DOWNTOWN **BROOKLYN** DEVELOPMENT

FINAL SCOPE OF ANALYSIS FOR AN ENVIRONMENTAL IMPACT STATEMENT (EIS)

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DEVELOPMENT SCENARIO AND FINAL SCOPE OF ANALYSIS FOR AN ENVIRONMENTAL IMPACT STATEMENT

A. INTRODUCTION

This Scope of Analysis for the Downtown Brooklyn Development project has been modified to address the concerns of elected officials, Brooklyn Community Board 2, interested city agencies, local civic associations, and interested members of the public. An Environmental Assessment Statement (EAS) and Draft Scope of Analysis was issued and distributed on April 15, 2003. A public scoping meeting was held on May 20, 2003 at Brooklyn Borough Hall to accept oral comments. Written comments on the Draft Scope were accepted through May 30, 2003, the close of the public comment period. The oral and written comments were considered in the preparation of this Final Scope. Changes to the Draft Scope of Analysis are indicated as double-underlined text. Relevant oral and written comments received on the Draft Scope are summarized in Appendix A, "Response to Comments."

B. PROJECT IDENTIFICATION

The Downtown Brooklyn Development project is a public planning effort to create opportunities for stimulating and integrating commercial, academic, cultural, and residential development in the Downtown Brooklyn area (see Figure 1). The project seeks to reinforce Downtown Brooklyn's role as a regional central business district; to provide viable development sites for future market cycles; to capture regional employment growth and strengthen New York City's economic base by attracting new businesses and retaining businesses considering relocation outside Manhattan; to increase opportunities for commercial, residential, and academic growth in Downtown Brooklyn; to promote connections between the area's commercial core and surrounding academic, cultural, and residential neighborhoods; and to reinforce the positive character of surrounding neighborhoods.

The project entails a number of public approvals, which are presented briefly below and further detailed in later sections:

- Zoning map amendment to increase the floor area ratio (FAR) of portions of the Special Downtown Brooklyn District (SDBD), to allow for greater commercial and residential density in the downtown area; to allow commercial use where such use is not currently allowed; to permit residential use on sites where such use is not currently allowed; and to expand the special district;
- Zoning text changes to the SDBD to provide special height and setback regulations and other massing controls for higher-density commercial districts, and new requirements for sidewalk widenings, security-gate transparency, indoor bicycle parking, signage controls, and subway stair relocation;
- Zoning text changes to the SDBD to add or remove requirements for ground-floor retail continuity, ground-floor glazing, street wall continuity, curb cut prohibition, and street tree planting on selected streets;
- Zoning text changes to the SDBD to extend the Schermerhorn Street Height Limitation Area "B" of 140 feet and establish a new Height Limitation Area "C" of 250 feet on the blocks

bounded by Smith, Nevins, Livingston, and Schermerhorn Streets and establish a height limit of 160 feet on the south side of Myrtle Avenue between Fleet Place and Ashland Place;

- Mapping actions that would demap the following existing streets: Red Hook Lane, between Fulton Street and Boerum Place; Pearl Street, between Fulton Street and Willoughby Street; Prince Street, between Flatbush Avenue Extension and Myrtle Avenue; and Fair Street between Fleet Place and Prince Street.
- Mapping actions that would widen Fleet Place from Willoughby Street to Fair Street and extend Fleet Place north from Fair Street to Myrtle Avenue; and widen the south side of Willoughby Street between Albee Square West/Gold Street and Flatbush Avenue Extension, and the south side of Myrtle Avenue between Flatbush Avenue Extension and Fleet Place;
- Amendment to the Brooklyn Center Urban Renewal Plan (BCURP) to extend the expiration date of the plan from 2010 to 2044; to extend the Urban Renewal project boundary by 10 blocks; to designate 59 lots within six proposed development sites; to remove certain previously designated urban renewal sites; to modify the definition of Commercial land use to permit residential and community facility uses; to modify the definition of Public Space land use to permit below-grade parking and accessory uses; to delete Industrial and Related use and Institutional/Commercial uses as land use categories; to eliminate Q parcels from the text and maps; and to revise the plan text to reflect the standard format for urban renewal plans;
- Amendment to the MetroTech Urban Renewal Plan to change the land use for Block 2060, Lot 8, from street widening to open space; to eliminate Q parcels from the text and maps, and to revise the plan text to reflect the standard format for urban renewal plans;
- Modification of the MetroTech General Large-Scale Development Special Permit to reallocate existing floor area, to allocate newly created floor area generated from the proposed rezoning of Block 142, Lot 1 [site C], and to clarify that commercial and community facility uses are allowed at this projected development site;
- Amendment to the Atlantic Terminal Urban Renewal Area Plan (ATURAP) to extend the expiration date of the plan from 2008 to 2044; to modify the definition of Commercial land use within the plan to permit community facilities and below-grade parking; to change the land use and eliminate restrictions on maximum floor area ratios and maximum commercial floor area for certain sites; to eliminate Q parcels from the text and maps; and to revise the plan text to reflect the standard format for urban renewal plans;
- Disposition of the City's interest in real property;
- Site selection for a visual and performing arts public library on Block 2110, Lot 3; and
- Special permits for proposed parking facilities.

This planning effort involves the following City agencies: the New York City Department of City Planning (DCP), the New York City Department of Housing Preservation and Development (HPD), and the New York City Department of Citywide Administrative Services (DCAS) for dispositions of City-owned property. Because the proposed project requires discretionary approvals from the New York City Planning Commission (CPC) and other New York City agencies, it is subject to City Environmental Quality Review (CEQR). The Office of the Deputy Mayor for Economic Development and Rebuilding will be the CEQR lead agency for the proposed project. Implementation of the proposed actions may potentially result in significant adverse environmental impacts, requiring that an Environmental Impact Statement (EIS) be

prepared. Scoping is the first step in the EIS preparation and provides an early opportunity for the public and other agencies to be involved in the EIS process. It is intended to determine the range of issues and considerations to be evaluated in the EIS. This development scenario and draft EIS scope have been prepared to describe the proposed project, outline a reasonable worst-case development scenario that assumes development that is likely to occur within the analysis period, present the proposed framework for the EIS analysis, and discuss the procedures to be followed in the preparation of the Draft EIS (DEIS).

C. PROJECT AREA

Downtown Brooklyn is the economic center of what would be America's fourth largest city and what is New York City's third largest central business district after Midtown and Downtown Manhattan. It occupies a valuable and unique position as a competitive, back-office space alternative to New Jersey, due to its proximity to Wall Street and local and regional mass transit access. The Downtown Brooklyn Development project area comprises a variety of land uses and building types, including commercial office buildings, courthouses and government buildings, educational facilities/major academic and cultural institutions, residential buildings, and highly active retail stores (see Figure 1). MetroTech Center, a 16-acre corporate and academic complex that was built as part of an urban renewal effort by the City, is one of the major components of Downtown Brooklyn. Roughly bounded by Jay and Willoughby Streets, Flatbush Avenue Extension and Johnson Street/Tech Plaza, MetroTech is home to Polytechnic University, several government and municipal agencies including the New York City Fire Department and 911 headquarters, and major commercial tenants such as Bear Stearns, KeySpan, J.P. Morgan Chase, and Verizon. Located near MetroTech Center are several large buildings housing a 376-room Marriott hotel, the offices of New York City Transit, and parts of the New York State Supreme Court. Amidst these modern buildings are many smaller-scale civic and commercial structures that date back to the 19th century.

Commercial retail activity is concentrated in the southern portion of the project area, within the Fulton Street Mall corridor. This area contains three- to five-story commercial structures housing ground-floor retail uses. Macy's department store is the area's major anchor tenant. Farther to the east along Fulton Mall is The Gallery at Fulton Street, another large-scale commercial retail use.

To the north and west of the project area is the core of Brooklyn's Civic Center. The Civic Center area houses a number of City, State, and Federal institutions, including Brooklyn's Borough Hall and Municipal Building, Brooklyn Criminal Court, Kings County Family Court, the General Post Office, the New York State Supreme Court (Civil Term and Criminal Term), the New York City Housing Court, and the U.S. Federal Courthouse at Cadman Plaza East (currently being expanded).

The project area is also home to a number of educational institutions. These include Polytechnic University, Long Island University, New York City College of Technology, Brooklyn Law School, the Institute of Design and Construction, Career Educational Consultants, George Westinghouse High School, Brooklyn Technical High School, Pacific High School, and the Brooklyn Friends School. The Department of Education also occupies two prominent buildings on the southwestern edge of the project area: 110 and 131 Livingston Street. However, 110 Livingston Street is in the process of being vacated by the department and the site is to be redeveloped.

At the southeast corner of the project area is the Brooklyn Academy of Music (BAM). BAM has been in Brooklyn since 1861, and its facility on Lafayette Avenue and Ashland Place was constructed in 1906. The BAM Local Development Corporation (BAM LDC) in mid-1999 began working to create a vibrant mixed-use multicultural arts district in the area surrounding BAM.

The project area also contains some residential development and is surrounded by a number of residential neighborhoods. To the west of the project area is Brooklyn Heights, to the south is the Boerum Hill neighborhood, to the east is Fort Greene, and to the north is Concord Village.

D. BACKGROUND HISTORY

Beginning in the second half of the 20th century, Downtown Brooklyn has been the subject of numerous studies and development/revitalization plans. Between 1950 and 1969, New York City built approximately 700,000 square feet of court and municipal office space in Downtown Brooklyn, and the State and Federal governments added almost 550,000 additional square feet, strengthening the area's role as a government center. Some of the area's educational and cultural institutions also expanded during these two decades, including the George Westinghouse High School, the Brooklyn Law School, and New York City College of Technology.

Zoning enacted in 1961 did not foresee extensive change to the existing business district, as it was then defined by Court Street, the Civic Center, and Fulton Street's department store corridor. Since that time most commercial redevelopment has required publicly sponsored zoning changes and other government actions, such as urban renewal and direct investment, to facilitate enlargement of the office core on sites that were dominated by lofts, small buildings, and parking lots. In the late 1960s, two urban renewal plans for Downtown Brooklyn were established, in hopes of revitalizing the area: the Atlantic Terminal Urban Renewal Area Plan and the Brooklyn Center Urban Renewal Plan. See Figure 2 for the URA/URP boundaries. ATURAP was established in 1968, and was intended to encourage development and employment opportunities in the area; create new housing of high quality and/or rehabilitated housing of upgraded quality; and provide community facilities, parks, retail shopping, and parking. Similarly, the BCURP was established in 1970 and was intended to strengthen and expand the commercial and retail core and the residential base of Brooklyn Center; to provide new areas for expansion of office, educational, cultural, manufacturing, and open space uses; and to improve traffic safety and rationalize the circulation system in the area by providing for the separation of major pedestrian and traffic flows. The regulations of ATURAP and BCURP were to be in effect for 40 years and are scheduled to expire in 2008 and 2010, respectively.

In 1983, the Regional Plan Association (RPA) produced a report on the potential for economic revival in Downtown Brooklyn. This report was based on RPA's earlier Second Regional Plan of 1969, which encouraged the development of regional sub-centers in order to ensure efficient use of existing infrastructure, retain jobs, and preserve undeveloped land on the City's outskirts. During the 1980s, Borough Hall was renovated, and large office buildings were erected with significant public subsidies at One Pierrepont Plaza and Livingston Plaza, on the western and southern edges, respectively, of the project area. Perhaps the most significant office development in Brooklyn at that time was MetroTech Center, which was constructed as part of an urban renewal effort sponsored by the City. In 1986, HPD proposed development of the MetroTech area through the MetroTech URP, which encompassed the area roughly between Willoughby, Jay, and Tillary Streets and Flatbush Avenue Extension. The MetroTech URP established land use and economic development goals for Downtown Brooklyn that included strengthening the commercial office and retail core of Downtown Brooklyn and enhancing the City's corporate

retention programs by supporting commercial and institutional development; developing job-intensive office, research, scientific, and educational activities; and improving the area's traffic circulation system.

The MetroTech URP led to MetroTech Center, a complex of commercial office, retail, governmental, and educational spaces. Like the other urban renewal plans, MetroTech's regulations will be in effect for 40 years, until 2026. As MetroTech Center began its initial development efforts during the mid-1980s, the City provided substantial subsidies to the commercial tenants and transferred significant City functions to the Center, which now houses the Fire Department (MetroTech building 9) and 911 Emergency Response (MetroTech building 11) headquarters. MetroTech quickly became an attractive destination for some of Manhattan's major employers, including J.P. Morgan Chase, Security Industry Automation Corporation (SIAC), Bear Stearns, KeySpan, Empire Blue Cross Blue Shield, and City agencies. To date, MetroTech Center has been developed with over 5 million square feet of commercial and municipal office space.

Another major planning effort for the Downtown Brooklyn area was initiated in 2001 with the establishment of the Special Downtown Brooklyn District (see Figure 3). As with the URP/URAs, the Special Downtown Brooklyn District was designed to foster development and strengthen the business core of Downtown Brooklyn; to preserve the historic architectural character of development and the pedestrian orientation of ground-floor uses along certain corridors; and to provide new public amenities and enhance the visual character of the area by establishing special sign regulations. The new special district establishes height limits and other bulk controls designed to permit large commercial buildings appropriate for a downtown business district to be developed as-of-right, and establishes a transitional contextual buffer along Schermerhorn Street between Smith Street and Third Avenue, and on Smith Street between Schermerhorn Street and Atlantic Avenue. This effort has resulted in the construction or planning of at least two apartment buildings. Currently planned and in the works are an expansion of the Marriott Hotel, a large dorm for Brooklyn Law School, the BAM cultural district, and new housing and retail stores on sites that had been vacant for over 60 years.

The Downtown Brooklyn roadway network provides access to the Brooklyn-Queens Expressway and the Brooklyn and Manhattan Bridges (via Adams Street and Flatbush Avenue, respectively). The existing street network contains a number of major north-south and east-west roadways carrying heavy volumes of through traffic, as well as minor roadways serving local downtown traffic. To help alleviate traffic congestion and associated air quality problems in Downtown Brooklyn, the New York City Economic Development Corporation (EDC) and the New York City Department of Transportation (NYCDOT) studied various roadway improvement measures. EDC's *1987 Downtown Brooklyn Master Planning Improvements Study* (DBMP) recommended a number of improvements, ranging from operational changes to major physical improvements in order to address the area's non-attainment of the carbon monoxide (CO) air quality standards. Most of the operational measures have been fully implemented. More recently, NYCDOT prepared the *1999 Downtown Brooklyn Traffic Improvements Study* (DBTIS), which incorporates the elements from the 1987 DBMP that have been completed and recommends alternative roadway improvements given changes in existing and projected traffic conditions. The study also determined that the large physical roadway improvements proposed in the DBMP were no longer necessary to relieve traffic congestion and to attain air quality compliance; in the years subsequent to the DBMP, air quality monitoring data showed that Downtown Brooklyn was in compliance with the CO standards.

A current NYCDOT effort is its ongoing *Downtown Brooklyn Traffic Calming Project*, which is developing strategies for alleviating traffic bottlenecks while improving the street environment for pedestrians, bicyclists, businesses, and residents. A number of these strategies were implemented in Downtown Brooklyn as part of a pilot program in late 2001.

E. DESCRIPTION OF THE PROPOSED ACTIONS

PROJECT OBJECTIVES

The proposed Downtown Brooklyn Development project is part of the City's long-range strategy to create a vibrant, multi-use urban environment that serves the residents, businesses, and academic institutions of Downtown Brooklyn and its surrounding communities. This effort seeks to take full advantage of the area's proximity to Manhattan and its excellent mass transit network and to build on the commercial core already established by the development of MetroTech Center. The proposed actions would reinforce Downtown Brooklyn's role as a regional central business district, build on the success of previous development efforts that have retained and attracted companies in New York, strengthen the linkages between the area's commercial core and surrounding residential neighborhoods, create a strong and diverse retail market, expand residential communities and existing academic and cultural facilities, create public amenities, and significantly add to New York City's economic base.

The project seeks to integrate the various land uses found in the project area (i.e., commercial, retail, institutional, academic, residential, and public space) and introduce a unifying urban design vision for Downtown Brooklyn. In implementing this planning effort, the following objectives have been established:

- Focus on comprehensive planning to encourage a mix of uses that complement the central commercial core and nearby residential communities;
- Capture future economic growth and new jobs by creating opportunities for new office development, by allowing for the creation of buildings with large floorplates and square footages required of modern offices by corporate tenants;
- Strengthen New York City's economic base by attracting new businesses, and retaining businesses considering relocation outside of the City;
- Foster connections between the commercial and retail cores of MetroTech and Fulton Mall to the north, the Boerum Hill residential neighborhood to the south, and the Fort Greene neighborhood to the east;
- Encourage opportunities for residential growth and enhance vitality through the development of higher-density, mixed-income apartment houses within Downtown Brooklyn;
- Foster new and varied retail opportunities to meet the needs of workers, residents and visitors and make Downtown Brooklyn an entertainment/leisure destination;
- Accommodate the parking demand associated with new development;
- Establish a strong cultural district and foster the growth of the area's education centers;
- Create appropriate massing and design guidelines to respond to the context of the surrounding buildings and uses, to create an attractive area that is an appealing place to live, work, and visit that transitions easily into neighboring residential areas;

- Enhance the public environment, ground-floor uses, and streetscapes in the project area through proposed improvements such as renovated subway entrances, new public spaces, and the creation of criteria and incentives for quality ground-floor uses; and
- Integrate new development, vehicular and pedestrian circulation planning, and streetscaping along Flatbush Avenue Extension, Willoughby Street, and adjacent side streets.

DESCRIPTION OF THE PROPOSED PROJECT

The development project calls for the rezoning of an area in Downtown Brooklyn roughly bounded by Tillary Street to the north, Schermerhorn Street to the south, Adams Street to the west, and Ashland Place to the east (see Figures 1, 4, and 5). The rezoning would provide for the development of sites for a mix of office, academic, cultural, residential, and retail uses.

The proposed actions are projected to stimulate approximately 6.7 million square feet of new development, including 4.6 million square feet of office space, 979,000 square feet of residential use (approximately 979 units), 844,000 square feet of retail, and 260,000 square feet of community facility and cultural space. The proposed project would also include provisions for approximately 1,617 public parking spaces.

The bulk of the development activity, which would include property acquisition, new public space, parking facilities, and infrastructure improvements, is expected to take place along Willoughby Street near Flatbush Avenue Extension. Additional development is expected to take place along Livingston Street, Myrtle Avenue, Flatbush Avenue Extension, in the vicinity of Jay Street and Fulton Mall, and within the BAM Cultural District. The project would also include provisions for new public space and the public parking facilities.

The project proposes the expansion of the commercial core into the area generally bounded by Adams and Willoughby Streets, Flatbush Avenue and Fulton Street through the rezoning of blocks within this area to a higher density FAR. The demapping of Red Hook Lane (between Boerum Place and Fulton Street) and Pearl Street (between Fulton and Willoughby Streets) and the development of the adjacent four blocks will help to create a new focal point and entrance to the Fulton Mall area from the Civic Center and Brooklyn Heights neighborhoods to the west.

The properties at the northwest side of MetroTech, which are occupied by New York City College of Technology and Polytechnic University, would also be rezoned as part of the project to allow for mixed-use commercial/community facility development. Larger development on these sites would be intended to be consistent with other developments currently under construction in this area, such as the 330 Jay Street building (which includes office space) and the new Federal courthouse on the north side of Tillary Street.

As noted above, the creation of a connection between the commercial and retail cores of MetroTech and Fulton Mall to the south and the Boerum Hill residential neighborhood to the south is one of the objectives of the project. The development sites bounded by Livingston and Schermerhorn Streets, Smith Street, and Third Avenue are expected to be developed with residential buildings to replace current uses primarily public parking lots and underutilized buildings that pose an uninviting barrier between these two areas. The proposed height limits along these blocks will be reduced in order to create a transition to the nearby low-scale, residential neighborhood.

URBAN DESIGN VISION

Enhancing the uses and streetscapes of Flatbush Avenue Extension is a central goal of the Downtown Brooklyn Development project. Flatbush Avenue is envisaged as becoming an inviting entrance to Downtown Brooklyn, linking the commercial, retail, and academic uses to the west with Fort Greene. A number of the blocks facing the avenue between Tillary Street and Atlantic Avenue would be rezoned to allow for larger-scale development with active ground-floor uses on these sites. In addition, various streetscape enhancements would also be installed to enhance the pedestrian experience, including a wider landscaped center median along the avenue, similar to Adams Street; continuous sidewalks that are wider at street crossings; and signalized and delineated pedestrian crossings.

As Flatbush Avenue is seen as the eastern entrance to Downtown Brooklyn, Willoughby Street is envisaged as a "front door" to the corporate buildings that would surround this street, particularly between Adams Street and Flatbush Avenue. This "front door" on Willoughby Street would have a public space as a focal point around which the entrances to the commercial buildings would be located. The streetscape of Willoughby Street would also be improved, like the improvements proposed for Flatbush Avenue, with widened sidewalks and improved subway entrances that are included in new buildings and/or plazas. MetroTech has standard streetscape elements that could be extended throughout the area; other elements could replicate the models used for the Grand Central and 34th Street areas.

PUBLIC SPACE

Urban renewal changes for the project would provide for the creation of public space at the south side of Willoughby Street between Duffield Street and Albee Square West/Gold Street (Willoughby Square) and the block bounded by Albee Square West/Gold Street, Flatbush Avenue, and Willoughby Street (Flatbush Triangle). The urban renewal changes would also allow for the creation of a transit plaza at Jay Street between Willoughby and Fulton Streets. Figure 6 presents the areas proposed for streetscape improvements and public space enhancements.

The Willoughby Square public space would be similar to the MetroTech Commons in size (approximately 1.15 acres) and is intended to be a focal point for new commercial investment in the surrounding blocks. The public space could incorporate a variety of amenities. The public space is proposed to include a below-grade, 694-space public parking facility with entrances/exits at its southern end (see Figure 7). The public space would also connect visually to the Flatbush Triangle to the northeast. In addition, Myrtle Avenue between Flatbush Avenue Extension and the proposed extension of Fleet Place, and Willoughby Street between Albee Square West/Gold Street and Flatbush Avenue Extension, would be widened to include planted medians. The Jay Street Plaza public space would include a new subway entrance/exit to the Jay Street subway station and would create a focal point at the southwestern corner of the project area.

F. PROPOSED PROJECT ACTIONS

REZONING

Figure 3 shows the existing zoning of the project area and Figure 8 illustrates the project area's proposed zoning. Table 1 presents a list of the lots within the projected and potential development sites affected by the proposed rezoning actions.

Table 1

Projected/Potential Development Site Lots Affected by Proposed Rezoning

Rezoning	Blocks: Lots	Existing Permitted FAR	Proposed FAR
C6-1, C6-1A to C6-4	B 128: 1, 26 B 131: 1 B 142: 1[1] B 160: 18, 29 B 161: 1, 3, 18, 27, 30, 33, 47, 50, 52-64 B 164: 1, 13, 29, 31, 42-44 B 165: 17-19, 29, 58 B 167: 15, 16, 26-28, 36, 42 B 2093: 1	Commercial: 6.0 Residential: 3.44 Com. Fac. : 6.5	Commercial: 10 Residential: 10 Comm. Fac.: 10
C5-4 to C6-4.5	B 144: 1 B 150: 1, 6, 10, 11, 19 B 153: 3, 14, 15 B 154: 1, 5, 11, 12, 36-40	Commercial: 10 Residential: 10 Comm. Fac.: 10	Commercial: 12 Residential: 10 Comm. Fac.: 12
C6-1 to C6-4.5	B 145: 8, 10, 13-16, 18-22, 26, 32 B 146: 2, 7, 11-18, 23, 29, 34-37, 41-43, 46-52 B 149: 1, 14, 15, 17, 19, 22-26, 28, 30-34, 49, 50 B 152: 37 B 2060: 1, 4, 8	Commercial: 6.0 Residential: 3.44 Comm. Fac.: 6.5	Commercial: 12 Residential: 10 Comm. Fac.: 12
C6-1 (Use)	B 2110: 3	0.2[3]	Commercial: 6.0 Residential: 3.44 Comm. Fac.: 6.5
C6-1 to C6-2	B 174: 9, 13, 18, 23, 24	Commercial: 6.0 Residential: 3.44 Comm. Fac.: 6.5	Commercial: 6.0 Residential: 6.02 Comm. Fac.: 6.5
M1-1 to C6-4	B 133: 1, 5, 13, 15 B 134: 1, 5, 30, 38, 41 B 2049: 8	Commercial: 1.0 Residential: 0 Comm. Fac.: 2.4	Commercial: 10 Residential: 10 Comm. Fac.: 10
R6/C1-3, C8-2 to C6-4	B 2049: 2[2] B 2060: 22-27, 32, 122 B 2061: 1 (part) B 2062: 1, 5, 6, 17-19, 21, 23, 24, 103	Commercial: 2.0 Residential: 2.43 Comm. Fac.: 4.8	Commercial: 10 Residential: 10 Comm. Fac.: 10
R6 to R7-1/C2-4	B 2061: 1 (part)	Commercial: 0 Residential: 2.43 Comm. Fac.: 4.8	Commercial: 2.0 Residential: 4.0 Comm. Fac.: 4.8

Notes:

1 The existing zoning of this lot is C6-1A.

2 The existing permitted FAR of Block 2049, Lot 2 is 2.43/1. No part of this lot is zoned C8-2.

3 As per ATURAP restriction.

FAR = Floor Area Ratio

The sites in the northwest portion of the project area would be rezoned from C6-1 and C6-1A to C6-4 to allow for increased FAR for commercial and community facility (academic) uses. The rezoning of the east side of Flatbush Avenue Extension to C6-4 would allow for sites along this major corridor, currently zoned as residential or manufacturing, to be developed with increased FAR for mixed-use commercial/residential. The areas in the center of the project area would be rezoned from C5-4 and C6-1 to C6-4.5, which would allow for commercial development to an FAR of 12.0, extending the possibility for office development south of the existing MetroTech area. The southern portion of the project area, currently zoned C6-1, would be rezoned to C6-4 to create the potential for increased FAR for residential use. In addition to the large rezoning areas, there are three small rezoning sites at the southern and eastern borders of the project area. The area south of Myrtle Avenue between Fleet Street and Ashland Place would be rezoned from R6 to R7-1 with a commercial overlay of C2-4, to create the possibility for increased FAR for residential use and ground-floor retail along this street. Two blocks in the southern portion of the project area would be rezoned from C6-1 to C6-2; although this would not affect the allowable FAR for commercial uses (3.44 to 6.02) for these blocks, it would allow for increased residential density to be established on the blocks.

