

A. INTRODUCTION

The proposed project would significantly change land use on a large, prominently located—but underutilized—site, at the crossroads of Brooklyn’s two most important avenues, adjacent to a major public transportation hub, and at the intersection of six distinct neighborhoods. This development would fill the void resulting from the below-grade Vanderbilt Yard (the “rail yard”), eliminate blight, and integrate neighborhoods historically divided by this rail yard. The project would introduce, for the first time in 50 years, an arena for a major sports team in the heart of Brooklyn. It would surround that arena with a broad mix of retail, hotel, office, residential, community facility, and open space uses (see Chapter 1, “Project Description,” for details). Because this is a major land use plan situated in a key location in Brooklyn, the potential for impact on land use on the project site and in the surrounding area and neighborhoods is an important consideration in this EIS.

Several issues of public policy also arise in connection with the proposed project. Implementation of the development would be subject to the land use and design controls of the General Project Plan (GPP) for the Atlantic Yards Land Use Improvement and Civic Project, administered by the Empire State Development Corporation (ESDC). This GPP would apply in lieu of local City zoning—the City has been consulted and involved during the site plan review process—so that rezoning would not be required. Nonetheless, the issue of compatibility with local zoning must be considered as part of this environmental analysis. Also, portions of the project site lie within the boundaries of the Atlantic Terminal Urban Renewal Area (ATURA). The GPP would also override the land use regulations of ATURA regarding conformance with zoning, requiring an assessment of the project’s compatibility with ATURA policies. The project’s compatibility with other public policy criteria is also assessed.

As discussed in Chapter 2, “Procedural and Analytical Framework,” the land use analysis focuses on the residential mixed-use variation because it includes a hotel in addition to the other uses proposed for the project. As discussed below, however, the commercial mixed-use variation would have similar land use, zoning, and public policy impacts. The conclusions stated below apply to both variations.

PRINCIPAL CONCLUSIONS***LAND USE***

The proposed project would result in land uses currently not present on the project site at an overall density comparable only to the Special Downtown Brooklyn District, which is adjacent to and north of the project site. The effects of the proposed project would be significant; however, they would not be adverse for various reasons, as discussed below.

Although the project site sits at a major crossroads, adjacent to a major transportation hub, close to Downtown Brooklyn, and at the junction of several thriving neighborhoods, it contains virtually none of the land use patterns or vitality of its neighbors. In fact, its depressed rail yard and dilapidated, vacant, and underutilized properties have perpetuated the current visual and physical barrier between the redeveloped areas to the north of Atlantic Avenue and the neighborhoods to the south. That barrier would be removed with the proposed project, which would be built atop a relocated rail yard (which it would reconstruct at the eastern end of the existing below-grade portion on the project site) to introduce a mix of uses, including a new arena bordered by retail, hotel, office, and residential development (including new underground access to 10 subway lines), plus a residential community offering substantial open space, a health center, an intergenerational center, and new pedestrian and bicycle access through the site. The rehabilitation of the rail yard would be helpful in modernizing LIRR operations, and the renovated and reopened subway entrance would improve access to and flow within the station. Except for the arena, which is a singular use, the predominantly residential, commercial, and open space land uses associated with the proposed project would be similar to those in the surrounding primary and secondary study areas.

The location of the project site, with a new connection to Brooklyn's largest transportation hub, makes it suitable for high-density development. This transit-oriented development is a distinctly beneficial aspect of the proposed project, in that the project site would be able to accommodate the region's anticipated growth efficiently. The presence of dense development on the project site would meet the demand of economic growth expected over the next two decades. The arena would be a new use, but arenas are typically compatible with commercial, retail, entertainment, and cultural event-oriented uses, and, therefore, this use would be compatible with its surroundings, particularly with Downtown Brooklyn and the Brooklyn Academy of Music (BAM) Cultural District to the north. The siting of arena at this location also takes advantage of the excellent mass transit services provided by the adjacent Atlantic Terminal transportation hub.

The *New York City Zoning Resolution* prohibits arenas within 200 feet of residential districts as some of the operations could be incompatible with districts limited primarily to residential use. (Arenas are permitted in most commercial districts allowing for residential use.) The arena block is adjacent to a residential district to the south, and accordingly has been designed to minimize its presence and effect on the residential uses on these blocks. Primary entrances and signage would be oriented towards the crossroads of two major commercial thoroughfares and away from these residences. Two primarily residential buildings (Buildings 2 and 3) on the arena block would occupy most of the Dean Street frontage, serving as a buffer between uses. However, the preferred seating entry and entry to the loading area would be located on Dean Street and, while security screening and loading functions would take place entirely within the building, the residences along this street would experience some localized adverse impacts. The Dean Street corridor between Flatbush and Vanderbilt Avenues is lined with and zoned for both residential and industrial uses. The Dean Street corridor has also historically functioned as a transition between the more commercial and industrial uses to the north and the residential uses to the south. The localized adverse land use impacts attributable to the arena activities interspersed with new, compatible residential uses would not be considered a significant adverse impact on land use.

ZONING AND PUBLIC POLICY

The proposed project would introduce land uses at a density substantially greater than nearly all of the surrounding area. However, land use patterns in these areas are expected to remain

relatively stable due to existing zoning regulations (including recent rezoning actions) and historic district designations throughout the study area. The presence of greater density on the project site is not expected to spur changes in density elsewhere in the study area. The density of the proposed commercial office and residential buildings would generally be compatible with the buildings to the north of the project site in Downtown Brooklyn, while the scale of the street-level retail proposed throughout the project site would be consistent with that of the ground-floor retail throughout the study area. The project's overall density would be more concentrated on the western end of the project site (the arena block and Site 5), where the overall density would equate to a floor area ratio (FAR) of just under 10 (slightly less than 12 FAR not including the area of the former streetbeds); the FAR on the project site east of 6th Avenue and would be 7.7 (8.5 without the former streetbeds). The total FAR of the proposed project would be 8.5 (9.8 without the former streetbeds).

The development on the project site would be subject to the provisions of the GPP, which would serve in lieu of zoning (for example, current manufacturing zoning on the project site does not permit residential use and the *New York City Zoning Resolution* prohibits arenas within 200 feet of residential districts). Thus, the policy permitting the development would be focused on the project site only—there would be no precedents set by a rezoning. The proposed project would also require an override of ATURA as it relates to zoning conformance, this change, too, would apply only to the project site and would not affect any other area. The proposed project would promote a number of ATURA objectives, including—but not limited to—the removal of structurally substandard buildings and the elimination of negative environmental conditions. In addition, the project would complement the goals of the Special Downtown Brooklyn District, first approved in 2001, to encourage medium- to high-density commercial development and strengthen the business core of Downtown Brooklyn, north of and including portions of the project site. The City has been involved in the planning/site design process of this proposed project.

While the zoning overrides would permit uses and densities that do not comply with underlying zoning, this non-conformance is not considered a significant adverse impact because these uses relate rationally to uses and densities allowed under the existing zoning in the area. In fact, the proposed project would support the City policies for housing and commercial development in Brooklyn by supplying substantial new commercial space and both affordable and market-rate housing and by not conflicting with the City's industrial retention policy. The proposed project would also support City policy to promote transit-oriented development by locating high-density commercial, residential, entertainment, and cultural uses adjacent to the Atlantic Terminal transportation hub. Therefore, the proposed project would not result in any significant adverse impacts on zoning or public policy.

B. METHODOLOGY

This chapter describes existing conditions and future conditions without the proposed project, and it analyzes the probable impacts of the proposed project. Because of the scale of the proposed project, this analysis considers both a primary study area, defined by a radius of ½ mile from the project site and a secondary study area, defined by a radius of ¾ mile from the project site (see Figure 3-1). The overall study area generally stretches from Bedford Avenue and Franklin Avenue on the east, to Boerum Place on the west, and from the vicinity of Myrtle Avenue on the north to 3rd Street on the south, and includes portions of Boerum Hill,

Downtown Brooklyn, Fort Greene, Clinton Hill, Prospect Heights, Park Slope, and Gowanus in the primary and secondary study areas, and Bedford-Stuyvesant in the secondary study area.

The project site is discussed from west to east. Because of the study area's large size and the location of the proposed project at the center of a number of discrete neighborhoods, the study area is described by neighborhood as follows:

- Boerum Hill: the area north of Baltic Street, south of Schermerhorn Street, and west of 4th Avenue;
- Downtown Brooklyn: the roughly triangular area bounded by Myrtle Avenue to the north, Schermerhorn Street to the south, Ashland Place, Lafayette Avenue, and Fort Greene Place to the east, and Adams Street to the west;
- Fort Greene: the area broadly defined by Myrtle Avenue to the north, Atlantic Avenue to the south, Clermont Avenue to the east, and Ashland Place, Lafayette Avenue, and Fort Greene Place to the west;
- Clinton Hill: the area east of Clermont Avenue, west of Classon Avenue, and north of Atlantic Avenue;
- Bedford-Stuyvesant: the area east of Classon Avenue and north of Atlantic Avenue;
- Prospect Heights: the area south of Atlantic Avenue and east of Flatbush Avenue;
- Park Slope: the area west of Flatbush Avenue and east of 4th Avenue; and
- Gowanus: the area south of Baltic Street and west of 4th Avenue.

As described in Chapter 2, "Procedural and Analytical Framework," this analysis assesses future conditions in both 2010, when the development of the arena block, the upgraded rail yard, and Site 5 would be completed, and 2016, when full development is anticipated.

C. DEVELOPMENT HISTORY

HISTORICAL GROWTH/REGIONAL PERSPECTIVE

Brooklyn was first settled by Dutch colonists in the early 17th century along its shoreline opposite Manhattan. As early as 1632, farm goods crossed the East River on rowboats, and, in the 1800s, on the Fulton Ferry. In 1834, Brooklyn was established as a city. In addition to its original place of settlement along the waterfront, the City of Brooklyn encompassed what are today known as Downtown Brooklyn, the residential communities of Brooklyn Heights, Fort Greene, Clinton Hill, Prospect Heights, Crown Heights, Park Slope, Bedford-Stuyvesant, Cobble Hill, and Boerum Hill, as well as the Navy Yard area. The City of Brooklyn annexed other sections of the present-day borough at various points throughout the 1800s.

Extensive residential development began in the 1830s in the Brooklyn Heights area. Many residents commuted to Manhattan via the Fulton Ferry steamships, which could by then deliver reliable service. Construction of Brooklyn City Hall in 1846, inland from the commercial waterfront, initiated development of today's downtown as a civic and commercial center while residential development expanded outward in a southerly and easterly direction from the Heights. By mid-century, the neighborhoods of Brooklyn Heights, Cobble Hill, and Boerum Hill had been substantially built up, and residential growth was pushing farther eastward into the rural Fort Greene area. The Brooklyn

and Jamaica Railroad (eventually part of LIRR) ran along Atlantic Avenue beginning in 1836 and connected Jamaica to the Fulton Ferry at the foot of old Fulton Street.

After the Civil War the federal government established the Eastern District Court of New York in Downtown Brooklyn (its first session was held in Brooklyn City Hall). This federal court activity helped to trigger the shift in land use that ultimately established Downtown Brooklyn as the borough's center of municipal, state, and federal government activity. During the post-Civil War period two projects further influenced development in the study area: construction of Prospect Park in the 1870s, which spurred development of the Prospect Heights and Park Slope neighborhoods; and construction of the Brooklyn Bridge, which opened in 1883. The bridge brought pedestrian, vehicular, and trolley traffic above the commercial center at the waterfront and right into Downtown Brooklyn. This triggered significant growth in the downtown area, including construction of ornately decorated public buildings and complementary commercial establishments, and development of housing for commuters in Brooklyn neighborhoods. In 1898, when it was the third largest city in the United States, Brooklyn was consolidated into greater New York City.

STUDY AREA—LATE 19TH CENTURY TO 1960s

By the late 19th century the area adjacent to Flatbush and Atlantic Avenues had become a crossroads composed of working-class housing, an active industrial district along the rail yard on Atlantic Avenue, and a bustling commercial area resulting from the growth of two of the borough's oldest commercial thoroughfares—Fulton Street and Atlantic Avenue. In 1892, LIRR built a new brick station for its Flatbush Terminal at the northeast corner of Flatbush and Atlantic Avenues. The railroad no longer connected to the Fulton Ferry. Instead, elevated subway lines along both Fulton Street and Flatbush Avenue brought commuters and workers to the thriving area.

At the turn of the 20th century, the area just south of Atlantic Avenue between Flatbush and Vanderbilt Avenues (the project site) was a mix of industrial uses (factories and warehouses), commercial stores (industrial products), residences, and vacant land. From 1904 to 1906, the Carlton Freight Yard on the south side of Atlantic Avenue between Carlton and 6th Avenues, which had served Brooklyn and local industrial and warehousing operations, was extended eastward to Vanderbilt Avenue and westward almost to 5th Avenue and became known as the Vanderbilt Yard. The rail yard replaced a number of industrial, commercial, and residential uses on the project site. Soon after, a new and larger LIRR Flatbush Terminal (also known as Atlantic Terminal) for commuters opened in 1907.

In 1908, the IRT subway line was extended into Brooklyn, and its stop at the intersection of Flatbush and Atlantic Avenues made the area even more accessible. This accessibility boosted the area's prosperity in the early part of the 20th century, evidenced by the construction of BAM in 1908 and the Williamsburgh Savings Bank Building in 1927-29. The construction of these iconic buildings at this new transportation hub appeared to set the stage for greater and denser development based on the area's excellent transportation services. But the Great Depression halted development of this type and magnitude; instead, this area became home to a less desirable meat packing industry district (the Fort Greene Meat Market), which was located along Fort Greene Place and Atlantic Avenue just to the east of the LIRR Atlantic Terminal.

Following World War II, the elevated train lines were demolished and replaced with subways in an attempt to generally improve conditions in the area. In this case, however, timing was a problem. Construction of the new infrastructure coincided with major post-War trends towards the relocation of industry outside the nation's inner cities. This relocation devastated the manufacturing sectors throughout the borough, and a citywide middle-class exodus to the suburbs

ensued, altering the state of housing in many neighborhoods, including those closest to the project site. As a result, rowhouses became rooming houses or were abandoned. Many of the active industrial (factories) and commercial (stores) uses on the project site became auto-repair shops, gas stations, parking lots, and vacant lots. The loss of active uses on the site, combined with the below-grade rail yard, magnified the physical tear in the urban fabric, separating the residential and commercial neighborhoods surrounding the project site. Also during this period, the Fort Greene meat market (north of Atlantic Avenue) failed to meet new federal meat packing standards and was forced to cease operations, leaving behind a large number of abandoned and structurally unsound buildings. Adding to the overall decline and despair was the unrest coupled with arson that destroyed many buildings in Prospect Heights (Washington Avenue and east) in the late 1960s.

STUDY AREA—1960s TO PRESENT

In response to the deteriorating conditions, the New York City Department of Housing Preservation and Development (HPD) and the New York City Planning Commission (CPC) deemed a 20-block area of Fort Greene, and the area south of Atlantic Avenue, as appropriate for urban renewal under the City's Urban Renewal Law. In 1963, the newly designated urban renewal area was named the Fort Greene Market Urban Renewal Area after the Fort Greene meat market. Five years later, in 1968, it was renamed the Atlantic Terminal Urban Renewal Area (ATURA) with the goal of revitalizing this 104-acre area (see the discussion under "Public Policy" below). The majority of the project site, including Blocks 927, 1118, 1119, 1120, and 1121, is within the boundaries of ATURA. The City's financial crisis in the 1970s slowed the implementation of this plan, leaving a large tract of land adjacent to Downtown Brooklyn and the LIRR Atlantic Terminal undeveloped. ATURA originally proposed uses (Baruch College at one point) over the rail yard; however, due in large measure to infrastructure costs, the third amendment (of 10) to ATURA in 1975 removed the three project site blocks that contain the rail yard from the list of sites to be acquired and redeveloped (Blocks 1119, 1120, and 1121).

ATURA developments in the late 1970s and early 1980s included several public housing developments constructed under the direction of the New York City Housing Authority (NYCHA) and the New York City Housing Development Corporation (HDC). The most notable of these is the 31-story Atlantic Terminal Houses at the northeast corner of Atlantic and Carlton Avenues (completed in 1976). Redevelopment in the early 1990s included the Atlantic Center Mall (Atlantic Center) just north of the project site, and the three blocks of small-scale rowhouses between South Portland and Carlton Avenues north of Atlantic Avenue. Most recently, in 2004, the Atlantic Terminal/Bank of New York Tower, which includes retail and office uses, opened on the site above the LIRR Atlantic Terminal on the northeast corner of Flatbush and Atlantic Avenues.

While areas to the north (Downtown Brooklyn and Fort Greene) have been redeveloped with new buildings and uses, and areas to the south continue as stable, desirable, residential neighborhoods, the project site itself has, in large part, not been redeveloped. A number of existing buildings are now vacant and, in many cases, significantly deteriorated. A few of the buildings in the immediate area have been converted for adaptive reuse, including residential uses in former warehouses/factories and artist live/work spaces; most notably the former Daily News Building, at 700 Pacific Street just south of the project site, was converted to residential loft spaces in 2000. Despite these pockets of redevelopment, most of the project site exhibits blighted characteristics—the presence of the depressed rail yard and dilapidated, vacant, or underutilized properties on the south side of Atlantic Avenue perpetuate a visual and physical barrier between the redeveloped areas to the north of Atlantic Avenue and the neighborhoods to the south.

