962-972 FRANKLIN AVENUE REZONING
Chapter 6: Urban Design & Visual Resources

A. INTRODUCTION

This chapter considers the potential effects of the Proposed Actions and associated reasonable worst-case development scenario (RWCDS) on urban design and visual resources. As defined in the 2021 *City Environmental Quality Review* (CEQR) *Technical Manual*, urban design is the totality of elements that shape and may affect a pedestrian's experience of public space. Elements such as streets, buildings, visual resources, open space, natural resources, wind, and sunlight play an important role in the pedestrian experience. As described in **Chapter 1, "Project Description,"** in the future with the Proposed Actions, the Applicant would develop a new 14-story (145-foot-tall excluding mechanical equipment), 471,495 gsf mixed-use residential and commercial building containing 475 dwelling units (DUs) (419,346 gsf), 119 of which would be permanently affordable pursuant to MIH, and 8,128 gsf of local retail (the "Proposed Project") located in the Crown Heights neighborhood of Brooklyn Community District (CD) 9. The Proposed Project is located within the larger rezoning area which consists of Block 1192, parts of Lots 1, 46, 63, 66, 77, and 85 (the "Project Area").

The Proposed Actions would permit new uses as well as permit modification of bulk and density beyond what would be allowed as-of-right under the No-Action condition, and therefore, a preliminary assessment of urban design and visual resources is warranted. In accordance with *CEQR Technical Manual* guidance, the urban design and visual resources assessment focuses on the components of the Proposed Actions and associated RWCDS that may have the potential to alter the arrangement, appearance, and functionality of the built and natural environment (the With-Action Condition). As described above, the Proposed Actions and RWCDS would facilitate the development of a 14-story (145-foot-tall), 471,495-gsf mixed-use building at 962-972 Franklin Avenue (Block 1192, Lots 63 and 66) (the "Proposed Development Site"). The Proposed Project is expected to be constructed and fully occupied by 2027. As compared to the No-Action condition, the RWCDS would introduce a net increase of 307 dwelling units (DUs) and 8,128-gsf of commercial uses.

B. PRINCIPAL CONCLUSIONS

The Proposed Actions would not result in a significant adverse impact to urban design or visual resources in the Project Area or surrounding secondary study area. The Proposed Project would be constructed on an existing block and would not entail any changes to block shapes, street pattern and hierarchy, topography, open space, or natural features in the Project Area or secondary study area. The Proposed Actions would not create land uses or structures that would be substantially incompatible with the existing and emerging character of the surrounding area. Approval of the Proposed Actions would result in the development of a 14-story (145-feet tall) building in an area that contains a variety of building typologies and a wide height range. The study area includes several contextual developments that create a unified street wall along Franklin Avenue. The study area also includes buildings of similar heights including buildings recently completed and buildings to be completed by the 2027 build year. These include 1 Sullivan Place (120-feet tall) located on the same block, and 109 Montgomery Street (119-feet

tall) located directly to the north of the Project Area. The study area also includes taller tower-in-the-park developments such as Tivoli Towers (315 feet tall) and the Ebbets Field Houses (211 feet tall).

The proposed height and overall massing of the With-Action building on the Proposed Development Site would not obstruct any significant viewsheds in the area, or negatively affect the pedestrian's experience in the immediate vicinity of the Project Area as compared to the No-Action condition since the as-of-right development that would be constructed would have a five-story streetwall (approximately 60 feet tall before setback) and the Proposed Project would have a maximum street wall of ten stories (approximately 105 feet tall before setback). From a pedestrian perspective, the Proposed Actions would allow for a streetwall approximately four stories taller between No-Action and With-Action conditions. Although the additional allowable base height in the Project Area would be noticeable to pedestrians, the base height at the Proposed Project would be similar to what is already allowed in R8A zoning districts within the secondary study area.

C. METHODOLOGY

Pursuant to the *CEQR Technical Manual*, an assessment of urban design is appropriate when a proposed action(s) may have effects on one or more of the elements that contribute to the pedestrian experience of public space. The assessment focuses on the components of a proposed action(s) that may have the potential to alter the arrangement, appearance, and functionality of the built and natural environment.

As described in the *CEQR Technical Manual*, a preliminary urban design analysis is appropriate when there is potential for a pedestrian to observe from the street level a physical alteration beyond that allowed by existing zoning. A preliminary analysis provides a "snapshot" of the project, comparing existing and future conditions with and without the Proposed Actions. The following analysis examines each of the elements that play an important role in the pedestrian experience, including street hierarchy and streetscape (including the arrangement and orientation of streets); building scale, form, and arrangement; and natural features, open space, and topography.

Per criteria of Section 230 of the *CEQR Technical Manual*, a wind condition analysis is not warranted for the Proposed Actions. The Proposed Development Site and Project Area are not located in a high wind location (such as along west and northwest-facing waterfronts), and the RWCDS would not result in the construction of multiple tall buildings that would have the potential to alter wind conditions.

Following *CEQR Technical Manual* guidance, the analysis is based on field visits, aerial views, photographs, and other graphic images of the proposed rezoning area and surrounding area. Zoning calculations, including floor area calculations, building heights and lot coverage information is also provided.

The following preliminary analysis also considers the effects of the Proposed Actions and RWCDS on the area's visual resources, which are generally considered important public view corridors, vistas, or natural or built features. Visual resources can include waterfront views, public parks, landmark structures or districts, or natural features, such as rivers or geologic formations.

Based on *CEQR Technical Manual* guidance, the study area for urban design is the area where the Proposed Actions may influence land use patterns, the built environment, and pedestrian's experiences in the public realm surrounding the project area. The urban design study area consists of both a primary study area (where urban design effects of the Proposed Actions are direct) and a secondary study area. For this assessment, the primary study area encompasses the Project Area. Consistent with the analysis

of land use, zoning, and public policy, the secondary study area for urban design resources has been defined as being within approximately a ¼-mile radius of the Project Area (see **Figure 6-1**).

As stated in the *CEQR Technical Manual*, for visual resources, the view corridors within the study area from which such resources are publicly viewable should be identified. While the land use study area may serve as the initial basis for analysis, in many cases where significant visual resources exist, it may be appropriate to look beyond the land use study area to encompass views outside of the area, as is often the case with waterfront sites or sites within or near historic districts. For this analysis, prominent visual resources (both within and outside of the urban design study area) that are visible from the Project Area and secondary study area were identified. The primary view sheds of these visual resources that would be affected by construction of the RWCDS were the focus.

D. PRELIMINARY ASSESSMENT

According to the *CEQR Technical Manual*, a preliminary assessment is appropriate when there is the potential for a pedestrian to observe, from the street level, a physical alteration beyond that allowed by existing zoning, including the following: (1) projects or actions that permit the modification of yard, height, and setback requirements; and (2) projects or actions that result in an increase in built floor area beyond what would be allowed as-of-right or in the future without the Proposed Actions. Beyond a preliminary assessment, a detailed analysis may be needed for projects or actions that potentially obstruct view corridors, compete with icons in the skyline, or make substantial alteration to the streetscape of a neighborhood by noticeably changing the scale of buildings. Detailed analyses are generally appropriate for rezonings that include an increase in permitted floor area or changes in height and setback requirements. As such, a detailed analysis of the Proposed Actions has been conducted and is provided below.