TEXT CHANGES TO THE SPECIAL DOWNTOWN BROOKLYN DISTRICT

The actions also propose changes to the recently created SDBD. The changes mainly relate to height limits in the project area, which are designed to establish contextual buffers in the area bounded by Smith, Nevins, Livingston, and Schermerhorn Streets, between the large-scale commercial buildings in Downtown Brooklyn and surrounding low-scale residential buildings. The proposed changes are:

- Extend the SDBD along Myrtle Avenue to Ashland Place, with the extension of the former Fair Street forming the district's southern boundary;
- Establish a flexible height and setback envelope for the C6-4.5 zoning district, similar to Lower Manhattan (see Table 2). The tower option would have a maximum base height of 85 feet, and a setback of 20 feet for commercial and community facility buildings on lots larger than 15,000 square feet. For commercial and community facility buildings on lots smaller than 15,000 square feet and for residential buildings, the tower option would have a maximum base height of 85 feet, a setback of 15 feet on narrow streets, and a setback of 10 feet on wide streets. For all uses, tower lot coverage would be limited to 65 percent up to 300 feet and limited to 50 percent coverage above 300 feet. The standard building option would have a minimum base height of 60 feet where street walls are required, and a maximum base height of 125 feet on narrow streets (150 feet on wide streets), and a maximum building height of 250 feet. The standard building option would also require setbacks of 15 feet on narrow streets and 10 feet on wide streets.
- Change the tower height and setback envelope for the tower option in C6-1, C5-4, and C6-4 zoning districts to match that of the C6-4.5 zoning district (see Table 2);
- Establish a flexible height and setback envelope for the R7-1 zoning district, with a minimum base height of 40 feet, a maximum base height of 85 feet, and a maximum building height of 160 feet (see Table 2);
- Allow the development of property on the south side of Willoughby Street between Albee Square West/Gold Street and Flatbush Avenue Extension to a distance of 250 feet, to rise from the streetline without setback on Flatbush Avenue Extension and Willoughby Street, and mandate a setback at 85 feet on Albee Square West/Gold Street;

Table 2
Building Envelope Options in SDBD

Building Options*	Building Elements	R7-1 (4.0 FAR)	C6-1 (6.0 FAR)		C5-4, C6-4 (10.0 FAR)		C6-4.5 (12.0 FAR)
		Proposed	Existing	Proposed	Existing	Proposed	Proposed
Standard	Min. Base (Street wall)	40'	60'/60'	no change	125'/60'	60'/60'	60'/60'
	Max. Base	85'	150'/125'* **	no change	150'/125'* **	no change	150'/125'* **
	Setback	10'/15'	10'/15'*	no change	10'/15'*	no change	10'/15'*
	Max. Height	160'	210'/185'*	no change	210'/185'*	no change	250'
Tower	Max. Base		85'**	no change	85'**	no change	85'**
	Setback		10'/15' @ 85'* 40'/50' @ 150'*	20' @ 85'*	10'/15' @ 85'* 40'/50' @ 150'*	20' @ 85'*	20' @ 85'*
	Lot Coverage		40% @ 150'	65% @ 85' 50% @ 300'	40% @ 150'	65% @ 85' 50% @ 300'	65% @ 85' 50% @ 300'
	Max. Height		495'	495'	None	None	None

Notes:
* Wide Street (>75') / Narrow Street
** Minimum base height of 60' where street wall is required.
FAR = Floor Area Ratio

- Extend the Schermerhorn Street Height Limitation Area "B" of 140 feet and establish a new Height Limitation Area "C" of 250 feet on the blocks bounded by Smith, Nevins, Livingston, and Schermerhorn Streets. Area "B" would extend 100 feet into the blocks from the north-south streets and 85.92 feet north from the property line of Schermerhorn Street. The remainder of the blocks would be mapped as Area "C";
- For properties within Schermerhorn Street Height Limitation Areas "B" and "C" that are zoned C6-4 and located within the Special Downtown Brooklyn District, permit a rear yard equivalent with a minimum depth of 60 feet. The center line of the rear yard would be permitted to be located within 10 feet of midway between street lines;
- Add an indoor bicycle parking requirement for new development sites;
- Modify retail requirement to govern ground-floor uses to a depth of 50 feet from the property line, and to require 50 percent glazing and 75 percent transparency of security gates within the SDBD. Along both sides of Willoughby Street from Boerum Place to Flatbush Avenue Extension, and facing the proposed public space, 70 percent glazing would be required;
- Modify retail requirements to allow public libraries and museums, and non-commercial art galleries as ground-floor retail;
- Reduce streetwall requirements from 100 percent to 70 percent;

- Allow loading docks and berths of up to 60 linear feet of continuous facade where ground-floor retail is required and curb cuts are permitted;
- Add a subway stair relocation requirement for development sites of more than 50,000 square feet at subway entrances to the following stations: Jay Street-Borough Hall, Lawrence Street, Hoyt-Schermerhorn Street, DeKalb Avenue, Hoyt Street, Nevins Street, Court Street, Pacific Street, and Atlantic Avenue;
- Add street wall continuity requirements to:
  - the east side of Flatbush Avenue Extension, the area currently occupied by Prince Street;
  - the north side of Willoughby Street between Flatbush Avenue Extension and Fleet Place;
  - the south side of Myrtle Avenue between Flatbush Avenue Extension and Ashland Place;
  - the west side of Duffield Street, 200 feet south of its intersection with Willoughby Street; and
  - the east side of Albee Square West/Gold Street, 200 feet south of its intersection with Willoughby Street.
- Remove street wall continuity requirements from:
  - the north side of Willoughby Street between Albee Square West/Gold Street and Flatbush Avenue Extension;
  - the south side of Willoughby Street between Duffield and Albee Square West/Gold Streets; and
  - the west side of Flatbush Avenue Extension between Albee Square West/Gold Street and Willoughby Street.
- Add ground-floor retail use requirement to:
  - the south side of Myrtle Avenue between Flatbush Avenue Extension and Ashland Place;
  - the east side of Flatbush Avenue Extension between Myrtle Avenue and Willoughby Street;
  - both sides of Duffield Street between Willoughby and Fulton Streets, except for the area of the proposed Willoughby Square public space; and
  - both sides of Albee Square West/Gold Street between Willoughby and Fulton Streets; except for the area of the proposed Willoughby Square public space.
- Remove ground-floor retail use requirement from:
  - the north side of Willoughby Street between Albee Square West/Gold Street and Flatbush Avenue Extension; and
  - the south side of Willoughby Street between Duffield Street and Albee Square West/Gold Street.
- Add fenestration and security gate transparency requirements where there is a ground-floor retail use requirement;

- Add curb cut restrictions to:
  - the east side of Flatbush Avenue Extension between Myrtle Avenue and Willoughby Street.
- Remove curb cut restrictions from:
  - the north side of Willoughby Street between Albee Square West/Gold Street and Flatbush Avenue Extension; and
  - the south side of Willoughby Street between Adams and Jay Streets and Duffield Street and Albee Square West/Gold Street.
- Add street tree requirements to:
  - the south side of Myrtle Avenue between Flatbush Avenue Extension and Ashland Place.
- Add a 5-foot sidewalk extension requirement to:
  - the south side of Willoughby Street between Adams and Flatbush Avenue Extension, except between Duffield Street and Albee Square West/Gold Street.
- Add signage controls;
- Clarify text regarding minimum base height of street walls (60 feet) in C5-4 and C6-4 zoning districts; and
- Clarify language regarding New York City Department of Parks and Recreation (DPR) jurisdiction over street tree planting standards.

MAPPING ACTIONS

In order to merge blocks to create larger, more viable development sites, the proposed actions would include the demapping of the following low-traffic-volume streets:

- Red Hook Lane, between Fulton Street and Boerum Place;
- Fair Street, between Prince Street and Fleet Place;
- Pearl Street, between Fulton Street and Willoughby Street; and
- Prince Street, between Flatbush Avenue Extension and Myrtle Avenue.

The development rights generated from the demapping of these streets would be utilized in the projected development of the associated blocks and lots.

In order to provide for more rational site development on the project sites east of Flatbush Avenue Extension, the proposed actions would include the mapping of the following street:

- Extension of Fleet Place north, from Fair Street to Myrtle Avenue, at a width of 60 feet. The existing Fleet Place roadway between Fair and Willoughby Streets would be widened to 60 feet.

The proposed mapping actions would also widen the following streets in order to improve circulation in the Downtown Brooklyn area and to provide more efficient access to projected development sites:

- Willoughby Street, south side between Albee Square West/Gold Street and Flatbush Avenue Extension (the segment between Albee Square West/Gold Street and Duffield Street would

be converted to one-way westbound operation), would be widened from 60 feet to 95 feet; and

- Myrtle Avenue, south side, between Flatbush Avenue Extension and the extension of Fleet Place, would be tapered from 100 feet at Flatbush Avenue Extension to the existing 75-foot width at Fleet Place.

Figure 9 shows the streets affected by the proposed mapping actions.

URBAN RENEWAL PLAN MODIFICATIONS

The Downtown Brooklyn Development project would include several modifications to existing urban renewal plans for designated sites that have not yet been acquired and/or disposed and new urban renewal sites proposed for development. As described below, the modifications affect the Brooklyn Center Urban Renewal Plan, the Atlantic Terminal Urban Renewal Area/Plan, and the MetroTech Urban Renewal Plan.

BROOKLYN CENTER URBAN RENEWAL PLAN

- Extend the urban renewal project boundary, to include 10 blocks: Blocks 144, 145, 146, 150, 151, 152, 153, 154 (part), 2060 (part), and 2061 (part);
- Designate 59 lots within the project boundary comprising six proposed development sites that were not previously designated but are now included in the Urban Renewal Plan and Area, and are identified as sites I, K, L, M, O, and P in Figure 10:
  - I (part) Block 2061, part of Lot 1, and including the proposed demapped portions of the Prince Street and Fair Street streetbeds;
  - K (part) Block 2060, Lots 1, 4;
  - L Block 144, Lot 1; Block 150, Lots 1, 6, 10, 11, 19, and including the proposed demapped portions of the Pearl Street streetbed;
  - M Block 153, Lots 3, 14, 15; Block 154, Lots 1, 5, 11, 12, 36-40, and including the proposed demapped portions of the Red Hook Lane streetbed;
  - O Block 145, Lots 8, 10, 13-16, 18-22, 26, 32; and
  - P Block 146, Lots 2, 7, 11-18, 23, 29, 34-37, 41-43, 46-48, and 50-52.
- Extend the duration of the plan to remain in effect for a period of 40 years from the date of the approval of this plan amendment, except for any property conveyed by the City prior to June 30, 2003, where the controls of the plan will remain in effect until September 12, 2010, the current expiration date of the plan. The following previously designated blocks and lots would be affected:
  - I (part) Block 2060, Lots 22-27, 32, 122;
  - I (part) Block 2062, Lots 1, 5, 6, 17-19, 21, 23, 24, 103;
  - Q Block 149, Lots 1, 49;
  - R Block 149, Lots 14, 15, 17, 19, 22-26, 28, 30-34, 50;
  - U Block 161, Lots 27, 30, 33;
  - X Block 161, Lots 1, 3, 47, 50, 52-64;

- CC (part) Block 167, Lots 15, 16, 26-28, 36;
- Block 2079, Lot 21;
- Block 2080, Lots 1, 5, 13;
- Block 2084, Lot 26;
- Block 2106, Lots 1, 4-7, 9, 16, 19, 24, 26, 29, 35, 40;
- Block 2107, Lots 2, 15, 24, 30, 36, 40, 41, and including the demapped Rockwell Place streetbed; and
- Block 2108, Lot 1.

- Modify the definition of Commercial land use within the plan to permit residential and community facilities uses;
- Modify the definition of Public Space land use within the plan to permit below-grade parking and accessory uses;
- Modify design objectives in the plan to require that on sites O and P, as shown on Figure 10, the streetwall shall rise to a height minimum of 80 feet and maximum of 85 feet, and then set back a minimum of 15 feet for facades facing the public space;
- Modify design objectives in the plan for the site P facade facing the public space to require retail use pursuant to the SDBD retail requirements, which call for 70 percent glazing and 75 percent transparency of security gates along Willoughby Street;
- Modify the land use for part of site I (Block 2060, Lots 22-27, 32, 122; and Block 2062, Lots 1, 5, 6, 17-19, 21, 23, 24, 103) in Figure 10 from Institutional/Commercial use to Commercial use;
- Delete Industrial and Related use, and Institutional/Commercial uses as a land use category;
- De-designate Block 2095, Lots 9, 10, 25-29, 38-40, 42, 43, 45, 53, 57, 59 (known as Site 6 in the plan);
- Establish land uses for the proposed designated sites:

Sites (per Figure 10)	***Proposed Land Use***
I (part: Block 2061, part Lot 1)	Commercial
K (part: Block 2060, part Lots 1, 4)	Public
L	Commercial
M	Commercial
O	Commercial
P (part: Block 146, Lots 23, 29, 34-36, part 18 and 37)	Public
P (part: Block 146, Lots 2, 7, 11-17, 41-43, 46-52, part 18 and 37)	Commercial

- Provide for disposition approval for the following proposed newly designated and previously designated blocks and lots that would be extended as part of the plan amendment;
  - I Block 2060, Lots 22-27, 122, part 32; Block 2061, part Lot 1; Block 2062, Lots 1, 5, 6, 17-19, 21, 23, 24, 103; and including the proposed demapped portions of the Prince Street and Fair Street streetbeds;

- K (part) Block 2060, Lots 1, 4;
- L Block 144, Lot 1; Block 150, Lots 1, 6, 10, 11, 19, and including the proposed demapped portions of the Pearl Street streetbed;
- M Block 153, Lots 3, 14, 15; Block 154, Lots 1, 5, 11, 12, 36-40, and including the proposed demapped Red Hook Lane streetbed;
- O Block 145, Lots 8, 10, 13-16, 18-22, 26, 32;
- P Block 146, Lots 2, 7, 11-18, 23, 29, 34-37, 41-43, 46-48, 50-52;
- R Block 149, Lots 14, 15, 17, 19, 22-26, 28, 30-34, 50;
- U Block 161, Lots 27, 30, 33;
- X Block 161, Lots 1, 3, 47, 50, 52-64;
- CC Block 167, Lots 15, 16, 26-28, 36;
- Block 2106, Lots 1, 4-7, 9, 16, 19, 24, 26, 29, 35, 40;
- Block 2107, Lots 2, 15, 24, 30, 36, 40, 41, and including the demapped Rockwell Place streetbed; and
- Block 2108, Lot 1.

- The plan will reflect the following changes to the City Map:
  - Demapping:
    - Red Hook Lane, between Fulton Street and Boerum Place;
    - Fair Street, between Prince Street and Fleet Place;
    - Pearl Street, between Fulton Street and Willoughby Street; and
    - Prince Street, between Flatbush Avenue Extension and Myrtle Avenue.
  - Mapping:
    - Map Fleet Place north, from Fair Street to Myrtle Avenue, at a width of 60 feet. The existing Fleet Place streetbed between Fair and Willoughby Streets would also be widened to 60 feet;
    - Widen Willoughby Street, south side, between Albee Square West/Gold Street and Flatbush Avenue Extension, from 60 feet to 95 feet;
    - Taper Myrtle Avenue, south side, between Flatbush Avenue Extension and the extension of Fleet Place, from 100 feet at Flatbush Avenue Extension to the existing 75-foot width at the extension of Fleet Place; and
    - Eliminate Q parcels (properties not to be acquired under the plan) from the text and maps and revise the plan text to reflect the standard format for urban renewal plans.

ATLANTIC TERMINAL URBAN RENEWAL AREA/PLAN

- Extend the duration of the plan to remain in effect for a period of 40 years from the date of the approval of this plan amendment, except for any property conveyed by the City prior to June 30, 2003, where the controls of the plan will remain in effect until July 25, 2008, the current expiration date of the plan;

- Modify the definition of Commercial land use within the plan to permit community facilities and accessory uses;
- Eliminate restrictions on maximum floor area and maximum commercial floor area for site EE (Block 2110);
- Provide disposition approval for City-owned site EE (Block 2110) and the City-owned site known as Site 6A in the plan (part of Block 1118); and
- Eliminate Q parcels from the text and maps and revise the plan text to reflect the standard format for urban renewal plans.

METROTECH URBAN RENEWAL PLAN

- Change the land use for part of site K (City-owned Block 2060, Lot 8) from street widening to open space use;
- Provide disposition approval for part of site K (City-owned Block 2060, Lot 8); and
- Eliminate Q parcels from the text and maps and revise the plan text to reflect the standard format for urban renewal plans.

The Schermerhorn-Pacific Urban Renewal Area is also located in the project area. No modifications to this plan are proposed as part of the project. Site Z is located within the boundaries of this urban renewal area; however, site Z is not identified as a designated site.

DISPOSITION OF CITY-OWNED PROPERTY

The actions would potentially facilitate the disposition to EDC of the City's interest in real property for Block 140, Lot 111, Block 2107, Lot 36, and other existing City-owned property or property that will become City-owned that is located within the boundaries of the proposed amended Brooklyn Center Urban Renewal Plan, as identified in *Urban Renewal Plan Modifications.*

OTHER ACTIONS

Special permits would be required for three parking facilities proposed as part of the project. The 694-space below-grade public parking facility at Willoughby Street between Albee Square West/Gold Street and Duffield Street, and a 457-space partially below-grade parking facility on the south side of Myrtle Avenue east of Flatbush Avenue Extension, are proposed to accommodate parking demand associated with new development. A 466-space below-grade public parking facility on site EE is also proposed to accommodate parking demand associated with the BAM Cultural District.

The MetroTech General Large-Scale Development Special Permit would be modified to reallocate existing floor area, allocate newly created floor area generated from the proposed rezoning of Block 142, Lot 1 [site C], and to clarify that commercial and community facility uses are allowed at this projected development site.

Approval for site selection for a visual and performing arts public library on Block 2110, Lot 3 would also be sought. The BAM Local Development Corporation (BAM LDC) is working to create a mixed-use multicultural arts district in the area surrounding the Brooklyn Academy of Music. An anchor component of the envisioned district is the proposed visual and performing arts library on City-owned site EE, which would be a facility of the Brooklyn Public Library.

The library would be a facility of the Brooklyn Public Library. The proposal calls for a 140,000-square-foot facility on six levels housing reading rooms, archives, galleries, media labs, an auditorium, performance space, and a multimedia lounge.

G. DEVELOPMENT FRAMEWORK FOR EIS ANALYSIS

Because the proposed actions require discretionary approvals from CPC and other New York City agencies, it is subject to New York City Environmental Quality Review (CEQR). The Office of the Deputy Mayor for Economic Development and Rebuilding is the CEQR lead agency for the proposed actions. The actions may potentially result in significant adverse environmental impacts, requiring that an EIS be prepared. Scoping is the first step in EIS preparation and provides an early opportunity for the public and other agencies to be involved in the EIS process. It is intended to determine the range of issues and considerations to be evaluated in the EIS. This EIS scope has therefore been prepared to describe the proposed actions, outline a worst-case development scenario, present the proposed content of the EIS, and discuss the analytical procedures to be followed.

In considering the potential environmental impacts of the proposal to alter use, floor area, and other regulations within the project's study area, it is necessary to examine reasonable development consequences of these land use and zoning changes. Without a reasonable but conservative future development scenario, it would not be possible to assess the range of effects (e.g., traffic, air quality, neighborhood character) that might occur as a result of the proposed actions.

ANALYSIS YEAR

CEQR assessments of large areawide zoning proposals not associated with specific development projects are based upon a 10-year build period. This is the time frame that can be reasonably predicted without engaging in highly speculative projections. Thus, the EIS will address a development program that could reasonably be constructed by 2013. Although the proposed actions affect the entire project area as previously defined, the analysis of changes to allowable use and bulk and other land use provisions are focused on those sites that are reasonably likely to undergo development within the foreseeable 10-year timeframe; these would be known as "projected sites." Sites that are unlikely to be developed within the 10-year timeframe would be discussed qualitatively and are considered to be "potential sites."

PROJECTED AND POTENTIAL SITE PROGRAMS

To determine the size and location of future development, as well as the likelihood of that development's timeframe as either a projected or potential site, each of the parcels affected by the proposed actions was assessed using a screening procedure, which is detailed below. The remainder of the parcels within the proposed project area are considered to be neither projected nor potential sites since they would not likely undergo major redevelopment as a result of the proposed actions.

The following criteria were used to determine projected sites that are likely to be developed within the 2013 timeframe:

- Commercial and retail sites located nearest the existing Downtown Brooklyn commercial core would likely be developed first;

- Commercial sites should have direct connection, be adjacent to, or in close proximity to mass transit;
- Sites that would not require any subsequent discretionary approvals or environmental review prior to development, should the proposed actions be approved and implemented; and
- Anticipated public acquisition of private property to facilitate the creation of viable development sites.

Table 4 presents the projected development parcels with their existing and proposed uses and FARs.

Potential sites considered unlikely to be developed within the 2013 timeframe include:

- New and existing URA sites, where subsequent actions (ULURP and/or Article 384 (b)4) that trigger environmental review are required for development;
- Publicly owned or publicly controlled development sites, where subsequent actions that trigger environmental review are required for development; and
- Sites located farther from the commercial core or residential neighborhoods.

Table 5 presents the potential development parcels with their existing and proposed uses and FARs.

REASONABLE WORST-CASE DEVELOPMENT SCENARIO

The discussion below details the methodology and criteria established for identifying projected and potential development sites and the development of a reasonable worst-case scenario for impact analysis in the EIS.

OFFICE DEVELOPMENT

With the proposed actions, several large sites would accommodate office development up to 12.0 FAR, which represents a substantial increase in FAR from the FAR permitted today, which ranges from 1.0 to 10.0. The new office tenants would most likely be drawn from traditional Manhattan tenants with back-office operations who would consider relocating to less expensive but convenient space in Downtown Brooklyn. The proposed actions would also help to attract new business to the area.

The history of office development in New York City since World War II is that demand continually increases in Manhattan over the long term due to the growth in office-type jobs, the requirements of technology and efficiency in providing office space, and the changing character and occupancy rate of the space. In the past 30 years, it has been clear that demand for modern Class A office space actually exceeds supply in Manhattan's two Central Business Districts (CBDs). In a search for affordable space, companies have relocated to developments in the nearby suburbs, particularly New Jersey, and to sites out of the region in times of particularly high demand and high rents. The likely out-of-City relocation areas are the New Jersey "Gold Coast"; Princeton and Morristown in New Jersey; Stamford, Connecticut; and Westchester County, New York. Some of the demand for CBD-type space may be met by relocation to the suburbs, but more recently, relocation to boroughs outside of Manhattan has been an option, as well.

