HERKIMER-WILLIAMS EIS
Chapter 18: Neighborhood Character

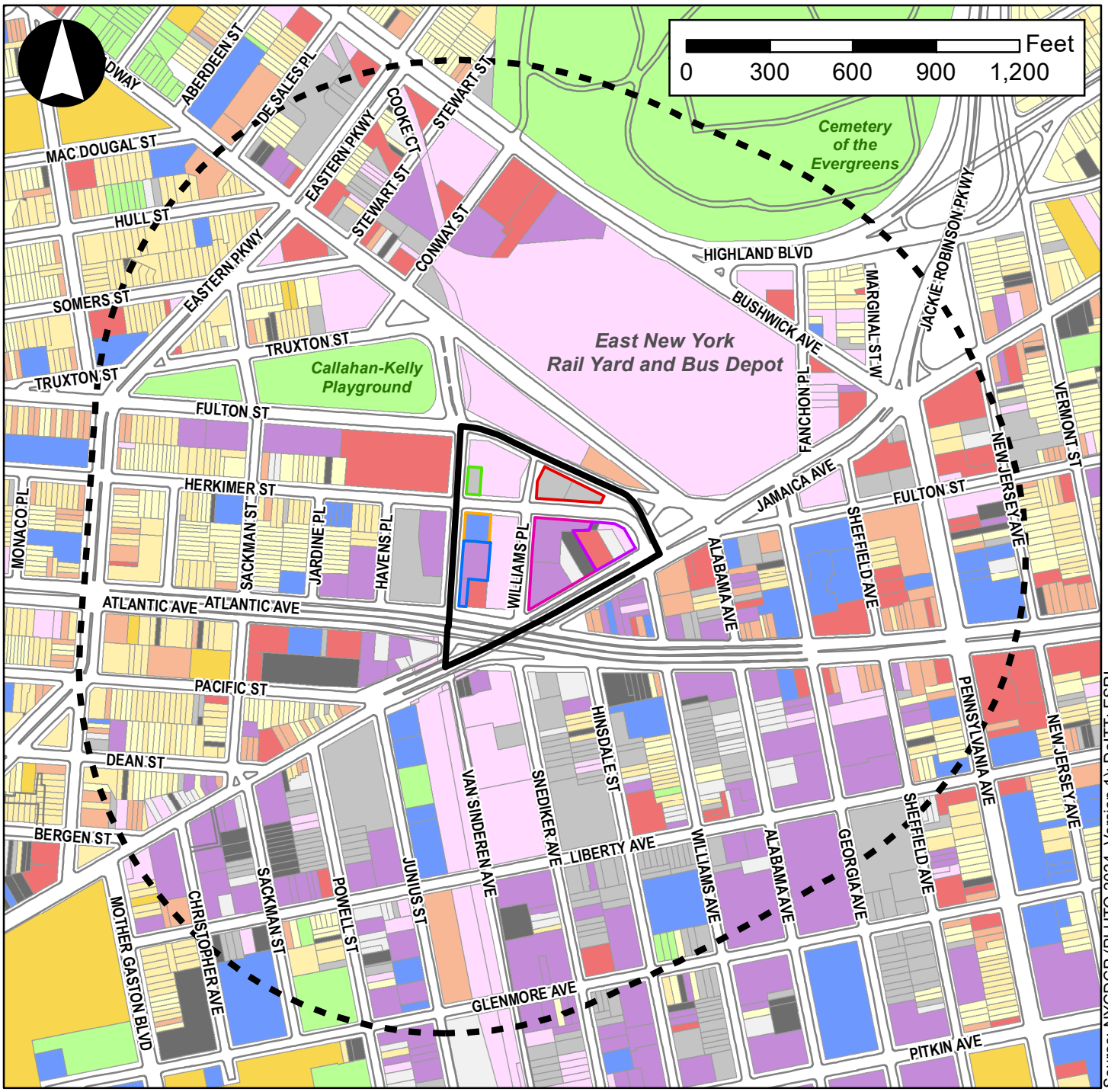
A. INTRODUCTION

This chapter assesses the Proposed Actions' potential effects on neighborhood character. As defined in the 2021 *City Environmental Quality Review* (CEQR) *Technical Manual*, neighborhood character is an amalgam of various elements that give a neighborhood its distinct "personality." These elements may include a neighborhood's land use, socioeconomic conditions, open space, historic and cultural resources, urban design and visual resources, shadows, transportation, and/or noise conditions; but not all of these elements contribute to neighborhood character in all cases. An assessment of neighborhood character per the 2021 *CEQR Technical Manual* first identifies the defining features of the neighborhood and then evaluates whether the project or action has the potential to affect these defining features, either through the potential for a significant adverse impact or a combination of moderate effects in relevant technical analysis areas. Thus, to determine the effects of a proposed action on neighborhood character, the salient features of neighborhood character are considered together. According to the 2021 *CEQR Technical Manual*, neighborhood character impacts are rare, and it would be unusual that, in the absence of a significant adverse impact in any of the relevant technical areas, a combination of moderate effects to the neighborhood would result in an impact on neighborhood character. Moreover, a significant impact identified in one of the technical areas that contribute to a neighborhood's character is not automatically equivalent to a significant impact on neighborhood character but rather serves as an indication that neighborhood character should be examined.

