962-972 FRANKLIN AVENUE REZONING
Chapter 3: Open Space

A. INTRODUCTION

An open space assessment may be necessary if a proposed action(s) could potentially have a direct or indirect effect on open space resources in the project area. A direct effect would "physically change, diminish, or eliminate an open space or reduce its utilization or aesthetic value." An indirect effect may occur when the population generated by a proposed action would be sufficient to diminish noticeably the ability of an area's open space to serve the existing or future population. Per the *2021 City Environmental Quality Review (CEQR) Technical Manual*, if a project would generate more than 200 residents or 500 nonresidential users, an open space assessment should be conducted pursuant to CEQR.

Although the Proposed Actions would not directly displace existing open space resources, shadows cast by the Proposed Project may have the potential to impact open space resources. Therefore, a direct effects analysis is provided in Section D of this chapter. Development facilitated by the Proposed Actions is expected to result in an incremental increase of up to 307 dwelling units (DUs) and approximately 8,128 gross square feet (gsf) of local retail space over the 2027 No-Action condition. This would result in an increase of approximately 774 residents[1], as compared to the No-Action condition, which would exceed the *CEQR Technical Manual* preliminary screening threshold for an indirect open space analysis. Both quantitative and qualitative assessments were conducted to determine whether the Proposed Actions would significantly affect the use and enjoyment of open space in an identified study area. While the Proposed Actions are also expected to introduce a net increment of 43 employees[2] to the Proposed Development Site, as compared to the No-Action condition, based on standard planning assumptions used in CEQR analyses, this is below the *CEQR Technical Manual* preliminary screening threshold for analysis based on nonresidential users. Therefore, the analysis of indirect open space impacts focuses exclusively on the open space needs of the area's residential population.

B. PRINCIPAL CONCLUSIONS

The analysis finds that the Proposed Actions would result in a significant adverse direct open space impact. According to the *CEQR Technical Manual,* a proposed action may result in a significant adverse impact on open space resources if (a) there would be direct displacement/alteration of existing open space within the study area that would have a significant adverse effect on existing users; or (b) it would reduce the open space ratio and consequently result in the overburdening of existing facilities or further exacerbating a deficiency in open space. Although the Proposed Actions would not result in the physical loss of existing public open space resources and would not result in any air quality, noise, or other environmental impacts that would affect the usefulness of any study area open space, they would result in significant adverse shadow impacts at Brooklyn Botanic Garden and Jackie Robinson Playground. These direct shadows' impacts on these two open space resources may affect the public's use or enjoyment of these resources. Potential measures to mitigate in full or part these impacts are discussed in **Chapter 11, "Mitigation."**

[1] The estimated number of residents is based on the average household size of 2.52 persons for Brooklyn Community District (CD) 9 (2020 Census).

[2] Estimate of workers is based on standard rates: 1 worker per 25 dwelling units; 3 workers per 1,000 sf retail space.

As the Proposed Actions are expected to introduce an incremental 774 residents to the Project Area under the RWCDS, a detailed indirect effects open space analysis for a residential (½-mile) study area was conducted, pursuant to *CEQR Technical Manual* guidance. The detailed analysis determined that the Proposed Actions would not result in any significant adverse impacts to open space due to reductions in the open space ratio, as defined by the *CEQR Technical Manual*.

CEQR guidance indicates that a decrease in the open space ratio of five percent or more is generally considered significant for a project located in an area that currently has an open space ratio of 2.5 acres per 1,000 residents. For areas that are extremely lacking in open space, a decrease of as little as one percent may be considered significant. An open space impact assessment also considers qualitative factors. As discussed below, the residential active open space ratio would decrease by approximately 1.99 percent from the No-Action condition in the future with the Proposed Actions. The residential total and passive open space ratios would remain above the City's planning guidelines of 2.5 acres, and 0.5 acres per 1,000 residents, respectively. The active open space ratio under the With-Action conditions of 1.85 would be below the City's guidance of 2.0 acres per 1,000 residents. The Project Area is located in close proximity to significant regional open space resources, just beyond the study area boundaries, which provides additional active and passive open space recreational opportunities. Therefore, the Proposed Actions would not result in an indirect significant adverse impact on open space in the residential study area, in accordance with *CEQR Technical Manual* impact criteria.

C. METHODOLOGY

The analysis of open space resources has been conducted in accordance with the guidance established in the *CEQR Technical Manual*. Using CEQR methodology, the adequacy of open space in the study area is assessed quantitatively using a ratio of usable open space acreage to the study area population, referred to as the open space ratio (OSR). This quantitative measure is then used to assess the changes in the adequacy of open space resources in the future, both with and without the Proposed Actions. In addition, qualitative factors are considered in assessing the Proposed Actions' effects on open space resources.

In accordance with *CEQR Technical Manual* methodologies*,* the open space study area is generally defined by a reasonable walking distance that users would travel to reach local open space and recreational resources. That distance is typically a half-mile radius for residential projects and a quarter-mile radius for commercial projects with a significant worker population.

Open Space Study Area

Pursuant to *CEQR Technical Manual* guidance, the residential open space study area includes all census tracts that have at least 50 percent of their area located within a half mile of the Project Area and all open spaces within it that are publicly accessible.[3] As described above, residents typically walk up to a half (1/2) mile for recreational spaces.

The Project Area consists of Brooklyn Block 1192, Lots 63, 66, and parts of Lots 1, 46, 77, and 85. The Project Area contains the Proposed Development Site, which is made up of Block 1192, Lots 63 and 66. The Project Area and Proposed Development Site are located on the block bound by Montgomery Street,

[3] Pursuant to the *CEQR Technical Manual,* "public" open space that is analyzed under CEQR is defined as open space that is accessible to the public on a constant and regular basis for active and passive recreation, including for designated daily periods. Public open space may be under government or private jurisdiction.

Franklin Avenue, Sullivan Place, and Washington Avenue in the Crown Heights neighborhood of Brooklyn Community District (CD) 9.

The *CEQR Technical Manual* recommends that the residential open space study area be comprised of all census tracts that have at least 50 percent of their area located within a ½-mile of a project area. Given the size of the census tracts located within the residential study area, strict adherence to this guidance would result in demographics that are not representative of the geographical areas that typically define a reasonable walking distance that residents would travel to reach open space and recreational areas. Specifically, census tract 177 (presented in **Figure 3-1**) does not meet the threshold of 50 percent of its area within the half-mile radius due to its large size. However, with the exclusion of Census Tract 177, the entire western quadrant of the ½-mile radius would be excluded during the analysis of the Proposed Actions. Therefore, the study area boundaries were adjusted at the western edge to include the portion of census tract 177 that is located within ½-mile of the Project Area. As shown in **Figure 3-1**, the ½-mile open space study area includes the following census tracts in their entirety: census tracts 213, 321, 323, 325, 327, 798.01, 798.02, and 800. Additionally, as discussed above, the portion of census tract 177 located within a ½-mile of the Project Area that is publicly accessible and free of charge (i.e., excluding the Prospect Park Zoo) has been included in the open space calculations.