Table 4
Projected Sites: Lot Area, Uses, and ZFA

Site Ref.[1]	Blocks: Lots	Total Lot Area[2]	Existing Uses	Existing Built Floor Area	Existing Maximum ZFA[2]	Proposed Uses	Proposed Maximum ZFA[2]
C	B 142: 1	Large Scale Plan	Com. Fac. (Polytech)	72,000	310,000	Com. Fac. Office	800,000
G	B 2049: 8	10,000	Industrial Residential	60,000	10,000	Residential Retail	81,000
I(A)	B 2060: 22-27, 32 (part), 122; B 2061: 1 (part); B 2062: 6 (part)	64,000	Retail Com. Fac.	41,000	156,000	Retail Residential Pub. Parking	420,000
J	B 2061: 1 (part)	86,000	Retail	38,000	209,000	Residential Retail	345,000
K	B 2060: 1, 4, 8	21,000	Com. Fac. Vacant	36,000	124,000	Public Space (Flatbush Triangle)	0
M	B 153: 3, 14, 15; B 154: 1, 5, 11, 12, 36-40;	71,000	Residential Retail Office	235,000	707,000	Retail Office	848,000
O	B 145: 8,10,13-16, 18-22, 26, 32	49,000	Residential Retail Parking	85,000	297,000	Retail Office	594,000
P	B 146: 2, 7, 11-18, 23, 29, 34-37, 41-43, 46-52	87,000	Residential Retail Parking	158,000	524,000	Retail Office Public Space Pub. Parking	1,047,000
Q	B 149: 1, 49	137,000	Retail Parking	373,000	824,000	Retail Office	1,648,000
S	B 2093: 1	51,000	Office Retail	376,000	304,000	Office Retail	±12,000[3]
AA	B 165: 17-19, 58	18,000	Parking	1,000	109,000	Residential Retail	181,000
BB	B 165: 29	21,000	Retail Office	25,000	124,000	Residential Retail	207,000
EE	B 2110: 3	58,000	Parking	2,000	12,000	Com. Fac. Cultural Retail	376,000
Total Floor Area/ZFA:		**673,000**		**1,502,000**	**3,710,000**		**6,559,000**

Notes:
[1] Site reference corresponds to Figure 1.
[2] Based on preliminary estimate of lot size and calculated ZFA.
[3] Infill of arcade only.
ZFA = Zoning Floor Area

Table 5

Potential Sites: Lot Area, Uses, and ZFA

Site Ref.[1]	Blocks: Lots	Total Lot Area[2]	Existing Uses	Existing Built Floor Area	Existing Maximum ZFA[2]	Proposed Uses	Proposed Maximum ZFA[2]
A	B 128: 1, 26	111,000	Com. Fac. (NYC Tech)	636,000	723,000	Com. Fac. Retail Office	1,112,000
B	B 131: 1 (part)	160,000	Com. Fac. (NYC Tech)	451,000	1,037,000	Com. Fac. Retail Office	1,595,000
D	B 133: 1, 5, 13, 15	42,000	Retail Com. Fac.	109,000	42,000	Residential Retail	416,000
E	B 134: 1, 5, 38, 41	10,000	Residential Retail	10,000	10,000	Residential Retail	97,000
F	B 134: 30	6,000	Warehouse	27,000	6,000	Residential Retail	39,000
H	B 2049: 2	26,000	Parking Auto Repair	13,000	62,000	Residential Retail	255,000
I (B)	B 2060: 32 (part) B 2062: 1, 5, 6 (part), 17-19, 21, 23, 24, 103	45,000	Retail Community Facilty	38,000	109,000	Retail Office	670,000
L	B 144: 1 B 150: 1, 6, 10, 11, 19	41,000	Retail Office	89,000	405,000	Retail Hotel	486,000
N	B 152: 37	13,000	Retail	27,000	81,000	Residential Retail	161,000
R	B 149: 14, 15, 17, 19, 22-26, 28, 30-34, 50	47,000	Retail Office	131,000	285,000	Retail Office	569,000
T	B 160: 18	13,000	Retail	58,000	79,000	Residential Retail	131,000
U	B 161: 27, 30, 33	19,000	Retail	68,000	112,000	Residential Retail	186,000
V	B 161: 18	15,000	Retail	30,000	90,000	Residential Retail	150,000
W	B 160: 29	12,000	Retail	48,000	72,000	Residential Retail	120,000
X	B 161: 1, 3, 47, 50, 52-64	51,000	Retail	129,000	309,000	Residential Retail	515,000
Y	B 164: 1, 13	34,000	Retail Office Parking	72,000	203,000	Residential Retail	339,000
Z	B 164: 29, 31, 42-44	21,000	Retail Parking	10,000	128,000	Residential Retail	213,000
CC	B 167: 15, 16, 26-28, 36, 42	49,000	Residential Retail Parking	70,000	292,000	Residential Retail	487,000
DD	B 174: 9, 13, 18, 23, 24	40,000	Residential Retail	93,000	238,000	Residential Retail	238,000
Total Floor Area/ZFA:		**755,000**		**2,109,000**	**4,283,000**		**7,779,000**

Notes:

[1] Site reference corresponds to Figure 1.

[2] Based on preliminary estimate of lot size and calculated ZFA.

ZFA = Zoning Floor Area

Together, the projected and potential development sites could total approximately 6.7 million square feet of office development. However, the appeal of these sites is primarily for back-office operations, particularly for those that require larger floorplates. This segment of the market is more limited. Therefore, although it is theoretically possible to develop 6.7 million square feet within the project area by 2013, this is not considered likely. Actual development will depend heavily on competition from suburban locations and marketing efforts.

The following screening criteria for commercial development, which were developed in consultation with DCP, were considered for each of the parcels affected by the proposed actions in order to determine the site's attractiveness for commercial use, its bulk, and its development timeframe:

- The site should have a 30,000-square-foot minimum lot area to allow for the design of large floorplates required by modern commercial office developments;
- The proposed parcels subject to a rezoning action must comprise more than 50 percent of the site in order to optimize the development potential resulting from the increase in FAR;
- The existing structures on a site should not be built to more than 50 percent of the proposed zoning; an underbuilt site under the allowable zoning would be a more likely candidate for redevelopment; and
- The lots comprising the commercial development site should not have more than three owners; multiple ownerships make it difficult to assemble the parcels into a large contiguous footprint for development in a timely manner.

Based on the above screening criteria, it is reasonable to assume that approximately 4.6 million square feet of office development would occur in the next 10 years on sites identified by the City, as shown in Table 6. Thus, the sites identified for projected office development would be analyzed in detail as part of the reasonable worst-case scenario. Table 7 presents the development assumed for the potential sites by use.

RESIDENTIAL DEVELOPMENT

Many of the same reasons that attract corporate tenants to Downtown Brooklyn also attract residents to the area, such as proximity to an extensive mass transit system and the presence of cultural/academic institutions. Over the past decade, the City, particularly in the boroughs of Manhattan and Brooklyn, has experienced a very robust housing market. As a result, a significant number of housing units have been built in and around Downtown Brooklyn. It can be expected that demand for additional housing would continue as part of the Citywide trend as well as a direct result of the proposed actions. Thus, as part of the impact analysis, it is necessary to make reasonable estimates of likely residential development for the projected sites.

Table 6
Projected Sites: Proposed Program by Use

Site Ref.*	Proposed Floor Area by Use (in ZSF)				
	Office	Retail	Residential	Community Facility	OTHER
C	720,000			80,000	
G		10,000	71,000		
I (A)		60,000	300,000		457-space Public Parking Facility
J		86,000	259,000		
K					0.48-acre Public Space (Flatbush Triangle)
M	778,000	70,000			
O	544,000	50,000			
P	999,000	48,000			1.15-acre Public Space (Willoughby Square), 694-space Public Parking Facility
Q	1,233,000	415,000			
S	337,000	51,000			
AA		18,000	163,000		
BB		21,000	186,000		
EE		15,000		140,000 (Visual and Performing Arts Library)	40,000 Cultural (Theater) 466-space Public Parking Facility
Total Floor Area	**4,611,000**	**844,000**	**979,000 (approx. 979 dwelling units)**	**220,000**	**1,617 spaces Public Parking, 1.63 acres Public Space, 40,000 sf Cultural**

Notes:
* Site reference corresponds to Figure 1.
SF = Square Feet, ZSF = Zoning Square Feet

Table 7
Potential Sites: Assumed Program by Use

Site Ref.*	Proposed Floor Area by Use (in ZSF)				
	Office	Retail	Residential	Community Facility	Other
A	450,000	50,000		599,000	
B	450,000	50,000		739,000	
D		42,000	374,000		
E		10,000	88,000		
F		6,000	33,000		
H		26,000	230,000		
I (B)	625,000	45,000			
L		41,000			445,000-sf Hotel
N		13,000	148,000		
R	522,000	47,000			
T		13,000	118,000		
U		19,000	168,000		
V		15,000	135,000		
W		12,000	108,000		
X		51,000	459,000		

Table 7 cont'd
Potential Sites: Assumed Program by Use

Site Ref.*	Proposed Floor Area by Use (in ZSF)				
	Office	Retail	Residential	Community Facility	Other
Y		34,000	305,000		
Z		21,000	191,000		
CC		49,000	438,000		
DD		40,000	199,000		
Total Floor Area	**2,047,000**	**584,000**	**2,994,000 (approx. 2,994 dwelling units)**	**1,338,000**	**445,000-sf Hotel**

Notes:
* Site reference corresponds to Figure 1.
SF = Square Feet, ZSF = Zoning Square Feet

The following screening criteria for residential development, which were developed in consultation with DCP, considered each of the parcels affected by the proposed actions in order to determine the site's attractiveness for residential use, its bulk, and its development timeframe:

- The site should have a 10,000-square-foot minimum lot area to allow for the rational design of residential floorplates at an FAR of 10, and to take full advantage of additional FAR;
- Like the office criteria, the proposed parcels subject to a rezoning action must comprise more than 50 percent of the site in order to optimize the development potential resulting from the increase in FAR;
- Like the office criteria, the existing structures on a site should not be built to more than 50 percent of the proposed zoning. An underbuilt site under the allowable zoning would be a more likely candidate for redevelopment;
- As with the office criteria, the lots comprising the residential development site should not have more than three owners. Multiple ownerships make it difficult to assemble the parcels into a large contiguous footprint for development in a timely manner; and
- Currently underbuilt manufacturing buildings of three or more stories located in areas where the proposed zoning would permit new residential use could be converted to residential units with the construction of two additional floors.

Based on discussions with site owners, evaluation of housing market trends, and application of the above criteria, it is reasonable to assume that approximately 979,000 square feet of residential development (or approximately 979 units based on average size of 1,000 square feet per unit) could be completed and occupied by 2013 and would be analyzed in detail as part of the reasonable worst-case scenario.

The potential sites would be discussed qualitatively with respect to their potential effects on the EIS's environmental impact analysis areas. This would include a discussion of the transfer of unbuilt development rights. With the proposed increase in residential FAR, there could be a greater incentive for owners and developers to make use of zoning lot mergers. In consultation with DCP, the project examined adjacent lots that could benefit from zoning lot mergers, which would allow for additional residential development. The analysis indicates that approximately

208,000 square feet of additional floor area may be available for residential development (or approximately 208 units based on average size of 1,000 square feet per unit).

RETAIL AND INSTITUTIONAL USES

The project also assumes that approximately 844,000 square feet of retail could be developed by 2013. Of this retail use, approximately 415,000 square feet would be associated with a large mixed-use commercial/retail development proposed on site Q, a projected site. The balance of the retail space would mostly comprise ground-floor retail use at the other commercial sites and certain residential development sites. These ground-floor retail uses would predominantly serve proposed office and residential uses.

Retail was also assumed for the ground-floor uses on the potential development sites. Based on evaluations of lot size, this retail use could total approximately 584,000 square feet. This is a reasonable assumption given that some of the goals of the project are to foster new and varied retail opportunities and to enhance and enliven street frontages.

ILLUSTRATIVE BULK CONFIGURATIONS

To assess the visual and contextual impacts of the proposed actions, bulk configurations—all of which conform to the proposed zoning—were formulated by DCP to illustrate the development that could be created on the project sites that have been identified as part of the worst-case development scenario (see Figures 11 through 14). Actual development on any of the development scenario sites may differ from what is shown on the bulk configurations.

FUTURE BASELINE CONDITION

The baseline or No Build condition assumes that none of the discretionary actions proposed as part of the Downtown Brooklyn Development project are adopted. Development in the baseline condition would be limited to those projects that would be developed independently of the proposed project or project parcels that would likely be developed under the current zoning regulations and land use policies (see Table 8).

The list of No Build projects has been updated as new information has become available between issuance of the Draft and Final Scope of Analyses. These updates include refinements to a site program's uses and size, and also includes new development projects not previously disclosed. New additions include the projected development of two sites within the Atlantic Terminal Urban Renewal Area (noted in Table 8 as Atlantic Center and Shops at Atlantic Center, Site 5). Although these developments were proposed last year, discussions with the City did not reach the level that would require incorporating the potential projects into the No Build condition. A potential developer of these sites has since made a firmer proposal, and the sites are now included in the baseline condition in order to be as conservative as possible, while remaining focused on realistic development. The programs listed in Table 8 represent the maximum build-out possible under current zoning and the ATURP; there are no detailed design plans for the sites at this time.

Table 8
Development Projects Proposed for Study Area by 2013

Name/Address	Build Year	Residential Use	Office/ Commercial Use	Other Uses
9 MetroTech (NW corner Flatbush Avenue Extension and Myrtle Avenue)	2003		670,000 sf for Empire Blue Cross-Blue Shield, NYC Human Resources Administration	272-space parking facility (includes 133 public spaces), 6,000 sf retail
53 Boerum Place	2003	99 dwelling units		85 parking spaces
60-82 Washington Street	2005	254 units		
110 Livingston Street		245 units		6,000 sf theater, 225 below-grade parking spaces
223 Atlantic Avenue (NE corner of Court Street)	2004	254 units		20,000 sf retail, 40,000 sf YMCA, 700 car public parking facility
Atlantic Avenue at NW corner of Court Street	2003			10,900 sf pharmacy
330 Jay Street	2005		170,000 sf	780,000 sf court space, 150-space accessory car garage
Atlantic Avenue and Smith Street (Block 176)	2004	50 units	31,500 sf	15,000 sf ground-floor retail + 8,500 sf community facility, 130-space facility
Atlantic Center (Block 2002)	2008	711 units	875,000 sf	395,000 sf ground-floor retail (same as in existing conditions)
Atlantic Terminal	2004		470,000 sf	470,000 sf retail, rehabilitated LIRR station
BAM LDC East (Block 2108 bounded by Ashland Place, Fulton, Lafayette and St. Felix Streets)	2004	100,000 sf		60,000 sf cultural uses
BAM LDC North (Block 2107 bounded by Ashland and Rockwell Places and Lafayette and Fulton Streets)		570,000 sf		10,000 sf retail, 7,000 sf open space, 43,000 sf dance center, 160,000 sf museum/gallery, 50,000 sf theater, and 466-space parking facility
Bond Street Garage				11,800 sf retail expansion
Bridge Plaza Rezoning (area bounded by Tillary, Prince, Nassau and Jay Streets)	2004	295 anticipated		Rezoning from M1-1 to R6B, C6-2 and C4-3
Bridgefront Condominiums (42 Main Street)	2003	21 units		

Table 8 (cont'd)
Development Projects Proposed for Study Area by 2013

Name/Address	Build Year	Residential Use	Office/ Commercial Use	Other Uses
Brooklyn Bridge State Park				70-acre park on East River shoreline, including open spaces, cultural facilities, hotel, marketplaces, restaurants, indoor recreation centers, education center, marina for a total of 1.5 million sf built space; 150,000 sf recreation center on Pier 5, hotel and conference center on upland portion of Pier 1
Brooklyn Law School dormitory (NW corner State Street and Boerum Place)	2004			371-bed dormitory, 212-space public parking facility
City University (site A)				590,777 sf additional academic/community facility use per University master plan
City University (site B)				258,938 sf additional academic/community facility use per University master plan
ESDC/HS (Block 170, S side Schermerhorn between Hoyt and Smith; E side Smith b/ Schermerhorn and State Streets)	2004	440 housing units (including 200 affordable housing units)		40,000 sf community facility, commercial or hotel 65,000 sf retail
Federal Courthouse (NW corner Adams and Tillary Streets)	2004			700,000 sf for courtrooms and judges' chambers for U.S. Eastern District of New York, operations for U.S. District Court, U.S. Bankruptcy Court, as well as other court-related agencies.
Ingersoll Community Center				New 18,250 sf community center to replace former 9,000 sf center
Light Bridges (100 Jay Street)	2005	153 dwelling units	88,000 sf	33,000 sf retail, 280 parking spaces
LIU Recreation and Wellness Center (site of present Goldner Building and LIU tennis courts)	2004		10,000 sf for Brooklyn Hospital Center/athletic staff	117,000 sf wellness/recreation center with natatorium, tennis courts, track, 3,500 seating for athletic events
New York Marriott Brooklyn Expansion (Adams Street N of Willoughby Street)	2005			280-room hotel annex, 8,500 sf retail
Saint Francis College – Anthony J. Genovesi Center	2003		4,000 sf	8,350 sf athletic facility
Schermerhorn between Hoyt and Bond Streets (Block 171)	2004	135 units, 14 townhouses		14,700 sf ground-floor retail and 50 parking spaces
Shops at Atlantic Center, Site 5 (Block 927)	2008	308 units		16,980 sf ground-floor retail (same as in existing conditions)
Site G		60 units		
South Portland Avenue at Atlantic Avenue (Block 2004)		32 3-family houses		
Sweeney Building Conversion	2003	87 units		

Sources: Downtown Brooklyn Council, New York City Economic Development Corporation, New York City Department of City Planning, New York City Department of Housing Preservation and Development, AKRF.

H. PREPARATION OF ENVIRONMENTAL IMPACT STATEMENT

An EIS will be prepared in conformance with all applicable laws and regulations, including regulations implementing CEQR. The EIS will also follow the guidelines of the *CEQR Technical Manual*, dated December 2001. The Office of the Deputy Mayor for Economic Development and Rebuilding, as lead agency, will coordinate the review of the proposed actions among the involved and interested agencies and the public. The EIS will contain:

- A description of the proposed actions and their environmental setting;
- A statement of the environmental impacts of the proposed actions, including their short- and long-term effects, and associated environmental effects;
- A description of any growth-inducing effects of the proposed actions on surrounding areas;
- An identification of any significant adverse environmental effects that cannot be avoided if the proposed actions are implemented;
- A discussion of alternatives to the proposed actions;
- An identification of any irreversible and irretrievable commitments of resources that will be involved in the proposed actions, should they be implemented; and
- A description of mitigation proposed to avoid or minimize significant adverse environmental impacts.

The analyses of the proposed actions will be performed for the expected year of completion of construction of the reasonable worst-case development scenario assumed for the project, 2013, and will include the cumulative impacts of other projects that would affect conditions in the study area.

Based on the preliminary screening assessments outlined in the *CEQR Technical Manual*, the following environmental areas would not require detailed analysis in the EIS:

- Natural Resources: A significant adverse impact on a natural resource, requiring a natural resources assessment, might occur if a natural resource is present on or near the site of the proposed action and the action involves disturbance of that resource. The study area for the development project is substantially devoid of natural resources, as defined by the *CEQR Technical Manual*. In addition, the study area does not contain "built resources" that are known to contain or may be used as habitat by a protected species as defined by the Federal Endangered Species Act (50 CFR 17) or the New York State Environmental Conservation Law (6 NYCRR Parts 182 and 193). Finally, the disruption of the subsurface of the proposed development sites would not affect the function or value of natural resources.
- Waterfront Revitalization Program: The sites comprising the Downtown Brooklyn Development project are not within the boundaries of the City's Coastal Zone. Therefore, no detailed assessment of the proposed actions' conformance with the City's Waterfront Revitalization Program is necessary.

The specific EIS tasks are described below.

TASK 1. PROJECT DESCRIPTION

The first chapter of the EIS introduces the reader to the project and sets the context in which to assess impacts. The chapter contains a project identification (brief description and location of the

proposed development); the background and/or history of the development project; a statement of the purpose and need for the proposed development; the proposed zoning and other related actions and the key planning considerations that have shaped them; the reasonable worst-case development scenario under the proposed actions that is analyzed throughout the EIS; and a discussion of the approvals required, procedures to be followed, and the role of the EIS in the process. This chapter is the key to understanding the proposed actions and their impacts, and gives the public and decision-makers a base from which to evaluate the project.

The project description will present the planning background and rationale for the proposed actions and urban design concepts, and will summarize the reasonable worst-case development scenario/anticipated building program. In addition, the project description will summarize the potential development that could result in the balance of the rezoning area and the approximate square footage of the projected development. The project description will provide a description of prototypical buildings along with other graphic depictions.

The section on approval procedures will explain the Uniform Land Use Review Procedure (ULURP) process, its timing, and hearings before Community Board 2, the Brooklyn Borough President's office, the CPC, and the City Council. The role of the EIS as a full-disclosure document to aid in decision-making will be discussed and its relationship to ULURP and the public hearings described.

TASK 2. LAND USE, ZONING, AND PUBLIC POLICY

These studies will analyze the potential impacts of the expected changes in land uses that would result from the proposed rezoning and other related actions. The land use study area will consist of the rezoning area as well as neighboring areas where indirect impacts may be felt. For the purpose of environmental analysis, the study area will extend approximately ¼ mile from the borders of the rezoning area, and will generally be bounded by Sands Street to the north, Wyckoff Street to the south, Henry Street to the west, and Cumberland Street to the east. The analysis will reflect current conditions, recent trends, and other future plans. Tasks include:

A. Based on field surveys, the chapter will identify, describe, and graphically portray predominant land use patterns in the study area. The sites directly affected by the proposed actions will be the focus of this effort, with a more general discussion of the surrounding areas. Based on discussions with DCP and other public or private agencies and local real estate brokers, describe recent land use trends in the study area and identify major factors influencing land use trends.

B. Describe and map existing zoning and recent zoning actions in the study area, including the establishment of the Special Downtown Brooklyn District.

C. Prepare a list of future development projects in the study area that could affect future land use patterns and trends. Also, identify pending zoning actions or other public policy actions that could affect land use patterns and trends as they related to the proposed actions. Based on these changes, assess future conditions in land use zoning in the future without the proposed actions.

D. Describe the proposed actions and anticipated land use changes.

E. Assess impacts of the proposed actions and resulting development on land use and land use trends, public policy, and zoning. Project impacts related to issues of compatibility with surrounding land use, the consistency with zoning and other public policy, and the effect of the project on ongoing development trends and conditions in the area.

F. In coordination with the socioeconomic task, qualitatively assess the project's potential to result in secondary induced development elsewhere in the study area.

TASK 3. SOCIOECONOMIC CONDITIONS

The development of up to 6.7 million square feet of office, retail, and residential space in Downtown Brooklyn by 2013 would generate significant economic and fiscal benefits to the New York City and New York State during the construction and operating periods. These benefits are typically measured in direct (on-site) and indirect (off-site) jobs and payroll, as well as taxes that would accrue to both the City and the State, including sales taxes, personal income taxes, real property taxes, miscellaneous taxes (such as corporate and business taxes), utility taxes, mortgage recording fees, and special use taxes, such as the hotel occupancy tax.

This chapter will examine the effects of the project on socioeconomic conditions in the land use study area described in Task 2, including population characteristics, increase in economic activity, and the potential displacement of businesses, employment and residences from the rezoning area. Analyses will be conducted pursuant to the methodologies of the *CEQR Technical Manual*. To estimate the economic and fiscal benefits of the proposed development project, the Regional Input-Output Modeling System (RIMS II), which was developed by the U.S. Department of Commerce, will be used. Tasks include:

A. The existing socioeconomic conditions in the land use study area will be summarized, including:

- A description of the residential population, income, households and average household size, median age, and median household income;
- Employment by major industrial category, as available from the New York State Department of Labor or an online planning data service, such as Claritas, Inc.; and
- A general description of the types of economic activity in the study area—i.e., types of business and industries currently located in the study area, as well as the residential character of the land use study area.

In conjunction with the land use task, specific development projects that would occur in the land use study area in the future with the proposed actions will be identified, and the likely direct employment that would be generated by these projects will be described, as well as estimated sales for retail developments and future population that would be accommodated by future residential developments. Fiscal impacts, such as personal income taxes, sales taxes, and real estate taxes, will not be estimated, since this type of analysis is not required under CEQR.

Because the proposed project is intended to be mixed-use, the economic and fiscal benefits will be estimated separately for different types of development—i.e., office, retail, residential, cultural, and institutional.