As described in **Chapter 1, "Project Description,"** the Applicant is seeking CPC approval of discretionary actions, including: (i) a Zoning Map Amendment to rezone the Project Area from an M1-2 zoning district to C6-4 and M1-6 zoning districts; (ii) special permits within a Large-Scale General Development (LSGD) pursuant to Sections 74-743(a)(1) and (2) of the *Zoning Resolution of the City of New York* (ZR) to distribute floor area across the LSGD and to modify rear yard and height and setback regulations, respectively; (iii) a ZR Section 74-161 special permit to allow Use Group VI retail uses in excess of 20,000 sf of floor area in the proposed Ml-6 zoning district; (iv) Zoning Text Amendments to (a) ZR Appendix F to designate a Mandatory Inclusionary Housing ("MIH") Area over the C6-4 zoning district-portion of the Project Area and (b) ZR Section 74-742 with respect to the contiguity of ownership of zoning lots in an LSGD when there is an intervening elevated rail line; and (v) a combination acquisition and site selection of real property by the City to construct a publicly accessible open space at 1519 Herkimer Street (also known as Parcel 1; Block 1555, Lot 19) within the LSGD (collectively, the "Proposed Actions"). The New York City Department of Citywide Administrative Services (DCAS) is applicant and the New York City Economic Development Corporation (NYCEDC) is co-applicant only for the combination acquisition and site selection action. Approval of the Proposed Actions would facilitate the development of five new buildings and potentially, a small retail kiosk on the projected development sites in the Project Area (refer to **Figure 18-1** for map of the Project Area). The new mixed-use development on the projected development sites would either contain a combined total of approximately 1,589,202 gross square feet (gsf) under the Proposed Development, or a combined total of approximately 1,620,348 gsf under the Alternate Community Facility Scenario.

This chapter includes a preliminary assessment of neighborhood character, which was prepared in accordance with the 2021 *CEQR Technical Manual*. This chapter describes the defining features of the existing neighborhood character and considers the potential effects of the Proposed Actions on these

Neighborhood Character Study Area and Land Uses



Source: NYCDCP (PLUTO 2024, Version 1); DoITT; ESRI

Legend

- Project Area
- Quarter-Mile Radius
- Projected Development Site 1A
- Projected Development Site 1B
- Projected Development Site 1C
- Projected Development Site 1D
- Projected Development Site 1E
- Projected Development Site 2
- One & Two Family Buildings
- Multi-Family Walkup Buildings
- Multi-Family Elevator Buildings
- Mixed Commercial/Residential Buildings
- Commercial/Office Buildings
- Industrial/Manufacturing
- Transportation/Utility
- Public Facilities & Institutions
- Open Space
- Parking Facilities
- Vacant Land
- All Others or No Data

defining features. The assessment relies on the technical analyses presented in the other chapters of this EIS.

B. PRINCIPAL CONCLUSIONS

A preliminary assessment was conducted based on the methodology set forth in the 2021 *CEQR Technical Manual* and determined that the Proposed Actions would not result in significant adverse impacts related to neighborhood character. The Project Area is located near Broadway Junction, one of the largest transit centers in New York City, while the study area encompasses portions of several established Brooklyn neighborhoods, including East New York, Brownsville, Ocean Hill, Bushwick, Bedford-Stuyvesant, and Cypress Hills. Overall, the study area is defined by its wide variety of building types and land uses, including residential, mixed-use commercial and residential, commercial, industrial/manufacturing, and transportation/utility uses, as well as some public/institutional, parking, and open space uses.

The Proposed Actions are intended to facilitate the development of new residential, office, retail, light industrial, and community facility space at the Project Area by increasing the permitted residential, commercial, and community facility FARs within the Project Area. In addition to providing open space and affordable housing, the Proposed Actions would also provide economic opportunities benefitting the surrounding neighborhoods. The Proposed Actions would facilitate the new development of up to approximately 1.6 million gsf of mixed-use development that would accommodate a variety of tenants, including an institutional anchor like an academic university, retail designed to cater to the needs of the surrounding neighborhoods, as well as offices. The Proposed Actions would increase density in the Project Area to create employment opportunities and provide community resources in a way that is not currently feasible based on existing site constraints. The Project Area's existing buildings and infrastructure are aged and have limited ability to provide the type of accommodations needed and/or desired for new businesses. The existing low-rise light industrial buildings limit the potential of the Project Area. Separately, much of the Project Area is currently occupied by unenclosed parking and storage facilities that also do not offer opportunity for substantial economic growth. In addition, the existing M1-2 zoning district, which was mapped in 1967, further limits the Project Area from being redeveloped with new, higher-density commercial and light industrial spaces as, despite its location near mass transit, the maximum permitted commercial and manufacturing FAR is 2.0. Furthermore, limited community facility uses are permitted as-of-right at up to 4.8 FAR, whereas residential uses are not permitted.

By facilitating new mixed-use development within the Project Area, the Proposed Actions would facilitate a new mixed-use development in a transit-rich area of the City and provide viable development sites, creating much needed job opportunities and affordable housing. The increased density of the Proposed Development would be subject, with some design flexibility, to controls in the LSGD that are responsive to the neighborhood context and improve the pedestrian and retail environment of the Project Area. The Proposed Development would leverage the existing assets of full-block frontage on several wide streets and excellent mass transit access to better enhance and activate the Project Area. The proposed publicly accessible area ("PAA") spaces would further enhance the pedestrian experience and environment at the Project Area by providing widened sidewalks and multifaceted passive recreation spaces.

As described elsewhere in this EIS and summarized herein, the Proposed Actions would not result in significant adverse impacts in the areas of land use, zoning, and public policy; socioeconomic conditions; open space; shadows; historic and cultural resources; urban design and visual resources; or noise. As discussed in greater detail below, the significant adverse traffic, transit, and pedestrian impacts that would occur as a result of the Proposed Actions would not affect any defining feature of neighborhood

character, nor would a combination of moderately adverse effects (related to any of the above-mentioned technical analysis areas) affect such a defining feature. While the Proposed Actions would result in increased transportation activities and significant adverse traffic, transit, and pedestrian impacts, these impacts would not result in a significant change to one of the determining elements of neighborhood character, and the resulting conditions would be similar to those seen in the study area and would not create levels of activity or service conditions that would be out of character with the surrounding neighborhood. Therefore, the changes in transportation due to the Proposed Actions would not result in any significant adverse impacts on neighborhood character.