Analysis Framework

Indirect Effects Analysis

As described in the *CEQR Technical Manual*, open space can be indirectly affected by a proposed action if the project would add enough population, either workers or residents, to noticeably diminish the ability of an area's open space to serve the existing or future populations. Indirect effects may occur when the population generated by a proposed action overtaxes the capacity of existing public open spaces so that the service provided to existing and future populations in the area would be diminished substantially or noticeably.

As part of the preliminary assessment for open space, a project should be reviewed to determine if it is located in an area of the City within a Walk to a Park Service Area. A Walk to a Park Service Area (WtPSA) is a part of the *OneNYC 2050 Building a Strong and Fair City* plan, in which New York City has laid out a goal for 85 percent of New York City residents living within walking distance of a park by 2030. Existing areas located within a WtPSA are within walking distance of a park (i.e., 0.5-miles). Areas not located within a WtPSA are considered "walk gaps;" they are areas of New York City that are not within walking distance to a park. As shown in **Figure 3-2**, the proposed rezoning area is located within an area that has been identified as an area that is within walking distance of a park (i.e., not a walk gap area). As shown in **Figure 3-2**, the southeast portion of the residential open space study area is not within the WtPSA.

With an inventory of available open space resources and potential users, the adequacy of open space in the study area can be assessed both quantitatively and qualitatively. The quantitative approach computes the ratio of open space acreage to the population in the study area and compares this ratio with certain guidelines. The qualitative assessment examines other factors that can affect conclusions about adequacy, including proximity to additional resources beyond the study area, the availability of private recreational facilities, and the demographic characteristics of the area's population. Specifically, the analysis in this chapter includes:

- Characteristics of residential users. To determine the number of residents in the study area, 2020 Census data have been compiled for the census tracts comprising the open space study area.

Figure 3-1
Open Space Study Area

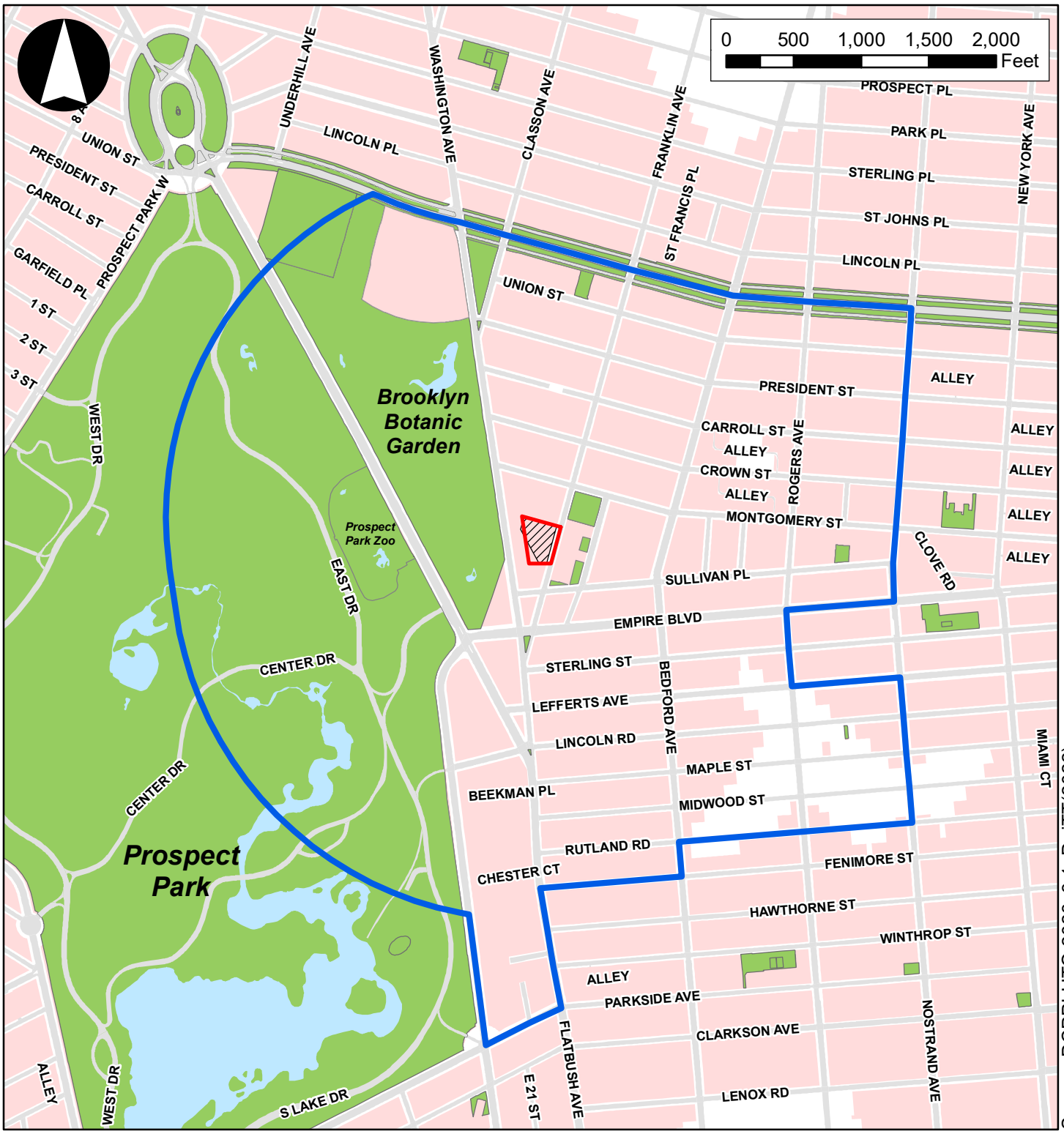


Source: DCPPLUTO 2023v3.1; DoiTT(2022)

Legend

- Development Site
- Proposed Rezoning Area
- Half-Mile Radius
- 213 2020 Census Tracts
- Open Space Study Area
- Open Space

Figure 3-2
Walk to a Park Service Area



Source: DCPPLUTO 2023v3.1; DoiTT(2022)

Legend

- Development Site
- Proposed Rezoning Area
- Open Space Study Area
- Open Space
- Walk to a Park Service Area

- An inventory of all publicly accessible passive and active recreational facilities in the open space study area.
- An assessment of the quantitative ratio of open space in the study area by computing the ratio of open space acreage to the population in the study area and comparing this open space ratio with the City's planning goal.-In New York City, the optimal open space ratio for residential populations is 2.5 acres of open space per 1,000 residents. Ideally, this would be comprised of a balance of 80 percent active open space (2.0 acres per 1,000 residents) and 20 percent passive open space (0.5 acres per 1,000 residents).
- An evaluation of qualitative factors affecting open space use.
- A determination of the adequacy of open space in the residential open space study area for existing, No-Action, and With-Action conditions.