D. EXISTING CONDITIONS

LAND USE

PROJECT SITE

Overview

The project site is an approximately 22-acre area, roughly bounded by Flatbush and 4th Avenues to the west, Vanderbilt Avenue to the east, Atlantic Avenue to the north, and Dean Street to the south (see Figure 3-2). The project site is adjacent to Downtown Brooklyn (part of the project site is located in the Special Downtown Brooklyn District, see discussion under “Zoning” below) and located at the convergence of several different street grids and at the intersection of three major arterials: Atlantic Avenue, Flatbush Avenue, and 4th Avenue. Despite its location on these major arterials and the presence of 10 subway lines and the LIRR just across the street, the project site contains few commercial or residential uses, none of which is at the density anticipated when development first responded to the area’s concentrated transportation service. The uses on the project site contrast sharply to the higher density development associated with Downtown Brooklyn adjacent to and north of the project site. Instead, walking eastward along Atlantic Avenue, one emerges from the activity at the shops and restaurants west of Flatbush Avenue, and is confronted by four virtually empty, long blocks that contain mainly underutilized industrial buildings and a long, featureless wall, its monotony broken only by two storage buildings, a vacant lot, and a gas station. The below-grade LIRR rail yard/New York City Transit (NYCT) storage yard for retired buses, which lies behind the wall in an open cut, is the largest single use on the project site. Land uses and building types vary across the project site but also include vacant residential, commercial, and industrial buildings, and vacant lots. Despite its transit-oriented location and proximity to Downtown Brooklyn and several thriving neighborhoods, the project site contains virtually none of the land use patterns or vitality of its neighbors. It actually creates a barrier between neighborhoods, as described below.

West of Flatbush Avenue

Block 927, at the western end of the project site, is one of the few exceptions to the low level of economic activity for current land uses that characterizes the rest of the project site. It contains two one-story commercial buildings, built in the early 1990s. A P.C. Richard & Son appliance store occupies one building and has a 32-space parking lot. Modell’s Sporting Goods occupies the other building and collectively they are called the Shops at Atlantic Center. While these are active and beneficial businesses, the buildings only utilize 30,300 square feet (sf) of the 184,680 sf of available development rights at a site immediately adjacent to Brooklyn’s largest transportation hub.

A small triangular lot at the eastern tip of the block is not part of the project site. It contains the 0.12-acre Brooklyn Bear’s Pacific Street Community Garden.

Flatbush Avenue to 6th Avenue

Block 1118 is a triangle formed by Flatbush Avenue as it crosses Atlantic and 5th Avenues. The northwest portion of the block is owned by HPD, but is currently being used by LIRR for staging its Atlantic Terminal reconstruction. The series of buildings at 608-620 Atlantic Avenue formerly consisted of dangerously deteriorated, vacant manufacturing structures. Due to safety concerns, they were demolished in March 2006. The remaining lots are occupied by an auto-related use and a two-story commercial structure.

Atlantic Yards Arena and Redevelopment Project EIS

The project site includes the street bed of 5th Avenue between Atlantic and Flatbush Avenues and the street bed of Pacific Street between Flatbush and 6th Avenues.

Block 1119, the rectangular block north of Pacific Street between 5th and 6th Avenues, contains a U-Haul rental and vehicle storage facility along the 5th Avenue frontage. The remainder of the block is owned by the Metropolitan Transportation Authority (MTA) and is a below-grade storage yard for commuter rail trains. Block 1127, the trapezoid-shaped block south of Pacific Street, contains a mixture of land uses that lack a coherent character. Two formerly industrial properties along Pacific Street have been converted to residential use. Remaining industrial uses include auto repair shops and construction companies. Residential (including one loft conversion) and commercial uses are located along Dean Street on the southern part of the block, as well as some vacant, deteriorated units and storefronts. Several of the vacant and partially vacant buildings resulted from buyouts by the project sponsors in anticipation of redevelopment. For the remainder of the block, four buildings were vacant prior to the announcement of the proposed project in December 2003. A gas station occupies the southwest corner of the site at Dean Street and Flatbush Avenue. The Fire Department of New York (FDNY) operates an equipment cleaning/storage facility at 648 Pacific Street.

6th Avenue to Carlton Avenue

Block 1120, a long rectangular block between Atlantic Avenue and Pacific Street, is largely occupied by the below-grade Vanderbilt Yard and used for commuter rail storage. At-grade and fronting on Atlantic Avenue are two active storage uses and a vacant lot that was formerly a gas station.

Only a small portion of the western end of Block 1128 is on the project site. Uses on the eight lots fronting 6th Avenue include a commercial/storage building, four residential buildings (two of which are vacant), one mixed-use residential/commercial building, and two vacant lots. The remainder of this block is outside the project site. None of the vacancies in this portion of the project site are associated with project-sponsored buyouts.

Carlton Avenue to Vanderbilt Avenue

Fronting on Atlantic Avenue, Block 1121 is predominantly occupied by the rail yard and a NYCT storage yard for retired buses, both located below grade. At-grade uses on this block front Vanderbilt Avenue and include a gas station and an auto repair shop. The project site includes the street bed of Pacific Street between Carlton and Vanderbilt Avenues.

To the south of Pacific Street, Block 1129 contains predominantly light industrial/auto-related (parking, storage, and auto repair) uses. Other uses include residential and ground-floor retail along Vanderbilt Avenue and a privately operated community facility that provides temporary housing for homeless families. Five buildings and two lots on this block are vacant. One, a former industrial/storage use, was vacated as a result of a project-sponsored buyout.

Land Use Control

As of May 2006, approximately 46 percent of this 22-acre site was owned or controlled by the MTA or the City of New York, approximately 33 percent by the project sponsors, and the remaining 21 percent by other private entities.

PRIMARY STUDY AREA

The primary study area includes the neighborhoods (listed here as “subareas”) of Boerum Hill, Downtown Brooklyn, Fort Greene, Clinton Hill, Prospect Heights, Park Slope, and Gowanus.

The primary study area generally stretches from Classon Avenue on the east, nearly to Hoyt Street on the west, from the vicinity of DeKalb Avenue on the north, and to Eastern Parkway and President Street on the south (see Figure 3-3). The project site is located at the junction of these neighborhoods, but, because of its deteriorated condition, the presence of the fenced-off, below-grade rail yard and bus storage, and its predominantly manufacturing zoning, it is not part of any of these neighborhoods and, in fact, acts as a barrier between them.

Boerum Hill Subarea

The Boerum Hill subarea, located just west of the project site, south of Downtown Brooklyn, and north of the Gowanus subarea, is a largely residential neighborhood, but contains a mixture of residential, commercial, institutional, and some industrial uses. Principal components of this subarea are the stock of three- and four-story rowhouses, preserved by the approximately four-block Boerum Hill Historic District, and the larger public housing projects located approximately four blocks (¼ mile) from the project site (see Chapter 7, “Cultural Resources”).

Residential Uses. Residential uses are located along State Street and in the historic district south of Atlantic Avenue, typically in three- to four-story rowhouses, and in the upper levels of buildings along Atlantic Avenue. In the southern part of this subarea, outside of the historic district and bordering the largely industrial area adjacent to the Gowanus Canal in the Gowanus subarea, residential uses take the form of large-scale public housing developments. There are three such developments in this subarea: (1) Gowanus Houses (14 buildings ranging in height from 4 to 14 stories) between Wyckoff, Douglass, Bond, and Hoyt Streets (only a small portion in the subarea of the primary study area); (2) Wyckoff Gardens (3 buildings, 21 stories), located on the block bounded by Wyckoff Street, 3rd Avenue, Baltic Street, and Nevins Street; and (3) Warren Street Houses (6 stories), east of 3rd Avenue between Warren and Baltic Streets.

Commercial Uses. Commercial uses are generally limited to ground-floor retail in this subarea and can be found primarily along Atlantic Avenue, which is the major retail thoroughfare. Middle Eastern retail and food-related establishments are common along Atlantic Avenue east of Nevins Street and intermingle with newer retail uses such as restaurants, coffee shops, thrift stores, and delis. Typical ground-floor retail uses along Atlantic Avenue west of Nevins Street include antique stores, thrift stores, furniture/home and furnishing/carpet stores, restaurants, and delis. Other commercial thoroughfares in the neighborhood are 3rd and 4th Avenues, which are lined with uses such as barber shops, liquor stores, and law offices.

Manufacturing and Industrial Uses. The few industrial uses in this subarea, which typically include auto-repair shops, construction/building supply companies, and storage/warehouse facilities, are located along Bergen Street between Nevins Street and 4th Avenue and along Baltic Street at the border of the Gowanus subarea.

Transportation and Utility Uses. Surface parking lots, which serve Downtown Brooklyn, are located along Schermerhorn Street. Some of these lots are currently, or are expected to be, in the process of mixed-use development (see “Future Without the Proposed Project—2010” and “Future Without the Proposed Project—2016”).

Community Facilities and Open Space. Boerum Hill is home to a number of institutions. The Brooklyn High School of the Arts at 345 Dean Street occupies several buildings on its block, including the three-story former New York Times building fronting 3rd Avenue between Pacific and Dean Streets; and P.S. 38K, the Pacific School, located one block to the west (north of Dean Street between Nevins Street and 3rd Avenue). Other institutional uses in this subarea include the four-story Association of Community Organizations for Reform Now (ACORN) office building at

88 3rd Avenue, the nine-story Muhlenberg Residence (social services) at 510 Atlantic Avenue, the New York City Human Resources Administration building at 320 Schermerhorn Street, the Bishop Francis J. Mugavero Center for Geriatric Care on Hoyt Street between Pacific and Dean Streets, and FDNY Engine 226 at 409 State Street. Religious institutions are located in this subarea as well, including the Baptist Temple at Schermerhorn Street and 3rd Avenue, the Church of the Redeemer (Episcopal) at Pacific Street and 4th Avenue across from the project site, and the House of the Lord Church (Pentecostal) at 415 Atlantic Avenue.

Public spaces in this subarea include the Sixteen Sycamores Playground on Schermerhorn Street, the Police Athletic League (PAL) open space on Baltic Street between 3rd and 4th Avenues, the Wyckoff Gardens open space on Wyckoff Street between Nevins Street and 3rd Avenue, the North Pacific Playground on Pacific Street between 3rd Avenue and Nevins Street, and, across the street, the P.S. 38K Playground.

Downtown Brooklyn Subarea

The Downtown Brooklyn subarea is defined as the roughly triangular area north of Atlantic Avenue and Schermerhorn Street and west of Ashland Place, Fulton Street, and Fort Greene Place. This subarea contains a mix of land uses—predominantly commercial, office, institutional, and parking facilities—on irregularly shaped blocks formed by the intersecting diagonal streets. The land uses in this subarea are indicative of the higher-density character of Downtown Brooklyn’s commercial core. Brooklyn’s major transportation hub, containing the LIRR Atlantic Terminal and 10 subway lines, lies in this subarea at the intersection of Atlantic, Flatbush, and 4th Avenues, adjacent to the project site.

Residential Uses. Residential uses are limited in this subarea and are characterized by three-story rowhouses, which are in the BAM Historic District (see Chapter 7, “Cultural Resources”). Brooklyn’s tallest building, the 512-foot Williamsburgh Savings Bank Building, is located on Hanson Place at Ashland Place near Flatbush Avenue. This building is in the process of being converted to residential use with ground-floor retail and commercial office spaces on lower floors (see “Future Without the Proposed Project—2010”).

Commercial Uses. This subarea is characterized by higher-density commercial office and retail uses. The Atlantic Terminal/Bank of New York Tower, which opened in July 2004, is located adjacent to the project site on the northeast corner of Flatbush and Atlantic Avenues. It comprises a 300-foot-tall office tower atop a four-story retail complex above the LIRR Atlantic Terminal. There are two seven-story office buildings located east of Flatbush Avenue Extension between DeKalb Avenue and Fulton Street: 395 Flatbush Avenue Extension, which has ground-floor retail uses, is owned by the City, and houses offices for various government agencies; and 80 DeKalb Avenue, which is currently occupied by the Internal Revenue Service. Con Edison offices are located in a six-story building (with ground-floor retail) at 38 Flatbush Avenue Extension. Several low-rise commercial buildings with ground-floor retail uses are located near the Flatbush Avenue and Fulton Street intersection. Retail uses range from local bars and food stores, to car audio and mobile phone stores.

The area west of Flatbush Avenue Extension and north of Livingston Street is at the eastern end of the Fulton Mall, a key shopping area in Downtown Brooklyn. This section contains predominantly three- to five-story commercial structures housing ground-floor retail uses. Typical ground-floor retail uses on Fulton Street include clothing, furniture, vitamin, and music stores. While the ground-floor uses on Fulton Street are very active, the upper floors of these buildings have very little activity and include several vacancies.

The block bounded by DeKalb and Flatbush Avenues and Fulton and Hudson Streets has a number of chain stores and restaurants, such as Applebee's, Hallmark, and McDonald's.

Manufacturing and Industrial Uses. With the exception of a 10-story warehouse building at 37 Flatbush Avenue Extension, between Lafayette Avenue and Fulton Street, there are no manufacturing or industrial uses in this subarea.

Transportation and Utility Uses. The LIRR Atlantic Terminal opened for commuters at its current location in 1907. The confluence of 10 subway lines at Atlantic and Flatbush Avenues, which together with the LIRR Atlantic Terminal constitutes the transit hub, was constructed incrementally over decades. Several parking facilities are located near BAM and along Livingston and Schermerhorn Streets. The street-level renovation of the Bond Street garage (at Livingston Street), to provide for retail and community facility space, was completed in 2005.

Community Facilities and Open Space. There are a number of institutional uses in the Downtown Brooklyn subarea. BAM, its present building constructed in 1906, is located at Lafayette Avenue and Ashland Place. BAM has been attracting international performing arts and film to Brooklyn since 1861. The Mark Morris Dance Company has recently been installed in a new building on Lafayette Avenue between Flatbush Avenue and Ashland Place. The block bounded by Schermerhorn Street, Flatbush Avenue, and State Street contains several low-rise buildings with a mix of commercial and institutional uses, including a U.S. Marine Corps recruiting center and a New York City Department of Education (DOE) administration and education facility. The landmark Hanson Place Central United Methodist Church is located to the east on Hanson Place and St. Felix Street.

Long Island University's (LIU) Brooklyn campus is located between Willoughby Avenue, DeKalb Avenue, Ashland Place, and Debevoise Place. Founded in 1926, the LIU Brooklyn campus has an enrollment of approximately 8,000 students (graduate and undergraduate) and offers 195 academic programs. LIU tennis courts and athletic fields are also located on this superblock.

Public open space in this subarea is limited to smaller landscaped/sitting areas and urban plazas—most of which are smaller than 0.25 acres, including the 0.16-acre landscaped area at Fulton Street and Lafayette Avenue owned by the Trust for Public Land; a sitting area at Flatbush Avenue and Ashland Place; Temple Square at Schermerhorn Street and Flatbush Avenue; Macomber Square at Albee Square; the Brooklyn Bear's Rockwell Place Garden; and the 0.5-acre plaza in front of the Atlantic Terminal/Bank of New York Tower.

Fort Greene Subarea

The Fort Greene subarea is generally defined as the area north of Atlantic Avenue between Fort Greene Place and Ashland Place to the west and Clermont Avenue to the east. The Fort Greene subarea is largely characterized by 19th-century brick and brownstone rowhouses, and other assorted two- to four-story residential buildings, with some newer, taller buildings.

Residential Uses. The historic brownstone residential character of this subarea has been preserved by the sizable Fort Greene Historic District, located approximately four blocks north of the project site. This historic district encompasses most of the neighborhood south of Myrtle Avenue, west of Vanderbilt Avenue, north of Fulton Street, and east of Fort Greene Place (see Chapter 7, "Cultural Resources"). Recent residential development in this subarea includes 32 three-family houses along South Portland Avenue, built by the New York City Housing Partnership pursuant to ATURA; and an 11-story building containing 27 luxury condominium units at 383 Carlton Avenue.

In the areas south of Hanson Place and Fulton Street (outside of the historic district), residential uses in this subarea are primarily the result of public policy and have been developed as part of ATURA. The 31-story, 300-unit Atlantic Terminal Houses, the tallest NYCHA residential property in New York City, is located at Atlantic Avenue and Carlton Avenue. There are two HDC developments in this subarea: a 15-story apartment building at 173 South Elliott Place at South Portland Avenue; and the Second Atlantic Terminal Housing development—three 15-story residential buildings—at 475 Carlton Avenue, north of the Atlantic Terminal Houses. As noted above, a large number of low-rise, typically three-story, rowhouses administered by the New York City Housing Partnership have been recently completed just north of Atlantic Avenue along South Portland Avenue and South Oxford, Cumberland, and Carlton Streets.

Commercial Uses. Higher-density commercial uses are located in the southern portion of this subarea along Hanson Place and Atlantic Avenue. The Atlantic Center along Atlantic Avenue and Fort Greene Place is a major commercial use in this subarea. Among other stores, the mall contains an Old Navy clothing store, a Pathmark grocery store, and an office for the New York State Department of Motor Vehicles. A pedestrian bridge over Fort Greene Place connects the Atlantic Center to the Atlantic Terminal/Bank of New York Tower to the west. A 14-story office building housing several New York State agencies is located north of Hanson Place between Fort Greene Place and South Elliott Place.

Neighborhood commercial uses in the form of ground-floor retail shops and restaurants are focused along Fulton Street and Greene Avenue west of Cumberland Street, and DeKalb Avenue east of Cumberland Street.

Manufacturing and Industrial Uses. There are no manufacturing or industrial uses in this subarea.

Transportation and Utility Uses. There is a below-grade parking garage at the Atlantic Center.