C. METHODOLOGY

The 2021 *CEQR Technical Manual* states that an assessment of neighborhood character is needed when a project has the potential to result in significant adverse impacts in any of the following technical areas: land use, socioeconomic conditions, open space, historic and cultural resources, urban design and visual resources, shadows, transportation, or noise. The 2021 *CEQR Technical Manual* states that, even if a project does not have the potential to result in a significant adverse impact in any specific technical area(s), an assessment of neighborhood character may be required if the project would result in a combination of moderate effects to several elements that may cumulatively affect neighborhood character. A "moderate" effect is generally defined as an effect considered reasonably close to the significant adverse impact threshold for a particular analysis area.

A preliminary assessment of neighborhood character determines whether changes expected in other technical analysis areas may affect a defining feature of neighborhood character. The key elements that define neighborhood character, and their relationships to one another, form the basis of determining impact significance; in general, the more uniform and consistent the existing neighborhood context, the more sensitive it is to change. A neighborhood that has a more varied context is typically able to tolerate greater change without experiencing significant adverse impacts. If there is no potential for a project to affect the defining features of neighborhood character, a detailed assessment is not warranted. Pursuant to the 2021 *CEQR Technical Manual*, the preliminary assessment evaluates the expected changes resulting from the Proposed Actions in the above technical areas using the findings from the respective chapters of this EIS to identify whether the Proposed Actions would result in any significant adverse impacts or moderate adverse effects in these technical areas, and whether any such changes would have the potential to affect the defining features of neighborhood character.

Study Area

According to the 2021 *CEQR Technical Manual*, the study area for a preliminary assessment of neighborhood character is typically consistent with the study areas utilized in the relevant technical areas assessed under CEQR that contribute to the defining features of the neighborhood. Therefore, the study area for this analysis is the same as those used in the land use and urban design assessments. As shown in **Figure 18-1**, the quarter-mile study area is generally bound by portions of Bushwick Avenue and Eastern Parkway to the north, Mother Gaston Boulevard to the west, Glenmore Avenue to the south, and New Jersey Avenue to the east.

D. PRELIMINARY ASSESSMENT

Defining Features

Project Area

The Project Area encompasses a total of approximately 190,474 sf of lot area and contains the entirety of three tax blocks (i.e., Blocks 1555, 1576, and 1577), which comprise four street blocks, with frontages generally bounded by Fulton Street (80-feet-wide) to the north, Van Sinderen Avenue (70-feet-wide) to the west, Atlantic Avenue (120-feet-wide west of Havens Place and greater than 120-feet-wide between Havens Place and Williams Avenue) to the south, and East New York Avenue (115-feet-wide) to the east. The Project Area is bifurcated in the east-west direction by Herkimer Street (70-feet-wide) and in the north-south direction by Williams Place (60-feet-wide).

As described above and shown in **Figure 18-1**, the Project Area contains several projected development sites. The projected development sites are Projected Development Site 1A (Block 1555, Lot 19), Projected Development Site 1B (Block 1576, Lots 1 and 34), Projected Development Site 1C (Block 1577, Lots 17 and 26), Projected Development Site 1D (Block 1577, Lots 32, 35, 51, and 53), and Development Site 1E (Block 1577, Lots 1, 7, 56, and 58). Additionally, Projected Development Site 2 comprises Block 1576, Lot 9. Projected Development Sites 1A through 1E are coterminous with the LSGD. Projected Development Site 2 is owned by Calvary Church and is not under the ownership or control of the Applicant and is not included within the LSGD. Within the Project Area, no redevelopment would occur on the non-Applicant-owned Block 1555, Lot 1 and Block 1576, Lots 13 and 32; therefore, these non-Applicant-owned lots are not considered projected development sites. The projected development sites, as well as the non-Applicant-owned three lots where no redevelopment would occur, are further described below.

Projected Development Sites

Projected Development Site 1A

Projected Development Site 1A is comprised of Block 1555, Lot 19 and is owned by the Applicant. Projected Development Site 1A is currently unimproved and is on a short-term lease to an MTA contractor rehabilitating subway tracks (0.0 FAR). Formerly, Projected Development Site 1A has been used as unenclosed parking and storage space. There is one existing, 20-foot-side curb cut along Projected Development Site 1A's southern-facing frontage along Herkimer Street (approximately 30 feet east of Van Sinderen Avenue).

Projected Development Site 1B

Projected Development Site 1B is comprised of Block 1576, Lots 1 and 34. Lots 1 and 34 are owned by the Applicant. Lot 1 is improved with a two-story manufacturing building containing approximately 8,800 gsf (8,000 zsf) of light industrial uses (0.61 FAR) and Lot 34 is improved with a three-story commercial building containing approximately 9,000 gsf (8,182 zsf) of office uses (3.32 FAR). There is one existing 20-foot-wide curb cut along Projected Development Site 1B's Van Sinderen Avenue frontage; the curb cut is along the east side of Van Sinderen Avenue approximately 160 feet north of Atlantic Avenue.

Projected Development Site 1C

Projected Development Site 1C is comprised of Lots 17 and 26 on the northern portion of Block 1577. Lots

17 and 26 are owned by the Applicant. Projected Development Site 1C is unimproved and used for parking and dead storage of vehicles (0.0 FAR). There are three existing curb cuts along Projected Development Site 1C's Fulton Street and Herkimer Street frontages. Specifically, there is one, 36-foot-wide curb cut along the north side of Herkimer Street (approximately 90 feet east of Williams Place); one 25-foot-wide curb cut along the south side of Fulton Street (approximately 50 feet east of Williams Place); and one 25-foot-wide curb cut along the south side of Fulton Street (approximately 160 feet east of Williams Place).