Impact Assessment

As described in the *CEQR Technical Manual,* the significance of an action's effects on an area's open spaces is determined using both quantitative and qualitative factors, as compared to the No-Action condition. The determination of significance is based upon the context of an action, including its location, the quality and quantity of the open space in the future With-Action condition, the types of open space provided, and any new open space provided by the action.

An action's potential effects on an area's open space are based, in part, on how a project would change the open space ratios in the study area, as well as other qualitative considerations. According to the *CEQR Technical Manual*, a project that would reduce the open space ratio by more than the general guidelines for the open space percentage change shown in **Table 3-1** may be considered significant, as these reductions may result in overburdening existing facilities or further exacerbating a deficiency in open space. As shown in **Table 3-1**, the guidance for tolerated percent change in open space ratio is determined based on the open space ratio ranges outlined in the *CEQR Technical Manual*. In areas that are within a WtPSA, a greater percentage of change (more than five percent) may be tolerated.

TABLE 3-1
Guidance for Percentage Change in Open Space Ratio

Open Space Ratio Range	Percent Change in Open Space Ratio
2.01 to 2.50 or Greater	5%
1.51 to 2.0	4%
1.01 to 1.5	3%
0.51 to 1.0	2%
0.50 or Less	1%
*2.5 open space ratio is the planning goal in New York City.	

Source: Table 7-1 in Chapter 7, "Open Space" of the 2021 *CEQR Technical Manual.*

In addition to the quantitative factors cited above, the *CEQR Technical Manual* also recommends consideration of qualitative factors in assessing the potential for open space impacts. These include the availability of nearby destination resources, the beneficial effects of new open space resources provided by a project, and the comparison of projected open space ratios with the City's established planning goal for open space.[4] The assessment should consider the balance of passive and active open space. A larger

[4] The City planning goal for open space is 2.5 acres per 1,000 residents and optimally distributed as 80 percent active open space (or 2.0 acres per 1,000 residents) and 20 percent passive open space (or 0.5 acres per 1,000 residents).

percentage of active space is usually preferred; given the physical space requirement for active open space uses are significantly greater. It is recognized that the open space ratios of the City guidelines described above are not feasible for many areas of the City, and they are not considered impact thresholds on their own. Rather, these benchmarks indicate how well an area is served by open space. Determinations as to what constitutes a significant adverse open space impact are not based solely on the results of the quantitative assessment. Qualitative considerations such as the distribution of open space, whether a site is within a WtPSA, the distance to regional parks, the connectivity of open space, and any additional open space provided by the proposed project, should be considered in a determination of significance.

D. DETAILED ANALYSIS

Existing Conditions

Study Area Population

To determine the residential population served by existing open space resources, 2020 Census data were compiled for the census tracts comprising the ½-mile study area. As shown in **Table 3-2**, the study area has a total residential population of approximately 34,365.

Within a given area, the age distribution of a population affects the way open spaces are used and the need for diverse types of recreational facilities. Typically, children four years old or younger use traditional playgrounds that have play equipment for toddlers and preschool children. Children ages five through nine typically use traditional playgrounds, as well as grassy and hard-surfaced open spaces, which are important for activities such as ball playing, running, and skipping rope. Children aged ten through fourteen use playground equipment, court spaces, Little League fields, and ball fields. Teenagers' and young adults' needs tend toward court game facilities such as basketball and field sports. Adults between the ages of 20 and 64 continue to use court game facilities and fields for sports, as well as more individualized recreation such as rollerblading, biking, and jogging, requiring bike paths, promenades, and vehicle-free roadways. Adults also gather with families for picnicking, ad hoc active sports such as Frisbee®, and recreational activities in which all ages can participate. Senior citizens engage in active recreation such as tennis, gardening, and swimming, as well as recreational activities that require passive facilities.

TABLE 3-2
Existing Residential Population in the ½-Mile Study Area

Census Tract	Residential Population
213	3,895
321	5,488
323	3,509
325	6,218
327	3,074
798.01	2,957
789.02	5,647
800	3,562
177[5]	15
Total	***34,365***

Source: 2020 Census

The residential population of the study area was also broken down by age group.[6] As shown in **Table 3-3**, people between the ages of 20 and 64 make up the majority (67.1 percent) of the residential population. Children and teenagers (0 to 19 years old) account for approximately 18 percent of the entire residential population, and persons 65 years and over account for slightly less than 15 percent of the residential study area population. Based on this data, the peak hours of open space demand would be expected to be concentrated during weekends and the early morning and late afternoon to evening hours during the week, as it could be assumed that most residents aged 20 to 64 would work or attend school on weekdays.

TABLE 3-3
Residential Population Age Distribution in the ½-Mile Study Area

Age Category*	Residential Population	Percent of Population
Under 5 years old	997	2.9%
5 to 9 years	1,443	4.2%
10 to 14 years	1,924	5.6%
15 to 19 years	1,821	5.3%
20 to 64 years	23,059	67.1%
65 years and older	5,120	14.9%

Note: *Age group percentages based on 2016-2020 Five Year ACS data
Source: 2020 Census and 2016-2020 Five-Year American Community Survey (ACS)

Inventory of Publicly Accessible Open Space

According to the *CEQR Technical Manual*, open space may be public or private and may be used for active or passive recreational purposes. Pursuant to the *CEQR Technical Manual*, public open space is defined as facilities open to the public at designated hours on a regular basis and is assessed for impacts under CEQR guidance, whereas private open space is not accessible to the public on a regular basis and is therefore only considered qualitatively. Field surveys and secondary sources were used to determine the number, availability, and condition of publicly accessible open space resources in the study area.

[5] The 2020 Census lists a population of fifteen for census tract 177 though there are no known residential buildings within the tract. This population is conservatively included in the quantitative residential open space analysis.
[6] Aside from age groups under/over 18 years of age, the 2020 US Census data does not include detailed information about residential age groups. As such, the residential population age groups were determined based on the percentage of age group characteristics provided in the 2016-2020 Five-Year American Community Survey (ACS) data and applied to 2020 Census data.