Community Facilities and Open Space. There are a number of community facilities in the Fort Greene subarea. The 653-bed Brooklyn Hospital Center is adjacent to Fort Greene Park north of DeKalb Avenue and east of Ashland Place. The New York Foundation for Senior Citizens' seven-story Cumberland Gardens, located at 425 Cumberland Street at Atlantic Avenue, provides 105 units of subsidized housing for low-income senior citizens. Institutional uses along Hanson Place include the 12-story Salvation Army building (adult rehabilitation and pick-up center) at 62 Hanson Place, a recently renovated eight-story James E. Davis Arts Building, owned by BAM, at 78 Hanson Place; and the landmark Hanson Place Seventh Day Adventist Church on the southeast corner of Hanson Place and South Portland Avenue.

Other institutional uses in this subarea include J.H.S. 113, the Ronald Edmonds Learning Center, located at 300 Adelphi Street along Atlantic Avenue and Brooklyn Technical High School, on Fort Greene Place and DeKalb Avenue (Charles B. Wang Field/Brooklyn Technical High School Field, the athletic field for Brooklyn Technical High School, is on the same block as J.H.S. 113).

A defining land use within the Fort Greene neighborhood is Fort Greene Park, an approximately 30-acre park bounded by DeKalb Avenue, St. Edwards Street, Myrtle Avenue, and Washington Park (only the southern section of the park lies within this subarea). The park contains playgrounds and tennis and basketball courts. It is also the site of a Revolutionary War fort and a monument to war prisoners. Other public open spaces in this subarea include: Cuyler Gore at Greene Avenue, Cumberland Street, and Fulton Street; a seating area at Atlantic Center; Greene

Garden at DeKalb and South Portland Avenues; the open space at Atlantic Terminal Houses; and the recently-opened South Oxford Park at Atlantic Commons.

Clinton Hill Subarea

The Clinton Hill subarea, which is defined as the area north of Atlantic Avenue, east of Clermont Avenue, and west of Classon Avenue, is a residential neighborhood that has undergone many periods of development and redevelopment and is noted for its varied architectural character.

Residential Uses. Although most of the residential uses are found in three- to five-story rowhouses, the architectural styles and building types vary from 19th-century brick and brownstone rowhouses to Gothic churches, to former manufacturing buildings and 15-story apartment buildings. The historic character of this residential area has been preserved by the Clinton Hill Historic District, which covers a sizable portion of this subarea north of Fulton Street and south of Willoughby Street (see Chapter 7, “Cultural Resources”). A three-story former cathedral that has been converted to residential use is located at 555 Washington Avenue on the northeast corner of Atlantic Avenue. The three blocks south of Fulton Street and between Washington and Vanderbilt Avenues are in transition and contain a mix of uses, including loft-style apartments located in former industrial buildings. Residential conversions can also be found in the industrial area on the eastern edge of the subarea on the blocks bounded by Greene, Classon, Gates, and Grand Avenues.

Commercial Uses. Commercial uses are generally located along Fulton Street in the southern part of the subarea. As one travels west along Fulton Street, recently opened restaurants, boutiques, and lounges replace lower-end retail and vacant storefronts. The nine-story building at 470 Vanderbilt Avenue (at Atlantic Avenue) was recently renovated and converted from manufacturing to commercial use, but is only partially occupied. East of Grand Avenue, many of the properties along Fulton Street are in disrepair, most often characterized by vacant buildings and land.

Manufacturing and Industrial Uses. Industrial uses are located on the eastern edge of the subarea on the blocks bounded by Greene, Classon, Gates, and Grand Avenues. This area contains light manufacturing, warehousing (including a large Salvation Army processing facility on Quincy Street), and vacant property. Industrial uses such as warehouses and storage, and auto-related uses such as repair shops, car washes, and used car lots are concentrated along Atlantic Avenue. Two industrial loft buildings, one housing a bakery and the other housing a gym and additional commercial loft space, are located on Waverly Avenue.

Transportation and Utility Uses. A six-story Verizon building is located on the northeast corner of Atlantic and Clinton Avenues.

Community Facilities and Open Space. There are numerous institutional and educational facilities in this subarea, including the Bishop Loughlin Memorial High School, P.S. 11/I.S. 103 (Purvis J. Behan School and I.S. Satellite 3), and P.S. 56 (Lewis Lattimer School). The Clinton Hill Branch of the Brooklyn Public Library is located at 380 Washington Avenue just south of Lafayette Avenue. The three-story former Rubel Ice and Coal Company Building at the northeast corner of Fulton Street and Waverly Avenue now houses an adult rehabilitation center. Religious institutions include the landmark Church of Saint Luke and Saint Matthew (originally Saint Luke’s Episcopal Church) at 520 Clinton Avenue, the Bedford Zion Church at 522 Washington Avenue, and Brown Memorial Baptist Church at the southwest corner of Gates Avenue and Washington Avenue.

Atlantic Yards Arena and Redevelopment Project EIS

Open spaces in this subarea include the 0.93-acre Crispus Attucks Playground located on the southwest corner of Fulton Street at Classon Avenue, Greene Park/P.S. 11 Playground, Underwood Park, P.S. 56 Playground, and the 0.07-acre Gateway Triangle (Greenstreets) located at Fulton Street, Vanderbilt Avenue, and Gates Avenue.

Prospect Heights Subarea

The Prospect Heights subarea lies to the east and south of the project site between Washington and Flatbush Avenues. With the exception of the areas north of Bergen Street (where industrial uses are more prevalent), Prospect Heights is primarily a residential neighborhood.

Residential Uses. Residential buildings just south of the project site are largely three to four stories tall and interspersed with low-density industrial uses, vacant lots, and surface parking lots. Residential uses have been preserved by the Prospect Heights Historic District, the bulk of which is located south of Bergen Street, between Flatbush and Vanderbilt Avenues. South of St. Marks Place (two blocks south of Dean Street), three-story residential rowhouses form continuous street walls. Beginning in the late 1990s, several industrial sites in the area, particularly along Dean and Pacific Streets, including the 10-story Daily News Building (Newswalk) at 700 Pacific Street, were converted to residential use. Dean Street has historically functioned as a transition between the more commercial and industrial uses to the north and the residential uses to the south. The rowhouses located in this transitional area are typically oriented toward Dean Street, 6th Avenue, or Carlton Avenue. A number of former industrial properties south of Dean Street between Carlton and Vanderbilt Avenues have been recently converted to residential use.

While rowhouses account for most of the housing stock in this neighborhood, the areas closer to Grand Army Plaza (south of Sterling Place and west of Underhill Avenue) have four- to six-story apartment buildings on larger lots. There are three 12-story residential buildings on Plaza Street East, fronting Grand Army Plaza. A 15-story residential building is located at 10 Plaza Street East at the corner of Flatbush Avenue.

Commercial Uses. Commercial uses are located primarily along Flatbush and Vanderbilt Avenues and, to a lesser extent, along Atlantic and Washington Avenues. Flatbush Avenue is the major retail strip in this part of Brooklyn, lined with commercial uses such as restaurants, furniture stores, optical stores, and bicycle shops. Vanderbilt Avenue is home to more neighborhood retail uses; newer retail establishments, located closer to Grand Army Plaza, include restaurants, bistros, cafes, wine bars, bicycle shops, and nurseries (for plants). A McDonald's restaurant is located on the southeast corner of Atlantic Avenue and Vanderbilt Avenue, across the street from the project site.

Manufacturing and Industrial Uses. Lower-density industrial uses such as warehouses, hardware/building suppliers, and smaller factories are located in the subarea just south of the project site between Carlton and Vanderbilt Avenues. Storage facilities are also located throughout this subarea, most notably Brothers Moving & Storage at 900 Atlantic Avenue near Underhill Avenue, and Peter F. Reilly Storage at 491 Bergen Street near 6th Avenue, adjacent to the 1.3-acre Dean Playground. Other industrial uses include warehouses and a bridal shop/stained glass factory on St. Marks Avenue east of Vanderbilt Avenue, adjacent to P.S. 9, the Teunis G. Bergen Elementary School. Auto-related industrial uses, which include repair shops, junkyards, tire shops, and detailers, are located among vacant lots north of Bergen Street and east of Grand Avenue. As mentioned above, the manufacturing areas in this subarea contain a mix of low-density industrial uses interspersed with recent residential redevelopment,

indicative of the transitional character of the Dean Street corridor between Flatbush and Vanderbilt Avenues.

Transportation and Utility Uses. There are a number of public parking facilities along St. Marks Avenue near Underhill and Washington Avenues.

Community Facilities and Open Space. The large, Classical Revival-style St. Joseph's Church is located at 856 Pacific Street, on the adjacent block east of the project site. Other religious institutions in this subarea include the Temple of Restoration at 515 Dean Street and a Latin Evangelical church at 506 Bergen Street. The eight-story Union Temple is located at 17 Eastern Parkway at the corner of Plaza Street East, across the street from the Brooklyn Central Library.

The 78th Precinct of the New York City Police Department (NYPD) is located at the corner of 6th Avenue and Bergen Street. FDNY Engine 219 and Ladder 105 companies are located on Dean Street just east of 6th Avenue. Educational institutions found in this subarea include: P.S. 9, the Teunis G. Bergen Elementary School (this school also includes I.S. 571-Upper Academy); I.S. 340, The Sterling School; P.S. 22 at Classon Avenue and St. Marks Avenue; and the six-story ACORN Community High School at 561 Grand Avenue.

In addition to the 1.3-acre Dean Playground, public open spaces in this subarea are limited to: the 0.11-acre Lowry Triangle at Atlantic, Underhill, and Washington Avenues; the 0.59-acre Underhill Playground located at the southeast corner of Underhill Avenue and Prospect Place; two community gardens at St. Marks Avenue and Prospect Place; and the P.S. 9 Playground.

Park Slope Subarea

The Park Slope subarea, the area south and west of the project site, between 4th and Flatbush Avenues, is predominantly residential with ground-floor retail uses along Flatbush, 5th, and 7th Avenues. It contains a mix of mansions, brownstone rowhouses, and apartment houses, most of which were built between the late 19th and early 20th centuries. The section of this subarea adjacent to the project site is a transitional area, with residential, commercial, industrial, community facility, and parking uses sharing space on the same blocks adjacent to Downtown Brooklyn and the project site. The residential core of the Park Slope neighborhood is located much farther south (closer to Union Street and 7th Avenue).

Residential Uses. The residential character of this neighborhood has been preserved by the Park Slope Historic District, located approximately three blocks from the project site, which covers most of the subarea south of Flatbush Avenue and east of 6th Avenue (see Chapter 7, "Cultural Resources"). Residential uses in this subarea are generally found in three- to four-story brownstone buildings, which typically form uninterrupted street walls along the east-west streets and 6th Avenue. Taller residential buildings are found adjacent to Grand Army Plaza and the 585-acre Prospect Park (Brooklyn's largest); the residential building at 1 Plaza Street East (at Flatbush Avenue) is 15 stories tall, the tallest building in this subarea.

Commercial Uses. Flatbush Avenue is the primary commercial corridor in this part of Brooklyn, with commercial uses such as restaurants, furniture stores, hardware stores, sports clubs and gyms, and bicycle shops located on the lower levels of three- to four-story buildings along its entire stretch in this subarea. The now-closed Flatbush Pavilion movie theater is located at 314 Flatbush Avenue between Park Place and Sterling Place. Neighborhood commercial uses, generally in the form of ground-floor retail shops in residential buildings (also three to four stories), are located primarily along 5th Avenue. A few newer retail uses in this subarea, such as bistros and restaurants, spas and hair salons, and home furnishings boutiques are interlaced with

the older, more-established neighborhood retail such as delis, laundry facilities, and dry cleaners. A large one-story Key Food supermarket is located on 5th Avenue at Sterling Place. To a lesser extent, commercial uses are also located along 4th Avenue, typically in the form of auto-related uses, shielding the predominant residential uses in the Park Slope subarea from the varied and industrial uses west of 4th Avenue.

Manufacturing and Industrial Uses. With the exception of a few small warehouse/storage facilities and auto-related uses along 4th Avenue, there are no manufacturing or industrial uses in this subarea.

Transportation and Utility Uses. There are no transportation or utility uses in this subarea.

Community Facilities and Open Space. Institutional uses in this subarea include the two-story Pacific Branch of the Brooklyn Public Library (BPL) at Pacific Street and 4th Avenue, the Berkeley Carroll School at 181 Lincoln Place; P.S. 282, the Park Slope School, at 180 6th Avenue; and P.S. 133, the William A. Butler School, at 375 Butler Street and M.S. 266 at 62 Park Place. There are a number of religious institutions in Park Slope, mostly along 6th and 7th Avenues, including Saint Augustine's Church and Academy at Sterling Place and 6th Avenue. FDNY Squad Company 1 operates out of a special operations command facility at 788 Union Street between 6th and 7th Avenues.

Located on the southeastern edge of this subarea, the eight-acre Grand Army Plaza, the oval at the main entrance of Prospect Park, is New York City's version of the Arc de Triomphe in Paris. Grand Army Plaza includes the landmark 80-foot arch, statues of historical figures, including President John F. Kennedy, and the mythical tableau atop the famous Bailey Fountain. Other public spaces in this subarea include the Park Slope Playground west of P.S. 282, the P.S. 133 Playground, and the Baltic Street and Lincoln Berkeley community gardens. The Warren St./Marks Community Garden is located between 4th and 5th Avenues. The 0.12-acre privately controlled Brooklyn Bear's Pacific Street Community Garden is located on the northwest corner of Pacific Street and Flatbush Avenue, adjacent to the project site.

Gowanus Subarea

The Gowanus subarea is defined as the area south of Baltic Street and west of 4th Avenue. This subarea, which comprises the northeast corner of the full neighborhood, is mostly light industrial, including auto repair shops, junkyards, and warehouses, in typically one- to two-story buildings.

Residential Uses. Residential uses, which are primarily located along 4th Avenue, are limited; however, there is evidence of residential redevelopment of former industrial properties at several construction sites in this subarea.

Commercial Uses. Commercial uses, typically in the form of auto-related uses (sales, parts), are located along 4th Avenue.

Manufacturing and Industrial Uses. As stated above, this subarea is mostly light industrial, including auto repair shops, junkyards, and warehouses, in typically one- to two-story buildings.

Transportation and Utility Uses. There are a number of parking facilities throughout this subarea.

Community Facilities and Open Space. The 2.53-acre Thomas Greene Playground, which is surrounded by industrial uses, is located on the block bounded by Nevins Street, Douglass Street, 3rd Avenue, and DeGraw Street.

SECONDARY STUDY AREA

The secondary study area, between ½- and ¾-mile from the project site, is described more generally below. Its subareas are extensions of the neighborhoods in the primary study area with the exception of Bedford-Stuyvesant, a portion of which lies within the larger secondary study area.

Boerum Hill Subarea

Land uses found in the extension of the Boerum Hill subarea into the secondary study area are similar to those found in the primary study area: residential buildings are typically three- and four-story rowhouses, and commercial uses are located along Smith Street and Atlantic Avenue. A small number of industrial uses (mostly auto-related) are located along Boerum Place and Atlantic Avenue west of Smith Street.

Notable buildings include the 10-story Brooklyn House of Detention at 275 Atlantic Avenue at Boerum Place (which is vacant) and, one block north, the 11-story Kings County Criminal Courthouse. Schools in this subarea include P.S. 261 (Philip Livingston School) at 314 Pacific Street, and the Cobble Hill School of American Studies at 347 Baltic Street. Public spaces in this secondary study area include open space associated with the Gowanus Houses and the approximately one-acre Boerum Hill Park located on the block bounded by Warren, Hoyt, Baltic, and Smith Streets.

Downtown Brooklyn Subarea

The secondary Downtown Brooklyn subarea is mapped over the heart of Downtown Brooklyn and includes parts of MetroTech Center, Fulton Mall, and the Brooklyn campus of LIU. Land uses in this subarea are generally high-density commercial and office; residential and institutional uses are located east of Flatbush Avenue Extension.

MetroTech, a 16-acre corporate and academic complex, with over 5 million square feet of commercial and municipal office space in 12 buildings ranging in height from 8 to 32 stories, is located in the northern portion of this subarea (only the southern portion of MetroTech is located within the subarea boundary, see the “Public Policy” discussion below). MetroTech is home to Polytechnic University, several government and municipal agencies, and major commercial tenants. In the wedge of blocks between Fulton and Willoughby Streets east of Jay Street, buildings are typically two- to five-story commercial structures on small lots. Neighborhood-serving retail uses are found on the ground floors of many of these structures. The blocks bounded by Boerum Place and Livingston, Smith, and Fulton Streets, contain several low-rise commercial buildings with ground-floor retail uses, such as a bank, clothing stores, and shoe stores. Brooklyn Law School’s Main Building is located on Joralemon Street at Boerum Place. The Institute of Design and Construction, and the Career Educational Institute are located at Willoughby Street and Flatbush Avenue.

Commercial retail activity is largely concentrated along the Fulton Street Mall corridor. Macy’s department store, located between Hoyt Street and Gallatin Place, is the area’s major anchor tenant. Typical ground-floor retail uses on Fulton Street include shoe stores, clothing stores, bedroom and bathroom accessory stores, furniture stores, vitamin stores, and music stores.

The south side of Livingston Street and the north side of Schermerhorn Street are lined with several six- to nine-story loft buildings. NYCT occupies a mid-rise office building at Livingston Street and Boerum Place (the New York Transit Museum, which was recently renovated, is located in a former subway station in the basement of this building). Several parking facilities and surface parking lots are located on this block along with smaller two- to four-story commercial buildings. Ground-floor retail uses along Livingston Street include both neighborhood-serving stores such as banks, delis, clothing stores, restaurants, and specialty stores.

The Brooklyn campus of LIU occupies the blocks east of Flatbush Avenue Extension and south of Willoughby Street. University Towers, a cooperative complex comprising three 16-story residential buildings on 5.5 acres, is located on the block bounded by Myrtle Avenue, Ashland Place, Willoughby Street, and Fleet Street. Myrtle Avenue east of Flatbush Avenue Extension is a commercial street lined with neighborhood retail uses such as a pharmacy, a supermarket, restaurants, liquor stores, and clothing stores.