E. DETAILED ASSESSMENT

Existing Conditions

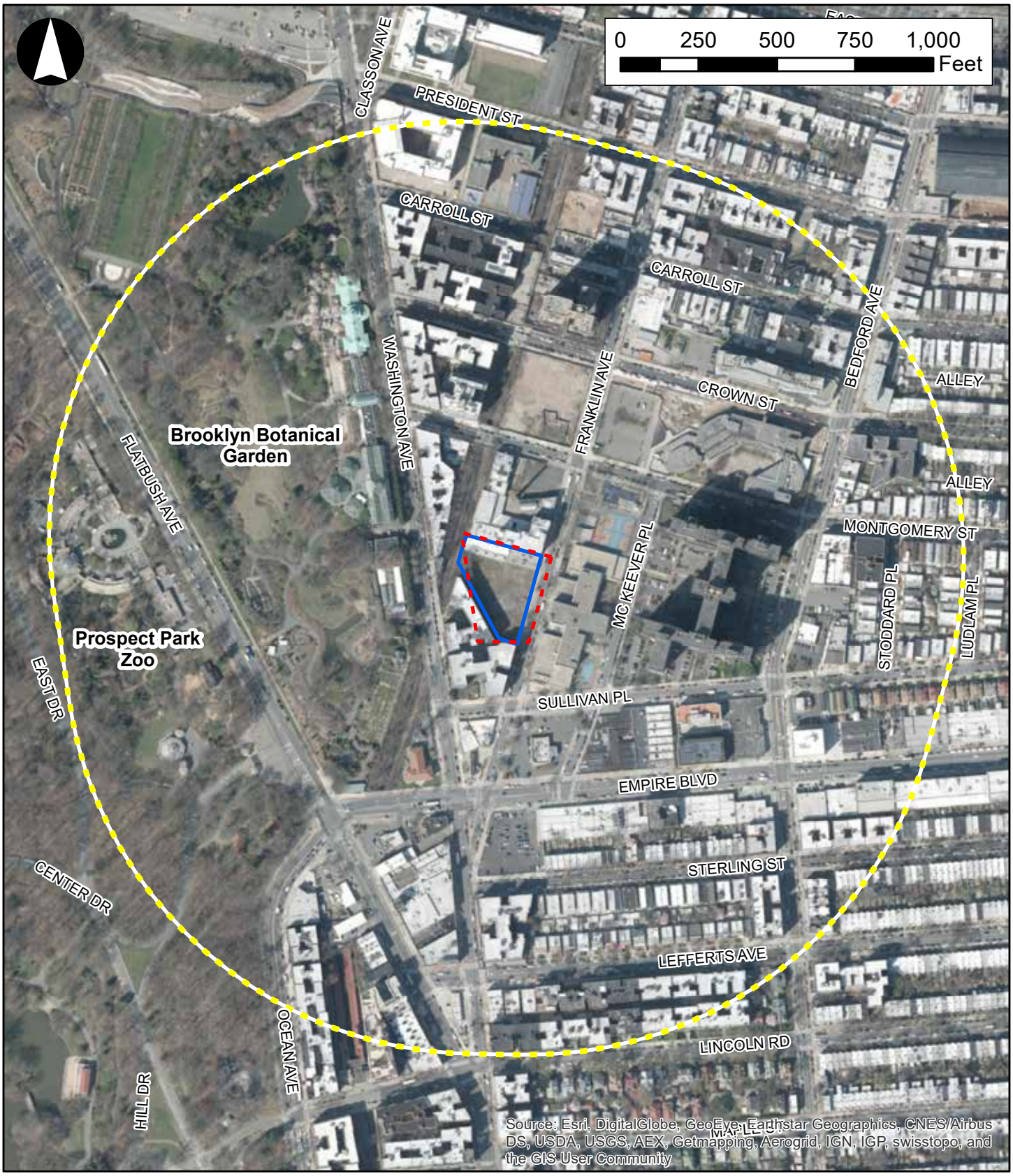
As noted above, **Figure 6-1** shows both the primary (i.e., Project Area) and ¼-mile secondary study area. **Figure 6-2** provides a photograph key for the approximate locations of where each of the photographs included in **Figures 6-3a** to **Figure 6-3d** had been taken.

Urban Design

Primary Study Area (Project Area)

The primary study area is coterminous with the Project Area, which is located in the eastern portion of tax Block 1192 in the Crown Heights neighborhood of Brooklyn Community District 9 (refer to **Figure 6-1**). The Applicant-owned Proposed Development Site is comprised of Lots 63 and 66 and is located within an R6A zoning district (a small, approximately 1,820-sf portion of the Proposed Development Site is located within an R8A zoning district to the west). The balance of the Project Area also includes part of Lots 1, 46, 77 and 85 (Lots 1, 77, and 85 are located partially within the R6A zoning district and partially within the R8A zoning district; Lot 46 is located entirely within the R6A zoning district). The topography of the Project Area slopes downward from Montgomery Street towards the southern edge of the Project Area.

Figure 6-1
Urban Design Study Areas



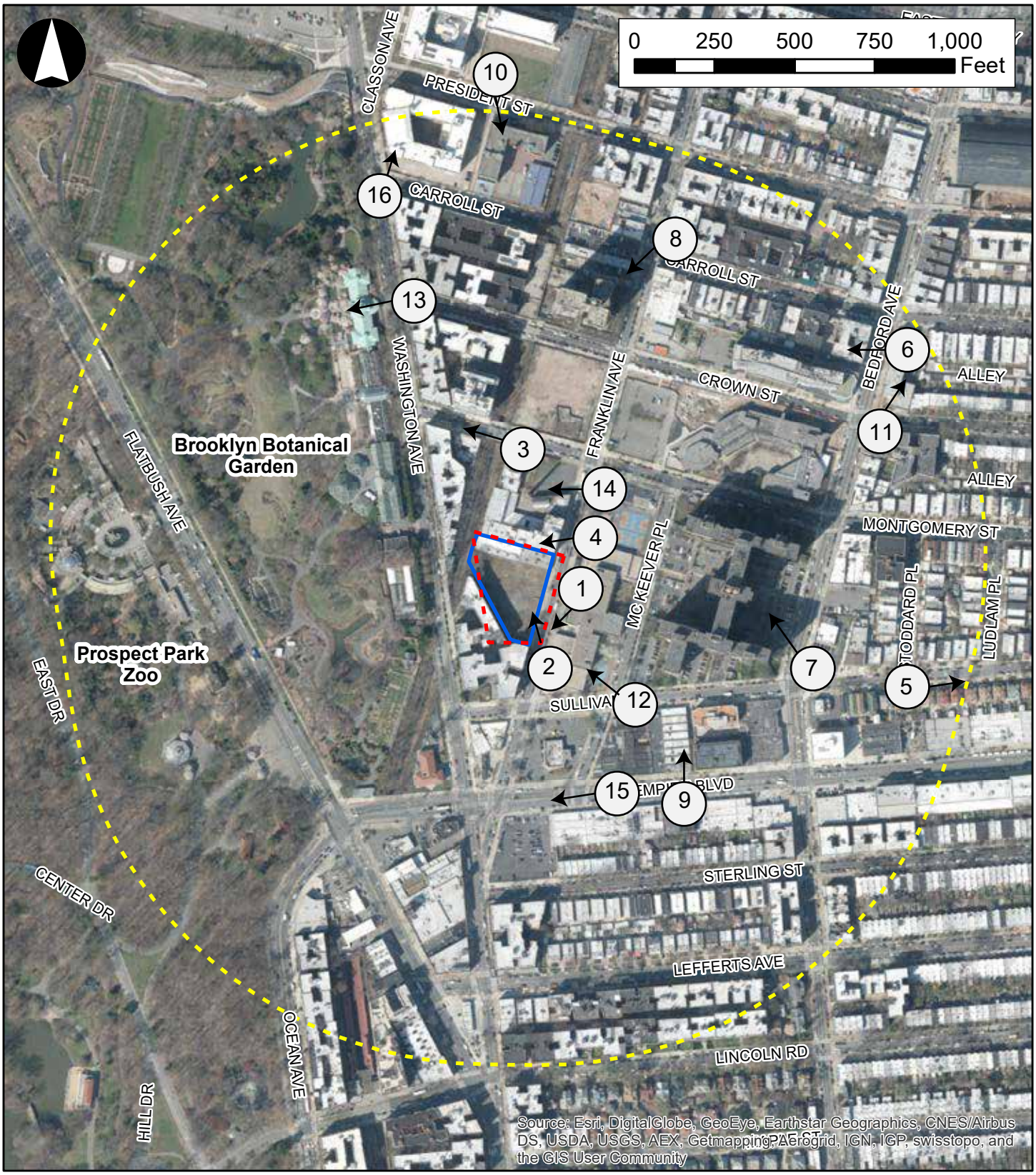
Legend

1/4-Mile Radius (Secondary Study Area)

Project Area (Primary Study Area)

Development Site

Figure 6-2
Photo Locations



Legend

- Project Area (Primary Study Area)
- Development Site
- 1/4-Mile Radius (Secondary Study Area)
- 1 — Photo Locations



