5 OPEN SPACE

5.1 Introduction

This chapter assesses the potential impacts of the Proposed Actions on open space resources. The *2021 CEQR Technical Manual* defines open space as publicly- or privately-owned land that is publicly accessible and available for leisure, play, or sport, or is set aside for the protection or enhancement of the natural environment.

Per the *CEQR Technical Manual,* an open space assessment should be conducted to determine whether a proposed project would have a direct or indirect effect on open space. A direct effect can occur when open space is displaced or altered, or if a project would have an effect on open space because of increase noise, concentrations of air pollutants, odor, or shadows. An indirect effect can occur when an increase in population overtaxes the capacity of an area's existing open spaces to serve the future population.

The Proposed Actions would result in a direct effect to Ferry Point Park (the "Park") by displacing open space. During peak business hours (Saturday evening hours for the Proposed Facility), the Proposed Actions would generate up to 6,450 additional non-residents (about 5,800 visitors and 650 employees) on the Development Site. Because the Proposed Actions would displace open space and would generate more than 500 incremental non-residents, direct and indirect open space assessments are warranted based on CEQR screening criteria.

In addition to the analysis provided in this section, Chapter 6 of this Environmental Impact Statement (EIS), "Shadows" provides an assessment of the Proposed Actions' potential shadow effects on open space resources.

5.2 Principal Conclusions

The Proposed Actions would not result in a significant adverse open space impact. While the Proposed Actions would have a direct effect on the Park, the displaced open space would not have a significant adverse effect on existing users of the Park. The Proposed

Actions would generate additional nonresidents in the area but would not cause the ratio of open space per 1,000 residents or non-residents to exceed CEQR impact thresholds.

Direct Effects

Of the Park's 413.8 acres, approximately 398.3 acres is publicly-accessible open space used for recreational purposes.[1] Approximately 12 acres of the Park's open space that support the Golf Course – the golf clubhouse, golf practice area, and landscaping – would be displaced to facilitate the construction of the Proposed Facility on the Development Site. A replacement golf clubhouse would be reconstructed on what would remain part of the Park and the Golf Course. The displaced parking and golf practice area would also be replaced with comparable facilities on the Development Site or Golf Course.

The existing approximately 2.41-acre New York City Department of Parks and Recreation (NYC Parks) roadway ("Ring Road") would be mapped and transferred to the New York City Department of Transportation (NYCDOT). Bally's would be responsible to design and construct the improvements to Ring Road. These improvements to Ring Road would benefit both those traveling to and from the Proposed Facility and Park users. The *Hutchinson River Parkway Transportation Corridor Study* – a study published by the Department of City Planning (DCP) in 2015 – found that Ring Road did not have the necessary facilities to support the current volumes of traffic and did not provide adequate access and crossing points for pedestrians. The proposed improvements to Ring Road would improve access and crossing points for pedestrians, increase capacity for vehicular traffic, and reduce the potential for flooding associated with precipitation events. Thus, improvements to Ring Road would enhance the visitor experience and would have a positive direct effect to the Park.

If required, trees would be removed in coordination with NYC Parks after receiving an NYC Parks permit. Bally's would follow the NYC Tree Valuation Protocol to determine the value of the tree and the fee for replacement. Because no formal pedestrian or biking path along Ring Road exists, no direct effect to the existing Park users would occur during construction of the Ring Road improvements. Additionally, the existing parking spaces west of the Hutchinson River Expressway for Park users would remain during and after construction of the improvements to Ring Road.

With the Proposed Actions, approximately 12 acres of passive and active space would be removed from the Golf Course to construct the Proposed Facility. This area of the Park is primarily used by golfers; however, core active and passive recreational facilities of the Park – including the sports fields, barbeque areas, public restrooms, and dog-friendly areas – and the Ferry Point Park Ferry Stop – would not be altered and would continue to be available to Park users.

The age characteristics of the Residential Study Area and the guidance of the *CEQR Technical Manual* indicate an existing demand for playgrounds, grassy or hard-surfaced open spaces, court spaces, little league fields, ballfields, court games, and field sports. The

[1] Approximately 15.50 acres of the Park includes the Metropolitan Transportation Authority (MTA) office building, accessory paved surface parking lots, and inaccessible areas of the Park that are used by MTA Bridges and Tunnels (TBTA) for maintenance operations (these areas are fenced off and inaccessible to the public and are therefore not considered a part of the open space acreage).

Park contains a playground, ballfields, courts games, and field sports, and none of these facilities would be displaced with the Proposed Actions.

Development Site

The approximately 12 acres of the Park's open space located on the Development Site that are proposed to be displaced contain uses that are typically used by golfers paying to access the Golf Course, including about 31,000 sf of buildings, about 50,000 sf of paved walkways, and about 423,000 sf of landscaped area (which includes approximately 97,000 sf of golf practice area). Absent mitigation due to potential shadow impacts, the 18 holes that comprise the Golf Course would remain in their current condition and would continue to be open to the public. The Development Site also includes portions of a park roadway that connects a parking lot to the south of the Development Site to Ring Road (the "Waterfront Access Roadway"). Public access along the Waterfront Access Roadway would be maintained with the Proposed Actions. The Waterfront Access Roadway would be alienated to allow an easement or similar agreement for vehicular access to the Proposed Facility, but the roadway would not be demapped as parkland and would continue to be owned by NYC Parks and a part of the Park.

With the Proposed Actions, Bally's would construct a replacement practice area and clubhouse and include parking for the Golf Course within the Proposed Facility. A legal instrument, such as a reservation in the deed, would ensure that users of the Golf Course or replacement clubhouse would be able to use parking in the Proposed Facility. Replacement of the clubhouse, practice areas, and parking would provide new amenities that are comparable to the removed uses. Therefore, the displaced open space would not have a significant adverse direct open space effect on existing users and would not result in a significant adverse direct open space effect.

Shadows

As discussed in Chapter 6 of this EIS "Shadows," the Proposed Development could result in significant adverse impacts to the Golf Course's (vegetation) grass in the following limited areas:

- Hole 1: The putting practice area and rough around the teeing areas;
- Hole 9: The green and surrounding fairway and rough;
- Hole 10: The southern fringe of the southernmost tee box;
- Hole 18: The fairway and rough at southwestern edge of the hole; and
- Driving Range: The southern extent of the teeing area.

No significant adverse shadow impacts were identified for other sunlight-sensitive features of an open space resource, including the East River, NYCDOT wetland mitigation project area, a wetland south of Ring Road, and the open space uses west of the Hutchinson River Expressway. Measures to mitigate the significant adverse impacts to the Golf Course's grass and ensure player/pedestrian safety on the Golf Course and near the Proposed Facility are discussed within Chapter 22 of this EIS, "Mitigation." These significant adverse shadows impacts would not preclude golfers from golfing, or affect a golfer's experience, and thus would not rise to the level of a significant adverse open space impact.

Urban Design

The Proposed Development would change the views of golfers at certain holes when using the Golf Course; however, as detailed in Chapter 8 of this EIS, "Urban Design and Visual Resources," the Proposed Development would not result in significant adverse urban design impacts. While some views may change from holes nearest the Proposed Facility, views of the Study Area's six visual resources – the Park, the East River, Westchester Creek, the Whitestone Bridge, and the Queens and Manhattan skylines – would continue to be available from other comparable locations throughout the Golf Course.

Hazardous Materials

As discussed in Chapter 10 of this EIS, "Hazardous Materials," construction of the Proposed Development would include ground-intrusive activities, which would be conducted pursuant to a Change of Use Work Plan approved by NYSDEC. Environmental oversight and monitoring would be conducted per the change of use work plan under the supervision of a licensed engineer, who would oversee the screening of excavated material, observe imported materials, and implement both a community air monitoring plan (CAMP) and stormwater pollution prevention plan. Additionally, if required, a Construction Health and Safety Plan (CHASP) would be implemented for construction of the Proposed Development and reviewed and approved by NYSDEC prior to construction. With these measures in place and construction activities occurring pursuant a NYSDEC approved Change of Use Work Plan, there would be no potential for significant adverse open space impacts to Park users in the area of hazardous materials.

Air Quality

The Proposed Development has the potential to increase stationary and mobile source emissions within the Study Area; however, as detailed in Chapter 15 of this EIS " Air Quality," the Proposed Development would not result in significant adverse air quality impacts.

Noise

The Proposed Development has the potential to result in significant adverse noise impacts to noise-sensitive areas of the Park in the area that is west of the Hutchinson River Expressway and immediate to the exterior of Ring Road. While the With-Action noise levels are projected to be up to 72.5 dB(A) during the worst peak hour, this level would not exceed the "nuisance levels" identified in the *CEQR Technical Manual*. However, the noise level at the immediate exterior of Ring Road by more than 3 dB(A) during peak hours because of project-generated traffic along Ring Road. The nearby areas do not contain residential uses and are predominately used by transient park users (i.e., daytime users) for recreational uses. These users are currently exposed to noise generated by nearby roadways as well as other recreational users (including for organized sports, public gatherings, recreational events, barbecues, and picnics) and this area is not an area used for serenity and quiet. Measures to mitigate these impacts would be explored between Draft and Final EIS (see Chapter 22 of this EIS, "Mitigation").