Fort Greene Subarea

Unlike the residential uses in the primary study area, residential uses in the Fort Greene secondary subarea take the form of larger-scale public developments (four- to five-story brownstones are found east of Fort Greene Park). NYCHA developments in this section of Fort Greene include the Ingersoll Houses (20 six- to eleven-story buildings, approximately 1,800 units) and the Walt Whitman Houses (15 six- to thirteen-story buildings, approximately 1,650 units). Commercial uses are generally located along Myrtle Avenue east of Fort Greene Park. Several institutional uses, including P.S. 67 (Charles A. Dorsey School), J.H.S. 265 (Susan S. McKinney School), P.S. 20 (Clinton Hill School), the BPL's Walt Whitman Branch, and a NYPD recruitment center, are located between the Ingersoll and Walt Whitman housing complexes.

Clinton Hill Subarea

Similar to uses found in the primary study area, the uses in the Clinton Hill secondary subarea are a mix of residential and institutional uses. Three- to five-story brownstones and rowhouses are located amongst larger and taller developments. These include the 15-story Clinton Hill Cooperative apartments at Willoughby and Clinton Avenues, and the three 24-story St. James Towers at St. James Place and Lafayette Avenue. Local commercial uses are located along Myrtle Avenue and sporadically along DeKalb and Lafayette Avenues.

The two largest institutions in this area are the Pratt Institute and St. Joseph's College. The main campus of the Pratt Institute is located on a superblock bounded by Willoughby Avenue, Classon Avenue, DeKalb Avenue, and Hall Street. Pratt, founded in 1887, has approximately 4,400 students (graduates and undergraduates). The Brooklyn campus of St. Joseph's College is also located in this subarea at 245 Clinton Avenue. This college has local undergraduate enrollment of about 1,150, and its facilities include seven buildings and an outdoor theatre spread across three blocks. In addition, NYPD's 88th Precinct is located at 298 Classon Avenue at DeKalb Avenue.

Bedford-Stuyvesant Subarea

The Bedford-Stuyvesant subarea is predominantly residential. Residential buildings are typically three- to four-story rowhouses, but a small number of these lower-density residential buildings are detached. Unlike the residential areas to the west, namely Fort Greene and Clinton Hill, this portion of Bedford-Stuyvesant contains a number of residential buildings in various states of disrepair, as well as vacant buildings and vacant lots. The 880-unit NYCHA Lafayette Houses (seven buildings, 13, 15, and 20 stories tall) bordered by Lafayette, Classon, DeKalb, and Franklin Avenues represent the densest development in this study area. Local commercial uses are located along Fulton Street and sparsely along Classon, Bedford, and Franklin Avenues.

Low-scale industrial uses, typically in the form of gas stations, auto-repair shops, and warehouse/storage facilities, are located along Atlantic Avenue and in a smaller industrial area along Clifton Place and Greene and Lexington Avenues. The northern terminus—Franklin Avenue—of the four-station Franklin Avenue Shuttle (S), operated by NYCT, is located at the southwest corner of Fulton Street and Franklin Avenue.

Other than religious institutions located along Classon Avenue in the southwest corner of the subarea, institutional facilities are limited to P.S. 3 (Bedford Village School), located at 50

Jefferson Avenue, and the BPL's Bedford Branch at Hancock Street and Bedford Avenue. The 1.55-acre Hancock Playground shares the block with P.S. 3.

Prospect Heights Subarea

Similar to the residential uses in the primary study area, residential buildings in the secondary Prospect Heights subarea are typically rowhouses with larger and taller apartment buildings along Eastern Parkway. The predominantly industrial area north of St. Marks Avenue is showing signs of residential redevelopment. Commercial uses are limited in the secondary study area, with these neighborhood retail uses located sporadically along Classon and Franklin Avenues.

Lower-density industrial uses such as warehouses, hardware/building suppliers, and smaller factories are located in the subarea on four blocks bounded by Atlantic, Franklin, St. Marks, and Classon Avenues; a number of lots in this area are vacant or contain buildings in various states of disrepair. The above-grade Franklin Avenue Shuttle (S) runs parallel to and west of Franklin Avenue through the secondary study area. One of the shuttle's four stops, Park Place, is also located in this subarea.

There are a number of institutional uses along Classon Avenue between St. Marks Avenue and St. Johns Place, including the now-closed Brooklyn Jewish Hospital, the CNR Healthcare Network at 753 Classon Avenue, St. Theresa's Church and School, and P.S. 316. FDNY Engine 280 and Ladder 132 companies are located at 489 St. Johns Place between Washington and Classon Avenues.

There are three notable community facilities and open space uses south of Eastern Parkway between Flatbush and Washington Avenues: the Brooklyn Museum, the Brooklyn Botanic Garden, and the BPL's Central Library. Housed in a 560,000-square-foot Beaux-Arts building, the Brooklyn Museum is the second-largest art museum in New York City and one of the largest in the country, with a permanent collection totaling more than one million objects. The 52-acre Brooklyn Botanic Garden, founded in 1910, includes a cherry tree esplanade, a one-acre rose garden, a Japanese hill and pond garden, a fragrance garden for the blind, a water lily pond esplanade, and several conservatories. Located on the southeast corner of Flatbush Avenue and Eastern Parkway facing Grand Army Plaza, BPL's Central Library is the major reference center for BPL's 60-location system, and contains more than 1.5 million books, magazines, and multimedia materials.

The 1.36-acre Dr. Ronald McNair Park is located on the triangle bounded by Eastern Parkway, Washington Avenue, and Classon Avenue.

Park Slope Subarea

Almost identical to the Park Slope subarea in the primary study area, this secondary subarea is predominantly residential with ground-floor local retail uses along 5th and 7th Avenues. The area along 4th Avenue, which acts as the border between residential Park Slope and the varied and industrial uses typically associated with the Gowanus Canal, is in transition. The recent rezoning of this corridor has attracted higher-density development as illustrated by the number of sites under construction or under redevelopment along 4th Avenue. A few industrial uses are found east of 4th Avenue, which is currently lined with auto-related and other transitional uses, including the two-story Nationwide Mattress and Furniture warehouse at 283 4th Avenue between 1st and 2nd Streets.

Educational facilities in this subarea include P.S. 321 (William Penn School) at 180 7th Avenue, and the Montessori School of New York at 105 8th Avenue between President and Carroll Streets. There are a number of churches, chapels, and synagogues in this subarea along 6th, 7th, and 8th Avenues. The Brooklyn Lyceum, a former public bathhouse that now serves as a performance space, is located at 227 4th Avenue between Union and President Streets.

The Park Slope secondary subarea contains the northwest corner of Prospect Park, a 585-acre park (Brooklyn's largest) designed by Frederick Law Olmsted and Calvert Vaux. Prospect Park,

which attracts over 7 million visitors a year, features the 90-acre Long Meadow, the 60-acre Lake, and Prospect Park Zoo.

Gowanus Subarea

Land uses in the Gowanus subarea are predominantly residential west of Bond Street and industrial adjacent to the Gowanus Canal and east to 4th Avenue.

The residential neighborhood west of Bond Street is known as Carroll Gardens. Most of the residential uses in this neighborhood are in the form of three- to four-story rowhouses; one notable exception is the Gowanus Houses, a development of 14 buildings of heights up to 14 stories between Wyckoff, Douglass, Bond, and Hoyt Streets. A number of residential uses are also located along Carroll and President Streets west of 3rd Avenue. A small section of the Smith Street retail corridor is located on the western edge of this subarea.

Uses such as small factories, warehouses, and auto-repair facilities are located in this dense industrial area east of Bond Street, with more intensive uses located along the canal. These uses are typically found in one- to four-story buildings and are in various states of repair. A NYCT substation is located along 4th Avenue between Carroll and 1st Streets. Educational institutions in this subarea include the Brooklyn School for Global Studies at 284 Baltic Street just west of Smith Street, and P.S. 32 (Samuels Mills Sprole School) at 317 Hoyt Street between Union and President Streets.

ZONING

Zoning is a tool for implementing the City's planning and development objectives by regulating land use, density, and building bulk. To date, most of the project site's zoning districts (approximately 70 percent of the site) reflect its historic industrial and manufacturing character and are inconsistent with most of the zoning in the surrounding areas (see Figure 3-4). The westernmost block between Flatbush and 6th Avenues and the western frontage of Vanderbilt Avenue between Dean and Pacific Streets have a combination of commercial and residential zoning. Existing zoning and its relationship to land use character are described below.

UNDERLYING ZONING

Project Site

The project site is located largely within an M1-1 manufacturing district, which extends eastward from 5th Avenue along the Atlantic Avenue corridor. Blocks 1119, 1120, and 1121 are located entirely within this M1-1 district, as is the large majority of Block 1129. This district, with a maximum FAR of 1 for commercial and industrial buildings (2.4 FAR for community facility uses) is intended to serve as an industrial front yard, or buffer, to adjacent residential or commercial districts. However, in this case there is no heavy industrial area requiring such a buffer. Performance standards are required for manufacturing uses in M1-1 districts. M1-1 districts allow for development with low street wall heights (30 feet or 2 stories) and setbacks above these heights. Table 3-1 lists the zoning designations and the allowable FAR associated with each of the zoning districts on the project site.

Table 3-1
Zoning Districts Located on the Project Site

Zoning District	Maximum FAR¹	Uses/Zone Type
R6B	2	Contextual residence district, allowing medium-density housing, low-rise buildings with greater lot coverage
R7A	4	Contextual residence district, allowing medium-density housing, low-rise buildings with greater lot coverage
C1-4	2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district	Local shopping and services
C2-4	2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district	Local shopping and services
C4-4A	4 commercial 4 residential 4 community facility	General commercial district, allowing commercial, community facility, and residential uses; contextual district where shorter, higher coverage buildings are encouraged
C6-1	6 commercial 3.44 residential 6.5 community facility	General commercial district outside central business district, allowing a wide range of commercial uses and allowing residential and community facility uses; Special Downtown Brooklyn District
C6-2	6 commercial 0.94 to 6.02 residential 6.5 community facility	General commercial district outside central business district, allowing a wide range of commercial uses and allowing residential and community facility uses; Special Downtown Brooklyn District
M1-1	1 commercial (limited) or manufacturing 2.4 community facility (use group 4 only)	Light manufacturing and most commercial uses, located adjacent to low-density residential areas
Note:	¹ Floor area ratio (FAR) is a measure of density establishing the amount of development allowed in proportion to the base lot area. For example, a lot of 10,000 square feet with a FAR of 1 has an allowable building area of 10,000 square feet. The same lot with an FAR of 10 has an allowable building area of 100,000 square feet.	
Source:	<i>New York City Zoning Resolution.</i>	

Primary Study Area

Unlike the predominantly manufacturing designation characterizing the project site, the primary study area is zoned predominantly for residential and commercial uses. The only manufacturing districts located within the primary study area (other than the project site) are along Atlantic Avenue, east of the project site, in the area south of Baltic Street and west of 4th Avenue, and on the block bounded by Bergen Street, Nevins Street, Wyckoff Street, and 3rd Avenue (see Figure 3-4 and Table 3-2). In some places (including portions of the project site), the manufacturing district along Atlantic Avenue extends three blocks south to Bergen Street.

Boerum Hill Subarea. The Boerum Hill subarea is largely residential, mapped with R6, R6A, R6B, R7A, R7B, and R8A residential districts with C2-4 commercial overlays along the major avenues. R6 districts typically house three- to 12-story developments with a maximum FAR of between 0.78 and 2.43. R6A districts, in addition to having a slightly greater maximum FAR of 3, differ from R6 districts in that they permit greater lot coverage, and modified height and setback regulations with strong street wall requirements, typically resulting in six-story apartment buildings. Similarly, R7B districts encourage shorter buildings with greater lot coverage and strong street wall requirements. Typical residences produced in R7B districts are six-story apartment buildings with a maximum FAR of 3; R7A districts are similar but with a maximum FAR of 4. R8A districts, which require street wall development and limit the overall height of buildings to 120 feet, are generally characterized by bulky mid-rise apartment buildings, and have a maximum FAR of 6.02. An R6A district with a C2-4 commercial overlay is mapped along Atlantic Avenue. A C2-4 overlay is also mapped along 4th Avenue in an R8A district. The C2-4 commercial overlay district has a 2 maximum commercial FAR and is limited to local retail and services on the first story in each district. An M1-2 district (maximum FAR of

Table 3-2

Zoning Districts Located in Primary and Secondary Study Areas

Zoning District	Maximum FAR	Uses/Zone Type
R6	0.78 to 2.43	General residence district, medium-density housing
R6A	3	Contextual residence district, medium-density housing, low-rise buildings with greater lot coverage
R6B	2	Contextual residence district, medium-density housing, low-rise buildings with greater lot coverage
R7-1	0.87 to 3.44	General residence district, medium-density housing
R7-2	0.87 to 3.44	General residence district, medium-density housing
R7A	4	Contextual residence district, medium-density housing, low-rise buildings with greater lot coverage
R7B	3	Contextual residence district, medium-density housing, low-rise buildings with greater lot coverage
R8A	6.02	Contextual residence district, high-density housing, compatible with existing older neighborhoods
R8X	6.02	Contextual residence district, high-density housing, mandated front wall setback area
C1-3	2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district	Local shopping and services
C1-4	2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district	Local shopping and services
C2-3	2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district	Local shopping and services
C2-4	2 (in R6 to R10) commercial, follows bulk residential and community facility regulations of mapped residential district	Local shopping and services
C4-4A	4 commercial 4 residential 4 community facility	General commercial district, allowing commercial, community facility, and residential uses; contextual district where shorter, higher coverage buildings are encouraged
C5-4 ¹	10 commercial 10 residential 10 community facility	Restricted central commercial district, medium-bulk commercial uses, continuous retail frontage; Special Downtown Brooklyn District
C6-1 ¹	6 commercial 3.44 residential 6.5 community facility	General commercial district outside central business district, allowing a wide range of commercial uses and allowing residential and community facility uses; Special Downtown Brooklyn District
C6-1A ¹	6 commercial 4 residential 6 community facility	General commercial district: regional subcenter, allowing a wide range of commercial uses and allowing residential and community facility uses; Special Downtown Brooklyn District
C6-2 ¹	6 commercial 0.94 to 6.02 residential 6.5 community facility	General commercial district outside central business district, allowing a wide range of commercial uses and allowing residential and community facility uses; Special Downtown Brooklyn District
C6-2A	6 commercial 6.02 residential 6.5 community facility	Contextual commercial district outside central business district, allowing a wide range of commercial uses and allowing residential and community facility uses; Special Downtown Brooklyn District
C6-4 ¹	10 commercial 10 residential 10 community facility	High-density office district, wide range of high-bulk commercial uses requiring a central location; Special Downtown Brooklyn District
C6-4.5	12 commercial 10 residential ¹ 12 community facility	High-density office district, wide range of high-bulk commercial uses requiring a central location; Special Downtown Brooklyn District
M1-1	1.0 commercial (limited) or manufacturing 2.4 community facility (use group 4 only)	Light manufacturing and most commercial uses, located adjacent to low-density residential areas
M1-2	2.0 commercial (limited) or manufacturing 4.8 community facility (use group 4 only)	Light manufacturing and most commercial uses, older industrial areas, strict manufacturing performance standards
M2-1	2.0 commercial (limited) or manufacturing	Medium manufacturing and most commercial uses, moderate manufacturing performance standards
Note: ¹ 20 percent bonus permitted in Special Downtown Brooklyn District for major transit improvements on zoning lots adjacent to certain subway stations and for public plaza space.		

2 for commercial and manufacturing uses) is located on the block bounded by Bergen Street, 3rd Avenue, Wyckoff Street, and Nevins Street. The northern portion of this subarea is located in the Special Downtown Brooklyn District (see discussion below).

Downtown Brooklyn Subarea. The Downtown Brooklyn subarea is mapped predominantly with C5-4, C6-1, C6-2, C6-4, and C6-4.5 districts, designed to promote mid- to high-density commercial and residential development, improved subway connections, and strong retail and destination corridors. These commercial districts provide for a wide range of high-bulk commercial uses that require a central location, such as offices, hotels, entertainment facilities, and retail stores. C5-4 districts are restricted, central commercial districts where continuous retail frontage is desired; the maximum FAR for commercial, residential, and community facility uses is 10. C6-1 districts are general commercial districts that have a commercial FAR of 6, a community facility FAR of 6.5, and a maximum residential FAR of 3.44; C6-2 districts are similar to the C6-1 districts but allow a maximum residential FAR of between 0.94 and 6.02. C6-4 districts are designed to provide high-density office and residential uses and have a maximum commercial, community facility, and residential FAR of 10. This high-density district abuts the project site to the north. C6-4.5 districts permit high-density office and residential uses and have a maximum commercial and community facility FAR of 12 and a residential FAR of 10. Buildings that provide subway station improvements or public plazas within the Special Downtown Brooklyn District are eligible for a floor area bonus—pursuant to a CPC special permit—of up to 20 percent of the basic maximum FAR permitted by the underlying district regulations (see Table 3-2). With the exception of the R6B district mapped east of St. Felix Street, and the R6 district north of DeKalb Avenue and west of Ashland Place, the Downtown Brooklyn subarea is located entirely in the Special Downtown Brooklyn District (see discussion below).