1. Looking southwest from Franklin Avenue towards the Proposed Development Site (Lots 63 and 66).



2. Looking northwest from Franklin Avenue towards the Proposed Development Site (Lots 63 and 66).



3. Looking west from Montgomery Street. The Franklin Avenue Shuttle ROW is located to the left.



4. Looking west from Franklin Avenue Lots 46 and 63.

Photos: 10/2022



5. Looking southeast from the corner of Sullivan Place and Stoddard Place.



6. Looking west from the corner of Bedford Avenue and Carroll Street.



7. Looking north from the corner of Bedford Avenue and Sullivan Place towards the Ebbets Field Apartments.



8. Looking south from the corner of Franklin Avenue and Carroll Street towards the Tivoli Towers.

Photos: 11/2022



9. Looking north along Empire Boulevard.



10. Looking southeast along President Street towards P.S. 241.



11. Looking northeast from the corner of Bedford Avenue and Crown Street towards Medgar Evers College.



12. Looking west from McKeever Place towards Ebbets Field Middle School.

Photos: 11/2022



13. Looking west from Washington Avenue towards the Brooklyn Botanical Garden.



14. Looking southwest from the corner of Franklin Avenue and Montgomery Street towards Consumers Park Brewing Co.



15. Looking east from Empire Boulevard towards Prospect Park.



16. Looking north from President Street towards Prospect Heights School.

Photos: 11/2022

Streets & Streetscape

The Project Area is located on an interior portion of Franklin Avenue between Montgomery Street and Sullivan Place. Franklin Avenue is a minor two-lane southbound vehicular roadway that forms the eastern boundary of the Project Area. In the vicinity of the Project Area the roadway is 70 feet wide with parallel parking lanes and concrete sidewalks in fair condition lining both sides of the street. Franklin Avenue is defined as a narrow street under the NYC Zoning Resolution. The Project Area contains several traffic and parking signs and lampposts and includes three existing street trees along Franklin Avenue within the Project Area. There is no street furniture within the Project Area. There are three existing curb cuts on Franklin Avenue; however, the two curb cuts corresponding with Lot 66 are chained closed and seldom used as the lot is vacant.

Buildings

Proposed Development Site

Lot 63, which accommodates a one-story, approximately 12,968-gsf redbrick building fronting Franklin Avenue. The structure was built in 1938 as a factory and is currently utilized as part of the Golombeck spice facility. As shown in **Figure 6-3a**, there is a significant amount of graffiti on the exposed eastern and southern facades of the building.

Lot 66 in the southern portion of the Proposed Development Site is approximately 40,277 sf, and is predominately vacant, with overgrown weeds surrounded by metal and chain-link fencing topped with barbed wire. As shown in **Figure 6-3a**, there is a small, approximately 845 sf one-story structure located in the southernmost portion of the lot, adjacent to a dilapidated driveway. Like the remainder of the Proposed Development Site, the structure and much of the metal fencing surrounding the lot are covered in graffiti.

Remainder of Project Area

Four lots are partially located within the Project Area. A portion of Lot 1 is located in the western portion of the Project Area and is comprised of the Metropolitan Transit Authority's (MTA's) Franklin Avenue Shuttle right-of-way, an open-cut subway line that transects Block 1192 from Montgomery Street to Washington Avenue (see **Figure 6-1**). The Franklin Avenue Shuttle tracks are located below-grade and surrounded by tall trees as well as brick and chain-link fencing at the street level (refer to **Figure 6-3a**).

North of the Proposed Development Site is Lot 46. A portion of Lot 46 is located within the Project Area and accommodates five two- to six-story Romanesque Revival redbrick buildings, which are separate but interconnected, as well as a decommissioned smokestack in the central portion of the property. The five buildings have a combined floor area of approximately 66,900 sf and a total FAR of 1.24. Similar to the adjacent building on Lot 41, the structures on Lot 46 were originally built in 1898 as part of the Consumers Park Brewing Company Complex. As shown in **Figure 6-3a**, the buildings are all built out to the lot lines along Franklin Avenue, creating a continuous streetwall. The lower levels of the brick buildings are covered in graffiti, and much of the historic ornament on the buildings has been removed. A vehicular entrance and associated curb cut is located in the central portion of the facility's Franklin Avenue frontage, with a pedestrian entrance located immediately to the north. The remainder of Lot 46 consists of asphalt pavement surrounded by weeds and a chain-link fence topped with barbed wire (refer to **Figure 6-3a**). The Proposed Development Site is currently underbuilt pursuant to existing R6A zoning, with a built FAR of 0.85.

To the south of the Proposed Development Site are Lots 77 and 85, which are both partially located in the Project Area. Lot 77 accommodates a six-story, approximately 95,000 gsf multi-family residential building (1015 Washington Avenue) with an FAR of 3.45. The tan-brick apartment building was constructed in 1932 and has frontage along Washington Avenue with an entrance setback in a courtyard. To the south is Lot 85, which contains a six-story, approximately 117,250 gsf multi-family residential building (1035 Washington Avenue) with an FAR of 4.17. The tan-brick apartment building was constructed in 1930 and contains three wings with various setbacks along Franklin Avenue, Sullivan Place, and Washington Avenue.

Open Space & Natural Resources

There are no publicly accessible open space resources in the Project Area. As discussed above, Lot 66 in the southern portion of the Proposed Development Site is currently vacant with grass and other vegetation covering the site and is enclosed by metal and chain-link fencing. The only natural resources in the Project Area are the trees lining the Franklin Avenue Shuttle tracks in the western portion of the Project Area.

Visual Resources

Directly adjacent to the Project Area to the north is the Consumers Park Brewing Company Complex structures on Lots 41 and 46, which are considered eligible for listing on the New York State and National Registers (S/NR). A small portion of the rear building on Lot 46 is located within the Project Area but is not visible from the public bounding street on Franklin Avenue. These structures are the only significant visual resources in the Project Area.

Secondary Study Area

The secondary study area encompasses lots located within a quarter mile of the Project Area. As shown in **Figure 6-1**, the secondary study area is roughly bounded by President Street to the north, Ludlam Place to the east, Lincoln Road to the south, and Prospect Park/Brooklyn Botanic Garden to the west. Because of the convergence of several street grids as well as the boundaries imposed by Prospect Park and the Brooklyn Botanic Garden, the secondary study area contains a variety of street types and block forms. The secondary study area is mapped with a mix of residential and commercial zoning districts, and is predominately comprised of residential buildings, mixed residential and commercial buildings, institutions and public facilities, and open space resources.

Streets & Streetscape

Major vehicular thoroughfares in the secondary study area include Flatbush Avenue, Ocean Avenue, Washington Avenue, Bedford Avenue, and Empire Boulevard. Of these, Flatbush Avenue and Empire Boulevard are designated local truck routes. As shown in **Figure 6-1**, Flatbush Avenue runs northwest-southeast through the western portion of the secondary study area. The 100-foot-wide thoroughfare has two vehicular lanes in both directions. To the east are Washington and Bedford Avenues, 80-foot-wide roadways with single lanes of both northbound and southbound vehicular traffic. Bedford Avenue also contains northbound and southbound bike lanes on each side of the street. As shown in **Figure 6-1**, Empire Boulevard runs east-west through the southern portion of the secondary study area. The 100-foot-wide thoroughfare has two vehicular lanes in both directions to the west of Bedford Avenue; to the east of Bedford Avenue, the street contains single lanes of both eastbound and westbound vehicular traffic each flanked by a bike lane. Additionally, a small, curved section of Ocean Avenue is located in the

southwestern corner of the secondary study area. Ocean Avenue is a 100-foot-wide thoroughfare with two-lanes of traffic in both directions.

President, Carroll, Crown, and Montgomery Streets, Sullivan Place, Sterling Street, Lefferts Avenue, and Lincoln Road all generally run east-west in the secondary study area and carry local traffic (refer to **Figure 6-1**). With the exception of Lefferts Avenue and Montgomery Street, these thoroughfares are all 70 feet wide and contain one lane of vehicular traffic. Montgomery Street is 70 feet wide but carries one lane of eastbound and one lane of westbound vehicular traffic. Lefferts Avenue is 95 feet wide and carries one lane of eastbound and one lane of westbound vehicular traffic. Additionally, Lincoln Road contains a bike lane to the north of its vehicular lane.

Franklin Avenue and McKeever, Stoddard, and Ludlam Places are generally oriented north-south in the secondary study area, carrying local traffic (refer to **Figure 6-1**). Franklin Avenue is 70 feet wide; Stoddard and Ludlam Places are 60 feet wide; and McKeever Place is 50 feet wide. Franklin Avenue contains two lanes of southbound vehicular traffic. McKeever, Stoddard, and Ludlam Places all carry single lanes of both northbound and southbound vehicular traffic.