Ring Road

Ring Road currently functions as a NYC Parks roadway and is a two-lane, one-directional roadway used by pedestrians, cyclists, and motorists to access and egress the Park. Ring Road currently occupies approximately 2.41 acres of the Park. The Proposed Actions

contemplate mapping a 70-foot right-of-way/City Street section in the area west of the Hutchinson River Expressway. However, in that area, the final street mapped and ultimately built would be 60 feet in width.[2] With this 60-foot-wide roadway, the increase in the proposed roadbed area is anticipated to be approximately 0.36 acres for a total roadbed of 2.77 acres. The remaining area that would be mapped for Ring Road, approximately 2.12 acres, would contain bike lanes, sidewalks, and planting strips, and would be available to the public for recreational purposes.[3] The conversion of Ring Road to a City Street would better support pedestrians, cyclists, and motorists that use the Park because:

- Ring Road's roadbed would be expanded to allow two lanes of vehicular traffic and one lane for new on-street parking;
- New signalized crossings would be created to assist pedestrians cross the street and calm traffic along Ring Road;
- Ring Road would enable a future MTA bus stop to be located next to the Park, thereby allowing for future improved access to the Park from public transit; and
- New infrastructure would be installed in Ring Road to manage stormwater and reduce the potential for flooding.

Improvements to Ring Road would be designed and constructed in coordination with NYCDOT, NYC Parks, and the NYC Department of Environmental Protection (NYCDEP). The improvements to Ring Road would also create new and safer connections under the Whitestone Bridge for pedestrians and cyclists by creating a sidewalk and bike lane where none currently exists. This new connection would create new opportunities for onward connections to existing pedestrian and cycling facilities via the Park. Thus, the removal of Ring Road from the NYC Parks' jurisdiction would facilitate new recreational amenities in Ring Road that are comparable or improved compared to existing conditions, and the transfer of Ring Road to NYCDOT would not have an adverse effect on Ring Roads users.

Indirect Effects of Displaced Open Space on Residential Population

The Proposed Actions would not introduce a new residential population; however, the direct displacement of open space has the potential to reduce the acreage of open space per 1,000 residents. In the With-Action Condition, the Residential Open Space Study Area (which has some of the highest amounts of open space per resident in the City) would have an open space ratio (OSR) of 18.32 acres of open space per 1,000 residents, a 3.00 percent decrease compared to the No-Action Condition. The Study Area would continue to have more than seven times the City's planning goal of 2.50 acres per 1,000 residents and would not reduce the residential OSR by more than the CEQR impact threshold of five

[2] The proposed acreage to be initially mapped as an NYCDOT street is larger than what will be the final NYCDOT 60-foot road width because Bally's is coordinating with NYC Parks, MTA/TBTA, and NYCDOT to confirm roadway design and final location within the 70-foot width. Areas in excess of the 60 feet that are not mapped for the roadway and conveyed to NYCDOT will remain parkland.
[3] The State alienation legislation permits the alienation of up to 9.61 acres, which would conservatively allow for an up to a 100-foot right-of-way. Permission from the State to alienate this amount of parkland is necessary to accommodate design flexibility required by NYCDOT, NYCDEP, NYC Parks, and the MTA along with potential minor modifications to the configuration of Ring Road that may arise during ULURP, and to allow temporary construction activities within the alienated area. Areas not mapped for the final 60-foot-wide roadway will remain parkland under the jurisdiction of NYC Parks. See Chapter 1 of this EIS, "Project Description" for more information.

percent. Thus, the direct displacement of open space would not result in a significant adverse indirect impact on residential users and further analysis is not warranted.

Indirect Effects (Non-Residential Open Space Analysis)

Per the *CEQR Technical Manual*, a significant adverse indirect impact may occur if a project would cause the non-residential OSR to drop below the optimal level of 0.15 acres per 1,000 non-residents. The Non-Residential Open Space Study Area has an existing passive OSR of 685.48 acres per 1,000 non-residents, which is 4,569 times the *CEQR Technical Manual*'s optimal 0.15 acres per 1,000 non-residents.

In the With-Action Condition, approximately 12.36 acres (12 of the Development Site and a net 0.36 acres for Ring Road) of open space would no longer be recreation space, and Bally's would construct the Proposed Facility, replacement golf clubhouse, and improvements to Ring Road. These changes would remove approximately 3.31 acres of passive open space and approximately 9.05 acres of active open space from the Study Area.[4]

The Proposed Actions would increase the non-residential population in the Study Area by up to 6,450 non-residents (5,800 visitors and 650 workers across the Proposed Facility) during peak operations. With the proposed removal of open space, the overall passive open space available to non-residents would decrease from 171.37 acres to 168.06 acres. The addition of 6,450 project-generated non-residents to the Study Area's population would, accordingly, decrease the non-residential OSR from the No-Action Condition's 685.48 acres per 1,000 non-residents to 25.08 acres per 1,000 non-residents in the With-Action Condition. The With-Action non-residential OSR would be more than 167 times above the optimal 0.15 acres per 1,000 non-residents identified in the *CEQR Technical Manual*. Accordingly, the Proposed Actions would not result in a significant adverse indirect open space impact for non-residential users.

5.3 Methodology

Direct Effects

Per the *CEQR Technical Manual*, a proposed project would directly affect an open space resource if it encroaches upon, limits public access to, or causes a loss of public open space. Direct effects may also occur if the resource would be so changed that the open space no longer serves the same user population, or if the proposed project results in increased noise or air pollutant emissions, odor, or shadows that temporarily or permanently affects the usefulness of a public open space. A project can also directly affect an open space by enhancing its design or increasing its accessibility to the public.

The Proposed Actions include State Legislature approval to alienate (displace) and transfer parkland to Bally's for a non-park use. However, the majority of the Development Site consists of paved parking in support of the public golf course and is not used for recreational purposes. Thus, a portion of the Development Site is included in the analysis as a direct effect to open space (the practice area of the Golf Course and other landscaped

[4] For the purposes of the Open Space analysis, approximately 25 percent of the Development Site would be considered passive open space and 75 percent would be considered active. Approximately 85 percent of Ring Road would be considered passive open space and 15 percent would be considered active open space.

areas). Accordingly, the Proposed Actions would result in a loss of public open space at the Park and an assessment of the Proposed Actions' direct effects to open space is warranted.

In connection with the parkland alienation, park improvements and replacement parkland would also be provided consistent with the requirements of the State alienation legislation. Bally's would contribute funds to the City of New York to be devoted to NYC Parks for such public improvements (or perform the improvements at NYC Parks' direction) and would deed the designated new parkland to NYC Parks.

To describe the direct effects of the Proposed Actions on open space, this analysis describes the existing and proposed programming in the areas where a direct effect would occur and describes the users who are anticipated to be affected by the proposed changes to programming.

As detailed in Chapter 6 of this EIS, "Shadows," the Proposed Actions would result in significant adverse shadow impacts to the grass in certain areas of the Golf Course. Measures to mitigate these significant adverse impacts are detailed in Chapter 22 of this EIS, "Mitigation."

As detailed in Chapter 17 of this EIS, "Air Quality," the Proposed Actions would not result in air pollutant emissions or odors that would directly affect the usability of a public open space.

Indirect Effects

Open space can be indirectly affected by a proposed action if the project would add sufficient population – either residential or non-residential – to noticeably diminish the capacity of the open space to serve the future population. Per the *CEQR Technical Manual*, an assessment is conducted if a proposed project would generate more than 200 residents or 500 employees.

Per *CEQR Technical Manual* guidelines, an indirect analysis is based on the incremental residential and non-residential populations generated by the Proposed Actions. The Proposed Actions would not result in a new residential population but would result in up to 6,450 additional employees and visitors (collectively, non-residents) over the No-Action Condition. Accordingly, a non-residential open space assessment was completed because the Proposed Actions would generate more than 500 non-residents.

To assess the indirect effects of the Proposed Actions on open space, a study area was established to identify open space user populations, create an inventory of open space resources, and assess the adequacy of nearby open space resources. Consistent with the guidelines of the *CEQR Technical Manual*, the Non-Residential Open Space Study Area was determined based on U.S. Census Tracts that have more than 50 percent of their area within a quarter-mile of the Development Site. The Residential Open Space Study Area included U.S Census Tracts that have more than 50 percent of their area within a half-mile of the Development Site.

Development Site

The Development Site is bounded by the Park and Hutchinson River Expressway to the west, and the Golf Course and Park on all other boundaries. The Development Site is an approximately 18.38-acre area entirely within the Golf Course. To allow the Proposed

Facility, the Bally's proposes to rezone the area generally around the Development Site. The Development Site is currently improved with the golf clubhouse, parking lot, a portion of the golf course practice area, and other landscaped areas. The clubhouse is one story and has approximately 25,265 gsf of floor area.

As noted in Figure 5-1**Error! Reference source not found.**, the Development Site comprises three areas:

1. The "Disposition Parcel" is a 15.73-acre parcel of parkland that would be alienated and disposed by the City to Bally's to construct the Proposed Facility;
2. The replacement clubhouse area includes approximately 1.23 acres of the Development Site that would be developed with the replacement golf clubhouse and associated Golf Course improvements. This land would not be alienated and would remain on land owned by NYC Parks. The land would continue to be licensed to Bally's through a concession and/or lease agreement; and
3. The Waterfront Access Roadway is a 1.42-acre parcel of land that connects Ring Road and the East River Park Lot, which is near the waterfront and to the east of the Whitestone Bridge. An easement or similar legal instrument across this roadway would allow Bally's to use the roadway between the Ring Road and the East River Park Lot for access. This proposed easement or similar legal instrument requires that the land be alienated to allow access along the roadway to the Proposed Facility, a non-park use. The Waterfront Access Roadway would remain under ownership of NYC Parks and part of the Park.

The metes and bounds of the alienated parcels (the Disposition Parcel, the Waterfront Access Roadway, and Ring Road) are provided in Appendix C.