CONSTRUCTION PERIOD BENEFITS

The following benefits that would occur during the overall construction period in the City and the State will be estimated for each development type under the reasonable worst-case scenario:

B. Direct employment (in full-time equivalents) created by the capital investment, and indirect employment created by purchases of other goods and services during the construction period;

C. Wages and salaries generated by the direct and indirect employment;

D. Taxes generated during the construction period, including sales tax on construction materials (assuming that the project components would not be exempt from sales taxes), payroll taxes, corporate and business taxes, mortgage recording fees (if any), and miscellaneous taxes; and

E. The total economic activity, or the total economic output created by construction of the proposed actions.

OPERATING PERIOD BENEFITS

The following benefits that would occur annually in the City and the State after the project is fully developed will be estimated for each development type under the reasonable worst-case scenario:

F. Direct or permanent employment (in full-time equivalents), and indirect employment, based on economic multipliers specific to the type of development;

G. Wages and salaries generated by the direct and indirect employment;

H. Direct taxes generated by the annual operation of commercial, institutional, and/or residential development, including retail sales tax, hotel occupancy tax (if any), payroll taxes, corporate and business taxes, and miscellaneous taxes;

I. Taxes generated by indirect economic activity;

J. The total economic activity, or the total economic output created by the annual operation of the proposed actions; and

K. The economic and fiscal benefits from each type of development will be summarized for the reasonable worst-case development scenario.

PUBLIC SECTOR COSTS

L. Based on the projected employment and new residential population generated by the proposed actions, public sector improvements that might be required adequately to service the overall development will be identified, including traffic and transportation improvements, infrastructure improvements, such as new water and/or sewer lines, additional schools, police and fire protection, and sanitation services. The identification of required improvements will be made in conjunction with discussions with appropriate City and State agencies. Once the types of improvements have been identified, costs will be estimated based on input from relevant agencies as well as standard industry costs.

DIRECT DISPLACEMENT

M. Based on a reasonable worst-case development program, the number of existing residents, number of employees, and number and types of businesses in the land use study area that would likely be displaced by the proposed actions will be identified. In addition, the type of relocation benefits that would be available to landlords, homeowners, tenants (including educational institutions), businesses owners, and employees will be described.

INDIRECT DISPLACEMENT

N. Given the scale of the anticipated development, a detailed assessment of the potential for indirect or secondary displacement of businesses and residents in the area may be required. Related tasks include:

- Define the study area, which may be larger than the land use study area, given that the size and type of the proposed development could have an effect on the office and residential markets in Downtown Brooklyn and the surrounding area;
- Analyze demographic trends by census tract, including population, household characteristics, and housing characteristics;
- Analyze long-term trends in employment in the Downtown Brooklyn area;
- Describe the physical conditions and characteristics of the housing stock and commercial and industrial buildings in the project study area by neighborhood;
- Describe recent development trends in the City as a whole, including major initiatives by various City and State agencies to retain employment within the five boroughs;
- Describe real estate market conditions and recent real estate trends in Brooklyn and within the project study area through a combination of interviews with real estate brokers and available real estate industry reports;
- Identify major employers in the project study area, and where possible, identify the amount of space that each occupies;
- Describe transportation services in the project study area;
- Identify major projects that may exist in the future without the proposed actions, including planned new construction, expansions, and conversions;
- Assess the potential for the proposed actions' reasonable worst-case development scenario to cause indirect displacement of existing businesses in the project study area as a result of: (1) introducing a new type of economic activity that would change the existing economic patterns; (2) adding to the concentration of one economic sector that would change the existing economic patterns; (3) introducing economic activity that would lead to higher commercial rents or lower property values; (4) directly or indirectly displacing residents, workers, or visitors who form the base of existing businesses in the area;
- Assess the potential for the proposed actions' reasonable worst-case development scenario to cause indirect displacement of existing residents in the project study area, including the residential neighborhood of Fort Greene, as a result of: (1) adding a substantial new population to the study area; (2) displacing uses or properties that have had a blighting affect on the area; (3) displacing one or more components of the population that would change the socioeconomic character of the study area; (4) introducing a critical mass of commercial uses that might increase the demand for housing in the study area.

TASK 4. COMMUNITY FACILITIES AND SERVICES

The demand for community facilities and services is directly related to the type and size of the new population generated by development resulting from the proposed actions. New workers tend to create limited demands for community facilities and services, while new residents create more substantial and permanent demands. This chapter will include an assessment of the ability of libraries, as well as police and fire departments, to serve the development sites.

This chapter will identify and locate relevant local police precinct and fire stations serving the development study area, and describe the existing service conditions, highlighting particular problem areas. Changes that may occur in the future without the proposed actions will be described. While the 2001 *CEQR Technical Manual* only requires analysis of impacts on police and fire services in cases of direct displacement, the indirect impact of the development on these services will be assessed. This will be a function of the numbers of new workers and residents, the specific demands they may create on available services, and any effect of project-generated traffic in delivering these services.

A development effort of this magnitude will also require a detailed assessment of the project's effect on area public schools. CEQR analyzes potential impacts only on public schools operated, funded, or chartered by the New York City Department of Education. The analysis generally relates only to primary and intermediate schools, which serve the local population, and rarely to high schools, which have a boroughwide or Citywide population base. Schools will be analyzed based on the potential for development to cause overcrowding (i.e., a deficiency of available seats for a particular age group within the district).

The chapter will identify public schools serving the proposed project's study area and assess conditions in terms of enrollment and utilization during the current school year, noting any specific problems with school capacity. Conditions that will exist in the future without the proposed actions will be identified, taking into consideration projected increases in future enrollment and plans to increase school capacity either through administrative actions on the part of the Department of Education or as a result of the proposed actions' reasonable worst-case development scenario, relative to available capacity that may exist in the future without the proposed actions.

TASK 5. OPEN SPACE

The proposed development would introduce a substantial number of new workers and residents into the area and would place added demands on existing open spaces. At the same time, the proposed development project includes the provision of new public spaces that would help to alleviate the demand generated by the new worker and residential populations. The development project also may include improvements to existing open spaces that would enhance the existing inventory. Due to the size and scale of the proposed development, and the many additions and possible alterations to the existing open space inventory, a full analysis is necessary to determine the overall effects of the proposed actions' reasonable worst-case development scenario on open space resources. Tasks for this analysis will include:

A. Given the proposed actions would introduce new workers and residents to the Downtown Brooklyn area, the analysis will consider both passive and active open space resources, requiring two study areas. Existing publicly accessible passive open space will be inventoried within two study areas: ¼-mile radius from the rezoning area and ½-mile radius from the project's study area. Active open spaces would also be inventoried for the ½-mile

residential study area. Both areas are adjusted for census tract boundaries. The condition and use of existing facilities will be described based on the inventory;

B. Prepare a demographic analysis of the commercial open space study area worker and residential population, and residential population in the residential open space study area, including information available from the 2000 Census;

C. Based on the inventory of facilities and worker population, calculate the open space ratios and compare these ratios to City guidelines to assess adequacy;

D. Assess expected changes in future levels of open space supply and demand in 2013 based on other planned development projects within the study areas. Open space ratios will be developed for future conditions and compared with existing ratios to determine changes in future levels of adequacy; and

E. Based on the population added by the proposed reasonable worst-case development scenario, assess its effects on open space supply and demand. The assessment of impacts will be based on a comparison of open space ratios with the proposed actions and its associated public space, and open space ratios in the future without the proposed actions.

TASK 6. CULTURAL RESOURCES

The proposed Downtown Brooklyn Development project is located in the heart of Downtown Brooklyn near some of the oldest and newest development in the area. There is a large number of designated historic resources within and adjacent to the proposed project area. Potential impacts on historic resources are considered on both the project development sites and in the area surrounding the development sites. The historic resources study area is therefore defined as the area to be rezoned plus the blockfronts that face it.

Archaeological resources will be considered only in those areas where excavation is likely; these are limited to the sites that may be developed for the Downtown Brooklyn Development Plan. This scope of analysis assumes that the New York City Landmarks Preservation Commission (LPC) will make determinations of the need for analysis prior to any work being undertaken.

A. Consult with LPC for their preliminary determination of the potential archaeological sensitivity of the rezoning area. Documentation of LPC determinations will appear in the EIS. If LPC identifies any project development sites as being potentially sensitive for archaeological resources, then further archaeological study would be undertaken for such sites, as described below;

B. Prepare a brief contextual history of Downtown Brooklyn;

C. Map and briefly describe designated historic resources (NYCLs or pending NYCL designation, properties listed on or eligible for listing on the S/NR, including National Historic Landmarks [NHLs]) in the study area;

D. Conduct a field survey of the study area, with a primary focus on the affected sites, to determine whether there are any potential architectural resources that could be impacted by the proposed actions. Research current sources prepared by LPC and the New York State Office of Parks, Recreation, and Historic Preservation (OPRHP), consult local histories, contact local historic groups;

E. In coordination with the land use task, qualitatively discuss any impacts of planned development projects on historic resources;

F. Assess probable impacts of the proposed actions on designated and potential architectural resources, including visual and contextual changes as well as any direct physical impacts;

G. If significant adverse impacts to historic resources are identified, provide a discussion of mitigation alternatives according to the guidelines of the *CEQR Technical Manual*, chapter F, section 520, pages 3F-17 through 3F-19;

H. Prepare individual Stage 1A Archaeological Assessments as directed by LPC for any development sites LPC determines may be potentially sensitive for archaeological resources. The Stage 1A Archaeological Assessment would establish the archaeological sensitivity of the site to host prehistoric and/or historic-period archaeological resources, by providing a historical contextual overview, a development history of the site, an assessment of past disturbance, and the identification of any potential resource types that may be present on the site. The conclusions of the Stage 1A Archaeological Assessment would be summarized in the EIS.

TASK 7. URBAN DESIGN AND VISUAL RESOURCES

The proposed actions would change the urban design and visual character of the potential development sites and most likely alter the urban design character of Downtown Brooklyn. Therefore, this section of the EIS will assess the urban design patterns and visual resources of the study area as a result of the proposed actions, based on *CEQR Technical Manual* methodologies.

A. Based on field visits, describe the development sites and the urban design and visual resources of the surrounding area, using text and photographs as appropriate;

B. In coordination with the land use task, describe the changes expected in the urban design and visual character of the study area due to planned development projects in the future with the proposed actions; and

C. Describe the potential changes that could occur in the urban design character of the project study area. The analysis will focus on the specific sites where development is proposed under the reasonable worst-case development scenario, and assess the effects of other proposed actions, including creation of open space and streetscape improvements.

TASK 8. SHADOWS

The proposed development project envisions construction of a large number of office and residential buildings that may range in height from approximately 6 to 46 stories. Based on the locations of the potential and projected development sites, it appears that approximately 11 of the development sites are located adjacent to, or across the street from, existing publicly accessible open spaces or proposed public spaces. A shadows screening analysis will be performed, using the methodology recommended in the *CEQR Technical Manual.*

A. A screening-level analysis will be performed to identify potential shadow impacts. This preliminary analysis will involve the identification of historic resources with sun-sensitive features in the area and, in coordination with the open space task, identification of publicly accessible open spaces. The potential for incremental project shadows to fall on such resources will be assessed based on the height, bulk, and location of the proposed new buildings.

B. Based on the results of the shadows screening, identify anticipated project-generated shadow increments on publicly accessible open spaces or historic resources with sun-sensitive

features. Prepare shadow diagrams for each development site that has the potential to create such increments. The hours that project shadows will fall on sun-sensitive resources will be calculated for March 21, May 6, June 21, and December 21. The duration of the shadow increment on the open space or the historic resource with sun-sensitive features will be calculated, and the effects of the incremental shadows will be assessed.

TASK 9. HAZARDOUS MATERIALS

The objective of the hazardous materials assessment is to determine which, if any, of the projected and potential development sites may have been adversely affected by current or historical uses at or adjacent to the development site.

The scope of work for the hazardous materials assessment will be two-fold. First, an areawide summary will be prepared of topographical, geological and hydrogeological conditions, from city and U.S. Geological Survey sources. Second, individual projected and potential development sites and, where appropriate, their surrounding properties will be studied to determine whether current or historical potential hazardous materials conditions may have affected the development sites. Factors to be considered when making this determination include the extent, severity and proximity of the potential hazardous materials condition to the project site, as well as geological or hydrogeological conditions that may have affected the migration of the hazardous material.

For each development site, the following research will be conducted:

A. A visual inspection of the property (from sidewalks and public rights of way) to identify uses and assess existing conditions, such as fill pipes, vent caps, transformer vaults, dumping and abandoned drums, or other evidence of petroleum usage or hazardous materials.

B. An evaluation of the land use history will be made using available historical fire insurance maps going back to approximately 1900, if available.

C. A review of U.S. Environmental Protection Agency and New York State Department of Environmental Conservation (NYSDEC) databases regarding hazardous materials. These records can assist in identifying the use, generation, storage, treatment, disposal, or release of hazardous materials and chemicals.

If it is determined during the aforementioned research that the potential exists for a hazardous materials condition on site then the surrounding sites will not be researched. However, if no such condition exists on site, then the adjacent properties will be researched to determine whether a condition at one or more adjacent properties might have impacted the development site. Finally, if no such conditions exist on both the development site and adjacent properties, the remaining properties within 400 feet of the development site will be researched.

- For those sites which are currently City-owned or which would be acquired by the City, the potential for significant adverse impacts will be evaluated based on the various past uses at the site (and, where relevant, at adjacent sites or sites within 400 feet) and the potential for these uses to result in public health concerns either during or following development. This evaluation will consider the potential health effects of the classes of chemicals potentially present at each site and the associated potential pathways for human exposure to occur either during or following development.

- For other properties (i.e., those that are neither currently City-owned nor would be acquired by the City), if it is determined that a site may have been affected, a recommendation for the placement of an "E" designation[1] will be made. An "E" designation will require, prior to redevelopment, further investigation (an ASTM Phase I and, if necessary, a subsurface investigation) be performed to determine whether hazardous materials condition has actually affected the development site, and, if so, mitigation or remediation measures to protect construction workers and the community both during and after site redevelopment. The "E" designation would require that the owner of an "E" designated site conduct a testing and sampling protocol, and remediation where appropriate, to the satisfaction of the New York City Department of Environmental Protection (DEP) before the issuance of a building permit by the Department of Buildings (pursuant to Section 11-15 of the Zoning Resolution–Environmental Requirements). The "E" designation also includes mandatory construction-related health and safety plans which must also be approved by DEP.

Environmental conditions identified in this research will be summarized in tabular format specific to tax block and lots, indicating whether the potential exists for a hazardous materials condition.

Additionally, for each projected and potential development site, a short narrative history will be written, highlighting environmental conditions on the development site and, if appropriate noting potential impacts from properties adjacent to or within 400 feet of the development site.

TASK 10. INFRASTRUCTURE AND ENERGY

A screening-level analysis will be included in the EIS to determine whether the reasonable worst-case development scenario under the proposed actions has the potential to result in impacts to the area's infrastructure system providing water, energy, and solid waste and sanitation services. This task will include consultation with DEP regarding water and sewer system capacity and infrastructure issues in the project area.

TASK 11. TRAFFIC AND TRANSPORTATION

Both the street and subway systems within the project's Downtown Brooklyn study area are extensive, but are also stressed by current demand. The street system serves the dual function of providing through-access to and from the Brooklyn and Manhattan Bridges, while also accommodating the local traffic demands of the Downtown Brooklyn CBD. In order for the traffic circulation needs of the new development project to fit into the framework of the present street system, improvements will be needed. Such improvements will be provided as part of the development project and analyzed in the EIS. The Downtown Brooklyn street system has also been the focus of recent traffic calming efforts undertaken by NYCDOT, and an accounting of these measures with respect to the traffic needs of the proposed project will be included in the EIS.

[1] As described in the 2001 *CEQR Technical Manual*, an "E" designation is used in connection with an environmental review pursuant to any zoning map amendment to identify potential significant contamination on one or more tax lots within the affected zoning area that is not under the control of the applicant. The "E" designation discloses the potential contamination associated with the site and the required mitigation needed to ensure the protection of public health and the environment prior to construction of the site.

With the majority of new travel demand from the proposed project expected to use subways, it is expected that some significant functional changes will be needed at one or more stations in conjunction with the development project. A likely focus of these efforts will be the Lawrence Street BMT station, which will be in the heart of the initial office development on Willoughby Street. This station, along with the Jay Street IND Station, is currently targeted for reconstruction and reconfiguration by New York City Transit.

Like the street and subway systems, the off-street parking system in the Downtown Brooklyn core is expected to become further stressed in the future as both No Action projects and the proposed development project increase demand while at the same time displace some existing facilities. Improvements in off-street parking supply will be provided as part of the proposed development project and analyzed in the EIS. The EIS transportation studies will include the following tasks:

A. The study area proposed for the transportation studies includes approximately 30 intersections that are expected to be analyzed for potential impacts from the reasonable worst-case development scenario. The study area was developed to account for the principal travel corridors to/from the sites. The traffic study area is bounded on the north by Tillary Street, on the south by Atlantic Avenue, on the east by Fort Greene Place, and on the west by Court Street/Cadman Plaza West .

B. Street widths, sidewalk widths, traffic flow directions, curbside parking regulations, as well as other items required for traffic analysis will be inventoried and updated. The most recent signal timings from NYCDOT for each study area intersection will be acquired along with the location of high-accident intersections in the study area.

C. Base traffic networks for 2002 conditions within the study area will be developed for the weekday AM, midday, and PM peak hours based on data available from previous studies augmented by additional manual turning movement counts where necessary. Additional vehicle classification and time/delay data will also be collected along key corridors for air quality studies. Allowances for on-going construction and temporary road closures will be made, as well as for the elimination of through-traffic en route to and from the World Trade Center. A methodology to account for the present high-occupancy vehicle regulations on the East River bridges will be developed with NYCDOT.

D. The capacity of the street system in the study area will be analyzed for 2002 Existing conditions using the *Highway Capacity Manual 2000* methodology and the existing levels of service and volume-to-capacity (v/c) ratios and delays on streets in the traffic study area will be determined for each of the three peak hours. Problem locations will be identified.

E. The development projects that are expected in the future without the proposed actions will be identified and associated future No Build traffic volumes will be determined. The v/c ratios and levels of service will then be calculated, and newly congested intersections will be identified. The future traffic volumes from these sites will be estimated using available EISs, U.S. Census data, and other sources. Mitigation measures accepted for all these projects, as well as the most current NYCDOT traffic calming plan and any other transportation improvements planned for the area (including NYSDOT's BQE Park Avenue viaduct reconstruction), will be included in the future No Action traffic network.

F. The trips generated by the project's reasonable worst-case development scenario for Downtown Brooklyn and the modes of transportation used for these trips in the peak hours will be determined using trip generation rates based on accepted CEQR criteria and studies that have been done for similar uses in Downtown Brooklyn. These will be supplemented by

journey-to-work data for the study area from the 2000 Census, and by recent data for Downtown Brooklyn from other sources, as appropriate. New trips will be assigned to the respective travel modes in each peak hour. Transportation credits will be determined for any uses displaced by the proposed actions by estimation using standard trip generation patterns, and by actual field counts, where appropriate.

G. A traffic impact assessment of the proposed plan will be performed for the 2013 analysis year. Project-generated auto, taxi, and truck trips will be assigned and mapped to the surrounding network for each analysis period, and the impact on intersection delays will be evaluated. Impact criteria established in the *CEQR Technical Manual* will be used for this analysis. In addition, where major disruption is anticipated during construction, an evaluation on the surrounding roadway system during construction will be performed. The analyses will also assess any effects of the proposed actions on bicycle routes within the study area.

H. The current and future parking conditions for the weekday AM and midday periods will be analyzed quantitatively, including existing public lots/garages and curbside spaces in the study area. The available capacity and average utilization in the study area will be assessed, using off-street utilization surveys. The analysis of future conditions will reflect changes in the parking supply and any changes in accumulated parking demand generated in the future without the project. This will include changes due to development of potential No Build sites such as the proposed residential developments along Schermerhorn, Livingston, and Smith Streets and Third Avenue, and development of Blocks 2107 and 2108 in the BAM Cultural District. After accounting for the new parking demand and supply due to the proposed project, any impacts of the proposed project will be based on excess parking demand generated by the proposed new development versus available supply in the study area.

I. The analysis of subway conditions will focus on seven stations or station complexes within the study area—Borough Hall/Court Street, Jay Street-Borough Hall, Lawrence Street, Nevins Street, Hoyt Street, DeKalb Avenue, and Hoyt-Schermerhorn Streets. In addition, a screening analysis will be performed to assess project-related transfer activity at the Atlantic Avenue/Pacific Street station complex. Stations where project demand would exceed the CEQR threshold of 200 peak hour trips will be identified, and a quantitative analysis of the impact of the proposed project on these stations in the weekday AM and PM peak hours will be prepared. The station elements (street stairs and fare control areas) to be analyzed are those most likely to be used by demand from the proposed project. The peak hour transit trips from the new project will be estimated and assigned to the individual subway lines and stations. The station impact analysis will include existing and No Action conditions, as well as Build conditions with the proposed development. Any potential impacts on these subway stations will be identified using CEQR impact criteria.

J. A quantitative analysis of Downtown Brooklyn's local bus system will be performed for the EIS. With approximately 6 percent of all new travel demand using local buses, several routes could be potentially impacted. The analysis will include documenting existing AM and PM peak hour route services and peak load point ridership, determining conditions in the future without the proposed actions and assessing the effects of new project-generated peak hour trips for the specific bus routes anticipated to serve the project sites. A discussion of existing ferry routes and intermodal linkages (e.g., ferry/bus) serving Downtown Brooklyn will also be provided.

K. A quantitative analysis of pedestrian conditions will be prepared to evaluate the pedestrian characteristics on the public sidewalks, corners, and crosswalks surrounding the sites. Analyses of Existing and No Action conditions will be prepared for the weekday AM and PM peak hours, and the effects of project generated demand analyzed quantitatively for impacts on these pedestrian elements. The specific elements to be analyzed include all corners, crosswalks, and sidewalks along the Willoughby Street corridor from Jay Street to Flatbush Avenue Extension, as well as at sidewalk locations where substantial new pedestrian flows are generated. High accident locations within the study area will be identified and the effects that project-generated pedestrian demand would have at these locations will be discussed.

L. Mitigation measures will be recommended and analyzed, as appropriate, for all significantly impacted locations in the study area. This includes potential mitigation for the street system, including roadway modifications, new signal installations, signage, signal changes, and possible parking regulation changes. Transit mitigation, if any, will be determined in conjunction with NYC Transit.

TASK 12. AIR QUALITY

Recent analyses that have been conducted as part of the 1999 *330 Jay Street/12 MetroTech Final Supplemental Environmental Impact Statement (FSEIS)*, the 1996 *U.S. Brooklyn Courthouse FEIS*, and the 1999 *Downtown Brooklyn Traffic Improvements Study (DBTIS)* indicate that violations of air quality standards and significant impacts are unlikely to occur in the future. Nonetheless, consistent with the requirements of the *CEQR Technical Manual*, a detailed air quality assessment will be performed as part of this EIS.

The air quality studies will relate principally to indirect, or mobile source emissions. The mobile source analysis will focus on ambient concentrations of carbon monoxide (CO), a microscale pollutant mostly attributable to vehicular traffic. Previous analyses in Downtown Brooklyn have studied a number of critical intersections with respect to air quality. Locations in the study area requiring detailed mobile source analysis could include: Tillary and Adams Streets, Tillary and Jay Streets, Flatbush Avenue and Tillary Street, and the complex receptor location comprising the intersections of Flatbush and Atlantic Avenues, and Atlantic and Fourth Avenues.

In addition, a stationary source screening analysis will be performed to determine the potential for significant pollutant concentrations from any proposed fossil-fueled heating, ventilating, and air conditioning (HVAC) systems.

MOBILE SOURCE ANALYSIS

Based on previous analyses in the area, mobile source modeling with EPA's CAL3QHCR would be performed at locations experiencing the greatest change in traffic volumes and delays due to project-generated trips. The mobile source air quality study will include the following tasks:

A. Update existing air quality data. Collect and summarize existing ambient air quality for the study area. Specifically, ambient air quality monitoring data published by the NYSDEC will be compiled for the analysis of existing conditions.

B. Determine receptor locations for the carbon monoxide microscale air quality analysis in consultation with DEP. Intersections in the traffic study area with the greatest expected changes in traffic volumes that exceed the CEQR screening threshold would be selected for

analysis. At each intersection selected for analysis, multiple receptor sites will be simulated in accordance with CEQR guidelines.

C. Select dispersion model for microscale carbon monoxide analysis. At the receptor sites previously identified, it is anticipated that the EPA's refined mobile source CAL3QHCR dispersion model will be used for the carbon monoxide microscale analysis.

D. Select meteorological conditions. For refined mobile source modeling with CAL3QHCR, actual meteorological data will be employed instead of worst-case assumptions concerning wind speeds, wind direction frequencies, and atmospheric stabilities. Five years of meteorological data (1997-2001) with surface data from LaGuardia Airport and upper air data from Brookhaven, NY, will be used for the simulation program.

E. Select appropriate background levels. For the microscale carbon monoxide analysis, select appropriate background levels for the study area from data collected by DEP.