Fort Greene Subarea. The Fort Greene subarea is primarily zoned R6 (described above) and R7-2. R7-2 districts allow for mid-rise buildings with lower lot coverage. The maximum FAR is between 0.87 and 3.44. C1-3, C2-3, and C2-4 overlays are mapped in the R6 district along Fulton Street between Ashland Place and Carlton Avenue; C1-3 and C2-3 overlays are mapped in the R7-2 district along Fulton Street and along DeKalb Avenue between Carlton Street and Vanderbilt Avenue. In all C1 and C2 districts, commercial use is limited to the first story in any mixed use development. These districts accommodate the local retail and personal service shops typically found in residential neighborhoods. Such uses include grocery stores, small dry cleaners, restaurants, and barber shops. A maximum 2 commercial FAR is allowed in underlying R6 and R7-2 districts with a C1 or C2 overlay. C2-3 and C2-4 districts allow for a wider range of local retail and service establishments than C1 districts; when mapped in R6 and R7-2 districts, the maximum commercial FAR is 2. The Atlantic Terminal area north of Atlantic Avenue is mapped with a mix of C6-2, C6-4, and R7-2 districts.

Clinton Hill Subarea. A majority of the Clinton Hill subarea is zoned R6. C1-3 and C2-3 overlays are mapped along Fulton Street, Grand Avenue between Lafayette and Greene Avenues, and DeKalb Avenue between Clermont and Vanderbilt Avenues. An M1-1 manufacturing district, which allows for light manufacturing and commercial uses, is mapped along Atlantic Avenue east of the project site.

Prospect Heights Subarea. The Prospect Heights subarea is mapped primarily with R6, R6B, R7A, and R8X districts with higher-density residential districts (R7A and R8X) located in the southern portion of this subarea adjacent to Prospect Park, Grand Army Plaza, and Eastern Parkway. The maximum FAR in R8X districts is 6.02 and zoning controls limit building heights to 150 feet. R6A (Washington Avenue) and R7A (Flatbush and Vanderbilt Avenues) districts are mapped along the major corridors in this subarea. An R6 district is mapped on the block

bounded by Dean Street, Underhill Avenue, Bergen Street, and Vanderbilt Avenue. A C4-4A district is mapped along Pacific Street between 6th and Carlton Avenues. A C4-4A district is a general commercial district where shorter buildings with higher lot coverage are encouraged; the maximum FAR for all uses is 4. Commercial overlays are mapped along Vanderbilt Avenue (C1-4 in R7A), Flatbush Avenue (C2-4 in R7A), and Washington Avenue (C1-4 south of Park Place and C2-4 north of Park Place, each in R6A). An M1-1 district extending as far south as Bergen Street is mapped south of Atlantic Avenue on the northern edge of this subarea.

Park Slope Subarea. The Park Slope subarea is mapped R6B west of 7th Avenue; R7B between 7th and 8th Avenues, and R8X along Plaza Street West and Grand Army Plaza. R6A (Union Street, and 5th and 7th Avenues), R7A (Flatbush Avenue), and R8A (4th Avenue) districts are mapped along the major corridors. The major commercial streets in the Park Slope subarea are zoned with commercial overlays: C1-3 along 7th Avenue, C1-4 along 5th Avenue, and C2-4 along Flatbush and 4th Avenues. Much of this subarea was rezoned from R6 to R6B and R7B on April 30, 2003 to preserve the historic scale of the brownstone neighborhoods and provide increased opportunities for residential and commercial development along 4th Avenue.

Gowanus Subarea. The Gowanus subarea, defined as the area south of Baltic Street and west of 4th Avenue, is zoned primarily M1-2. This district has a maximum FAR of 2 and strict performance standards (similar to M1-1 districts). A portion of this subarea along 4th Avenue is zoned R8A residential with a C2-4 commercial overlay.

Secondary Study Area

The secondary study area, between ½- and ¾-mile from the project site, is described more generally below. The subareas are extensions of the neighborhoods in the primary study area with the exception of Bedford-Stuyvesant, which is only in the larger secondary study area.

Boerum Hill Subarea. The Boerum Hill secondary subarea is mostly mapped residential (R6, R6A, and R6B) with higher-density commercial districts (C6-1 and C6-2A) in the north bordering Downtown Brooklyn. This subarea is mapped R6 south of Atlantic Avenue, R6A along Atlantic Avenue, and R6B north of Atlantic Avenue and east of Smith Street. A C6-1 district is mapped on the east side of Smith Street from Atlantic Avenue to Schermerhorn Street, where it extends eastward (to 3rd Avenue in the primary study area). A C6-2A district is mapped north of Atlantic Avenue west of Smith Street. C6-2A is a contextual commercial district and has maximum FARs of 6, 6.02, and 6.5 for commercial, residential, and community facilities, respectively. Commercial overlays are located along Atlantic Avenue (C2-4) and Smith Street (C1-3) south of Atlantic Avenue. Areas abutting and north of Atlantic Avenue are within the Special Downtown Brooklyn District (see discussion below).

Downtown Brooklyn Subarea. The Downtown Brooklyn secondary subarea is mapped with a mix of higher-density commercial districts indicative of a central business district. Much of this subarea is mapped C5-4, C6-4, and C6-4.5; the remaining commercial areas are mapped C6-1A (on the northern edge of this subarea between Jay Street and Flatbush Avenue Extension) and C6-2A (on the block bounded by Boerum Place, Livingston, Smith, and Schermerhorn Streets). C6-1A districts are mapped in regional centers; these districts have the same bulk regulations as C6-1 districts but impose bonus floor area limitations and parking requirements appropriate for areas outside of Manhattan. All commercial districts (not including overlays) are governed by the Special Downtown Brooklyn District (see discussion below).

The properties east of (but not including) the properties abutting the east side of Flatbush Avenue Extension are mapped R6; a wide C2-4 overlay is mapped on the south side of Myrtle Avenue between Fleet and Ashland Places.

Fort Greene Subarea. The Fort Greene secondary subarea is mapped entirely R6, with C1-3 commercial overlays mapped along Myrtle Avenue east of Washington Park and DeKalb Avenue between Carlton and Clermont Avenues.

Clinton Hill Subarea. The Clinton Hill secondary subarea is mapped R6, with the exception of the areas north of Lafayette Avenue and east of Hall Street/St. James Place, which are mapped R7-1 (R7-1 districts have similar requirements to R7-2 districts, required parking the primary exception). C1-3 commercial overlays are located along Myrtle, Grand, and parts of DeKalb Avenues.

Bedford-Stuyvesant Subarea. The Bedford-Stuyvesant subarea is mapped almost entirely R6. Commercial overlays are mapped along Fulton Street (C1-3 and C2-3), Bedford Avenue (C2-3), and three blocks of Franklin Avenue between Lexington and Lafayette Avenues (C1-3). An M1-1 district governs the properties along the north side of Atlantic Avenue.

Prospect Heights Subarea. Most of the Prospect Heights secondary subarea is mapped with R6, R7-1, R7A, and M1-1 districts. The R6 district is mapped between Bergen Street and Sterling Place east of Washington Avenue and south of Eastern Parkway; the R7-1 district is located between Sterling Place and Eastern Parkway east of Washington Avenue. An R7A district is located just north of Eastern Parkway between Underhill and Washington Avenues. The R8X district, which is mapped over Grand Army Plaza, extends over the properties on the north side of Eastern Parkway to Washington Avenue. Commercial districts are located along Washington (C1-4) and Franklin (C1-3 and C2-3 north of Prospect Place) Avenues. The M1-1 district extends as far south as Bergen Street (three blocks) in the northeast corner of this subarea.

Park Slope Subarea. Districts in the predominantly residential Park Slope secondary subarea are extensions of those in the primary study area: R6B between 4th and 7th Avenues, R7B between 7th Avenue and Plaza Street West/Prospect Park West, and R8X along Grand Army Plaza/Prospect Park. Both 5th and 7th Avenues are mapped R6A with C1-4 overlays; the east side of 4th Avenue is mapped R8A with an extended (150-foot) C2-4 overlay between President and 3rd Streets.

Gowanus Subarea. The Gowanus secondary subarea is mapped with an R6 district west of Bond Street. C1-3 and C2-3 overlays are mapped along Smith Street on the western edge of this study area. A C1-3 overlay is mapped on the west side of Hoyt Street between Wyckoff and Douglass Streets. East of Bond Street, this subarea is mapped with both M1-2 and M2-1 districts. The M2-1 district, mapped on blocks adjacent to the Gowanus Canal, occupies the middle ground between light and heavy industrial areas and has lower performance standards when compared with M1 districts. This district has a maximum FAR of 2 for industrial and some commercial uses; residential and community facility uses are not permitted in M2-1 districts.

SPECIAL DOWNTOWN BROOKLYN DISTRICT

The Special Downtown Brooklyn District was established in 2001 (see Figure 3-4). Special use districts are mapped by the City to promote specific development and urban design objectives oriented to the character and planning goals of a particular area. These general goals include the following specific purposes:

Atlantic Yards Arena and Redevelopment Project EIS

- To strengthen the business core of Downtown Brooklyn by improving the working and living environments;
- To foster development in Downtown Brooklyn and provide direction and incentives for further growth where appropriate;
- To create and provide a transition between the Downtown commercial core and the lower-scale residential communities of Fort Greene, Boerum Hill, Cobble Hill and Brooklyn Heights;
- To encourage the design of new development that is in character with the area;
- To preserve the historic architectural character of development along certain streets and avenues and the pedestrian orientation of ground floor uses, and thus safeguard the vitality of Downtown Brooklyn;
- To improve the quality of new development in Downtown Brooklyn by fostering the provision of specified public amenities in appropriate locations;
- To improve visual amenity by establishing special sign regulations within the Fulton Mall and Atlantic Avenue Subdistricts; and
- To promote the most desirable use of land and building development for Downtown Brooklyn and thus conserve the value of land and buildings and thereby protect the City's tax revenues.

The special district established high-density zoning districts and special bulk controls designed to permit large commercial buildings appropriate for a downtown business district to be developed as-of-right, and established a transitional contextual buffer along Atlantic Avenue west of 4th Avenue between the downtown commercial core and the lower-scale residential community of Boerum Hill.

The Special Downtown Brooklyn District was recently amended as a result of a comprehensive development plan intended to facilitate the continued growth of Downtown Brooklyn. This plan, the Downtown Brooklyn Development Plan, was created as a joint effort between DCP and the New York City Economic Development Corporation (EDC), in partnership with the Downtown Brooklyn Council, a local business organization. The Downtown Brooklyn Development Plan, which includes a series of zoning map and zoning text changes, was adopted by the City Council in June 2004.

Blocks 927 and 1118 are located within the Special Downtown Brooklyn District.

PUBLIC POLICY

PUBLIC LAND USE POLICY IN DOWNTOWN BROOKLYN AND SURROUNDING AREA

Downtown Brooklyn and adjacent areas have been the subject of numerous studies and development/revitalization plans since the second half of the 20th century. Zoning enacted in 1961 did not foresee extensive changes to the existing business district, as it was then defined by Court Street, the Civic Center, and Fulton Street's retail corridor. Since that time most commercial redevelopment has required publicly sponsored zoning changes and other government actions, such as urban renewal and direct investment, to facilitate enlargement of the office core on sites that were once dominated by lofts, small buildings, and parking lots. The

current City land use policy for Downtown Brooklyn and its surroundings, as reflected in recent rezonings and the specific policies cited below, is to support continued moderate- to high-density commercial and residential redevelopment in Downtown Brooklyn, while at the same time fostering a lively streetscape, protecting lower-density residential areas, and preserving the area's historic character. The purpose of permitting more development at higher densities on the project site in an expansion of Downtown Brooklyn is to accommodate the current needs described above and anticipated future escalation of these needs, and for space to house the borough's strong growth in population and employment (see Table 1-1), in an area with extraordinary transit access. The existing low-density manufacturing zoning on the project site, illustrated by its current use and the density of these uses, is not suited to accommodate Brooklyn's anticipated growth in population and employment or to take advantage of the site's proximity to Brooklyn's largest transportation hub. Rather, it reflects the historic uses in the project area and the presence of the open rail yard/bus facility operating on the site. With the platforming of the rail yard, the rationale for the zoning designation is eliminated or minimized (and new opportunities for development presented).

Atlantic Terminal Urban Renewal Area (ATURA)

ATURA was established to help revitalize the area (see Figure 3-5). Established in 1968, ATURA was intended to encourage development and employment opportunities in the area, to create new housing of high quality and/or rehabilitated housing of upgraded quality, to facilitate the removal of structurally substandard buildings and eliminate negative environmental conditions, and to provide community facilities, parks, retail shopping, and parking. The original plan called for the relocation of the Fort Greene Meat Market to Sunset Park, Brooklyn, and for the demolition of approximately 800 dwelling units. The original plan also included the creation of 2,400 new dwelling units, a new Baruch College campus to be located near Flatbush Avenue (on a platform over the rail yard), a primary school, a high school, two public parks totaling approximately 1.5 acres, and a neighborhood shopping center.

Between 1968 and 1993, nine different amendments to the original plan were adopted. In general, the amendments changed land use designations, shifted uses, and altered the list of structures to be acquired and demolished to allow for redevelopment versus "Q parcels"—properties not to be acquired, but to be held subject to certain rehabilitation standards. The third amendment (1975) removed Blocks 1119, 1120, and 1121 from the list of sites to be acquired for redevelopment. The tenth and most recent amendment (issued in April 2004) eliminated all Q designations and associated rehabilitation requirements from parcels and extended the duration of ATURA so that it would remain in effect for 40 years from the date of the amendment's approval.

Today, most of ATURA has been developed with a combination of moderate- to high-density commercial and subsidized residential development, along with some lower-scale rowhouse development. The Special Downtown Brooklyn District is mapped over the westerly portion of ATURA, both north and south of Atlantic Avenue. The majority of the project site, including Blocks 927, 1118, 1119, 1120, and 1121, is within the boundaries of ATURA, but, as stated above, only the westernmost parcels on the project site (Blocks 927 and 1118) remain on the list of ATURA sites to be acquired for redevelopment.

Brooklyn Center Urban Renewal Area (BCURA)

The Brooklyn Center Urban Renewal Area (BCURA), which governs an area along Flatbush Avenue Extension between Myrtle and Lafayette Avenues, was established in 1970. BCURA

was intended to strengthen and expand the commercial and retail core and the residential base of Brooklyn Center; provide new areas for expansion of office, educational, cultural, manufacturing, and public space uses in Downtown Brooklyn; and improve traffic safety and rationalize the circulation system in the area by providing for the separation of major pedestrian and traffic flows. BCURA is mapped within the Downtown Brooklyn subarea of both the primary and secondary study areas. BCURA was amended as a result of the Downtown Brooklyn development plan, which extended its expiration date from 2010 to 2044, expanded its boundary by nine blocks, and increased commercial and residential density along Flatbush Avenue Extension and Willoughby Street. Additional high-density, mixed-use development is expected as a result of the expansion and rezoning of BCURA (see Table 2-1). The land use policy for BCURA and ATURA together envisions a high-density corridor along Flatbush Avenue, extending from Myrtle Avenue into the project site.

Brooklyn Academy of Music (BAM) Cultural District

The BAM Local Development Corporation (BAM LDC), working with both EDC and the New York City Department of Cultural Affairs (DCA), is leading an effort to create the BAM Cultural District—a vibrant, mixed-use, multicultural arts district in Downtown Brooklyn that will be a resource for the arts, the local community, the borough of Brooklyn, and the City as a whole. A primary goal of the planned Cultural District is to convert underutilized property into affordable, desirable space for nonprofit visual, performing, media, and other arts groups to create and present their work. Diverse arts-related educational offerings, mixed-income housing, amenities such as restaurants, cafés, retail, and underground parking, as well as public space, will define the essence of the Cultural District.

The proposed BAM Cultural District extends to DeKalb Avenue to the north, Hanson Place to the south, St. Felix Street to the east (including the Fulton Street streetscape as far east as South Oxford Street), and Flatbush Avenue Extension and Albee Square to the west. This proposed district would be mapped in parts of the Downtown Brooklyn and Fort Greene subareas of the primary study area. The land use policy expressed in this proposal is to support, enhance, and expand Downtown Brooklyn's cultural district, using moderate-to-dense residential and arts development, and to distinguish this district through a concentration of cultural uses from the expanding, dense commercial and residential development to the west in Downtown Brooklyn.

Schermerhorn-Pacific Urban Renewal Area (SPURA)

The Schermerhorn-Pacific Urban Renewal Area (SPURA) is located within the Boerum Hill subarea of both the primary and secondary study areas along Schermerhorn Street roughly between Smith and Bond Streets. SPURA was formed when the state purchased three parcels of vacant land in 1974, with the intention of using the area to expand the Civic Center. Both changes in the availability of housing subsidies and community opposition to the original project modified the focus of land use policy in this urban renewal area. In 1998, a Hoyt-Schermerhorn Task Force, formed to plan for reuse of the area, recommended residentially oriented development, with an affordable housing component, community facilities, and street-level retail. The density of this development would create a transition from higher densities in Downtown Brooklyn and the neighborhood scale of Boerum Hill. Accordingly, ESDC issued requests for development proposals for the state property. Currently, all parcels have been sold to designated developers, and construction is either complete or underway in the urban renewal area.

CITYWIDE PROGRAMS AND POLICIES AFFECTING DEVELOPMENT

The City's "Housing Marketplace Plan: Creating Housing for the Next Generation"

The City has formulated the *Housing Marketplace Plan: Creating Housing for the Next Generation*, which is a statement of the City's goals and strategies to provide affordable housing in a tight real estate market. Initiated in 2002, the program began with a five-year goal of producing 65,000 units. Just recently, this has been expanded to a 10-year goal of 130,000 units. HPD, the agency entrusted with the program, has been working with other government agencies to find land and opportunities for the construction and preservation of affordable housing.