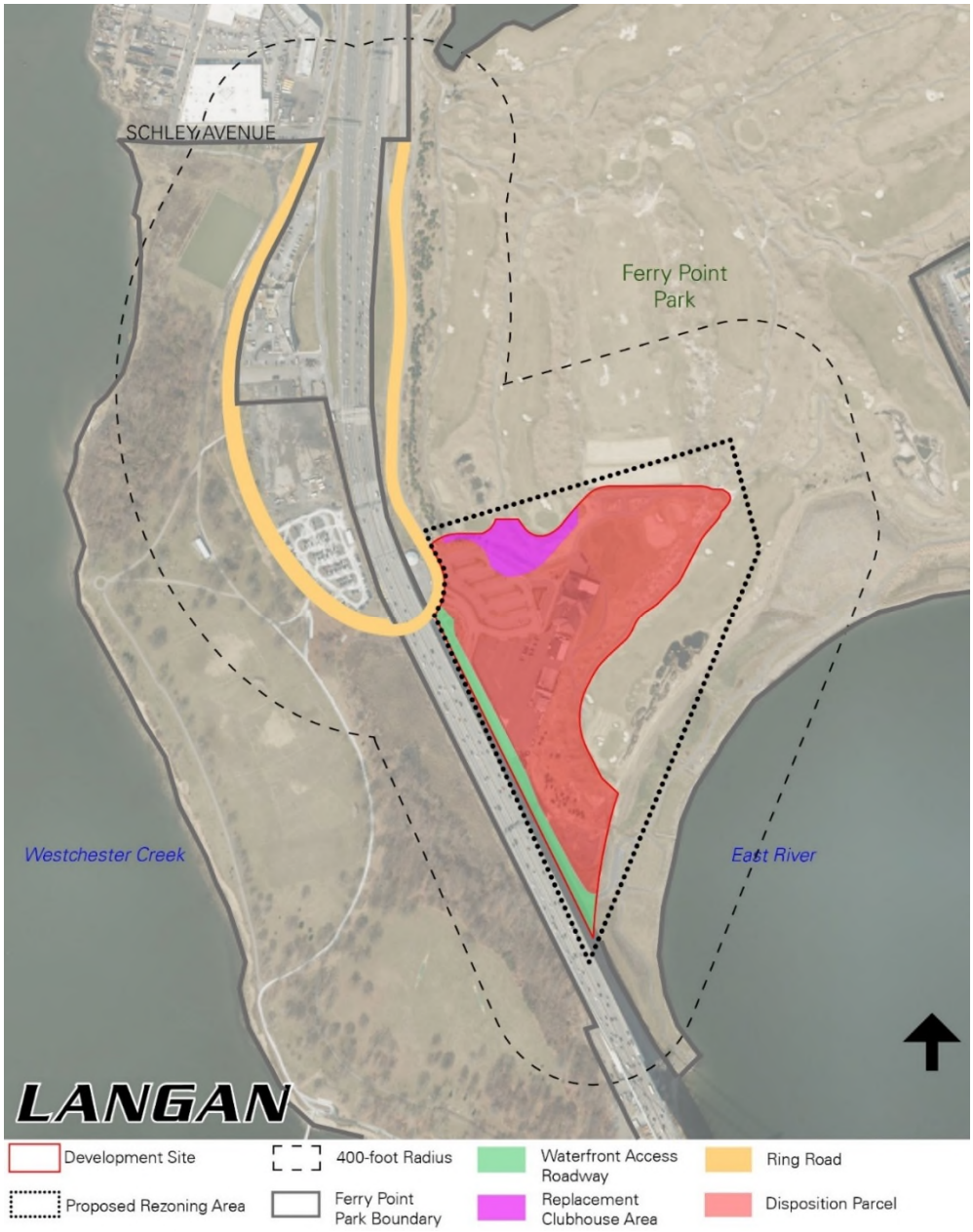
Ring Road

Ring Road is an approximately 2.41-acre park roadway and is often used for informal on-road parking. Ring Road's roadbed width varies but is generally approximately 24 feet wide. Landscaping generally fronts along the side of the roadbed. Ring Road is the primary access and egress roadway for users of the Park.

As part of the State alienation legislation, approximately 9.61 acres of parkland would be alienated for a 100-foot right-of-way. Following the State alienation legislation, approximately 4.89 acres of the roadway would be mapped as a City Street under the jurisdiction of NYCDOT with a right-of-way width of up to 60 feet (at certain portions).[5]

[5] See Footnote 3.

Figure 5-1: Development Site Areas

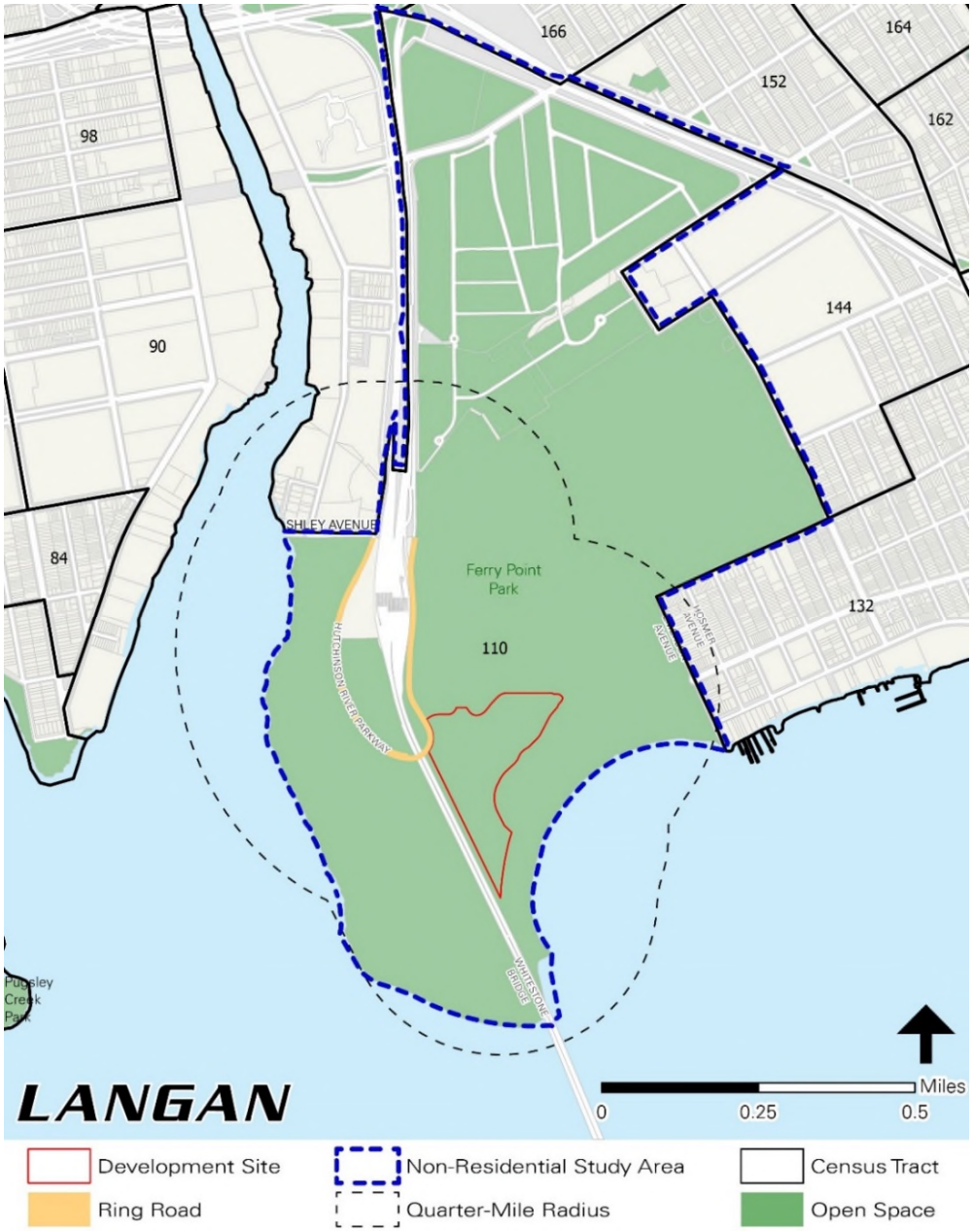


Study Area

Direct effects of the Proposed Actions were assessed because the Proposed Actions would displace parkland from the Park. The first step to assess potential indirect effects to open space is to define the study area for the population that would be generated by a proposed project – in this case the non-residential population. Per the *CEQR Technical Manual*, an open space study area is defined by the reasonable walking distance that users would travel to reach local open space and recreation areas – typically a 0.25-mile radius for non-residential users. Therefore, consistent with the guidelines in the *CEQR Technical Manual,* a 0.25-mile radius was used to identify the 2020 Census Tracts with more than 50 percent of their areas within 0.25 miles of the Development Site and Ring Road for the

non-residential analysis. As shown in Figure 5-2, the Non-Residential Open Space Study Area comprises tract 110.

Figure 5-2: Non-Residential Open Space Study Area



While the Proposed Actions would not introduce a residential population to the Development Site or Ring Road, the Proposed Actions would displace open space. This displacement of open space has the potential to reduce the availability of open space for residents in the area. To capture the effects of the displaced open space on nearby residents, an indirect residential analysis was undertaken to analyze the effect of displaced open space on the availability of open space for nearby residents.

Consistent with the guidance of the *CEQR Technical Manual*, a 0.5-mile radius was used to identify the 2020 U.S. Census Tracts with more than 50 percent of their areas within

0.5 miles of the Park to analyze the indirect effects to residents. As shown in Figure 5-3, the Residential Study Area comprises tracts 84, 90, 110, 132, 144, and 152.

Figure 5-3: Residential Open Space Map



Walk to a Park Service Area

The *CEQR Technical Manual* requires that a preliminary open space analysis identify whether a project site is located within a "Walk to a Park Service Area," defined as an area that is within walking distance of a park. When a project is outside of a Walk to Park Service Area – known as walk gap areas – a detailed analysis is typically required to identify whether the projected development further exacerbates a condition of residents living in

areas of the city with inadequate park access. The Affected Area is located within a Walk to a Park Service Area, as shown in Figure 5-4.

