90 Sands Street EAS

PREPARED FOR

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New York, NY 10271
212.720.3300

PREPARED BY

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October 11, 2019

City Environmental Quality Review
ENVIRONMENTAL ASSESSMENT STATEMENT (EAS) SHORT FORM

FOR UNLISTED ACTIONS ONLY • *Please fill out and submit to the appropriate agency* (see instructions)

Part I: GENERAL INFORMATION

1. *Does the Action Exceed Any Type I Threshold in 6 NYCRR Part 617.4 or 43 RCNY §6-15(A) (Executive Order 91 of 1977, as amended)?* ☐ YES ☒ NO

If "yes," **STOP** and **complete the FULL EAS FORM**.

2. *Project Name* 90 Sands Street

3. *Reference Numbers*

CEQR REFERENCE NUMBER (to be assigned by lead agency)	BSA REFERENCE NUMBER (if applicable)
20DCP018K	
ULURP REFERENCE NUMBER (if applicable)	OTHER REFERENCE NUMBER(S) (if applicable) (*e.g.*, legislative intro, CAPA)
200059ZMK, 200060ZRK	

4a. *Lead Agency Information*			**4b. *Applicant Information***		
NAME OF LEAD AGENCY New York City Department of City Planning			NAME OF APPLICANT 90 Sands Street Housing Development Fund Corporation		
NAME OF LEAD AGENCY CONTACT PERSON Olga Abinader, Director			NAME OF APPLICANT'S REPRESENTATIVE OR CONTACT PERSON Cara McAteer		
ADDRESS 120 Broadway, 31st Floor			ADDRESS 505 Eighth Avenue, 5th Floor		
CITY New York	STATE NY	ZIP 10271	CITY New York	STATE NY	ZIP 10018
TELEPHONE 212-720-3493	EMAIL oabinad@planning.nyc.gov		TELEPHONE	EMAIL cmcateer@breakingground.org	

5. *Project Description*

The applicant, 90 Sands Street Housing Deveopment Fund Corporation, a Breaking Ground-controlled entity, is seeking a zoning map amendment to the project area, Brooklyn Block 87, Lots 5 and 9, changing an M1-6 district to MX (M1-6/R10) and establishing a Special Mixed Use District (MX-2), zoning text amendments to Appendix F to designated the rezoned area as Mandatory inclusionary Housing (MIH) Area and to Article XII, Chapter 3 of the Zoning resolution to amend the effective date of the existing MX-2 district (DUMBO, Brooklyn). An application for a CPC Chair Certification pursuant to ZR Section 37-625 Public Plazas to modify an existing public plaza will also be filed in the near future.

The proposed project consists of the conversion of the 90 Sands Street building (Block 87, Lot 9) for use as supportive housing and affordable housing for low- and moderate-income tenants (Use Group 3A—non-profit institution with sleeping accommodations). The project would include 305 of the studio units for supportive housing for formerly homeless adults with chronic mental illness and 202 units for low-and moderate-income hoseholds with incomes ranging from 30 percent to 100 percent of the Area Median Income (AMI). In addition to the supportive and affordable housing units, there will be a unit for the superintendent of the building, bringing the total to 508 units. The building would have a 24/7 attended lobby that would create active street presence.

Amenities for building residents would include a multi-purpose room for events, a fitness room, and a computer room. The Center for Urban Community Services would provide on-site social services to residents of building, including case management, primary medical care, mental health services, employment readiness guidance, and benefits counseling.

A portion of the ground floor as well as cellar spaces would be activated with community facility or manufacturing tenants.

The currently gated plaza along Jay Street would be improved per the public plaza standards set forth in ZR Section 37-70 and opened for public use after obtaining Chairperson Certification.

No changes are proposed for 175 Pearl Street.

Project Location

BOROUGH Brooklyn	COMMUNITY DISTRICT(S) 2	STREET ADDRESS 90 Sands Street
TAX BLOCK(S) AND LOT(S) Block 87, Lots 5 and 9		ZIP CODE 11201

DESCRIPTION OF PROPERTY BY BOUNDING OR CROSS STREETS Bounded by Sands Street to the north, Jay Street to the east, High Street to the south and Pearl Street to the west.

EXISTING ZONING DISTRICT, INCLUDING SPECIAL ZONING DISTRICT DESIGNATION, IF ANY M1-6 | ZONING SECTIONAL MAP NUMBER 12d

6. *Required Actions or Approvals* (check all that apply)

***City Planning Commission*:** ☒ YES ☐ NO ☐ UNIFORM LAND USE REVIEW PROCEDURE (ULURP)

☐ CITY MAP AMENDMENT	☐ ZONING CERTIFICATION	☐ CONCESSION
☒ ZONING MAP AMENDMENT	☐ ZONING AUTHORIZATION	☐ UDAAP
☒ ZONING TEXT AMENDMENT	☐ ACQUISITION—REAL PROPERTY	☐ REVOCABLE CONSENT
☐ SITE SELECTION—PUBLIC FACILITY	☐ DISPOSITION—REAL PROPERTY	☐ FRANCHISE
☐ HOUSING PLAN & PROJECT	☐ OTHER, explain:	

☐ SPECIAL PERMIT (if appropriate, specify type: ☐ modification; ☐ renewal; ☐ other); EXPIRATION DATE:
SPECIFY AFFECTED SECTIONS OF THE ZONING RESOLUTION

***Board of Standards and Appeals*:** ☐ YES ☒ NO

☐ VARIANCE (use)
☐ VARIANCE (bulk)
☐ SPECIAL PERMIT (if appropriate, specify type: ☐ modification; ☐ renewal; ☐ other); EXPIRATION DATE:
SPECIFY AFFECTED SECTIONS OF THE ZONING RESOLUTION

***Department of Environmental Protection*:** ☐ YES ☒ NO If "yes," specify:

Other City Approvals Subject to CEQR (check all that apply)

☐ LEGISLATION	☐ FUNDING OF CONSTRUCTION, specify:
☐ RULEMAKING	☐ POLICY OR PLAN, specify:
☐ CONSTRUCTION OF PUBLIC FACILITIES	☐ FUNDING OF PROGRAMS, specify:
☐ 384(b)(4) APPROVAL	☐ PERMITS, specify:
☐ OTHER, explain:	

Other City Approvals Not Subject to CEQR (check all that apply)

☐ PERMITS FROM DOT'S OFFICE OF CONSTRUCTION MITIGATION AND COORDINATION (OCMC)
☐ LANDMARKS PRESERVATION COMMISSION APPROVAL
☐ OTHER, explain:

***State or Federal Actions/Approvals/Funding*:** ☐ YES ☒ NO If "yes," specify:

7. *Site Description:* *The directly affected area consists of the project site and the area subject to any change in regulatory controls. Except where otherwise indicated, provide the following information with regard to the directly affected area.*

***Graphics*:** *The following graphics must be attached and each box must be checked off before the EAS is complete. Each map must clearly depict the boundaries of the directly affected area or areas and indicate a 400-foot radius drawn from the outer boundaries of the project site. Maps may not exceed 11 x 17 inches in size and, for paper filings, must be folded to 8.5 x 11 inches.*

☒ SITE LOCATION MAP ☒ ZONING MAP ☒ SANBORN OR OTHER LAND USE MAP
☒ TAX MAP ☐ FOR LARGE AREAS OR MULTIPLE SITES, A GIS SHAPE FILE THAT DEFINES THE PROJECT SITE(S)
☒ PHOTOGRAPHS OF THE PROJECT SITE TAKEN WITHIN 6 MONTHS OF EAS SUBMISSION AND KEYED TO THE SITE LOCATION MAP

Physical Setting (both developed and undeveloped areas)

Total directly affected area (sq. ft.): Rezoning Area: 42,393 Project Site: 21,175
Waterbody area (sq. ft) and type:

Roads, buildings, and other paved surfaces (sq. ft.): 42,393
Other, describe (sq. ft.):

8. *Physical Dimensions and Scale of Project* (if the project affects multiple sites, provide the total development facilitated by the action)

SIZE OF PROJECT TO BE DEVELOPED (gross square feet): 381,857
(existing building to be reoccupied)

NUMBER OF BUILDINGS: 1
GROSS FLOOR AREA OF EACH BUILDING (sq. ft.): 381,857
HEIGHT OF EACH BUILDING (ft.): 389
NUMBER OF STORIES OF EACH BUILDING: 29

Does the proposed project involve changes in zoning on one or more sites? ☒ YES ☐ NO
If "yes," specify: The total square feet owned or controlled by the applicant: 21,175

The total square feet not owned or controlled by the applicant: 21,218

Does the proposed project involve in-ground excavation or subsurface disturbance, including, but not limited to foundation work, pilings, utility lines, or grading? ☐ YES ☒ NO

If "yes," indicate the estimated area and volume dimensions of subsurface permanent and temporary disturbance (if known):

AREA OF TEMPORARY DISTURBANCE: sq. ft. (width x length) VOLUME OF DISTURBANCE: cubic ft. (width x length x depth)

AREA OF PERMANENT DISTURBANCE: sq. ft. (width x length)

Description of Proposed Uses (please complete the following information as appropriate)

	Residential	***Commercial***	***Community Facility***	***Industrial/Manufacturing***
Size (in gross sq. ft.)			350,475	31,382
Type (*e.g.,* retail, office, school)	units		508 supportive and affordable units	manufacturing space

Does the proposed project increase the population of residents and/or on-site workers? ☒ YES ☐ NO

If "yes," please specify: NUMBER OF ADDITIONAL RESIDENTS: NUMBER OF ADDITIONAL WORKERS:

Provide a brief explanation of how these numbers were determined:

Does the proposed project create new open space? ☐ YES ☒ NO If "yes," specify size of project-created open space: 7,672 currently gated plaza to be improved and opened for public use sq. ft.

Has a No-Action scenario been defined for this project that differs from the existing condition? ☒ YES ☐ NO

If "yes," see Chapter 2, "Establishing the Analysis Framework" and describe briefly: In the No Action condition, the building will be reoccupied by 508 hotel units and accessory hotel dining use

9. *Analysis Year* CEQR Technical Manual Chapter 2

ANTICIPATED BUILD YEAR (date the project would be completed and operational): 2022

ANTICIPATED PERIOD OF CONSTRUCTION IN MONTHS: up to 24 months of renovation

WOULD THE PROJECT BE IMPLEMENTED IN A SINGLE PHASE? ☒ YES ☐ NO IF MULTIPLE PHASES, HOW MANY?

BRIEFLY DESCRIBE PHASES AND CONSTRUCTION SCHEDULE:

10. *Predominant Land Use in the Vicinity of the Project* (check all that apply)

☒ RESIDENTIAL ☐ MANUFACTURING ☒ COMMERCIAL ☐ PARK/FOREST/OPEN SPACE ☒ OTHER, specify: public facilities

