

Chapter 3L: Construction Land Use and Neighborhood Character

A. INTRODUCTION

This chapter assesses potential effects on land use and neighborhood character during the construction period for Phase II under the Extended Build-Out Scenario. As described in the *City Environmental Quality Review (CEQR) Technical Manual*, a land use and neighborhood character assessment for construction impacts looks at the construction activities that would occur on the site (or portions of the site) and their duration. The analysis determines whether the type and duration of the activities would affect neighborhood land use patterns or neighborhood character.

The section begins with a description of existing land use and neighborhood character conditions, highlighting those features that would be considered defining characteristics of the primary and secondary study areas. Neighborhood character is defined in the *CEQR Technical Manual* as an amalgam of various elements that give neighborhoods their distinct “personality.” These elements may include a neighborhood’s land use, open space, urban design, visual resources, historic resources, socioeconomics, traffic, and/or noise. Not all of these elements affect neighborhood character in all cases; a neighborhood usually draws its character from a few determining elements. The assessment of impacts of construction on neighborhood character allows for consideration of the cumulative effects of construction in the relevant technical areas described above.

The Existing Conditions discussion is followed by a description of anticipated land use and neighborhood character changes that will take place in the future without Phase II construction. Next, the section describes the progression of land use changes on the Phase II project site under the three illustrative construction phasing plans, and examines the potential for significant adverse land use and neighborhood character impacts due to the prolonged construction period under the Extended Build-Out Scenario. Findings are compared to those presented in the 2006 Final Environmental Impact Statement (FEIS).

PRINCIPAL CONCLUSIONS

LAND USE

Consistent with the 2006 FEIS, this Supplemental EIS (SEIS) finds that construction of Phase II of the Project under the Extended Build-Out Scenario would not result in significant adverse land use impacts. Construction of Phase II would affect land uses on the project site and in immediately adjacent areas, which would be affected during the construction period by intermittent sidewalk closures, travel lane closures, and relocation of bus stops in the vicinity of the Phase II project site. To facilitate pedestrian flow through these areas, temporary sidewalks or sidewalk bridges adjoining the project site would be maintained to the extent practicable. Sidewalk and travel lane closures and bus stop relocations would be intermittent and temporary

and are not expected to result in any significant adverse impacts to the land uses surrounding the Phase II project site.

During the construction of Phase II, sites not under active construction would be maintained as under existing conditions, such as the continued existence of the open rail yard, or would have interim uses, such as for construction staging areas or surface parking for a prolonged period. The analysis in this SEIS assumes that the current interim parking and active uses would continue until the parcels they are located upon are developed. If the remaining structures on the Phase II project site were demolished earlier, these areas of the Phase II project site would remain undeveloped until the commencement of construction on those sites. The presence of these interim uses for an extended period of time would not be considered a significant adverse land use impact because these uses are not incompatible with surrounding land uses, and, in the case of the interim surface parking lot and open rail yard, would also be present in the Future Without Phase II condition. However, the Extended Build-Out Scenario would extend the duration of the surface parking lot and open rail yard compared with the construction schedule analyzed in the 2006 FEIS. The surface parking use that would be on Block 1129 for an extended period is a non-residential use, but the underlying manufacturing zoning that covers most of the block and most of the block immediately to the south allows a range of commercial and manufacturing uses. The surface parking use is also consistent with the mix of industrial, commercial and residential uses that are located on the block to the south. The perimeter of the surface parking lot on Carlton Avenue, Dean, Vanderbilt, would be fenced with a landscaped border, providing a visual buffer for pedestrians and residents.

Areas closest to the Phase II project site lack the cohesive character of the cores of their neighborhoods, indicative of the transitional character of these areas. As Phase II building are completed over the course of the Extended Build-Out Scenario, the existing uses on the Phase II project site (construction staging areas, interim parking areas, interim storage uses, and the open rail yard) would be replaced incrementally with permanent residential, commercial, community facility, open space, and parking uses. These new uses would incrementally integrate with adjacent neighborhoods, which include a mix of residential, commercial, community facility, open space, and parking uses, as well as some light industrial uses in certain areas.

Although Phase II under the Extended Build-Out scenario anticipates a prolonged construction schedule compared with the 2006 FEIS, the level of construction activity would vary and move throughout the Phase II project site, and no area would experience the immediate effects of the Project's construction activities for the full project construction duration. Since, overall, construction would not significantly change or affect land use or land use trends in the surrounding area, there would be no significant adverse impacts to land use.

NEIGHBORHOOD CHARACTER

Construction of Phase II of the Project under the Extended Build-Out Scenario is not expected to result in significant adverse neighborhood character impacts in neighborhoods surrounding the Phase II project site; however, increased traffic, noise, and views of construction activity would result in significant adverse localized neighborhood character impacts in the immediate vicinity of the Phase II project site. During construction, the project site and the immediately surrounding area would be subject to added traffic from construction trucks and worker vehicles and partial sidewalk and lane closures; in particular, construction traffic and noise would change the quiet character of Dean Street, Pacific Street and Carlton Avenue in the immediate vicinity of the project site. In addition, staging activities, temporary sidewalks, construction fencing, and

construction equipment and building superstructure would be visible to pedestrians in the immediate vicinity of the Phase II project site. Consistent with the 2006 FEIS, this SEIS concludes that Phase II construction would result in significant adverse localized neighborhood character impacts in the immediate vicinity of the project site.

These impacts would occur for a longer period of time than what was contemplated in the 2006 FEIS, as the duration of construction activities for Phase II under the Extended Build-Out Scenario would be 18 years, compared with six years in the 2006 FEIS. The impacts would be localized, confined largely to Dean Street, Pacific Street, and Carlton Avenue, and no immediate area would experience the effects of the Project's construction activities for the full project construction duration. Measures to control noise, vibration, and dust on construction sites, including the erection of construction fencing, would reduce views of construction sites and buffer noise emitted from construction activities, and sound barriers would be used to reduce noise from particularly noisy activities where practicable. However, significant traffic and noise impacts and the effects of views of the construction sites would affect neighborhood character in the areas immediately adjacent to the Phase II project site for a prolonged period under the Extended Build-Out Scenario.

Consistent with the 2006 FEIS, this SEIS finds that construction of Phase II of the Project would not result in significant adverse neighborhood character impacts beyond the significant adverse localized impacts in the immediate vicinity of the project site. Phase II construction is not expected to result in significant adverse impacts to socioeconomic conditions or open space, technical areas which based on the *CEQR Technical Manual* have the potential to affect neighborhood character. Similarly, Phase II construction is not expected to result in significant adverse impacts to urban design or visual resources. While the visibility of Phase II construction activity would be prolonged under the Extended Build-Out Scenario compared with the schedule analyzed in the 2006 FEIS, a pedestrian would experience positive changes to the urban design and visual character of the Phase II project site over the course of the construction period, and there would be measures in place to minimize noise, vibration, and dust on construction sites—and thus to minimize the potential effects of such construction elements on the pedestrian experience—as well as to reduce views of construction sites. Traffic impacts could be mitigated at all but five intersections in the ¼-Mile Primary Study Area, and noise impacts would occur primarily on blocks immediately adjacent to the Phase II project site. The significant adverse passive open space impact from Phase I would be temporary, and would be alleviated as the Phase II open space comes on line.

As detailed in Chapter 3C, “Construction Socioeconomic Conditions,” Project development to date has not led to disinvestment in the ¼-Mile Area, and case studies of other major multi-building development sites in New York City that have experienced prolonged construction and/or periods of construction delay indicate that such projects have not led to decreased property values or other signs of disinvestment in surrounding neighborhoods. Based on these findings, the prolonged Phase II construction under the Extended Build-Out Scenario is not expected to lead to substantial changes in property values or neighborhood conditions in the ¼-Mile Primary Study Area or the ¾-Mile Secondary Study Area that in turn would result in significant adverse neighborhood character impacts.