Projected Development Site 1D

Projected Development Site 1D is comprised of Lots 32, 35, 51, and 53 on the southern portion of Block 1577. Lots 32, 35, 51, and 53 are owned by the Applicant. Within Projected Development Site 1D, Lots 32 and 51 are unimproved, vacant, and used for temporary parking (0.0 FAR each); Lot 35 is improved with a one-story auto repair shop containing approximately 2,640 gsf (2,400 zsf) of light industrial uses (0.49 FAR); and Lot 53 is improved with a one-story building containing approximately 990 gsf (900 zsf) of light industrial uses (0.08 FAR). There are seven existing curb cuts along Projected Development Site 1D's East New York Avenue and Herkimer Street frontages. Specifically, there are three curb cuts of variable width along the north side of East New York Avenue and four curb cuts of variable width along the south side of Herkimer Street.

Projected Development Site 1E

Projected Development Site 1D is comprised of Lots 1, 7, 56, and 58 on the southern portion of Block 1577. Lots 1, 7, 56, and 58 are owned by Mystic Display Co., Inc. and currently leased to the MTA. According to the MTA Lease Agreement that was executed in September 2015, Mystic Display Co., Inc. and the MTA agreed to a 10-year term set to expire in 2025, with a single five-year renewal option that could be exercised by the MTA to remain in place until 2030. The MTA-leased sites are currently utilized as warehouses, parking, shop, and offices for NYCT's Automated Fare Collection (AFC) and Electronic Maintenance Division (EMD). Within Projected Development Site 1E, Lot 1 is improved with a one-story maintenance facility containing approximately 17,224 gsf (15,658 zsf) of light industrial uses (0.91 FAR); Lot 7 is improved with a one-story (plus mezzanine) maintenance facility containing approximately 20,768 gsf (18,880 zsf) of light industrial uses (1.00 FAR); and Lots 56 and 58 are currently improved with an unenclosed surface parking lot that provides access to the adjacent Lots 1 and 7 (0.0 FAR each). There are seven existing curb cuts along Projected Development Site 1E's East New York Avenue, Herkimer Street, and Williams Place frontages. Specifically, there are two curb cuts of variable width along the north side of East New York Avenue, two curb cuts of variable width along the south side of Herkimer Street, and three curb cuts of variable width along the east side of Williams Place.

Projected Development Site 2

Projected Development Site 2 is comprised of Block 1576, Lot 9 and is owned by Calvary Church. Projected Development Site 2 is improved with a two-story building containing approximately 12,904 gsf (11,731 zsf) of community facility (house of worship) uses (1.33 FAR). There is one existing 25-foot-wide curb cut along Projected Development Site 2's Herkimer Street frontage; the curb cut is along the south side of Herkimer Street approximately 30 feet east of Van Sinderen Avenue.

Out Parcels

Block 1555, Lot 1 and Block 1576, Lot 13 are both owned by the MTA and improved with elevated subway structures and an at-grade parking lot (0.0 FAR). Block 1576, Lot 32 is owned by Amba Mata Inc. and improved with a six-story hotel building containing approximately 18,476 gsf (16,796 zsf) and 40 keyed-

rooms (2.43 FAR). The above three lots are referred to, collectively, as the "Out Parcels."

Study Area

The study area includes portions of 63 blocks and extends to portions of Bushwick Avenue and Eastern Parkway to the north, Mother Gaston Boulevard to the west, Glenmore Avenue to the south, and New Jersey Avenue to the east. Located near Broadway Junction, one of the largest transit centers in New York City, the study area encompasses portions of several Brooklyn neighborhoods, including East New York, Brownsville, Ocean Hill, Bushwick, Bedford-Stuyvesant, and Cypress Hills. Planning efforts in recent years have focused on revitalizing the neighborhoods comprising the study area into economic and residential hubs of Brooklyn. These planning efforts have included the designation of the East New York Industrial Business Zone (IBZ) in 2006, which supports the retention of industrial jobs and prevents the rezoning of manufacturing areas within its boundaries, as well as the East New York Community Plan, passed in 2016, which sought to preserve and create affordable housing, promote jobs and economic opportunities, and invest in community resources. The East New York Community Plan was to be achieved largely through upzoning a total of 190 blocks in the East New York, Cypress Hills, and Ocean Hill neighborhoods to allow for more mixed-use development in areas largely dominated by low-density manufacturing zoning districts.

As shown in **Figure 18-1**, the study area encompasses a variety of land uses, including residential, mixed-use commercial and residential, commercial, industrial/manufacturing, and transportation/utility uses, as well as some public/institutional, parking, and open space uses.

Residential buildings in the study area mostly consist of low- to mid-density, multi-family residential buildings, with building heights ranging between two- to four-stories. Higher density multi-family residential/mixed-use buildings located in the study area include 2377 Pacific Street and 62 Pennsylvania Avenue. 2377 Pacific Street is a recently constructed (2020), eight-story multi-family elevator residential with 136 DUs; and 62 Pennsylvania Avenue is a recently constructed (2020) nine-story mixed-use residential and commercial building containing 218 DUs. Additionally, the study area contains several New York City Housing Authority (NYCHA) campuses, including NYCHA's Ocean Hill Houses and Howard Houses. The Ocean Hill Houses consist of three, 14-story residential buildings containing a total of 238 DUs, and the Howard Houses consist of 10 residential buildings spread across an approximately 15.3-acre campus, with building heights ranging from seven- to 13-stories and containing a combined total of approximately 815 DUs.

Commercial and mixed-use commercial and residential buildings are generally located along major thoroughfares in the study area, such as Atlantic, East New York, Jamaica, and Pennsylvania avenues, and are generally low- to mid-rise, ranging from one- to four-stories in height. Commercial uses in the study area are primarily hotels, local retail (such as eating and drinking establishments, chain restaurants with drive-thrus, pharmacies, beauty salons, clothing stores, and convenience stores), local service uses (such as wholesale, grocery, and hardware stores), and auto-oriented businesses (e.g., autobody shops, car washes, and junk and salvage yards).