Figure 5-4: Walk to a Park Service Area



Passive and Active Open Space

The *CEQR Technical Manual* classifies open space resources as having either passive or active open space.

Open space that is used for sports, exercise, or active play is classified as "active open space." Active open space may consist of recreational facilities such as playgrounds, fields (baseball, soccer, football, track), courts (basketball, handball, tennis), outdoor fitness equipment, pools, greenways, and esplanades (running, biking, rollerblading, or other active recreation), multipurpose areas (open lawns and paved areas for active recreation, such as running games, informal ballgames, skipping rope, etc.), and shore public walkways.

Open space that is used for relaxation, such as sitting or strolling, is classified as "passive open space." Passive open space may include plazas, beach seating, picnic areas, esplanades (sitting, strolling), greenways, walking paths, lawns reserved for passive use, gardens, and publicly accessible natural areas used for activities such as strolling, dog walking, or bird watching.

Open Space Ratio (OSR)

The OSR is the acreage of open space per 1,000 residents or non-residents. Because local OSRs vary widely in New York City, as a planning goal, an overall OSR – which includes both passive and active open space – of 2.50 acres per 1,000 residents represents an area that is well served by open space per the *CEQR Technical Manual*. For non-residents, an OSR of 0.15 acres of passive open space per 1,000 non-residents represents an area well-served. These OSRs are consequently used as an optimal benchmark for residential and non-residential populations in large-scale plans and proposals.

Impact Criteria

If the OSR increases or remains substantially the same in the With-Action Condition compared to the No-Action Condition, no further analysis of open space is warranted. A project may generally tolerate up to a five percent decrease in residential OSR before the need for more detailed analysis is considered. For projects in study areas where the residential OSR is not near the City's optimal 2.50, the percentage decrease in OSR is weighted against how the OSR of the study area compares to the City's optimal OSR. If a project results in a percentage change greater than the OSR guideline in Table 5-1 below, then a detailed analysis may be warranted.

Table 5-1: Preliminary Assessment – Percentage Change in Residential Open Space Ratio

Open Space Ratio Range	Tolerated Percentage Change in OSR
2.01 to 2.50* or greater	5%
1.51 to 2.00	4%
1.01 to 1.50	3%
0.51 to 1.00	2%
0.50 or less	1%

*2.50 is the OSR planning goal in NYC.
Source: *CEQR Technical Manual* Table 7-1.

The optimal OSRs set by the City provide a guide to measure quantitative effects, however, the optimal OSR is often not feasible for many areas of the City, and the City does not consider these ratios as its open space policy for every neighborhood. Pursuant to the *CEQR Technical Manual* guidelines, OSRs do not constitute an absolute impact threshold, but rather benchmarks that represent how well an area is served by open space. A determination of significance is based on the context of a project, including its location, the quality and quantity of the open space, the types of open space provided throughout the study area, and any new open space provided by the project. Therefore, an OSR change is one metric used in impact evaluation.

Per the *CEQR Technical Manual*, a proposed project may result in a significant adverse open space impact under the following circumstances:

- There would be a direct displacement or alteration of existing open space within the study area that has a significant adverse effect on existing users, unless the proposed project would provide a comparable replacement (size, usability, and quality) within the study area (i.e., there is a net loss of publicly accessible open space).
- The project would reduce the open space ratio by more than the general guidelines for the open space percentage change that are presented in Table 5-1 above. Projects that result in a percentage change greater than the guideline shown for the corresponding calculated open space ratio range may be considered significant, as these reductions may result in overburdening existing facilities or further exacerbating a deficiency in open space.
- Projects that would reduce the open space ratio for a non-residential population would not follow the guidelines presented in Table 5-1, but rather consider the project's effect on passive open space in the study area. The more the open space ratio falls below the optimal ratio of 0.15 acres of passive space per 1,000 population, the more likely the decrease would lead to a significant impact.

In addition to quantitative analyses, the *CEQR Technical Manual* also recommends that a qualitative analysis be conducted to assess the potential for significant adverse open space impacts. Qualitative analyses look at the availability of open space resources, the beneficial effects of new open space resources provided by a project, and the comparison of projected OSRs with established City guidelines. The Proposed Actions warrant both qualitative and quantitative analyses.

Data Sources

Information on publicly accessible open space resources within the Open Space Study Area, including names and acreages, were found on NYC Parks' website and the Saint Raymond Parish website.[6] Information on usage and visitor projections were obtained from data provided by Bally's, which currently operates the Golf Course on the Development Site and other gaming facilities around the United States.

Residential user information was found on NYC Population Factfinder, which includes 2018-2022 American Community Survey (ACS) data by Census Tract. The non-residential population was derived from the most recent data published by the U.S. Census Bureau's Reverse Journey to Work dataset (2012-2016).

5.4 Existing Conditions

Direct Effects

The Park contains 413.80 acres of open space, of which approximately 398.3 acres is accessible to the public and used for recreational purposes. Approximately 222 acres of the Park includes the Golf Course. The Park's core recreational facilities included the Golf Course, sports fields, barbeque areas, public restrooms, and dog-friendly areas. The Park also contains a ferry stop for the citywide ferry service.

[6] https://straymondparish.org/our-cemetery-1

Ring Road is the primary vehicular route through the Park and is a one-way park roadway. The Park is bisected by the Whitestone Bridge, and Ring Road's roadbed is the only connection between the east and west portions of the park for vehicles, pedestrians, and cyclists. DCP's *Hutchinson River Parkway Transportation Corridor Study* completed in 2015 found that Ring Road did not have the necessary facilities to support the current volumes of traffic and did not provide adequate access and crossing points for pedestrians.

Development Site

The Development Site is currently used for parking, the Golf Course clubhouse, a portion of the Golf Course's practice area, and landscaped areas. The Development Site is improved with about 31,000 sf of buildings, about 230,000 sf of parking lot or paved walkways, and about 423,000 sf of landscaped area (which includes about 97,000 sf of the Golf Course's practice area). Users of the Development Site typically include members of the public that are golfing or visiting the existing golf clubhouse. Outside of the practice area, the landscaped areas are "out-of-bounds" for golfers and away from the course's fairways or greens; this landscaped area is primarily used by the golf staff in connection with course maintenance but may occasionally be accessed by golfers or other park visitors.

Along the western portion of the Development Site is a park roadway – the Waterfront Access Roadway – that provides access between Ring Road and a public parking area to the south of the Development Site. This roadway is used by the public and NYC Parks staff and provides vehicular, cyclist, and pedestrian access to the waterfront paths in the eastern part of the Park.

Ring Road

Ring Road is an approximately 2.41-acre park roadway and is often used for informal on-road parking. Ring Road's roadbed width varies but is generally approximately 24 feet wide. Landscaping generally fronts along the side of the roadbed. Ring Road is the primary access and egress roadway for users of the Park.

The Park is bisected by the Whitestone Bridge. Areas under and adjacent to the bridge are used by the MTA Bridges and Tunnels. No formal pedestrian access is currently available under the bridge; to traverse between the east and west portions of the Park, pedestrians and cyclists use the roadbed of Ring Road.

The landscaped areas fronting Ring Road parcel are generally low-lying grasses near the shoulder of the existing roadbed. Observations made during reconnaissance indicate that Park users generally prefer to participate in recreational activities in areas closer to the waterfront and away from traffic on Ring Road. Thus, the primary users of Ring Road's roadbed are anticipated to include pedestrians, cyclists, and motorists. The landscaped areas of Ring Road are generally used by pedestrians who travel across the landscaped area to get to other destinations within the Park. Pedestrians (including joggers) may occasionally use the landscaped area along the edge of Ring Road.

Residential Study Area

The Residential Study Area shown in Figure 5-3 includes Bronx 2020 Census Tract 84, 90, 110, 132, 144, and 152. The publicly accessible open space resources in the Residential Study Area include the Park, Saint Raymond's New Cemetery, Bruckner Playground, and two greenstreets, as described below and in Table 5-2.

- Ferry Point Park is a 413.80-acre park[7] containing barbecue areas, basketball courts, sports fields, dog-friendly areas, the Golf Course, playgrounds, public restrooms, soccer fields, waterfront walking paths, and Wi-Fi hot spots. The Park is bound by Saint Raymond's New Cemetery to the north, the East River to the south, Balcom and Emerson Avenues to the east, and Westchester Creek to the west. The Park is bisected by the Whitestone Bridge, the Hutchinson River Expressway, and the MTA Bridges and Tunnels maintenance area under the bridge. A portion of the Park to the east of the Hutchinson River Expressway contains Bally's Links at Ferry Point Golf Course – a 222.00-acre regional public recreation facility with an 18-hole links-style golf course.
- Saint Raymond's New Cemetery is a 180.00-acre[8] cemetery generally bound by Lafayette Avenue to the North, Ferry Point Park to the south, the Cross Bronx Expressway Extension to the east, and Hutchinson River Expressway to the west. The cemetery has been an integral part of the Saint Raymond's Parish since its founding in 1842. The cemetery has pedestrian paths and a main office with public restrooms. The cemetery is open to the public 8:00 am to 4:30 pm year-round, and public memorial masses are held twice a year.
- Bruckner Playground is a 1.05-acre playground and is part of the Schoolyards to Playgrounds program connected to MS X101 Edward R. Byrne Middle School. The school and playground are bound by Lafayette Avenue to the north, Philip Avenue to the south, residences along Swinton Avenue to the east, and the Cross Bronx Expressway Extension to the west. The playground contains basketball and handball courts, a playground, and a skate park.
- Calhoun Avenue Greenstreet is an approximately 0.04-acre triangle bounded by the Cross Bronx Expressway service road to the south, Randall Avenue to the north, and Calhoun Avenue to the east. The greenstreet contains trees, low lying shrubs, and a small circular walking path.