B. SUMMARY OF FINDINGS OF PREVIOUS ENVIRONMENTAL REVIEWS

The 2006 FEIS found that no portion of the project site would be subject to the full effects of the construction for the entire construction period. The 2006 FEIS noted that although construction activities would be disruptive and concentrated on some blocks for an extended period of time, there would be measures in place to control noise, vibration, and dust on construction sites, to reduce views of construction sites, and to buffer noise emitted from construction activities. The 2006 FEIS found that during construction of the Project, the character of the project site would change from an underutilized and blighted area to one of construction activity during the construction period. The existing uses on the site at the time of the 2006 FEIS were found not to contribute to a vibrant neighborhood character, and it was concluded in the 2006 FEIS that their replacement with construction activities would not result in significant adverse impacts to the larger neighborhoods surrounding the project site. However, the 2006 FEIS concluded that construction activity associated with the Project would have significant adverse localized neighborhood character impacts in the immediate vicinity of the project site during Project construction (Phase I and Phase II). The degree of this impact would depend on the type of construction activity being performed, the location and the expected length of the period of disruption, and the character of the immediately adjacent neighborhoods.

C. STUDY AREAS

The assessment of land use and neighborhood character utilizes two study areas: a ¼-Mile Primary Study Area and a ¾-Mile Secondary Study Area (see **Figure 3L-1**). As detailed in previous chapters, most construction period effects (e.g., visual sight lines to the Phase II project site, construction noise, temporary sidewalk and lane closures) would be limited to the area immediately surrounding the Phase II project site. These are discussed in the context of the ¼-Mile Primary Study Area. Existing and future No Build conditions in the ¾-Mile Secondary Study Area are described to provide context for the land uses and neighborhood character of the ¼-Mile Primary Study Area, and to capture the full extent of significant adverse traffic impacts anticipated during Phase II construction.

The ¼-Mile Primary Study Area is roughly bounded by Lafayette, Greene, and Gates Avenues to the north; Baltic Street and Park Place to the south; St. James Place and Washington Avenue to the east; and Nevins Street to the west. The ¾-Mile Secondary Study Area is roughly bounded by Tillary Street and Myrtle, Willoughby, and DeKalb Avenues to the north; Third Street and Eastern Parkway to the south; Bedford and Franklin Avenues to the east; and Boerum Place to the west.

D. EXISTING CONDITIONS

This section describes the predominant land uses on the Phase II project site and in the ¼-Mile Primary Study Area and ¾-Mile Secondary Study Area, as well as neighborhood characteristics such as historic districts, road networks, and visual resources.

PHASE II PROJECT SITE

The Phase II project site consists of Blocks 1120 and the western portion of Block 1128, located between Sixth Avenue and Carlton Avenue, and Blocks 1121, and 1129, located between Carlton Avenue and Vanderbilt Avenue. As described in Chapter 1, “Project Description,” most

uses and buildings on the Phase II project site that existed at the time of the 2006 FEIS have been removed. Block 1120, a long rectangular block between Atlantic Avenue and Pacific Street, is largely occupied by the below-grade Vanderbilt Yard and there are also two privately owned storage facilities that are located at-grade, fronting on Atlantic Avenue. Only the western end of Block 1128 is on the Phase II project site. Existing uses on this block include interim space for Arena broadcasting, a privately owned storage/warehousing use, and three residential buildings. The remainder of Block 1128 is outside the Phase II project site. Fronting on Atlantic Avenue, Block 1121 is occupied by the rail yard; there are no structures remaining on this block. Block 1129 contains an interim surface parking lot for the Barclays Center arena. The only structure remaining on this block is a six-story manufacturing building that is used by the project sponsors on an interim basis as a construction field office. The Phase II project site includes the street bed of Pacific Street between Carlton and Vanderbilt Avenues, which is used as a construction staging area and for access and egress to the Block 1129 parking lot.

PHASE I PROJECT SITE AND ¼-MILE PRIMARY STUDY AREA

The ¼-Mile Primary Study Area includes the Phase I project site as well as parts of the neighborhoods of Boerum Hill, Downtown Brooklyn, Fort Greene, Clinton Hill, Prospect Heights, and Park Slope. As shown in **Figure 3L-2**, the ¼-Mile Study Area contains a wide mix of residential, office, retail, community facility/institutional and industrial uses.

The Phase I project site contains Block 927 (west of Flatbush Avenue) and Block 1118 (the Arena Block, between Flatbush Avenue and Sixth Avenue). Block 927 contains two one-story commercial buildings and a surface parking lot. The easternmost building on Block 927 is occupied by a sporting goods store and the building on the western portion of the block is occupied by an appliance store. A small triangular lot at the eastern tip of the block, which contains the 0.12-acre Brooklyn Bear's Pacific Street Community Garden, is not part of the Phase I project site. Block 1118 contains the Barclays Center arena, Daily News Plaza, a bicycle parking area, and construction and staging areas. Barclays Center Arena opened in 2012, as part of Phase I of the project. The arena hosts the Brooklyn Nets professional basketball team, along with concerts, conventions, and other events. Beginning in 2015, it will also be the home of the New York Islanders professional hockey team. Daily News Plaza is an interim open space use, and includes an entrance to the Atlantic Avenue-Barclays Center subway station, as well as plantings and seating. Construction is currently underway for the first Phase I residential building—Building 2—with an anticipated completion date of 2014. Planning for the construction of Building 3 and Building 4 is currently underway.

Beyond the Phase I project site, Boerum Hill, Fort Greene, Clinton Hill, Prospect Heights, and Park Slope are predominantly residential neighborhoods that contain a mixture of residential, commercial, community facility/institutional, and some industrial uses. A defining characteristic of these neighborhoods is their housing stock, which is primarily comprised of three- and four-story rowhouses, many of which are preserved by historic district designations that blanket portions of the ¼-Mile Primary Study Area and extend into the ¾-Mile Secondary Study Area. Historic districts in the ¼-Mile Primary Study Area include the Brooklyn Academy of Music Historic District, Fort Greene Historic District, Clinton Hill Historic District, Prospect Heights Historic District, and Park Slope Historic District and Extension.

The ¼-Mile Primary Study Area also includes the Atlantic Terminal Houses New York City Housing Authority (NYCHA) housing development, which is a large mid-century development in a tower-in-the-park configuration, north of the project site. Modern residential towers are

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found along 4th Avenue in Park Slope and in Downtown Brooklyn, and new, lower-scale infill developments are found throughout the ¼-Mile Study Area.

The ¼-Mile Primary Study Area contains a lively mix of retail, including restaurants and bars, clothing stores, antique stores, neighborhood services, and other retail uses. Retail uses are generally situated along major thoroughfares such as Flatbush Avenue, Fifth Avenue, Atlantic Avenue, Fulton Street, and Vanderbilt Avenue, which extend from the ¼-Mile Study Area into the Secondary Study Area. As described in Chapter 3C, “Construction Socioeconomic Conditions,” Vanderbilt Avenue is the primary retail corridor in the Prospect Heights portion of the ¼-Mile Study Area. Many of the other retail corridors in the ¼-Mile Primary Study Area run along neighborhood boundaries; for example, the 4th Avenue retail corridor separates Park Slope and Boerum Hill and the western portion of the Atlantic Avenue retail corridor separates Boerum Hill and Downtown Brooklyn. The largest commercial uses in the ¼-Mile Primary Study Area—Atlantic Center and Atlantic Terminal—are located at the intersection of Atlantic Avenue and DeKalb Avenue, directly north of the Phase I development site, near the below grade terminal for the Long Island Rail Road.

Industrial uses in the ¼-Mile Primary Study Area consist primarily of low-scale factory buildings and warehouses. Community facilities and institutional uses in the ¼-Mile Study Area include schools, places of worship, fire and police stations, social services facilities, and the Brooklyn Academy of Music (BAM).

