviewed and assessed for their consistency with the WRP.

The project site is located within the City's designated Coastal Zone Boundary. Therefore, in accordance with the guidelines of the *CEQR Technical Manual*, a preliminary evaluation of the proposed project's consistency with WRP policies was undertaken (see **Appendix A** for the WRP Coastal Assessment Form [CAF]). As determined by the CAF, the proposed project requires detailed assessment for several WRP policies, as described below.

CONSISTENCY OF PROPOSED PROJECT WITH THE WATERFRONT REVITALIZATION PROGRAM POLICIES

New York City's WRP includes 10 principal policies designed to maximize the benefits derived from economic development, environmental preservation, and public use of the waterfront, while minimizing the conflicts among those objectives. For each policy and sub-policy question that was answered "yes" in the CAF, this analysis includes a discussion of the policy's applicability to the proposed project and the proposed projects' consistency with the respective policy.

Policy 1: Support and facilitate commercial and residential development in areas well-suited to such development.

Policy 1.1: Encourage commercial and residential redevelopment in appropriate coastal zone areas.

The proposed project would not result in redevelopment, but would reconfigure existing uses on the site, and increase the amount of space dedicated to stadium, retail/administrative, and parking uses. Overall, the proposed project would be consistent with this policy.

Policy 6: Minimize loss of life, structures and natural resources caused by flooding and erosion.

Policy 6.1: Minimize losses from flooding and erosion by employing non-structural and structural management measures appropriate to the condition and use of the property to be protected and the surrounding area.

Although the project site is within the City's designated coastal zone, it is not a waterfront site, and is not normally subject to flooding and erosion (i.e., except in the case of extraordinary weather events). Structures constructed as part of the proposed project would incorporate the most recent building code requirements available at the time of construction pertaining to sea level rise projections and construction within areas at risk from coastal flooding in the future special flood hazard areas, and consider any prudent guidance and information available, minimizing the potential for losses from flooding. The new Stadium 2 and a portion of the proposed transportation building are the only structures that would be built within the 100 year flood zone as part of the proposed project. All critical infrastructure would be built above the 100 year flood zone line for these structures, and the portions of these structures that would be built below this elevation will be designed to withstand damage due to flooding. Therefore, the proposed project would be consistent with this policy.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

Policy 7.1: Manage solid waste material, hazardous wastes, toxic pollutants, and substances hazardous to the environment to protect public health, control pollution, and prevent degradation of coastal ecosystems.

Flushing Meadows Corona Park’s historical use as an “ash dump” is well documented, and prior projects at the NTC and in the vicinity have encountered and sampled these materials, which can contain elevated levels of metals, semivolatile organic compounds and methane gas. The need for additional testing and remediation or other special measures required during excavation associated with the proposed project is analyzed in Chapter 8, “Hazardous Materials.” As discussed in Chapter 8, to reduce the potential for human or environmental exposure to contamination during and following construction of the proposed project, a Subsurface (Phase II) Investigation Work Plan to determine whether past or present, on or off-site activities have affected subsurface conditions, has been approved by ~~would be prepared and submitted to~~ the New York City Department of Environmental Protection (NYCDEP) ~~for review and approval~~. The Phase II investigation would target areas where soil disturbance is proposed. Following implementation of this Phase II investigation, based on its findings, a Remedial Action Plan (RAP) and associated Construction Health and Safety Plan (CHASP), to be implemented during project construction, would be prepared and submitted to NYCDEP for review and approval. With the implementation of these measures, the proposed project would be consistent with this policy.

Policy 8: Provide public access to and along New York City’s coastal waters.

Policy 8.5: Preserve the public interest in and use of lands and waters held in public trust by the state and city.

The project site is situated on alienated park land that is under the jurisdiction of DPR. The proposed project would add 0.94 acres of additional park land to the project site. 0.68 acres of this additional land would be alienated and added to the site, while 0.26 acres of this land has been previously alienated. The park land added to the site would remain park land and would remain City property. 1.56 acres of replacement park land would be provided from USTA’s current alienation and lease boundary ~~Park land improvements would be made in Flushing Meadows Corona Park~~. Moreover, the NTC site is open to the public 11 months of the year, and provides substantial recreational benefits to the community. Therefore, the public interest in the project site would be preserved, and the proposed project would be consistent with this policy.