EAS Figures

Figure 1 Site Location Map

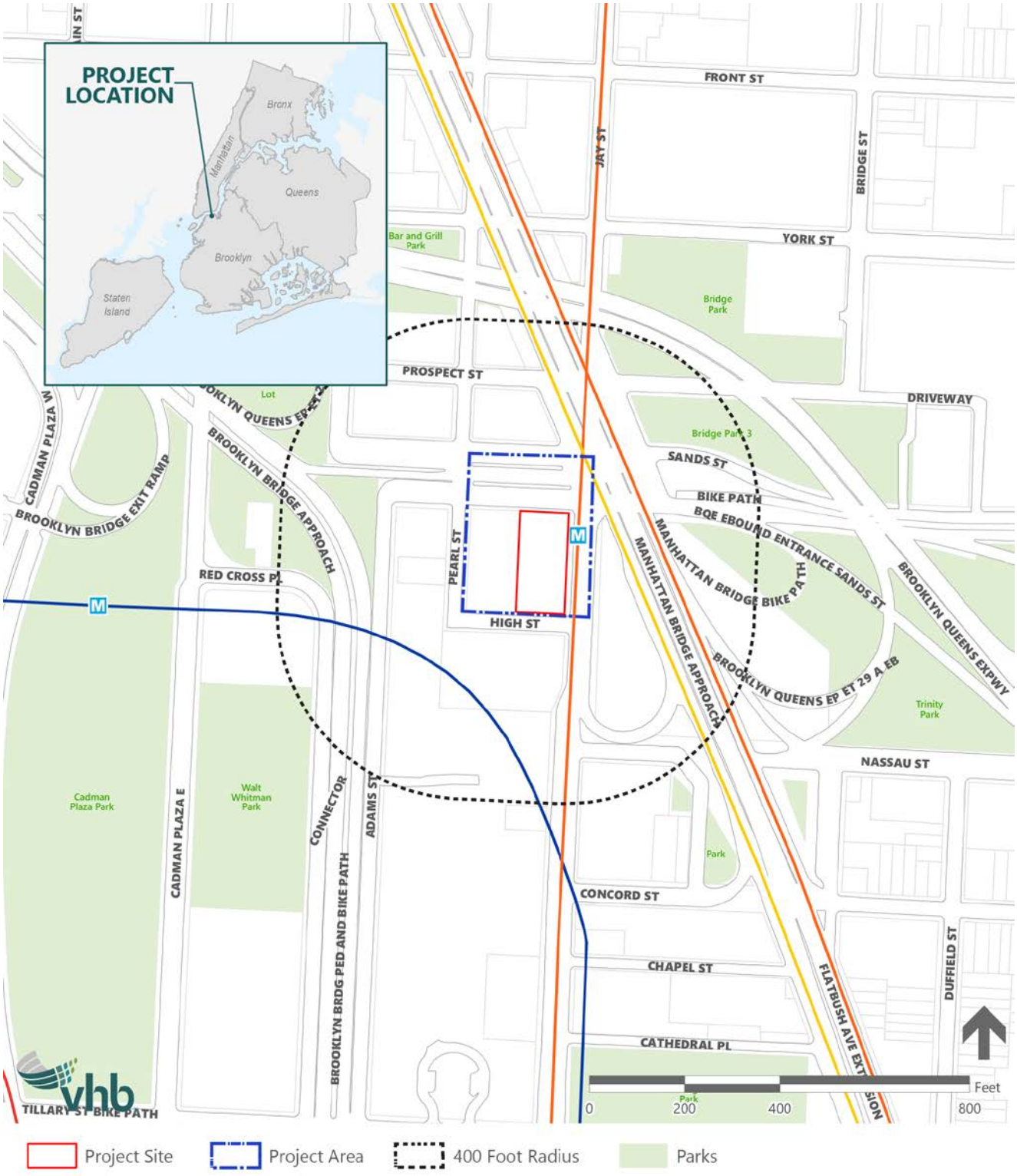


Figure 2 Tax Map

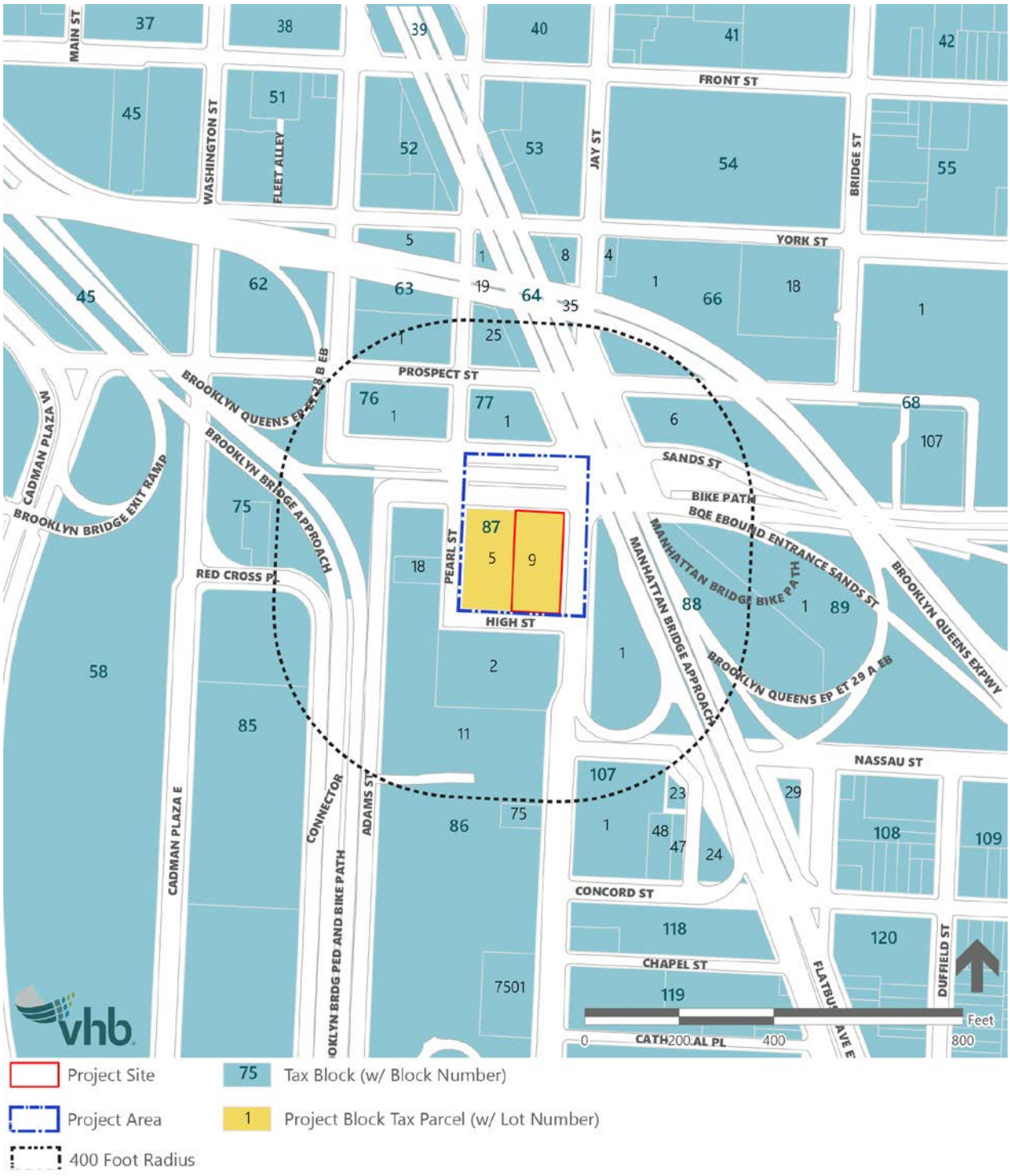


Figure 3.1 Existing Zoning Map

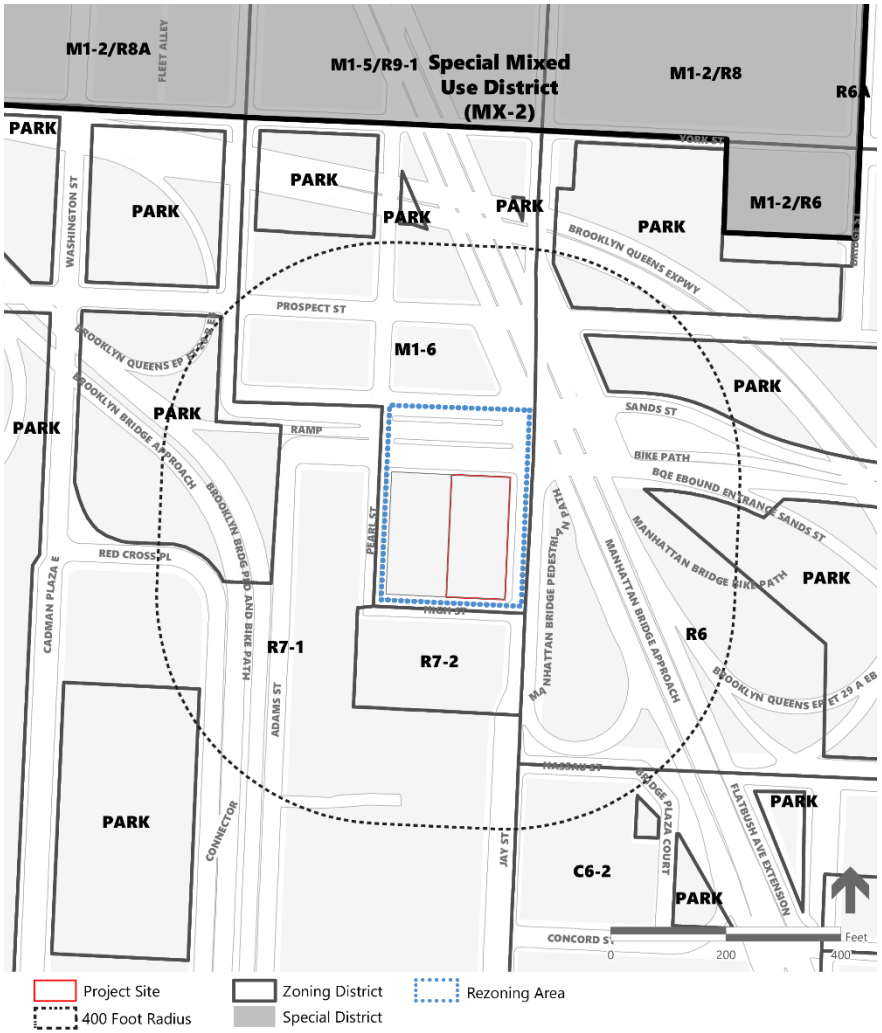


Figure 3.2 Proposed Zoning Map

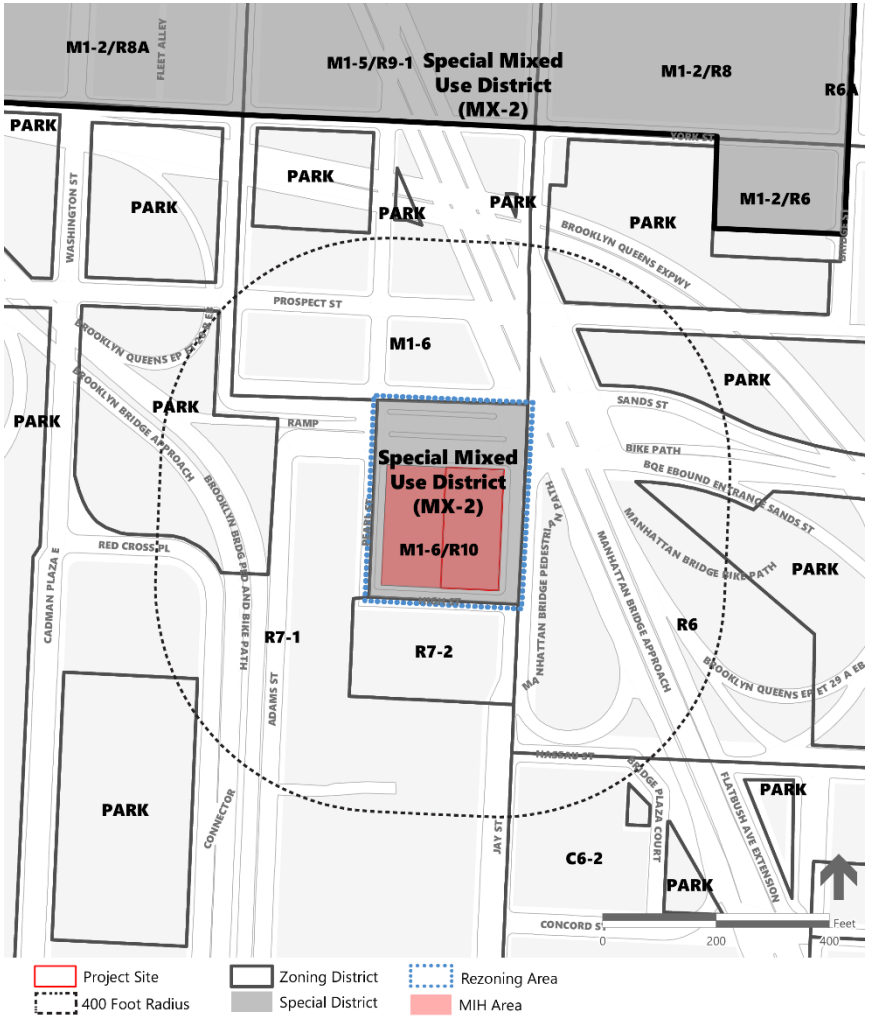


Figure 4 Land Use Map

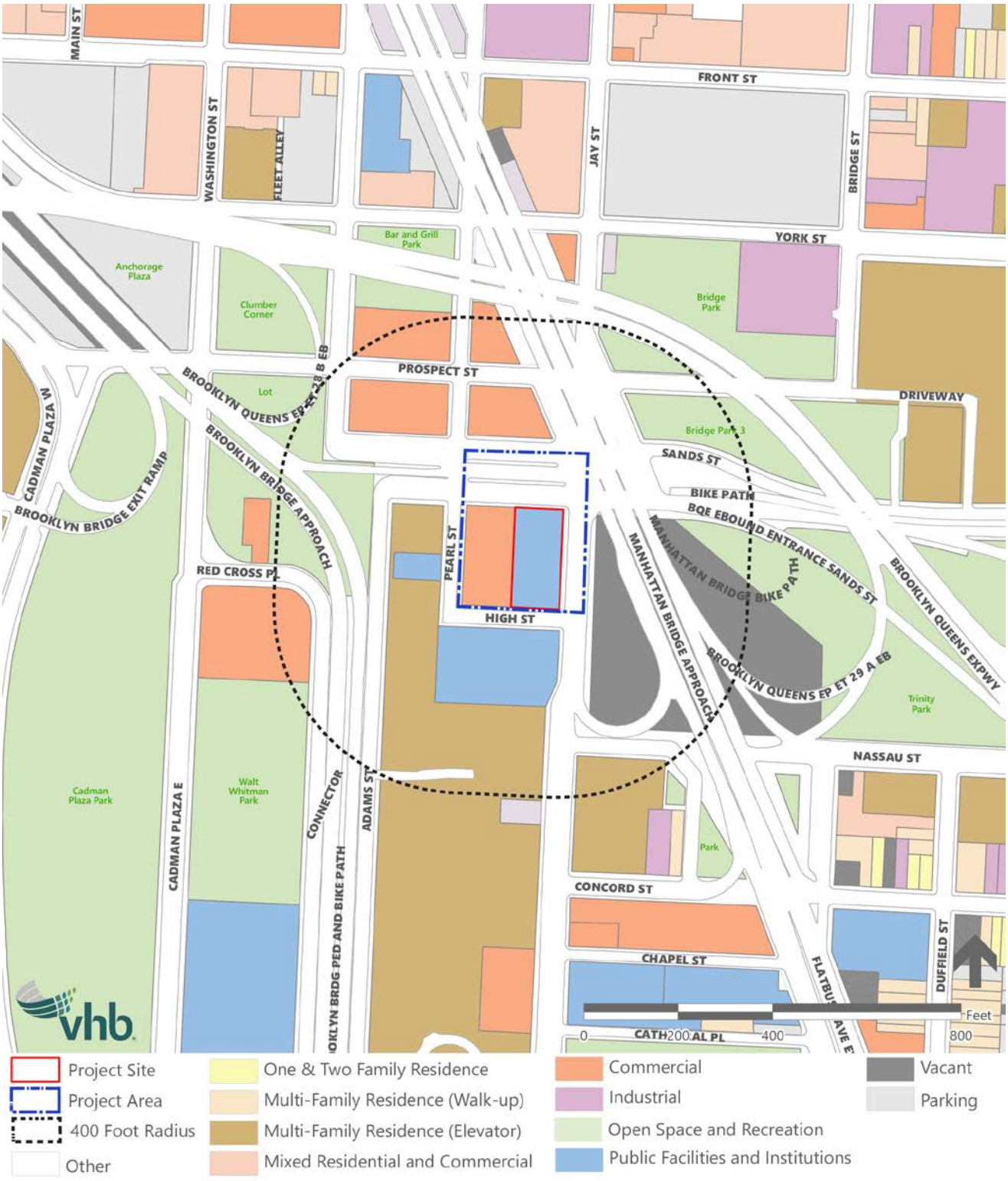


Figure 5 Photo Key Map



Photo 1 View of project area from northeast corner of Sands Street and Jay Street



Photo 2 View of Project Site from southeast corner of High Street and Jay Street



Photo 3 View of project area from northwest corner of Pearl Street and Sands Street



Photo 4 View of project area from north side of Sands Street



Photo 5 View of project area from west side of Jay Street, midblock, showing the 90 Sands plaza



Part II: TECHNICAL ANALYSIS

INSTRUCTIONS: For each of the analysis categories listed in this section, assess the proposed project's impacts based on the thresholds and criteria presented in the CEQR Technical Manual. Check each box that applies.

- If the proposed project can be demonstrated not to meet or exceed the threshold, check the "no" box.
- If the proposed project will meet or exceed the threshold, or if this cannot be determined, check the "yes" box.
- For each "yes" response, provide additional analyses (and, if needed, attach supporting information) based on guidance in the CEQR Technical Manual to determine whether the potential for significant impacts exists. Please note that a "yes" answer does not mean that an EIS must be prepared—it means that more information may be required for the lead agency to make a determination of significance.
- The lead agency, upon reviewing Part II, may require an applicant to provide additional information to support the Short EAS Form. For example, if a question is answered "no," an agency may request a short explanation for this response.

	YES	NO
1. *LAND USE, ZONING, AND PUBLIC POLICY*: CEQR Technical Manual Chapter 4		
(a) Would the proposed project result in a change in land use different from surrounding land uses?	☐	☒
(b) Would the proposed project result in a change in zoning different from surrounding zoning?	☒	☐
(c) Is there the potential to affect an applicable public policy?	☐	☒
(d) If "yes," to (a), (b), and/or (c), complete a preliminary assessment and attach.		
(e) Is the project a large, publicly sponsored project?	☐	☒
o If "yes," complete a PlaNYC assessment and attach.		
(f) Is any part of the directly affected area within the City's Waterfront Revitalization Program boundaries?	☐	☒
o If "yes," complete the Consistency Assessment Form.		
2. *SOCIOECONOMIC CONDITIONS*: CEQR Technical Manual Chapter 5		
(a) Would the proposed project:		
o Generate a net increase of 200 or more residential units?	☒	☐
o Generate a net increase of 200,000 or more square feet of commercial space?	☐	☒
o Directly displace more than 500 residents?	☐	☒
o Directly displace more than 100 employees?	☐	☒
o Affect conditions in a specific industry?	☐	☒
3. *COMMUNITY FACILITIES*: CEQR Technical Manual Chapter 6		
(a) Direct Effects		
o Would the project directly eliminate, displace, or alter public or publicly funded community facilities such as educational facilities, libraries, hospitals and other health care facilities, day care centers, police stations, or fire stations?	☐	☒
(b) Indirect Effects		
o **Child Care Centers:** Would the project result in 20 or more eligible children under age 6, based on the number of low or low/moderate income residential units? (See Table 6-1 in Chapter 6)	☒	☐
o **Libraries:** Would the project result in a 5 percent or more increase in the ratio of residential units to library branches? (See Table 6-1 in Chapter 6)	☐	☒
o **Public Schools:** Would the project result in 50 or more elementary or middle school students, or 150 or more high school students based on number of residential units? (See Table 6-1 in Chapter 6)	☒	☐
o **Health Care Facilities and Fire/Police Protection:** Would the project result in the introduction of a sizeable new neighborhood?	☐	☒
4. *OPEN SPACE*: CEQR Technical Manual Chapter 7		
(a) Would the proposed project change or eliminate existing open space?	☒	☐
(b) Is the project located within an under-served area in the Bronx, Brooklyn, Manhattan, Queens, or Staten Island?	☐	☒
o If "yes," would the proposed project generate more than 50 additional residents or 125 additional employees?	☐	☐
(c) Is the project located within a well-served area in the Bronx, Brooklyn, Manhattan, Queens, or Staten Island?	☐	☒
o If "yes," would the proposed project generate more than 350 additional residents or 750 additional employees?	☐	☐
(d) If the project in located an area that is neither under-served nor well-served, would it generate more than 200 additional residents or 500 additional employees?	☒	☐

	YES	NO
5. *SHADOWS*: CEQR Technical Manual Chapter 8		
(a) Would the proposed project result in a net height increase of any structure of 50 feet or more?	☐	☒
(b) Would the proposed project result in any increase in structure height and be located adjacent to or across the street from a sunlight-sensitive resource?	☐	☒
6. *HISTORIC AND CULTURAL RESOURCES*: CEQR Technical Manual Chapter 9		
(a) Does the proposed project site or an adjacent site contain any architectural and/or archaeological resource that is eligible for or has been designated (or is calendared for consideration) as a New York City Landmark, Interior Landmark or Scenic Landmark; that is listed or eligible for listing on the New York State or National Register of Historic Places; or that is within a designated or eligible New York City, New York State or National Register Historic District? (See the GIS System for Archaeology and National Register to confirm)	☐	☒
(b) Would the proposed project involve construction resulting in in-ground disturbance to an area not previously excavated?	☐	☒
(c) If "yes" to either of the above, list any identified architectural and/or archaeological resources and attach supporting information on whether the proposed project would potentially affect any architectural or archeological resources.		
7. *URBAN DESIGN AND VISUAL RESOURCES*: CEQR Technical Manual Chapter 10		
(a) Would the proposed project introduce a new building, a new building height, or result in any substantial physical alteration to the streetscape or public space in the vicinity of the proposed project that is not currently allowed by existing zoning?	☐	☒
(b) Would the proposed project result in obstruction of publicly accessible views to visual resources not currently allowed by existing zoning?	☐	☒
8. *NATURAL RESOURCES*: CEQR Technical Manual Chapter 11		
(a) Does the proposed project site or a site adjacent to the project contain natural resources as defined in Section 100 of Chapter 11?	☐	☒
o If "yes," list the resources and attach supporting information on whether the proposed project would affect any of these resources.		
(b) Is any part of the directly affected area within the Jamaica Bay Watershed?	☐	☒
o If "yes," complete the Jamaica Bay Watershed Form, and submit according to its instructions.		
9. *HAZARDOUS MATERIALS*: CEQR Technical Manual Chapter 12		
(a) Would the proposed project allow commercial or residential uses in an area that is currently, or was historically, a manufacturing area that involved hazardous materials?	☐	☒
(b) Does the proposed project site have existing institutional controls (*e.g.*, (E) designation or Restrictive Declaration) relating to hazardous materials that preclude the potential for significant adverse impacts?	☐	☒
(c) Would the project require soil disturbance in a manufacturing area or any development on or near a manufacturing area or existing/historic facilities listed in Appendix 1 (including nonconforming uses)?	☐	☒
(d) Would the project result in the development of a site where there is reason to suspect the presence of hazardous materials, contamination, illegal dumping or fill, or fill material of unknown origin?	☐	☒
(e) Would the project result in development on or near a site that has or had underground and/or aboveground storage tanks (*e.g.*, gas stations, oil storage facilities, heating oil storage)?	☐	☒
(f) Would the project result in renovation of interior existing space on a site with the potential for compromised air quality; vapor intrusion from either on-site or off-site sources; or the presence of asbestos, PCBs, mercury or lead-based paint?	☐	☒
(g) Would the project result in development on or near a site with potential hazardous materials issues such as government-listed voluntary cleanup/brownfield site, current or former power generation/transmission facilities, coal gasification or gas storage sites, railroad tracks or rights-of-way, or municipal incinerators?	☐	☒
(h) Has a Phase I Environmental Site Assessment been performed for the site?	☐	☒
o If "yes," were Recognized Environmental Conditions (RECs) identified? Briefly identify:	☐	☐
10. *WATER AND SEWER INFRASTRUCTURE*: CEQR Technical Manual Chapter 13		
(a) Would the project result in water demand of more than one million gallons per day?	☐	☒
(b) If the proposed project located in a combined sewer area, would it result in at least 1,000 residential units or 250,000 square feet or more of commercial space in Manhattan, or at least 400 residential units or 150,000 square feet or more of commercial space in the Bronx, Brooklyn, Staten Island, or Queens?	☐	☒
(c) If the proposed project located in a separately sewered area, would it result in the same or greater development than the amounts listed in Table 13-1 in Chapter 13?	☐	☒
(d) Would the proposed project involve development on a site that is 5 acres or larger where the amount of impervious surface would increase?	☐	☒
(e) If the project is located within the Jamaica Bay Watershed or in certain specific drainage areas, including Bronx River, Coney Island Creek, Flushing Bay and Creek, Gowanus Canal, Hutchinson River, Newtown Creek, or Westchester Creek, would it involve development on a site that is 1 acre or larger where the amount of impervious surface would increase?	☐	☒