The street network in the ¼-Mile Primary Study Area includes a number of principal arterials carrying heavy volumes of through traffic, as well as minor roadways serving local traffic. As described in Chapter 4D, “Operational Transportation,” the principal arterials providing access to the project site are Atlantic Avenue bordering the project site on the north, Flatbush Avenue bordering the Arena block on the west, and 4th Avenue to the west of Flatbush Avenue. These arterials are characterized by heavy volumes of traffic, particularly during peak hours, and noise levels consistent with this type of traffic activity. Other streets that traverse or border the Phase II project site include 6th, Carlton, and Vanderbilt Avenues, and Pacific and Dean Streets. Dean and Bergen Streets function as a one-way east-west couplet on the southern boundary of the project site. There are bike lanes on both Dean and Bergen Streets, and the B65 bus route traverses both streets. The entrance to the Arena’s loading dock is located on Dean Street, west of 6th Avenue.

As described in Chapter 3F, “Construction Urban Design and Visual Resources,” visibility of the project site differs based on location, topography, and urban fabric but is generally limited to the immediate surrounding areas, since intervening buildings and the narrowness of many of the surrounding roadways obstruct many pedestrian-level views. No viewpoint provides views of the entirety of the Phase II project site. Most views to the Phase II project site from the surrounding area are limited to directly adjacent portions.

Open spaces in the ¼-Mile Primary Study Area include New York City Department of Parks and Recreation (DPR)-owned playgrounds, playing courts, and passive open spaces, public school and public housing open spaces, and privately owned publicly accessible passive open spaces. Open spaces in closest proximity to the Phase II project site include South Oxford Playground north of Block 1120, Dean Playground south of Block 1128, and Brooklyn Technical High School’s Charles B. Wang Field north of Block 1121.

Overall, the land use character of the ¼-Mile Primary Study Area is mixed land use types, building types, and level of vehicular and pedestrian activity. Defining features of neighborhood

character in the ¼-Mile Primary Study Area include the three- and four-story rowhouses that line the streets in many portions of the area, the mix of retail uses and the Arena, and high levels of pedestrian activity along retail corridors and surrounding rail and transit stations. The open rail yard is also a defining feature of the ¼-Mile Primary Study Area, although this has historically detracted from, rather than enhanced, the neighborhood character of the areas immediately surrounding the project site.

¾-MILE SECONDARY STUDY AREA

The ¾-Mile Secondary Study Area extends farther into Fort Greene and Clinton Hill to the north, Downtown Brooklyn to the northwest, Boerum Hill to the west, Park Slope and Prospect Heights to the south, and also extends into Bedford-Stuyvesant to the east and Gowanus to the southwest.

The ¾-Mile Secondary Study Area generally features the same land use characteristics as the ¼-Mile Primary Study Area, including a mix of residential, commercial, institutional/community facility, and some industrial uses. The Downtown Brooklyn portion contains more high-density uses, including the concentration of office uses in the MetroTech development, and recently constructed high-rise residential towers of up to 51 stories. The Gowanus portion contains predominantly light industrial and manufacturing uses, although there is a greater trend towards retail and residential uses, particularly on and around Third and Fourth Avenues.

The ¾-Mile Secondary Study Area contains a variety of housing types. Rowhouses typify many of the area's residential blocks, particularly in Park Slope, Fort Greene, Clinton Hill, Prospect Heights, and Bedford-Stuyvesant. A number of residential blocks in the ¾-Mile Secondary Study Area are protected by the historic districts mentioned above as well as the Boerum Hill Historic District in the western portion of the study area. In the proximity of Grand Army Plaza (south of Sterling Place and west of Underhill Avenue) are apartment buildings ranging in height from 4 to 15 stories, and many new apartment buildings of up to 12 stories are located on Fourth Avenue. In addition, there are several public housing developments in the Boerum Hill, Gowanus, Fort Greene, and Downtown Brooklyn subareas, and a concentration of Mitchell-Lama housing in the Clinton Hill and Fort Greene subareas. Many of these mid-century buildings were built on superblocks in a tower-in-the-park configuration.

Community facilities and institutional uses in the ¾-Mile Secondary Study Area include schools, libraries, hospitals, police and fire stations, and social services facilities. Long Island University, the Brooklyn Hospital Center, Pratt Institute, Brooklyn Museum, Brooklyn Public Library, and Brooklyn Technical High School are some of the notable community facilities and institutional uses located in the ¾-Mile Secondary Study Area. Open spaces that are distinguishing features of the ¾-Mile Secondary Study Area include Fort Greene Park and Prospect Park.

Industrial uses in the ¾-Mile Secondary Study Area are concentrated in the Prospect Heights and Gowanus neighborhoods. The largest concentration of commercial use in the ¾-Mile Secondary Study Area is in Downtown Brooklyn, which includes office and retail space. The ¾-Mile Secondary Study Area also includes a number of major retail corridors, including portions of 4th Avenue in Gowanus and 5th and 7th Avenues in Park Slope; eastern and western portions of Atlantic Avenue; two blocks along Flatbush Avenue closest to Grand Army Plaza in the south; Franklin Avenue south of Atlantic Avenue; the Fulton Mall area in Downtown Brooklyn; Fulton Street east of St. James Place; Myrtle Avenue; Smith Street; a small portion of Vanderbilt Avenue; and Washington Avenue between Bergen Street and Eastern Parkway.

E. THE FUTURE WITHOUT PHASE II

PHASE II PROJECT SITE

In the Future Without Phase II, existing conditions on the Phase II project site are generally expected to remain in place. The open rail yards that currently occupy Blocks 1120 and 1121 would continue to operate and the open rail cut would not be platformed over. Interim uses, including the surface parking lot on Block 1129, would continue to operate indefinitely. Other existing uses, such as storage/warehousing uses, would be expected to remain.

In the Future Without Phase II, the defining feature of the Phase II project site would continue to be the open rail yard, which would remain as a physical and visual barrier that separates the neighborhoods of Boerum Hill, Fort Greene, Prospect Heights, and Park Slope.

¼-MILE PRIMARY AND ¾-MILE SECONDARY STUDY AREAS

In the Future Without Phase II, a continuation of current land use trends is expected, including new residential and commercial development. As shown on Table 2-1 in Chapter 2, “Analysis Framework,” substantial new development is anticipated in the primary and secondary study areas by 2035 in the Future Without Phase II.

New development is anticipated to be modest in neighborhoods such as Park Slope, Fort Greene, Prospect Heights, Clinton Hill, Bedford-Stuyvesant, and Boerum Hill, due to zoning regulations and historic district designations. New development in these neighborhoods is expected to primarily take the form of contextual in-fill residential buildings, as well as some modest commercial development in existing retail corridors.

Development is anticipated to be greatest in Downtown Brooklyn, where recent high-rise development trends are expected to continue with the completion of numerous major residential and commercial projects. These projects include City Point, which will include over 600,000 gross square feet (gsf) of commercial office and retail uses, as well as three residential towers containing approximately 1,235 residential units, upon completion. Major new development is planned and underway in the BAM Cultural District, including the BAM South Site, North Site I, and North Site II developments, which will collectively add over 1,000 residential units, over 50,000 square feet of retail uses, and over 70,000 square feet of cultural and community facility space. Additional development is also anticipated along Fourth Avenue, where new residential buildings of up to 12 stories are expected. There is also a trend towards the replacement of some industrial uses with new residential and commercial uses in Gowanus, which is slowly changing the character of that neighborhood.

Neighborhood character in the ¼-Mile Primary Study Area and the ¾-Mile Secondary Study Area would remain largely unchanged in the Future Without Phase II. As described above, modest contextual infill development is anticipated in most of the primary and secondary study area neighborhoods, due to zoning regulations and historic district designations. More intense development is anticipated in Downtown Brooklyn, in locations that are farther from the Phase II Project site and in an area where dense, high-rise development is already present. Within the ¼-Mile Primary Study Area and Phase I project site, the first phase of the Project will continue to be built out with the Urban Room and Buildings 1, 2, 3, and 4 and Site 5. Upon completion, this will positively impact neighborhood character, adding new residential population and additional vibrancy to the area. As described in Chapter 3F, “Construction Urban Design and

Visual Resources,” in the Future Without Phase II, the effect of Phase I of the Project on views of the Williamburgh Savings Bank would occur when Building 1 is completed.