F. Select emission calculation methodology. Select the methodology and input parameters needed to compute emission source strengths. Compute vehicular emissions using EPA's MOBILE5B emissions model. DEP-supplied information will be used regarding credits to account for the state vehicle inspection and maintenance (I&M) program (including any applicable future I&M programs), and the state anti-tampering program. In addition, utilize the most recent New York City vehicle age and mileage distribution data. Based on the most recent DEP guidance, a temperature of 43 degrees Fahrenheit will be assumed for calculating emissions.

G. Prepare traffic input for dispersion modeling. Input data for the mobile source analysis including volumes, speeds, and vehicle classifications will be prepared as part of the traffic task above for the AM and PM weekday peak hours.

H. Determine existing CO pollutant levels. At each microscale CO receptor location, calculate maximum 8-hour total CO concentrations. Conduct analyses for the AM and PM weekday peak hours. No field monitoring will be performed as part of this study.

I. Determine future CO pollutant levels without the proposed actions. Pollutant levels for the No Action condition will be determined for the 2013 future analysis year. At each microscale CO receptor location, calculate maximum 8-hour total CO concentrations for the AM and PM weekday peak hours.

J. Determine future CO pollutant levels with the reasonable worst-case development scenario under the proposed actions. Pollutant levels with the proposed actions will be determined for the 2013 future analysis year. At each microscale CO receptor location, calculate maximum 8-hour incremental and total CO concentrations for the AM and PM weekday peak hours.

K. Assess impacts from the parking garage(s) emissions. However, since the EIS analyzes a worst-case development scenario and not specific development projects with on-site parking facilities, parking facility design information may not be available. In order to quantify the potential emissions from project-related parking facilities, prototypical garages may be modeled. A temperature of 43°F will be assumed in the analysis, and a point source screening analysis will be used. Cumulative impacts from on-street sources and the garage exhaust will be calculated for future conditions.

L. Compare existing and future levels with standards. Future carbon monoxide pollutant levels with and without the project will be compared with the National Ambient Air Quality

Standards (NAAQS) to determine compliance with standards, and the City's *de minimis* criteria will be employed to determine the impacts of the proposed actions.

M. Assess the consistency of the proposed actions with the State Implementation Plan (SIP). At any receptor sites where violations of standards occur, analyses would be performed to determine what mitigation measures would be required to attain standards.

N. Assess particulate impacts from diesel fuel emissions. Pollutant levels for particles with an aerodynamic diameter less than 2.5 microns ($PM_{2.5}$) will be determined at two intersections. The analysis will be conducted according to the City's latest interim guidance criteria for assessing $PM_{2.5}$ impacts. Refined, mobile-source modeling with CAL3QHCR using actual meteorological data will be employed, along with vehicle emissions computed with EPA's PART5 particulate emissions model. Future pollutant levels with the project will be compared to the DEP and NYSDEC draft policy criteria to determine the potential for significant contributions to PM_{10} and $PM_{2.5}$ concentrations.

STATIONARY SOURCE ANALYSIS

The stationary source air quality study will include the following tasks:

O. Assess effects of emissions from stationary sources associated with the reasonable worst-case development scenario. Perform screening analyses of prototypical facilities to determine whether emissions from any substantial on-site HVAC facilities are significant. The screening analyses will use the procedures outlined in the City's *CEQR Technical Manual.*

P. If a proposed facility's HVAC system fails the stationary source screening analysis, then perform more detailed stationary source analyses with the ISC3 model. Five years of meteorological and background data will be used for these simulation analyses. Concentrations of nitrogen dioxide, sulfur dioxide, and particulates will be determined at sensitive receptor sites. Predicted values will be compared with national and State ambient air quality standards and other relevant standards. In the event that violations of standards are predicted, examine design measures to reduce pollutant levels to within standards.

Q. For development on the projected residential sites, perform a screening assessment for possible impacts due to air emissions from nearby industrial uses. A list of potential sources in the buildings adjacent to, within, and near the project study area (within 400 feet) will be compiled. If any manufacturing operations are identified that are emitting potentially harmful pollutants, operating permits will be obtained from DEP's Bureau of Air Resources (BAR). Based on this information, estimates will be made as to potential health effects and measures to reduce any significant adverse impacts. These estimates will be based on available information and employing a screening procedure with the EPA-developed Industrial Source Complex (ISC3) dispersion model. In the event that violations of standards are predicted, measures to reduce pollutant levels to within standards will be examined.

TASK 13. NOISE

The noise study will focus on assessing: (1) potential noise impacts due to project generated traffic due to the proposed actions reasonable worst-case scenario, and; (2) the level of attenuation needed in project-developed buildings to satisfy CEQR requirements. The noise study will include the following tasks:

A. Select appropriate noise descriptors. Appropriate noise descriptors that characterize the noise environment and the impact of the proposed development will be selected based on current CEQR criteria. Consequently, where and when appropriate, the L_{10}, and 1- hour equivalent ($L_{eq(1)}$) noise levels will be examined.

B. A screening analysis will be performed to determine locations where, based upon use of proportional modeling techniques, there is the potential for significant impacts due to the project. In general these locations would be places where traffic generated by the project would result in a doubling of passenger car equivalents (PCEs).

C. Select receptor locations for detailed analysis. Two types of receptor sites will be selected: receptor sites for detailed impact analysis, and receptor sites for building attenuation purposes. Receptor sites selected for impact analysis will be those locations where the proposed actions have the potential for significant impact (based upon a screening analysis that will look for a doubling of traffic). Impact receptor sites analyzed would include locations where the project would have the greatest potential to affect ambient noise levels. Receptor sites selected for impact analysis will be those locations where the proposed actions have the potential for significant impact (based upon a screening analysis that will look for a doubling of traffic). Impact receptor sites analyzed would include locations where the project would have the greatest potential to affect ambient noise levels. Receptor sites for building attenuation purposes will be locations where noise data ensures that appropriate design measures are incorporated into the building design to meet CEQR requirements, but where no detailed impact analysis is necessary.

D. Determine existing noise levels. At each of the receptor sites identified above, existing noise levels will be measured during three time periods (AM, midday, and PM). If land uses which involve either nighttime (i.e., multiplex movie theatre) or weekend (i.e., large destination retail) trips are part of the project, where appropriate, measurements will be made during a nighttime or weekend midday period. Measurements will be made using a Type 1 instrument, and L_{eq}, L_1, L_{10}, L_{50}, and L_{90} values will be recorded.

E. Determine future noise levels without the proposed actions. At each of the impact receptor locations, noise levels without the project will be determined using existing noise levels, acoustical fundamentals, and mathematical models. The methodology used will allow for variations in vehicle/truck mixes.

F. Determine future noise levels with the proposed actions. At each of the impact receptor locations, noise levels with the proposed actions will be determined using existing noise levels, acoustical fundamentals, and mathematical models. The methodology used will allow for variations in vehicle/truck mixes.

G. Compare noise levels with CEQR impact evaluation criteria. Existing noise levels and future noise levels, both with and without the project, will be compared with the CEQR noise impact criteria to determine project impacts and with NYC Ambient Noise Quality Zone criteria.

H. For the buildings analyzed as part of the project, the level of attenuation, and the types of measures (i.e., alternative ventilation, double glazed windows, etc.) necessary to achieve the attenuation specified in the *CEQR Technical Manual* will be discussed.

TASK 14. NEIGHBORHOOD CHARACTER

The character of a neighborhood is established by numerous factors, including land use patterns, the scale of development, the design of buildings, the presence of notable historic, physical, or natural landmarks, and a variety of other features including traffic and pedestrian patterns, noise, and socioeconomic conditions. The proposed development project could affect the character of these areas by introducing new commercial offices, housing, open space, retail, and other uses. This chapter of the document will explain those effects in a summary fashion. Since most of these elements will already be covered in other EIS sections, this assessment will essentially represent a summary of the key findings of these other analyses.

A. Drawing on other EIS sections, describe the predominant factors that contribute to defining the character of the area.

B. Based on planned development projects, public policy initiatives, and planned public improvements, summarize changes that can be expected in the character of the neighborhood in the future without the development project.

C. Drawing on the analysis of impacts on various other EIS sections, assess and summarize the reasonable worst-case development's impacts on neighborhood character.

TASK 15. CONSTRUCTION IMPACTS

Construction impacts, though temporary, can have a disruptive and noticeable effect on the adjacent community, as well as people passing through the area. The proposed development project, because of its size and the length of time for full build-out, would have the potential for substantial and extended effects. However, most of the construction will be contained within a project site, thereby minimizing potential impacts. The major areas of concern are anticipated to be traffic conditions, air quality, and noise. In addition, given that there are a large number of designated historic resources within and adjacent to the proposed rezoning area, the integrity of such resources could be adversely affected by construction vibrations. To the extent that historic resources are located near proposed development sites, maintaining the integrity of such resources would be assessed and discussed as part of the Cultural Resources chapter.

The construction assessment for the development project will generally be qualitative, focusing on areas where construction activities may pose specific environmental problems, as discussed above. Where potential significant impacts are predicted, mitigation measures will be identified. In circumstances in which construction activities impact the surrounding community for a prolonged period (i.e., more than 2 years), those impacts will be analyzed in quantitative terms.

TASK 16. PUBLIC HEALTH

Following the guidelines presented in the *CEQR Technical Manual*, this task will examine the project's potential to significantly impact public health concerns related to air quality, noise, hazardous materials, and construction. Drawing on other EIS sections, this task will assess and summarize the potential for significant adverse impacts on public health from project activities.

TASK 17. MITIGATION

Where significant adverse project impacts have been identified in the analyses discussed above, measures to mitigate those impacts will be described and assessed. The formulation and assessment of any recommended mitigation measures would be conducted in close coordination

with DCP, NYCDOT, DEP, and other City and State agencies, as necessary. If impacts cannot be mitigated, they will be described as unavoidable adverse impacts.

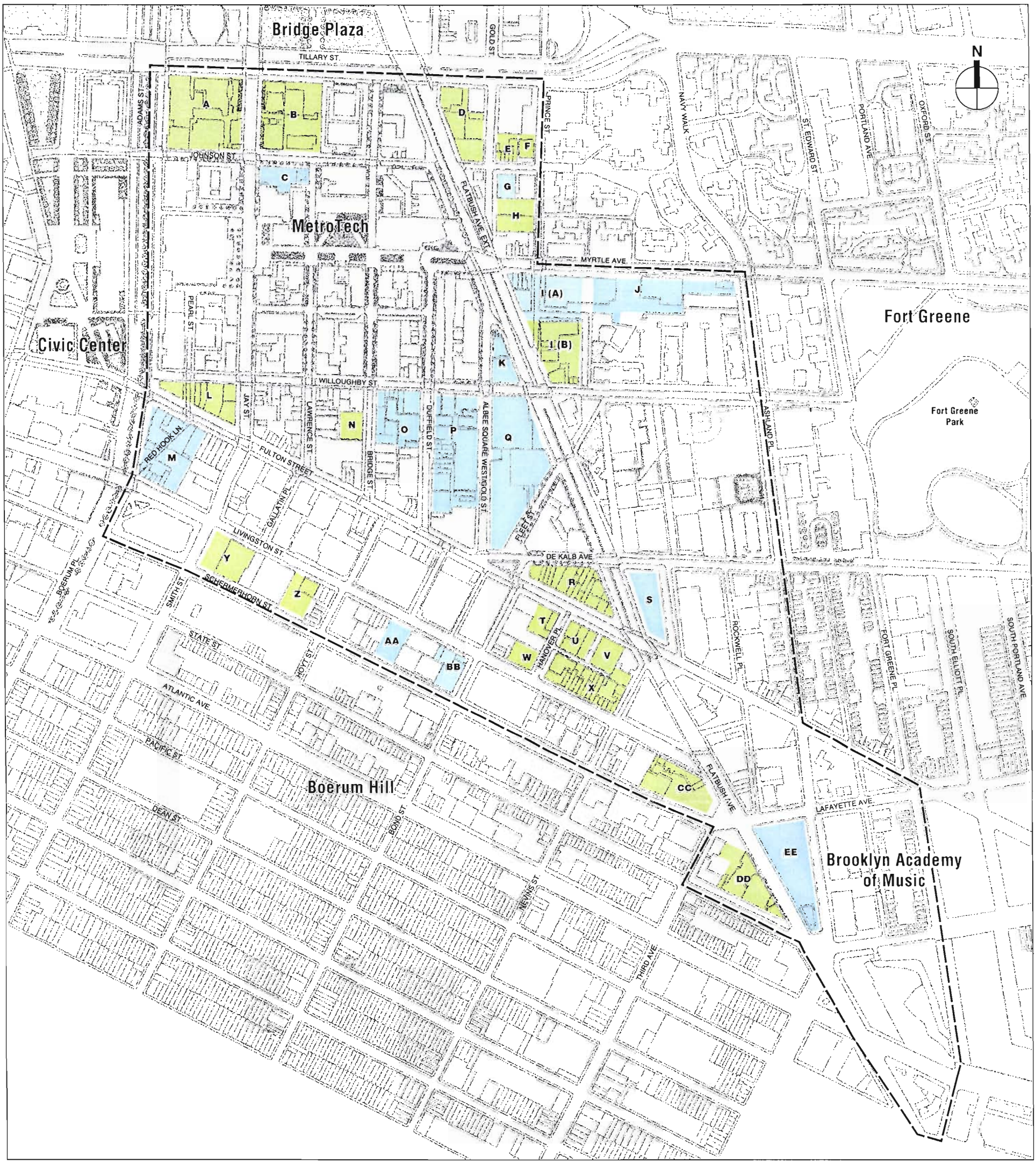
TASK 18. ALTERNATIVES

The purpose of an alternatives analysis is to examine reasonable and practicable options that avoid or reduce project-related significant adverse impacts and achieve the stated goals and objectives of the proposed actions. The following alternative is proposed to be examined: a No Action Alternative, which assumes that the proposed actions are not implemented but includes development from individual projects proposed in the study area. This alternative would include those sites comprising the Downtown Brooklyn Development project parcels, which would likely be developed independently as-of-right, absent the proposed actions. Other alternatives to be considered include alternatives to address significant adverse project impacts, a lesser density alternative, and an alternative that considers no expansion of the BCURA and no designation of new sites under the amended BCURA Plan.

The analysis will be primarily qualitative, except where specific project impacts have been identified (e.g., traffic intersections with significant impacts). However, the qualitative analysis will be of sufficient detail to allow comparisons of associated environmental impacts and attainment of project goals and objectives.

TASK 19. EXECUTIVE SUMMARY

The executive summary will utilize relevant material from the body of the EIS to describe the proposed actions, the necessary approvals, study areas, environmental impacts predicted to occur, measures to mitigate those impacts, unmitigated and unavoidable impacts (if any), and alternatives to the proposed actions. The executive summary will be written in sufficient detail to facilitate the drafting of a notice of completion by the lead agency. ✷



Project Area Boundary

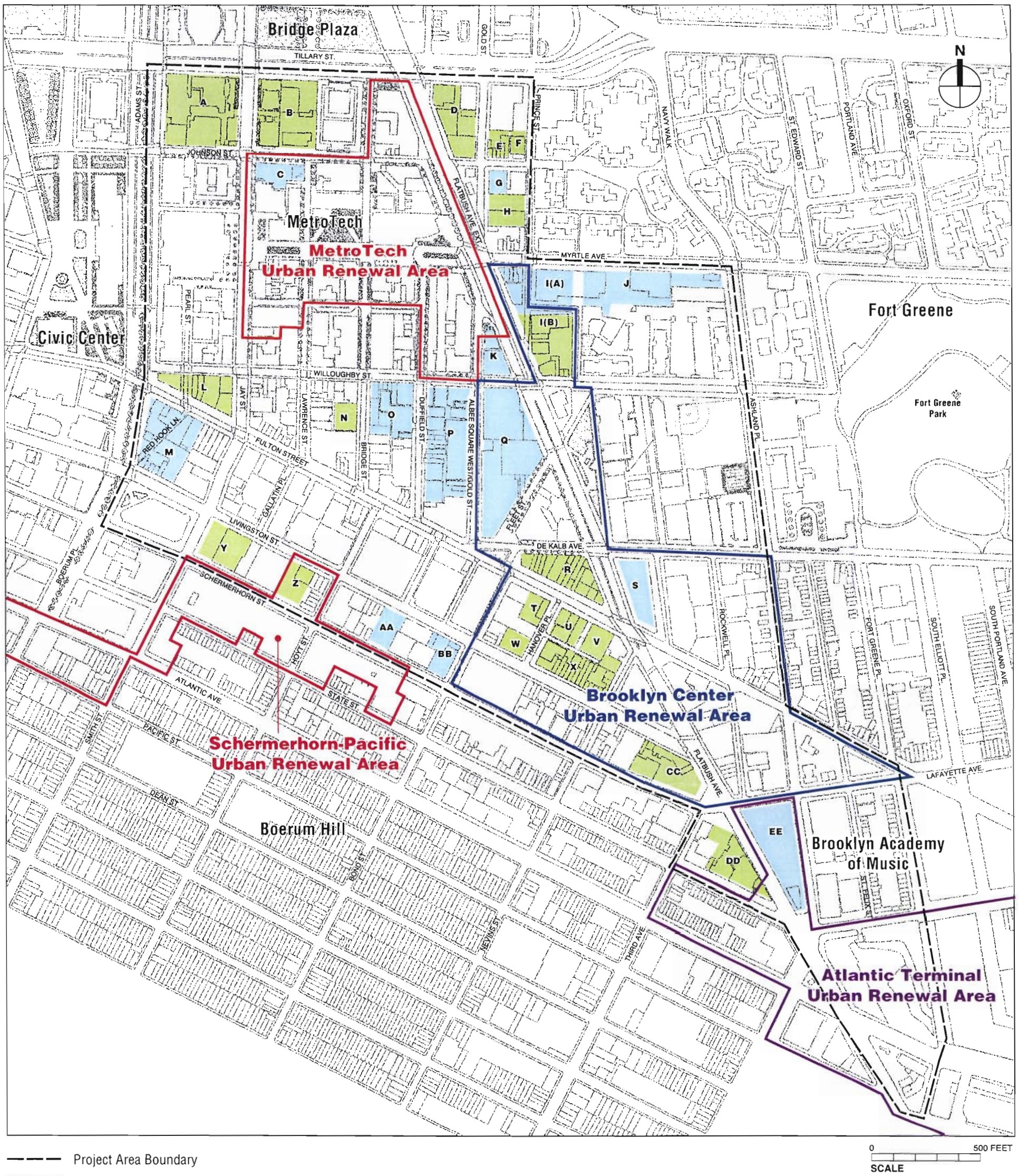
Projected Development Site

Potential Development Site

0 500 FEET
SCALE

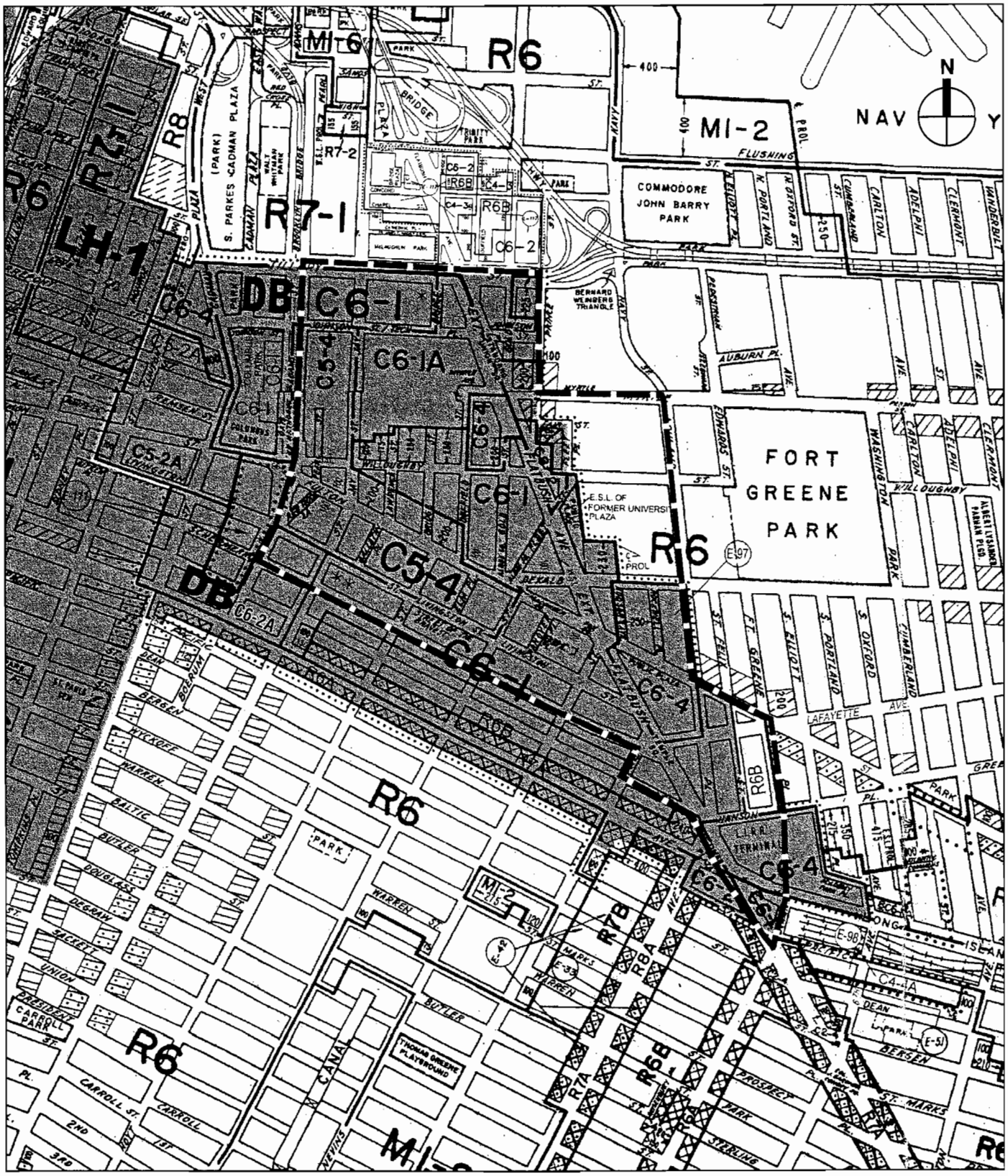
DOWNTOWN**BROOKLYN**DEVELOPMENT

Project Area
Figure 1



- Project Area Boundary
- Projected Development Site
- Potential Development Site
- Atlantic Terminal Urban Renewal Area Boundary
- Brooklyn Center Urban Renewal Plan Boundary
- MetroTech Urban Renewal Area Boundary
- Schermerhorn-Pacific Urban Renewal Area Boundary