[7] Of the 413.8 acres of Ferry Point Park, approximately 398.30 acres are considered public open space. Areas excluded from the park acreage include the MTA office building - a government building that is not open to the public for recreational purposes, accessory paved parking lots, and inaccessible areas of the Park used by TBTA for maintenance.
[8] The cemetery includes approximately 12.05 acres of publicly-accessible pathways for pedestrians, and only these areas were considered as open space per *CEQR Technical Manual* guidance.

Table 5-2: Open Space Resources

ID	Open Space Resource [A]	Amenities	Total Acres	Passive Acres	Passive %	Active Acres	Active %	Category
1	Ferry Point Park	Barbecuing Areas, Basketball Courts, Cricket Fields, Dog-Friendly Areas, Football Fields, Golf Courses, Playgrounds, Public Restrooms, Soccer Fields, and Wi-Fi Hot Spots.	398.30	159.32	40	238.98	60	Active/ Passive
2	St Raymond New Cemetery [B]	Gravesites, Pedestrian Paths, and Vegetation	12.05	12.05	100	0.00	0	Passive
3	Bruckner Playground [C]	Basketball Courts, Handball Courts, Playgrounds, and Skate Parks	1.05	0.89	85	0.16	15	Active/ Passive
4	Calhoun Avenue Greenstreet	Vegetation, walking path	0.04	0.04	100	0.00	0	Passive
		Study Area Total	**411.44**	**172.30**	**42%**	**239.14**	**58%**	

A. All resources are under ownership of NYC Parks unless otherwise noted.
B. Saint Raymond's New Cemetery is owned and maintained by the Church of Saint Raymond. Only the publicly-accessible pathways are included for the open space analysis of the 180.0-acre cemetery.
C. Bruckner Playground is a Jointly Operated Playground and is jointly operated and maintained by NYC Parks and the New York City Department of Education (DOE).

The Residential Study Area contains 411.44 acres of publicly accessible open space, including 172.30 acres of passive space and 239.14 acres of active space. All open space resources within the Residential Study Area were determined to be in acceptable condition per NYC Parks inspections performed in 2023 and 2024.[9]

OSR in the Residential Study Area

The 2020 U.S. Census data indicates that the Study Area has an existing residential population of 21,789 people. Table 5-3 shows the Study Area's overall OSR is 18.88 acres per 1,000 residents. The Study Area's active and passive OSRs are 10.98 and 7.91 acres per 1,000 residents, respectively.

Table 5-3: Adequacy of Open Space Resources – Existing Conditions

Pop.	Open Space Acreage Total	Open Space Acreage Active	Open Space Acreage Passive	OSR per 1,000 Residents Total	OSR per 1,000 Residents Active	OSR per 1,000 Residents Passive	*CEQR Technical Manual* OSR Guidelines Total	*CEQR Technical Manual* OSR Guidelines Active	*CEQR Technical Manual* OSR Guidelines Passive
21,789	411.44	239.14	172.30	18.88	10.98	7.91	2.50	2.00	0.50

Residential Population Age Characteristics

Per the *CEQR Technical Manual*, the age distribution of a population affects the way open spaces are used and the types of recreational facilities needed. Typically, children 4 years old or younger use traditional playgrounds that have play equipment for toddlers and preschool children. Children ages 5 through 9 typically use traditional playgrounds and grassy or hard-surfaced open spaces, both of which are important for such activities as ball playing, running, and skipping rope. Children aged 10 through 14 typically use playground equipment, court spaces, little league fields, and ballfields. Teenagers' and young adults' needs tend toward court game facilities such as basketball and field sports. Adults between the ages of 18 and 44 continue to use court game facilities and fields for sports but may also use more individualized recreation such as rollerblading, biking, and jogging that require bike paths, promenades, and vehicle-free roadways. Adults also tend to gather with families for picnicking, ad hoc active sports such as Frisbee, and

[9] Conditions of open spaces were derived from inspection summaries performed by NYC Parks and reported on NYC Parks' website. NYC Parks does not complete Inspections for greenstreets.

recreational activities that all ages can participate. Senior citizens typically engage in active recreation such as handball, tennis, gardening, swimming, and recreational activities that require passive facilities.

As shown in Table 5-4, data from the 2020 US Decennial Census indicates that the Study Area has a larger share of population aged 5-19 compared to New York City, and a larger share of population aged 10-19 and over 65 compared to the Bronx.

Table 5-4: Population Age Characteristics by Comparative Geography

	Geography		
Age Range	**Study Area**	**Bronx**	**New York City**
Under 5 Years	5.4	6.0	5.4
5-9	6.2	6.5	5.4
10-14	7.1	6.9	5.6
15-19	7.5	7.2	5.7
20-64	59.1	60.2	62.9
65+	14.6	13.10	15.0

Note: Percentages may not sum to 100 because of rounding.

The age characteristics of the Residential Study Area and the guidance of the *CEQR Technical Manual* indicate an existing demand for playgrounds, grassy or hard-surfaced open spaces, court spaces, little league fields, ballfields, court games, and field sports.

Indirect Effects (Non-Residential Population)

The Non-Residential Study Area (see Figure 5-2) includes Bronx 2020 Census Tract 110. The only publicly accessible open space resources in the Non-Residential Open Space Study Area are the Park and Saint Raymond's New Cemetery.[10]

Non-Residential Study Area

The publicly accessible open space resource in the Non-Residential Study Area includes the Park, as show in Figure 5-2 and described in Table 5-5.

Table 5-5: Open Space Resources

ID	Open Space Resource	Amenities	Total Acres	Passive		Active		Category
				Acres	%	Acres	%	
1	Ferry Point Park[1]	Barbecuing Areas, Basketball Courts, Cricket Fields, Dog-Friendly Areas, Football Fields, Golf Courses, Handball Courts, Playgrounds, Public Restrooms, Soccer Fields, waterfront walking paths, a NYC ferry stop, and Wi-Fi Hot Spots.	398.30	159.32	40	239.98	60	Active & Passive
2	Saint Raymond's New Cemetery	Cemetery with pedestrian paths.	12.05	12.05	100	0	0	Passive
		Total	**410.35**	**171.37**	**42**	**239.98**	**58**	

1. Ferry Point Park is under ownership of the Department of Parks and Recreation (NYC Parks).

The Non-Residential Open Space Study Area contains 410.35 acres of publicly accessible open space, including 171.37 acres of passive recreational space and 239.98 acres of active recreational space. Per CEQR impact criteria for non-residential open space, only

[10] The *CEQR Technical Manual* classifies cemeteries as open space resources if they are publicly accessible on a constant and regular basis for passive recreation; Saint Raymond's is open to the public every day between 8am and 4.30pm.

the passive open space was considered. Based on NYC Parks inspections in 2023 and 2024, Ferry Point Park was determined to be in an acceptable condition.[11] Only the acreage of pathways within the 180-acre Saint Raymond's New Cemetery was included to analyze the non-residential OSR.

OSR in the Non-Residential Study Area

The most recent data published by the 2020 U.S. Census in the Reverse Journey to Work dataset (2012-2016) indicates that the Non-Residential Study Area has an existing non-residential population of 85 people. However, this number of employees was assumed to exclude the Golf Course, which seasonally employs around 165 people. Therefore, for conservative purposes, the non-residential population of the Study Area is estimated to be 250 people.

As shown in Table 5-6, the Study Area's passive OSR is 685.48 acres per 1,000 non-residents. The passive OSR is significantly above the optimal CEQR benchmark of 0.15 acres per 1,000 non-residents.

Table 5-6: Adequacy of Open Space Resources – Existing Conditions

	Open Space Acreage		OSR per 1,000 Non-Residents	CEQR TM Guidelines
	Non-Res Pop.	Passive Acres	Passive	Passive
Existing Condition	250	171.37	685.48	0.15

5.5 No-Action Condition

Direct Effects

Development Site

In the No-Action Condition, existing conditions on the Development Site would remain. The one-story, 25,265-gsf golf clubhouse, accessory parking lot, a portion of the practice area, and other landscaped areas would remain on the Development Site and would not be alienated from the Park. The existing uses on the Development Site are allowable uses on parkland pursuant the license agreement between Bally's and NYC Parks. These existing uses would continue in the No-Action Condition. Users of the Development Site would continue to primarily be users of the Golf Course or the clubhouse. The 15.73 aces of the Development Site to be alienated and disposed to Bally's is improved with about 31,000 sf of buildings, about 230,000 sf of parking lot or paved walkways, and about 423,000 sf of landscaping, all of which would remain in the No-Action Condition.

Ring Road

In the No-Action Condition, Ring Road would continue in its existing condition. The capacity and safety improvements recommended in the Hutchinson River Parkway Transportation Corridor Study would not be implemented and Ring Road would not be transferred to NYCDOT. Golf Course and Park users would continue to have access to Ring Road for recreational purposes, including for the Park parking lot south of the

[11] Conditions of open spaces were derived from inspection summaries performed by NYC Parks and reported on NYC Parks' website.

Development Site that provides Park and waterfront access. Pedestrians would continue to use the roadbed of Ring Road amongst vehicular traffic to cross under the Whitestone Bridge.

NYCDOT Wetlands Mitigation Project[12]

Independent of the Proposed Actions NYCDOT is proposing to create new tidal wetlands to the south of the Development Site at the edge of the East River. This wetland improvement project would be completed after the 2030 analysis year, but construction of the proposed tidal wetlands is likely to start before 2030. Bally's would coordinate with NYC Parks and NYCDOT to ensure any construction or staging areas would not preclude or substantively inhibit NYCDOT's proposed wetland mitigation project along the East River waterfront. This project would not alter the OSR for the Study Area.