Transit-Oriented Development

The City, through the inclusion of the Special Hudson Yards District and the Special Long Island City Mixed Use District in the *New York City Zoning Resolution*, has expressed support for transit-oriented development. One of the general goals of the Special Hudson Yards District is "to facilitate and guide the development of an environmentally beneficial, transit-oriented business and residence district by coordinating high density development with expanded mass transit facilities, extended and improved subway lines, improved pedestrian access to mass transit facilities, improved pedestrian circulation and avoidance of conflicts with vehicular traffic." Similarly, the goals of the Long Island City Mixed Use District include the development of moderate- to high-density commercial uses within a compact transit-oriented area and promoting the opportunity for people to work in the vicinity of their residences.

Economic Development Policies

The City has in place strong policies to foster economic development in all five boroughs. Through EDC, the agency responsible for seeing that the city continues to attract and retain its economic base of businesses that contribute to the City's economic health, the City offers a variety of business assistance resources from financing programs to real estate opportunities with nearly 60 business incentives programs to help businesses grow and locate in the city, including financing options, tax benefits, and cost-saving energy programs. EDC, like HPD in its support for housing policy, also works with government agencies and the business community to find land and opportunities for construction and preservation of commercial and industrial space. One of the first focuses of EDC has been on Downtown Brooklyn. Beginning in 1981, EDC formulated a program to attract specific businesses to Downtown Brooklyn as well as to provide suitable space for back office operations of the city's finance and banking industries and for the expansion of the Civic Center there. The agency oversaw a variety of complicated approval processes that resulted in major commercial redevelopment in Downtown Brooklyn. The amendments to ATURA and BCURA and to the Special Downtown Brooklyn District all reflect the City's longstanding policy to promote economic growth in Downtown Brooklyn.

The City's economic focus on Downtown Brooklyn was reinforced by the recommendations of the Group of 35 in its 2001 report, which found that a severe lack of commercial space poses a serious threat to the city's long-term growth.¹ To address the impending shortage, the report recommends implementing a five-part commercial development strategy which includes the

¹ The Group of 35 was a high-level panel created by United States Senator Charles E. Schumer that included chief executives and leaders in business, biotechnology, real estate, academia, labor, and government.

establishment of three new “Central Business Districts” (Downtown Brooklyn, Long Island City, and Midtown Manhattan’s Far West Side).

E. FUTURE WITHOUT THE PROPOSED PROJECT—2010

Development of new residential and commercial uses is expected to continue between now and 2010 in the primary and secondary study areas. The project site is not expected to experience substantial change in the future without the proposed project by 2010 due to the existence of the open rail yard and the low-density industrial zoning regulations that dominate the project site. The projects identified as likely to be completed by 2010 are listed on Table 2-1 in Chapter 2, “Analytical and Procedural Framework.” No improvements to the rail yard are expected in the future without the proposed project. Zoning and public policy are anticipated to continue to support commercial and residential growth and development in the study area. Zoning on the project site is expected to be the same absent the proposed project.

LAND USE

Brooklyn has experienced a robust housing market over the past decade, at least partially due to the extensive mass transit system and the presence of cultural/academic institutions. A significant number of housing units have been built in and around Downtown Brooklyn in the past 10 years, and residential growth is expected to continue, as space and zoning permit, in the neighborhoods adjacent to Downtown Brooklyn, most notably Boerum Hill, Fort Greene, and Prospect Heights. It can be expected that demand for additional housing would continue as part of the strong citywide trend (see Table 1-1). According to the New York Metropolitan Transportation Council (NYMTC), residential growth in Brooklyn is expected to produce demand to accommodate more than 18,000 new households by 2010.

As identified in the Downtown Brooklyn Development Plan, demand for modern, state-of-the-art office space should continue to exceed office supply in Manhattan, and the need for commercial development to accommodate that demand will continue. This is also confirmed by NYMTC projections, which anticipate 31,000 new jobs by 2010 (see Table 1-1). This translates to a need for 7.75 million square feet of commercial space by 2010. Downtown Brooklyn is expected to continue to have large concentrations of commercial office, retail, government, and educational uses. Anticipated development as a result of the recent Downtown Brooklyn Development Plan is expected to be a mix of office, academic, cultural, residential, and retail uses. Although the analysis year for that rezoning was 2013, development is expected to occur anytime between now and then. In addition to development anticipated as a result of the Downtown Brooklyn Development Plan, several residential, commercial, and institutional projects are either currently planned, or under development, within the study area prior to the 2010 analysis year (see Chapter 2, “Procedural and Analytical Framework”), as discussed below.

PROJECT SITE

As discussed under “Existing Conditions,” the buildings in the project site have remained relatively unchanged and underutilized, even while development has occurred to the north and west. The project site is not anticipated to experience substantial change in the future without the proposed project by 2010 due to the existence of the open rail yard and the low-density industrial zoning regulations. The project site would continue to be underutilized, continue to have blighted conditions, and not further the goals of ATURA. However, it is likely that some of the more intact residential and commercial buildings that were occupied prior to purchase by the

project sponsors would be reoccupied in the future without the project. In the future without the proposed project by 2010, a continuation of current trends is expected, absent future zoning changes.

PRIMARY STUDY AREA

Eleven development projects are proposed for the primary study area by 2010. The most notable project (as yet to be completed) in the primary study area is the residential conversion of the landmark Willamsburgh Savings Bank Building at 1 Hanson Place. Recently purchased, this 34-story, 512-foot tall building is expected to be converted from office use to 189 luxury condominiums, 30,000 square feet of dental offices, and 23,000 square feet of retail. Other planned projects or projects under construction include: 430,000 square feet of residential use at 80 DeKalb Avenue between Hudson Avenue and Rockwell Place (currently an Internal Revenue Service office); a 200-unit residential building at 17 Eastern Parkway; and a mixed-use development along Schermerhorn Street between Hoyt and Bond Streets, expected to include 135 units and 14 townhouses, 14,700 square feet of ground-floor retail, and 50 parking spaces. The remaining anticipated projects in the primary study area are residential buildings ranging in size from 20 to 140 units.

SECONDARY STUDY AREA

Projects expected to be completed in the secondary study area by 2010 include the expanded Ingersoll Community Center on Myrtle Avenue between Prince and Navy Streets, a 440-dwelling unit development on Schermerhorn Street between Smith and Hoyt Streets, and a mixed-use development—residential, commercial/office, and community facility space—on the northeast corner of Atlantic Avenue and Smith Street. In March 2006, the New York City Department of Correction (DOC) announced that it intends to convert part of the 10-story Brooklyn House of Detention (275 Atlantic Avenue at Boerum Place) into 24,000 square feet of retail shopping space; detailed plans have not been officially approved.

ZONING AND PUBLIC POLICY

The north side of Atlantic Avenue between South Portland Avenue and South Oxford Street was recently rezoned from C6-1 to C6-2 in anticipation of the Atlantic Terrace development (see Table 2-1). No additional zoning changes are anticipated for the project site, the primary study area, or the secondary study area by the 2010 analysis year. In the future without the proposed project, the project site and the primary and secondary study areas are expected to reflect existing zoning. The low-density manufacturing zoning on the project site would remain in sharp contrast to the growing and established commercial and residential areas surrounding the project site, and would continue to represent underutilization given the project site's proximity to Brooklyn's major transportation hub.

Public policy, as described under "Existing Conditions," is expected to remain the same. The City would continue to pursue various programs to provide affordable housing opportunities and space for commercial growth in Brooklyn, focusing the greater density on Downtown Brooklyn, while protecting the integrity of established neighborhoods.

F. PROBABLE IMPACTS OF THE PROPOSED PROJECT—2010

As discussed in Chapter 2, “Procedural and Analytical Framework,” the proposed project would be developed in phases over a period of time. The project sponsors anticipate that Phase I of the proposed project would be complete in 2010. Project components expected to be complete and operational at this time include the newly reconfigured and upgraded below-grade rail yard and the development planned for the blocks housing the proposed arena (consisting of Buildings 1 through 4, in addition to the arena) and Site 5 (see Chapter 1, “Project Description”).

The proposed project would require the adoption of a GPP to facilitate the acquisition and assemblage of property to support the major mixed-use development as described below. This plan, which would be administered by ESDC, would govern all development on the site, including site planning, land uses, and densities, and would establish design controls for the proposed project’s buildings, open spaces, and other features. As part of the GPP, the proposed project would also require the following actions: override by ESDC of certain aspects of the *New York City Zoning Resolution*, including, but not limited to, use and bulk (including height and setback and floor area), signage, and parking requirements and allowances; override by ESDC of ATURA to the extent that ATURA requires development of Site 5 and Site 6A to comply with zoning; use of streets located on the City Map as it relates to Pacific Street between Flatbush and 6th Avenues, 5th Avenue between Flatbush and Atlantic Avenues, and Pacific Street between Carlton and Vanderbilt Avenues; and condemnation by ESDC of such streets and all or parts of the remainder of the project site (see Chapter 1, “Project Description,” for a full list of required actions).

The analysis below addresses the potential for land use, zoning, and public policy impacts in terms of direct displacement of other uses on the project site, compatibility of the proposed uses and proposed density with surrounding uses and densities, and consistency of the proposed uses and densities with public land use and development policy.

LAND USE

PROJECT SITE

In 2010, it is anticipated that the project site west of 6th Avenue would be fully constructed and operational. In addition to the portions of Pacific Street between Flatbush and 6th Avenues and 5th Avenue between Atlantic and Flatbush Avenues that would be incorporated into the project site, this area includes: Block 927: Lots 1, 16 (Site 5); Block 1118: Lots 1, 5, 6, 21-25, 27; Block 1119: Lots 1, 7, 64; and Block 1127: Lots 1, 10-13, 18-22, 29, 30, 33, 43, 45-48, 50, 51, 54-56, 1001-1021 (formerly Lot 35), 1101-1131 (formerly Lot 27). The properties on Blocks 1118, 1119, and 1127, in addition to the portions of Pacific Street and 5th Avenue described above, comprise the “arena block” with the footprint area necessary for the arena on the western portion of the project site.

The proposed project would include an arena for the New Jersey Nets National Basketball Association Team (the “Nets”), along with commercial office and retail, hotel, and residential uses. The proposed project would also provide a below-grade connection to the subway topped by the “Urban Room,” a large public area that would provide transit passengers, commuters, arena patrons, local residents, and visitors with an ample interior space in which to move from the subway below into the arena or to the new land uses on the project site and beyond. The new, below-grade entrance to the subway would be open to the public throughout the day, even when no event is scheduled for the arena. Other components of Phase I expected to be complete and in

operation by 2010 include below-grade parking on the arena block and Site 5, the newly renovated open rail yard on the eastern portion of the project site on Blocks 1120 and 1121, and interim at-grade parking facilities on Blocks 1120 and 1129. The upgraded rail yard would be located one block east of its existing location, just south of Atlantic Avenue between 6th and Vanderbilt Avenues. Interim accessory surface parking on Block 1129 would result in the removal of some of the potentially reoccupied residential and commercial buildings, discussed in the future without the proposed project. In addition, Phase I of the proposed project would provide private open space on a portion of the roof of the arena.

As discussed in Chapter 1, “Project Description,” the proposed development includes two program variations: residential mixed-use and commercial mixed-use. By 2010, the residential mixed-use variation would include residential use with street-level retail in Buildings 1 through 4 and on Site 5 (see Figure 3-6). Building 1 and the development on Site 5 would also include a sizable commercial component. Building 1 would include a full-service hotel. The commercial mixed-use variation would differ from the residential mixed-use variation in terms of use on the arena block and Site 5. In 2010, the commercial mixed-use variation would include additional commercial office use to substitute for the hotel use and the residential space in the two buildings facing Flatbush Avenue (Buildings 1 and 2) on the arena block and on Site 5 (see Figure 3-7). All other buildings and uses on the project site (the arena, Buildings 3 and 4) would be the same under either variation. The other components of Phase I expected to be complete and in operation by 2010, including the newly renovated open rail yard and additional permanent and interim parking facilities, would also be the same under both variations. As the residential mixed-use variation includes a greater range of uses, probable impacts of the proposed project would be based on this variation. However, the difference in impacts with respect to land use, zoning, and public policy, is negligible.

Overall, the Phase I land use change on the project site would transform a blighted and underutilized area into a major mixed-use development. The proposed project would dramatically change land use on the project site, replacing predominantly lower-density industrial, commercial, and residential buildings in various states of repair, vacant buildings and lots, and one block (Block 1119) of an open below-grade rail yard with a high-density mix of uses. The change would be significant, but not adverse. The uses displaced not only have not supported surrounding land uses, but most of them have detracted from neighboring uses and, taken together, the land uses being displaced have acted as a barrier between neighborhoods. Therefore, no significant adverse land use impacts on the project site are anticipated. Moreover, the project site is well-suited for high-density, transit-oriented development, since it sits next to a major transportation hub, namely the LIRR Atlantic Terminal, and 10 subway and 11 bus lines.

Existing uses on the project site would be required to relocate as a result of the proposed project; relocation assistance would be provided in these cases (see Chapter 4, “Socioeconomic Conditions”).

PRIMARY STUDY AREA

Land use issues associated with the proposed project in the surrounding primary study area focus on the compatibility of the new land uses with those already established, and the effect on adjacent land use patterns of introducing uncharacteristically dense development on the project site, as discussed below.

Land Use Compatibility

Of the range of uses proposed for Phase I of the proposed project, only the hotel and arena would be new to the area surrounding the project site. Commercial office and retail uses, and residential uses are the most prevalent land uses throughout the primary and secondary study areas. Although built to a substantially greater density, these land uses on the project site would be compatible with surrounding land uses (see also “Land Use Density and Transit-Oriented Development” below). Their presence on the project site would, in fact, make the land uses on the site itself—which are primarily industrial and rail yard at present—more compatible with neighboring areas.

The proposed hotel use is not common in the primary and secondary study areas, but this use is compatible with the prevailing land uses in the immediate area along Flatbush Avenue—commercial office, retail, and residential, as well as entertainment/cultural uses in Downtown Brooklyn. The New York Marriott at the Brooklyn Bridge, located at 333 Adams Street just outside the secondary study area, is housed in Renaissance Plaza, a mixed-use hotel and office development. The Marriott is also located adjacent to high-density commercial uses in Downtown Brooklyn. An approximately 280-room expansion of the Marriott is expected to open in fall 2006.

The arena use, by its nature, is singular; there are few such facilities in the region. However, arenas are particularly compatible with commercial retail and entertainment and other cultural uses. Experience has also shown that arenas and other sports facilities thrive in combination with a strong mix of commercial and residential land uses, both as proposed elements of a larger master plan or as a catalyst for urban development. Prime examples include: San Diego’s PETCO Park, the signature component of San Diego’s “Ballpark District”, developed as the key component of a public-private partnership with a master plan that includes—in addition to a baseball stadium for the San Diego Padres—approximately 4,600 residential units, 280,000 sf of office space, 500,000 sf of retail, and 2,200 hotel rooms; and San Francisco’s AT&T Park, a baseball stadium in San Francisco that has spurred adjacent municipally-sponsored redevelopment plans for approximately 6,000 residences, 800,000 sf of retail space, a 500-room hotel, 49 acres of public open space, and 6 million sf of university-related uses. MCI Arena in Washington, D.C., and the Air Canada Centre Arena in Toronto also include a mix of uses as part of their development.

The project site is a unique location, and it is appropriate to locate an arena near a major transportation hub to facilitate mass transit to, and egress from, such a facility—similar to Madison Square Garden in Manhattan. Patrons of the proposed arena are also expected to shop in the nearby commercial areas, and their presence would enliven the streetscapes along Atlantic and Flatbush Avenues. Therefore, the arena would be compatible with commercial and cultural (BAM) uses associated with Downtown Brooklyn to the north and west.

The *New York City Zoning Resolution* prohibits arenas within 200 feet of mapped residential districts predicated on the assumption that the operation of such facilities is incompatible with districts limited primarily to residential use. Primary land use compatibility issues with respect to arena and adjacent residential districts include loading dock (operations), crowd and noise controls, and signage. Accordingly, the arena has been designed to avoid and minimize the operational effects on adjacent and on-site uses to the extent feasible.

The arena’s primary entrances would be located along Flatbush and Atlantic Avenues, away from the lower-density residential areas. The arena block would be lined with wider sidewalks to handle patrons at event times and the proposed project also includes a direct below-grade access

via the Urban Room to the subway. In addition, the arena itself would be framed by four mixed-use residential and commercial buildings, including Buildings 2 and 3 along Dean Street, which would also act as a buffer to nearby residential uses and provide streetscape activity even when the arena is not hosting an event. The arena signage would be oriented along Atlantic and Flatbush Avenues (see Chapter 8, “Urban Design and Visual Resources” for more detail on the arena design).

The entrance to the enclosed, below-grade loading areas and preferred seating entry for the arena and Building 1 would be located on Dean Street, just west of 6th Avenue. The arena block is bounded by two wide (Atlantic and Flatbush Avenues) and two local (Dean Street and 6th Avenue) streets. The entrance to the loading area is sited at this location for a number of reasons. Curb cuts are not typically located along major streets, eliminating both Atlantic and Flatbush Avenues as possibilities. Sections of the renovated rail yard would occupy the below-grade space along 6th Avenue north of Pacific Street, making the placement of the loading entrance problematic at this location. All security screening and loading dock activities would take place internally within this enclosed, below-grade area. This area would accommodate eight loading berths and have adequate truck maneuvering space, which would allow for head-in and head-out operations. There would be sufficient internal reservoir space so that there would be no anticipated on-street queuing of delivery vehicles. All deliveries would be pre-scheduled.

Based on a detailed review of surrounding land uses, the arena would result in localized adverse land use impacts to a few of the existing residential uses within 200 feet of the arena block (zoning implications discussed in more detail under “Zoning and Public Policy” below). There are three residential buildings on Pacific Street west of Flatbush Avenue that would have a view of arena signage along Flatbush Avenue. There are three residential buildings on Dean Street west of Flatbush Avenue that would also have a view of arena signage along Flatbush Avenue. Additionally, three residential buildings on Dean Street east of Flatbush Avenue and a residential building on the southwest corner of the intersection of Dean Street and 6th Avenue would be directly across from the arena’s loading entrance. Other residential uses in residential districts within 200 feet of the arena would not be directly affected, as they are not facing the arena or are separated from the arena by intervening buildings or wide streets.