	YES	NO
(f) Would the proposed project be located in an area that is partially sewered or currently unsewered?	☐	☒
(g) Is the project proposing an industrial facility or activity that would contribute industrial discharges to a Wastewater Treatment Plant and/or generate contaminated stormwater in a separate storm sewer system?	☐	☒
(h) Would the project involve construction of a new stormwater outfall that requires federal and/or state permits?	☐	☒
11. *SOLID WASTE AND SANITATION SERVICES*: CEQR Technical Manual Chapter 14		
(a) Using Table 14-1 in Chapter 14, the project's projected operational solid waste generation is estimated to be (pounds per week): 24,053		
o Would the proposed project have the potential to generate 100,000 pounds (50 tons) or more of solid waste per week?	☐	☒
(b) Would the proposed project involve a reduction in capacity at a solid waste management facility used for refuse or recyclables generated within the City?	☐	☒
12. *ENERGY*: CEQR Technical Manual Chapter 15		
(a) Using energy modeling or Table 15-1 in Chapter 15, the project's projected energy use is estimated to be (annual BTUs): 89,480,765 MBTU/sf		
(b) Would the proposed project affect the transmission or generation of energy?	☐	☒
13. *TRANSPORTATION*: CEQR Technical Manual Chapter 16		
(a) Would the proposed project exceed any threshold identified in Table 16-1 in Chapter 16?	☒	☐
(b) If "yes," conduct the screening analyses, attach appropriate back up data as needed for each stage and answer the following questions:		
o Would the proposed project result in 50 or more Passenger Car Equivalents (PCEs) per project peak hour?	☐	☒
If "yes," would the proposed project result in 50 or more vehicle trips per project peak hour at any given intersection? ***It should be noted that the lead agency may require further analysis of intersections of concern even when a project generates fewer than 50 vehicles in the peak hour. See Subsection 313 of Chapter 16 for more information.*	☐	☐
o Would the proposed project result in more than 200 subway/rail or bus trips per project peak hour?	☐	☒
If "yes," would the proposed project result, per project peak hour, in 50 or more bus trips on a single line (in one direction) or 200 subway trips per station or line?	☐	☐
o Would the proposed project result in more than 200 pedestrian trips per project peak hour?	☐	☒
If "yes," would the proposed project result in more than 200 pedestrian trips per project peak hour to any given pedestrian or transit element, crosswalk, subway stair, or bus stop?	☐	☐
14. *AIR QUALITY*: CEQR Technical Manual Chapter 17		
(a) *Mobile Sources*: Would the proposed project result in the conditions outlined in Section 210 in Chapter 17?	☐	☒
(b) *Stationary Sources*: Would the proposed project result in the conditions outlined in Section 220 in Chapter 17?	☐	☒
o If "yes," would the proposed project exceed the thresholds in Figure 17-3, Stationary Source Screen Graph in Chapter 17? (Attach graph as needed)	☐	☐
(c) Does the proposed project involve multiple buildings on the project site?	☐	☒
(d) Does the proposed project require federal approvals, support, licensing, or permits subject to conformity requirements?	☐	☒
(e) Does the proposed project site have existing institutional controls (*e.g.*, (E) designation or Restrictive Declaration) relating to air quality that preclude the potential for significant adverse impacts?	☐	☒
15. *GREENHOUSE GAS EMISSIONS*: CEQR Technical Manual Chapter 18		
(a) Is the proposed project a city capital project or a power generation plant?	☐	☒
(b) Would the proposed project fundamentally change the City's solid waste management system?	☐	☒
(c) If "yes" to any of the above, would the project require a GHG emissions assessment based on the guidance in Chapter 18?	☐	☒
16. *NOISE*: CEQR Technical Manual Chapter 19		
(a) Would the proposed project generate or reroute vehicular traffic?	☐	☒
(b) Would the proposed project introduce new or additional receptors (see Section 124 in Chapter 19) near heavily trafficked roadways, within one horizontal mile of an existing or proposed flight path, or within 1,500 feet of an existing or proposed rail line with a direct line of site to that rail line?	☐	☒
(c) Would the proposed project cause a stationary noise source to operate within 1,500 feet of a receptor with a direct line of sight to that receptor or introduce receptors into an area with high ambient stationary noise?	☐	☒
(d) Does the proposed project site have existing institutional controls (*e.g.*, (E) designation or Restrictive Declaration) relating to noise that preclude the potential for significant adverse impacts?	☐	☒
17. *PUBLIC HEALTH*: CEQR Technical Manual Chapter 20		

	YES	NO
(a) Based upon the analyses conducted, do any of the following technical areas require a detailed analysis: Air Quality; Hazardous Materials; Noise?	☐	☒
(b) If "yes," explain why an assessment of public health is or is not warranted based on the guidance in Chapter 20, "Public Health." Attach a preliminary analysis, if necessary.		
18. *NEIGHBORHOOD CHARACTER*: CEQR Technical Manual Chapter 21		
(a) Based upon the analyses conducted, do any of the following technical areas require a detailed analysis: Land Use, Zoning, and Public Policy; Socioeconomic Conditions; Open Space; Historic and Cultural Resources; Urban Design and Visual Resources; Shadows; Transportation; Noise?	☐	☒
(b) If "yes," explain why an assessment of neighborhood character is or is not warranted based on the guidance in Chapter 21, "Neighborhood Character." Attach a preliminary analysis, if necessary.		
19. *CONSTRUCTION*: CEQR Technical Manual Chapter 22		
(a) Would the project's construction activities involve:		
○ Construction activities lasting longer than two years?	☐	☒
○ Construction activities within a Central Business District or along an arterial highway or major thoroughfare?	☐	☒
○ Closing, narrowing, or otherwise impeding traffic, transit, or pedestrian elements (roadways, parking spaces, bicycle routes, sidewalks, crosswalks, corners, *etc.*)?	☐	☒
○ Construction of multiple buildings where there is a potential for on-site receptors on buildings completed before the final build-out?	☐	☒
○ The operation of several pieces of diesel equipment in a single location at peak construction?	☐	☒
○ Closure of a community facility or disruption in its services?	☐	☒
○ Activities within 400 feet of a historic or cultural resource?	☐	☒
○ Disturbance of a site containing or adjacent to a site containing natural resources?	☐	☒
○ Construction on multiple development sites in the same geographic area, such that there is the potential for several construction timelines to overlap or last for more than two years overall?	☐	☒
(b) If any boxes are checked "yes," explain why a preliminary construction assessment is or is not warranted based on the guidance in Chapter 22, "Construction." It should be noted that the nature and extent of any commitment to use the Best Available Technology for construction equipment or Best Management Practices for construction activities should be considered when making this determination.		

20. *APPLICANT'S CERTIFICATION*

I swear or affirm under oath and subject to the penalties for perjury that the information provided in this Environmental Assessment Statement (EAS) is true and accurate to the best of my knowledge and belief, based upon my personal knowledge and familiarity with the information described herein and after examination of the pertinent books and records and/or after inquiry of persons who have personal knowledge of such information or who have examined pertinent books and records.

Still under oath, I further swear or affirm that I make this statement in my capacity as the applicant or representative of the entity that seeks the permits, approvals, funding, or other governmental action(s) described in this EAS.

APPLICANT/REPRESENTATIVE NAME	DATE
David Beer	10/11/19

SIGNATURE David Beer

PLEASE NOTE THAT APPLICANTS MAY BE REQUIRED TO SUBSTANTIATE RESPONSES IN THIS FORM AT THE DISCRETION OF THE LEAD AGENCY SO THAT IT MAY SUPPORT ITS DETERMINATION OF SIGNIFICANCE.

Part III: DETERMINATION OF SIGNIFICANCE (To Be Completed by Lead Agency)

INSTRUCTIONS: In completing Part III, the lead agency should consult 6 NYCRR 617.7 and 43 RCNY § 6-06 (Executive Order 91 or 1977, as amended), which contain the State and City criteria for determining significance.

1. For each of the impact categories listed below, consider whether the project may have a significant adverse effect on the environment, taking into account its (a) location; (b) probability of occurring; (c) duration; (d) irreversibility; (e) geographic scope; and (f) magnitude.

IMPACT CATEGORY	Potentially Significant Adverse Impact: YES	NO
Land Use, Zoning, and Public Policy	☐	☒
Socioeconomic Conditions	☐	☒
Community Facilities and Services	☐	☒
Open Space	☐	☒
Shadows	☐	☒
Historic and Cultural Resources	☐	☒
Urban Design/Visual Resources	☐	☒
Natural Resources	☐	☒
Hazardous Materials	☐	☒
Water and Sewer Infrastructure	☐	☒
Solid Waste and Sanitation Services	☐	☒
Energy	☐	☒
Transportation	☐	☒
Air Quality	☐	☒
Greenhouse Gas Emissions	☐	☒
Noise	☐	☒
Public Health	☐	☒
Neighborhood Character	☐	☒
Construction	☐	☒

2. Are there any aspects of the project relevant to the determination of whether the project may have a significant impact on the environment, such as combined or cumulative impacts, that were not fully covered by other responses and supporting materials? ☐ YES ☒ NO

If there are such impacts, attach an explanation stating whether, as a result of them, the project may have a significant impact on the environment.

3. Check determination to be issued by the lead agency:

☐ **Positive Declaration**: If the lead agency has determined that the project may have a significant impact on the environment, and if a Conditional Negative Declaration is not appropriate, then the lead agency issues a *Positive Declaration* and prepares a draft Scope of Work for the Environmental Impact Statement (EIS).

☐ **Conditional Negative Declaration:** A *Conditional Negative Declaration* (CND) may be appropriate if there is a private applicant for an Unlisted action AND when conditions imposed by the lead agency will modify the proposed project so that no significant adverse environmental impacts would result. The CND is prepared as a separate document and is subject to the requirements of 6 NYCRR Part 617.

☒ **Negative Declaration:** If the lead agency has determined that the project would not result in potentially significant adverse environmental impacts, then the lead agency issues a *Negative Declaration*. The *Negative Declaration* may be prepared as a separate document (see template) or using the embedded Negative Declaration on the next page.

4. ***LEAD AGENCY'S CERTIFICATION***

TITLE	LEAD AGENCY
Director, Environmental Assessment and Review Division	Department of City Planning, acting on behalf of the City Planning Commission
NAME: Olga Abinader	DATE: October 11, 2019
SIGNATURE	

NEGATIVE DECLARATION (Use of this form is optional)

Statement of No Significant Effect

Pursuant to Executive Order 91 of 1977, as amended, and the Rules of Procedure for City Environmental Quality Review, found at Title 62, Chapter 5 of the Rules of the City of New York and 6 NYCRR, Part 617, State Environmental Quality Review, the Department of City Planning, acting on behalf of the City Planning Commission assumed the role of lead agency for the environmental review of the proposed project. Based on a review of information about the project contained in this environmental assessment statement (EAS) and any attachments hereto, which are incorporated by reference herein, the lead agency has determined that the proposed project would not have a significant adverse impact on the environment.

Reasons Supporting this Determination

The above determination is based on information contained in this EAS, which finds the proposed actions sought before the City Planning Commission would have no significant effect on the quality of the environment. Reasons supporting this determination are noted below.

Land Use, Zoning, and Public Policy

The EAS includes an analysis of the effects of the proposed actions on Land Use, Zoning, and Public Policy and determined that no significant impacts would occur. The proposed zoning map amendment from M1-6 to MX (M1-6/R10), establishment of a Special Mixed Use District (MX-2), and designation of Mandatory Inclusionary Housing (MIH) Area would facilitate the conversion of an existing building to a mixed-use community facility and manufacturing building with supportive and affordable housing. The proposed MX-2 district extension would allow for the uses permitted in the M1-6 district along with those permitted in R10 residential districts. The proposed project would provide supportive and affordable housing to the area and would maintain the available manufacturing space by adopting the MX-2 Special Mixed Use District. The analysis concludes that the proposed action would not result in any significant adverse Land Use, Zoning, and Public Policy impacts.

Community Facilities

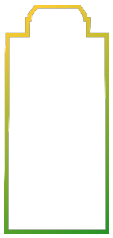
The EAS includes a detailed analysis related to Community Facilities - child care and determined that no significant impacts would occur. According to the CEQR Technical Manual, a significant adverse impact for child care occurs if the collective utilization rate in the study area that is greater than 100% in the With Action condition and an increase in 5% or more in the collective utilization rate between the future No-Action and future With-Action conditions. The proposed project would not result in a collective utilization rate of greater than 100% and would result in an increase of 2% in the collective utilization rate between the future No-Action and future With-Action conditions. For all other Community Facilities categories (police/fire services, health care facilities, public schools, and libraries), the proposed project would not exceed CEQR thresholds. As such, the proposed project would not result in significant adverse impacts to child care centers within the study area.

Open Space

The EAS includes an analysis related to Open Space and determined that no significant impacts would occur. According to the CEQR Technical Manual, a significant adverse open space impact may occur if a proposed action would reduce the open space ratio by more than five percent in areas that are currently below the CIty's median community district open space ratio 1.5 acres per 1,000 residents. In areas that are extremely lacking in open space, a reduction as little as one percent may be considered significant. In the With-Action condition, the total open space ratio for the residential population would decrease by 2.2% compared to the No-Action condition open space ratio. The total open space ratio would decrease to 1.87 acres per 1,000 residents and would remain below the guidelines of 2.5 acres per 1,000 residents, but above the citywide average of 1.5 acres per 1,000 residents. The passive open space ratio would decrease to 1.22 acres per 1,00 residents which is above the guideline of 0.5 acres per 1,000 residents. There are also many open space just outside the study area, such as a large portion of Brooklyn Bridge Park, Commodore Barry Park, Fort Greene Park, and the rest of the Brooklyn Bridge Promenade. Overall, the proposed project would not result in a greater than five percent decrease in the open space ratio, and therefore would not result in significant adverse impacts to open space resources.

No other significant effects upon the environment that would require the preparation of a Draft Environmental Impact Statement are foreseeable. This Negative Declaration has been prepared in accordance with Article 8 of the New York State Environmental Conservation Law (SEQRA). Should you have any questions pertaining to this Negative Declaration, you may contact Rupsha Ghosh at (212) 720-3250.

TITLE	LEAD AGENCY
Director, Environmental Assessment and Review Division	Department of City Planning, acting on behalf of the City Planning Commission 120 Broadway, 31st Fl. New York, NY 10271 | (212) 720-3493
NAME Olga Abinader	DATE October 11, 2019
SIGNATURE	
TITLE Chair, City Planning Commission	
NAME Marisa Lago	DATE October 15, 2019
SIGNATURE	



Part II

Technical Analysis

This section provides additional information related to analyses for potential impacts to socioeconomic conditions.

Introduction

The applicant, 90 Sands Housing Development Corporation, is seeking a Zoning Map Amendment to rezone Brooklyn Block 87, Lots 5 and 9 (the project area) from an M1-6 district to an MX (M1-6/R10) district and to establish a Special Mixed Use District (MX-2), and two Zoning Text Amendments, one to Appendix F to designate the project area as a Mandatory Inclusionary Housing (MIH) Area and the second to Article XII, Chapter 3 to amend the effective date of the existing MX-2 district (DUMBO, Brooklyn) in connection with the proposed MX district zoning map amendment. In the near future, the applicant will also be seeking a Certification by the CPC Chair to modify an existing public plaza. The proposed actions would facilitate the rehabilitation of an existing, vacant building containing 508 units as a mixed-use community facility and manufacturing building with supportive and affordable housing. These units would consist of 305 supportive housing units for formerly homeless people with chronic mental illness and 202 units of affordable housing available to people with incomes at 30 to 100 percent of the Area Median Income (AMI). The applicant intends to undertake this program in compliance with MIH Option 1. All housing units in the proposed development would be of a residential character, although they are technically considered a community facility use; therefore they are analyzed as a residential use for CEQR analysis purposes.

Socioeconomic Conditions

Methodology

Under CEQR, the socioeconomic character of an area is defined by its population, housing, and economic activities. The assessment of socioeconomic conditions usually distinguishes between the socioeconomic conditions of an area's residents and businesses. However, proposed action(s) may affect either or both of these segments in the same ways: they may directly displace residents or businesses, or they may alter one or more of the underlying forces that shape socioeconomic conditions in an area and thus may cause indirect displacement of residents or businesses.

Direct displacement is defined as the involuntary displacement of residents, businesses, or institutions from the actual site of (or sites directly affected by) a proposed project. Indirect or secondary displacement is defined as the involuntary displacement of residents, businesses, or employees in an area adjacent or close to a project site that results from changes in socioeconomic conditions created by a proposed project. Examples include rising rents in an area that result from a new concentration of higher-income housing introduced by a project, which ultimately could make existing housing unaffordable to lower income residents.

The objective of the analysis is to disclose whether any potential changes created by the proposed actions would have a significant adverse impact compared with what would happen in the future without the proposed actions (i.e., the No-Action condition).

Analysis Format

Following *CEQR Technical Manual* guidelines, the socioeconomic analysis of potential indirect residential displacement begins with an initial screen that considers threshold circumstances identified in the *CEQR Technical Manual* that can lead to socioeconomic changes warranting further assessment. If the initial screen determines that further assessment is warranted, a preliminary assessment is then undertaken. The purpose of the preliminary assessment is to learn enough about the effects of the proposed actions to either rule out the possibility of significant adverse impacts or determine that a more detailed analysis is required to resolve the issue. A detailed analysis, when required, is framed in the context of existing conditions and evaluations of the future No-Action and With-Action conditions by the project build year.

The initial screening assessment provided below concluded that the proposed actions do not warrant an analysis of indirect residential displacement as the proposed development would introduce only affordable and supportive housing to the study area. The project also does not warrant additional analysis for the potential for direct residential displacement, direct business displacement, indirect business displacement due to retail market saturation, nor adverse effects on specific industries.