Existing Urban Renewal Plan Boundaries
Figure 2



Project Area Boundary

C1-3 Overlay

C1-5 Overlay

C2-1 Overlay

C2-4 Overlay

Zoning District Boundary

Special Purpose District

DB Special Downtown Brooklyn District

0 1000 FEET

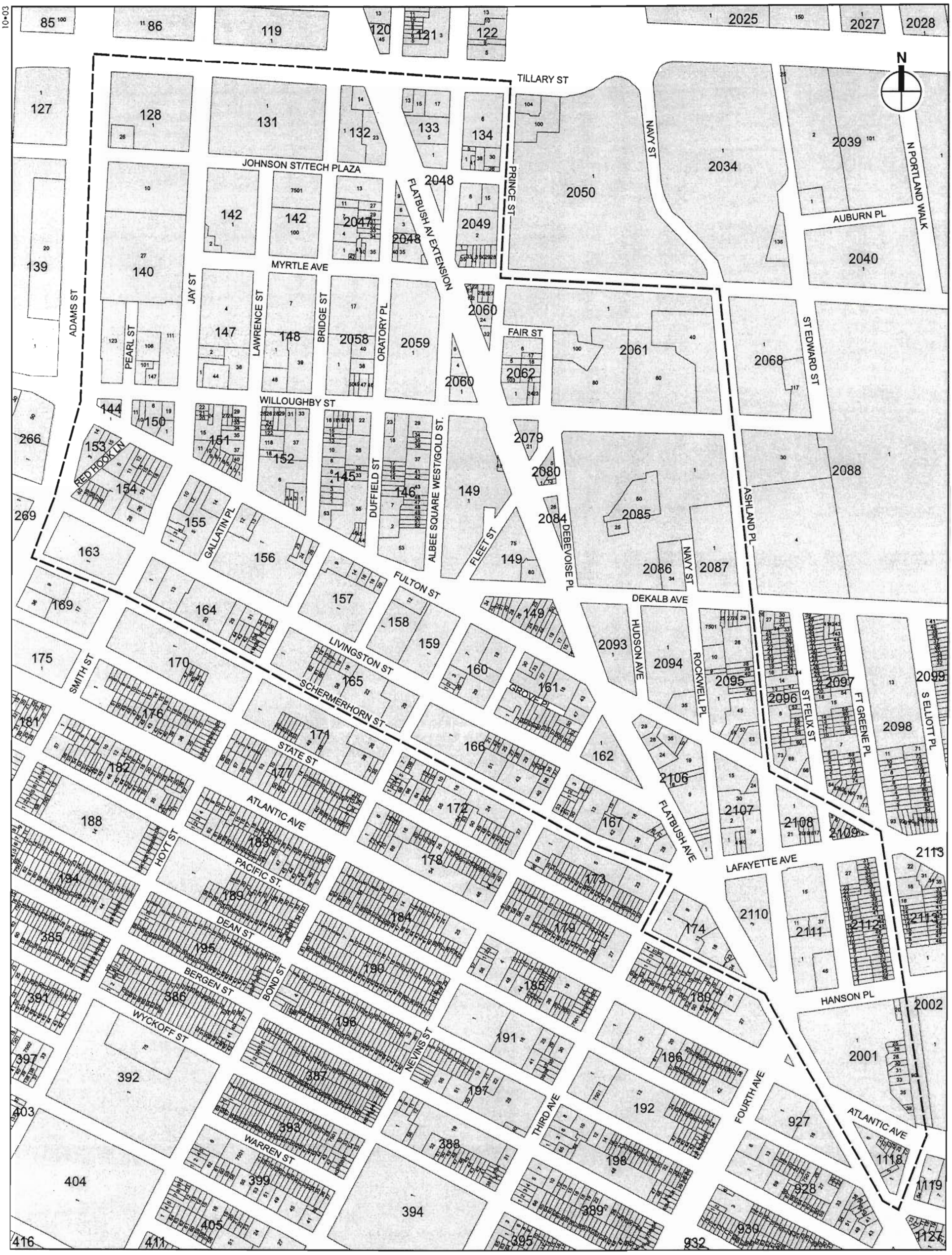
SCALE

Current Zoning

Figure 3

— — — Project Area Boundary

Sanborn Map
Figure 4



--- Project Area Boundary

205 Block Numbers

25 Lot Numbers

NOTE: See also EAS page 2A

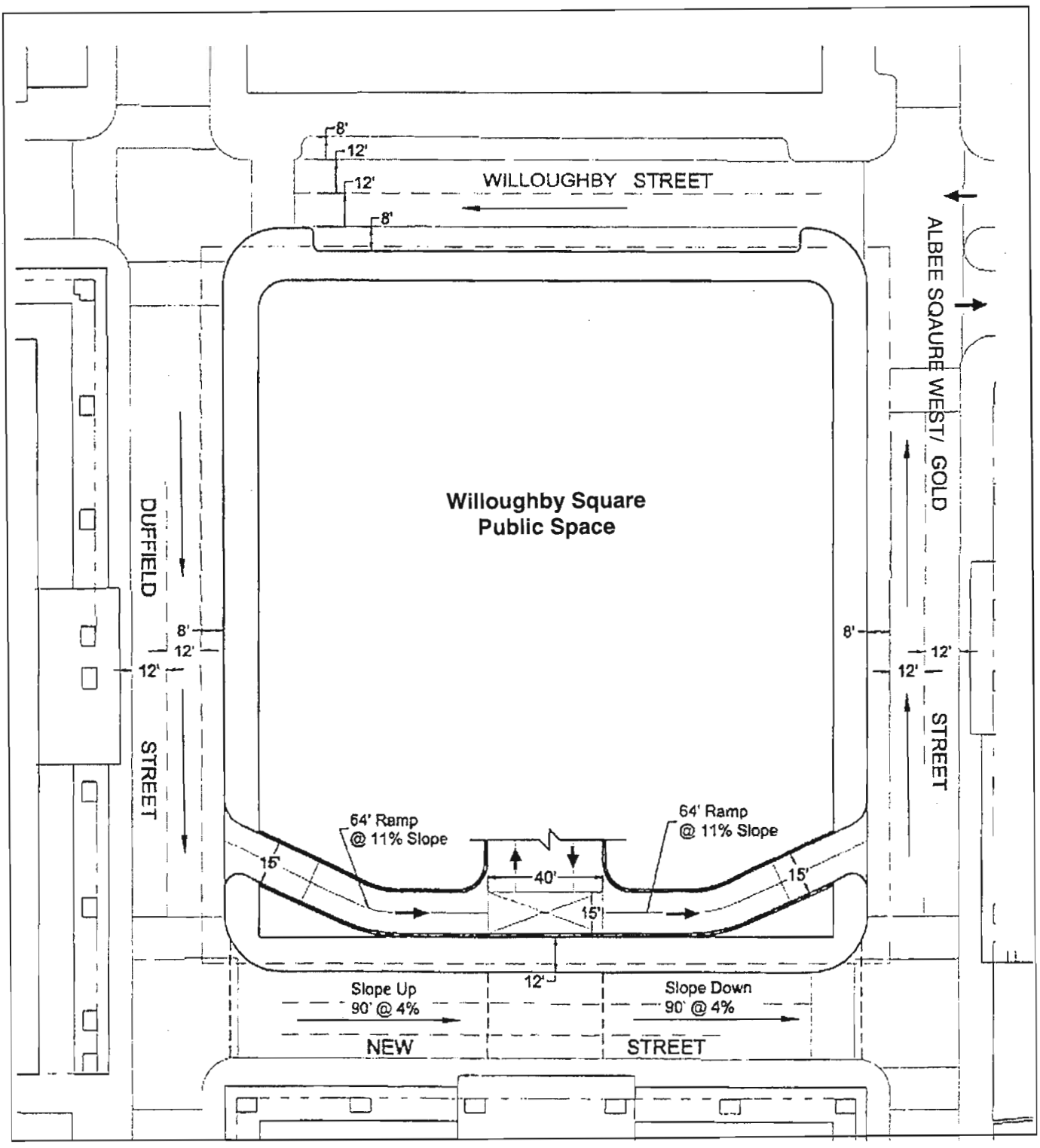
Tax Map
Figure 5

Existing Public Spaces

Proposed Public Spaces

Proposed Public Spaces

Figure 6



NOTE: FOR ILLUSTRATIVE PURPOSES

Proposed Parking Facility Below Willoughby Square

Figure 7

Project Area Boundary

Boundaries of Proposed Zoning Districts

C1-3

C2-1

C2-4

C1-5

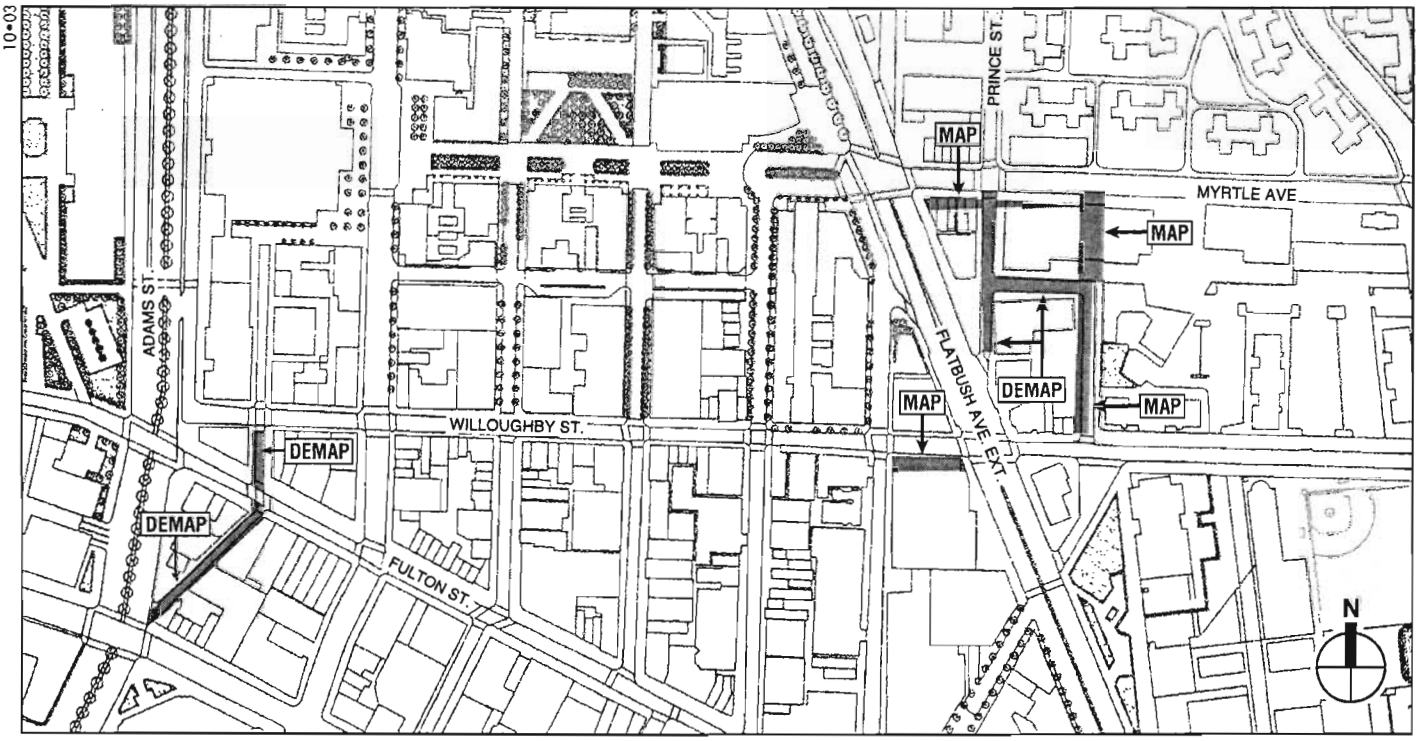
Special Purpose District

Extension of Special Downtown Brooklyn District

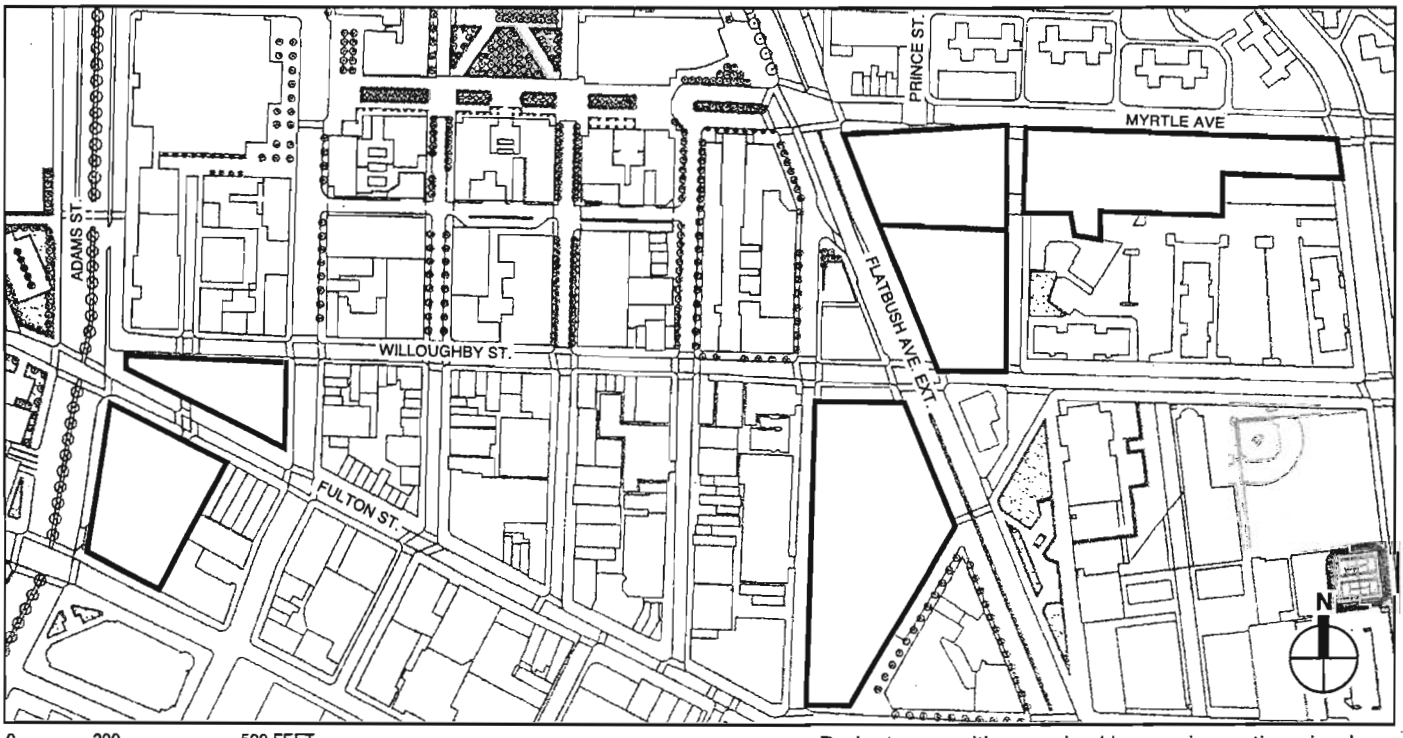
DB Special Downtown Brooklyn District

Proposed Zoning

Figure 8

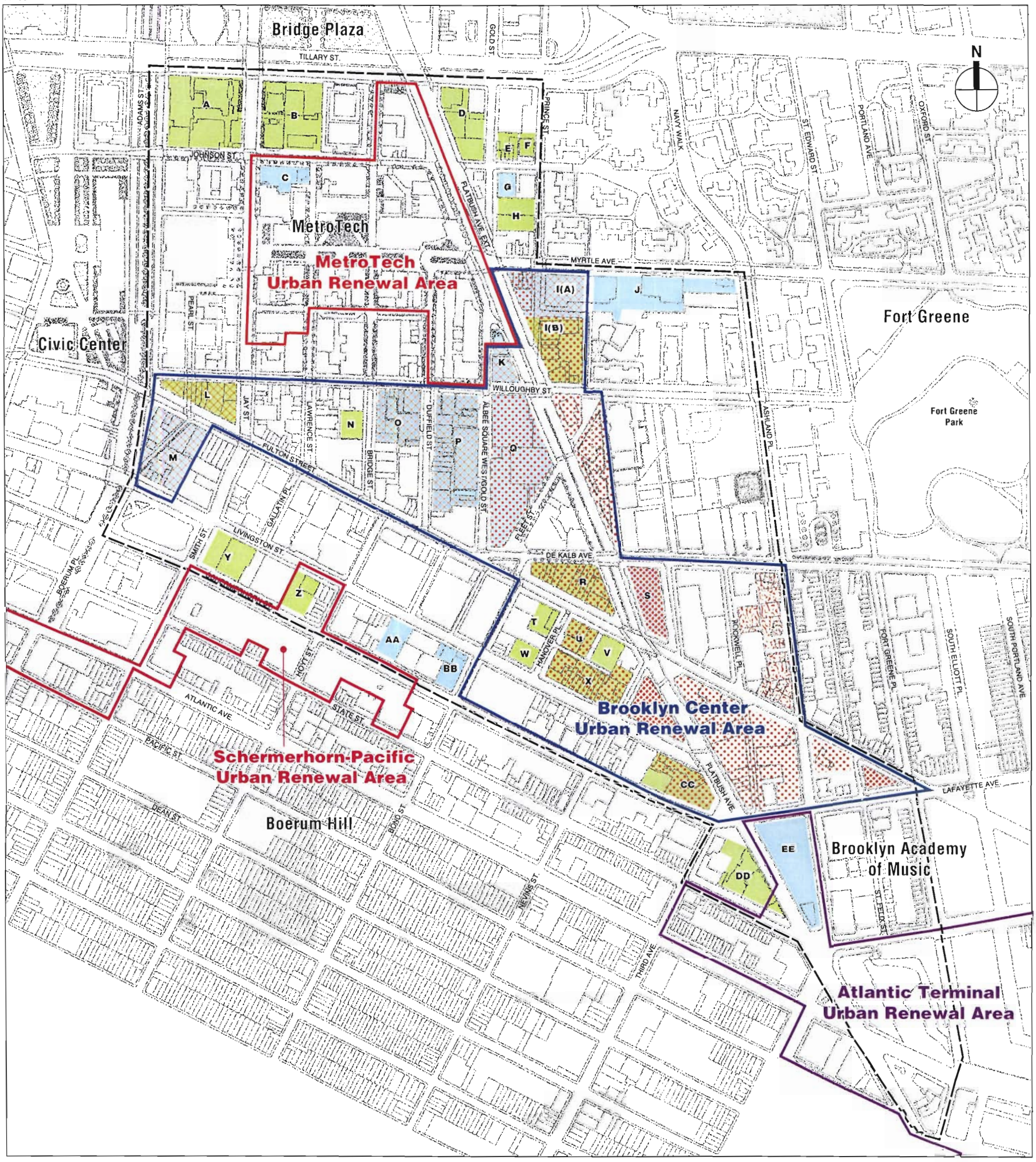


Streets mapping/demapping actions



Project area with mapping/demapping actions in place

Street Mapping/Demapping Actions– Existing and Proposed Conditions



- Project Area Boundary
- Projected Development Site
- Potential Development Site
- Atlantic Terminal Urban Renewal Area Boundary
- Proposed Brooklyn Center Urban Renewal Area Boundary
- MetroTech Urban Renewal Area Boundary
- Schermerhorn-Pacific Urban Renewal Area Boundary
- Blocks/Lots to be Designated
- BCURP Expiration Date Extended
- BCURP Expiration Date Maintained
- Blocks/Lots to be De-designated

Proposed Urban Renewal Plan Changes
Figure 10

Projected Commercial Development Sites

Projected Residential Development Sites

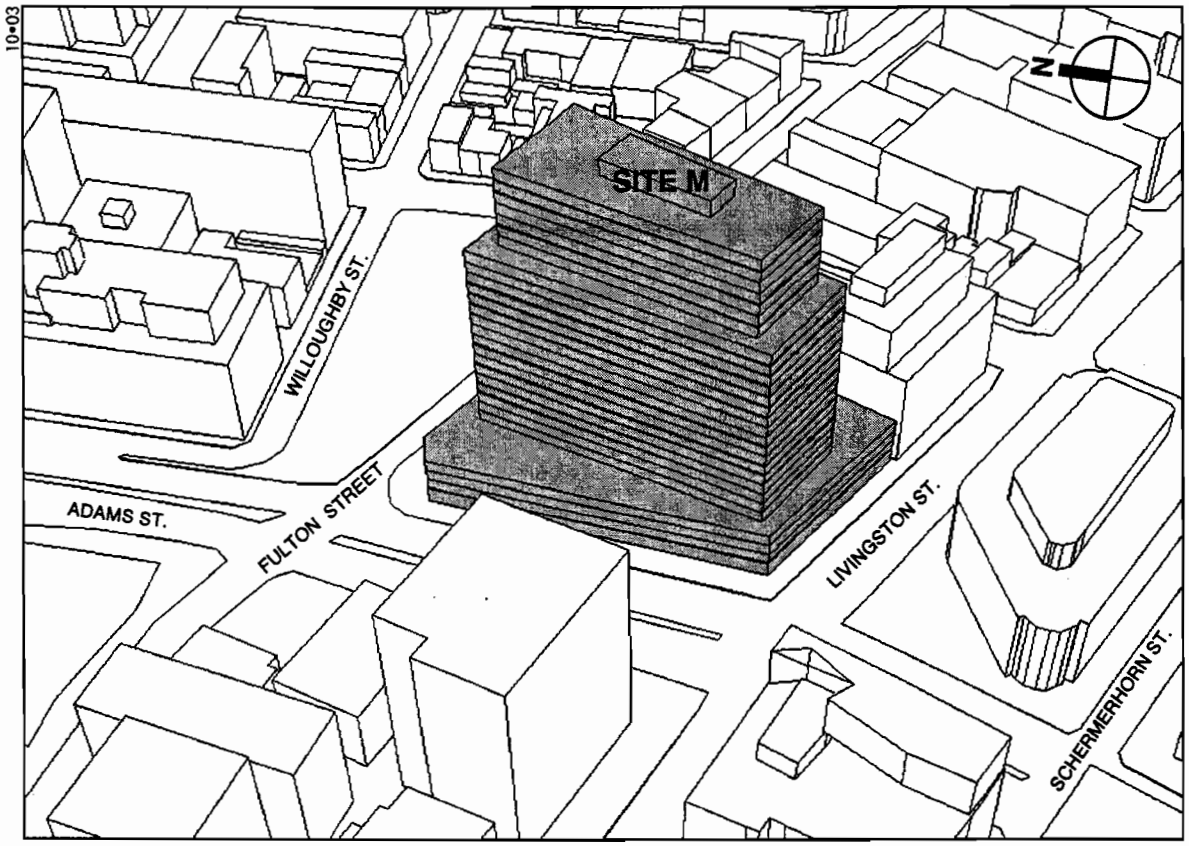
Projected Cultural Development Sites

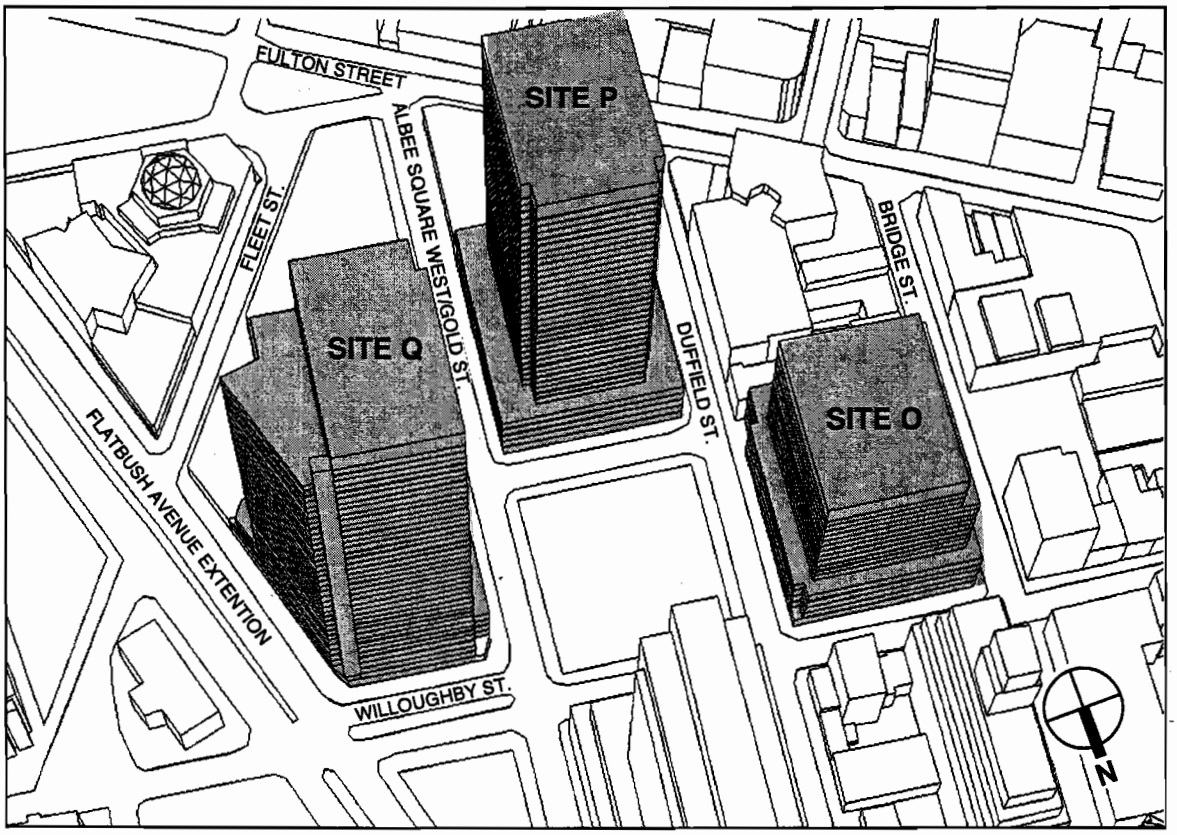
Potential Commercial Development Sites

Potential Residential Development Sites

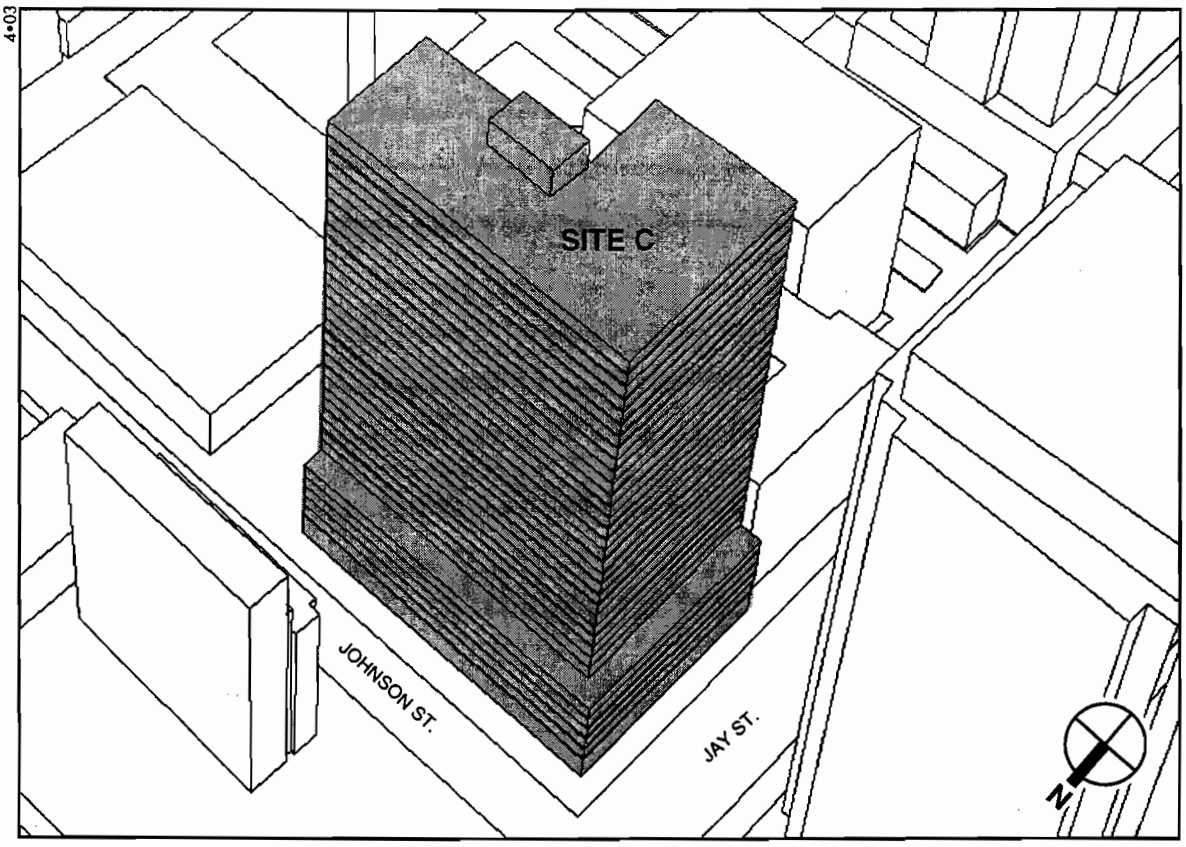
Illustrative Bulk Configurations: Aerial View