An open space is determined to be active or passive by the uses that the design of the space allows. Active open space is the part of a facility used for active play such as sports or exercise and may include playground equipment, playing fields and courts, swimming pools, skating rinks, golf courses, and multi-purpose play areas (open lawns and paved areas for active recreation such as running games, informal ball-playing, skipping rope, etc.). Passive open space is used for sitting, strolling, and relaxation, and typically contains benches, walkways, and picnicking areas.

Within the defined study area, all publicly accessible open spaces were inventoried and identified by their location, size, owner, type, utilization, equipment, hours, and condition. The information used for this analysis was gathered through field inventories conducted in November 2022, DPR's website, and other secondary sources of information.

The condition of each open space facility was categorized as "Excellent," "Good," "Fair," or "Poor." A facility was considered in excellent condition if the area was clean and attractive and if all equipment was present and in good repair. A good facility had minor problems such as litter or older but operative equipment. A fair or poor facility was one that was poorly maintained, had broken or missing equipment or lack of security, or other factors that would diminish the facility's attractiveness. Determinations were made subjectively, based on a visual assessment of the facilities.

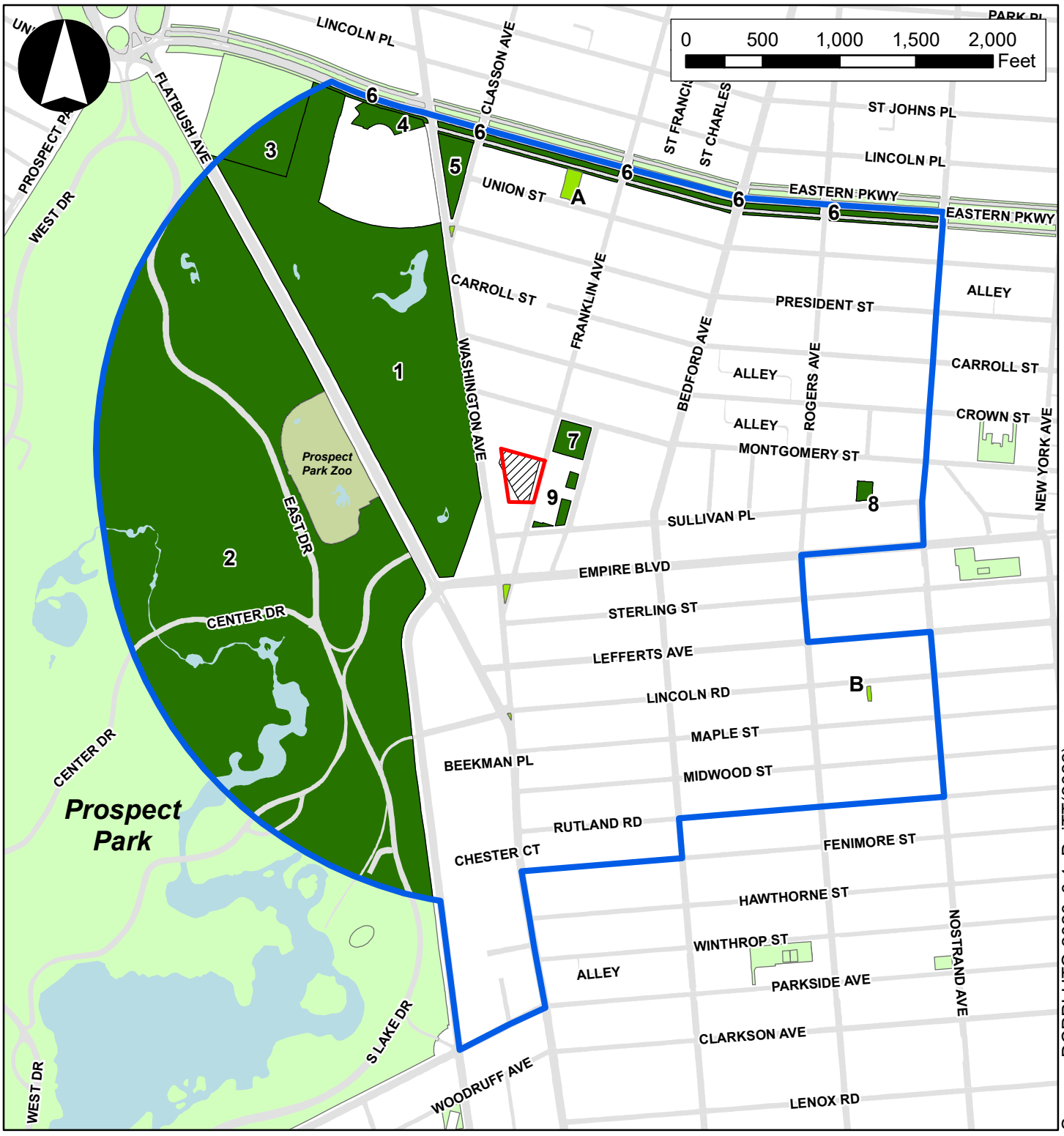
Likewise, judgments as to the intensity of use of the facilities were qualitative, based on an observed degree of activity or utilization on a weekday afternoon. If a facility was at or near capacity (i.e., the majority of benches or equipment was in use), then utilization was considered heavy. If the facility or equipment were in use but could accommodate additional users, utilization was considered moderate. If a playground or sitting area had few people, usage was considered light. **Table 3-4** identifies the address, ownership, hours, and acreage of active and passive open spaces in the study area, as well as their condition and utilization. **Figure 3-3** maps their location in the study area.

Open Space Resources

As shown in **Figure 3-3** and **Table 3-4**, there are nine publicly accessible open space resources located in the ½-mile open space study area. These open space resources are primarily located in the northern and western portions of the study area. In addition, there are two community gardens located within the ½-mile study area that are not included in the quantitative analysis because they do not provide consistent public hours or do not include seating or other amenities. There are also several traffic islands maintained by the New York City Department of Transportation (DOT) Greenstreets program. These small, landscaped areas do not provide seating or any other amenities and are not included in the analysis.

The study area contains a total of approximately 192.99 acres of publicly accessible open space, of which approximately 71.77 acres (37.2 percent) comprise active open space uses and approximately 121.23acres (62.8 percent) comprise passive open space uses (refer to **Table 3-4**).