The Dean Street corridor between Flatbush and Vanderbilt Avenues is lined with and zoned for both residential and industrial uses. The Dean Street corridor has also historically functioned as a transition between the more commercial and industrial uses to the north and the residential uses to the south. The localized adverse land use impacts attributable to the arena activities interspersed with new, compatible residential uses would not be considered a significant adverse impact on land use.

On the eastern portions of the project site (Blocks 1120, 1121, and 1129), Phase I of the proposed project would also include the renovation and relocation of the rail yard and construction of interim accessory parking (in addition to the below-grade parking on the arena block on the western portion of the project site). Both the improved rail yard and the surface parking would be compatible with the light manufacturing and commercial uses adjacent to the project site along Atlantic Avenue to the east and south of Dean Street between Carlton and Vanderbilt Avenues.

In summary, the Phase I land uses, including the arena, would be compatible with surrounding commercial and cultural land uses to the north of the project site. With respect to residential uses, the arena would result in a localized adverse impact to the few residences adjacent to its loading dock operations. However, residential uses along the Dean Street corridor have been

historically located within a transition zone between such differing uses. As noted above, existing land uses and the open-cut rail yard together create a condition that prevents connections between the neighborhoods that abut the project site; in particular, the neighborhood south of the project site has been unable to benefit fully from the development of ATURA directly north of the project site. Overall, the proposed project would not result in significant adverse land use impacts as they pertain to land use compatibility.

Land Use Density and Transit-Oriented Development

The location of the project site, with the Urban Room providing a connection to Brooklyn's largest transportation hub and one of the largest transit centers anywhere in the City, makes the project site suitable for the development of dense uses, which rely on use of transit to support the activities they stimulate. The density of these uses would be similar to nearby land uses to the north, which are located in the high-density commercial zoning districts of Downtown Brooklyn (see the "Zoning" discussion, below). This is a distinctly beneficial aspect of the proposed project, which would be consistent with the intent of the recent rezoning in Downtown Brooklyn to foster growth in this area (Downtown Brooklyn) by focusing and providing higher-density commercial and residential development where appropriate and where it can be supported by adequate infrastructure, namely transportation (see the discussion on "Today's Challenge for Economic Growth," in Chapter 1, "Project Description").

The proposed buildings would be of a scale generally compatible with the buildings to the north of the project site in Downtown Brooklyn. The commercial office and residential uses in Building 1 and on Site 5 would be located along Flatbush and Atlantic Avenues, where they would act as an extension of the Downtown Brooklyn central business district and be similar to higher-density uses north of Atlantic Avenue (e.g., the Bank of New York Tower). At the same time, proposed street-level retail uses, which would be located along Atlantic, Flatbush, and 6th Avenue, would be typical of the smaller retail establishments found in the adjacent corridors to the south and west of the project site, and would be consistent with the scale of ground-floor retail throughout the study area. No large 'big box' retail uses would be constructed as part of the proposed project.

The project site is surrounded by firmly established residential neighborhoods—Fort Greene and Clinton Hill to the north, Prospect Heights and Park Slope to the south and east, and Boerum Hill to the west. The project site is located at the junction of, but is not within, these cohesive neighborhoods. Land use patterns in these neighborhoods are expected to remain stable due to existing zoning regulations (including recent rezoning actions) and historic district designations throughout the primary study area (see Figure 3-5). The overall level of density proposed is not permitted anywhere else in Brooklyn, except in the Special Downtown Brooklyn District, which is mapped adjacent to and includes portions of the project site. Unless there are profound zoning changes in the primary study area, the presence of greater density on the project site would not be expected to spur changes in the established neighborhoods elsewhere in the study area.

Given existing land use patterns, existing zoning regulations, and historic district designations, the ability of the proposed project to alter land use patterns in the primary study area would be minimal. Therefore, the proposed project would significantly alter land uses on the project site; however, the proposed project would not be expected to alter the land uses or density of development outside the project site. Accordingly, the proposed project would not result in a significant adverse impact on land use within the primary study area.

Related Impacts

The land use changes on the project site would create the potential for off-site effects from changes in visual quality, as well as changes in socioeconomic conditions, traffic, noise, and air quality generated by the increase in the number of people using (living, working, and visiting) the site. These analyses are provided in later chapters of this EIS and are analyzed cumulatively in Chapter 16, “Neighborhood Character.”

SECONDARY STUDY AREA

The secondary study area, between ½ and ¾ mile from the project site, is farther from the project site than the primary study area, and land use in the secondary study area is therefore less likely to be affected by the proposed project. In 2010, the current trend of residential development of light industrial or vacant properties is expected to continue independent of the proposed project, most likely in the areas adjacent to the Gowanus Canal and in the older industrial areas east of Grand Avenue. Similarly, commercial and mixed-use development of available properties in Downtown Brooklyn has been accounted for in the recent rezoning actions for this (Downtown Brooklyn) subarea. Thus, the proposed project would not result in significant land use impacts in the secondary study area.

ZONING AND PUBLIC POLICY

PROJECT SITE

Underlying Zoning

Zoning Districts. The project site is mapped with several zoning districts: C6-2 (Block 927, or Site 5); a mix on the arena block of R7A with a C2-4 overlay (Block 1127 along Flatbush Avenue); R6B (Block 1127 along Dean Street); C4-4A (Block 1127 along Pacific Street); C6-1 (Block 1118); and M1-1 (Block 1119). Under the existing low- to moderate-density zoning, the Phase I portion of the project site (west of 6th Avenue) could be developed with approximately 1.2 million zoning square feet (zsf). The override of local zoning would allow the project site to be built up to approximately 3.64 million zsf on the arena block and Site 5. Based on a site area of approximately 370,000 square feet (including the former streetbeds), this would amount to a Phase I FAR of approximately 9.9. (The Phase I FAR not including the area of the former streetbeds would be 11.9.)

The 9.9 FAR is greater than the maximum FARs found in the residential neighborhoods to the south (mostly 3 FAR on the interior blocks and 4 FAR along the major avenues) and west (mostly 4 FAR in areas along 4th Avenue with a maximum FAR of 6.02). On the other hand, the FAR on the project site is comparable to the commercial districts found immediately to the north and to the west. The project site is adjacent to the C6-4 district north of Atlantic Avenue (which includes Atlantic Center and the Atlantic Terminal/Bank of New York Tower); C6-4 districts, as discussed in “Existing Conditions” above, permit commercial and residential development to a maximum FAR of 10 with a bonus of up to 20 percent for major transit improvements (to 12 FAR) on zoning lots adjacent to certain subway stations in the Special Downtown Brooklyn District (see Table 3-2).

As stated above, the proposed project would require the adoption of a GPP to facilitate this mixed-use development. A primary component of the proposed project—the arena—would not be permitted under existing zoning or with a CPC special permit. Pursuant to Section 74-41 of

the *New York City Zoning Resolution*, CPC may permit arenas, auditoriums, or stadiums with capacities greater than 2,500 seats only in C4, C6, C7, or C8 districts, or any manufacturing district provided that such use is not located within 200 feet of a residential district. As the proposed arena use would be located within 200 feet of a residential zone (R6B and R7A/C2-4 districts are mapped on the arena block), the arena use would not be in conformance with existing zoning (a CPC special permit would not apply in this case). This restriction on arena use is predicated on the assumption that operations of such facilities are incompatible with districts limited primarily to residential use. As noted above, there would be localized impacts to residential uses within mapped residential districts within 200 feet of the arena. These localized impacts would be limited to the few existing residential uses to the south and east directly across from the arena's preferred seating and loading entrance. Other uses in mapped residential districts within 200 feet of the arena would not be directly affected due to their separation from the arena by intervening buildings or wide streets (see "Land Use Compatibility" above). As also noted above, the arena has been designed to avoid and minimize operational effects to the extent feasible on adjacent and on-site residential uses by orienting the primary entrances and signage along Atlantic and Flatbush Avenue away from such residences and locating all servicing activities (e.g., deliveries, screening) internally. The arena itself would be framed by four mixed-use (including residential) buildings, some of which would also not be permitted by existing zoning (see below).

The proposed residential uses would not conform with the existing manufacturing district mapped on a large part of the arena block. Local retail would not conform with zoning in residential districts without commercial overlays. The interim surface parking proposed for Block 1129 would also not conform with the underlying manufacturing zoning. The remaining proposed uses, including the commercial (office), retail, hotel (for the residential mixed-use variation only), and the renovated rail yard on Blocks 1120 and 1121, would conform with existing zoning. The lower-density M1-1 district mapped on a large part of the arena block, with a maximum FAR of 1, would not allow the uses and higher-density development that would be well served at this location.

The proposed project would not include a change to the City's zoning map. Rather, ESDC would override zoning regulations as they relate to bulk, density, and use for the entire project site and would implement a GPP with design guidelines to address these elements, developed in consultation with the City. The GPP would permit a development more reflective of, and consistent with, zoning policy envisioned for Downtown Brooklyn, and would permit the development of the proposed project as an extension to the downtown area. The extension of the policies supporting the siting of higher-density uses comparable to those found in Downtown Brooklyn to the project site would be appropriate because the project site is located adjacent to the borough's largest transit hub, in close proximity to other high-density commercial uses, and at the intersection of three of the borough's major commercial thoroughfares.

The zoning overrides would include the following:

1. Override of use regulations to allow: (a) Commercial uses in a residential district and commercial uses above the height of the first or second floor in commercial overlay districts; (b) Residential uses in a manufacturing zone; (c) Community facility uses in a manufacturing zone without obtaining a special permit from CPC; (d) Arena use in a residential and residential/commercial overlay district, and arena use in C4 and C6 commercial and M1-1 manufacturing districts located closer than 200 feet to a residential zone and without obtaining a special permit from CPC; (e) Physical culture establishments

- without a New York City Board of Standards and Appeals (BSA) special permit; (f) Uses within the beds of city streets; and (g) Commercial and residential uses to occupy portions of the development without regard to the location restrictions contained in the *New York City Zoning Resolution*.
2. Override of floor area and open space regulations to allow : (a) Commercial and residential FARs in excess of that permitted in the underlying districts; (b) Location of residential floor area without regard to open space ratio or lot coverage requirements, where applicable; and (c) Location of floor area in the bed of mapped city streets.
 3. Override of height and setback controls, including modification of minimum base heights in contextual districts and Special Downtown Brooklyn District streetwall controls; and modification of maximum base heights, setback requirements, sky exposure planes, and maximum building heights.
 4. Override of minimum distance between buildings on a single zoning lot.
 5. Override of signage regulations to allow signage to exceed the applicable height, surface area, and illumination controls on the arena block.
 6. Override of parking regulations to allow for accessory parking to be provided on zoning lots within the project site without regard to requirements regarding restrictions on location of accessory off-street parking spaces.
 7. Override of loading requirements for commercial uses on the project site.
 8. Override of *Zoning Resolution* special permit requirements to allow for a platform over, or within, a railroad right-of-way or transit air space to be included within a zoning lot and used for development.

The proposed project would be effectuated under the GPP and developed in consultation with the City, acting through DCP and EDC. The zoning overrides propose to permit uses and densities that do not comply with underlying zoning but that would further stated public policies, as discussed below, and that relate rationally to uses and densities allowed under existing zoning in the area. The non-conformance of the proposed project with underlying zoning is not a significant adverse impact.

Special Downtown Brooklyn District. Blocks 927 and 1118 are located within the Special Downtown Brooklyn District. In overriding local zoning, the proposed project would fulfill a number of the goals listed previously for the Special Downtown Brooklyn District, including:

- To strengthen the business core of Downtown Brooklyn by improving working and living environments.
- To foster development in Downtown Brooklyn and provide direction and incentives for further growth where appropriate.
- To improve the quality of new development in Downtown Brooklyn by fostering the provision of specified public amenities (such as improved subway access) in appropriate locations.
- To promote the most desirable use of land and building development for Downtown Brooklyn and thus conserve the value of land and buildings, thereby protecting the City's tax revenues.

The proposed project would comply with the ground-floor retail frontage and street tree planting goals of the Special Downtown Brooklyn District. As part of the proposed project, a new subway entrance would be created at the corner of Atlantic and Flatbush Avenues, which would provide direct access to the existing subway station from the Urban Room and the arena. This would be in keeping with the goals of the Special Downtown Brooklyn District as they relate to subway station improvements.

Public Policy

Although a number of uses proposed for the project site would not comply with land use policy as expressed by existing zoning, much of the zoning is linked to one use in the area—the active open rail yard. Once a platform is constructed over this renovated rail yard, the project site would offer the opportunity to further some of the City’s more general policies for housing and commercial development in Brooklyn, as discussed below.

Atlantic Terminal Urban Renewal Area (ATURA). As stated above, the majority of the project site, including Blocks 927, 1118, 1119, 1120, and 1121, is located within ATURA. The proposed project would include ESDC overrides of ATURA with respect to Sites 5 and 6A (see Chapter 1, “Project Description”) as it relates to conformance with zoning. These ATURA overrides would permit development of a use and scale that is suitable for the project’s location at the largest transit hub in Brooklyn. With the exception of zoning conformance (which is not set forth as an ATURA goal), the proposed project would be consistent with ATURA and would promote the goals of this urban renewal area, some of which include: removing blight and eliminating negative environmental conditions; maximizing the development of appropriate land use; strengthening the tax base of the City by encouraging development and employment opportunities; providing new housing of high quality and/or rehabilitated housing of upgraded quality; and providing appropriate community facilities, parks and recreational uses, retail shopping, and parking (public and private). A sizable portion of the project site (Blocks 1119, 1120, and 1121) is zoned for manufacturing use; allowable uses and development densities under that zoning would not promote a number of the main goals of ATURA (see public policy discussion in “Existing Conditions” above).

City Policies for Housing and Commercial Development. The overrides of underlying zoning and related ATURA regulations would be undertaken in the furtherance of City policies to supply housing (market and affordable) and commercial space to accommodate the growth trends currently underway and anticipated in the future for Brooklyn and citywide. Recent public policy actions to allow residential, commercial, and open space redevelopment of underutilized manufacturing districts include DCP’s Greenpoint-Williamsburg Rezoning (adopted May 2005) and the MTA/CPC’s No. 7 Extension and Hudson Yards Rezoning (adopted January 2005). Although the proposed project would result in a loss of area available for manufacturing uses in the city, this loss would not be considered significant. The *New York City Industrial Policy: Protecting and Growing New York City’s Industrial Job Base* (January 2005) outlines the City’s comprehensive policy as it relates to the industrial sector. This policy identifies 14 Industrial Business Zones (IBZs) throughout the city where manufacturing uses are to be protected and encouraged; the project site is not located in any such area. The project’s Phase I development would support other recent public policy for housing and commercial development and not adversely affect industrial retention policy; therefore, the proposed project would not have a significant adverse impact on public policy.

City Policies for Transit-Oriented Development. As expressed in the general purposes of both the Special Hudson Yards District and the Special Long Island City Mixed Use District, the

proposed project would further the City's policy of promoting transit-oriented development by locating these high-density uses adjacent to the Atlantic Terminal transportation hub.

PRIMARY AND SECONDARY STUDY AREAS

While greatly increasing the overall development potential on the project site, the proposed project would not introduce or expand high-density zoning districts, and so would not set a precedent for denser zoning in the primary and secondary study areas. A key benefit of the proposed project would be that a development of this density would allow Brooklyn to capture its share of future regional demand for commercial and residential development at an efficient location, well-served by transit. The maximum FAR for the C6-4 district north of the project site is comparable to the overall FAR for the Phase I portion of the proposed project.

As discussed in "Land Use Density and Transit-Oriented Development" above, the presence of greater density on the project site would not spur changes in density elsewhere in the primary study area. By providing below-grade pedestrian access to the subway station at the corner of Atlantic and Flatbush Avenues for the residential neighborhoods south of Atlantic Avenue, the proposed project would comply with the transportation-related goals of the Special Downtown Brooklyn District (see discussion above) and general public safety goals. Thus, no significant adverse zoning and public policy impacts are anticipated for the primary and secondary study areas as a result of the proposed project.

G. FUTURE WITHOUT THE PROPOSED PROJECT—2016

Development of new residential and commercial uses is expected to continue between 2010 and 2016 in the primary and secondary study areas, to the north and west of the project site, chiefly as a result of the Downtown Brooklyn rezoning and the higher-density zoning on the north side of Atlantic Avenue. The project site is not anticipated to experience substantial change in the future without the proposed project by 2016 due to the existence of the open rail yard and the low-density industrial zoning regulations. While the projects identified as likely to be completed by 2016 (see Table 2-1 in Chapter 2, "Procedural and Analytical Framework") represent the majority of known projects at this time, additional projects may be developed over time; however, no significant development is expected in other parts of the study area. Zoning on the project site is expected to be the same in the future without the proposed project.

In the future without the proposed project, the below-grade rail yard, which would remain open, would remain undeveloped and continue to act as a barrier between the residential neighborhoods to the north and south. The only way to cross the rail yard is on the 6th Avenue and Carlton Avenue bridges. Thus, the project site would continue to accommodate uses not consistent with surrounding areas, the rail yard would continue to be a blighting influence, and the remainder of the project site would remain a blighted area.

Zoning and public policy are anticipated to remain unchanged in the future without the proposed project in 2016.