Figure 11

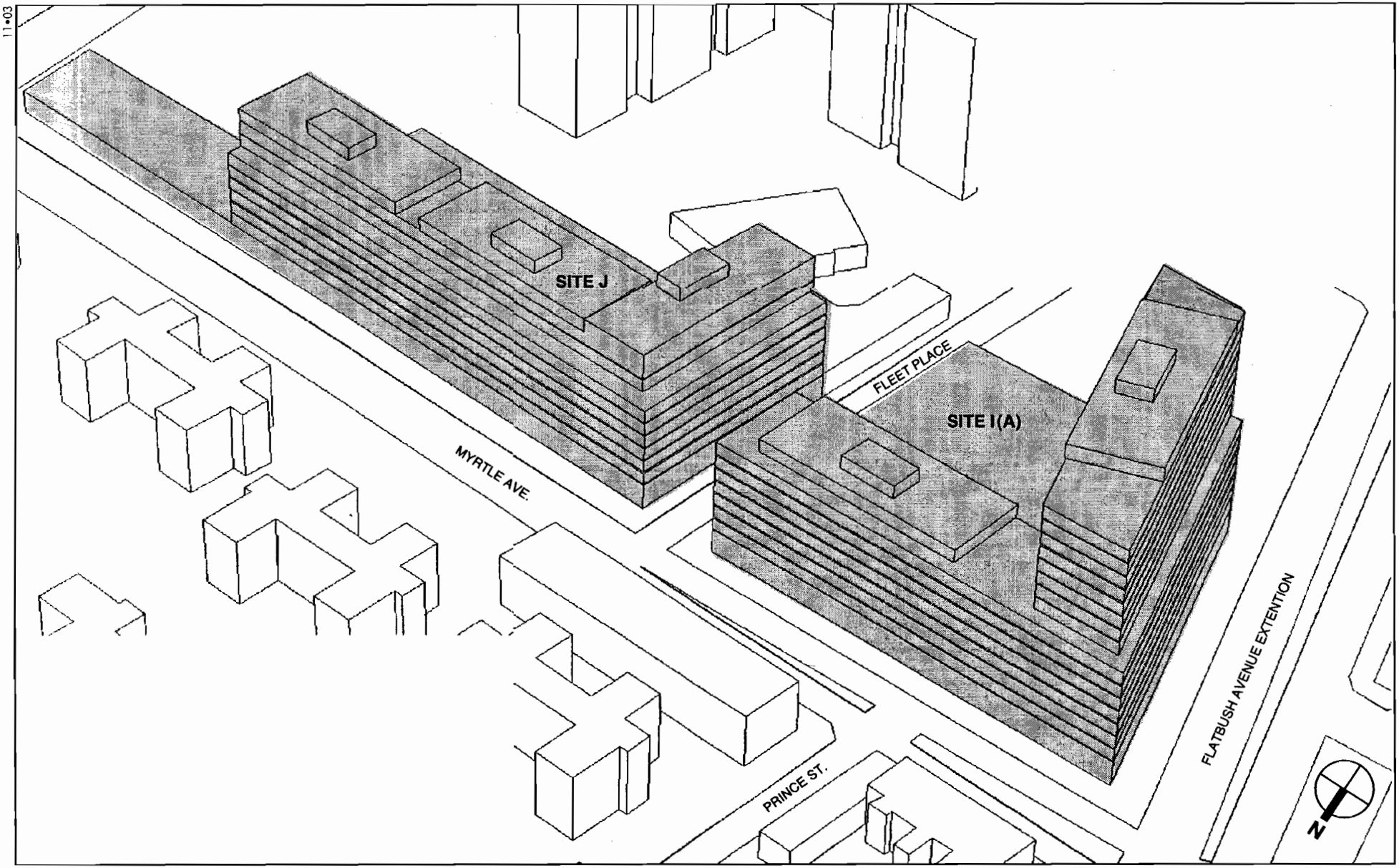




Illustrative Bulk Configurations-
Projected Development Sites with C6-4.5 Rezoning



Illustrative Bulk Configurations-
Projected Development Sites with C6-4 Rezoning



Illustrative Bulk Configurations-
Projected Development Sites with C6-4 and R7-1/C2-4 Zoning
Figure 14

A. INTRODUCTION

This appendix summarizes and responds to substantive comments received during the public comment period on the Draft Scope of Analysis for the Downtown Brooklyn Development project. Public review of the Scope began on April 15, 2003 with the publication and distribution of the Positive Declaration and the Environmental Assessment Statement (EAS) and Draft Scope of Analysis. A public scoping meeting was held on May 20, 2003 at Brooklyn Borough Hall to accept oral comments. The oral comments and written submissions on the Draft Scope received through May 30, 2003, the close of the public comment period, were considered in the preparation of the Final Scope.

Section B identifies the agencies, organizations, and individuals who commented on the Draft Scope. Section C summarizes and responds to relevant comments. After each comment is a reference to the person who made the comment.

Additionally, there were some suggested editorial comments. Where relevant, these changes have been incorporated into the Final Scope. Revisions to the Scope are indicated by double-underlining.

B. AGENCIES AND ORGANIZATIONS WHO COMMENTED ON THE SCOPE

MUNICIPAL AGENCIES

1. New York City Department of Environmental Protection, written submission dated May 30, 2003 from Darryl Cabbagestalk (DEP)

ELECTED OFFICIALS AND COMMUNITY BOARDS

2. Joan L. Millman, Member of Assembly, 52nd Assembly District, oral comments presented by Corri Freedman with written submission dated May 20, 2003 (Millman)
3. Velmanette Montgomery, State Senator, oral comments presented by Arthur Haywoode with written submission dated May 20, 2003 (Montgomery)
4. James Davis, City Council, 35th District, oral comments (Davis)
5. David Yassky, City Council, 33rd District, written submission dated May 30, 2003 (Yassky)
6. Marty Markowitz, Brooklyn Borough President, written submission dated May 30, 2003 (Markowitz)
7. Community Board 2, oral comments presented by Irene E. Janner with written submission dated May 30, 2003 (CB2)

ORGANIZATIONS AND INTERESTED PUBLIC

8. John Anselmo, Institute of Design and Construction, oral comments (Anselmo)
9. Jerry Armer, Cobble Hill Association, oral comments (Armer)
10. Sandy Balboza, President, Atlantic Avenue Betterment Association, oral comments with written submission dated May 20, 2003 (Balboza)
11. Paul J. Banks, written submission undated, received May 29, 2003 (Banks)
12. Vincent B. Battista, Executive Director, Institute of Design and Construction, oral comments with written submission undated, received May 20, 2003 (Battista)
13. Brooklyn Heights Association, written submission undated, received May 30, 2003 (BHA)
14. Marilyn Findlay, written submission dated May 27, 2003 (Findlay)
15. Heloise Gruneberg, President, Boerum Hill Association, oral comments with written submissions dated May 20, 2003 and May 30, 2003 (Gruneberg)
16. Ursula Hahn, written submission dated May 30, 2003 (Hahn)
17. Brian Ketcham, P.E., Executive Director, Community Consulting Services, oral comments with written submission dated May 20, 2003 (Ketcham)
18. Carolyn Konheim, Chair, Community Consulting Services, oral comments with written submission dated May 20, 2003 (Konheim)
19. Jed S. Marcus, BAM LDC, written submission dated May 27, 2003 (Marcus)
20. M. Martin, written submission dated May 23, 2003 (Martin)
21. Dan Matthew, BEC New Communities, written submission dated May 29, 2003 (Matthew)
22. Jane McGroarty, Brooklyn Heights Association, oral comments (McGroarty)
23. Aaron Naparstek, Transportation Alternatives, oral comments with undated written submission, received May 30, 2003 (Naparstek)
24. Robert Patterson, Myrtle Avenue Neighborhood Association, oral comments with written submission dated May 30, 2003 (Patterson)
25. Marsha Rimler, Cobble Hill Association, oral comments (Rimler)
26. JoAnne Simon, Gowanus Stakeholder Group, oral comments (Simon)
27. R.W. Sloane, President, Cobble Hill Association, oral comments (Sloan)

C. RESPONSE TO COMMENTS

GENERAL / PUBLIC REVIEW PROCESS

Comment 1: The Mayor's administration has been very receptive, very communicative to date. (Davis)

Response: Comment noted.

Comment 2: IDC was not formally notified of this public hearing even though they are property owner. (Anselmo, Battista)

Response: The project's Environmental Assessment Statement (EAS) and Draft Scope of Analysis were issued on April 15, 2003. The availability of that document for

review and the announcement of the public scoping meeting were publicly noticed in the Environmental Notice Bulletin on April 23, 2003 and City Record on April 18 through April 25, 2003 in accordance with City Environmental Quality Review (CEQR) requirements. Copies of the draft scoping document were forwarded to Brooklyn Community Board 2 and elected officials including the Brooklyn Borough President Marty Markowitz and City Council members James Davis and David Yassky. Additionally, notice of the availability of the EAS and Draft Scope of Analysis and scoping meeting date was published on April 21, 2003 in the New York Daily News and Brooklyn Daily Eagle. The noticing of the availability of the EAS and Draft Scope of Analysis and the public scoping meeting was in conformance with all applicable legal requirements. Further opportunities for public comment on the environmental review of the proposed actions will be available upon the completion and issuance of the Draft EIS (DEIS), and will include a public hearing on the DEIS,

Comment 3: The community must be kept informed of proposals for our neighborhood. (Davis, Findlay)

Downtown Brooklyn needs significant development, and successful development requires the active involvement of the local residents and business community. (Gruneberg)

Response: The project sponsors have undertaken and will continue their outreach to the community on the progress of the Downtown Brooklyn Development project. Further opportunities for public comment on the environmental review of the proposed actions will be available upon the completion and issuance of the DEIS.

PROPOSED ACTIONS

Comment 4: The effort to expand the Downtown Brooklyn central core should extend farther east of Flatbush than proposed now. (Patterson)

Response: The focus of the proposed plan is on economic development in the core commercial area, while preserving the residential communities that surround the core. Areas farther east from the existing commercial core are of a different character, are more closely associated with these existing residential communities.

Comment 5: If an open space is truly planned for Block 2060, Lots 1, 4 and 8 why is the FAR being increased from 6.0 to 12.0 for commercial uses, from 3.44 to 10.0 for residential, and from 6.5 to 12.0 for community facilities? (Anselmo, Battista)

Why does the proposal permit unlimited height restrictions? It seems that someone is planning to permit the erection of a high-rise structure rather than a park. (Anselmo)

Response: This site is included as part of an area-wide rezoning initiative. The proposed public space use, as designated for this site in the Brooklyn Center Urban Renewal Plan, would preclude the construction of high-rise buildings. No development rights generated from the underlying zoning would be used by the site or would be transferred to an adjacent site. The urban renewal plan would restrict this site for use only for the creation of a public space.

Comment 6: A zoning incentive or requirement for on-site affordable housing should be included in the public approval process. Affordable housing requirements have not deterred development in the Hoyt Schermerhorn Urban Renewal Plan. (Balboza, BHA, Matthew, Montgomery)

Response: The proposed action includes the mapping of an underlying C6-4 district in portions of the rezoning area. In C6-4 districts, the Inclusionary Housing program is available, but not required. The Inclusionary Housing program allows a bonus of 2 FAR provided that new development complies with the requirements set forth in Sections 23-90 through 23-94 of the Zoning Resolution. Such housing may be provided on-site, within the same community district or within an adjacent community district within a one-half mile radius of the development.

The Inclusionary Housing program is optional, rather than mandatory, and may produce affordable housing off-site rather than on-site. At this time, it is not contemplated that the proposed actions would include a requirement for on-site, affordable housing other than what the Inclusionary Housing regulations already prescribe. If the Socioeconomics analyses discloses the potential for significant, adverse residential displacement impacts, possible mitigation measures would be explored.

Comment 7: The EIS could consider that any bulk over 10 FAR be permitted only by special permit and that one of the required findings of the special permit be that the quality of the design is superior, that the design will contribute to the creation of a strong Downtown Brooklyn civic center, and that the design is respectful of landmarks or historic resources within the surrounding area. (BHA)

Response: The portion of the project area proposed for a rezoning to C6-4.5 would fulfill a major project goal of facilitating as-of-right development of appropriate higher-density, mixed-use developments within an integrated, comprehensive plan. The Special Downtown Brooklyn District (SDBD) and the urban renewal plans provide height, setback, streetwall, and other urban design controls intended to produce building designs of superior quality.

Comment 8: Enclosed, accessible, and secure bike parking should be required in all new commercial developments and larger renovations in Downtown Brooklyn for developments exceeding a certain size and for public parking garages. (Banks, BHA, Markowitz, Naparstek)

Response: A requirement for a designated area for bicycle parking in all new commercial and community facility developments in Downtown Brooklyn will be included in the proposed action.

Comment 9: New development should be part of the Green Buildings program. (Balboza)

Response: The Downtown Brooklyn Development project proposes modifications to zoning regulations and urban renewal plans as they relate to use types, bulk, massing, and certain visual design elements; it is not within the purview of these modifications to specify how the buildings are constructed. To the extent possible, the project developers will be encouraged to incorporate "green" elements in the building designs. In New York State, green building tax credits are available to owners and tenants of buildings and tenant spaces which meet certain "green" standards established by the New York State Department of Environmental Conservation. (NYSDEC)

EIS FRAMEWORK

Comment 10: The proposed study area boundaries are too small and the definition of potential development sites is too narrow. The boundaries of the study area should be expanded to include all neighborhoods that would be potentially affected by a 50 percent increase in office space in Downtown Brooklyn. (CB2, Millman)

Response: Potential development sites were arrived at through a comprehensive analysis of all parcels in the area of Downtown Brooklyn that would be affected by the proposed actions. As discussed in the Reasonable Worst Case Development Scenario section of the Scope, the methodology for identifying potential development sites considered known development proposals, past development trends, and the Department of City Planning's standard "soft site" criteria, which were applied to each parcel within the affected area to determine its potential to be developed as a result of the proposed actions. These are the same set of criteria used for other similar projects subject to CEQR and is a conservative methodology for identifying potential development sites.

The boundaries of the study area will vary depending on the environmental issue being examined in the DEIS. For example, the study areas for land use will differ from those for the traffic and cultural resources analyses. The study area boundaries, as proposed in the Draft Scope, were determined in conformance with the 2001 *City Environmental Quality Review (CEQR) Technical Manual* and in consultation with the involved and interested agencies such as the New York City Department of City Planning (DCP), the New York

City Department of Transportation (NYCDOT), and the New York City Landmarks Preservation Commission (LPC).

Comment 11: The EIS needs to study the difference in the development's potential: development proposed for properties that are already developed, and properties that have some development potential, and properties that are developed with low-income uses or tenants, namely the public housing projects that are directly east of the Prince Street boundary. (Patterson)

Response: The Ingersoll and Walt Whitman Houses located east of Prince Street are not within the area proposed for rezoning and would not be affected by the proposed actions. These developments are under the jurisdiction of the New York City Housing Authority (NYCHA). Any significant land use proposals affecting these housing developments would require separate, discretionary approval and would be subject to their own separate public environmental review. In addition, although it is not part of the proposed actions, it should be noted that the City is committed to upgrading and maintaining the Ingersoll and Walt Whitman Houses.

Comment 12: The list of No Build projects is not comprehensive enough. It should take into account the following: Navy Yard movie studios; Piers 6-12; Brooklyn Bridge Park; Red Hook IKEA; Hoyt-Schermerhorn development; Walentas project at Court Street and Atlantic Avenue; new building on Court Street opposite Walentas site; and Brooklyn Law School dormitory. (CB2, Gruneberg, Ketcham)

Response: As shown on Table 8 of the Draft Scope (pages 24-26), the No Build list includes the Brooklyn Bridge Park (listed as the Brooklyn Bridge State Park), the Hoyt-Schermerhorn development (listed as ESDC/HS and as Schermerhorn between Hoyt and Bond Streets), the Walentas project (listed as 223 Atlantic Avenue), the new building on Court Street (listed as Site Assemblage), and the Brooklyn Law School dormitory (listed as Brooklyn Law School dormitory). The Red Hook IKEA and Navy Yard movie studios sites are outside of the defined land use and traffic study areas. Piers 6-12 are part of an ongoing study being conducted by the Port Authority of New York and New Jersey and the New York City Economic Development Corporation on the future of the Brooklyn waterfront. It is possible that Pier 6 could be developed as an open space as part of the Brooklyn Bridge State Park, and Pier 7 has been discussed by a private operator as a possible base of cruise ship operations, but these plans are still conceptual. There are no defined plans as yet for Piers 8 through 12. Therefore, the redevelopment of the piers is considered too speculative at this time for inclusion in the No Build analysis.

LAND USE, ZONING, AND PUBLIC POLICY

Comment 13: The goal of the EIS should be to reconnect neighborhoods and retail corridors with the downtown business district. (Balboza)

Response: One of the goals of the Downtown Brooklyn Development project, as noted in the Draft Scope, is to "strengthen the linkages between the area's commercial core and surrounding residential neighborhoods, create a strong and diverse retail market, expand residential communities and existing academic and cultural facilities, and create public amenities."

Comment 14: What confidence is there that once the zoning has been changed it won't be changed again for favored developers that allow them to build regardless of height limits? (Simon)

Response: The proposed project is an attempt to amend the Zoning Resolution to avoid the kinds of variance applications that have been pursued in Downtown Brooklyn in the past. The proposed zoning actions, including height and setback regulations, are intended to provide appropriate and flexible floorplates and to streamline the approval process so as to facilitate as-of-right development. Nonetheless, any potential future variance application would be considered on its own merits and subject to its own separate environmental review.

SOCIOECONOMIC CONDITIONS

Comment 15: The proposed project would destroy two educational institutions (IDC and Career Educational Consultants). IDC does not want to locate outside of Downtown Brooklyn. The loss of the Institute's facility would end its endowment. (Battista)

Response: The relocation of some businesses, residents, and/or institutions may result from or be encouraged as a result of the proposed actions. As described in Task 3, "Socioeconomic Conditions," starting on page 28 of the Draft Scope, the EIS will identify relocation benefits that would be made available to those affected and efforts that would be made to relocate them within Downtown Brooklyn.

Comment 16: The EIS should analyze the impact of the proposed actions on small businesses in the study area with the goal to preserve them as well as the number of jobs they provide for local residents. The project should make modest spaces available rather than the large floor plate suitable only for chain stores. (Matthew, Montgomery)

Response: As described in Task 3, "Socioeconomic Conditions" on page 30 of the Draft Scope, the EIS will assess the project's potential for direct and indirect (secondary) displacement of businesses and residents in the area. The project

proposes ground-floor retail use at the commercial sites and certain residential development sites, which would predominantly serve the local users. Given the lot areas of some of these development sites, the retail space would encompass a variety of floor plate sizes.

Comment 17: To help small businesses thrive, a small business center should be established to assist in marketing local businesses to the new workers in the area and to help with financing and other needs. (Balboza, Montgomery, Rimler)

Response: The New York City Department of Small Business Services (DSBS) is in the process of setting up a small business center that will service all of Brooklyn and will be located within Downtown Brooklyn. In addition, area business improvement districts (BIDs) are already focused on marketing small local businesses to their tenants. The MetroTech BID also offers a façade improvement program that helps businesses with installing new store signage, painting and cleaning building facades, and replacing solid roll down gates with open link roll down gates.

Comment 18: The EIS should study in greater detail low-income housing needs, examine models of successful developments of mixed-income housing, and provide an analysis of existing housing resources and a means to stabilize low-income housing for secondary displacement. (CB2, Patterson)

Response: As described in Task 3, "Socioeconomic Conditions," on page 30 of the Draft Scope, the EIS will assess the project's potential for indirect (secondary) displacement of residents in the area. The other issues raised are customarily outside of an EIS scope and do not relate to the potential impacts of the proposed actions. However, the proposed zoning changes are anticipated to encourage new housing, and, as described above, portions of the area being rezoned would be eligible for existing zoning incentives for inclusionary (i.e. affordable) housing. In addition, although it is not part of the proposed actions, it should be noted that the City is committed to upgrading and maintaining the Ingersoll and Walt Whitman Houses.

Comment 19: The socioeconomics analysis should address secondary displacement and mitigation measures, including proactive use of Housing Development Corporation (HDC) money, private incentives for investment, and alternatives offered for HUD and NYCHA housing. The stabilization of low-income property and low-income housing opportunities, and proactive HDC funding and private incentives from HUD for housing initiatives, need to be a critical part of the proposed use of public/private inducements to development. (Patterson)

Response: If secondary residential displacement is found to be a significant adverse impact according to the guidelines of the 2001 *CEQR Technical Manual*, mitigation

measures would be identified, including a variety of financing opportunities available through HPD, HDC, NYCHA, and HUD.

COMMUNITY FACILITIES AND SERVICES

Comment 20: IDC is not mentioned in the document while other existing institutions of higher education are acknowledged. (Battista)

Response: The Final Scope has been revised to identify IDC and Career Educational Consultants as educational institutions located in the rezoning area.

Comment 21: The EIS should evaluate the need for services for the projected residential population, including new schools, community services, and open space (particularly active open space). (CB2, Montgomery)

Response: Task 4, "Community Facilities and Services" and Task 5, "Open Space" of the Draft Scope (pages 31 and 32) detail the EIS effort to evaluate the proposed project's potential effects on open space and community facilities and services. If the proposed actions result in potential significant adverse impacts on community facilities or open space resources, the EIS will identify possible mitigation measures.

Comment 22: Provisions for community facilities such as libraries, day care, and senior centers must be encouraged and built into the new developments through incentives to ensure that space will be available for either the City or non-profits to house these types of programs. Incentives along with the long-range plans of the Department of Education must be in place to avoid over-crowding and assure parents of a quality education for their children. (BHA)

Response: As described in Task 4, "Community Facilities and Services" of the Draft Scope, the EIS will include an analysis of community facilities, including libraries and day care. If the proposed actions result in potential significant adverse impacts, the EIS will identify possible mitigation measures.