East Drive is a meandering thoroughfare located in Prospect Park in the western portion of the secondary study area (refer to **Figure 6-1**). Its entrance from Flatbush Avenue is cobblestone and lined with bollards and stone entrance gateposts. East Drive carries local vehicular traffic in both directions, and the portion of the roadway within the secondary study area contains unmarked perpendicular parking on the northern side of the street. It contains a protected bicycle path in the westernmost portion of the secondary study area and a bike lane to the west, adjacent to the Flatbush Avenue intersection.

All of the streets in the secondary study area are lined with parallel parking lanes and flanked with concrete sidewalks. Most of the streets in the secondary study area have street trees, street lights, and traffic and parking signs, fire hydrants, and street furniture, including benches, bike racks, garbage cans, phone booths, newsstands, mailboxes, newsracks, parking ticket machines, and bus stop shelters. There are multiple Citi Bike stations located throughout the secondary study area, including one immediately adjacent to the Project Area at the intersection of Franklin Avenue and Montgomery Street.

Buildings

The secondary study area contains a variety of building types, bulks, and heights. As shown in **Figure 6-1**, the majority of study area buildings are located to the east and south of Prospect Park/Brooklyn Botanic Garden. According to MapPLUTO data within a ¼-mile radius of the Project Area, approximately 69.0 percent of building floor area in the secondary study is residential, approximately 4.4 percent are public facilities and institutions, and approximately 7.8 percent are mixed residential and commercial buildings.

The surrounding area has a variety of zoning districts that permit varied building typologies. The northern portion of the study area is zoned R6A which permits contextual residential buildings with a maximum height of 70 feet. The area to the north of the Proposed Development Site, north of Montgomery Street, is zoned R8X, a residential district that typically produces 15- to 17-story apartment buildings similar to the building envelope of the older, traditional buildings in Prospect Heights and Park Slope that surround Grand Army Plaza (except for required setbacks in new buildings not provided in older ones). The area to the west of the Proposed Development Site is zoned R8A, a contextual zoning district that permits buildings approximately 12 to 14 stories in height. The block containing Ebbets Field Houses and a small area in the southwest corner of the study area is zoned R7-1, which is governed by height factor regulations. On larger lots, R7-1 typically results in taller apartment buildings that are setback further from

the street with open areas surrounding individual buildings, commonly referred to as "tower in the park"-style developments. The area to the east of the Proposed Development Site is zoned R6. R6 zoning districts are medium-density residential districts ranging from large-scale "tower in the park" developments to neighborhoods with a diverse mix of building types. R6 districts have a maximum FAR of 2.43 with a maximum building height governed by a sky exposure plane, which begins 60 feet above the street line. The section of Empire Boulevard between Washington and Rogers Avenues is zoned C8-2, which permits commercial and manufacturing uses in a district governed by the sky exposure plane, which begins 30 feet above the street line.

As shown in **Figures 6-3b** and **6-3c**, the eastern and southern portions of the secondary study area are lined with low-rise, low-density rowhouses and semi-detached residences with detached rear-yard garages on small, narrow lots. Speculative developers constructed these structures around the turn of the 20th century, creating uniform streetwalls that remain largely intact along midblock sections of Lefferts Avenue, Sullivan, Stoddard, and Ludlam Places, and Sterling, Montgomery, Crown, Carroll, and President Streets in the secondary study area. As shown in **Figure 6-3b**, these residences are setback from the streetline, and most contain front stoops and landscaped front yards surrounded by short brick or stone walls or iron fences.

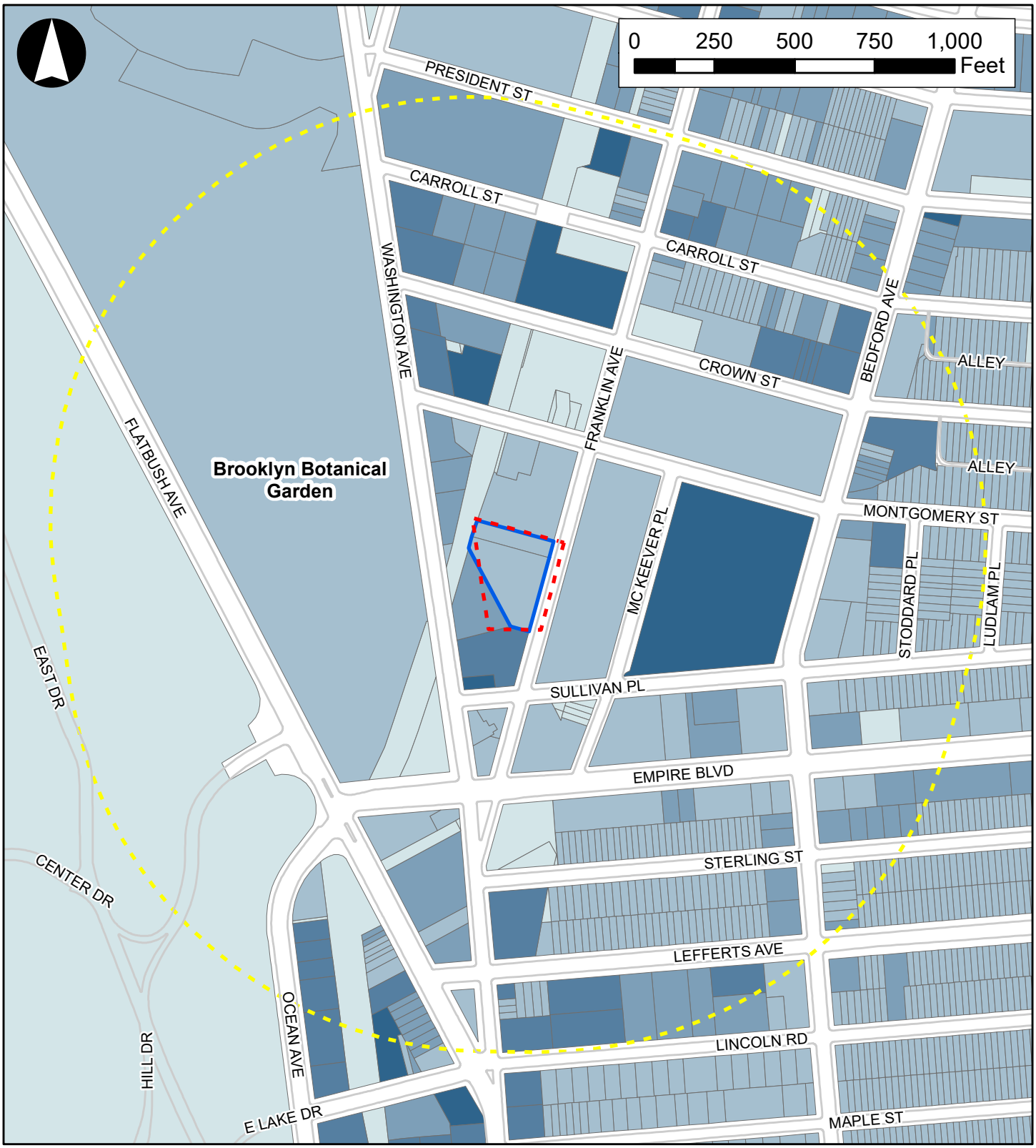
The secondary study area also contains a large number of higher density apartment buildings on larger lots, constructed in the 1920s and 1930s (refer to **Figure 6-4**). The majority of these buildings are located immediately east of the Brooklyn Botanic Garden, adjacent to the Project Area; to the northeast of the Project Area along Franklin and Bedford Avenues and President and Carroll Streets; and in the southernmost portion of the study area fronting Ocean, Washington, Lefferts, and Bedford Avenues and Lincoln Road. As shown in **Figure 6-3b**, these apartment buildings are mostly clad in tan or red brick and generally rise four to six stories without setbacks. The ground floors of those in close proximity to Prospect Park/Brooklyn Botanic Garden are surrounded by small, planted areas with short iron fences, and some have entrances set back in inner courtyards, providing breaks in the otherwise uniform streetwalls.

While most of the existing building stock consists of buildings below ten stories tall (refer to **Figure 6-5**), there are also two high-rise residential developments in the immediate vicinity of the Project Area: the Ebbets Field Houses and the Tivoli Towers. Two blocks to the east of the Project Area are the Ebbets Field Houses, a seven-building residential complex located on the large block bounded by Montgomery Street, Bedford Avenue, McKeever Place, and Sullivan Place. Constructed in 1960, the interconnected buildings are setback from the streetline, and are surrounded by lawns and surface parking lots for building residents. The Ebbets Field Houses rise 25 stories without setbacks, and have an FAR of 5.73 (see **Figure 6-3b**).