Initial Screening Assessment

According to the *CEQR Technical Manual*, a socioeconomic assessment should be conducted if a project may be reasonably expected to create substantial socioeconomic changes within the area affected by the project that would not be expected to occur without the project. The following screening assessment considers threshold circumstances identified in the *CEQR Technical Manual* and enumerated below that can lead to socioeconomic changes warranting further assessment.

- ***Direct Residential Displacement:*** *Would the project directly displace residential population to the extent that the socioeconomic character of the neighborhood would be substantially altered? Displacement of fewer than 500 residents would not typically be expected to alter the socioeconomic character of a neighborhood.*

  Since the existing building on the project site is currently vacant, the proposed development would not result in any direct residential displacement. Therefore, there is no potential for direct residential displacement, and further assessment of direct residential displacement is not warranted.

- ***Direct Business Displacement:*** *Would the project directly displace more than 100 employees, or would the project directly displace a business whose products or services are uniquely dependent on its location, are the subject of policies or plans aimed at its preservation, or serve a population uniquely dependent on its services in its present location? If so, assessments of direct business displacement and indirect business displacement are appropriate.*

  Since the existing building on the project site is currently vacant, the proposed development would not result in any direct business displacement. Therefore, there is no potential for direct business displacement, and further assessment of direct business displacement is not warranted.

- ***Indirect Residential Displacement:*** *Would the project result in substantial new development that is markedly different from existing uses, development, and activities within the neighborhood? Residential development of 200 units or less or commercial development of 200,000 square feet or less would typically not result in significant socioeconomic impacts. For project exceeding these thresholds, assessments of indirect residential displacement and indirect business displacement are appropriate.*

  The proposed actions would result in the introduction of a residential use in excess of 200 units at the project site; however, the newly available affordable units are expected to draw households with the same or lower average incomes as current residents of the study area. The median household income of the population in the three census tracts within a quarter mile of the project site is $96,302, and average household income is $155,734, whereas all of the affordable housing units to be constructed would be available to households with incomes of approximately 30 to 100 percent of AMI, and the supportive housing would be made available to people

who were formerly homeless[1]. For example, the affordable studios and one bedrooms would be available to a family of two with an income ranging from $25,620 to $85,400[2]. No market-rate units would be included in the development. Therefore, because the anticipated incomes of the new households would be in keeping with the existing median household income in the immediately surrounding area, the proposed actions would not be expected to introduce a change in socioeconomic conditions, and further analysis is not warranted.

The proposed development would not result in an addition of more than 200,000 square feet of commercial space. Therefore, there is no potential for indirect business displacement, and further assessment of this concern is not warranted.

- ***Indirect Business Displacement due to Retail Market Saturation:*** *Would the project result in a total of 200,000 sf or more of retail on a single development site or 200,000 sf more of region-serving retail across multiple sites? This type of development may have the potential to draw a substantial amount of sales from existing businesses within the study area, resulting in indirect business displacement due to market saturation.*

  The proposed development would not result in retail space exceeding 200,000 square feet and thus an assessment of potential indirect business displacement due to retail market saturation is not warranted.

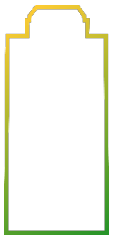
- ***Adverse Effects on Specific Industries:*** *Is the project expected to affect conditions within a specific industry? This could affect socioeconomic conditions if a substantial number of workers or residents depend on the goods or services provided by the affected businesses, or if the project would result in the loss or substantial diminishment of a particularly important product or service within the City.*

  The proposed development would not be expected to affect conditions within a specific industry, affect a substantial number of workers or residents who depend on the goods or services provided by affected businesses, nor result in the loss or substantial diminishment of a particularly important product or service within the City; therefore, an assessment of adverse effects on specific industries is not warranted.

Based on the screening assessment presented above, the proposed actions do not warrant an analysis of indirect residential displacement, and do not warrant additional analysis for the potential for direct residential displacement, direct business displacement, indirect business displacement due to retail market saturation, nor adverse effects on specific industries. Therefore, the proposed project would have no adverse impacts on socioeconomic conditions.

[1] Source: NYC Population Fact Finder, Census Tracts 23, 21, and 13

[2] Source: "Affordable Housing Area Median Income", NYC Housing Preservation & Development



1

Project Description

This section provides descriptive information about the requested discretionary land use action(s) and the development project that could be facilitated by the requested actions. The purpose of this chapter is to convey project information relevant to the environmental review.

1.1 Introduction

The applicant, 90 Sands Housing Development Corporation, is seeking a Zoning Map Amendment to rezone Brooklyn Block 87, Lots 5 and 9 (the project area) from an M1-6 district to an MX (M1-6/R10) district and to establish a Special Mixed Use District (MX-2), and two Zoning Text Amendments, one to Appendix F to designate the project area as a Mandatory Inclusionary Housing (MIH) Area and the second to Article XII, Chapter 3 to amend the effective date of the existing MX-2 district (DUMBO, Brooklyn) in connection with the proposed MX district zoning map amendment. In addition, the applicant is seeking a Certification by the CPC Chair to modify an existing public plaza.

Together, the proposed actions would facilitate the rehabilitation of the existing 29-story, 389-foot-tall, 381,857-gross square-foot (gsf) vacant building on Block 87, Lot 9 (the project site). The building, which contains 508 units, would be converted to 305 units of supportive housing for formerly homeless adults with chronic mental illness and 202 units of affordable housing at 30-100 percent Area Median Income (AMI) under MIH Option 1. An additional

unit would be reserved for the superintendent of the building. A portion of the ground floor would be activated with community facility uses related to the supportive housing use, and the cellar spaces with light manufacturing uses. As part of the project, the currently gated plaza along Jay Street would be improved per the public plaza standards set forth in ZR Section 37-70 and opened for public use.

1.2 Project Area and Project Site

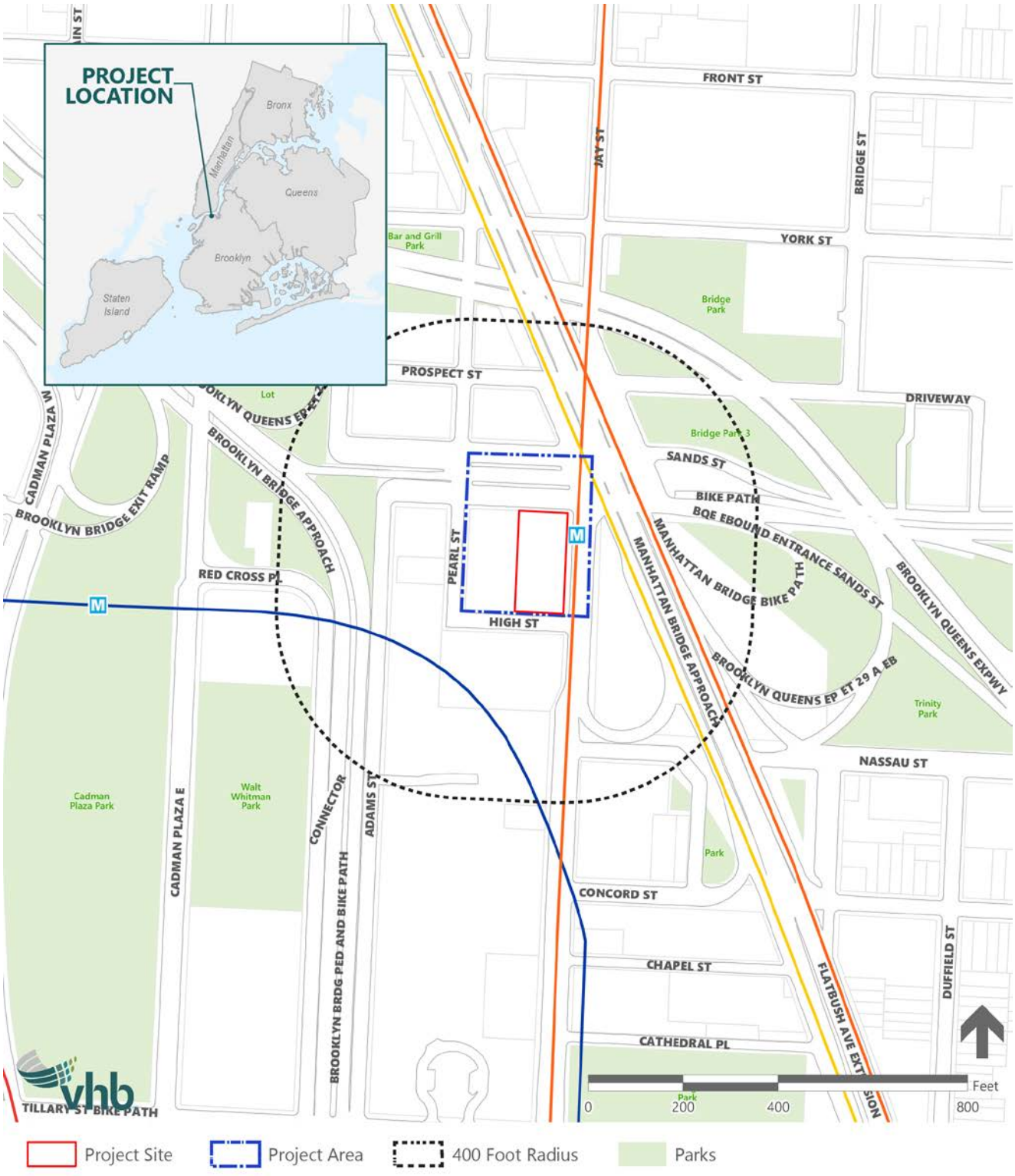
As shown in ***Figure 1-1***, the project area consists of Block 87, Lots 5 and 9 in the DUMBO neighborhood of Brooklyn. Lot 9 is occupied by the 90 Sands Street building, and Lot 5 is occupied by the 175 Pearl Street building.

The project site consists of Lot 9, a through lot with an area of 21,118 sf that is bordered by Sands Street to the north, Jay Street to the east, and High Street to the south. The project site is occupied by a vacant building that was built in 1992 by Watchtower, formerly called the Watchtower Bible and Tract Society, the organization of the Jehovah's Witnesses that was headquartered in Brooklyn from 1909 to 2009. At the time the 90 Sands Street building was constructed, Watchtower-owned and operated a number of buildings in the neighborhood, including the adjacent building at 175 Pearl Street and buildings at 77 Sands Street, 117 Adams Street, 81 Prospect Street, and 55 Prospect Street (the Dumbo Heights buildings). These buildings were constructed between 1909 and 1967. Watchtower constructed the 90 Sands Street building to house members working at their nearby headquarters and former bible and literature printing facilities across the street, though the building operated under a Certificate of Occupancy permitting a Use Group ("UG") 5 Transient Hotel. The 30-story, 377-foot-tall, 381,857- gsf building has a total of 508 units (415 studios and 93-one bedrooms), all of which are vacant. The cellar space is also vacant and contains one floor that used to function as a dining hall, and a second that is fully outfitted with a commercial kitchen. Within the project site is a 7,672 sf gated public plaza, which was constructed in connection with the 90 Sands Street building in September 1993. located along Jay Street that is currently not publicly accessible and not improved according to the current plaza design standards. However, this plaza provided 46,034 zsf or 1.08 FAR bonus to the project area, of which only 1.0 FAR was constructed.

In August 2018, RFR Realty LLC, the prior owner of the building since 2013, sold the building to 90 Sands Housing Development Fund Corporation (the applicant for the subject land use actions), a Breaking Ground-controlled entity. The applicant and HPD have recorded two Regulatory Agreements against Lot 9 requiring that the building be rehabilitated and used as a 507-unit supportive housing facility (containing supportive and affordable housing uses under the use of UG-3A non-profit institution with sleeping accommodations) as a condition of their acquisition financing and tax exemption.

The project area also encompasses Lot 5, which contains the 175 Pearl Street building, an 8-story commercial building with newly renovated office space. This building previously provided ancillary uses for the residents of the 90 Sands Street building, such as parking and laundry facilities. Together, the buildings on Lot 9 and Lot 5 amount to a project area built to 11 FAR on a site that allows 11.08 FAR with the plaza bonus.

Figure 1-1 Site Location Map



1.3 Proposed Actions

The applicant is requesting the following actions:[1]

- Zoning Map Amendment changing an M1-6 district to an MX (M1-6/R10) district and establishing a Special Mixed-Use District (MX-2)
- Zoning Text Amendment to Article XII, Chapter 3 to amend the effective date of the existing MX-2 district (Dumbo, Brooklyn) in connection with the proposed MX district zoning map amendment
- Zoning Text Amendment to Appendix F to designate a new Mandatory Inclusionary Housing ("MIH") Area

1.4 Proposed Project

The proposed project would consist of the rehabilitation of the existing 90 Sands Street building. The building would renovate the existing 508 units for a community facility use (non-profit institution with sleeping accommodations in UG-3A). Of the 508 units, 305 would be supportive housing for formerly homeless adults with chronic mental illness and the remaining 202 would be affordable to low- and moderate- income households with incomes ranging from 30% to 100% of the Area Median Income (AMI). This development does not trigger Mandatory Inclusionary Housing ((MIH) because it is a UG-3A use, but for CEQR analysis purposes, it is assumed that 147 of these units would be available at 80 percent AMI or below. Funding to provide affordable housing will be sought from city and state agencies as construction closing. One additional unit would be reserved for the superintendent. These units are located on the third through twenty eighth floors.

In order to support the supportive housing residents and employees, community facility related spaces in the cellars, first, second, third and twenty-ninth floors is reserved for amenities and related uses. Of the 43,736 gsf in the cellar spaces, 17,012 gsf would contain community facility uses (UG-3A) such as a locker room for building staff, Center for Urban Community Services ("CUCS") offices, boiler room and elevator core. The first floor would contain 6,476 gsf of UG-3A use including a lobby, mail room, elevator core, and new staircase. The second floor (12,386 gsf) would consist entirely of UG-3A use, including space for amenities, trash room, and loading area. The third floor (3,386 gsf), alongside 2,748 of UG-3A housing unit space, would also contain 10,426 gsf of mechanical area and staff locker rooms. Floor 29 (6,600 gsf) would contain amenities.

In addition to the UG-3A use, a portion of the ground floor and cellar would be activated with light manufacturing tenants. In the cellar, 26,724 gsf would be intended for a light manufacturing use with needs for a fully outfitted commercial kitchen, such as a catering or food manufacturing business (UG-17). A portion of the first-floor space would also be set aside to serve the UG-17 tenant as an access point from the plaza to the cellar.

[1] A CPC Chair Certification will be sought in the near future pursuant to ZR Section 37-625 to modify the existing 7,672 sf gated plaza to reduce the degree of non-compliance with current design standards not in effect at the time the plaza was constructed.

In the future, the currently gated plaza along Jay Street would be improved per the public plaza standards set forth in ZR Section 37-70 and opened to the public after receiving a Chairperson's Certification, which is not a part of this land use application.

The building would have a 24/7 attended lobby that would create active street presence day and night as well as an extensive security camera system inside and outside the building. Amenities for building residents would include a multipurpose room for events, a fitness room, and a computer room. CUCS-a non-profit with housing, financial stability, mental health, and medical services programs- would provide onsite social services to residents of the building. Services would include but would not be limited to: case management, primary medical care, mental health services, employment readiness guidance, and benefits counseling. These services would be solely for the residents within the building, and therefore would not generate any additional transportation trips. Amenities for all building residents would include a multi-purpose room for events, a fitness room, and a computer room.

1.5 Purpose and Need

The project site is currently developed in a way that supports residential and supportive housing uses, but current zoning does not allow for those uses. The current zoning is M1-6, a light manufacturing zoning district which only allows for certain manufacturing, general service, retail, and commercial use groups. The zoning map amendment would allow for the introduction of a community facility use group under the R10 zoning district, and at the same time allow for a light manufacturing use in the fully outfitted commercial kitchen space in the basement.

The applicant believes that the proposed project would contribute toward meeting the city's need for supportive and affordable housing units, which would align with the affordable housing goals of the Mayor's "Housing New York" and "Housing New York 2.0" and would create additional housing stock in the community. The applicant and HPD also have two recorded Regulatory Agreements requiring that the building be rehabilitated and used as a 507-unit supportive housing facility as a condition of their acquisition financing and tax exemption. To accomplish these goals, the applicant is requesting the Zoning Map Amendment to allow the density and uses needed for development of the proposed project. The Zoning Text Amendment to designate a new MIH area would ensure that future development in the project area would include affordable units, and the amendment to create a special mixed-use district would allow for the possibility of future light industrial use (catering or food manufacturing) in the cellar levels of the building, consistent with the neighborhood's mixed-use character.

1.6 Analysis Framework and Reasonable Worst-Case Development Scenario

The *CEQR Technical Manual* will serve as guidance on the methodologies and impact criteria for evaluating the potential environmental effects of the proposed development.

For the purpose of the environmental analyses, the "No-Action condition" represents the future absent the proposed action(s) and serves as the baseline by which the proposed project (or "With-Action" condition) is compared to determine the potential for significant environmental impacts. The difference between the No-Action and With-Action conditions represents the increment to be analyzed in the CEQR process.

Future No-Action Condition

Absent the approval of the proposed actions, the project area would remain mapped with an M1-6 zoning district. The 90 Sands Street building would be reoccupied by a commercial hotel (UG-5) that includes 508 rooms and 31,382 gsf of accessory hotel dining use in the cellar space. The hotel would be permitted without a special permit pursuant to ZR 74-803 Transient Hotels within M1 Districts, because the building already has a Certificate of Occupancy for UG-5 hotel use[2]. The building would maintain its current FAR and footprint.

The 175 Pearl Street building will continue to function as an office building, consistent with its recent repositioning as a creative office building.

Future With-Action Condition

In the With-Action condition, the 381,857-gsf 90 Sands Street building would be converted to serve as 508 supportive and affordable housing units and community facility or manufacturing space in the cellar. For purposes of environmental review:

- The 508 units, consisting of 415 studios and 93 one-bedrooms within 350,475 gsf (297,538 zsf) of the building, would be rehabbed for use as follows (UG-3A non-profit institution with sleeping accommodations):
  - 305 units would be supportive housing units
  - 202 units would be low- and moderate-income affordable units at 30%-100% AMI
  - 1 unit would be an apartment for the superintendent
- The cellar uses, occupying 31,382 gsf (5,260 zsf) of space, would be activated with new light manufacturing tenants (Use Group 17)
- Parking is not required in the proposed zoning district and would not be provided.