Figure 3-3
Open Space Resources



Source: DCPPLUTO 2023v3.1; DoiTT(2022)

Legend

- Development Site
- Proposed Rezoning Area
- Open Space Study Area
- 1 Open Space Resources Included in Quantitative Analysis (refer to Table 3-4)
- A Open Space Resources Not Included in Quantitative Analysis (refer to Table 3-4)
- Prospect Park Zoo (Not Included in Quantitative Analysis)
- Open Space Outside Study Area

TABLE 3-4: Inventory of Existing Open Space and Recreational Resources in Study Area

Map No. [1]	Name	Address	Owner/ Agency [3]	Amenities	Hours of Access	Total Acres	Active		Passive		Condition & Utilization
							%	Acres	%	Acres	
Open Space Resources Included in Quantitative Assessment											
1	Brooklyn Botanic Garden	Located adjacent to Eastern Parkway and Flatbush and Washington Avenues	NYC Parks	Botanic Garden	Seasonal variations in public hours; Additional details provided in chapter text	47.57	0	0	100	47.57	Excellent Condition/High Utilization
2	P/O of Prospect Park (Scenic Landmark)[3]	Located adjacent to Flatbush and Ocean Avenues	NYC Parks	Playgrounds, Carousel, Benches, walking paths, Hiking trails, Bike paths, Lawns, Landscaping, Forest	5AM to 1AM	134.4 [(3)]	50	67.20	50	67.20	Excellent Condition/High Utilization
3	P/O of Mount Prospect Park[3]	Located between Eastern Parkway and Flatbush Avenue	NYC Parks	Playground, Walking paths, Benches, Lawn, Landscaping, Trees	6AM to Dusk	3.24 [(3)]	30	0.97	70	2.27	Excellent Condition/ Moderate Utilization
4	Brooklyn Museum Plaza	Located adjacent to Eastern Parkway and Washington Avenue	DCLA	Benches, Sitting areas, Water features, Landscaping, Trees	Dawn to Dusk	0.90	0	0	100	0.90	Excellent condition/High utilization
5	Dr. Ronald McNair Park	Bounded by Eastern Parkway, Classon Avenue, and Washington Avenue	NYC Parks	Walking paths, Benches, Game tables, Lawn, Landscaping, Trees	6AM to 12AM	1.36	10	0.14	90	1.22	Excellent Condition/Low Utilization
6	P/O of Eastern Parkway (Scenic Landmark)[3]	Located between Underhill and Nostrand Avenues	NYC Parks/DOT	Benches, Walking paths, Bike paths, Landscaping, Trees	24 Hours	3.78 [(3)]	50	1.89	50	1.89	Excellent Condition/Low Utilization
7	Jackie Robinson Playground	Montgomery Street between Franklin Avenue and McKeever Place	NYC Parks/DCAS/ DOE	Basketball and Handball courts, Playgrounds, Fitness equipment, Benches, Game tables, Trees, Spray Showers	Jointly Operated Playground: When school is in session: Open to the public after school hours until dusk; When school is out of session: 8 AM to Dusk	1.00	90	0.90	10	0.10	Good Condition/ Moderate Utilization
8	Dodger Playground	Sullivan Place between Rogers and Nostrand Avenue	NYC Parks	Playgrounds, Spray showers, Benches, Landscaping, Trees	6AM to Dusk	0.29	90	0.26	10	0.03	Excellent Condition/Low Utilization
9	P.S. 375K Community Playground	Located adjacent to McKeever Place and Sullivan Place	NYC Parks/DCAS/ DOE	Playgrounds, multi-purpose sports field, Basketball hoops, Game tables, Benches, Landscaping, Trees, Garden	School to Playground site; When school is in session: Open to the public after school hours until dusk; When school is out of session: 8 AM to Dusk	0.45	90	0.41	10	0.05	Excellent condition/Low utilization
					½-Mile Study Area Total	**192.99**	**37.2**	**71.77**	**62.8**	**121.23**	

TABLE 3-4 (cont.): Inventory of Existing Open Space and Recreational Resources in Study Area

Map No .[1]	Name	Address	Owner/ Agency [3]	Amenities	Hours of Access	Total Acres	Active		Passive		Condition & Utilization
							Acres	%	Acres	%	
Open Space Resources Not Included in Quantitative Assessment											
A	Union Street Garden and Community Development	1029 Union Street	NYC Parks	Community Garden	-	0.43	-	-	0.43	100	-
B	Lincoln Road Garden	316 Lincoln Road	NYC Parks	Community Garden	-	0.06	-	-	0.06	100	-
Total Open Space Acreage Not Included in Quantitative Analysis:						**0.49**	**-**	**-**	**0.49**	**100**	

Sources: PHA site visits conducted in November 2022

Notes:

[1] Refer to **Figure 3-3**.

[2] NYC Parks = New York City Department of Parks and Recreation; DOE = New York City Department of Education; DOT = New York City Department of Transportation; DCAS = New York City Department of Citywide Administrative Services; DCLA = New York City Department of Cultural Affairs.

[3] Only the portions of Prospect Park, Mount Prospect Park, and Eastern Parkway located within a ½-mile of the Project Area are included in the quantitative analysis.

The open space resources located closest to the Project Area are the one-acre Jackie Robinson Playground (Map No. 7) and the 0.45-acre P.S. 375K Community Playground (Map No. 9, Refer to **Figure 3-3**) Both playgrounds are programmed with an array of uses, including basketball and handball courts, playgrounds, and fitness equipment for active recreation, and game tables and benches for passive recreation.

Immediately west of the Project Area is Brooklyn Botanic Garden (Map No. 1). The 47.57-acre open space is under the jurisdiction of NYC Parks and operated as a not-for-profit corporation. The garden includes numerous themed plant collections, gardens, and pavilions, as well as a plaza, a terrace, an esplanade, and many paved paths, sitting areas, and benches. The garden is in excellent condition and is highly utilized. Although the garden is a publicly owned open space, an admission fee exists to fund operations. However, admission is free to members and children aged twelve and under; admission is also free to the public on weekdays (Tuesday to Friday) from December through February and on Friday mornings before 12PM between March and November.

To the northwest of the Project Area is the 1.36-acre Dr. Ronald McNair Park (Map No. 5). The park includes walking paths, benches, and game tables. To the west of Dr. Ronald McNair Park is the 0.90-acre Brooklyn Museum Plaza (Map No. 4). The plaza, which is operated by the New York City Department of Cultural Affairs (DCLA), includes benches, sitting areas, water features, and landscaping. Also located in the northwest portion of the open space study area is approximately 3.24 acres of the 7.79-acre Mount Prospect Park (Map No. 3). This park includes play equipment, swings, game tables, benches, and a spray shower.