Built in 1971, the Tivoli Towers are located in the eastern portion of the block bounded by Franklin Avenue, Carroll Street, Washington Avenue, and Crown Street two blocks to the north of the Project Area. The residential component of the Tivoli Towers is setback from Crown Street and Franklin Avenue, surrounded by pavement and landscaping, and the wings of the tower rise up to 33 stories (see **Figure 6-3b**). A one-story enclosed parking area for building residents is located in the southwest corner of the lot, fronting Crown Street. The property has an FAR of 5.04.

A new 12-story residential condominium building was recently constructed at 109-111 Montgomery Street. This development replaced a former one-story building that was previously owned and occupied by the Brooklyn Botanic Garden. Residential occupancy of the building occurred in 2020. This development is constructed at the property line and includes an eight-story streetwall along Montgomery

Figure 6-4
Built Floor Area



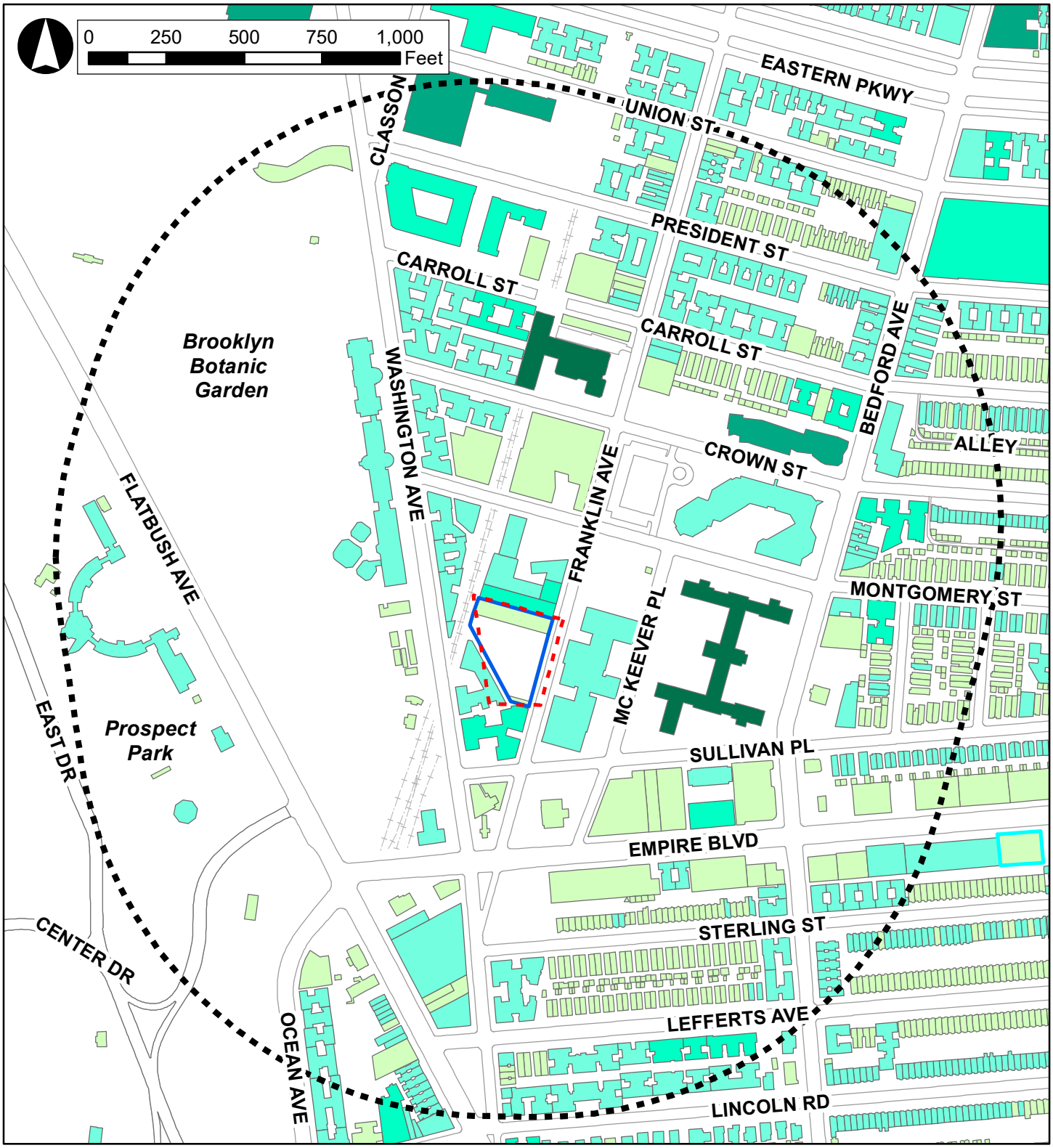
Legend

- Project Area (Primary Study Area)
- Development Site
- 1/4-Mile Radius (Secondary Study Area)

Built FAR

- 0.0 FAR
- 0.01 - 2.0 FAR
- 2.01 - 4.0 FAR
- 4.01 - 5.0 FAR
- Greater than 5.01 FAR

Figure 6-5
Building Heights



Legend

- Project Area (Primary Study Area)
- Proposed Development Site
- 1/4-Mile Radius (Secondary Study Area)

Height in Feet

- 0.0 - 30.0 Feet
- 30.1 - 70.0 Feet
- 70.1 - 100.0 Feet
- 100.1 - 200.0 Feet
- 200.1+ Feet

Street (approximately 78 feet tall). After a 15-foot setback from the streetwall, the development rises to a maximum height of 117 feet. The development has a total FAR of 6.01.

Empire Boulevard and the southern section of Flatbush Avenue are the main commercial thoroughfares in the secondary study area. The low-rise, low-density buildings fronting these thoroughfares are generally built out to the lot lines, although some are setback in order to provide vehicular parking in front (see **Figure 6-3b**).

There are five schools in the secondary study area, which comprise all or large portions of blocks. To the north of the Project Area are the High Schools for Music & Theatre and Global Citizenship at 883 Classon Avenue and Clara Barton High School and P.S. 241 at 901 Classon Avenue. Ebbets Field Middle School is located immediately east of the Project Area at 46 McKeever Place, and to the north is CUNY's Medgar Evers College campus, which fronts both sides of Crown Street and Bedford Avenue. All of these schools contain four- to six-story buildings largely built out to the lot lines and surrounded by parking lots, athletic fields, and/or playground areas (see **Figures 6-3c**).

Additionally, there are buildings located within the Brooklyn Botanic Garden and Prospect Park that are visible to pedestrian passersby in the western portion of the secondary study area. As shown in **Figure 6-1**, the low-rise Brooklyn Botanic Garden's Laboratory Administration Building (S/NR-eligible and LPC-designated) is located in the Brooklyn Botanic Garden. The Administration Building, Palm House, Goldman Atrium, and adjacent accessory buildings are located along Washington Avenue. All of these structures are set back from the streetline and surrounded by gardens, landscaping, and iron fencing. The Prospect Park Zoo and the Lefferts Historic House (S/NR-Listed and LPC-designated) are both visible on the western side of Flatbush Avenue. The Lefferts Historic House is set back from the streetline, surrounded by grass, trees; the zoo building is also set back behind brick and metal entrance gates on Flatbush Avenue.

Open Space & Natural Resources

According to the most recent MapPLUTO data, almost 45 percent of total lot area in the secondary study area is open space. The 1-acre Jackie Robinson Playground is located immediately to the east of the Project Area at the southeast corner of Franklin Avenue and Montgomery Street. A portion of Prospect Park, including the Prospect Park Zoo at 450 Flatbush Avenue, is located in the southwestern portion of the secondary study area. Additionally, a majority of the 52-acre Brooklyn Botanic Garden is located within the western portion of the study area. While all of these open space resources contain a variety of natural features that are native to this region, the Brooklyn Botanic Garden contains a variety of native and exotic plants. Other natural features in the secondary study area include street trees and other landscaping around buildings discussed above.

Visual Resources

There are a number of open space resources and landmark structures that are significant visual resources in and immediately adjacent to the secondary study area. As detailed above, the extant Consumers Park Brewing Company Complex structures in the Project Area (Lot 46) and adjacent lot (Lot 41) are eligible for listing on the S/NR. These buildings can be seen from several vantage points along Franklin Avenue and Montgomery Street, as shown in **Figure 6-3d**.