Indirect Effects of Displaced Open Space on Residents

As discussed in Chapter 2 of this EIS, "Land Use, Zoning, and Public Policy," no residential No-Build projects were identified in the Land Use Study Area. NYCDOT's wetlands mitigation project would not introduce additional residents to the Study Area. Therefore, the existing conditions OSR would remain in the No-Action Condition.

Indirect Effects (Non-Residential Open Space Analysis)

Development Site and Ring Road

The Development Site is part of the Park, which is under jurisdiction of NYC Parks. In the No-Action Condition, existing conditions on the Development Site would remain. The one-story, 25,265-gsf golf clubhouse, accessory parking lot, a portion of the practice area and other landscaped areas would remain as existing conditions. The existing uses on the Development Site are allowable uses on parkland.

Study Area

Existing conditions would remain in the No-Action Condition. Thus, the residential and non-residential OSR would remain unchanged absent the Proposed Actions.

5.6 With-Action Condition

Direct Effects

In the With-Action Condition, approximately 12 acres that comprise a portion of the Development Site would be removed from the Park and converted to a non-Park use. Additionally, the roadbed of Ring Road would be widened from 2.41 acres to 2.77 acres.[13] With the Proposed Actions, approximately 12.36 acres consisting of buildings, surface

[12] The NYCDOT Wetland Mitigation project has not been fully designed or approved; however, this potential project was included for a conservative analysis of the potential effects of the Proposed Development.

[13] Up to approximately 4.89 acres would be alienated from parkland to widen Ring Road and map as a City Street under jurisdiction of NYCDOT. The street would contain a roadbed, curbs, sidewalks, bike lanes, and a vegetative buffer. Other than the roadbed and curbs, the mapped City Street, would provide passive and active space to Park users. The sidewalk and bike lanes would improve facilities for pedestrians, joggers, and cyclists who currently use Ring Road. Therefore, these portions of the street were included as open space acreage.

parking lot, landscaped areas within the Golf Course, and vegetative areas near the exterior of Ring Road would be removed from the Park to allow the Proposed Development. The Proposed Facility would be constructed on the Development Site and Ring Road would be widened and improved as a City Street.

Development Site

On the Development Site, uses that support the Golf Course would be removed, resulting in a change of use. The uses that would be removed include the 25,265-gsf Golf Course clubhouse, a 315-space parking lot, paved walkways, and about 423,000 sf of landscaped areas (including an about 97,000-sf golf practice area). Bally's would construct the Proposed Facility, a replacement golf clubhouse, and a replacement practice area. The golf clubhouse would remain on land owned by NYC Parks. A new practice area would be constructed near the proposed clubhouse. Parking for users of the Golf Course would be provided in the Proposed Facility's 4,660-space parking garage, and a legal instrument would ensure that users of the Golf Course or replacement clubhouse would be able to use parking in the Proposed Facility. Replacement of the clubhouse, practice areas, and parking would provide new amenities that would be comparable to the removed uses. While the Proposed Actions would result in a change of use on the Development Site, the existing 18 holes that comprise the Golf Course would remain absent proposed mitigation due to shadow impacts.

To maintain public access along the park roadway that connects Ring Road to the public parking area and pedestrian pathways near the East River (to the east of the Whitestone Bridge), a legal instrument (i.e., an easement) would be established along the Waterfront Access Roadway west of the Development Site. This legal instrument would ensure that access is not limited for pedestrians, cyclists, or motorists along the roadway between Ring Road and the existing parking area and pathways to the south of the Development Site.

The Proposed Facility has been designed to support the Golf Course and enhance the experience for Golf Course users. The south side of the Proposed Facility would face hole 18 of the Golf Course, allowing users of the Proposed Facility to visually interact with the Golf Course and enjoy views overlooking the East River.

New landscape on the Development Site would also be provided in conjunction with the Proposed Facility to partially offset the landscaping that would be lost.

Potential Shadow Effects

As discussed in Chapter 6 of this EIS "Shadows," the Proposed Development could result in significant adverse shadows impacts to the Golf Course's grass in the following limited areas:

- Hole 1: The putting practice area and rough around the teeing areas;
- Hole 9: The green and surrounding fairway and rough;
- Hole 10: The southern fringe of the southernmost tee box;
- Hole 18: The fairway and rough at southwestern edge of the hole; and
- Driving Range: The southern extent of the teeing area.

Measures to mitigate the significant adverse shadows impacts to the Golf Course's grass and ensure player/pedestrian safety on the Golf Course and near the Proposed Facility

are discussed within Chapter 22 of this EIS, "Mitigation." These significant adverse shadows impacts would not preclude golfers from golfing but could affect utilization.

No significant adverse shadow impacts were identified for other sunlight-sensitive features within the Study Area, including the East River, NYCDOT wetland mitigation project area, a wetland south of Ring Road, and the open space uses west of the Hutchinson River Expressway.

Potential Urban Design Effects

The Proposed Development would change the views of golfers at certain holes when using the Golf Course; however, as detailed in Chapter 8 of this EIS, "Urban Design and Visual Resources," the Proposed Development would not result in significant adverse urban design impacts. Views of the Study Area's six visual resources – the Park, the East River, Westchester Creek, the Whitestone Bridge, the Queens and Manhattan skylines – would continue to be available from other comparable locations throughout the Golf Course. Further, the links-style Golf Course – characterized by rolling hills, dunes, grasses, little-to-no trees, and teeing grounds that rise at varied elevations – would continue to be the defining landscape for golfers.

Potential Hazardous Materials Effects

As discussed in Chapter 10 of this EIS, "Hazardous Materials," construction of the Proposed Development would include ground-intrusive activities, which would be conducted pursuant to a change of use work plan approved by NYSDEC. Environmental oversight and monitoring would be conducted per the change of use work plan under the supervision of a licensed engineer, who would oversee the screening of excavated material, observe imported materials, and implement both a CAMP and stormwater pollution prevention plan. CAMP would be conducted in compliance with the New York State Department of Health and NYSDEC. If volatile organic compounds or particulate matter exceeds State levels, work would be halted, and corrective actions would be taken to abate emissions to protect public health and safety. Additionally, if required, a CHASP would be implemented for construction of the Proposed Development and reviewed and approved by NYSDEC prior to construction. With these measures in place and construction activities occurring pursuant a NYSDEC approved change of use work plan, there would be no potential for significant adverse open space impacts to Park users in the area of hazardous materials.

Potential Air Quality Effects

The Proposed Development has the potential to increase stationary and mobile source emissions within the Study Area; however, as detailed in Chapter 15 of this EIS " Air Quality," the Proposed Development would not result in significant adverse air quality impacts. Thus, the Proposed Development would not have the potential to result in significant adverse direct open space impacts to Park users in the area of air quality.

Potential Noise Effects

While the Proposed Actions would not result in a significant adverse noise impact to the Proposed Development, the Proposed Actions have the potential to result in a significant adverse noise impact to the Park from increased traffic volumes along Ring Road. Per the CEQR impact criteria, noise levels at the Park would increase by more than 3 dB(A) above a No-Action noise level of 62 dB(A) or more and is considered a significant adverse impact.

The nearby areas do not contain residential uses and are predominately used by transient park users (i.e., daytime users) for recreational uses. These users are currently exposed to noise generated by nearby roadways as well as other recreational users (including for organized sports, public gatherings, recreational events, barbecues, and picnics) and this area is not an area used for serenity and quiet. Measures to mitigate these significant adverse impacts would be explored between Draft and Final EIS and would be outlined in Chapter 22 of this EIS, "Mitigation."

While the Proposed Actions have the potential to result in a significant adverse noise impact to the Park, this would not result in a significant adverse open space impact. With-Action noise levels would not exceed 85 dB(A) – the exposure level that the *CEQR Technical Manual* indicates can harm hearing. Further, noise levels would not exceed 70 to 75 dB(A), the CEQR threshold for "nuisance levels" for outdoor noise. The effects of the project-generated vehicular noise would be greatest near Ring Road and less in other areas farther away, such as the barbeque areas near the waterfront.

With the Proposed Actions, park users could continue to use the recreational uses throughout the Park. While areas closest to Ring Road may be louder, as users move farther from the roadway, noise levels from project-generated traffic along Ring Road would decrease. Thus, the Proposed Actions do not have the potential to result in significant adverse open space impacts due to noise.

Ring Road

In the With-Action Condition, the approximately 2.41 acres of Ring Road's roadbed would be widened to up to 2.77 acres. West of the Whitestone Bridge and the Hutchinson River Expressway, Ring Road would be mapped as a 60-foot-wide street,[14] except for where the roadway would be narrowed to avoid an existing freshwater wetland near the southern edge of the roadway. The roadway near the wetland, and under the Hutchinson River Expressway overpass, would be 45 feet wide (see Figure 5-5). East of the expressway and north of the Development Site, the roadway would be 38 feet wide.