As detailed in Chapter 4D, “Operational Transportation,” in the Future without Phase II, it is expected that vehicle trips in the study area will increase due to (a) the completion of the new residential, commercial and retail uses on Site 5 and the Arena Block associated with Phase I of the Project; (b) the development of new office/commercial, residential, cultural, community facility and retail space in Downtown Brooklyn and other neighborhoods in proximity to the project site; and (c) long-term background growth. Some intersections that are congested under Existing conditions are expected to worsen and additional locations are expected to become congested in one or more peak hours by 2035.

F. THE FUTURE WITH PHASE II CONSTRUCTION ACTIVITIES

This section describes the progression of land use changes on the Phase II project site under each of the three illustrative construction phasing plans, and assesses the potential for construction of Phase II under each of the three plans to result in significant adverse land use and neighborhood character impacts that were not previously identified in the 2006 FEIS.

CONSTRUCTION PHASING PLANS

As described in Chapter 3A, “Construction Overview,” the Phase II construction activities would be located on the eastern portion of the project site on Blocks 1120, 1121, 1128, and 1129. Under the Extended Build-Out Scenario, 11 new buildings (Buildings 5 through 15) and the associated open spaces would be constructed over a period of approximately 18 years, from 2018 to 2035. There are three illustrative construction phasing plans being considered for the purpose of analyzing construction impacts under the Extended Build-Out Scenario. These illustrative phasing plans are not intended to serve as a prediction of the exact schedule and sequence of the Phase II construction, but rather have been developed to illustrate how the timing of the construction of certain project components may vary and to provide for a reasonably conservative analysis of the range of environmental effects associated with a delayed build-out of Phase II. These construction phasing plans are discussed below as they relate to land use and neighborhood character.

In all of the three illustrative construction phasing plans, Block 1129 would be used to provide surface parking spaces in a temporary condition until they are located below-grade in conjunction with the build-out of the project buildings (Buildings 11, 12, 13, and 14) on Block 1129.

CONSTRUCTION PHASING PLAN 1

Figures 3A-4 through 3A-6 show the progression of land use changes on the Phase II development site under Construction Phasing Plan 1. Under this plan, the four proposed buildings along Dean Street between Carlton Avenue and Vanderbilt Avenue would be built out first, from west to east between 2018 and 2024. This would transform Block 1129 from an interim surface parking lot for the Barclays Center arena and a construction field office to a fully built-out block including residential buildings with ground floor retail, associated adjacent open space, and 1,796 to 1,846 below-grade parking spaces with access from Dean Street and Carlton and Vanderbilt Avenues. Starting in 2023, the current land uses on the western portion of Block 1128 (interim space for arena broadcasting, a storage use, and three residential buildings) would

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be replaced with Building 15, a residential building with ground floor retail along its street-facing facades, and 150 below-grade parking spaces accessed from Pacific Street. Building 15 may also contain, at the election of the New York City Department of Education, a public elementary school and intermediate school.

Upon completion of Blocks 1129 and 1128, there would be a two year period during which the platform for the Block 1121 buildings (Buildings 8, 9, and 10) would be built. Construction on Buildings 8, 9, and 10 would begin at the end of 2027. Construction on Block 1121 and the adjacent Pacific Street street bed would proceed west to east over a roughly four year period, transforming that area from an open rail yard and construction staging area to publically accessible open space and residential buildings with ground floor retail.

Under this illustrative construction phasing plan, while Block 1121 is being built out, the existing active storage uses on Block 1120 would be demolished (if not removed earlier in connection with work on the permanent rail yard), and the open rail yard on Block 1120 would be platformed over. Buildings 5, 6, and 7 on Block 1120 would be constructed from west to east between 2031 and 2035, completing the land use change on that block from an open rail yard and buildings with storage uses to residential buildings with ground floor retail and associated open space, and 450 below-grade parking spaces with access from Carlton Avenue.

In Construction Phasing Plan 1, the two periods of high construction activity are projected to be in the third quarter of 2023, when three buildings are under construction simultaneously (Buildings 11, 12, and 15), and the first quarter of 2030, when two buildings (Buildings 8 and 9) and the platform under Buildings 6 and 7 would be under construction. Under Construction Phasing Plan 1, construction on Block 1129 would last for approximately five years and construction on Block 1128 (Building 15) would last for approximately three years. Block 1121 would be under construction for approximately 4.5 years, including construction of the platform and buildings. Block 1120 would be under construction for eight years, with platform construction lasting for about three years, followed by construction of Buildings 5, 6, and 7.

CONSTRUCTION PHASING PLAN 2

Figures 3A-7 through 3A-9 show the progression of land use changes on the Phase II development site under Construction Phasing Plan 2. Similar to Construction Phasing Plan 1, construction under Construction Phasing Plan 2 is designed to be continuous and sequential. However, this illustrative phasing plan begins with Building 15 on Block 1128; therefore the first land use change during Phase II construction under Construction Phasing Plan 2 would be the replacement of the interim space for arena broadcasting, storage use, and residential buildings on Block 1128 with a residential building with ground floor retail, and its associated open space and below-grade parking. At the election of the New York City Department of Education (DOE), this building may contain a public school. Next, the open rail yard and storage uses on Block 1120 would change to residential use with ground floor retail and open space, with construction taking place from west to east between 2020 and 2028. At the same time, between 2020 and 2023, Building 14 on the westernmost portion of Block 1129 would be constructed, changing that portion of the block from surface parking and a construction field office to residential use with ground floor retail, and associated below-grade parking. The remainder of Block 1129 would remain surface parking until 2030.

When construction on Block 1120 is nearly complete (in 2027), the open rail yard on Block 1121 would be platformed over. The residential buildings on Block 1121 (Buildings 8, 9 and 10) would be completed from west to east between 2029 and 2031. Finally, between 2030 and 2035,

the remaining surface parking on Block 1129 would be replaced by residential buildings (11, 12, 13) with ground floor retail and associated open spaces, and below-grade parking.

In Construction Phasing Plan 2, the two periods of high construction activity are projected to be in the third quarter of 2020 and the first quarter of 2028, roughly three and two years earlier, respectively, as compared with Construction Phasing Plan 1. Under Construction Phasing Plan 2, Block 1128 (Building 15) would be under construction for approximately three years. Block 1120 would be under construction for a two year period (Building 5) followed by a nine-month break, and then by 5.5 years of construction activity, with 1.5 years of platform construction before building construction begins. Block 1129 would be under construction for three years (Building 14), followed by seven years of inactivity, and finishing with 5.5 years of construction on Buildings 11, 12, and 13. Construction on Block 1121 would last for approximately five years, with six months of construction on the platform before building construction begins.

CONSTRUCTION PHASING PLAN 3

As described in Chapter 3A, “Construction Overview” and shown in Figures 3A-10 through 3A-12, Construction Phasing Plan 3 follows the same sequence as Construction Phasing Plan 1; however, the buildings would be constructed on a different schedule. In Construction Phasing Plan 3, Building 14 would be constructed first, from 2018-2021, to meet certain contractual requirements. There would be no construction on the Phase II project site from mid-2021 to mid-2025; during this period, all other portions of the Phase II project site would continue in their existing condition.

Construction on the remainder of the site would commence in mid-2025 and continue through 2035. As with Construction Phasing Plan 1, Plan 3 would replace existing land uses including residential buildings, an open rail yard, surface parking, a construction field office, and storage uses, with residential buildings with ground floor retail, below-grade parking, and publicly accessible open space.