Industrial/manufacturing lots are typically occupied by one- to-three-story buildings and structures occupied by a wide array of industrial/manufacturing businesses, including HVAC installation and repair businesses, contractors, distributors, steel, wood, iron, and glass manufacturers, and warehouses. The presence of industrial/manufacturing uses reflects the study area's historical reputation as a center of industrial/manufacturing employment.

Most of the study area's transportation/utility uses are MTA-owned or occupied, containing elevated

subway tracks, a communication repair center (Block 1547, Lot 25), and the largest transportation/utility use in the study area – the East New York Rail Yard and Bus Depot (Block 3476, Lot 10), occupying approximately 716,404 sf of lot area. Additionally, there are private bus, including school bus, storage and service facilities concentrated along Van Sinderen Avenue in the study area.

Public/institutional uses in the study area include healthcare facilities, transitional housing facilities, houses of worship, a private elementary school, as well as a large USPS facility at 2645 Atlantic Avenue (Block 3670, Lot 1).

Callahan-Kelly Playground is a recently-renovated 3.25-acre open space owned and operated by the New York City Department of Parks and Recreation (NYC Parks). The playground features basketball and handball courts, playground equipment, spray showers, adult fitness equipment, a skate park, bench seating, and tree plantings. Additional open spaces in the study area include Jewel Square (0.13 acres), TLC Sculpture Park (0.17 acres), Houston Playground (0.92 acres), and McLeod's Community Garden (0.11 acres).

The study area is extremely well-served by mass transit, including the Broadway Junction Subway Station complex serving five subway lines (i.e., the A/C/J/L/Z lines), several bus lines, and the East New York Station serving the Long Island Rail Road's (LIRR) Branch. The A/C/J/L/Z lines converge at the Broadway Junction Subway Station complex, one block north of the Project Area, with elevated tracks of the L line running above the portion of Williams Place and the elevated tracks of the J/Z line running above Broadway. The Broadway Junction Subway Station complex is composed of three stations: the two elevated stations on the Jamaica (J/Z) and Canarsie (L) Lines, as well as the underground station on the Fulton Street (A/C) Line. The Fulton Street Line is accessible from the station's ground-level station house fronting the west side of Van Sinderen Avenue between Fulton and Truxton streets. The Atlantic Avenue (L) Subway Station is also located directly south of the Project Area, with entrances/exits located on the southwest corner of Snediker and Atlantic avenues. Additionally, the Alabama Avenue (J/Z) Subway Station is located east of the Project Area, with entrance/exits located on the south side of Fulton Street between Alabama and Georgia avenues. In terms of commuter rail, the East New York station is in the study area, with entrances along the north and south sides of Atlantic Avenue between Van Sinderen Avenue and Snediker Avenue/Williams Place, providing access to Downtown Brooklyn- and Long Island-bound service along the LIRR's Atlantic Branch. Several local bus services are provided in the study area, including the B12 (connecting Prospect Lefferts Gardens and East New York); the B20 (connecting East New York, Brooklyn and Ridgewood, Queens); the B25 (connecting Fulton Landing with East New York); the B83 (connecting Spring Creek/Gateway Center Mall with East New York); the Q24 (connecting Jamaica, Queens with Bedford-Stuyvesant, Brooklyn); and the Q56 (connecting Jamaica, Queens with East New York, Brooklyn). There are also six Citi Bike docking stations located in the study area.

Assessment of the Potential to Affect the Defining Features of the Neighborhood

The sections below discuss potential changes resulting from the Proposed Actions in the following technical areas that are considered in the neighborhood character assessment pursuant to the 2021 *CEQR Technical Manual*: land use, zoning, and public policy; socioeconomic conditions; open space; historic and cultural resources; urban design and visual resources; shadows; transportation; and noise. The assessment uses the findings from the respective chapters of this EIS to identify whether the Proposed Actions would result in any significant adverse impacts or moderate adverse effects in these technical areas, and whether any such changes would have the potential to affect the defining features of neighborhood character. As described below, defining features of the study area's neighborhood character would not be adversely affected either through the potential of any significant adverse impact

or in combination with any other moderate effects in the relevant technical areas.

Land Use, Zoning, and Public Policy

Defining features of the neighborhood would not be adversely affected due to potential effects of the Proposed Actions on land use, zoning, and public policy, either individually or in combination with potential impacts in other relevant technical areas discussed in this section. The Proposed Actions would facilitate the development of a multi-building mixed-use development containing residential, community facility, commercial, light industrial, and open space uses that would be consistent with the existing character of the surrounding neighborhood. As described in **Chapter 2, "Land Use, Zoning, and Public Policy,"** no significant adverse impacts related to land use, zoning, or public policy would occur in the future with the Proposed Actions. The Proposed Actions would not directly displace any land uses so as to adversely affect surrounding land uses, nor would they generate land uses that would be incompatible with land use, zoning, or public policy in the study area.

The Proposed Actions would facilitate a multi-building mixed-use development containing residential, community facility, commercial, and light industrial uses in an area of the City that is well-served by existing infrastructure and public transportation. Additionally, the Proposed Actions, through the introduction of commercial (office and retail) and light industrial uses, would support economic development opportunities adjacent to the East New York IBZ, the East Brooklyn Business Improvement District (BID), and to be formed Fulton BID.

The uses and bulk permitted by the Proposed Actions would be compatible with adjacent development projects and trends. The Proposed Actions would permit residential use in the Project Area, aiding in the expansion of the City's housing supply, including the supply of available affordable housing. The Proposed Actions would also create opportunities for additional non-residential uses, including community facility, commercial, and light industrial uses. Therefore, the Proposed Actions would result in new mixed-use development that, in addition to being appropriate for the Project Area, would complement and improve the diverse, mixed-use land use character of the study area.