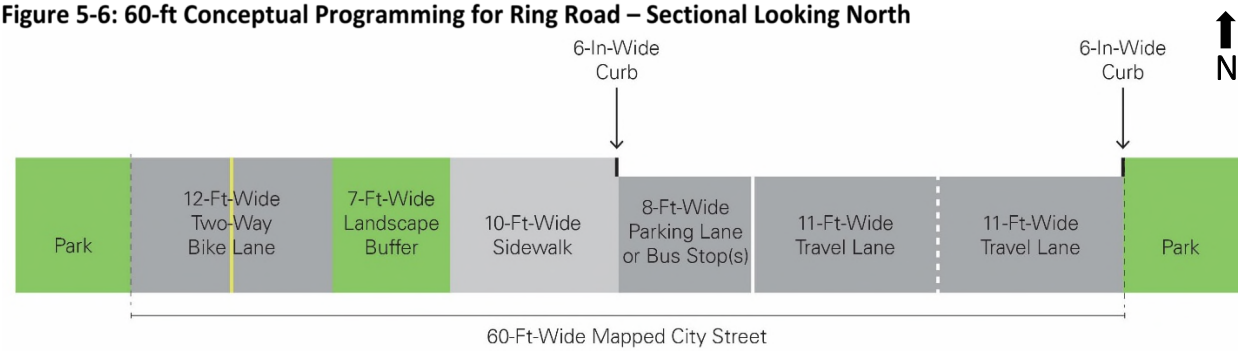
Figure 5-5: Ring Road Proximity to Existing Wetland



[14] See Footnote 3.

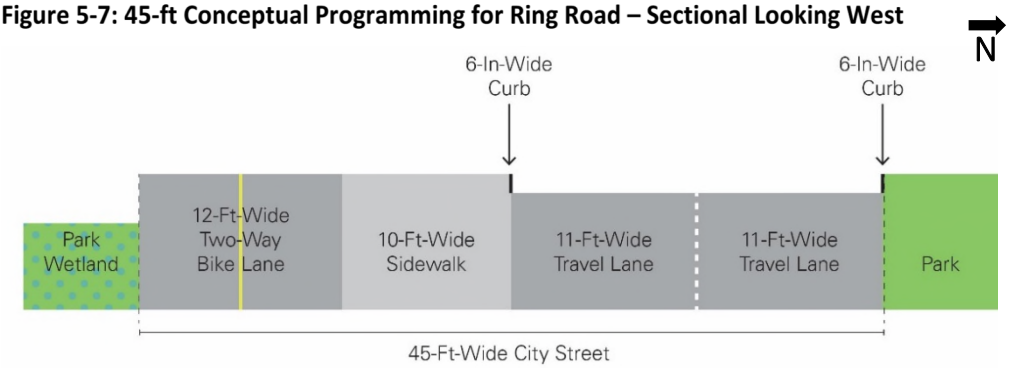
As shown in Figure 5-6, the approximately 24-foot roadbed of Ring Road west of the expressway would be widened to approximately 30 feet allowing two 11-foot-wide lanes of vehicular traffic and an additional eight-foot-wide lane for on-street parking. Six-inch curbs would be provided on either side of the roadway. The parking lane would have the potential to also serve as a future bus stop in locations approved by NYCDOT and MTA. Additional improvements to Ring Road would include a 10-foot-wide sidewalk and a 12-foot-wide, two-way protected bike lane. Pedestrian crosswalks would be provided to safely traverse from the two sides of the Park. Therefore, the Proposed Actions would expand public access to the Park and provide enhanced infrastructure, and therefore added safety, for pedestrians and cyclists.

Figure 5-6: 60-ft Conceptual Programming for Ring Road – Sectional Looking North



To avoid disturbance of the existing freshwater wetland near the southern tip of Ring Road, the planting strip and parking lane would be eliminated near and beneath the Whitestone Bridge. The width of the two 11-foot-wide travel lanes would be consistent along Ring Road. Near the wetland and in front of the Development Site, Ring Road would be mapped and constructed to a width of 45 feet, as shown in Figure 5-7.

Figure 5-7: 45-ft Conceptual Programming for Ring Road – Sectional Looking West

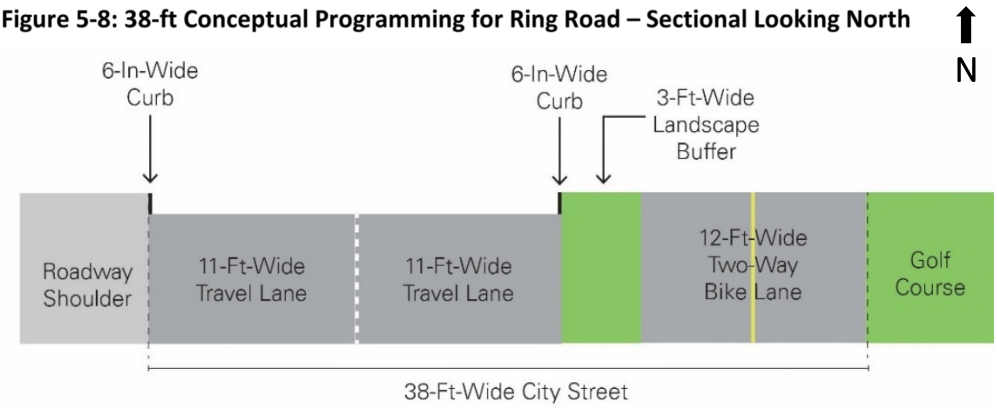


Along Ring Road, a new traffic control is proposed to enhance pedestrian safety when crossing Ring Road. Proposed safety measures on Ring Road include a new traffic light, formalized pedestrian crossings, and striping.

Along Ring Road, the roadbed would be striped to include two eleven-foot-wide travel lanes with six-inch curbs on either side. This configuration would remain consistent throughout the entirety of the redeveloped roadway, except a third vehicular lane would be developed east of the Whitestone Bridge and on the approach to the Proposed Facility's driveway.

North of the Development Site, Ring Road is constrained by the Hutchinson River Expressway to the west and the Park to the east. In this area north of the Development Site, the street would be mapped and constructed to a 38-foot width. The existing roadway also include a three-foot-wide landscaped buffer and a 12-foot-wide bike lane (see Figure 5-8).

Figure 5-8: 38-ft Conceptual Programming for Ring Road – Sectional Looking North



In connection with the Proposed Facility, Bally's would design and construct Ring Road in coordination with NYCDOT, NYCDEP, and NYC Parks, with additional input from MTA Bridges and Tunnels. These improvements would implement the recommendations of the *Hutchinson River Parkway Transportation Corridor Study* and increase the capacity of Ring Road. New signalized intersections are preliminarily proposed – subject to input from NYCDOT, NYCDEP, NYC Parks, and MTA – to enhance pedestrian safety and introduce new opportunities for pedestrians to cross the street. Potential preliminary locations include south of Schley Avenue near the entrance to the MTA office building and/or near the potential MTA bus stop location, which may be developed north of the existing striped pedestrian crosswalk along Ring Road that connects the Park's parking lot to the existing trails within the Park. The new signals would enhance pedestrian, cyclist, and vehicular connections across Ring Road and introduce traffic calming measures. These preliminary signalized intersection locations are subject to change pending further consultation with applicable regulatory agencies.

The anticipated improvements to Ring Road would create new and safer pedestrian and cycling connections under the Whitestone Bridge, thereby better connecting the eastern and western portions of the Park. Improvements would be made in coordination with NYCDOT, NYC Parks, NYCDEP, and Bally's, with additional input from MTA Bridges and Tunnels.

Improvements to Ring Road would create a new formal connection for pedestrians and cyclists underneath the Whitestone Bridge, thereby connecting existing facilities on the east and west side of the bridge. The proposed connection would link to existing pedestrian pathways that extend to the eastern edge of the Park and connect to Emerson Avenue at its intersection with Harding Avenue. Thus, pedestrian connections between the east and west portions of the Park would be improved with the Proposed Actions. The improvements under the Whitestone Bridge would also create new pedestrian connections between the Development Site and the Ferry Point Park's Ferry Stop located at the southwest corner of the Park.

To manage stormwater on Ring Road and to reduce the potential for flooding, drainage improvements would be made to the roadway in coordination with NYCDOT and NYCDEP (and NYSDEC, if applicable).

Construction of Ring Road

Up to 30 trees may be removed because of the widening of Ring Road. The removal of trees would only be considered if no other feasible options to preserve these trees are available. If trees are removed, which would be under the jurisdiction of NYC Parks, an NYC Parks permit would be required. Bally's would follow the NYC Tree Valuation Protocol to determine the value of the tree and the fee for replacement.

Improvements to Ring Road would occur over several months towards the end of the construction duration for the Proposed Facility and replacement golf clubhouse. One travel lane would be maintained at all times for users to access and egress the Park. Because there is no formal pedestrian or biking path along Ring Road, no direct effect to the existing Park users would occur during construction of the Ring Road improvements. Additionally, the existing parking spaces west of the Hutchinson River Expressway for Park users would remain during and after construction of the improvements to Ring Road.

After improvements to Ring Road are finalized, the City Street would include a biking and pedestrian connections beneath the Whitestone Bridge to link Park users to the east and west portions of the Park. Additional street parking and a potential MTA bus stop would also be included for Park users and stormwater drainage would be improved to meet NYCDOT and NYCDEP regulations. Thus, improvements to Ring Road would have a positive direct effect to the Park.

Other Improvements to the Park

The Proposed Actions would not preclude the ability for NYCDOT to construct the proposed wetlands mitigation project, which would be constructed independent of the Proposed Actions.

Replacement Parkland and Park Improvements

In the With-Action Condition, park improvements and replacement parkland would be provided consistent with the requirements of the State alienation legislation. Bally's would contribute funds to the City of New York to be devoted to NYC Parks for such public improvements (or perform the improvements at NYC Parks' direction) and would deed the designated new parkland to NYC Parks.

Indirect Effects of Displaced Open Space on Residents

With the Proposed Actions, up to 12.36 acres of passive and active open space would be removed from the Park and used for a non-park use. This would include the existing golf clubhouse and portions of paved walkways and landscaped areas within the Golf Course to construct the Proposed Facility and replacement golf clubhouse. Landscaped areas along the exterior edge of Ring Road would be removed to widen Ring Road and provide pedestrian and cycling infrastructure.