It is assumed that in the future With-Action condition, the 175 Pearl Street building would continue to be occupied with office uses.

Increment for Analysis

As shown in ***Table 1-1***, the With-Action condition would result in a no net increase in overall floor area or zoning floor area but would result in an increase of 508 units of community facility housing under Use Group 3A (non-profit institution with sleeping accommodations) in place of the No-Action hotel use. The increase in zoning floor area in the With-Action

[2] The hotel use would become non-conforming if discontinued for a continuous period of two years or if active operation of substantially all the uses in the building are discontinued two years after the M1 Hotel Text amendment (12/20/2020). In either case, the commercial hotel could be reestablished by obtaining a special permit pursuant to ZR 74-803.

scenario results in a FAR increase of 0.03 that comes from a reduction in mechanical space for use as habitable space (stair transfer, a breakroom, and a locker room). This leads to a small floor area increase that is entirely within the existing building envelope.

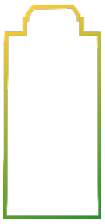
Table 1-1 Future No-Action and With-Action Comparison

	Existing Conditions	No-Action Condition	With-Action Condition	Increment
	350,475 gsf of vacant transient hotel (508 rooms)	350,475 gsf Hotel use 508 rooms	350,475 gsf Supportive (305) and affordable (202) housing 508 units	-508 hotel rooms +508 supportive and affordable units
	31,382 gsf vacant cellar space	31,382 gsf Accessory hotel dining use	31,382 gsf Manufacturing space	-31,382 gsf accessory hotel dining use +31,382 gsf manufacturing space
Total GSF	381,857	381,857	381,857	0
Total ZSF	301,619	301,619	302,798	1,179
FAR	11	11	11.03	.03

For purposes of environmental review, while the affordable housing units would be part of the non-profit institution with sleeping accommodations, (a community facility use), given their residential nature, these units will be analyzed as a residential use for certain CEQR technical areas, including land use, community facilities, and open space.

Analysis (Build) Year

The 2022 build year assumes completion of the ULURP process in early 2020, closure on construction financing in June 2020, commencement of construction in the summer of 2020, and a renovation period of up to 24 months.



2.1

Land Use, Zoning and Public Policy

This section considers the potential for the proposed project to result in significant adverse impacts to land use, zoning, and public policy. Under the guidelines of the *2014 City Environmental Quality Review (CEQR) Technical Manual*, this analysis evaluates the uses in the area that may be affected by the proposed project and determines whether the proposed project is compatible with land use, zoning, and public policy conditions, or may otherwise affect them. The analysis also considers the proposed project's compatibility with zoning regulations and other public policies applicable to the area.

2.1-1 Introduction

This analysis of land use, zoning and public policy follows the guidelines set forth in the 2014 *City Environmental Quality Review (CEQR) Technical Manual*. It characterizes the existing conditions in the area surrounding the project site and addresses potential impact to land use, zoning, and public policy that would be associated with the proposed actions.

2.1-2 Methodology

This preliminary analysis of land use, zoning, and public policy follows the guidelines set forth in the *CEQR Technical Manual* for a preliminary assessment (Section 320). According to

the *CEQR Technical Manual*, a preliminary land use and zoning assessment includes a description of existing and future land uses and zoning information and describes any changes in zoning that could result in changes in land use. It also characterizes the land use development trends in the area surrounding the project site that might be affected by the proposed action and determines whether the proposed project is compatible with those trends or may affect them.

For public policy, the *CEQR Technical Manual* stipulates that a preliminary assessment should identify and describe any public polices (formal plans, published reports) that pertain to the study area, and should determine whether the proposed project could alter or conflict with identified policies. If so, a detailed assessment should be conducted; otherwise, no further assessment is needed.

The following land use, zoning and public policy assessment follows this guidance and provides a description of existing conditions of the project site and surrounding area. This is followed by an assessment of the future No-Action condition and the future With-Action condition, and a determination that no further analysis is needed.

The study area for this analysis is the area within 400-feet of the project area which, for the proposed project, is generally bounded by Pearl Street to the west, High Street to the south, Jay Street to the east, and Sands Street to the north (see EAS Figure 1).

2.1-3 Assessment

Existing Conditions

Land Use

Project Area and Project Site

The project area consists of a single city block and zoning block in the southern end of the DUMBO neighborhood in Brooklyn (Block 87, Lots 5 and 9) and is bounded by Pearl Street to the west, High Street to the south, Jay Street to the east and Sands Street to the north. Lot 9, which is the project site, is occupied by the 90 Sands Street building, and Lot 5 is occupied by the 175 Pearl Street building.

The project site, containing approximately 21,119 square feet (sf) of lot area, occupies approximately the eastern half of the project area and fronts on three streets: 103 feet of frontage on both High and Sands Streets and 206 feet of frontage along Jay Street. The project site is developed with a 29-story building that was originally built in 1992 and has no current tenant. The building shares the lot with an approximately 7,672 sf plaza. The Lot 5 building has entrances from Sands Street, a loading entrance on High Street, and there are entrances to the plaza on Sands and Jay Streets.

The project area also includes the neighboring building, 175 Pearl (Block 87, Lot 5), an eight-story building that previously provided ancillary uses for the residents on 90 Sands Street, such as parking and laundry facilities. The building now contains newly renovated office space.

Study Area

The project area is located in the southern end of the DUMBO neighborhood of Brooklyn. As shown in ***EAS Figure 4***, the study area is predominantly characterized by residential, institutional, parkland, and commercial uses as well as by certain transportation infrastructure (i.e., the Brooklyn and Manhattan Bridges and the BQE).

The project site is situated between the entrances and exits of both the Brooklyn and Manhattan Bridges, and the BQE defines the northern boundary of the study area.

Within the study area, residential uses are predominantly located within Concord Village (a seven-acre apartment building complex located southwest of the project area containing approximately 1,020 units within seven, 17-story buildings (Block 86, Lot 11). To the southeast of the project block is a new 33- and 8-story mixed use building at 120 Nassau Street (also known as 203 Jay Street or Jay Street Residences), which consists of luxury residential, office, commercial retail, and community facility uses. There is no low-density residential development within the project area.

The blocks immediately to the south and west of the project area are primarily occupied by the (New York City College of Technology-CUNY (City Tech): an eight-story academic building (Voorhees Hall) across High Street to the south (Block 97, Lot 2) and a three-story academic building across Pearl Street to the west (the Environmental Center) on (Block 86, Lot 18), The remainder of Block 86 contains a large surface parking lot. Also, in the study area are two buildings that contain the New York City Department of Emergency Management, one on the northern side of Whitman Park, and another to the north across Red Cross Place.

In the study area north of Sands Street, there are four buildings that were previously part of the Watchtower building complex. These buildings—77 Sands Street, 117 Adams Street, 81 Prospect Street, and 55 Prospect Street—are connected by a pedestrian bridge to the 175 Pearl Street building. Since Watchtower sold these buildings in 2013, they have undergone renovations to convert them into commercial and office space.

The study area also contains a large amount of parkland and open space in the form of many small parks on contiguous blocks. To the east of the project block is vacant land with the Manhattan Bridge Small park on the western side of the Manhattan Bridge, and Trinity Park on the eastern side. Manhattan Bridge Small park contains the pedestrian entrance to the bridge and Trinity Park the bicyclist entrance both contain vehicle ramps. In addition, Bridge Park is located to the northeast, containing courts and playgrounds, and Walt Whitman Park is located to the southwest, containing a splash fountain, field, and pedestrian amenities. Also to the west across Adams Street is Block 75 which is marked as open space but contains construction staging equipment.

There are no industrial land uses in the immediate study area despite the M1-6 zoning designation.

Zoning

Project Area and Project Site

The project area, including the project site, is located in a M1-6 zoning district (see ***EAS Figure 3.1***). The M1-6 zoning district is bounded by York Street to the north and Jay Street to the east and captures the proposed project area and the redeveloped Watchtower buildings to the north (77 Sands Street, 117 Adams Street, 81 Prospect Street, and 55 Prospect Street).

M1-6 districts allow for a maximum base floor area ratio (FAR) of 10.0 which may be increased to 12.0 by providing a public plaza or arcade. As a light manufacturing district, manufacturing, industrial and semi-industrial uses, such as woodworking shops, repair shops, and wholesale service and storage facilities. Nearly all industrial uses are allowed in M1 districts if they meet the stringent M1 performance standards. A broad range of commercial service and retail uses are permitted including business offices and retail uses generally limited to 10,000 sf of floor area. In most instances, hotels and large retailers are only permitted by CPC special permit. Residential use, schools and community facility uses with sleeping accommodations are generally not permitted. Notable community facilities that are permitted in an M1-6 include medical offices and houses of worship. M1 districts are mapped mainly as a buffer between heavier M2 and M3 districts and adjacent commercial or residential districts. The maximum height of a front wall is 85 feet or six stories, whichever is less. For building portions above the maximum front wall height, such portions are required to be set back from the street line (either 10 feet on a wide street or 15 feet on a narrow street) and must not penetrate the specified sky exposure plane (i.e. an imaginary slope expressed as a ratio of vertical distance to horizontal distance). Alternatively, buildings in M1-6 districts can be constructed as towers which may penetrate the sky exposure plane provided that the tower portion does not exceed specified lot coverage percentages (i.e. tower coverage) and is set back at least 10 feet from a wide street and 15 feet from a narrow street. Parking is not required in M1-6 districts.

The proposed M1-6/R10 (MX) district would allow the proposed non-profit institution with sleeping accommodations in Use Group 3 while generally maintaining other existing zoning controls (bulk, parking and loading). This proposed district, while expanding the range of permitted uses, would maintain the existing permitted base FAR of 10.0 with the exception of residential use which, if ever proposed, would be required to include affordable housing units at 12.0 FAR. *See* ZR §§ 123-62 and 24-11.

Study Area

As shown in ***EAS Figure 3.1***, in addition to the M1-6 zoning district, the study area is also mapped with R6, R7-2, and R7-1 residential zoning districts (located east and south of the project area), parkland (dispersed throughout the study area), and a C6-2 commercial district. The locations of these zoning districts within the study area are illustrated in ***EAS Figure 3.1***.

Residential zoning districts are mapped in several locations within the study area. R7-1 and R7-2 are mapped to the south of the project area and R6 to the east. R7 districts are medium-density apartment house districts that encourage taller buildings with less lot

coverage on larger lots, as exemplified by the Concord Village development to the south. FAR ranges from .87 to 3.44 in R7 districts and the sky exposure plane starts at 60 feet. Off-street parking is generally required for 60 percent of a building's dwelling units in an R7-1 district and 50 percent in an R7-2 district. R6 zoning districts are widely mapped in Brooklyn and can range from a mix of building types and heights to tower in the park developments. They allow for a range of .78 to 2.43 FAR and have a sky exposure plane that starts at 60 feet.

Historically, manufacturing districts were more prevalent within the study area beyond that which encapsulates the project area. The southeastern portion of the study area was rezoned in 2003 from M1-1 to C6-2 ("Bridge Plaza Rezoning") which is currently the only commercial district within the study area. The C6-2 district permits residential use, community facility uses and a wide range of commercial uses including business offices, hotels, department stores and entertainment establishments. These districts are typically mapped in areas outside of central business cores, in this case that is Downtown Brooklyn, and have a commercial FAR of 6.0. Residential use is permitted in C6-2 zoning districts at a residential equivalent of R8, which has a height and FAR governed by an open space ratio. Mixed-use buildings with both commercial and residential uses are also permitted, as are community facilities with a maximum FAR of 6.5.

Public Policy

Housing New York: A Five-Borough, Ten-Year Plan

On May 5, 2014, the de Blasio administration released Housing New York: A Five-Borough, Ten-Year Housing Plan ("Housing New York"), a plan to build or preserve 200,000 affordable residential units. To achieve this goal, the plan aims to double the New York City Department of Housing Preservation and Development (HPD)'s capital budget, target vacant and underused land for new development, protect tenants in rent-regulated apartments, streamline rules and processes to unlock new development opportunities, contain costs, and accelerate affordable construction. The plan details the key policies and programs for implementation, including developing affordable housing on underused public and private sites. In 2017, Housing New York 2.0 was released as an update to the original 10-year plan, which increased this number from 200,000 to 300,000 homes. This policy also calls for 5% of the 300,000 units to be set aside for the homeless, a total of 15,000 supportive housing apartments.

Other than the policy above, there are no public policies governing the project area or surrounding study area.

No-Action Condition

Absent the proposed project (the future No-Action condition), the existing vacant building would be occupied by a 508-room hotel. This would be done as-of-right within the current zoning regulations using the existing certificate of occupancy permitting a UG-5 transient hotel.

Land Use

The future No-Action condition would introduce a new land use to the currently vacant building on the site: transient hotel, which is consistent with the building's certificate of occupancy.

There are no new planned developments within the 400-foot study area that are expected to be completed by the 2022 analysis year, but the construction of the commercial and community facility portion of a recently developed mixed-use property is nearing completion at the Jay Street Residences. This use is similar to the mix of community facility and commercial uses already present in the study area.

Zoning

In the future No-Action condition, the project site and study area would continue to be governed by the various zoning regulations found in the area. As described in the existing conditions section above, M1-6 districts are light manufacturing districts that allow nearly all industrial uses and a broad range of commercial services and retail uses. M1 districts are mapped mainly as a buffer between heavier M2 and M3 districts and adjacent commercial or residential districts. They allow for a maximum base floor area ratio (FAR) of 10.0 which may be increased to 12.0 by providing a public plaza or arcade. The maximum height of a front wall is 85 feet or six stories, whichever is less. Parking is not required in M1-6 districts.

Public Policy

In the future No-Action condition, there are no known public policy changes that are anticipated to affect the project site or study area.

With-Action Condition

The proposed actions would facilitate the reuse of the 381,857 gsf building with 350,475 gsf of community facility use, with the remaining below-grade space (31,382 gsf) used for commercial or manufacturing uses permitted by the existing M1 district. The proposed project would occupy the already existing 29-story, 389-foot-high building, and repurpose 305 of the existing 508 units with supportive housing, and 202 units for affordable housing ranging from 30% to 100% of the Area Median Income (AMI). One unit would also be reserved for the building's super-intendent.

Land Use

The proposed actions would facilitate a change in land use under the future With-Action condition, as compared to the future No-Action condition, with the introduction of community facility uses in Use Group 3A on the project site. As discussed above, the study area is characterized predominantly by residential, commercial and institutional uses, with multi-family residential uses prevalent along Adams and Jay Streets. One relatively large-scale mixed-use residential development containing community facility uses, 203 Jay Street, has been completed within the past several years. The City Tech institutional / community facility uses are also present around the site. Based on these conditions, the project would

be consistent with the surrounding land uses and with recent development trends within the study area.

Zoning

The applicant is requesting the following actions:[1]

- Zoning Map Amendment changing an M1-6 district to an MX (M1-6/R10) district and establishing a Special Mixed-Use District (MX-2)
- Zoning Text Amendment to Article XII, Chapter 3 to amend the effective date of the existing MX-2 district (Dumbo, Brooklyn) in connection with the proposed MX district zoning map amendment
- Zoning Text Amendment to Appendix F to designate a new Mandatory Inclusionary Housing ("MIH") Area

The proposed MX-2 district extension would allow for the uses and characteristics permitted in the M1-6 district, as described above, alongside those permitted in R10 residential districts. Currently, the MX-2 District extends approximately 40 acres and generally covers the area from John Street to York Street and Dock Street to Bridge Street in DUMBO. MX districts are mapped to enhance the vitality of mixed use industrial and residential neighborhoods. They allow for residential and non-residential (commercial, community facility, and light industrial) uses to be located within the same building. Residential uses in these districts are subject to the bulk controls of the governing residential district, and industrial uses are subject to the M1 district bulk controls. R10 districts allow the highest residential density in the city with an FAR of 10.0 (or up to 12.0 with a plaza bonus) and are subject to Quality Housing or tower regulations. Quality Housing regulations allow for a base height of 125 to 155 feet before set back with a maximum height of 215 feet on a wide street. On a narrow street, the base height is 60 to 125 feet with a maximum building height of 185 feet. With inclusionary housing, the maximum height is 210 feet on a narrow street or 230 feet on a wide street. Tower regulations for buildings without a base apply only on narrow streets, while those with a base can be located on either street type. For a standard tower, the sky exposure plane starts at 85 feet and allows no more than 40 percent lot coverage. A tower on a base has a base height of 60-85 feet, no sky exposure plane, and a lot coverage of 30-40 percent. Parking requirements vary across the type of housing provided and if the building is located in a transit zone or not.

Together, these actions would allow the existing, vacant 90 Sands Street building to operate as a non-profit institution with sleeping accommodations (Use Group 3A) while activating the basement space for commercial and/or light manufacturing uses. The actions would maintain the commercial and/or industrial use of the building's cellars.

The proposed actions would apply only to the project area and would have no effect on the study area. Therefore, the proposed actions would not result in a significant adverse impact to zoning.

[1] A CPC Chair Certification will be sought in the near future pursuant to ZR Section 37-625 to modify the existing 7,672 sf gated plaza to reduce the degree of non-compliance with current design standards not in effect at the time the plaza was constructed.

Public Policy

Housing New York: A Five-Borough, Ten-Year Plan

The proposed actions would be consistent with the Housing New York plan and would result in 305 supportive housing units and 202 new affordable housing units in the Downtown Brooklyn neighborhood of Brooklyn. Therefore, the proposed actions would be supportive of this public policy goal.

2.1-3 Conclusions

As described above, the proposed actions would allow the existing 90 Sands Street Building to be reoccupied primarily with community facility use with sleeping accommodations and manufacturing and/or commercial uses on portions of the basement and cellar. The project area, a single zoning lot, would have a FAR of 11.03 FAR. The development resulting from the proposed actions would be consistent with the area's development patterns and proposed zoning regulations for the project area. The proposed project would benefit the community by providing supportive and affordable housing and would maintain the available manufacturing space by adopting the MX-2 Special Mixed-Use District. Therefore, the proposed project would not result in any significant adverse impacts to land use, zoning, or public policy.