Policy 10: Protect, preserve, and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

Policy 10.1: Retain and preserve designated historic resources and enhance resources significant to the coastal culture of New York City.

There are no designated historic resources on the project site. As discussed in Chapter 5, “Historic and Cultural Resources,” there are designated historic resources near the project site, including one within 90 feet of anticipated construction activities: the Freedom of the Human Spirit sculpture. The proposed project would avoid potential inadvertent construction-related impacts to this resource during project demolition and construction activities through comply with the New York City Landmarks Preservation Commission (LPC)’s Guidelines for Construction Adjacent to a Historic Landmark as well as the

guidelines set forth in section 523 of the *CEQR Technical Manual* and the procedures set forth in DOB's TPPN #10/88. The proposed project would not have any significant adverse direct or contextual effects on the other designated historic resources in the surrounding area. There are no resources significant to the coastal culture of New York City in close proximity to the project site. Therefore, with the implementation of the measures described above, the proposed project would be consistent with this policy.

COMPREHENSIVE WATERFRONT PLAN

In March 2011, the New York City Department of City Planning (DCP) released *Vision 2020: New York City Comprehensive Waterfront Plan*. The plan articulates eight goals for New York City's waterfront, strategies to achieve each goal, and complements those strategies with the New York City Waterfront Action Agenda, a set of projects chosen for their ability to catalyze investment in the waterfront. None of the projects in the New York City Waterfront Action Agenda is related to, or would be affected by, the proposed project.

The compatibility of the proposed project with each goal is analyzed below:

- **Expand public access to the waterfront and waterways on public and private property for all New Yorkers and visitors alike.**

As the project site is not located on the waterfront, this goal is not applicable to the proposed project.

- **Enliven the waterfront with a range of attractive uses integrated with adjacent upland communities.**

The proposed project is not located on the waterfront, but would result in improvements to a major recreational resource, the NTC, in an adjacent upland community. As described in Chapter 1, "Project Description," the purpose of the proposed project is to sustain the long-term viability of the NTC as a world-class spectator venue and outstanding public recreational facility.

- **Support economic development activity on the working waterfront.**

The project site is located in Flushing Meadows Corona Park, and is not situated on the working waterfront. However, one of the goals of the proposed project is to provide substantial economic benefits to the City of New York. The proposed project would increase attendance at the US Open by up to approximately 100,000 new visitors, positively affecting not only the revenues from the US Open but the local hospitality market as well. It also would create jobs during construction and upon completion.

- **Improve water quality through measures that benefit natural habitats, support public recreation, and enhance waterfront and upland communities.**

The proposed project would include sustainability measures that would reduce storm water runoff, such as the potential use of pervious pavers. The potential effects of the proposed project on water quality are discussed in Chapter 9, "Water and Sewer Infrastructure" and the potential effects of the proposed project on natural habitats are discussed in Chapter 7, "Natural Resources."

- **Restore degraded natural waterfront areas, and protect wetlands and shorefront habitats.**

This goal is not applicable to the proposed project.

- **Enhance the public experience of the waterways that surround New York—our Blue Network.**

This goal is not applicable to the proposed project.

- **Improve governmental regulation, coordination, and oversight of the waterfront and waterways.**

This goal is not applicable to the proposed project.

- **Identify and pursue strategies to increase the City’s resilience to climate change and sea level rise.**

Structures constructed as part of the proposed project would incorporate the most recent building code requirements available at the time of construction pertaining to sea level rise projections and construction within areas at risk from coastal flooding in the future special flood hazard areas, and consider any prudent guidance and information available, minimizing the potential for losses from flooding. The new Stadium 2 and a portion of the proposed transportation building are the only structures that would be built within the 100 year flood zone as part of the proposed project. All critical infrastructure would be built above the 100 year flood zone line for these structures, and the portions of these structures that would be built below this elevation will be designed to withstand damage due to flooding. *