Furthermore, the Proposed Actions would not result in development that would conflict with adopted, applicable public policies, including OneNYC 2050, New York Works, *Get Stuff Built*, *Housing Our Neighbors: A Blueprint for Housing and Homelessness*, *Where We Live NYC Plan*, and the FRESH program. Rather, the Proposed Actions would be consistent with applicable public policies, including the City's public policies implemented to address the City's housing market challenges. Therefore, the Proposed Actions effects on land use, zoning, and public policy would not result in significant adverse impacts on neighborhood character.

Socioeconomic Conditions

Defining features of the neighborhood would not be adversely affected due to potential effects of the Proposed Actions on socioeconomic conditions, either individually or in combination with potential impacts in other relevant technical areas discussed in this section. As described in **Chapter 3, "Socioeconomic Conditions,"** the Proposed Actions would not result in significant adverse socioeconomic impacts on direct residential displacement, direct business/institutional displacement, indirect residential displacement, indirect business/institutional displacement, or adversely affect specific industries in the Project Area or surrounding study area.

Regarding potential direct displacement, the Proposed Actions would not displace residential units nor any residents, as there are no existing residential uses in the Project Area and the Proposed Actions are site-specific within the Project Area. However, the Proposed Actions would result in the displacement of

an estimated 100 employees at seven businesses. This direct displacement would not result in significant adverse direct business impacts in the study area, as the seven businesses potentially directly displaced by the Proposed Actions do not provide products or services essential to the local economy that would no longer be available to residents and businesses due to the difficulty of relocating. Nonetheless, the Applicant would work to house any potentially directly displaced businesses back into the Proposed Development and/or Alternate Community Facility Scenario, where appropriate. Furthermore, none of the seven businesses in the Project Area are subject to regulations or publicly adopted plans to preserve, enhance, or otherwise protect them, and the goods and services provided by the seven businesses in the Project Area would still be found within the overall study area and in nearby areas of Brooklyn and would therefore continue to be available to local residents and businesses.

Regarding potential indirect residential displacement, a preliminary assessment determined that the average household income of the new population introduced by the Proposed Actions would be higher than the average household income of the existing population and that the Proposed Actions would increase the study area population by approximately 6.9 percent. According to the preliminary assessment, residential rents are increasing in the neighborhoods surrounding the Project Area and are expected to continue to increase irrespective of the Proposed Actions. The Proposed Actions would facilitate new residential development that would replace underutilized properties as well as low-density, low-intensity commercial and light industrial uses and create more housing opportunities for households at a range of incomes, including a substantial number of low-income units, that would further enhance the economic diversity of the study area.

The Proposed Actions are expected to improve the housing market in the study area and would allow for new housing opportunities and investments in the study area. The introduction of new housing is expected to increase housing opportunities in the study area and is not expected to introduce a new trend toward increasing rents. The proposed Zoning Text Amendment to map an MIH Area, at minimum would, ensure new housing created in the Project Area would serve households at a range of incomes. The Proposed Actions would result in the development of up to approximately 1,112 DUs, of which approximately 222-334 would be income-restricted units under MIH Options 1, 2, or 3[1]; however, on a wider scale, the Proposed Actions would not represent a shift from current market trends in the study area but rather add critical housing supply to a local rental market with existing tight conditions, likely aiding overall affordability in the study area. Therefore, the Proposed Actions would not have the potential to result in significant adverse socioeconomic impacts due to indirect residential displacement.

Regarding indirect business displacement, the study area has well-established residential and commercial markets such that the Proposed Actions would not introduce new economic activities or significantly alter or accelerate existing economic patterns. The addition of new residents and workers would increase demand for the goods and services provided by existing businesses in the study area. The Proposed Actions would not result in significant indirect business displacement and therefore would not indirectly substantially reduce employment or have an impact on the economic viability in any specific industry or category of business in the study area.

The Proposed Actions' resident and worker populations would become new customers at many of the existing retail businesses in the study area, and the mixture of market-rate and affordable DUs resulting from the Proposed Actions would maintain a diverse residential customer base to shop at retail stores. Overall, as there would be no significant impacts to socioeconomic conditions with respect to the five analysis categories as summarized above, there would be no significant adverse impacts on neighborhood

[1] In addition to the affordable units that would be required pursuant to the City's MIH program, the Applicant intends to work with HPD to allow all residential units in the Proposed Development to be designated as 100 percent affordable, pursuant to available subsidy.

character.

Open Space

Defining features of the neighborhood would not be adversely affected due to potential effects of the Proposed Actions on publicly accessible open space, either individually or in combination with potential impacts in other relevant technical areas discussed in this section. As described in **Chapter 5, "Open Space,"** the Proposed Actions would not result in the physical loss of existing public open space resources, and would not result in any adverse shadows, operational air quality, operational noise, and construction impacts that would affect the usefulness of any publicly accessible open space.

As also described in **Chapter 5, "Open Space,"** a detailed open space analysis was conducted for both a non-residential (quarter-mile) study area and residential (half-mile) study area. The detailed analysis determined that the incremental worker and residential populations generated by the Proposed Actions would not result in significant adverse indirect impacts to the passive open space ratio in the non-residential study area and would not result in significant adverse indirect impacts to total, passive, and active open space ratios in the residential study area. While the potential for increased usage of the residential study area's open space resources may lead to lower open space ratios of total, passive, and active open space per resident in the residential study area, their function and aesthetic contributions to the overall study area would remain unchanged. Moreover, the Proposed Actions would facilitate the development of approximately 20,080 sf (approximately 0.46 acres) of PAA space in the Project Area. Therefore, as no significant adverse impacts to open space would occur because of the Proposed Actions and the introduction of approximately 0.46 acres of PAA space in the Project Area would add to the variety of public open space options in the non-residential and residential study areas, the character of the surrounding neighborhood would be enhanced, and the Proposed Actions would not result in significant adverse impacts on neighborhood character.