2.2

Community Facilities

This section assesses the potential impacts of the proposed actions on community facilities and services. The *2014 City Environmental Quality Review (CEQR) Technical Manual* defines community facilities as public or publicly-funded facilities including schools, libraries, child care centers, health care facilities, and fire and police protection services.

2.2-1 Introduction

This section assesses the potential impacts of the proposed project on community facilities and services. The proposed actions would facilitate the reuse of an already existing 381,857 gross square-foot (gsf) vacant building on Block 87, Lot 9 (the "project site") in the Brooklyn neighborhood of DUMBO. The proposed project would introduce 508 units under a community facility use that would include residents of supportive (305 units) and affordable housing (202 units). For the purpose of analysis, these units are being analyzed as residential units, assuming single occupancy for supportive housing units and the average household size for all affordable housing units. Due to the nature of the supportive housing units no school aged children would occupy these units. Although the number of units introduced by the proposed actions would not meet the CEQR threshold to warrant detailed analyses for public schools, libraries, police and fire services, or healthcare facilities, they nonetheless warrant further analysis with respect to childcare centers. Therefore, this analysis focuses on the potential effects of the proposed project on childcare centers.

2.2-2 Methodology

Preliminary Screening

The *CEQR Technical Manual* provides thresholds to make an initial determination of whether detailed studies are necessary to determine potential indirect impacts on public schools, libraries, child care centers, health care facilities, and fire and police protection services.

The proposed project would not exceed the minimum number of units that would trigger detailed analyses of libraries, health care facilities, and police and fire protection services. According to CEQR guidelines, a project would need to introduce a sizeable new neighborhood (e.g. a project similar to the scale of Hunters' Point South in Long Island City, Queens) to trigger further analysis of police/fire services and health care facilities. For libraries, the threshold in Brooklyn is whether a project would introduce more than 734 total units.

Recently, new Projected Public School Ratios data was released by the SCA as part of the documents used in drafting the DOE/SCA FY2020-2024 Capital Plan Proposed November 2018. It utilizes the 2012-2016 American Community Survey – Public Use Microdata Sample and is available at SCA's website under Capital Plan Reports & Data. According to this data, multipliers for Primary and Intermediate Schools have been refined to reflect how many pupils are generated by new housing at the school district level (multipliers for High Schools have been maintained at the borough level). As a result, the thresholds for determining when public schools analyses are necessary have changed. For elementary and intermediate schools, in school district 13 in Brooklyn if a project is anticipated to introduce more than 480 incremental residential units, an analysis is warranted. For high schools in Brooklyn the new threshold is 1,767 incremental residential units. The 2014 CEQR Technical Manual has not been updated to reflect these new thresholds. However, DCP as lead agency, in consultation with the Mayor's Office of Environmental Coordination (MOEC) has determined that the 2012-2016 American Community Survey – Public Use Microdata Sample data should be utilized as the basis for determining the need for a public schools CEQR analysis, in order to present a reasonable and accurate environmental assessment. As indicated in Table 6-1a in the *2014 CEQR Technical Manual,* supportive housing facilities can be excluded from this analysis. Therefore, only the 202 affordable housing units were used in this analysis. Based on the new Projected Public School Ratios, the project would generate 22 elementary or intermediate students (under the 50-pupil threshold) and 19 high school students (under the 150 high school pupil threshold), and therefore would not trigger a schools analysis.

For child care facilities, the threshold for analysis is whether a project would introduce 20 or more eligible children under age 6. In Brooklyn, the number of affordable residential units that triggers a detailed analysis is 110 units that are affordable at or below 80 percent of the area median income (AMI). Assuming that 147 of the proposed project's 508 units are available at or below 80 percent AMI, the project would introduce enough units to warrant an analysis of child care facilities.

Using the CEQR App, an analysis tool developed by the New York City Department of City Planning (DCP), the need for detailed analysis was assessed for all community facility impact areas. As stated previously, the proposed project would introduce 508 dwelling units, and

would not exceed CEQR thresholds for police/fire services and health care facilities, public schools and libraries. As such, further analysis of these areas is not warranted.

Child Care Analysis

For projects that introduce more than 20 or more eligible children under age 6, a child care centers analysis is warranted. In Brooklyn, 110 affordable units is the number that triggers a detailed analysis of child care centers, according to the CEQR App. The proposed actions would introduce 202 affordable units, with approximately 147 available at 80% of the AMI. At a rate of 0.178 children under six years old per affordable housing unit, 26 children eligible for publicly funded childcare services would be generated as a result of the proposed project. As the threshold for analysis for child care facilities is whether a project would introduce 20 or more eligible children under age 6, these calculations indicate the proposed actions would result in six children eligible for publicly funded childcare above that threshold. Therefore, a detailed analysis of child care centers is warranted.

Study Area

According to the CEQR Technical Manual, the study area for the analysis of child care centers is typically defined as the area within 1.5 miles of the site. Although there are no locational requirements for enrollment in child care centers and parents/guardians can choose a child care center close to their employment rather than their residence, centers closest to the site are more likely to be subject to increased demand. Therefore, a 1.5-mile study area around the site was used for the analysis.

Data Sources

The existing conditions analysis presents the most recent capacity and enrollment data of existing publicly funded child care centers within the study area. This information was provided by the NYC Administration for Children's Services' (ACS) Division of Child Care and Head Start. The child care enrollment in the future No-Action condition is estimated by multiplying the number of new affordable housing units expected in the study area by the CEQR multiplier for estimating the number of children under the age of six eligible for publicly-funded child care services. For Brooklyn, the multiplier estimates 0.178 children under six years older per affordable housing unit.

In the With-Action condition, the child-care eligible population introduced by the proposed project (which is also estimated using the CEQR Technical Manual child care multiplier) is then added to the child care enrollment calculated in the future No-Action condition. As stated previously, the proposed project would introduce 202 affordable units, 147 of which would be available at or below 80 percent of the AMI, which results in approximately 26 children under the age of six eligible for publicly-funded child care services.

Impact Criteria

According to the CEQR Technical Manual, a significant adverse impact may occur if a proposed development would result in both:

- A collective utilization rate of the child care center/Head Start centers in the study area that is greater than 100 percent in the With-Action condition; and
- An increase of five percent or more in the collective utilization rate between the future No-Action and the future With-Action conditions.

2.2-3 Detailed Child Care Analysis

Since 2014, the City of New York has made investments to provide free, full-day early childhood education through Pre-K for All and 3-K for All, as part of a broader effort to create a continuum of education programs through childhood for all New York City children. In connection with these investments, all programs previously managed by ACS will shift to management by DOE to enable consistent high-quality standards under a single agency by 2019. The data obtained for this analysis is conducted consistent with the *2014 CEQR Technical Manual* and is still provided by the ACS.

Existing Conditions

There are 23 publicly-funded child care facilities within the 1.5-mile radius study area (eight in Brooklyn and 15 in Manhattan) (see ***Figure 2.2-1***). These child care and Head Start centers have a total capacity of 1,587 seats and have 196 available slots (87.65 percent utilization). ***Table 2.2-1*** shows the current capacity and enrollment for these facilities. Family-based child care facilities and informal care arrangement provide additional seats in the study area, but these seats are not included in the quantitative analysis.

Figure 2.2-1 Child Care Centers within Study Area

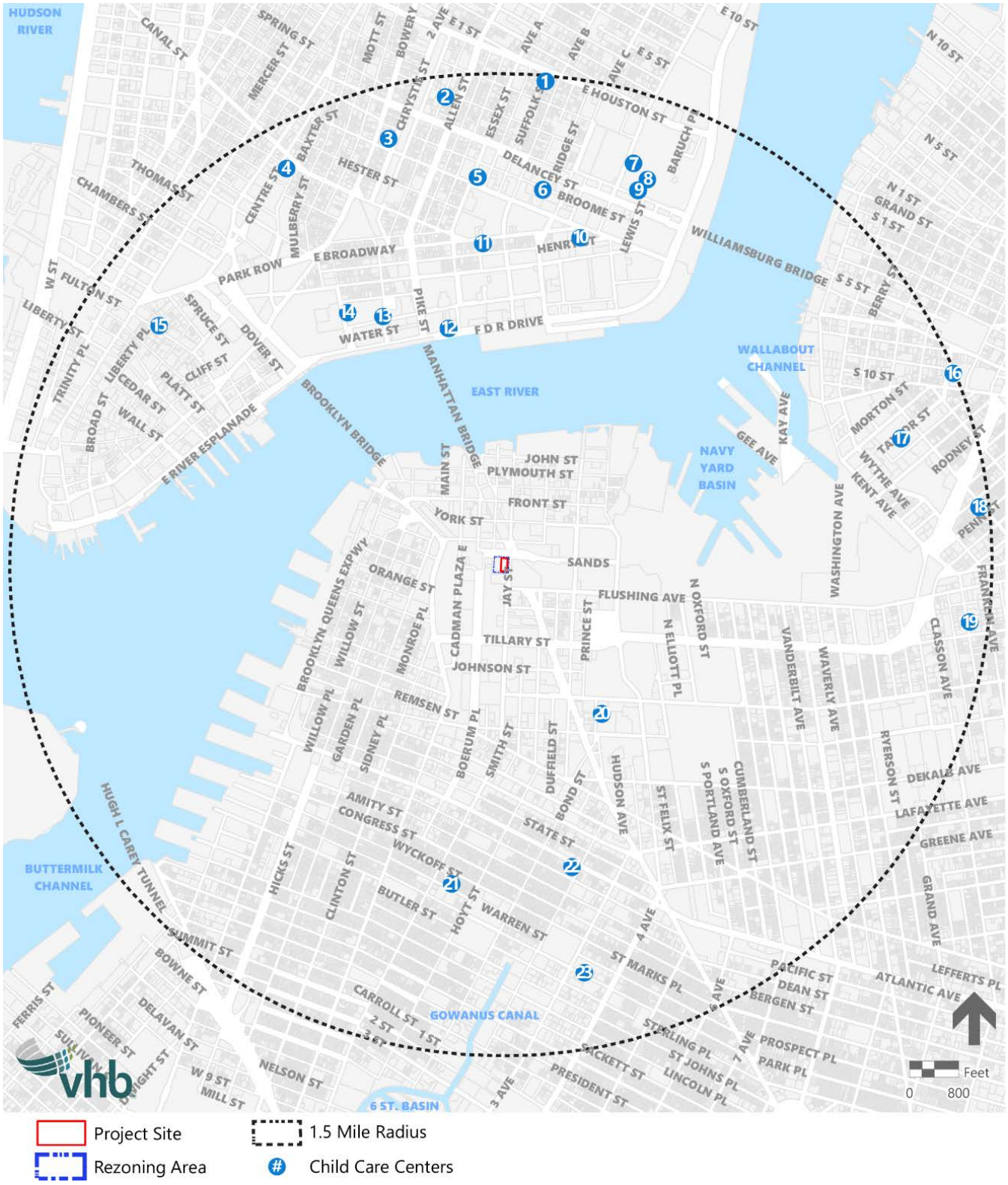


Table 2.2-1 Publicly-Funded Child Care Centers Serving the Study Area

ID	Program Name	Program Address	Capacity	Enrollment	Available Seats	Utilization Rate (%)
1	Escuela Hispana Montessori 2	180 Suffolk Street	115	105	10	91%
2	University Settlement HS	184 Eldridge St.	132	121	11	92%
3	Garment Ind DC Chinatown	115 Chrystie Street	65	63	2	97%
4	Chung Pak Pre-School	125 Walker Street	65	54	11	83%
5	Grand Street Sett Essex	60 Essex Street	34	33	1	97%
6	Little Star Of Broome	151 Broome Street	60	49	11	82%
7	Dewitt Reformed Church HS	280 Rivington St.	86	72	14	84%
8	Grand Street Settlement CCC	300 Delancey Street	70	57	13	81%
9	Grand Street Settlement HS	294 Delancey Street	74	70	4	95%
10	Henry St Settlement	301 Henry Street	96	75	21	78%
11	ED Alliance E Broadway	197 E Broadway	33	32	1	97%
12	Hamilton Madison House #5	253 South St.	52	44	8	85%
13	Hamilton Madison House #4	77 Market	32	30	2	94%
14	Hamilton Madison House #2	60 Catherine Street	57	53	4	93%
15	Hamilton Madison House #6	129 Fulton Street	49	31	18	63%
16	Life - John Williams	321 Roebling Street	88	77	11	88%
17	Williamsburg CCC	110 Taylor Street	45	32	13	71%
18	Yeshiva Kehilath Yakov 6	636-640 Bedford Ave.	70	66	4	94%
19	Babove 32	799 Kent Ave.	112	104	8	93%
20	Bbcs Duffield Chldrns Ctr	101 Fleet Place	49	47	2	96%
21	Warren Street Center	343 Warren Street	69	55	14	80%
22	Strong Place For Hope Atlantic	460 Atlantic Ave.	100	90	10	90%
23	Alonzo A. Daughtry Memorial DC	565 Baltic Str	34	31	3	91%
		Child Care Total:	**1,587**	**1,391**	**196**	**88%**

Source- ACS EarlyLearn Contractor Centers Capacity and Enrollment as of June 2018, obtained from the Department of City Planning

Future No-Action Condition

There are currently no planned changes for child care programs or centers in the study area. Planned or proposed No-Action development projects in the child care study area will introduce approximately 1,014 new affordable housing units by the project development year (see ***Table 2.2-2***). Based on the CEQR generation rates for the projection of children eligible for publicly funded day care, this amount of development would introduce approximately 154 children under the age of six who will be eligible for publicly-funded child care services.

Table 2.2-2 No-Action Developments in Study Area with Affordable Units

Address	Total Proposed Dwelling Units	Proposed Affordable Units	Multiplier*	Child-Care Eligible Children
570 Fulton Street, BK	170	46	0.178	8
205 Park Avenue, BK	70	17	0.178	3
142-150 South Portland Avenue, BK	172	51	0.178	9
202-208 Tillary Street, BK	262	79	0.178	14
141 Willoughby, BK	270	81	0.178	14
1 Clinton Street, BK	134	114	0.178	20
146 Pierrepont Street, BK	90	23	0.178	4
420 Kent, BK	605	121	0.178	22
416 Kent, BK	252	65	0.178	12
250 South Street, MN	815	204	0.115	23
118 Fulton Street, MN	483	97	0.115	11
255 East Houston, MN	88	18	0.115	2
115 Delancy, MN	195	98	0.115	11
Total:	**3,606**	**1,014**	-	**154**

*Note- As provided in the *CEQR Technical Manual*, the multiplier for estimating the number of children for publicly funded child care and head start is 0.178 per affordable unit in Brooklyn, and 0.115 per affordable unit in Manhattan.

Sources- ZAP Planning, NYC Active Major Construction via Department of Buildings, NYC Dept. Housing Preservation and Development Housing New York Map

As described above, under existing conditions, publicly-funded child care centers within the 1.5-mile study area currently operate with a surplus of 196 slots and a utilization of 87.7 percent. When the estimated 154 publicly-funded child care-eligible children are introduced by planned No-Action development projects, child care centers in the study area would operate at 97.4 percent utilization with 42 available seats (see ***Table 2.2-3*** below).

Future With-Action Condition

As stated above, the proposed project would introduce 26 child-care eligible children. In the With-Action Condition, child care facilities in the study area would have adequate capacity to accommodate the additional 26 child-care eligible children and would operate under capacity at 99.0 percent utilization, an increase of 2 percent utilization over the No-Action Condition.

The CEQR Technical Manual indicates that a significant adverse impact on child care centers would occur when: (1) the collective utilization rate of public schools or child care centers and Head Start Centers in the study area is greater than 100 percent in the With-Action Condition, and (2) the proposed project would result in an increase of five percentage points or more in the collective utilization rate of child care and Head Start centers in the study area between the No-Action and the With-Action Condition. The proposed project would not result in a collective utilization rate of greater than 100 percent and would result in an increase of only 2 percentage points in the collective utilization rate in child care centers in the With-Action Condition. As such, the proposed project would not result in significant adverse impacts to child care centers within the study area.

Table 2.2-3 Estimated Publicly-Funded Child Care Center Enrollment, Capacity and Utilization

	Enrollment	Capacity	Available Slots	Utilization Rate (%)	Change in Utilization
Future No-Action Condition	1,545	1,587	42	97	NA
Future With Action Condition	1,571	1,587	16	99	0.02

2.2-4 Conclusion

As explained above, the proposed project would introduce 508 dwelling units, and would not exceed CEQR thresholds for police/fire services, health care facilities, public schools and libraries. As such, further analysis of these areas was not warranted.

The CEQR Technical Manual indicates that a significant adverse impact on child care centers would occur when: (1) the collective utilization rate of public schools or child care centers and Head Start Centers in the study area is greater than 100 percent in the With-Action Condition, and (2) the proposed project would result in an increase of five percentage points or more in the collective utilization rate of child care and Head Start centers in the study area between the No-Action and the With-Action Condition. The proposed project would not result in a collective utilization rate of greater than 100 percent and would not result in an increase of five percentage points or more in the collective utilization rate in child care centers in the With-Action Condition. As such, the proposed project would not result in significant adverse impacts on child care facilities.

2.3

Open Space

This section assesses the potential impacts of the proposed actions on open space. The 2014 *City Environmental Quality Review (CEQR) Technical Manual* defines open space as publicly or privately-owned land that is publicly accessible and available for leisure, play, or sport, or is set aside for the protection and/or enhancement of the natural environment.

2.3-1 Introduction

The proposed project would introduce new residents and workers to the project site, creating new demands for open space in the area. Therefore, this chapter examines the potential direct and indirect impacts on open space resources from the proposed project.

2.3-2 Methodology

Direct Effects Analysis

Consistent with the *CEQR Technical Manual*, a direct effects analysis should be performed if a proposed project would directly affect open space conditions by causing the loss of public open space, changing the use of an open space so that it no longer serves the same user population, limiting public access to an open space, or increasing noise or air pollutant

emissions, odor, or shadows that would temporarily or permanently affect the usefulness of a public open space. A proposed project can also directly affect an open space by enhancing its design or increasing its accessibility to the public. The proposed project would not result in the physical loss or direct displacement of publicly accessible open space or increase access to open space.