In Construction Phasing Plan 3, the two periods of high construction activity are projected to be in the third quarter of 2030, and the first quarter of 2031, roughly seven and one year later, respectively, compared with Construction Phasing Plan 1. Under Construction Phasing Plan 3, Block 1129 would be under construction for three years (Building 14), followed by four years of inactivity, and finishing with approximately four years of construction on Buildings 11, 12, and 13. Block 1128 (Building 15) would be under construction for three years. Block 1121 would be built out over the course of approximately 3.5 years, with approximately nine months of construction on the platform preceding the building construction. Block 1120 would be built out over the course of 5.5 years, with approximately nine months of platform construction preceding building construction.

LAND USE ASSESSMENT

This section assesses whether the Extended Build-Out Scenario could result in significant adverse land use impacts.

PHASE II PROJECT SITE

Land use changes on the Phase II project site are described above under “Construction Phasing Plans.”

¼-MILE PRIMARY STUDY AREA

Land use changes resulting from Phase II construction under the Extended Build-Out Scenario would be limited to the Phase II Project site and immediately adjacent areas. As described above, land uses adjacent and nearby to the Phase II project site generally consist of residential and community facility uses to the north, across Atlantic Avenue, and a mix of residential, retail, open space, parking, and industrial uses south of Atlantic Avenue. Land uses in these areas would be affected by sidewalk closures, intermittent travel lane closures, and the relocation of bus stops in the vicinity of the Phase II project site.

Sidewalks and curb-lanes immediately adjacent to the project site would be intermittently closed during Phase II construction. Certain sidewalk segments and parts of curb-lanes would be closed along the south side of Atlantic Avenue east of 6th Avenue, Carlton Avenue between Atlantic Avenue and Pacific Street, and 6th Avenue between Pacific Street and Dean Street at various times during construction. These sidewalks and curb-lanes would be reopened as the buildings are completed. To facilitate pedestrian flow through these areas, temporary sidewalks or sidewalk bridges adjoining the project site would be maintained to the extent practicable. Therefore sidewalk closures are not expected to result in any significant adverse impacts to the land uses surrounding the Phase II project site. Bus stops that may be affected by the sidewalk closures would be temporarily relocated to nearby areas along the bus routes.

All construction staging activities for Phase II would occur within the Phase II project site footprint or within portions of sidewalks and curb lanes of public streets immediately adjacent to the Phase II project site. Additionally, access to surrounding land uses would be maintained throughout the construction period, and adherence to the provisions of the Amended Memorandum of Environmental Commitments (MEC), the New York City Building Code, and other applicable regulations, would reduce the potential adverse effects of construction activities on land use patterns.

During the construction of Phase II, sites not under active construction would be maintained as under existing conditions, such as the continued existence of the open rail yard, or would have interim uses, such as for construction staging areas or surface parking for a prolonged period. The current interim parking and active uses would continue until the parcels they are located upon are developed. The presence of these interim uses for an extended period of time would not be considered a significant adverse land use impact because these uses are not incompatible with surrounding land uses and, in the case of the interim surface parking lot and open rail yard, would also be present in the Future Without Phase II condition. However, the Extended Build-Out Scenario would extend the duration of the surface parking lot and open rail yard compared with the construction schedule analyzed in the 2006 FEIS.

While the surface parking use that would be on Block 1129 for an extended period of time under the Extended Build-Out Scenario is a non-residential use, it is consistent with the mix of industrial, commercial and residential uses that are located on the block to the south. As shown in **Figure 3L-3**, most of Block 1129 and most of the block immediately to the south of Block 1129 are zoned M1-1, a zoning classification which allows a range of commercial and light manufacturing uses. Typical uses for M1 districts in New York City include light industrial uses, such as woodworking shops, repair shops, and wholesale service and storage and warehouse facilities. Other permitted uses include manufacturing of goods ranging from machinery to pharmaceutical products and public transit, railroad or electric utility substations, among others.

M1-1 districts are subject to parking requirements based on the type of use and size of an establishment. For example, a warehouse in an M1-1 district requires one off-street parking space per 2,000 square feet of floor area or per every three employees, whichever would be less. While the scale of the interim surface parking currently on Block 1129 would not be permitted by zoning as-of-right as a single facility, surface parking is a permitted use in M1-1 districts, and the surface parking on Block 1129 does not conflict with surrounding land uses. Further, during the construction period under the Extended Build-Out Scenario, the perimeter of the surface parking lot on Carlton Avenue, Dean, Vanderbilt, would be fenced with a landscaped border, providing a visual buffer for pedestrians and residents.

Areas closest to the Phase II project site lack the cohesive character of the cores of their neighborhoods, indicative of the transitional character of these areas. As Phase II buildings are completed over the course of the Extended Build Out Scenario, the existing uses on the Phase II project site (construction staging areas, interim parking areas, interim storage uses, and the open rail yard) would be replaced incrementally with permanent residential, commercial, community facility, open space, and parking uses. These new uses would incrementally integrate with adjacent communities, which—as described above—are primarily residential neighborhoods, with a mix of supporting commercial, community facility, open space, and parking uses, as well as some light industrial uses in the certain areas. As noted in the 2006 FEIS, the proposed Phase II uses are typical of the range of uses in the areas surrounding the Phase II project site. The incremental development of such uses on the Phase II project site would make the Phase II project site more compatible over time with neighboring areas. Construction of Phase II would gradually result in increased land use consistencies and new connections between the neighborhoods to the north and south of the Phase II project site.

Phase II under the Extended Build-Out scenario would result in a prolonged construction schedule. During that extended period, the level of activity would vary and move throughout the Phase II project site, and no immediate area would experience the effects of the project's construction activities for the full project construction duration. As described above, under Construction Phasing Plans 1 and 2, new residential, commercial, community facility, open space, and parking uses would be introduced to the Phase II project site in a continuous manner, with new buildings coming online every one- to two-years, between 2021 and 2035. Construction Phasing Plan 3 contemplates that after the initial construction of the first Phase II building, there would be a six year delay before the subsequent Phase II building is completed, which would then be followed by more intense construction activity to complete Phase II of the Project by 2035. During the period of delay, uses on the Phase II project site would be generally maintained as under existing conditions, with certain interim uses. Following the period of delay, interim uses would be replaced by permanent uses, with more intense construction activities on the Phase II project site and with multiple sites under construction, compared with Construction Phasing Plan 1 and Construction Phasing Plan 2. While Construction Phasing Plan 3 would result in a relatively greater amount of interim uses on the Phase II project site and more intense, concentrated construction activities, these conditions would not be considered significant adverse land use impacts. Since, overall, construction would not significantly change or affect land use or land use trends in the surrounding area, there would be no significant adverse impacts to land use in the ¼-Mile Primary Study Area.

¾-MILE SECONDARY STUDY AREA

Construction activities on the Phase II Project site would not affect land uses in the ¾-Mile Secondary Study Area.

NEIGHBORHOOD CHARACTER ASSESSMENT

This section assesses whether the Extended Build-Out Scenario would result in significant adverse construction period impacts to neighborhood character. As described earlier, neighborhood character is defined in the *CEQR Technical Manual* as an amalgam of various elements that give a neighborhood its distinct “personality.” This section summarizes the anticipated effects of Phase II construction under the Extended Build-Out Scenario for technical areas examined in previous sections of this SEIS which, based on *CEQR Technical Manual* guidelines, have the potential to affect neighborhood character, and assesses whether the Extended Build-Out Scenario, by affecting those elements of neighborhood character, has the potential to result in significant adverse neighborhood character impacts. Differences in neighborhood character effects by Construction Phasing Plan are discussed as relevant.