Jackie Robinson Playground is located immediately adjacent to the Proposed Development Site on the east side of Franklin Avenue. Additionally, a portion of Prospect Park is located in the westernmost portion of the study area. Prospect Park is an S/NR-listed and New York City Landmarks Preservation Commission

(LPC)-designated Scenic Landmark, and encompasses the LPC-designated Peter Lefferts House on Flatbush Avenue. Prospect Park can be seen from various points along Flatbush and Ocean Avenues, as well as the multitude of vehicular, bicycle, and pedestrian paths within the park. The Brooklyn Botanic Garden, another significant visual resource in the western portion of the secondary study area, encompasses the S/NR-eligible Japanese Hill and Pond Garden and the S/NR-eligible and LPC-designated Laboratory Administration Building at 1000 Washington Avenue. The Brooklyn Botanic Garden can be seen from Flatbush and Washington Avenues, as well as points along President, Carroll, Crown, and Montgomery Streets when looking west (refer to **Figure 6-3d**).

Prospect Heights High School at 883 Classon Avenue and P.S. 241 at 976 President Street are S/NR-eligible landmarks located in the northern portion of the secondary study area. The S/NR-eligible and LPC-designated Bureau of Fire Communication's Brooklyn Central Office is located on the northwest corner of Empire Boulevard and Washington Avenue. All of these buildings are significant visual resources in the secondary study area that can be seen from various vantage points along adjacent streets.

In the northern portion the secondary study area is Eastern Parkway, an S/NR-listed and LPC-designated Scenic Landmark located outside of the secondary study area which can be seen when looking north on Franklin Avenue. Additionally, the Bedford-Union Armory at 1555 Bedford Avenue is an S/NR-eligible landmark located immediately northeast of the secondary study area, which can be seen from points along President Street and Bedford Avenue in the study area. Immediately south and southeast of the secondary study area are the S/NR-listed Lefferts Manor Historic District and the LPC-designated Prospect Lefferts Gardens Historic District. Contributing buildings in these historic districts can be seen when looking east along Lefferts Avenue and Sterling Street and looking south along Bedford Avenue in the secondary study area.

The Future Without the Proposed Actions (No-Action Condition)

In the future without the Proposed Actions, it is anticipated that current land use trends and general development patterns in the primary and secondary study areas would continue. No streetscape changes or improvements are expected to be completed within the secondary study area in the 2027 future without the Proposed Actions. The following discusses anticipated urban design conditions in the future without the Proposed Action.

Primary Study Area (Project Area)

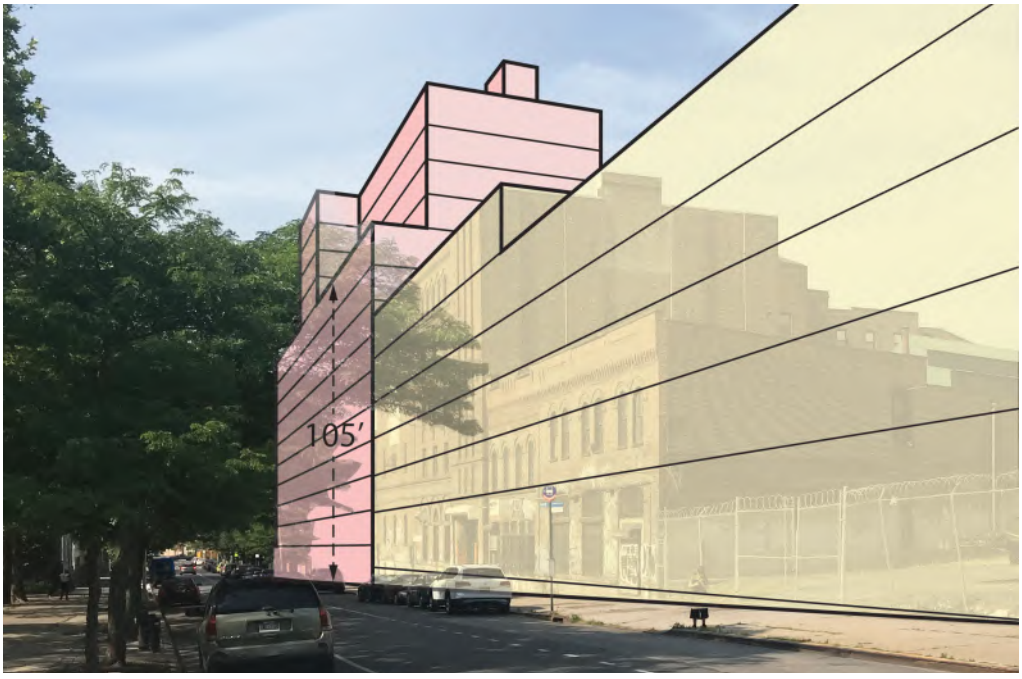
As discussed in **Chapter 1, "Project Description,"** the Applicant would proceed with as-of-right development on the Proposed Development Site pursuant to filed plans with the Department of Buildings (DOB). The Applicant's No-Action Development would be developed pursuant to the existing R6A zoning. The R6A zoning district permits 3.0 FAR with a maximum base height of 60 feet (65 feet with a qualifying ground floor) and a maximum building height of 70 feet (75 feet with a qualifying ground floor). The Applicant would construct a 235,482 gsf, seven-story residential building containing approximately 168 DUs (177,716 gsf) and 84 accessory off-street parking spaces. The 84 accessory off-street parking spaces would be in compliance with the R6A district's requirement for parking for 50 percent of the building's market-rate units.

As shown in **Figure 6-6**, the No-Action development would be built-out to the lot line on Franklin Avenue, creating continuous streetwalls. Pursuant to existing R6A zoning regulations, the buildings would rise five stories (approximately 60 feet) before setting back 15 feet. The building would then rise another floor (10 feet) to a total height of six stories (approximately 70 feet). As there is no commercial overlay at present,

Illustrative No-Action and With-Action Renderings - Northeast



1. Illustrative rendering of the as-of-right development from the intersection of Franklin Avenue and Montgomery Street



2. Illustrative rendering of the With-Action development from the intersection of Franklin Avenue and Montgomery Street

the ground floor would not contain any local retail uses; rather, it would consist of the residential lobby, residential units, and amenity space. Access to the parking garage would be located on Franklin Avenue via a curb cut. Additionally, street trees would be planted along Franklin Avenue adjacent to the No-Action development, consistent with zoning requirements.

As detailed in **Chapter 1**, no other changes are expected to occur in the Project Area in the future without the Proposed Actions.

Secondary Study Area

Within the approximate quarter-mile secondary study area, as discussed in **Chapter 2, "Land Use, Zoning, and Public Policy,"** there are ten known projects (other than the No-Action development that would be constructed on the Proposed Development Site) anticipated to be completed in the 2027 future without the Proposed Actions. (As noted in **Chapter 2**, these include developments completed in 2022 or 2023, i.e., before the issuance of this EIS, which are included as No-Action projects as they were completed and occupied later than existing conditions data used in the open space quantitative assessment provided in **Chapter 3, "Open Space."** For consistency, all of these buildings are considered as No-Action developments in this chapter.) To the north of the Project Area on Lots 41 and 46, a six-story building containing 297 DUs would be constructed pursuant to the R6A zoning district. The construction of this building would result in the demolition of the existing buildings which are considered eligible for listing on the New York State and National Registers (S/NR). At 50-54 Crown Street, a block north of the Proposed Development Site, a two-building complex with a 17-story, 175-foot tall north building and a 16-story, 169-foot tall south building, is being built pursuant to the site's R8A zoning district. At 1 Sullivan Place, a building also constructed pursuant to the R8A zoning district would contain approximately 52 DUs. The building would stand 12-stories and 120-feet-tall. A small portion of the building would cantilever over the existing building on Lot 85 at the corner of Sullivan Place and Franklin Avenue. At 68 Sterling Street and 175 Sullivan Place (rear of the corner lot), each property would be redeveloped with a single-family residential building that would be constructed by the 2027 build year. At 169 Empire Boulevard, a 23,974 gsf hotel containing 79 rooms is expected to be completed in 2024. The proposed 5-story building would stand approximately 55-feet-tall and would be built to the lot line without any setback before reaching its maximum building height. A 5-story 54-foot-tall residential building at 996 Carroll Street was completed in 2022. At 1042 President Street, a 35,430 gsf residential building containing 55 DUs will be completed by 2024. The building will stand 8-stories and 80-feet-tall. Down the street, at 931 Carroll Street a 17-story, 175-fooot tall apartment building will be completed in 2024. At 1730 Bedford Street, a 7-story, 75-foot tall apartment building is expected to be completed by 2025.