Indirect Effects Analysis

An indirect effects analysis should be performed if a project would add sufficient population, either residents or non-residents, to noticeably diminish the capacity of open space in an area to serve the future population. The threshold for such an analysis is whether the project would introduce more than 200 residents or 500 workers to the area.[1] Compared to the future No-Action condition, the proposed actions would add more than 200 residents, but would add fewer than 500 workers to the area; therefore, following *CEQR Technical Manual* guidance, an indirect effects open space analysis was conducted for the residential population, as described below.

Study Area

As described in the *CEQR Technical Manual*, an open space study area is defined by the reasonable walking distance users would travel to reach open spaces and recreational areas—typically a half-mile for residential populations. All census tracts that have at least 50 percent of their area within the half-mile radius are entirely included in the residential study area, and all census tracts with less than 50 percent within the radii are entirely excluded.

Based on this methodology, the residential open space study area comprises eight census tracts: Kings County Census Tracts 1, 5.01, 5.02, 11, 13, 15, 21, 23 (see **Figure 2.3-1**).

[1] This is for areas identified as neither well-served nor under-served by existing open space resources. See page 7-4 of the *CEQR Technical Manual*.

Figure 2.3-1 Residential Open Space Study Area



Open Space User Populations

Existing Conditions

Data from 2012-2016 American Community Survey for the tracts were used to determine the number of residents currently located within the half-mile study area.

The Future No-Action Condition

Within the half-mile study area, 12 new developments ("No-Action" projects) are anticipated to be constructed by 2022, the proposed project build year. To estimate the population in the No-Action condition, the average household size for the DUMBO-Downtown Brooklyn neighborhood (2.29 people per household) was applied to the number of new housing units projected from the No-Action projects and added to the existing study area population.[2]

The Future With-Action Condition

The residential population introduced by the proposed project was estimated by multiplying the number of affordable housing units (202 units) by the average household size for the DUMBO-Downtown Brooklyn neighborhood (2.29 people per household) and additionally assuming one person per each of the supportive housing units (305 units). The residential population introduced by the proposed project was added to the No-Action study area populations to calculate the total residential populations in the future with the proposed project.

Inventory of Open Space Resources

The *CEQR Technical Manual* defines public open space as open space that is publicly or privately owned and is accessible to the public on a regular basis, either constantly or for designated daily periods of time. Open spaces that are only available for limited users or are not available to the public on a regular or constant basis are not considered public open space but may be considered in a qualitative assessment of open space impacts.

Existing Conditions

Publicly accessible open space resources in the study area were inventoried through the latest available data obtained from the NYC Department of Parks and Recreation (NYC Parks) and New York City Geographic Information System (GIS) data. Open space may be characterized as passive, active, or a mixture of active and passive. Active open space is used for exercise, sports, or active children's play. Examples include playgrounds, athletic fields or courts, pools, and greenways. Passive open spaces allow for activities such as strolling, reading, sunbathing, and people watching. Examples include plazas, walking paths, gardens, and certain lawns with restricted uses. Esplanades are an example of open space that may be used for active uses such as running and biking or passive uses such as dog walking.

Playgrounds that are jointly owned by the DPR and the DOE are included in the inventory of open spaces. While public use of these playgrounds is prohibited during school hours, they

[2] Source: NYC DCP Population Fact Finder DUMBO-Vinegar Hill-Downtown Brooklyn-Boerum Hill NTA

are still included in the quantitative analysis as they serve the public in the after-school hours.

The inventory does not include the area's community gardens as these gardens are restricted with limited hours of accessibility.

No-Action Condition

Under the No-Action condition, the currently gated plaza on site would be modified to comply with current design standards, and a CPC Chair Certification would be sought. This would open the existing 7,672 public plaza. There is one project planned that will add new open space to the study area beyond this plaza.

With-Action Condition

A CPC Chair Certification will be sought in the near future pursuant to ZR Section 37-625 to modify the existing 7,672 sf gated plaza to reduce the degree of non-compliance with current design standards not in effect at the time the plaza was constructed.

Adequacy of Open Space Resources

Comparison to City Guidelines

The adequacy of open space in the study area is based on ratios of usable open space acreage to the study area populations (the "open space ratios"). The *CEQR Technical Manual* outlines the following guidelines for residential assessments:

- The City attempts to achieve a ratio of 2.5 acres per 1,000 residents for large-scale proposals. Ideally, this would consist of 0.50 acres of passive space and 2.0 acres of active open space per 1,000 residents. However, these goals are often not feasible for many areas of the city and they do not constitute an impact threshold. Rather, it is a benchmark that represents how well an area is served by its open space.
- A ratio that meets the Citywide Community District median ratio of 1.5 acres of open space per 1,000 residents is also recommended.

Impact Assessment

The determination of significant adverse impacts is based on how a project would change the open space ratios in the study area, as well as qualitative factors not reflected in the quantitative assessment. According to the *CEQR Technical Manual*, if a proposed project would reduce an open space ratio and consequently result in overburdening existing facilities, or if it would substantially exacerbate an existing deficiency in open space, it may result in a significant impact on open space resources. In general, if (1) a study area's open space ratios fall below City guidelines, and (2) a proposed project would result in a decrease in the open space ratio of more than five percent, it could be considered a substantial change requiring additional analysis. However, in areas that have been determined to be extremely lacking in open space, a reduction as small as one percent may be considered significant warranting further analysis.

2.3-3 Preliminary Assessment

Existing Conditions

Study Area Population

As outlined in **Table 2.3-1**, the estimated current residential population in the study area is 32,054 persons.

Table 2.3-1 Existing Population in the Residential Study Area

Census Tract	Residential Population
1	4,116
5.01	4,536
5.02	2,756
11	1,237
13	2,401
15	7,391
21	4,910
23	4,707
Total	**32,054**

Source: 2012-2016 ACS 5-year estimates.

Study Area Open Space Resources

The study area includes a variety of parks and playgrounds that are accessible for use by the public, as outlined in **Table 2.2-2**.

As depicted in **Figure 2.2-1** and **Figure 2.2-2**, and as described in **Table 2.2-2**, there are 19 publicly accessible open spaces within the half-mile study area, totaling approximately 60 acres of passive and active open space.

Open spaces within the study area include playgrounds, neighborhood parks, and community gardens. However, as noted above, community gardens were not included in the open space inventory and quantitative analysis as use of these gardens is often restricted to certain days, typically weekends, and certain times of the day.

Brooklyn Bridge Park, which intersects the study area, has a total of 85 acres. For the purposes of this analysis, only the 21 acres within the study area census tracts were included. The Brooklyn Heights Promenade also intersects the study area and has a total of 1.09 acres. However, only the 0.5 acres within the study area census tracts were included for this analysis.

Table 2.3-2 Existing Study Area Open Spaces

Map No.	Name	Owner/ Agency	Features and Amenities	Total Acres	Active (Acres)	Passive (Acres)
1	Brooklyn Bridge Park	Brooklyn Bridge Park	Esplanade, trees, benches, carousel, playgrounds, beaches, tables, plantings, restaurants	21.38	4.0	17.38
2	Fruit Street Sitting Area	NYC Parks	Benches, trees	0.92	0	0.92
3	Squibb Park	NYC Parks	Benches, plantings, trees, bathrooms	0.63	0.63	0
4	Hillside Park	NYC Parks	Dog park, trees, benches	1.37	0	1.37
5	Anchorage Plaza	NYC Parks	Trees, statue, parking	0.7	0	0.7
6	Clumber Corner	NYC Parks	Trees	0.95	0	0.95
7	Bar and Grill Park	NYC Parks	Trees, mural	0.49	0	0.49
8	Cadman Plaza Park	NYC Parks	Trees, plantings, benches, monument, statues, turf field	10.38	5.19	5.19
9	Walt Whitman Park	NYC Parks	Trees, plantings, benches, tables, splash fountain	2.91	1.46	1.45
10	Korean War Veterans Plaza	NYC Parks	Trees, benches	1.20	0	1.20
11	Columbus Park	NYC Parks	Plantings, trees, benches, statues, food market	4.14	1	3.14
12	Bridge Park	NYC Parks	Courts, playground, trees, benches, bathrooms	2.12	2.12	0
13	Bridge Park 3	NYC Parks	Courts, benches	1.93	1.93	0
14	Trinity Park	NYC Parks	Trees, benches, game tables, bike path	6.3	2.00	4.30
15	Park (Concord and Manhattan Bridge)	NYC Parks	Trees, footpath	0.31	0	0.31
16	McLaughlin Park	NYC Parks	Fields, courts, benches, trees, plantings, playground, picnic tables	1.98	1.75	0.23
17	Golconda Playground	NYC Parks	Courts, skatepark, playground, benches, game tables, bathrooms, play sprinklers, trees	1.5	1.25	.25
18	Harry Chapin Playground	NYC Parks	Benches play equipment	0.30	0.30	0
19	Brooklyn Heights Promenade	NYC DOT	Benches, plantings, trees	0.5	0.25	0.25
			Residential Study Area Total	60.01	21.91	39.1
			Percent of Study Area Open Space	100%	36.51%	65.16%

Source: NYC Department of Parks and Recreation

Adequacy of Open Spaces

Table 2.3-3 shows the adequacy of open space resources for the residential study area. The area has an overall open space ratio of approximately 1.9 acres per 1,000 residents, which is less than the City's guideline of 2.5 acres of open space per 1,000 residents, but greater than the citywide average of 1.5 acres per 1,000 residents. The study area's current residential

passive open space ratio is 1.22 acres per 1,000 residents, which is above the City's goal of 0.5 acres per 1,000 residents. The area's residential active open space ratio is 0.68 acres per 1,000 residents, which is below the City's guideline of 2.0 acres per 1,000 residents.

Table 2.3-3 Existing Conditions—Adequacy of Open Space Resources

Population	Open Space Acreage		Ratios*	DCP Guidelines
Residential (Half Mile) Study Area				
32,054	Active	21.91	0.68	2.00
	Passive	39.10	1.22	0.50
	Total	60.01	1.87	2.50

*Acres per 1,000 people

No-Action Condition

As described in the "Methodology" section, the No-Action condition accounts for population growth and changes expected to the inventory of open space resources.

Study Area Population

New development in the residential study area would result in 1,713 residential units across 12 developments, increasing the residential population by 3,923 for a total residential population of 33,767 in 2022.[3]

Study Area Open Spaces

In the No-Action condition, there are six proposed park improvement projects planned within the study area. However, only one of the proposed improvements would add new park space, therefore the remaining five are not included in the quantitative analysis. The proposed park improvement projects are as follows:

- Willoughby Square Park construction to be completed by 2022 under the New York City Economic Development Corporation. It would add 1.15 acres of park to the open space study area.
- Harry Chapin Playground sprinkler reconstruction by fall 2019
- Cadman Plaza Park comfort station reconstruction currently in procurement phase
- Cadman Plaza Park Brooklyn War Memorial ADA ramp and elevator construction currently in procurement phase
- Brooklyn War Memorial restroom reconstruction currently in procurement phase
- Bridge Park reconstruction currently in design phase

[3] No-Action construction calculated using ZAP Planning and the NYC Active Major Construction Map for New Building permits.

As discussed previously, the currently gated public plaza on site would be brought into compliance with current design standards and opened, providing 7,672 sf (0.18 acres) of publicly accessible open space in the No-Action condition. The plaza is located on the east side of the building along Jay Street. Currently, it is surrounded by a wall with fencing and gates on Jay Street and Sands Street, and contains raised planter beds with trees and shrubs, outdoor lighting, and open, paved space. The applicant is currently undergoing a process of plaza design with the Department of City Planning on a separate track from the ULURP and anticipates having the certification in place by Spring 2020.

Adequacy of Open Spaces

In the No-Action condition, the open space ratios in the residential study area would decrease slightly (see **Table 2.3-4**). The total open space ratio would decrease from 1.87 acres per 1,000 residents to 1.82 acres and would remain below the guideline. The active open space ratio would also decrease slightly to 0.67 acres per 1,000 residents and the passive open space ratio would decrease to 1.17 acres per 1,000 residents. As in existing conditions, active open space ratios would remain below the guidelines of 2.0 acres and passive open space ratios would remain above the guideline of 0.5 acres.

Table 2.3-4 No-Action Condition – Adequacy of Open Space Resources

Population	Open Space Acreage		Ratios*	DCP Guidelines
Residential (Half Mile) Study Area				
33,767	Active	22.76	0.67	2.00
	Passive	39.58	1.17	0.50
	Total	61.34	1.82	2.50

*Acres per 1,000 people

With-Action Condition

Study Area Population

In the With-Action condition, the proposed project would result in 508 units, which is estimated to introduce approximately 768 residents for a total residential population of 34,535 in the half-mile study area.

Study Area Open Spaces

In the With-Action condition, as in the No-Action condition, the existing gated plaza would be brought into greater conformity with the current plaza standards through a CPC Chairpersons certification under a future application. This would open the 7,672 sf plaza, adding 0.18 acres of open space to the study area, as in the No-Action Scenario. Therefore, the open space acreage would not change from the No-Action to the With-Action condition.

Adequacy of Open Spaces

Under the With-Action condition, the open space ratio for the residential population would decrease only slightly from the No-Action condition open space ratio (see **Table 2.3-5**). The

total open space ratio would be reduced from 1.82 acres per 1,000 residents in the No-Action condition to 1.78 acres per 1,000 residents in the With-Action condition. This is a 2.2 percent decrease in overall open space ratio. The active and passive open space ratios would also be reduced slightly: from 0.67 acres and 1.17 acres per 1,000 residents to 0.66 and 1.15 acres per 1,000 residents, respectively. In terms of percent, the proposed project would result in an approximate 1.49 percent decrease in the active open space ratio and a 1.71 percent decrease in the passive open space ratio.

Table 2.3-5 With-Action Condition – Adequacy of Open Space Resources

Population	Open Space Acreage		Ratios*	DCP Guidelines
Residential (Half Mile) Study Area				
34,535	Active	22.76	0.66	2.00
	Passive	39.58	1.15	0.50
	Total	61.34	1.78	2.50

*Acres per 1,000 people

As described previously, a proposed project could result in a significant adverse open space impact if it would reduce the open space ratio by more than five percent in areas that are currently below the City's median community district open space ratio of 1.5 acres per 1,000 residents. The proposed project would not result in a reduction in the open space below the median community district open space ratio nor induce a decrease of open space ratio of more than five percent, and no significant adverse impact would result. In addition, there are many other open spaces just outside the study area, including a large portion of Brooklyn Bridge Park, which includes active recreational amenities that include courts and fields on Piers Two and Five. Other open spaces just outside the study area include Commodore Barry Park, Fort Greene Park, and the rest of the Brooklyn Bridge Promenade.

2.3-4 Conclusion

In the With-Action condition, the total open space ratio for the residential population would decrease by 2.20 percent compared to the No-Action condition open space ratio: 1.82 to 1.78 acres per 1,000 residents, which is below the guideline of 2.5 acres per 1,000 residents but above the citywide median of 1.5 acres per 1,000 residents. The active and passive open space ratios would also decrease slightly (from 0.67 to 0.66 and 1.17 to 1.15 acres per 1,000 residents, respectively). However, the passive open space ratio would remain above DCP guidelines, and no significant adverse impact would result. In addition, there are also many other open spaces just outside the study area, including a large portion of Brooklyn Bridge Park, which includes active recreational amenities, such as courts and fields on Piers Two and Five. Other open spaces just outside the study area include Commodore Barry Park, Fort Greene Park, and the rest of the Brooklyn Bridge Promenade. The proposed project would also add open space to the existing condition with the opening of the gated plaza on site at a future time. Overall, the proposed project would not result in a greater than five percent decrease in the open space ratio, and therefore would not result in significant adverse impacts to open space resources.

2.4

Transportation

This section considers the potential for the proposed project to result in significant adverse impacts on traffic operations and mobility, public transportation facilities and services, pedestrian elements and flow, safety of all roadway users (pedestrians, cyclists, and motorists), and on- and off-street parking.

2.4-1 Introduction

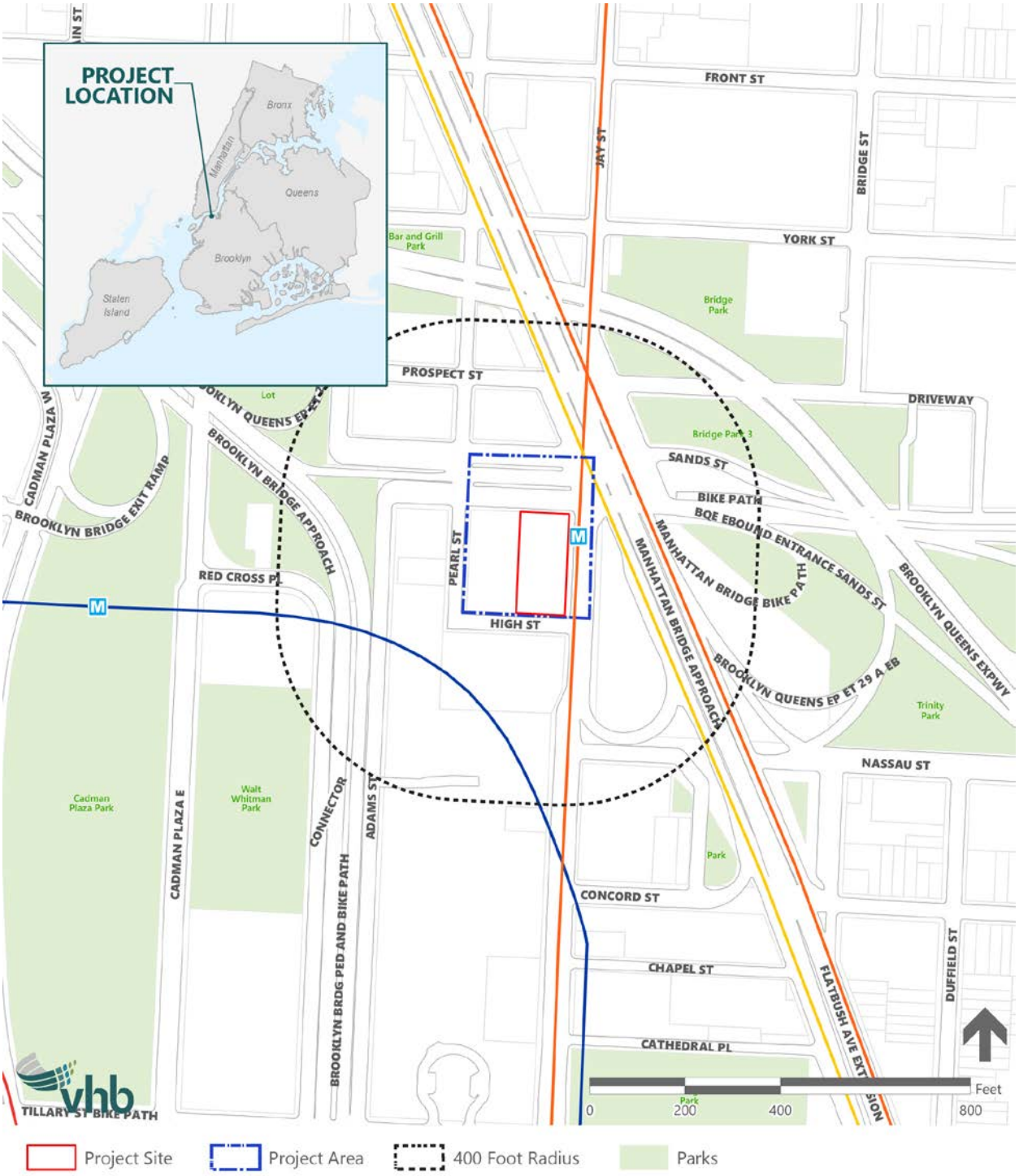
The proposed project at 90 Sands Street would consist of 508 units of supportive and affordable housing and up to 31,382 square feet (sf) of manufacturing space. Existing entrances along Sands Street and Jay Street would be retained and deliveries would take place along High Street. A map of the project location is provided in Figure 2.9-1.