Immediately north of Dr. Ronald McNair Park, running east to west through the open space study area is the 63.64-acre Eastern Parkway (Map No. 6), of which approximately 3.78 acres are located within the open space study area (refer to **Figure 3-3**). The Parkway, a designated Scenic Landmark, includes bike paths, paths for walking and jogging/running, and benches. Finally, approximately half-a-mile to the east of the Project Area, on Sullivan Place between Nostrand and Rogers Avenues, is the 0.29-acre Dodger Playground (Map No. 8). The playground is operated by NYC Parks and includes playgrounds, spray showers, and benches.

Assessment of Open Space Adequacy

Quantitative Assessment

The following analysis of the adequacy of existing open space resources within the study area takes into consideration the ratios of active, passive, and total open space resources per 1,000 residents. As an optimal planning goal, the City tries to achieve an overall residential open space ratio of 2.5 acres per 1,000 residents (80 percent [2 acres] active and 20 percent [0.5 acres] passive) for large-scale plans and proposals. Although a typical population mix may call for such a goal, it is often not feasible for many areas of the City (especially higher density areas). Therefore, the City does not consider these ratios as an open space policy for every neighborhood. Rather, the ratios serve as benchmarks that represent how well an area is served by open space.

As previously stated, there are 192.99 acres of publicly accessible open space, including approximately 71.77 acres (approximately 37.2 percent) of active open space and approximately 121.23acres (approximately 62.8 percent) of passive open space. With a residential population of 34,365, the total open space ratio for residents is 5.62 acres per 1,000 residents, which is greater than the City's planning guideline of 2.5 acres of parkland per 1,000 residents (see **Table 3-5**). The study area's active open space

ratio (2.09 acres per 1,000 residents) is greater than the City's planning guideline of 2.0 acres per 1,000 residents. The area's passive open space ratio (3.53 acres per 1,000 residents) is greater than the City's planning guideline of 0.5 acres per 1,000 residents.

TABLE 3-5
Adequacy of Open Space Resources in the Study Area – Existing Conditions

		Open Space Acreage			Open Space per 1,000 Residents			City Open Space Planning Goals		
	Population	Total	Active	Passive	Total	Active	Passive	Total	Active	Passive
Residents	34,365	192.99	71.77	121.23	5.62	2.09	3.53	2.5	2.0	0.5

Qualitative Assessment

The residential study area contains a mixture of recreational facilities, with approximately 37.2 percent dedicated to active uses and 62.8 percent dedicated to passive uses. As detailed above, under existing conditions, the total open space ratio, active open space ratio, and the passive open space ratio are above the City's planning guidelines (refer to **Table 3-5**).

As shown in **Table 3-4** and **Figure 3-3**, the residential study area open spaces include a wide variety of actively programmed open spaces appropriate for the residential user groups. As noted above, the study area includes a high percentage of adults (Refer to **Table 3-2**). As indicated in the CEQR Technical Manual, adults tend to use court facilities for sports, as well as spaces for more individualized forms of recreation, such as rollerblading, biking, and jogging, which require bike paths, esplanades, and vehicle-free roadways. Adults also gather with families for picnicking or ad hoc active sports such as Frisbee. Five of the residential study area's nine open spaces include such facilities (refer to **Table 3-4**). Further, some passive spaces can be used for both passive and active recreation, such as lawns or walkways that can be used for ball playing, jogging/running, or rollerblading. In addition, as noted in **Table 3-4**, a majority of open space resources located in the study area are in excellent or good condition.

As noted in **Table 3-4** and described above, only 134.4 acres of the 526-acre Prospect Park, only 3.78 acres of the 63.64-acre Eastern Parkway, and only 3.24 acres of the 7.79-acre Mount Prospect Park are located within the residential open space study area. The remaining portion of these parks, located immediately adjacent to the boundaries of the open space study area, would likely be utilized by study area residents. As detailed above, all three open space resources contain a variety of active and passive recreational uses, and are in excellent condition. Additionally, as Prospect Park is considered a major regional park, it is likely that residents would travel farther than the ½-mile extent of the open space study area to enjoy its open space and varied recreational amenities. As such, it is expected that the remaining portions of Prospect Park, Eastern Parkway, and Mount Prospect Park not included in the quantitative analysis above would provide additional open space activities for residents of the residential study area.

Additionally, as noted in **Table 3-4** and described above, there are two community gardens located in the residential open space study area. The 0.43-acre Union Street Garden and Community Development (Map Letter A) is located to the north of the Project Area. The 0.06-acre Lincoln Road Garden (Map Letter B) is located southeast of the Project Area. Both are owned and operated by NYC Parks. Although these open spaces are publicly owned, they do not provide consistent public hours or do not include seating or other amenities. As such, they are conservatively not included in the quantitative analysis above.

It should be noted that the 12-acre Prospect Park Zoo is located within the portion of Prospect Park located in the residential open space study area (refer to **Figure 3-3**). The zoo is a publicly owned open

space that charges an admission fee for anyone over the age of two. Unlike the Brooklyn Botanic Garden, the Prospect Park Zoo does not at any point offer free admission to the public. As the Prospect Park Zoo is located in the residential open space study area, it is likely to be utilized by study area residents. However, as there is an admission fee with no available times for free public access, this open space resource is not included in the quantitative analysis. Similarly, the Major R. Owens Health & Wellness Community Center, a community recreation center with a swimming pool, fitness center, basketball courts, and a flexible multi-sport court space, is within the study area but requires a paid membership and does not offer free admission to the public. This resource is also likely to be utilized by area residents but is not included in the open space analysis.

E. THE FUTURE WITHOUT THE PROPOSED ACTIONS (NO-ACTION CONDITION)

In the absence of the Proposed Actions, the Applicant would proceed with the as-of-right development of a seven-story, approximately 235,482-gsf residential building containing approximately 168 DUs on the Proposed Development Site (refer to **Chapter 1, Project Description**). No open space would be provided at the Proposed Development Site under No-Action conditions.