PHASE II PROJECT SITE

Under any of the three illustrative construction phasing plans, Phase II construction would incrementally create a new neighborhood context on the Phase II Project site. Under Construction Phasing Plan 1, this context would be created along Dean Street first, on Blocks 1129 and 1128, and would fill in to the north, first on Block 1121 to the east and then on Block 1120 to the west. Under Construction Phasing Plan 2, the western portion of the Phase II site (on blocks 1120 and 1128) would be developed first, finishing in 2028, and development of the eastern portions of the site would follow. Under Construction Phasing Plan 3, new neighborhood context on the Phase II Project site would materialize in the same order as with Construction Phasing Plan 1, but the construction period would be compressed and would, with the exception of Building 14 on Block 1129, begin in 2025. While Construction Phasing Plan 3 would create a new neighborhood context in a shorter timeframe compared with Construction Phasing Plan 1 (14 years under Construction Phasing Plan 3, compared with 18 years under Construction Phasing Plan 1), this would materialize at a later date; for example, Block 1129 would be completed in 2028 under Construction Phasing Plan 3 compared with 2023 under Plan 1. Overall, under the Extended Build-Out Scenario, construction activity would be ongoing for a longer period of time than what was contemplated in the 2006 FEIS, as the duration of construction activities for Phase II under the Extended Build-Out Scenario would be 18 years, compared with six years in the 2006 FEIS. Depending on the sequencing of construction on the Phase II project site, the surface parking currently present on Block 1129 could exist for up to 12 years (under Construction Phasing Plan 2) before construction begins on that portion of the block. The duration of the continued presence of the open rail yard would also depend on the Construction Phasing Plan. The western portion of the open rail yard (Block 1120) could remain for up to 12 years before platform construction begins and up to 13 years before building construction begins on the block. The eastern portion of the open rail yard (Block 1121) could remain for up to 10.5 years before platform construction begins and up to 11 years before building construction begins on the block. Both segments of the open rail yard (Block 1120 and Block 1121) would remain in place for the longest duration under Construction Phasing Plan 3. The open rail yard would also exist indefinitely in the Future Without Phase II condition.

1/4-MILE PRIMARY STUDY AREA

Socioeconomic Conditions

As described in detail in Chapter 3C, “Construction Socioeconomic Conditions,” the Extended Build-Out Scenario is not expected to result in significant adverse socioeconomic impacts.

Construction would not impede access to businesses surrounding the project site or reduce the visibility of their signage, and curbside deliveries to surrounding businesses are not expected to be significantly affected. It is possible that some limited reduction in pedestrian flow could occur along Vanderbilt Avenue at times during the construction period if some pedestrians choose alternate routes to avoid walking past the Phase II project site. However, any such reduction in pedestrian flow would be countered by the presence of construction workers and by new residential population as the Phase II buildings are completed, and would not substantially affect the vast majority of businesses or lead to business failures that could in turn affect neighborhood character.

The socioeconomic conditions section examines whether the Project development to date has resulted in residential or business disinvestment in surrounding neighborhoods. The analysis finds that the Project has not led to disinvestment in the ¼-Mile Area. To the contrary, the analysis finds that residential trends in the ¼-Mile Area have generally followed trends in the surrounding neighborhoods, with average sales prices and rents increasing, often at a faster rate than in surrounding areas, and that retail corridors closest to the Arena site have experienced increased investment since the announcement of the Project.

Findings from case studies of other development sites in New York City that have experienced prolonged construction and/or periods of construction delay are consistent with findings on the effects of the Atlantic Yards Project to date. As described in Chapter 3C, “Construction Socioeconomic Conditions,” the case studies indicate that prolonged construction—in some cases construction that lasted for decades and is still ongoing—has not led to decreased property values or other signs of disinvestment in the ¼-Mile Area as compared with surrounding areas.

As summarized in Chapter 3C, “Construction Socioeconomic Conditions,” the prolonged construction anticipated under the Extended Build-Out Scenario, under any of the three illustrative construction phasing plans, is not expected to lead to substantial changes in property values or neighborhood conditions that in turn would result in significant adverse socioeconomic impacts due to disinvestment in neighborhoods surrounding the Phase II site. To the contrary, as described in the 2006 FEIS, construction of Phase II would continue the transformation of the project site from industrial and rail yard uses into an active mixed-use residential community with a sizable open space amenity. Based on the case studies, this transformation, even spanning many years under the Extended Build-Out Scenario, would not have a detrimental effect on socioeconomic conditions in the ¼-Mile Area.

Therefore, while the intermittent lane and sidewalk closures, noise, and visual effects associated with construction activities may, as discussed below, be disruptive to pedestrians, businesses, and residents immediately surrounding the Phase II project site at certain points during the Extended Build-Out Scenario, such activity is not expected to lead to changes in socioeconomic conditions that would negatively impact neighborhood character in the ¼-Mile Primary Study Area or the ¾-Mile Secondary Study Area.

Open Space

The 2006 FEIS identified a temporary significant adverse impact on passive open space resources in the non-residential study area upon the completion of Phase I. As described in detail in Chapter 3E, “Construction Open Space,” under the Extended Build-Out Scenario, the temporary significant adverse impact on the ratio of acres of passive open space per 1,000 workers (the passive worker ratio) in the non-residential study area associated with Phase I of the Project would be eliminated by 2029 or 2031 (depending on the illustrative construction

phasing plan being analyzed), when new publicly accessible passive open space would be provided by the Phase II development. Compared with the construction schedule analyzed in the 2006 FEIS, the Extended Build-Out Scenario would prolong the temporary significant adverse impact on the passive worker ratio in the non-residential study area that was identified in the 2006 FEIS by between approximately 7 and 9 years. Access to passive open space is not a defining feature of the ¼-Mile Primary Study Area neighborhood character. Although prolonged, the projected shortfall in passive open space due to the Phase I development would still be temporary, and would not have a substantive effect on neighborhood character.

Phase II would not result in any direct displacement of existing open space resources. As discussed in Chapters 3I and 3J, no significant adverse impacts on existing study area open spaces due to air quality emissions, noise, or vibration are anticipated during the construction of Phase II. At Project open space locations, at certain times, on-site construction activities under any of the three analyzed illustrative construction phasing plans would result in noise levels that would exceed those recommended by CEQR for passive open spaces. While this is not desirable, noise levels in many of the city's parks and open space areas that are located near heavily trafficked roadways and/or near construction sites experience comparable and sometimes higher noise levels.

Overall, construction of Phase II under the Extended Build-Out Scenario would not lead to significant adverse open space impacts that would negatively impact neighborhood character in the ¼-Mile Primary Study Area or the ¾-Mile Secondary Study Area.

Urban Design and Visual Resources

Under the Extended Build-Out Scenario, construction period effects on neighborhood character with respect to urban design would occur within the ¼-Mile Primary Study Area. The urban design analysis presented in Chapter 3F, "Construction Urban Design and Visual Resources," considers the appearance of the project site from multiple pedestrian vantage points during an extended construction period. View corridors are generally limited by existing buildings and narrow streets to the areas near the Phase II project site.

As described in detail in Chapter 3F, "Construction Urban Design and Visual Resources," the prolonged construction period for Phase II of the Project under the Extended Build-Out Scenario would not be expected to result in any significant adverse urban design or visual resource impacts not identified in the 2006 FEIS. As at any construction site in the City, construction activities at the Phase II project site would be visible for pedestrians; in addition, under the Extended Build-Out Scenario, such activities would be concentrated on some blocks and would be visible from certain viewpoints and along certain view corridors for an extended period of time. The Extended Build-Out Scenario would involve an incremental realization of Phase II as buildings are completed in a sequential manner. Sites would be maintained in their existing conditions until right before demolition, and the project sponsors are obligated under the 2009 Modified General Project Plan (MGPP) and the MEC to maintain the sites in a clean and secure manner.

The delayed completion of Phase II under the Extended Build-Out Scenario would prolong interim site conditions including the surface parking lot on Block 1129 and the presence of the open rail yard. The interim surface parking lot and construction staging area on Block 1129 would continue to be screened and landscaped around its perimeter under the Extended Build-Out Scenario, similar to its appearance in existing conditions. The design of the fence along with

the landscaping would continue to provide a visual buffer for pedestrians and residents of the adjacent neighborhood.