Shadows

Defining features of the neighborhood would not be adversely affected due to potential shadows generated by either the Proposed Development or the Alternate Community Facility Scenario, either individually or in combination with potential impacts in other relevant technical areas discussed in this section. As described in **Chapter 6, "Shadows,"** the Proposed Actions would result in incremental shadow coverage (i.e., additional, or new, shadow coverage) on portions of six sunlight-sensitive resources: the Eastern Parkway Greenstreet, Callahan-Kelly Playground, Jewel Square, the Jamaica Avenue Greenstreet, the Jackie Robinson Parkway Greenstreets, and Cemetery of the Evergreens. However, incremental shadow coverage cast on these six sunlight-sensitive resources would not affect the utilization, enjoyment, or character of these sunlight-sensitive resources and all vegetation would continue to receive appropriate durations of direct sunlight throughout the growing season. Therefore, incremental shadows generated by either the Proposed Development or the Alternate Community Facility Scenario on these sunlight-sensitive resources would not be considered significant or adverse and would not significantly alter any of the defining characteristics of the neighborhood.

Historic and Cultural Resources

Defining features of the neighborhood would not be adversely affected due to the potential effects of the Proposed Actions on historic and cultural resources, either individually or in combination with potential impacts in other relevant technical areas discussed in this section. As described in **Chapter 7, "Historic and Cultural Resources,"** the Proposed Actions would not result in any significant adverse impacts to historic or cultural resources. As the Project Area does not contain any designated or eligible historic

architectural resources as defined by the New York City Landmarks Preservation Commission (LPC), the Proposed Actions would not result in any direct impacts to historic architectural resources. Additionally, as described in **Chapter 6, "Shadows,"** the Proposed Actions would not generate incremental shadows on any sunlight-sensitive features of surrounding historic architectural resources. Therefore, the Proposed Actions would not result in any significant adverse shadows impacts on historic and cultural resources.

The Proposed Actions would not result in significant adverse indirect impacts on historic architectural resources. The Proposed Actions would facilitate the development of several buildings ranging in height from 15- to 29-stories on the projected development sites within the Project Area. Although these buildings would be visible when looking north from the Atlantic Avenue (L) Subway Station platform, and in the background when looking east and west towards the elevated station from public vantage points along Atlantic and East New York Avenues, this change in setting would not significantly or adversely alter the potential historic context of the Atlantic Avenue Station. The study area is a developed urban environment with both existing and planned mid-rise buildings that form the backdrop of the elevated station. The Proposed Development would be consistent with existing and planned developed urban environment as it would add new mid-rise buildings to the study area, and not substantially change the visual setting of the Atlantic Avenue Station so as to affect those characteristics that make it potentially eligible for listing on the State/National Registers of Historic Places (S/NR).

Additionally, in the future with the Proposed Actions, no incompatible visual, audible, or atmospheric elements would be introduced to the setting of the Atlantic Avenue Station. The Proposed Development would not alter the relationship of the Atlantic Avenue Station to the streetscape, as all streets adjacent to the station would remain open and the historic resource's relationship to these streets would remain unchanged in the future with the Proposed Actions. The Proposed Development would not eliminate nor screen significant public views of the Atlantic Avenue Station, which would remain visible in view corridors on the adjacent public streets and sidewalks of Atlantic and East New York Avenues. No primary elevations, significant architectural ornamentation, or notable features of the Atlantic Avenue Station would be obstructed by the Proposed Development. Furthermore, the southernmost projected development site (Projected Development Site 1E), at its closest point, is located approximately 214 feet to the north of the Atlantic Avenue Station. Therefore, construction of the Proposed Development would not be subject to the New York City Department of Buildings (DOB)'s *Technical Policy and Procedure Notice* (TPPN) #10/88 and no construction-related impacts on historic and cultural resources would occur as a result of the Proposed Actions. As such, the Proposed Actions would not adversely affect the character of the historic and cultural resources in the study area, and therefore no significant adverse impacts on neighborhood character would occur.

Urban Design and Visual Resources

Defining features of the neighborhood would not be adversely affected due to potential effects of the Proposed Actions on urban design and visual resources, either individually or in combination with potential impacts in other relevant technical areas discussed in this section. As described in **Chapter 8, "Urban Design and Visual Resources,"** the Proposed Actions would facilitate development that is not currently permitted as-of-right in the Project Area, which would create a notable change in the urban design character of the Project Area and study area. Compared to the future without the Proposed Actions, the visual appearance, and thus the pedestrian experience of the Project Area, would change considerably. However, this change would not constitute a significant adverse urban design impact as it would not negatively affect a pedestrian's experience of the Project Area.

Development anticipated in the Project Area in the future with the Proposed Actions is expected to positively affect the urban design of the Project Area and improve the pedestrian experience in its vicinity

and the surrounding study area through the redevelopment of a largely inactive and underutilized site with mixed-use development containing active ground-floor uses and PAA space. Additionally, the proposed PAA space would further enhance the pedestrian experience of the primary study area by providing widened sidewalks within building street wall setbacks and at-grade PAA space on Projected Development Sites 1C, 1D, and 1E, totaling approximately 15,176 sf. In addition, the development of approximately 4,904 sf of at-grade PAA space on Projected Development Site 1A that would act as a gateway into the Project Area from the adjacent Callahan-Kelly Playground with passive recreation space and amenities.

Although the Proposed Actions would result in the construction of taller, larger, and denser buildings than the buildings that would occupy the Project Area in the No-Action condition, the Proposed Actions would not change views of visual resources in the study area, nor would the Proposed Actions alter the contexts and settings of visual resources in the study area. Therefore, no significant adverse impact related to urban design or visual resources would occur because of the Proposed Actions. While the Proposed Actions would result in a notable change in the urban design of the Project Area and would alter some views of the neighborhood from within the study area, these changes are expected to allow for an improved urban design experience for pedestrians and an overall improvement in urban design conditions in the study area. Therefore, no significant adverse impacts on neighborhood character would occur.