Study Area Population

As presented below in **Table 3-6**, 11 residential developments (in addition to the No-Action development expected on the Proposed Development Site) are anticipated to be completed within the ½-mile open space study area in the future without the Proposed Actions by 2027, which would increase the residential population within the study area. Including the No-Action development on the Proposed Development Site, these No-Action developments are anticipated to add 1,470 new residential units to the study area. **Table 3-6** shows that these No-Action developments are anticipated to increase the ½-mile study area population by approximately 3,704 residents, for a total residential population of 38,069 by 2027. The location of these anticipated developments is shown in **Figure 3-4.**

TABLE 3-6
Known or Planned No-Action Developments within the ½-Mile Study Area

Map No.[1]	Address	Dwelling Units (DUs)	Estimated Residents [2]
-	962-972 Franklin Avenue (Proposed Development Site)	168	423
1	956 Franklin Avenue	293	738
2	268 Sullivan Place	37	93
3	996 Carroll Street	10	25
4	1 Sullivan Place	52	131
5	175 Sullivan Place	2	5
6	259 Rutland Road	10	25
7	931 Carroll Street	214	539
8	54 Crown Street	569	1434
9	68 Sterling Street	1	3
10	1042 President Street	57	144
11	1730 Bedford Avenue	57	144
	Half-Mile Total	***1,470***	***3,704***

Source: NYC DOB, April 2024; YIMBY.
Notes:
[1] Refer to **Figure 3-4**
[2] The estimated number of residents added due to No-Action development is based on average household sizes of 2.52 persons for Brooklyn Community District (CD) 9 according to the 2020 Census.



Source: DCPPLUTO 2023v3.1; DoiTT(2022)

Legend

- Development Site
- Proposed Rezoning Area
- Open Space Study Area
- Open Space
- No-Build Developments (refer to Table 3-6)

Open Space Resources

No changes that would increase or decrease the amount of open space resources within the study area are anticipated in the 2027 No-Action condition. As such, as under existing conditions, open space in the ½-mile open space study area would total 192.99 acres, comprised of 71.77 acres of active open space and 121.23 acres of passive open space.

While there are no planned changes to open space resources that would increase or decrease the overall study area acreage, NYC Parks has several capital projects planned within the ½-mile study area. In the portion of Mount Prospect Park that is located within the study area, NYC Parks plans to reconstruct pavement at various locations within the park. This reconstruction project is currently in the procurement phase, which began in December 2020. In the portion of Prospect Park located within the study area, NYC Parks is also carrying out the reconstruction of pavement at various locations within the park (currently in the procurement phase, which began in December 2020).

Although no completion dates have been established for these reconstruction projects, it is expected that these improvement projects at Mount Prospect Park and Prospect Park would be fully implemented in the 2027 No-Action condition. While the capital projects would not add any additional open space acreage to the ½-mile study area, the projects would improve the conditions and functionality of the two open spaces.

Open Space Adequacy

In the 2027 No-Action condition, the additional population introduced to the ½-mile study area would increase the demand on the area's open space resources (i.e., would reduce the residential open space ratios). As indicated in **Table 3-7**, the No-Action total, active, and passive open space ratios per 1,000 residents are expected to decrease to 5.07, 1.89, and 3.18, respectively, from 5.62, 2.09, and 3.53, respectively, under existing conditions. Like existing conditions, the total and passive open space ratios would both remain at or above the City's optimal planning guidelines.

TABLE 3-7
Adequacy of Open Space Resources in the Study Area – No-Action Conditions

		Open Space Acreage			Open Space per 1,000 Residents			City Open Space Planning Goals		
	Population	Total	Active	Passive	Total	Active	Passive	Total	Active	Passive
Residents	38,069	192.99	71.77	121.23	5.07	1.89	3.18	2.5	2.0	0.5

F. THE FUTURE WITHOUT THE PROPOSED ACTIONS (WITH-ACTION CONDITION)

Direct Effects

A direct effects assessment was conducted in accordance with the definitions provided in Section 210 of the *CEQR Technical Manual* chapter 7 and the impact significance criteria specified in Section 410 of the chapter. No publicly accessible open space is currently located in the Project Area. Therefore, the Proposed Actions would not result in the physical loss of publicly accessible open space. In addition, as discussed in other chapters of this EIS, the Proposed Actions would not cause increased noise or air pollutant emissions that would affect the usefulness of any study area open space, whether on a

permanent or temporary basis. However, as detailed in **Chapter 4, "Shadows,"** portions of the Brooklyn Botanic Garden and Jackie Robinson Playground would receive significant amounts of incremental shadow from the Proposed Project. Incremental shadows from the Proposed Project would threaten the vitality of vegetation within the garden and would affect the garden's usefulness or enjoyment for residents. The duration of incremental shadows and temporary complete coverage of the playground by shadows would affect the playground's usefulness or enjoyment by area residents. Therefore, the Proposed Actions would result in direct significant adverse open space impacts at the Brooklyn Botanic Garden and Jackie Robinson Playground.

Apart from shadows impact disclosed herein, the Proposed Actions would not change the use of a publicly accessible open space so that it no longer serves the same user population, nor would it limit public access to any open spaces. Therefore, no other significant adverse direct effects on open space would occur as a result of the Proposed Actions.

Indirect Effects

This section describes the open space conditions that would result from the Proposed Actions by 2027. It evaluates the potential for the Proposed Actions to result in significant adverse indirect impacts to open space resources based on a comparison of the No-Action condition (described above) to the With-Action condition.

Study Area Population

As described in **Chapter 1, "Project Description,"** in the future with the Proposed Actions, the Proposed Project would introduce approximately 475 DUs to the Proposed Development Site. This would result in an incremental increase of approximately 307 DUs over No-Action conditions. Based on the average household size of 2.52 residents per DU in Community District 9 in the 2020 Decennial Census, the Proposed Actions are expected to introduce a net increase of approximately 774 residents over the No-Action condition, and would therefore increase the study area's population to 38,843 residents in the 2027 With-Action condition.

Open Space Resources

The Proposed Actions would neither introduce new open space to the study area nor remove existing open space. As such, publicly accessible open space in the ½-mile open space study area would continue to total 192.99 acres, comprised of 71.77 acres of active open space and 121.23 acres of passive open space.

Quantitative Assessment

As noted above, the open space impact analysis consists of both quantitative and qualitative assessments. The quantitative assessment considers how a proposed action(s) could change the open space ratios in the study area.

Under the With-Action condition, the total open space ratio in the study area would decrease from 5.07 acres per 1,000 residents in the No-Action to 4.97 acres per 1,000 residents in the With-Action (see **Table 3-8**). The active and passive open space ratio would also decrease compared to No-Action conditions,

from 1.89 to 1.85 acres per 1,000 residents and from 3.18 to 3.12 acres per 1,000 residents, respectively. The total and passive ratios would continue to be above the city's guidance ratio of 2.5 and 0.5 acres per 1,000 residents, respectively. However, the active open space ratio would fall below the guidance of 2.0 acres per 1,000 residents.