The urban design analysis examines views of the Phase II project site from a number of vantage points that are one block away from the Project site, 100-feet from the Project site, and from adjacent sidewalk locations. The analysis finds that views of the Project site from more than one block away are extremely limited and would not be significantly affected by extended construction activities. Views from 100 feet of the project site are generally constrained except along the Atlantic Avenue corridor and from 100 feet north of Atlantic Avenue along Carlton and Clermont Avenues. Views from these vantage points would be experienced in the context of the urban character of Atlantic Avenue. Construction activities would be visually prominent from sidewalk locations on streets adjacent to the project site. Although construction activities on individual building sites would be typical of those on numerous other construction sites throughout the City, the Phase II construction activity would occur at multiple building sites and would be visible for a prolonged duration from many adjacent vantage points under the Extended Build-Out Scenario. However, as Project buildings are completed, views to the project site will include those completed buildings, which will partially obscure construction activities and interim conditions located behind them. No unique views or views of any important visual resources would be impacted, and the Phase II construction would incrementally replace views of the below grade rail yard, interim surface parking lot and existing warehouse buildings and other structures as construction proceeds. The areas that would offer expansive views of the Phase II construction activity would have a limited geographic scope and would not adversely affect a large number of people. For these reasons, construction of Phase II of the Project under the Extended Build-Out Scenario would not result in significant adverse impacts to Urban Design. However, the visual effects of construction activities at adjacent sidewalks—views of staging activities, temporary sidewalks, construction fencing, and building superstructure beyond the fencing—would contribute to a temporary localized significant adverse neighborhood character impact, as described below.

Traffic

Chapter 3H, “Construction Transportation” examines the potential for construction of Phase II under the Extended Build-Out Scenario to result in significant adverse traffic impacts. As indicated in Chapter 3H, “Construction Transportation,” potential transportation impacts during construction are based on peak construction activities, which would occur in the 1st quarter of 2032 and the 4th quarter of 2027, both under Construction Phasing Plan 3.

As detailed in Chapter 3H, “Construction Transportation,” significant adverse traffic impacts would occur at numerous locations throughout the construction period. Overall, significant adverse traffic impacts were identified at 36 intersections during the 1st quarter of 2032 and at 15 intersections during the 4th quarter of 2027, both under Construction Phasing Plan 3. The proposed operational mitigation measures would be effective in mitigating all construction impacts during 2027 and most construction impacts during 2032. In some cases, variations of the operational mitigation measures or additional measures were recommended to fully mitigate the impacts during construction. Locations within the ¼-Mile Primary Study Area that would be unmitigated or be partially mitigated, include: Atlantic Avenue and Flatbush Avenue (unmitigated); Atlantic Avenue and 6th Avenue/South Portland Avenue (partially mitigated); Atlantic Avenue and Carlton Avenue (partially mitigated); Atlantic Avenue and Clermont Avenue (unmitigated); and Atlantic Avenue and Vanderbilt Avenue (partially mitigated).

Overall, the number of potential construction-related impacted traffic intersections during peak construction under Construction Phasing Plans 1 and 2 and during other construction periods under Construction Phasing Plan 3 is expected to be within the envelope of impacts identified for the worst-case peak 1st quarter of 2032 under Construction Phasing Plan 3. As needed, the same or a subset of the mitigation measures identified to address impacts for peak construction under Construction Phasing Plan 3 could be implemented to address conditions during periods of comparatively lower construction activities under Construction Phasing Plans 1 and 2 and during other construction periods under Construction Phasing Plan 3.

The ¼-Mile Primary Study Area contains a number of principal arterials that carry heavy volumes of through traffic. Additional traffic volumes during Phase II construction, and associated significant adverse traffic impacts, would not result in significant adverse neighborhood character impacts. Further, as indicated above, with early implementation of operational mitigation measures, all but five of the impacted intersections in the ¼-Mile Primary Study Area could be fully mitigated and those that cannot be fully mitigated are at principal arterial intersections. Nonetheless, additional construction-related traffic volumes on local streets would be disruptive to residents and workers in the immediate vicinity of the Phase II project site, and would contribute to a temporary localized significant adverse neighborhood character impact, as described below.

Noise

The construction of Phase II of the Project under any of the three illustrative construction phasing plans would have the potential to result in significant adverse impacts with respect to construction noise. As detailed in Chapter 3J, “Construction Noise,” elevated noise levels are predicted to occur at one or more floors of between 124 and 160 buildings in the study area including 21 buildings under Construction Phasing Plan 1, 30 buildings under Construction Phasing Plan 2, and 24 buildings under Construction Phasing Plan 3 that were not predicted to experience significant adverse construction noise impacts in the 2006 FEIS. Of these buildings, there are 13 buildings predicted to experience significant adverse construction noise impacts at which the presence of an alternate means of ventilation cannot be confirmed (including one at which the presence of double-glazed windows cannot be confirmed) and at which mitigation (i.e., alternate ventilation and/or storm windows) is warranted. Additionally, there is one building at which there would be no feasible and practicable mitigation for the predicted significant adverse construction noise impacts at balcony locations. Affected locations include residential and institutional areas adjacent or with a line of sight to the proposed development sites. However, most affected buildings have receptor noise control measures or have previously been offered these measures by the project sponsors (in accordance with the mitigation requirements stipulated in the 2006 FEIS and MEC). Buildings with these receptor noise control measures would be expected to experience acceptable noise levels according to CEQR criteria during most of the construction period. Up to twelve buildings (one church and eleven residential buildings) may not have sufficient receptor controls to provide interior noise levels considered acceptable according to CEQR criteria period (i.e., the periods during which exterior $L_{10(1)}$ noise levels at receptor locations due to construction are less than 75 dBA, as shown in **Appendix B**).

Significant adverse construction noise impacts at the above-mentioned 13 buildings could be partially mitigated through the provision of the mitigation measures discussed above (see also Chapter 5, “Mitigation”).

In addition, while construction of Phase II would not result in significant adverse noise impacts at existing open spaces, at Project open space areas, Phase II construction activities would

exceed the levels recommended by CEQR for passive open spaces. As noted in Chapter 3J, noise levels in many of the city's parks and open space areas that are located near heavily trafficked roadways and/or near construction sites experience comparable and sometimes higher noise levels.

The prolonged presence of the surface parking lot on Block 1129 under the Extended Build-Out Scenario would also not result in any significant adverse noise impacts. The surface parking lot is used primarily by Arena patrons during events there, and also by construction workers associated with Phase I construction. As outlined in Chapter 3J, "Construction Noise," noise levels at the surface parking lot during Phase II construction would be comparable to existing and Future without Phase II noise levels throughout the study area, and also comparable to noise levels adjacent to Block 1129 in the Future With Phase II, which would not include the existing surface parking use. During Phase II construction under the Extended Build-Out Scenario, the dominant noise source during peak traffic hours would be vehicular traffic on roadways adjacent to the surface parking lot rather than use of the parking lot itself. Consequently, the existing surface parking lot is not expected to contribute substantially to noise levels at nearby receptor locations, and the longer duration of the noise generated by the surface parking lot use on Block 1129 would not constitute a significant adverse noise impact at any nearby sensitive receptors according to *CEQR Technical Manual* noise impact criteria.

As described in Chapter 3J, "Construction Noise," the Phase II of the Project would employ a wide variety of measures to control construction noise, including noise control measures beyond those required by the New York City Noise Control Code (NYC Noise Code). In the Extended Build-Out Scenario, night time and weekend work would not be scheduled regularly but may occur from time to time to make up for weather delays, unforeseen circumstances, or special activities such as erecting or dismantling tower crane and some instances of work on the platform over the Long Island Rail Road (LIRR) tracks on Block 1120 and 1121.

Significant adverse noise impacts from Phase II construction would not be so widespread as to result in significant adverse neighborhood character impacts. With the exception of one recently constructed residential building with outdoor balconies at which there would be no feasible and practicable mitigation, all buildings that would experience significant adverse construction noise impacts either currently have receptor control measures, were offered them in connection with the implementation of the construction mitigation measures specified in the 2006 FEIS, or would be offered controls under the partial mitigation proposed in this SEIS at 13 buildings as described above. Nonetheless, outdoor noise levels from construction activities would be disruptive to residents and workers in the immediate vicinity of the Phase II project site, and would contribute to a temporary localized significant adverse neighborhood character impact, as described below.