Transportation

Defining features of the neighborhood would not be adversely affected due to potential effects of the Proposed Actions on transportation, either individually or in combination with potential impacts in other relevant technical areas discussed in this section. As described in **Chapter 13, "Transportation,"** the Proposed Actions would result in significant adverse traffic, transit, and pedestrian impacts. Significant adverse parking impacts are unlikely to occur as a result of the Proposed Actions.

The Proposed Actions would result in significant adverse traffic impacts at 16 intersections (11 signalized and five unsignalized) during one or more analyzed peak hours. Significant adverse impacts were identified to 23 lane groups at 14 intersections during the weekday AM peak hour, 19 lane groups at 13 intersections in the midday peak hour, 27 lane groups at 16 intersections in the PM peak hour, and 20 lane groups at 14 intersections during the Saturday peak hour. **Chapter 20, "Mitigation,"** discusses potential measures to mitigate these significant adverse traffic impacts. Implementation of traffic engineering improvements, such as signal timing changes and the installation of a new traffic signal are being proposed and would provide mitigation for some of the anticipated traffic impacts. The proposed traffic engineering improvements will be implemented at the discretion of the New York City Department of Transportation (DOT). If DOT determines that implementation of the proposed traffic engineering improvement at one or more locations is infeasible, and no alternative and equivalent measure is identified, then that impact would remain unmitigated and would constitute an unavoidable adverse impact. Because of existing congestion at a number of these intersections, even a minimal increase in traffic would result in unmitigated impacts. Small increases in incremental traffic volumes at some of the congested intersections would result in significant adverse impacts that could not be fully mitigated during one or more analysis peak hours, and even limited new development in the Project Area could result in unmitigated traffic impacts. Some intersections at which the unmitigated traffic impacts would occur will be characterized by higher levels of traffic in the No-Action condition. While there would be increased transportation activity as a result of the Proposed Actions, the resulting conditions would be similar to those experienced in the study area under existing and No-Action conditions and would not result in conditions that would be out of character with the study area. Thus, the changes in transportation due to the Proposed Actions would not result in significant adverse impacts on neighborhood character.

The Proposed Actions would significantly adversely impact two platform stairs at the Broadway Junction

(A/C/J/L/Z) station complex – stairs P3/P4 in the AM peak hour and the new platform stairs to the southbound A/C platform in the PM peak hour. **Chapter 20, "Mitigation,"** discusses potential measures to mitigate the significant adverse subway stair impacts. Stairway widening is the most common form of mitigation for significant stairway impacts, provided that New York City Transit (NYCT) deems it practicable (i.e., that it is worthwhile to disrupt service on an existing stairway to widen it and that a given platform and sidewalk affected by such mitigation are wide enough to accommodate the stairway widening). Another potential mitigation measure would be to add vertical capacity (i.e., adding an escalator or additional stairway) in the vicinity of the impacted stairway. While these measures do not currently appear practicable, mitigation measures will continue to be evaluated between certification of the DEIS and publication of the FEIS. Therefore, the Proposed Actions would result in an unmitigated significant adverse impact at platform stairs P3/P4 and the new platform stair to the southbound A/C platform in the Broadway Junction Subway Station complex. Overall, the significant adverse subway stair impacts would be localized and would not rise to a level where they would alter defining features of the study area. Therefore, this increase in subway trips at the Broadway Junction (A/C/J/L/Z) station complex would not adversely affect neighborhood character.

Based on 2021 *CEQR Technical Manual* criteria, four sidewalks, five corners, and three crosswalks would be significantly adversely impacted by the Proposed Actions in one or more of the analyzed peak hours. **Chapter 20, "Mitigation,"** discusses potential measures to mitigate these significant adverse pedestrian impacts. Recommended pedestrian mitigation measures consisting of the widening of crosswalks would provide mitigation for some of the anticipated pedestrian impacts to two crosswalks. However, unmitigated pedestrian impacts in one or more peak hours would remain at four sidewalks, one crosswalk, and five corners. The recommended pedestrian mitigation measures will be implemented at the discretion of DOT. If DOT determines that implementation of the recommended pedestrian mitigation measures at the two crosswalks is infeasible, and no alternative and equivalent measure is identified, then these impacts would remain unmitigated and would constitute unavoidable adverse impacts. However, in the scenario that certain impacts would remain unmitigated, the impacts would be localized and would not rise to a level where they would alter defining features of the study area. Therefore, this increase in pedestrian volumes would not adversely affect neighborhood character.

Despite the Project Area's access to alternative modes of transportation, parking demand under the Proposed Actions' RWCDS would not be fully accommodated on-site and excess parking demand would need to be accommodated in nearby off-street public parking facilities, or by on-street parking. Consequently, the Proposed Actions may potentially contribute to, or result in, off-street and on-street parking shortfalls. However, based on 2021 *CEQR Technical Manual* guidance, any projected shortfall in parking capacity is unlikely to be considered significant due to the magnitude of available alternative modes of transportation in vicinity of the Project Area. Moreover, any projected shortfall in parking capacity would not fundamentally change the defining features of the study area, as the availability of on- and off-street parking is not a defining characteristic of the study area. Therefore, any projected shortfall in parking capacity would not adversely affect neighborhood character.

Noise

Defining features of the neighborhood would not be significantly adversely affected due to potential noise effects of the Proposed Actions, either individually or in combination with potential impacts in other relevant technical areas discussed in this section.

As described in **Chapter 16, "Noise,"** increased vehicular traffic volumes generated by the Proposed Actions would not result in significant adverse noise impacts as the relative increases in noise levels would fall well below the applicable 2021 *CEQR Technical Manual* significant adverse impact threshold (3.0 dBA). The Project Area and study area already experience relatively high ambient noise levels along major

thoroughfares, such as Atlantic Avenue and East New York Avenue, and in proximity to elevated tracks for the MTA's Jamaica (J/Z) and Canarsie (L) subway lines. As a result, there would be no noise-related impacts on neighborhood character.