No changes to streets, streetscapes, open space, or natural resources in the secondary study area are expected to occur in the 2027 future without the Proposed Actions. As discussed above, the S/NR-eligible buildings on Lots 41 and 46 are expected to be demolished as part of construction of a six-story residential building on the site.

The Future With the Proposed Actions (With-Action Condition)

As detailed in **Chapter 1, "Project Description,"** the Proposed Actions include zoning map and text amendments, as well as a special permit to reduce the parking requirement. The proposed zoning map amendment would rezone the Project Area from R6A to R8A with a C2-4 commercial overlay mapped within 100 feet of Franklin Avenue. The zoning map amendment would increase the permitted FAR in the Project Area from 3.0 to 6.02 (7.20 with MIH). The proposed zoning text amendment to Section 23-90 (Appendix F) of the Zoning Resolution would establish the entirety of the Project Area as a Mandatory

Inclusionary Housing (MIH) area, requiring the construction of permanently affordable residential units in the Project Area. Additionally, a special permit pursuant to ZR Section 74-533 is sought to reduce the parking requirements for the Proposed Development Site per ZR Section 25-53. The Proposed Actions would facilitate the development of a mixed-use residential and commercial building. The following sections describe anticipated urban design conditions in the 2027 future with the Proposed Actions. **Figures 6-6 and 6-9** provide illustrative renderings of pedestrian views of the proposed With-Action building compared to the No-Action conditions, and **Figure 6-10** provides a conceptual site plan in the With-Action conditions. **Figure 6-11** includes an axonometric diagram of the Proposed Project.

Primary Study Area (Project Area)

Streets & Streetscape

Development facilitated by the Proposed Actions would be constructed on an existing block, and no changes to street patterns or hierarchies would occur as a result of the Proposed Actions. The With-Action development would introduce a street wall of approximately 10-stories (105-feet) along Franklin Avenue before a 15-foot setback where it rises to its maximum height of 14-stories (145-feet). Consistent with No-Action conditions, the proposed With-Action building would be built out to the lot line on Franklin Avenue, creating continuous streetwall along the building frontage.

New concrete sidewalks and street trees would be provided along the west side of Franklin Avenue immediately adjacent to the Proposed Development Site. However, the With-Action building would contain ground-floor local retail spaces, which would not be permitted under the No-Action conditions, activating the streetscape in the vicinity of the Proposed Development Site in the future with the Proposed Actions. A new curb cut would also be located at the southern end of the Franklin Avenue frontage and would not interrupt the pedestrian activity generated by the proposed retail floor area located along Franklin Avenue.

Building

The Proposed Actions would facilitate the construction of the Proposed Project on the Proposed Development Site with 419,346 gsf of residential uses, totaling 475 DUs, of which 119 DUs would be affordable units pursuant to MIH, and 356 DUs would be market-rate units, approximately 8,128 gsf of local retail space, and approximately 30,101 gsf (parking and loading for approximately 20 percent of market-rate units or 71 parking spaces) would be allocated for parking on the ground- and cellar-levels of the Proposed Project. As shown in **Figures 6-6** through **6-9**, the building would have a ten-story streetwall standing approximately 105 feet along Franklin Avenue, followed by a 15-foot setback before rising to 14 stories (145 feet). The building's ground-level parking garage would be accessed via an existing curb cut on Franklin Avenue (refer to **Figure 6-10**).

As noted above, the With-Action buildings would contain ground-floor local retail uses, which would not be provided under No-Action conditions, activating the streetscape in the vicinity of the Proposed Development Site in the future with the Proposed Actions. Additionally, as under No-Action conditions, street trees would be planted along Franklin Avenue adjacent to the Proposed Development Site under With-Action conditions.



3. Illustrative rendering of the as-of-right development from Washington Avenue south of Empire Boulevard



4. Illustrative rendering of the With-Action development from Washington Avenue south of Empire Boulevard



5. Illustrative rendering of the as-of-right development from Franklin Avenue south of the Project Area.



6. Illustrative rendering of the With-Action development from Franklin Avenue south of the Project Area.

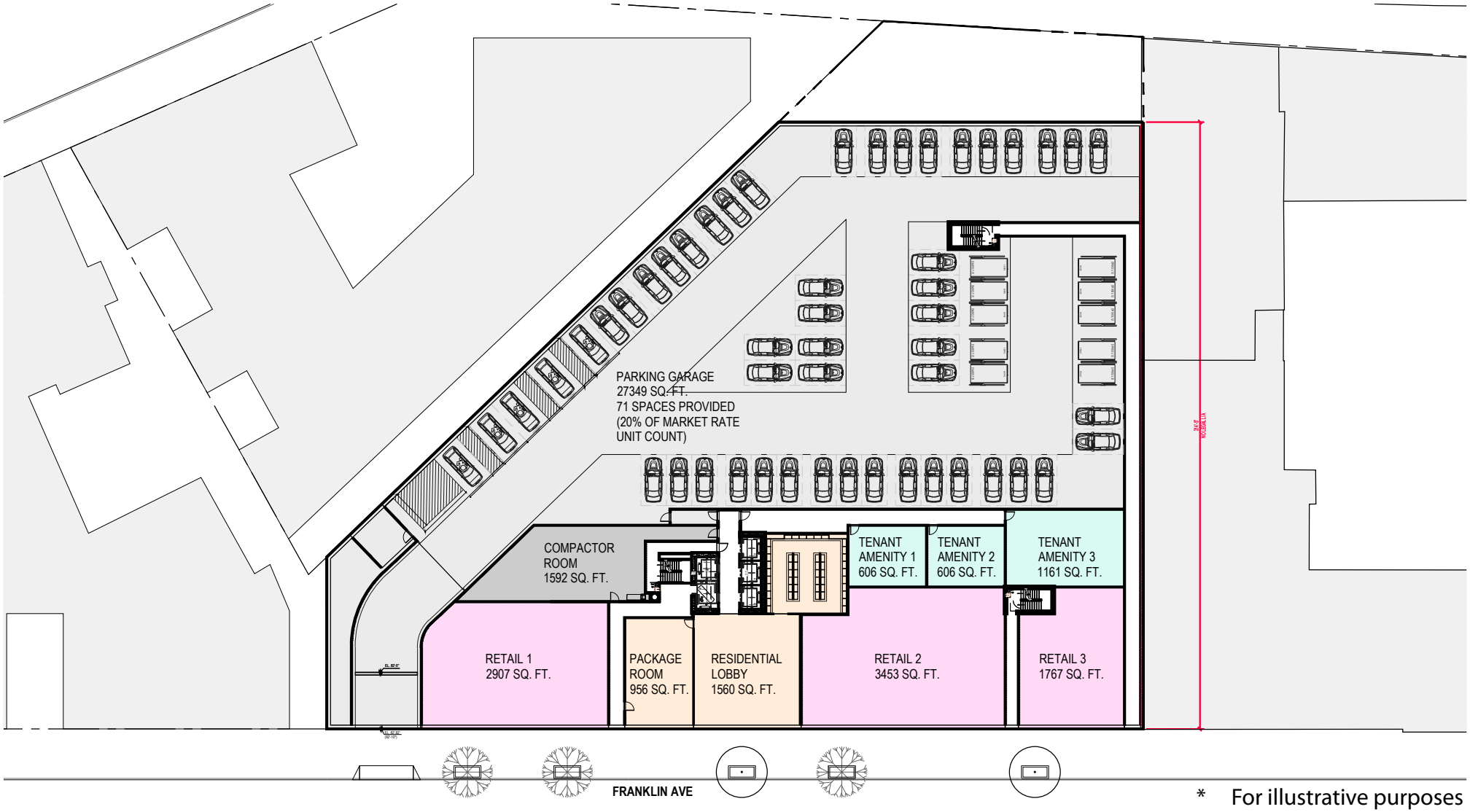
Illustrative No-Action and With-Action Renderings - North