Absent the approval of the proposed actions, the 90 Sands Street building would be re-occupied by a commercial hotel with 508 rooms and 31,382 gsf of accessory hotel dining use. Table 2.9-1 provides a comparison of the total development under the No-Action and With-Action conditions and shows the resulting net increment of uses used for the analysis.

Table 2.9-1 Development Increment for Analysis

Use	No-Action Condition	With-Action Condition	Net Increment
Residential (Supportive and Affordable Units)	0 DUs	508 DUs	508 DUs
Hotel	508 Rooms	0 Rooms	-508 Rooms
Manufacturing	0 SF	31,382 SF	31,382 SF

Figure 2.9-1 Project Site Location



2.9-1 Methodology and Analytical Framework

According to the *2014 CEQR Technical Manual* procedures for transportation analysis, a two-tiered screening process undertaken to determine whether a quantified analysis is necessary. The first step, the Level 1 (Trip Generation) screening, determines whether the volume of peak hour person and vehicle trips generated by the proposed project would remain below the minimum thresholds for further study.

These thresholds are:

- 50 peak hour vehicle trip ends;
- 200 peak hour subway/rail or bus transit riders; and
- 200 peak hour pedestrian trips.

If the proposed project results in increments that would exceed any of these thresholds, a Level 2 (Trip Assignment) screening assessment is usually performed. Under this assessment, project-generated trips that exceed Level 1 thresholds are assigned to and from the project site through their respective networks (streets, bus and subway lines, sidewalks, etc.) based on expected origin-destination patterns and travel routes. This determines the volumes of peak hour vehicle traffic that would be added per intersection, the volume of riders that would be added per subway line or bus route, and the walk trips that would be added per individual pedestrian network element (crosswalk, corner reservoir area, etc.). If the Level 2 screening assessment determines that any specific traffic location, transit line or station element, or pedestrian network element would experience an increase of trips beyond the above thresholds for any peak hour, then a detailed analysis is typically warranted.

2.9-2 Level 1 (Trip Generation) Screening Assessment

Travel Demand Factors

The travel demand factors used to calculate the projected number of trips were obtained primarily from the *2014 CEQR Technical Manual*, American Community Survey (ACS) journey to work data, and from other New York City environmental impact studies and assessments such as the *Atlantic Yards Arena and Redevelopment Project FEIS (2006)*, *Coney Island Rezoning FEIS (2009)*, and the *Admirals Row Plaza FEIS (2011)*. Table 2.9-2 provides the travel demand assumptions used for the weekday AM, midday, PM, and Saturday midday peak hours.

Table 2.9-2 Travel Demand Characteristics

Rates	Residential	Hotel	Manufacturing
Person Trip Gen Rate (Weekday/ Saturday)	8.075/9.6[1] *per DU*	9.4/9.4[1] *per Room*	9.5/2.8[6] *per 1,000 SF*
Temporal Distribution			
Weekday AM Peak Hour	10.0%[1]	8.0%[1]	13.2%[6]
Weekday Midday Peak Hour	5.0%[1]	14.0%[1]	10.6%[6]
Weekday PM Peak Hour	11.0%[1]	13.0%[1]	13.9%[6]
Saturday Midday Peak Hour	8.0%[1]	9.0%[1]	10.6%[6]
Modal Split (Weekday/Saturday)			
Auto	9.4%/9.4%[2]	19.0%/25.0%[4]	30.2%/30.2%[7]
Taxi	1.8%/1.8%[2]	22.0%/24.0%[4]	0.5%/0.5%[7]
Bus	4.5%/4.5%[2]	1.0%/1.0%[4]	12.2%/12.2%[7]
Subway	66.5%/66.5%[2]	27.0%/26.0%[4]	45.9%/45.9%[7]
Walk	17.8%/17.8%[2]	31.0%/24.0%[4]	11.1%/11.1%[7]
Vehicle Occupancy (Weekday/Saturday)			
Auto	1.06/1.06[2]	2.10/2.40[4]	1.07/1.07[7]
Taxi	1.40/1.40[3]	2.10/2.00[4]	1.30/1.30[6]
Directional Split (In/Out)			
Weekday AM Peak Hour	20%/80%[3]	41%/59%[5]	88%/12%[6]
Weekday Midday Peak Hour	51%/49%[3]	69%/31%[5]	47%/53%[6]
Weekday PM Peak Hour	65%/35%[3]	58%/42%[5]	12%/88%[6]
Saturday Midday Peak Hour	50%/50%[3]	56%/44%[5]	47%/53%[6]
Truck Trip Gen (Weekday/ Saturday)	0.06/0.02[1] *per DU*	0.24/0.08[5] *per 1,000 SF*	0.68/0.20[6] *per 1,000 SF*
Truck Temporal Distribution			
Weekday AM Peak Hour	12.0%[1]	12.0%[5]	14.0%[6]
Weekday Midday Peak Hour	9.0%[1]	9.0%[5]	8.6%[6]
Weekday PM Peak Hour	2.0%[1]	1.0%[5]	1.0%[6]
Saturday Midday Peak Hour	9.0%[1]	9.0%[5]	1.0%[6]
Truck Trip Directional Split (In/Out) - 50%/50%			

Source:
(1) *2014 CEQR Technical Manual*
(2) 2013 - 2017 American Community Survey's journey to work data for Brooklyn Census Tracts 1, 13, 21, and 23
(3) *Atlantic Yards Arena and Redevelopment Project FEIS, 2006*
(4) NYCDOT surveys of hotel uses in Brooklyn transit zones
(5) *Coney Island Rezoning FEIS, 2009*
(6) *Admirals Row Plaza FEIS, 2011*
(7) NYC DCP Tabulation of 2006-2010 CTPP Data, Brooklyn Census Tracts 1, 13, 21, 23

Residential

For the residential use, trip generation rates of 8.075 daily person trips per DU for weekday and 9.6 daily person trips per DU for Saturday, and temporal distributions (10 percent, 5 percent, 11 percent, and 8 percent for the weekday AM, midday, PM, and Saturday midday peak hours, respectively) were obtained from the *2014 CEQR Technical Manual*. The weekday AM, midday, PM, and Saturday midday peak hour modal splits of 9.4 percent by auto, 1.8 percent by taxi, 4.5 percent by bus, 66.5 percent by subway, and 17.8 percent by walk were obtained from the 2013 – 2017 ACS journey to work data for Brooklyn census tracts 1, 13, 21, and 23. Vehicle occupancies of 1.06 persons per auto and 1.40 persons per taxi during the peak hours, were obtained from the 2013 – 2017 ACS journey to work data for Brooklyn census tracts 1, 13, 21, and 23 and the *Atlantic Yards Arena and Redevelopment Project FEIS (2006)*, respectively. Directional distributions (20 percent "in" for the weekday AM peak hour, 51 percent "in" for the weekday midday peak hour, 65 percent "in" for the weekday PM peak hour, and 50 percent "in" for the Saturday midday peak hour) were obtained from the *Atlantic Yards Arena and Redevelopment Project FEIS (2006)*.

For residential delivery trips, trip generation rates of 0.06 and 0.02 daily trucks per DU for the weekday and Saturday midday peak hours, respectively, and temporal distributions of 12 percent, 9 percent, 2 percent, and 9 percent for the weekday AM, midday, PM, and Saturday midday peak hours, respectively, were obtained from the *2014 CEQR Technical Manual*.

Hotel

For the hotel use, trip generation rates of 9.4 daily person trips per room for weekday and 9.4 daily person trips per room for Saturday were obtained from the *2014 CEQR Technical Manual* and the *Coney Island Rezoning FEIS (2009)*. Temporal distributions (8 percent, 14 percent, 13 percent, and 9 percent for the weekday AM, midday, PM, and Saturday midday peak hours, respectively) were obtained from the *2014 CEQR Technical Manual*. The weekday AM, midday, and PM peak hour modal splits of 19 percent by auto, 22 percent by taxi, 1 percent by bus, 27 percent by subway, and 31 percent by walk and Saturday midday peak hour modal splits of 25 percent by auto, 24 percent by taxi, 1 percent by bus, 26 percent by subway, and 24 percent by walk were obtained from New York City Department of Transportation (NYCDOT) surveys of hotel uses in Brooklyn transit zones. Weekday vehicle occupancies of 2.10 persons per auto and 2.10 persons per taxi during the peak hours and Saturday midday vehicle occupancies of 2.40 persons per auto and 2.00 persons per taxi during the peak hours, were also obtained from the NYCDOT surveys. Directional distributions (41 percent "in" for the weekday AM peak hour, 69 percent "in" for the weekday midday peak hour, 58 percent "in" for the weekday PM peak hour, and 56 percent "in" for the Saturday midday peak hour) were obtained from the *Coney Island Rezoning FEIS (2009)*.

For hotel delivery trips, trip generation rates of 0.24 and 0.08 daily trucks per room for both the weekday and Saturday, respectively, and temporal distributions of 12

percent, 9 percent, 1 percent, and 9 percent for the weekday AM, midday, PM, and Saturday midday peak hours, respectively, were obtained from the *Coney Island Rezoning FEIS (2009)*.

Manufacturing

Manufacturing trip generation rates of 9.5 daily person trips per 1,000 sf for weekday and 2.8 daily person trips per 1,000 sf for Saturday along with temporal distributions of 13.2 percent, 10.6 percent, 13.9 percent, and 10.6 percent for the weekday AM, midday, PM, and Saturday midday peak hours, respectively, were obtained from the *Admirals Row Plaza FEIS (2011)*. Modal splits of 30.2 percent by auto, 0.5 percent by taxi, 12.2 percent by bus, 45.9 percent by subway, and 11.1 percent by walk were obtained from the New York City Department of City Planning (NYCDCP) Tabulation of 2006-2010 Census Transportation Planning Package (CTPP) Data for Brooklyn Census Tracts 1, 13, 21, and 23. Vehicle occupancies of 1.07 persons per auto and 1.30 persons per taxi were obtained from the NYCDCP Tabulation of 2006-2010 CTPP Data and the *Admirals Row Plaza FEIS (2011)*, respectively. Directional distributions (88 percent "in" for the weekday AM peak hour, 47 percent "in" for the weekday midday peak hour, 12 percent "in" for the weekday PM peak hour, and 47 percent "in" for the Saturday midday peak hour) were obtained from the *Admirals Row Plaza FEIS (2011)*.

For manufacturing delivery trips, trip generation rates of 0.68 and 0.20 daily trucks per 1,000 sf for the weekday and Saturday, respectively, and temporal distributions of 14 percent, 8.6 percent, 1.0 percent, and 1.0 percent for the weekday AM, midday, PM, and Saturday midday peak hours, respectively, were obtained from the *Admirals Row Plaza FEIS (2011)*.

Level 1 Screening Results

Traffic

Table 2.9-3 summarizes the net trip increments ("ins" plus "outs") for the project site. The net incremental hourly vehicle trips generated by the proposed project would result in a decrease of 59 vehicles per hour (vph) during the weekday AM peak hour, a decrease of 155 vph in the weekday midday peak hour, a decrease of 106 vph in weekday PM peak hour, and a decrease of 93 vph in the Saturday midday peak hour. Since the net incremental volume of vehicle trips generated by the With-Action condition results in a decrease in overall vehicle trips, no further analysis is necessary.

Table 2.9-3 Trip Generation Summary – Vehicle Trips

No-Action Condition (trip reduction credit)												
Mode	Weekday AM Peak Hour			Weekday Midday Peak Hour			Weekday PM Peak Hour			Saturday Midday Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total
Auto	14	20	34	42	19	61	32	24	56	25	20	45
Taxi	36	36	72	58	58	116	55	55	110	45	45	90
Truck	7	7	14	5	5	10	1	1	2	2	2	4
Total	**57**	**63**	**120**	**105**	**82**	**187**	**88**	**80**	**168**	**72**	**67**	**139**
With-Action Condition												
Mode	Weekday AM Peak Hour			Weekday Midday Peak Hour			Weekday PM Peak Hour			Saturday Midday Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total
Auto	17	30	47	13	13	26	28	24	52	18	18	36
Taxi	5	5	10	2	2	4	5	5	10	5	5	10
Truck	2	2	4	1	1	2	0	0	0	0	0	0
Total	**24**	**37**	**61**	**16**	**16**	**32**	**33**	**29**	**62**	**23**	**23**	**46**
Net Increment												
Mode	Weekday AM Peak Hour			Weekday Midday Peak Hour			Weekday PM Peak Hour			Saturday Midday Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total
Auto	3	10	13	-29	-6	-35	-4	0	-4	-7	-2	-9
Taxi	-31	-31	-62	-56	-56	-112	-50	-50	-100	-40	-40	-80
Truck	-5	-5	-10	-4	-4	-8	-1	-1	-2	-2	-2	-4
Total	**-33**	**-26**	**-59**	**-89**	**-66**	**-155**	**-55**	**-51**	**-106**	**-49**	**-44**	**-93**

Transit and Pedestrians

The net increment of transit and pedestrian trips generated by the proposed project, shown in Table 2.9-4, would not be expected to exceed the *2014 CEQR Technical Manual* Level 1 screening threshold for pedestrians. The net increase in subway transit trips would be 188 trips during the weekday AM peak hour, 152 trips in both the weekday PM peak hour and the Saturday midday peak hour. During the weekday midday peak hour, the number of subway transit trips would decrease by 29 trips.

The net increase in bus transit trips would be 20 trips in the weekday AM peak hour, 7 trips in the weekday midday peak hour, 18 trips in the weekday PM peak hour, and 16 trips in the Saturday peak hour.

The net increase in pedestrian trips (walk plus bus and subway) is expected to be 167 person trips during the weekday AM peak hour, 62 person trips during the weekday PM peak hour, and 136 person trips during the Saturday midday peak

hour; during the weekday midday peak hour the number of pedestrian trips would decrease by 188 person trips.

Since the number of peak hour subway transit, bus transit, or pedestrian trips expected to be generated by the proposed project does not exceed the CEQR thresholds of 200 trips per hour, no further analysis is necessary.

Table 2.9-4 Trip Generation Summary – Person Trips

No-Action Condition (trip reduction credit)

Mode	Weekday AM Peak Hour			Weekday Midday Peak Hour			Weekday PM Peak Hour			Saturday Midday Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total
Auto	30	43	73	88	39	127	68	50	118	60	47	107
Taxi	34	50	84	101	46	147	79	57	136	58	45	103
Bus	2	2	4	5	2	7	4	3	7	2	2	4
Subway (via bus)	42	61	103	125	56	181	97	70	167	63	49	112
Walk	49	70	119	143	64	207	112	81	193	58	45	103
Total	**157**	**226**	**383**	**462**	**207**	**669**	**360**	**261**	**621**	**241**	**188**	**429**

With-Action Condition

Mode	Weekday AM Peak Hour			Weekday Midday Peak Hour			Weekday PM Peak Hour			Saturday Midday Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total
Auto	18	32	50	14	14	28	30	26	56	19	19	38
Taxi	1	6	7	2	2	4	5	3	8	4	4	8
Bus	8	16	24	7	7	14	14	11	25	10	10	20
Subway (via bus)	71	220	291	77	75	152	197	122	319	132	132	264
Walk	19	59	78	21	20	41	53	32	85	35	36	71
Total	**117**	**333**	**450**	**121**	**118**	**239**	**299**	**194**	**493**	**200**	**201**	**401**

Net Increment

Mode	Weekday AM Peak Hour			Weekday Midday Peak Hour			Weekday PM Peak Hour			Saturday Midday Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total
Auto	-12	-11	-23	-74	-25	-99	-38	-24	-62	-41	-28	-69
Taxi	-33	-44	-77	-99	-44	-143	-74	-54	-128	-54	-41	-95
Bus	6	14	20	2	5	7	10	8	18	8	8	16
Subway (via bus)	29	159	188	-48	19	-29	100	52	152	69	83	152
Walk	-30	-11	-41	-122	-44	-166	-59	-49	-108	-23	-9	-32
Total	**-40**	**107**	**67**	**-341**	**-89**	**-430**	**-61**	**-67**	**-128**	**-41**	**13**	**-28**

2.9-3 Conclusion

The projected number of traffic, transit, or pedestrian trips generated by the project would not exceed the transportation screening thresholds and, therefore, no further analyses are necessary. The proposed project would not have the potential to generate significant adverse transportation impacts according to *2014 CEQR Technical Manual* procedures and guidelines.