LAND USE

As discussed in "Future without the Proposed Project—2010" above, residential and commercial growth are expected to continue in Downtown Brooklyn and its adjacent neighborhoods. Demand for additional housing would continue to grow as part of the strong citywide trend. NYMTC projects an additional 39,800 residential units would be needed to accommodate the

anticipated growth in the residential population in Brooklyn by 2015 (see Table 1-1). NYMTC also projects growth in the job sector and anticipates approximately 60,000 new jobs—translating to a need of 15 million square feet of commercial space—would be created in Brooklyn by 2015. The City is expected to continue to focus on Downtown Brooklyn as a place to accommodate this growth and Downtown Brooklyn would continue to have large concentrations of commercial office, retail, government, and educational uses. By 2016, development envisioned in the recent Downtown Brooklyn Development Plan would be complete. In addition to development anticipated as a result of the Downtown Brooklyn Development Plan, several residential, commercial, and institutional projects are either currently planned, or under development, within the study area prior to the 2016 analysis year (see Chapter 2, “Procedural and Analytical Framework”), as discussed below.

PROJECT SITE

As discussed under “Existing Conditions,” the buildings on the project site have remained relatively unchanged and underutilized, even while development has occurred to the north and west. In the future without the proposed project, some of the more intact buildings vacated through buyouts by the project sponsors would be reoccupied by 2010, and no more conversion or retenancing activity would take place. The project site’s manufacturing zoning, with its relatively low maximum FAR, and the existing rail yard, are not attractive for redevelopment; therefore, substantial growth is not expected on the project site, and development in the area would most likely be drawn to the portions of the primary and secondary study areas where a broader range of uses and greater FARs are allowed (described below).

PRIMARY STUDY AREA

Three large development projects are proposed for the primary study area by 2016. Two of these projects are associated with BAM and the proposed BAM Cultural District, with the express purpose of converting parking lots and other underutilized property into space for nonprofit arts groups (see discussion in “Existing Conditions” above), and include: (1) the 140,000-square-foot Visual and Performing Arts Library, designed by Enrique Norten of the Mexico City-based TEN Arquitectos (the design includes a multicolored glass wall along Flatbush Avenue, which Norten has described as a billboard, striated by horizontal lines), and the 299-seat theater designed by Frank Gehry for the Theatre for a New Audience, both on one block bounded by Ashland Place and Lafayette and Flatbush Avenues; and (2) one block north, a mixed-use development comprising 570,000 square feet of residential space, 10,000 square feet of retail, a 43,000-square-foot dance center, a 160,000-square-foot museum/gallery, a 50,000-square-foot theater, and a 465-space parking facility. The third planning project is a mixed-use addition—850,000 square feet of residential and 550,000 square feet of commercial space—to the existing 395,000 square feet of retail use at Atlantic Center.

The remaining development projects proposed for the secondary study area by 2016 include two mixed-use residential and commercial developments along Livingston Street between Bond and Hoyt Streets, and a 12,000-square-foot commercial infill in the building located at 395 Flatbush Avenue Extension. These three projects are anticipated as a result of the Downtown Brooklyn Development Plan.

SECONDARY STUDY AREA

Six significant development projects are anticipated by 2016 in the secondary study area as a direct result of the Downtown Brooklyn rezoning, and are indicative of the type of development envisioned for Downtown Brooklyn. Three commercial office developments along Willoughby Street would range in size from approximately 600,000 square feet to 1.6 million square feet; the development site between Duffield and Gold Streets would also include a 1.15-acre public space (Willoughby Square) and a 694-space below-grade parking facility. An 858,000-square-foot office building (including 70,000 square feet of retail) is also planned on the east side of Adams Street/Boerum Place between Fulton and Livingston Streets.

ZONING AND PUBLIC POLICY

No additional zoning or public policy changes are anticipated for the project site, the primary study area, or the secondary study area by the 2016 analysis year. It is assumed that in the future without the proposed project, the project site and the primary and secondary study areas would reflect existing zoning and public policy, although zoning changes could occur in association with future development projects that have not been planned at this time. Similarly, public policy changes unknown at this time may amend and shape the exact locations for new development in the future. Public policies, as described under “Existing Conditions,” are expected to remain the same. It is anticipated that the City would continue to pursue various programs to provide affordable housing opportunities and space for commercial growth in Brooklyn, focusing the greater density on Downtown Brooklyn, while protecting the integrity of established neighborhoods.

H. PROBABLE IMPACTS OF THE PROPOSED PROJECT—2016

As discussed in “Probable Impacts of the Proposed Project—2010,” Phase I of the proposed project would include the newly renovated below-grade rail yard and the development planned for the blocks housing the arena (consisting of Buildings 1 through 4 in addition to the arena) and Site 5. Phase II of the proposed project would develop over the rail yard and on Blocks 1120, 1121, 1128 (small parcel), and 1129. This development would include 11 residential buildings (Buildings 5 through 15) with community facilities (including a combined day care, senior, and youth center), local retail use on the street level, and at least seven acres of publicly accessible active and passive open space. Six of these buildings would be located along the Atlantic Avenue frontage with separations between the buildings aligned with the Fort Greene street grid. These openings, or passageways, would create landscaped connections to, and align the open space with, the Fort Greene street grid north of Atlantic Avenue and would create north-south visual and pedestrian connections. Phase II development for the residential mixed-use variation and the commercial mixed-use variation would be identical. As discussed in Chapter 2, “Procedural and Analytical Framework,” it is anticipated that all project elements would be constructed and operational by 2016.

The analysis below addresses the potential for land use, zoning, and public policy impacts in terms of direct displacement of other uses on the project site, compatibility of the proposed uses and proposed density with surrounding uses and densities, and consistency of the proposed uses and densities with public land use and development policy.

LAND USE

PROJECT SITE

In 2016, it is anticipated that the entire project site, roughly bounded by Flatbush and 4th Avenues to the west, Vanderbilt Avenue to the east, Atlantic Avenue to the north, and Dean and Pacific Streets to the south, would be fully constructed and operational, with Phase II adding 11 new residential buildings with street-level retail, new community facilities, and public open space to the facilities (on the arena site and Site 5) completed by 2010. In addition to the portions of Pacific Street (two sections: between Flatbush and 6th Avenues and between Carlton and Vanderbilt Avenues) and 5th Avenue between Atlantic and Flatbush Avenues incorporated into the project site, the entire project site includes the following parcels: Block 927: Lots 1 and 16; Block 1118: Lots 1, 5, 6, 21-25, and 27; Block 1119: Lots 1, 7, and 64; Block 1120: Lots 1, 19, 28, and 35; Block 1121: Lots 1, 42, and 47; Block 1127: Lots 1, 10-13, 18-22, 29, 30, 33, 43, 45-48, 50, 51, 54-56, 1001-1021 (formerly Lot 35), and 1101-1131 (formerly Lot 27); Block 1128: Lots 1, 2, 4, and 85-89; and Block 1129: Lots 1, 3-6, 13, 21, 25, 39, 43-46, 49, 50, 54, 62, 76, and 81.

The proposed project would represent a dramatic change in land use on the project site, replacing predominantly lower-density industrial and commercial (Block 927) buildings in various states of repair, vacant buildings and lots (including the interim accessory parking completed in Phase I), and three blocks (Blocks 1119, 1120, and 1121) of an open, below-grade rail yard and a storage yard for retired buses with a high-density mix of uses, including arena, residential, commercial office, retail, community facilities, publicly accessible open space, accessory parking, and possible hotel uses. As stated earlier, this project site, consisting of the rail yard and underutilized industrial properties along Atlantic Avenue and along Dean Street, currently acts as a barrier between the residential neighborhood of Prospect Heights and the residential neighborhoods of Fort Greene and Clinton Hill to the north. By covering the LIRR facilities and creating development at grade, and introducing publicly accessible open space and uses consistent with those found in the surrounding residential neighborhoods, this existing gap in the neighborhood fabric would be repaired.

The proposed residential and public open space uses would activate underused land on the project site served by the largest transportation hub in Brooklyn, and would establish a strong residential/commercial presence along Atlantic Avenue, one of Brooklyn's principal corridors. Phase II development would be built to a substantially greater scale than many of the adjacent uses (6.2 FAR for the portion of the project site east of Carlton Avenue). The proposed project would place the taller buildings on Atlantic Avenue, where they would be of comparable height and scale to the 350-foot-tall Atlantic Terminal Houses development just north of Atlantic Avenue at Carlton Avenue. Lower buildings would face towards the lower-density neighborhoods to the south and east of the site, conforming to a set of design guidelines that would be part of the GPP. Retail uses, located at street level in each of the buildings fronting the avenues, would be typical of the smaller retail establishments found in the adjacent corridors to the south and west of the project site. Community facilities, including a combined day care, senior, and youth center, currently planned in place of some of the retail space in Buildings 6, 9, 12, and 13 (including outdoor courtyard space), would be compatible with, and would provide an amenity for, the surrounding neighborhood.

The publicly accessible open space component of the proposed project would total at least seven acres and would be located on Blocks 1120, 1121, and 1129. This open space would include

plazas, pathways, lawns, water features, quiet gardens, and playing courts (see Chapter 1, “Project Description” and Chapter 6, “Open Space and Recreational Facilities”). In addition to providing attractive connections between neighborhoods north and south of Atlantic Avenue, the open space amenities would be a public benefit for an area underserved by open space resources.

In all, once complete, the proposed project would transform the underutilized project site into a dense, lively, and accessible mixed-use development that would be compatible with the surrounding area. The higher-density mix of uses west of 6th Avenue—the arena, commercial office, and residential—would create activity that currently does not exist on the project site. The residential community created east of 6th Avenue would serve to link the long separated neighborhoods north and south of the project site by a number of street-level connections which are an integral part of the proposed project’s open space. The proposed project would also renovate and cover the rail yard, which has long been a blighting influence in this immediate area.

As stated in “Probable Impacts of the Proposed Project—2010” above, although the proposed project would significantly alter land uses on the project site, its effect on the surrounding neighborhoods would not be adverse. Commercial uses would be located on the western end of the long narrow site, where they would be most compatible with land uses and densities in Downtown Brooklyn. In Phase II, the long stretch of featureless wall on Atlantic Avenue, and broad openings above the rail yard, would be replaced with a diverse residential community, including apartments for a variety of incomes, supported by strong, street-level, local retail uses, at least seven acres of publicly accessible open space, and activity centers for local residents. The new development would enliven the streets surrounding and through the site and would provide opportunities to cross through the project site to and from neighborhoods to the south, instead of discouraging such opportunities, as the current site does. The land use changes on the project site would be, on the whole, beneficial, and would not constitute a significant adverse impact on land use.

PRIMARY STUDY AREA

Land use issues associated with the proposed project in the surrounding primary study area focus on the compatibility of the new Phase II land uses with those already established, and the effect on adjacent land use patterns of introducing uncharacteristically dense development on the project site, as discussed below.

Land Use Compatibility

The proposed project would be built to a greater density than the surrounding land uses, and would be compatible with them (see also “Land Use Density and Transit-Oriented Development” below). The proposed residential, commercial, open space, and community facility uses for Phase II of the proposed project are typical of the range of uses in the area surrounding the project site. Their presence on the project site would, in fact, make the land uses on the site itself—at present primarily industrial and rail yard—more compatible with neighboring areas. Phase II of the proposed project would create connections between the neighborhoods to the north and south of the project site.

Land Use Density and Transit-Oriented Development

The reasons that the greater density associated with the project’s Phase I land uses would not alter land use patterns in the primary study area, discussed above, also apply to the Phase II land uses and, thus, to the full proposed project. The dense development would be connected to

Brooklyn's largest transportation hub, and so would be suitable in its location on the project site; dense uses rely on use of transit to support the activity they engender. The transit-oriented development of the proposed project meets the goal of accommodating anticipated growth efficiently, in a relatively small land area that is well-served by necessary infrastructure, particularly transportation (see the discussion on "Today's Challenge for Economic Growth" in Chapter 1, "Project Description").

The project site is surrounded by firmly established residential neighborhoods. Land use patterns in these neighborhoods are expected to remain relatively stable due to existing zoning regulations (including recent rezoning actions) and historic district designations. Redevelopment on the project site could result in redevelopment pressures in existing manufacturing zoning districts in the primary study area (primarily to the east of Vanderbilt Avenue along Atlantic Avenue). However, there is currently no indication that such redevelopment would occur; any such change would require discretionary approvals and environmental review. Commercial or residential development in these locations would not be inconsistent with surrounding land uses. Future growth in this study area—especially high-density uses—would most likely be captured by Downtown Brooklyn, which was recently rezoned to attract such growth. This growth is expected independent of the proposed project. Future development in the primary study area is expected to conform to existing zoning and would therefore be compatible with surrounding land use patterns.

In summary, the land uses introduced in Phase II of the proposed project would be constructed to a density greater than existing uses in the neighborhoods to the south, but the uses themselves are compatible. Given existing land use patterns, existing zoning regulations, and historic district designations, the potential for the proposed project to alter land use patterns in the primary study area would be minimal. Therefore, although the proposed project would significantly alter land uses on the project site, its effect on the surrounding neighborhoods would not be adverse.

Related Impacts

The land use changes on the project site would create the potential for off-site effects generated by the increase in the number of people using (living, working, and visiting) the site. These analyses are provided in later chapters of this EIS and are analyzed cumulatively in Chapter 16, "Neighborhood Character."

SECONDARY STUDY AREA

The secondary study area is between $\frac{1}{2}$ and $\frac{3}{4}$ mile from the project site, and is at a distance not likely to be affected by the proposed project. By 2016, development in this area would take place independent of the proposed project; commercial and mixed-use development of available properties in Downtown Brooklyn has been accounted for in the recent rezoning actions for this (Downtown Brooklyn) area. Thus, the proposed project would not result in significant land use impacts in the secondary study area.

ZONING AND PUBLIC POLICY

PROJECT SITE

Underlying Zoning

Zoning Districts. The project site east of 6th Avenue is mapped with several zoning districts but is predominantly M1-1: Blocks 1120 and 1121 are mapped M1-1; the 100-foot strip of Block

1128 included in the project site is mapped C4-4A along Pacific Street and R6B along Dean Street; and Block 1129 is mapped M1-1 for the large majority of the project site with an R7A/C1-4 mapped to a depth of 100 feet along Vanderbilt Avenue. Under the existing low density zoning, the Phase II portion of the project site could be developed with approximately 664,000 zsf. Although the proposed project would not include a change to the City's zoning map, ESDC would override zoning regulations to permit a development that would extend the zoning policy envisioned for Downtown Brooklyn. ESDC would implement a GPP with design guidelines, which have been developed in consultation with the City. The override of local zoning would allow Phase II development to be built up to approximately 4.45 million zsf on the project site east of 6th Avenue. Based on a site area of approximately 578,800 square feet, this would amount to a Phase II FAR of approximately 7.7 (the Phase II FAR would be 8.5 not including the former Pacific Street between Carlton and Vanderbilt Avenues). The proposed project, including Phase I development, would have an overall FAR of 8.5 (9.8 without the former streetbeds). As noted above, the density of the proposed project's Phase II development would be concentrated along Atlantic Avenue with Block 1129 (Dean Street between Carlton and Vanderbilt Avenues) having an effective FAR of 5.9.

The lower-density M1-1 district mapped on most of the area to be developed during Phase II, with a maximum FAR of 1, is not conducive to the type of uses and scale of development appropriate for an area like this, well served by mass transit. This zoning is primarily linked to one use in the area—the active open rail yard. Once a platform is constructed over this renovated rail yard, the primary rationale for the existing M1 zoning district would no longer apply and the project site would present an opportunity for housing, commercial redevelopment, and publicly accessible open space, consistent with the surrounding uses.

Absent an amendment to the *New York City Zoning Resolution*, an ESDC override of zoning use regulations would be necessary for the proposed project to be developed as M1-1 districts do not permit the residential uses, density, or the building envelopes proposed for this Phase II development. The ESDC GPP would permit uses that are more compatible with adjacent residential uses, replacing former manufacturing buildings in various states of disrepair and removing blighted areas. Moreover, the City, acting through DCP and EDC, has been consulted and has been an active participant in the formulation of the proposed site plan and design guidelines for the project. Although the proposed uses do not comply with zoning mapped on the project site, the zoning overrides strongly support public policy as reflected in the stated public policies as discussed in “Probable Impacts of the Proposed Project—2010” above. With the exception of the existing manufacturing zoning districts primarily to the east of Vanderbilt Avenue along Atlantic Avenue, the ability of the proposed project to alter land use patterns in the primary study area would be minimal given existing land use patterns, existing zoning regulations, and historic district designations. Absent profound zoning changes in the primary study area, the presence of greater density on the project site would not be expected to spur changes in the established neighborhoods elsewhere in the study area. Thus, the non-conformity of the proposed project with underlying zoning would not result in a significant adverse impact.

Special Downtown Brooklyn District. Blocks 927 and 1118 are located within the Special Downtown Brooklyn District. In overriding local zoning, the proposed actions would advance several goals of the Special Downtown Brooklyn District, as discussed in “Probable Impacts of the Proposed Project—2010” above.

Public Policy

The proposed project would further the above-mentioned ATURA goals and would also follow the City's more general policies for housing and commercial development in Brooklyn, including the support for transit-oriented development, and not interfere with the City's industrial retention policy, as discussed in "Probable Impacts of the Proposed Project—2010," above.

PRIMARY AND SECONDARY STUDY AREAS

While greatly increasing the overall development potential on the project site, the proposed project would not introduce or expand high-density zoning districts, and so would not set a precedent for denser zoning in the primary and secondary study areas. The maximum FAR for the C6-4 district north of the project site is comparable to the highest-density blocks of the proposed project.

As discussed in "Land Use Density and Transit-Oriented Development" above, the presence of greater density on the project site would not spur changes in density elsewhere in the primary study area. Therefore, no significant adverse zoning and public policy impacts are anticipated for the primary and secondary study areas as a result of the proposed project. *