7. Illustrative rendering of the as-of-right development from Franklin Avenue north of Carroll Street.

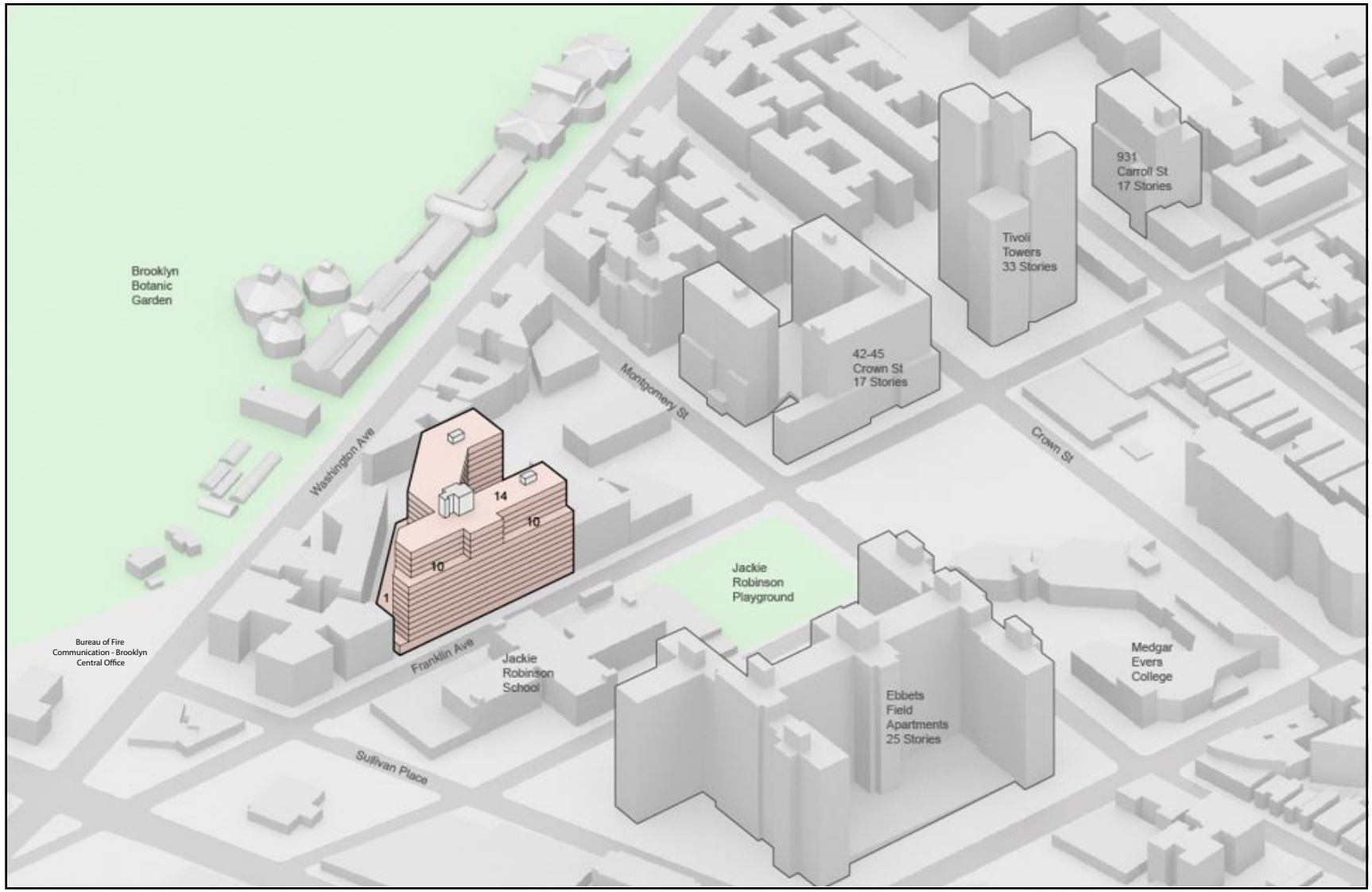


8. Illustrative rendering of the With-Action development from Franklin Avenue north of Carroll Street.



* For illustrative purposes

1 GROUND FLOOR PLAN
SCALE: 1/32"=1'-0"



* For illustrative purposes

962-972 Franklin Avenue Rezoning

Figure 6-11
Axonometric Diagram

Open Space & Natural Resources

The Proposed Actions would not result in any changes to topography in the Project Area. As discussed above, the Project Area does not contain any publicly accessible open spaces or significant natural resources.

Visual Resources

No changes to visual resources would occur in the Project Area as compared to No-Action conditions. As under No-Action conditions, in the future with the Proposed Actions the existing building on the Proposed Development Site would be demolished, and the site would be redeveloped with the new mixed-use building, as detailed above.

Secondary Study Area

The Proposed Actions are Project Area-specific, and would not alter building uses, bulks, or arrangements in the surrounding area, or result in any changes to streets, blocks, topography, open spaces, or natural features in the secondary study area under With-Action conditions. As described above, Jackie Robinson Playground, Prospect Park, the Peter Lefferts House, the Brooklyn Botanic Garden, including the S/NR-eligible Japanese Hill and Pond Garden and the S/NR-eligible and LPC-designated Laboratory Administration Building at 1000 Washington Avenue, Prospect Heights High School at 883 Classon Avenue, P.S. 241 at 976 President Street, the Bureau of Fire Communication's Brooklyn Central Office, the Brooklyn Museum, Dr. Ronald McNair Park, Eastern Parkway, the Bedford-Union Armory, are visual resources in the secondary study area. As described above, the S/NR-eligible Consumers Park Brewing Company Complex structures on Lots 41 and 46, north of the Project Area, would be demolished under No-Action conditions to facilitate the development of a six-story residential building. The proposed With-Action building on the Proposed Development Site would not alter significant visual resources or obstruct significant view corridors to the visual resources in the secondary study area. However, as shown in **Figures 6-7** and **6-9**, the Proposed Project would be visible from certain vantage points within the quarter-mile secondary study area, including adjacent streets. As such, the Proposed Project could potentially result in changes to the context of visual resources in the area as the proposed tower would be seen where no towers would be visible on the Proposed Development Site under No-Action conditions.

Assessment

Urban Design

The Proposed Actions would not result in a significant adverse impact to urban design or visual resources in the Project Area or surrounding secondary study area. The proposed With-Action building on the Proposed Development Site would be constructed on an existing block and would not entail any changes to block shapes, street pattern and hierarchy, topography, open space, or natural features in the Project Area or secondary study area. The Proposed Actions would not create land uses or structures that would be substantially incompatible with existing and emerging character of the surrounding area. The Proposed Actions would result in the development of a 14-story (145-feet tall) building in an area that contains a variety of building typologies and a wide height range. As discussed above, the study area includes several contextual developments that create a unified street wall along Franklin Avenue. The study area also includes buildings of similar heights including buildings recently completed and buildings to be completed by the 2027 build year. These include 1 Sullivan Place (120-feet tall) located on the same block, and 109 Montgomery Street (119-feet tall) located directly to the north of the Project Area. The study area also

includes taller tower-in-the-park developments such as Tivoli Towers (315 feet tall) and the Ebbets Field Houses (211 feet tall).

Visual Resources

The proposed height and overall massing of the With-Action building on the Proposed Development Site would not obstruct any significant viewsheds in the area, or negatively affect the pedestrian's experience in the immediate vicinity of the Project Area as compared to the No-Action condition since the as-of-right development that would be constructed would have a five-story streetwall (approximately 60 feet tall before setback) and the proposed With-Action development would have a maximum street wall of ten stories (approximately 105 feet tall before setback). From a pedestrian perspective, the Proposed Actions would allow for a streetwall approximately four stories taller between No-Action and With-Action conditions. Although the additional allowable base height in the Project Area would be noticeable to pedestrians, the base height at the Proposed Project would be similar to what is already allowed in R8A zoning districts within the secondary study area.

As shown in **Figures 6-7** and **6-9**, pedestrian views from vantage points further toward the edge of the quarter-mile study area boundary show a noticeable change to the visual context of the area, with the proposed building visible from each approach to the Proposed Development Site. As shown in these figures, the proposed building would change the context of the study area by replacing underutilized land with a structure that is slightly taller than the other buildings in the study area. The Proposed Project would add a new building that would be visible from locations within the quarter-mile study area. However, in the context of this specific area, the pedestrian is also exposed to other buildings (e.g., Tivoli Towers and Ebbets Field Houses) that are taller than the vast majority of the buildings in the area. As such, while the addition of the proposed building to the area would introduce a taller building than what is permissible in the No-Action scenario, the change would not be a significant adverse visual resources impact.