TABLE 3-8
Adequacy of Open Space Resources in the Study Area – With-Action Conditions

		Open Space Acreage			Open Space per 1,000 Residents			City Open Space Planning Goals		
	Population	Total	Active	Passive	Total	Active	Passive	Total	Active	Passive
Residents	38,843	192.99	71.77	121.23	4.97	1.85	3.12	2.5	2.0	0.5

Qualitative Assessment

In the future with the Proposed Actions, the study area would continue to be well served by open space, and would continue to meet the goals set by DCP for total, active, and passive open space ratios per 1,000 residents. In particular, the total and passive open space ratios in the With-Action condition would continue to significantly exceed these goals, with both ratios over double the optimal number. All of the open space resources included in the quantitative analysis were found to be in good or excellent condition, with all but one of the resources found to be in excellent condition. In addition, the open spaces offer a variety of passive and active recreational amenities, ranging from sitting areas, playgrounds, basketball and handball courts, spray showers, and outdoor pools.

The demand for open space generated by the Proposed Actions is not expected to significantly exacerbate the No-Action deficiency, with less than a two percent decrease in the study area's total open space ratio. The population added because of the Proposed Actions is not expected to noticeably affect utilization of the area's open spaces. As noted above, most of the study area open space resources are in excellent condition, and therefore, could likely manage additional demand. In addition, the population generated by the Proposed Actions is not expected to have any special characteristics, such as a disproportionately older or younger population, that would place heavy demands on facilities that cater to specific user groups; the residents in the future with the Proposed Actions are expected to exhibit similar characteristics to the current residents of the study area and the breakdown of the population is expected to remain the same.

As detailed above, approximately 134.4 acres of the 526-acre Prospect Park, approximately 3.78 acres of the 63.64-acre Eastern Parkway, and approximately 3.24 acres of the 7.79-acre Mount Prospect Park are located within the ½-mile open space study area. The remaining portions of these parks, located immediately adjacent to the boundaries of the study area, are accessible to study area residents. Additionally, as Prospect Park is a major regional park, it is expected that residents would travel farther than a ½-mile to visit this open space resource. The additional acreage includes a mix of active and passive recreational facilities and uses. Additionally, as detailed above, the ½-mile study area includes two community gardens, as well as the Prospect Park Zoo, which provide additional open space acreage and are all located in close proximity to the Project Area, though they are not included in the quantitative analysis.

Determining Impact Significance

According to the 2021 *CEQR Technical Manual*, a significant adverse open space impact may occur if proposed actions would reduce the open space ratio by more than the general guidelines for the open space percentage change provided in **Table 3-9**.

TABLE 3-9
Detailed Assessment- Percentage Change Guidance to Determine Possible Open Space Impact

Total Open Space Ratio Range*	Active Open Space Ratio Range*	Passive Open Space Ratio Range*	Percentage Change in Open Space ratio Signifying a Possible Adverse Open Space Impact
2.01 to 2.50 Or greater	1.61 to 2.0 Or greater	0.41 to 0.50 Or greater	5%
1.51 to 2.00	1.21 to 1.60	0.31 to 0.40	4%
1.01 to 1.50	0.81 to 1.20	0.21 to 0.30	3%
0.51 to 1.00	0.41 to 0.80	0.11 to 0.20	2%
0.50 or less	0.01 to 0.40	0.01 to 0.10	1%
* 2.5 open space ratio is the planning goal in NYC, with optimal distribution goal of 2.0 active open space ratio and 0.5 passive open space ratio.			

Source: Table 7-5 in Chapter 7, "Open Space" of the 2021 *CEQR Technical Manual.*

Table 3-10 expresses the percentage change from No-Action to With-Action conditions for the study area. As noted previously, in the future with the Proposed Actions, ratios of open spaces to residents would continue to be lower than the optimal planning goals furnished by DCP. As shown in **Table 3-10**, the study area's total open space ratio in the future with the Proposed Actions would be 4.97 acres per 1,000 residents, which represents a reduction of approximately 0.10 acres per 1,000 residents from No-Action conditions. The active open space ratio in the study area would decrease from 1.89 acres per 1,000 residents to 1.85 acres per 1,000 residents in the With-Action condition. The passive open space ratio for residents would decrease from 3.18 to 3.12 acres per 1,000 residents in the With-Action condition. From the No-Action to With-Action conditions, the total, active, and passive open space ratios would all decrease by approximately 1.99 percent.

TABLE 3-10
Comparison of No-Action to With-Action Open Space Ratios in the ½-Mile Study Area

Ratio	*CEQR Technical Manual* Open Space Optimal Planning Goal (acres per 1,000)	Open Space Ratios Per 1,000			Percent Change[7]
		Existing	No-Action	With-Action	Future No-Action to Future With-Action
Total – Residents	2.5	5.62	5.07	4.97	-1.99%
Passive – Residents	0.5	3.53	3.18	3.12	-1.99%
Active – Residents	2.0	2.09	1.89	1.85	-1.99%

The Proposed Actions would not result in an appreciable decrease in the study area open space ratios. Therefore, the Proposed Actions are not expected to result in a significant adverse indirect open space impact per *CEQR Technical Manual* guidance. The qualitative assessment also indicates that the quality and number of the study area open spaces combined with the availability of open spaces outside the study area would help to alleviate the burden on open spaces in the future With-Action conditions.

[7] Numbers have been rounded to two decimal places for clarity purposes and therefore may not result in the final calculation listed in the table when reverse calculating the percentage change in the open space ratios.

The residential open space study area would continue to have an abundance of open space in the future with the Proposed Actions, and the demand for open space generated due to the Proposed Actions are not expected to contribute to a significant or appreciable reduction in the total, active, or passive open space ratios per 1,000 residents within the study area. Moreover, the population added due to the Proposed Actions is not expected to adversely affect utilization of the area's open spaces. The Proposed Actions would result in a 1.99 percent decrease in total open space ratio as compared to No-Action conditions, and the total open space ratio in the future with the Proposed Actions would remain over double the DCP goal of 2.5 acres per 1,000 residents.

The study area's open space resources are numerous, large, and in good to excellent condition, offering a range of amenities, and could therefore manage significant additional demand. Residents of the study area would also continue to use additional open space resources not included in the quantitative assessment including the 526-acre Prospect Park. Therefore, while the Proposed Actions would result in an incremental decrease in total, passive, and active open space ratios in the future, given the level of decrease anticipated, the number, condition and array of amenities of study area open spaces, and the availability of additional open spaces conservatively not included in the quantitative analysis, the Proposed Actions are not expected to result in an indirect significant adverse impact on open space. In addition, the Proposed Actions would not have a direct effect on any study area open spaces due to construction or operation, but would have a direct significant adverse open space impacts from incremental shadows. The Proposed Actions would not result in the imposition of noise, air pollutant emissions, odors, or significant new shadows on public open spaces that may alter usability. Therefore, the Proposed Actions would not result in a significant adverse indirect open space impact, and further analysis is not needed.