Neighborhood Character Impacts within the 1/4-Mile Primary Study Area

Construction activity associated with the proposed project would have significant adverse localized neighborhood character impacts in the immediate vicinity of the project site during construction. As described below, these impacts would not extend to other parts of the 1/4-Mile Primary Study Area or beyond and therefore would not alter the character of the larger neighborhoods surrounding the project site.

The combined effects of Phase II construction activity would be concentrated in areas closest to the project site. These impacts would be most pronounced on Dean Street, Pacific Street, and Carlton Avenue, where construction traffic and noise would change the quiet character of these

streets in the immediate vicinity of the project site and construction activities would be prominently visible. Along Dean Street, views of the surface parking lot on Block 1129 would extend for prolonged periods.

While the duration of this localized significant adverse neighborhood character impact would be prolonged by the Extended Build-Out Scenario, no location adjacent to the Phase II project site would be subject to the full effects of the construction for the entire construction period. For example, on Dean Street, neighborhood character impacts would be markedly diminished after completion of Building 15 on Block 1128 and the four buildings on Block 1129. Once Blocks 1128 and 1129 are complete, construction traffic and noise along Dean Street would decrease, and residents and pedestrians on the street would have views of existing and newly completed buildings. Similarly, neighborhood character impacts on Pacific Street would lessen upon completion of Building 15 on Block 1128 and the three buildings on Block 1120, and neighborhood character impacts on Carlton Avenue would lessen upon completion of Building 14 on Block 1129.

The combined effects of construction activities, while resulting in localized significant adverse neighborhood character impacts on Dean Street, Pacific Street, and Carlton Avenue, are not expected to result in significant adverse impacts to neighborhood character in the broader ¼-Mile Primary Study Area. This conclusion is drawn from both the impact analyses for relevant technical areas and, more broadly, from the case study analysis presented in Chapter 3C, “Construction Socioeconomic Conditions.”

As described above, Phase II construction is not expected to result in significant adverse impacts to urban design, visual resources, or socioeconomic conditions. As discussed in Chapter 3F, “Construction Urban Design and Visual Resources,” views of the Phase II project site further than one block from the site are highly constrained. Therefore views of construction activities from those areas would not significantly affect their character. Traffic impacts could be mitigated at all but five intersections in the ¼-Mile Primary Study Area, all of which are located along Atlantic Avenue, and noise impacts would occur primarily on blocks immediately adjacent to the Phase II project site. The significant adverse passive open space impact would be temporary, and would be alleviated as the Phase II open space comes on line.

The combined effects of prolonged construction on socioeconomic conditions and, in turn, neighborhood character, are examined in detail in Chapter 3C, “Construction Socioeconomic Conditions.” As described in that chapter, the localized significant adverse neighborhood character impacts from Phase II construction, even if present for an extended period of time, would not be expected to result in neighborhood disinvestment which in turn could degrade the neighborhood character of the ¼-Mile Primary Study Area. Project development to date has not led to business or residential disinvestment in the ¼-Mile Study Area, retail corridors closest to the Arena site have experienced increased investment since the announcement of the Project, and findings from case studies of other development sites in New York City that have experienced prolonged construction and/or periods of construction delay indicate that prolonged construction—in some cases construction that lasted for decades and is still ongoing—has not led to decreased property values or other signs of disinvestment. These findings indicate that construction of the Project under the Extended Build-Out Scenario, while resulting in localized significant adverse neighborhood character impacts along Dean Street, Pacific Street, and Carlton Avenue in the immediate vicinity of the Phase II project site, would not result in significant adverse neighborhood character impacts to any of the neighborhoods surrounding the Phase II project site.

Under any of the illustrative construction phasing plans, there would be measures in place to control noise, vibration, and dust on construction sites, to reduce views of construction sites, and to minimize and buffer noise emitted from construction activities. It should be noted that although the analysis of urban design and visual resources did not identify any significant adverse effects resulting from Phase II's extended construction period, if determined to be necessary to partially offset neighborhood character impacts, the project sponsors would explore options to enhance the appearance of fencing around construction sites and staging areas. In addition, if a Phase II building construction site were to remain undeveloped for an extended period of time, if practicable, the project sponsors would arrange for its utilization as temporary open space, until such time as construction is ready to resume, in accordance with the MEC.

¾-MILE SECONDARY STUDY AREA

As described above, effects of Phase II construction under the Extended Build-Out Scenario would be limited primarily to the ¼-Mile Primary Study Area, and localized significant adverse neighborhood character impacts would be limited to the area in the immediate vicinity of the project site. The incremental development of the Phase II project site under the Extended Build-Out Scenario would further enhance the character of the neighborhoods in the ¾-Mile Secondary Study Area, providing incrementally new open space amenities for area residents and workers, and introducing new residential population.

As detailed in Chapter 3H, "Construction Transportation," Phase II construction would result in significant adverse traffic impacts at several intersections outside of the ¼-Mile Primary Study Area. However, these impacts would occur along streets that are already characterized by heavy volumes of traffic, and impacts at all but two intersections (Tillary Street and Adams Street/Brooklyn Bridge and Fulton Street and Flatbush Avenue/Flatbush Avenue Extension) could be fully mitigated by early implementation of mitigation measures identified for the Phase II operational period. As outlined in Chapter 3E, "Construction Open Space," construction of Phase II under the Extended Build-Out Scenario would not result in any significant adverse indirect open space impacts in the ½-mile open space residential study area under any of the three construction phasing plans.

COMPARISON OF SEIS AND 2006 FEIS FINDINGS

LAND USE

The findings of the 2006 FEIS with regard to land use conditions during the construction of the project are similar to those of this SEIS. Both the 2006 FEIS and this SEIS note that, while project-related construction activities would be disruptive, they would not be considered significant adverse impacts, due to their temporary duration and measures taken to ensure access to neighboring land uses and control noise, vibration, and dust.

Compared with the analysis in the 2006 FEIS, the duration of construction activities would be greater with the Extended Build Out Scenario. The duration of construction activities for Phase II under the Extended Build Out Scenario would be 18 years, as compared with six years in the 2006 FEIS. During the construction of Phase II, sites not under active construction would be maintained as under existing conditions, such as the continued existence of the open rail yard, or would have interim uses, such as for construction parking and staging areas or surface parking for a prolonged period. The presence of these interim uses for an extended period of time would

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not be considered a significant adverse land use impact because these uses are not incompatible with surrounding land uses.

Since overall, under either the construction schedule assumed in the 2006 FEIS or the construction schedule assumed for analysis of the Extended Build-Out Scenario, construction associated with Phase II would not significantly change or affect land use or land use trends in the surrounding area, there would be no significant adverse impacts to land use.

NEIGHBORHOOD CHARACTER

Consistent with the 2006 FEIS, this SEIS concludes that Phase II construction would result in significant adverse localized neighborhood character impacts in the immediate vicinity of the project site. During construction, the project site and the immediately surrounding area would be subject to added traffic from construction trucks and worker vehicles and partial sidewalk and lane closures. These impacts would be most pronounced on Dean Street, Pacific Street, and Carlton Avenue, where construction traffic and noise would change the quiet character of these streets in the immediate vicinity of the project site, and views of construction sites would extend for prolonged periods.

While these impacts would be in effect for a longer period of time under the Extended Build-Out Scenario than what was contemplated in the 2006 FEIS, the impacts would be localized, would diminish as the Phase II project site is incrementally built out, and would not alter the character of the larger neighborhoods surrounding the project site. Consistent with the 2006 FEIS, this SEIS concludes that significant adverse neighborhood character impacts would be limited to the immediate vicinity of the project site, and that construction of Phase II would not result in significant adverse neighborhood character impacts in the broader study areas. *