Table 5-7: Area to be Removed from the Park's Open Space

Area	Acreage
Ring Road Roadbed With-Action Acreage	2.77
Ring Road Roadbed Existing Acreage[1]	2.41
Area to be Removed from the Park's Open Space	0.36
Disposition Parcel	15.73
Surface Parking Lot	3.73
Area to be Removed from the Park's Open Space[2]	12.00
Total Area to be Removed from the Park's Open Space	**12.36**

1. The existing acreage of Ring Road is not public open space available for recreational purposes.
2. Only the acreage considered public open space was considered within the acreage of Park; therefore, the existing surface parking lot was excluded from the existing acreage of open space for Ferry Point Park and is not included as open space removed from the Park.

The Residential Study Area would have at least 399.08 acres of open space in the With-Action Condition, and an overall residential OSR of 18.32. Table 5-8 shows the change in OSRs between the No-Action and With-Action conditions and shows that the reduction to the residential open space OSR would be below the CEQR impact threshold of 5 percent.

Table 5-8: Percent Change in Open Space Ratio

Study Area Res. Population	Type	Acreage	OSR[1]	OSR Planning Goal
No-Action Condition				
21,789	Active	239.14	10.98	2.00
	Passive	172.30	7.91	0.50
	Total	**411.44**	**18.88**	**2.50**
With-Action Condition				
21,789	Active	230.08	10.56	2.00
	Passive	169.00	7.76	0.50
	Total	**399.08**	**18.32**	**2.50**
Increment				
0	Active	- 9.05	- 0.42	
	Passive	- 3.10	- 0.15	
	Total	**- 12.36[2]**	**- 0.57**	
Percent Change				
	Active (%)	- 3.79	- 3.79	
	Passive (%)	- 1.92	- 1.92	
	Total (%)	**- 3.00**	**- 3.00**	

1. Open Space Ratio = Acres of Open Space/ residential population * 1,000. Numbers may not add because of rounding.
2. The public open space to be removed from the Park on the Development Site was considered 75 percent active and 25 percent passive. The area of the Park to widen Ring Road was considered 85 percent passive and 15 percent active.

As noted in Table 5-8, the active OSR would decrease by 3.79 percent and the passive OSR would decrease by 1.92 percent. The With-Action Condition passive OSR of 7.76 would be more than 15 times greater than the City's guideline of 0.50 acres of passive space per 1,000 residents. The active OSR of 10.56 would be more than five times greater than the City's guideline of 2.00 acres of active space per 1,000 residents.

The overall OSR of 18.32 would be more than seven times greater than the City's guideline of 2.5 acres per 1,000 residents. The Proposed Actions would reduce the overall residential OSR from 18.88 to 18.32, a reduction of 3.00 percent. Thus, the Proposed Actions would not reduce the overall residential OSR by more than the CEQR impact threshold of 5 percent and would not result in a significant adverse indirect impact to open space for residential users.

Direct Effects Conclusion

Of the Park's 413.80 acres, approximately 398.30 acres are accessible to the public and used for recreational purposes. The approximately 12 acres that support the Golf Course would be displaced to facilitate the construction of the Proposed Facility on the Development Site (and approximately 3.73 acres of surface parking lot that is not considered a recreational use). Approximately 0.36 additional acres would be displaced to widen the roadbed of Ring Road, a NYC Parks roadway. Additional acreage would be alienated to map the roadway as a City Street under the jurisdiction of NYCDOT and would no longer be under the jurisdiction of NYC Parks.[15] Additionally, DCP found in 2015 that the roadway did not have the necessary facilities to support the current volumes of traffic and did not provide adequate access and crossing points for pedestrians.

The removal of up to 12.36 acres would represent less than five percent of the Park's acreage. Core recreational facilities – including the Golf Course, sports fields, barbeque areas, public restrooms, dog-friendly areas, and the Ferry Point Park ferry stop – would not be altered and would continue to be available to park users. The age characteristics of the Residential Study Area and the guidance of the *CEQR Technical Manual* indicate a demand for playgrounds, grassy or hard-surfaced open spaces, court spaces, little league fields, ballfields, court games, and field sports. The Park contains a playground, ballfields, courts games, and field sports, and none of these facilities would be displaced.

The open space acreage that comprises the Development Site contain uses that predominately support the Golf Course, including the clubhouse, a parking lot, paved walkways, landscaped areas, and the Golf Course practice area. The 18 holes that comprise the Golf Course would remain absent mitigation due to the potential shadow impacts and would continue to be open to the public in the With-Action Condition. Replacement of the clubhouse, practice areas, and parking would provide new amenities comparable to the uses that would be removed. The comparable replacement amenities would continue to serve the populations that would be affected by the proposed direct effects to the Park.

The Development Site includes the Waterfront Access Roadway, which connects a parking lot to the south of the Development Site to Ring Road. Public access along this roadway would be retained with the Proposed Actions, thereby retaining access to areas of the Park to the south of the Proposed Facility.

Ring Road functions as a park roadway and is used by pedestrians, cyclists, and motorists to access and egress the Park. With the Proposed Actions, Ring Road would be converted from open space to a City Street, thereby implementing a recommendation of the

[15] As a part of the alienation of parkland, NYC Parks requested several improvements be performed at Ferry Point Park, including the pedestrian and bike connection underneath Ring Road. Therefore, while this improvement would be mapped within the City Street, it would serve the public for active and passive recreational uses and would not be considered acreage that is removed from the Park.

Hutchinson River Parkway Transportation Corridor Study, a study published by DCP in 2015. The conversion to a City Street would better support pedestrians, cyclists, and motorists that use the Park because:

- Ring Road's roadbed and gravel area would be expanded from approximately 24 feet to up to about 30 feet to allow two lanes of vehicular traffic and one lane for new on-street parking or a bus stop(s);
- New signalized crossings would be created to assist pedestrians cross the street and calm traffic along Ring Road; and
- New infrastructure would be installed in Ring Road to manage stormwater and reduce the potential for flooding in Ring Road.

Improvements to Ring Road would be designed and constructed in coordination with NYCDOT, NYC Parks, and NYCDEP to improve facilities for pedestrians, cyclists, and motorists. The improvements to Ring Road would also create new and safer connections under the Whitestone Bridge for pedestrians and cyclists by creating a sidewalk and bike lane where none currently exists. Improvements would also be made to better handle stormwater and reduce the potential for flooding along Ring Road. Additional street parking and a potential MTA bus stop would also be included for Park users. Thus, improvements to Ring Road would enhance the visitor experience and result in a positive direct effect to the Park.

If required, trees would be removed in coordination with NYC Parks after receiving an NYC Parks permit. Bally's would follow the NYC Tree Valuation Protocol to determine the value of the tree and the fee for replacement. Because no formal pedestrian or biking path along Ring Road exists, no direct effect to the existing Park users would occur during construction of the Ring Road improvements. Additionally, the existing parking spaces west of the Hutchinson River Expressway for Park users would remain available to the public during and after construction of the improvements to Ring Road.

The Proposed Actions would not introduce a new residential population; however, the displacement of open space has the potential to alter the acreage of open space per 1,000 residents. In the With-Action Condition, the Residential Open Space Study Area would have an OSR of 18.32 acres of open space per 1,000 residents, a 3.00 percent decrease compared to the No-Action Condition. For passive space, the Residential Study Area's OSR would continue to be more than 15 times greater than the City's guideline of 0.50 acres of passive space per 1,000 residents. The active OSR would be more than five times greater than the City's guideline of 2.00 acres of active space per 1,000 residents. Overall, the With-Action OSR would be more than seven times the City's planning goal of 2.50 acres per 1,000 residents and would not result in a significant adverse indirect impact for residential users.

In the With-Action Condition, park improvements and replacement parkland would also be provided consistent with the requirements of the State alienation legislation. Bally's would contribute funds to the City of New York to be devoted to NYC Parks for such public improvements (or perform the improvements at NYC Parks' direction) and would deed the designated new parkland to NYC Parks.

Indirect Effects (Non-Residential Open Space Analysis)

Development Site

The Proposed Facility and new golf clubhouse would add up to 6,450 non-residents (5,800 visitors and 650 workers) during peak business hours. Based on other gaming facilities operated by Bally's, the Proposed Facility is expected to experience peak operations on Saturday evenings, outside the hours of the Park's peak usage.

With the addition of up to 6,450 workers or visitors over the No-Action, the Proposed Actions would result in a passive non-residential OSR of 25.08 in the Study Area. The With-Action Condition's OSR would be more than 167 times the *CEQR Technical Manual*'s guideline of 0.15 acres per 1,000 non-residents. Table 5-9 shows the change in the OSRs between the No-Action and With-Action conditions.

Table 5-9: Percent Change in Passive Open Space Ratio

Condition	Study Area Non-Res. Pop.	Acreage	OSR[1]	OSR Planning Goal
No-Action	250	171.37	685.48	0.15
With-Action	6,700	168.06	25.08	0.15
Increment	6,450	- 3.31	- 660.40	-
Percent Change	-	- 1.93%	-96.34%	-

1. Values are rounded to the nearest hundredth

With the Proposed Actions, the passive OSR would continue to be significantly above the *CEQR Technical Manual* impact threshold of 0.15 acres of passive open space per 1,000 non-residents within the non-residential Study Area.

Indirect Effects Conclusion

The *CEQR Technical Manual* states that a significant adverse indirect non-residential open space impact may occur if a project would decrease the passive OSR below 0.15 acres of passive space per 1,000 non-residents. As noted in Table 5-9, the Study Area would have an OSR of 25.08 in the With-Action Condition, more than 167 times above 0.15 acres per 1,000 non-residents. Therefore, the Proposed Actions would not result in a significant adverse indirect open space impact for non-residential users.