OPEN SPACE

Comment 23: The open space proposed is not adequate for the density of development being proposed. The plan must provide sizable public open space for the new residential (and existing) population. A study of the edges of the development area, where residential development will be encouraged, should be undertaken to develop meaningful recreation space. Such an open space initiative should be included in any amendments to the Schermerhorn Pacific Urban Renewal Plan to map this type of an amenity. Similarly, the central core of the development needs open space. Indoor "plazas", arcades and similar all-weather spaces should be developed in this plan. (Balboza, BHA)

The scope of work should consider the feasibility of more open spaces and mitigation recommendations that would mandate upgrading existing open space resources. (CB2)

Response: As described in Task 5, "Open Space," of the Draft Scope, the adequacy of the area's open space resources will be addressed in the EIS. If necessary, the EIS will identify possible mitigation measures to alleviate the potential significant adverse impacts of the proposed actions. The proposed project would include the development of several new open spaces. In addition, Brooklyn Bridge Park, when built, will be a significant new open space resource. No amendments are proposed for the Schermerhorn Pacific Urban Renewal Plan, and the bulk of vacant land in the SPURP area is currently proposed for development. Indoor plazas, arcades, and similar all-weather spaces would be encouraged under the plaza bonus offered under the Zoning Resolution.

Comment 24: Open space is already deficient, particularly active recreation space. The project should look at whether there is an open space guideline based on built square footage, as opposed to simply population. (CB2)

Response: The methodology for the open space analysis, as detailed in Task 5, "Open Space" of the Draft Scope, is consistent with the guidelines in the 2001 *CEQR Technical Manual*. The methodology bases the impact assessment on the resident and worker populations of the study area and the projected number of new users. Where the specific number of people occupying a proposed program is not known, a scaling factor is applied to the building size, based on type of use(s), to estimate the projected population. The determination of demand on recreational resources is more appropriately based on population than on built floor area, since the same amount of floor space may have more or fewer persons occupying it, depending on the type of use.

Comment 25: Open space analysis should consider more sidewalk widening and rooftop planting as a means of energy conservation and air quality improvement. (CB2)

Response: A rooftop planting requirement is beyond the scope of the proposed plan. The proposed zoning actions would include the widening of the Willoughby Street sidewalk (south side) for new development. This improvement would be assessed as part of the pedestrian analysis.

HISTORIC RESOURCES

Comment 26: The study area of approximately ¼-mile radius outside the project boundaries will include a number of significant brownstone historic districts. Interface with these districts must be studied in detail; their scale and character must be protected to become a significant part of the fabric of the new development. (BHA)

Response: The study area for historic resources, as described in Task 6, "Cultural Resources" of the Draft Scope (page 32), is the area to be rezoned plus the blockfronts that face it. Any historic districts that fall within the study area boundary will be considered in the historic resources analysis for the EIS.

Comment 27: A thorough study of present and potential landmark buildings, possible districts, and historical places must be undertaken to identify and preserve the history of Downtown Brooklyn. (BHA)

Response: As described in the Draft Scope on page 33, the historic resources analysis for the EIS will identify designated historic resources and will include a field survey of the study area to identify any potential historic resources. Both designated and potential historic resources will be considered in the historic resources analysis.

Comment 28: Red Hook Lane—an old Native American trail—should be maintained either as a street or a pedestrian way, and adequate archaeological exploration must be made to uncover artifacts. (BHA)

Response: As described in the Draft Scope on page 33, LPC will be consulted for their preliminary determination of the potential archaeological sensitivity of the rezoning area. If LPC identifies any areas as being potentially sensitive for archaeological resources, then further archaeological study would be undertaken. The EIS will include an analysis of historic resources. If the project results in significant adverse impacts on any historic resources, the DEIS will identify mitigation measures to avoid or minimize such impacts.

Comment 29: Zoning must recognize landmark treasures and provide for sensible bulk, height, and setback regulations to ensure these buildings and places a continued life. (BHA)

Response: The historic resources analysis will consider the potential bulk, height and setback of the conceptual development programs for the potential development sites, and their potential effect on the historic resources in the area.

URBAN DESIGN AND VISUAL RESOURCES

Comment 30: Tighter design controls for new buildings must be investigated, developed, and enforced. Creative design, sympathetic massing, and durable and harmonious materials must be encouraged through design guidelines. Significant study is needed to establish the essence of good design in this location. (BHA)

Response: The Special Downtown Brooklyn District and the urban renewal plans include provisions for tower, streetwall, and other urban design controls intended to produce building designs of superior quality.

Comment 31: The plan must go further to provide for enhancements to both pedestrian and vehicular arteries to make them attractive and inviting to the public and business. Plantings, paving, street furniture and signage need to be standardized for the area. (Balboza, BHA)

Response: The development plan proposes numerous urban design controls in the proposed zoning regulations and urban renewal plans. These controls include additional streets where street trees, streetwalls, and ground floor retail stores are proposed, new standardized storefront regulations, sidewalk widenings, building design restrictions and new parks and open spaces. Furthermore, the Brooklyn Center Urban Renewal Plan will include design controls for the buildings surrounding the new Willoughby Square public space.

The Urban Design and Visual Resources analysis will include a comprehensive analysis of the potential effects of the proposed action on urban design and visual resources. At this time further enhancements are not contemplated, but might be considered pending the outcome of the analyses.

Comment 32: The proposed zoning text changes that would affect fenestration and street wall requirements for blockfronts in the cultural district along the east side of Flatbush Avenue and along the south side of Fulton Street do not adequately provide for the variety necessary for high quality design for cultural uses. (Marcus)

Response: Comment noted. The urban design analysis will consider the special design needs of cultural institutions.

HAZARDOUS MATERIALS

Comment 33: The overall approach to hazardous materials investigation set forth in Task 9 should adhere to the guidelines provided in the 2001 *CEQR Technical Manual* for site assessment. (DEP)

Response: The EIS will adhere to the guidelines provided in the 2001 *CEQR Technical Manual* for the site assessment. The Final Scope of Analysis has been revised to provide further details.

INFRASTRUCTURE

Comment 34: Coordination with DEP regarding water and sewer system capacity and infrastructure issues in the project area is warranted. (DEP)

Response: The EIS will coordinate with DEP regarding the infrastructure capacity issues in the project area. The Final Scope of Analysis has been revised to note this coordination.

TRAFFIC AND PARKING

Comment 35: An area-wide transportation master plan is needed for Downtown Brooklyn and should be integrated into the EIS. (Gruneberg, Ketcham, Millman, Naparstek)

Response: Comment noted. The purpose of an EIS is to identify the effects a proposed action or actions may have on the environment. To this end, the transportation sections of the Downtown Brooklyn Development EIS will include analyses relevant to the identification, assessment and mitigation of impacts to the traffic, parking, transit and pedestrian systems that may result from the proposed actions. An area-wide master plan would examine a much broader range of issues, many of which are not relevant to the assessment of potential project impacts. NYCDOT has, however, announced that it intends to independently undertake a comprehensive transportation study (a "Transportation Blueprint") of Downtown Brooklyn and the surrounding area.

Comment 36: Areas that are necessary to a meaningful assessment of the project's impact include: quality of life; the need for a real transit plan; the need for a realistic parking program; the improvement and maintenance of infrastructure and service improvements; traffic management; and overall enforcement efforts. The following items should be studied as part of a traffic enforcement section: Downtown Brooklyn should have a new NYPD precinct; dedicated traffic control agents at problem intersections; and enforcement of the use of agency permits. (Balboza, Gruneberg, BHA)

Response: As outlined in the Scope, the EIS transportation analyses will be of sufficient detail to fully assess the potential impacts of the proposed actions on traffic, parking, transit and pedestrians. Where necessary, mitigation measures will be developed to address project impacts and described in the EIS. Measures such as those mentioned in the comment are broader in scope than is required or appropriate for this project's EIS and are best addressed in a master planning-level study. Also see response to Comment No. 35 above.

Comment 37: Trip generation rates for Downtown Brooklyn should be developed from surveys. The analyses need to include the weekday midday and Saturday peak periods. Thirty-year-old travel demand factors for Midtown office buildings are not appropriate for Downtown Brooklyn. (BHA, Ketcham)

The subway and bus analyses need to be based on a detailed journey-to-work analysis. (Konheim)

Response: The transportation analyses will utilize trip generation rates based on accepted CEQR criteria and studies that have been done for similar uses in Downtown Brooklyn. These will be supplemented by journey-to-work data for the study area from the 2000 Census, and by recent data for Downtown Brooklyn from

other sources, as appropriate. As described in the Scope, the traffic analyses will include an analysis of weekday midday conditions. The transit analyses will focus on the weekday AM and PM peak periods as both project-generated transit demand and overall transit trips would be substantially higher during these periods than in the midday. As the bulk of the projected development that would occur with the proposed actions would be office use, which generates substantially more demand on weekdays than on weekends, it is unlikely that a weekend peak hour traffic or transit analysis would identify additional impacts over and above those that would be identified in an analysis of the weekday peak periods. An analysis of weekend traffic and transit conditions will therefore not be included in the EIS for this project.

Comment 38: The CEQR impact criteria are not appropriate for a project of this magnitude. The methodology employed by the 2001 *CEQR Technical Manual* for traffic study and mitigation is designed merely to prevent deterioration in traffic flow, mostly at signalized intersections. We suggest as an alternative methodology that the City should set a standard for design of traffic, both pedestrian and vehicular in the Downtown area rather than no net loss or deterioration. (BHA, Gruneberg, Ketcham, Naparstek)

A standard CEQR analysis for transit and pedestrian impacts is inadequate for this project. (Ketcham)

Response: The CEQR methodologies for the assessment of transportation impacts have been developed and approved by City agencies for use in assessing projects in New York City. These methodologies and impact criteria have been used for other recent projects of this magnitude (e.g., *Long Island City Zoning Changes and Related Actions FEIS*, May 2001), and are appropriate for use for the Downtown Brooklyn Development project.

Comment 39: The HCM 2000 methodology is inadequate; an appropriate simulation model should be used, e.g. VISSIM. (Balboza, Gruneberg, Ketcham, Markowitz, Naparstek)

Response: It is questionable as to whether a local or area-wide traffic simulation analysis would prove more accurate at assessing the potential traffic impacts of the proposed actions than the standard HCM analysis. The HCM methodology expresses quality of flow at individual intersections in terms of level of service (LOS), which is based on the amount of delay that a driver typically experiences at an intersection. Levels of service range from A, with minimal delay (10 seconds or less per vehicle), to F, which represents long delays (greater than 80 seconds per vehicle). Changes in delay of as little as one second can be identified using this methodology. This sensitivity is critical to identifying impacts under the 2001 *CEQR Technical Manual* criteria which specify very low thresholds for determining the significance of an impact (e.g., delay

changes of three to five seconds for any specific traffic movement). Whereas the HCM methodology examines individual intersections, area-wide simulation analyses examine the effects of traffic within a network of intersections. To achieve the needed sensitivity on an intersection-by-intersection basis using area-wide simulation of the entire Downtown Brooklyn network is not feasible.

In addition, some area-wide traffic simulation analyses typically reassign vehicles to alternate paths as the most direct routes become congested. By contrast, an impact analysis using the HCM methodology conservatively assumes that all project traffic would traverse those intersections along the most direct routes to and from a development site, regardless of prevailing conditions. The full potential effects of new project-generated trips on individual intersections are therefore not as readily apparent in an area-wide simulation as they are using the more conservative HCM methodology.

Overall, for a heavily traveled network such as Downtown Brooklyn, the HCM methodology provides greater sensitivity to changes in delay at individual intersections, and is more likely to produce conservative results with respect to potential traffic impacts than would an area-wide simulation analysis. The HCM 2000 methodology is therefore the appropriate methodology for assessing impacts from the proposed actions.

Comment 40: The *1999 Downtown Brooklyn Traffic Improvements Study* and the *Downtown Brooklyn Traffic Calming Project* are not appropriate reference sources. (Gruneberg, Ketcham)

Response: Preparation of this EIS transportation analysis will take into account the substantial number of previous studies that have been undertaken in Downtown Brooklyn in recent years for data that may be applicable to this project. The *1999 Downtown Brooklyn Traffic Improvements Study* was prepared by the New York City Department of Transportation and is an appropriate reference source for this effort. NYCDOT's *Downtown Brooklyn Traffic Calming Project* is ongoing, and a number of the strategies for alleviating traffic bottlenecks and improving the street environment have been implemented as part of a pilot program. It is therefore appropriate for the EIS transportation analyses to also consider the data developed for this project and its findings to date.

Comment 41: The EIS should review and update the status of the improvements recommended in the *1987 Downtown Brooklyn Master Planning Improvements Study* and the *Downtown Brooklyn Traffic Calming Project*. (Hahn)

Response: The purpose of the EIS transportation analyses is to fully assess the potential impacts of the proposed actions on traffic, parking, transit and pedestrians. Where appropriate, the analyses will incorporate those improvements recommended in the *1987 Downtown Brooklyn Master Planning Improvements Study* and the *Downtown Brooklyn Traffic Calming Project* that have been implemented or are expected to be implemented within the analysis period of

the EIS. Updating the status of all of the improvements recommended in the two studies is beyond the scope of what is required for this EIS.

Comment 42: The project study area should include the BQE, the on and off ramps in the study area as well as the impact on the Manhattan and Brooklyn Bridges, so as to study the BQE from the Williamsburg Bridge to at least Hamilton Avenue. A secondary traffic study area should be established that would include (i.e., extend at least a quarter mile into) the following neighborhoods: Boerum Hill; Bridge Plaza; Brooklyn Heights; Carroll Gardens; Clinton Hill; Cobble Hill; Columbia Street District; Concord Village; DUMBO; Fort Greene; Fulton Landing; Gowanus; and Park Slope North. All intersections within the three square miles of Downtown Brooklyn should be analyzed. (BHA, CB2, Gruneberg, Hahn, Ketcham, Markowitz, Naparstek)

Response: The transportation study area for this project has been established in consultation with NYCDOT and other City agencies. It was selected to focus on the principal travel corridors to and from the projected development sites and incorporates those intersections with the greatest potential to be impacted by project-generated traffic.

Comment 43: The 2002 base traffic networks need to reflect conditions without the effects of 9/11. (Ketcham)

Response: The 2002 base traffic networks are being developed in consultation with NYCDOT and will essentially reflect current conditions on the study area street network, including the elimination of through-traffic to and from the World Trade Center. The networks will not, however, reflect the current AM peak period ban on single occupant vehicles on the East River crossings as the long-term status of this measure is highly uncertain. The estimated traffic that would be generated by the proposed development at the World Trade Center site during the 2002 through 2013 period will be incorporated into the 2013 No Build traffic networks and will therefore be reflected in the analyses of traffic conditions without and with the proposed actions.

Comment 44: The traffic impact assessment should also examine a Build year when the BQE Park Avenue viaduct is under construction and a Build year when the Gowanus is under reconstruction. (Markowitz)

Response: CEQR assessments of large area-wide zoning proposals not associated with specific development projects are based upon a 10-year build period. The periods when the two projects sited will be under construction are not yet fully defined. In addition, work on such roadway construction projects is often done at night and other off-peak times so as not to affect traffic flow during peak periods. The Build traffic section of this EIS will, however, include a discussion

of the Park Avenue viaduct reconstruction and its potential effect, if any, on impacted areas.

Comment 45: The No Build traffic analyses should not rely on data from EISs. The traffic impacts and mitigation for each No Build site should be developed individually and reviewed with the public. (Ketcham)

Response: The traffic analyses presented in an EIS must utilize generally accepted methodologies and are subject to review and approval by public agencies. These data therefore represent the most accurate estimate of a project's potential for impacts and the mitigation required to address these impacts. It is therefore appropriate for the traffic analyses for the Downtown Brooklyn Development project to rely on data from approved EISs for No Build sites.

Comment 46: A new approach to mitigation is needed, including implementing measures prior to the commencement of the project. (Ketcham)

Response: The development of mitigation measures for project-generated impacts will follow established CEQR criteria and will be subject to review and approval by the relevant public agencies (e.g., NYCDOT, New York City Transit, etc.). Mitigation measures typically address specific project impacts associated with development of a project, and it would therefore be inappropriate to implement such measures prior to project commencement. This is especially true for the Downtown Brooklyn Development project as it is a large area-wide zoning proposal and the exact timing of the specific developments that may occur as a result of its implementation cannot be definitively established. It is anticipated, however, that some mitigation measures would be implemented prior to the 2013 analysis year as individual sites are developed.

Comment 47: Reducing traffic congestion and developing and implementing traffic improvements for the whole of Downtown Brooklyn and surrounding residential communities should be included as a goal of the project. (CB2, Gruneberg, Ketcham)

Response: The proposed project is a public planning effort to create opportunities for stimulating and integrating new development in the Downtown Brooklyn area. To the extent that the proposed actions result in significant adverse impacts on traffic, parking, pedestrian, and transit issues, the EIS will identify mitigation measures to avoid or minimize these impacts. Reducing traffic congestion and developing and implementing traffic improvements for the whole of Downtown Brooklyn and surrounding residential communities has been (and continues to be) the focus of a variety of transportation planning efforts such as NYCDOT's *1999 Downtown Brooklyn Traffic Improvements Study* and ongoing *Downtown Brooklyn Traffic Calming Project*. These goals will also likely be a focus of the

"Transportation Blueprint" for the Downtown Brooklyn area that NYCDOT has proposed to undertake independent of this project.

Comment 48: The study should re-examine traffic signalization along key Downtown corridors, and traffic speeds should be studied during off-peak hours (e.g., at night). (BHA, Yassky)

Response: As per CEQR criteria, the EIS traffic analysis will focus on those periods with the greatest potential for project-related impacts. As the majority of the travel demand associated with the proposed actions would result from commercial (office) development, the EIS analyses will focus on those periods when demand from these uses is typically greatest, i.e., the weekday AM, midday and PM peak periods. Changes in traffic signalization will be evaluated in the context of developing mitigation measures for specific project-related impacts. A broader examination of signalization along key Downtown corridors is beyond the scope of what is required for this EIS.

Comment 49: Study the possibility of making Schermerhorn Street two-way between Flatbush Avenue and Smith Street. (Yassky)

Response: Schermerhorn Street currently operates two-way between Flatbush Avenue and Smith Street. However, the EIS traffic analysis may examine the conversion of Schermerhorn Street to two-way operation from Smith Street to Boerum Place (where it is currently one-way westbound) as a potential mitigation measure to address significant adverse impacts from specific project-related traffic.

Comment 50: Tolling policy needs to be examined, including the East River Bridges, the Verrazano Narrows Bridge, and the Brooklyn Battery Tunnel. (Balboza, Banks, BHA, Gruneberg, Ketcham, Konheim, Naparstek)

Response: An examination of the tolling policy on bridges and tunnels in Brooklyn is not directly relevant to the assessment of impacts from the proposed actions, and is beyond the scope of what is required under CEQR criteria. Moreover, the timing of any potential changes to tolls on bridges and tunnels is highly uncertain, as the mayor has recently taken the tolling proposal out of the City's four-year financial plan, and any implementation of new tolls would be subject to an independent environmental review.

Comment 51: Require developers to provide traffic agents during construction of large buildings. (Yassky)

Response: Maintenance and protection of traffic during construction of large development projects is typically coordinated by NYCDOT's Office of Construction Management and Coordination. Measures such as the provision of traffic agents are often imposed by the City when construction activity occurs along critical

corridors such as Flatbush Avenue. These measures to mitigate construction-related traffic impacts will be discussed in the Construction Impacts chapter of the EIS.

Comment 52: Create a "gateway," a welcoming entrance to Brooklyn at the intersection of Adams and Tillary Streets. Such a plan should create an additional crossing on Adams Street between Tillary Street and the Brooklyn Bridge. (Yassky)

Response: The proposed actions would include comprehensive streetscape improvements along key Downtown corridors such as Flatbush Avenue Extension and Willoughby Street. NYCDOT is also proposing improved street configurations, landscaping, and signalization at a number of intersections (including at Tillary Street and Adams Street) as part of the Department's *Downtown Brooklyn Traffic Calming Project*. Creation of an additional pedestrian crossing of Adams Street north of Tillary Street using signalization raises safety issues due to the limited sight lines for traffic approaching from the Brooklyn Bridge. Any such crossing would therefore likely require grade separation in the form of a pedestrian bridge. Such an installation is not within the scope of the proposed actions.

Comment 53: The Scope ignores the role of trucks altogether. The EIS should assess measures to control truck traffic to reduce congestion, including time-of-day prohibitions; vehicle size limitations; changes in the truck route network; requiring new buildings to have off-street loading; a truck enforcement unit for Brooklyn; designation of Downtown Brooklyn as a limited truck zone. (BHA, CB2, Gruneberg, Hahn, Ketcham, Konheim, Markowitz, Yassky)

Response: The EIS traffic impact analysis will include estimates of truck trip generation by the projected developments, and these new truck trips will be reflected in the Build traffic networks and the analysis of project impacts. Under the proposed zoning, the projected commercial developments would be required to accommodate off-street loading. The remaining issues with respect to implementing new restrictions on truck traffic in Downtown Brooklyn are broader in scope than what is required for this EIS impact analysis. However, NYCDOT's planned "Transportation Blueprint" will explore existing issues with respect to the management of truck activity in Downtown Brooklyn.

Comment 54: The issues of free on-street parking, the practice of providing free parking for government employees, and abuse of permit parking need to be evaluated; residential permit parking needs to be implemented along with muni-meters, and their effects included in the EIS. The EIS should study the effect of implementing in Downtown Brooklyn the accessory parking standards used in Manhattan below 60th Street and exempting Downtown Brooklyn from the recently instituted Sunday metered parking regulations. The 4:00-7:00 PM

parking restriction on Atlantic Avenue hurts businesses and hinders pedestrians and should be re-examined. (Balboza, Banks, BHA, CB2, Gruneberg, Hahn, Markowitz, Naparstek, Yassky)

Response: The EIS will include an analysis of the project's impacts on parking supply and demand within the study area and evaluate the proposed zoning. The effects of implementing the parking management measures cited in the comment are not within the scope of the EIS required for this project. However, NYCDOT's planned "Transportation Blueprint" will explore existing issues with respect to parking in Downtown Brooklyn. It is also anticipated that parking will be one of the primary issues to be addressed by the new Traffic Coordinator for Downtown Brooklyn, a position that is to be established by NYCDOT.

Comment 55: NYCDCP's work on area-wide and off-street parking is not mentioned. (Ketcham)

Response: NYCDCP's work on area-wide and off-street parking will be reviewed for the EIS parking analysis, and relevant data will be incorporated as appropriate.

Comment 56: All new buildings should be required to provide underground parking for each and every apartment, office space, and existing police and fire departments. For apartments, one parking space per unit should be included with the rental/sale of unit; for offices, parking spaces for each office for 50 percent of projected employees to be included with rent/lease/purchase. One underground parking space should be given to each policeman and firefighter. (Martin)

Response: For residential uses, zoning currently requires parking for 40 percent of new dwelling units in Downtown Brooklyn. For office uses, parking is not required, but up to 225 accessory spaces are permitted as-of-right. There is no requirement for parking to be provided for police officers or firefighters. Under the proposed actions, these same rules would apply. Neither the existing nor the proposed zoning contains special provisions for parking for police officers or firefighters. The DEIS will contain a comprehensive analysis of parking needs in the rezoning area. If parking shortfalls are identified, measures to address them will be explored.

Comment 57: Build a new highway along the East River to double BQE from Verrazano Bridge to LaGuardia Airport; build an exit ramp to Third Avenue from BQE North at Prospect Expressway junction; build a direct ramp from Brooklyn Bridge to BQE south; Build tunnel between Brooklyn and NJ with exit in Manhattan; put all subways into tunnels and free bridges for car use only (no trucks); limit truck sizes—no extra-long, oversized trucks to enter Manhattan or Brooklyn; build a park above the BQE trench through Carroll Gardens and Cobble Hill to abate traffic noise; or at least build up the sides to deflect noise upwards; install signs on the BQE stating downgrade ahead, use of engine

brakes is prohibited; there should be no turns from the center left or right on Atlantic or Flatbush Avenues anywhere in Brooklyn; major roads should be made through-way only; divert left and right turn traffic to side streets to lead to a one-way street that crosses the main artery; double and triple parking should be completely eliminated. (Martin)

Response: The transportation improvements and other issues listed in this comment are best addressed as part of an area-wide transportation study. These changes are not within the scope of the proposed rezoning project.

Comment 58: EDC should consider making a significant portion of the new Downtown Brooklyn closed completely to automobile traffic. (Naparstek)

Response: Downtown Brooklyn has a high concentration of transit services and the vast majority of new project trips are expected to be by modes other than auto and taxi. However, many commercial and retail uses also rely on convenient access by auto, taxi and livery vehicles as well as by delivery and service vehicles, and such access will be important to the viability of the area as a location for new development. Closure of a significant portion of the new Downtown Brooklyn to automobile traffic was therefore not considered as part of the proposed rezoning project.

TRANSIT AND PEDESTRIANS

Comment 59: Due to the potential for transfers at the Atlantic Avenue/Pacific Street station complex, a screening analysis should be performed to determine if this station should be analyzed in the EIS. (BHA, Markowitz)

Response: A screening analysis will be performed to assess project-related transfer activity at the Atlantic Avenue/Pacific Street station complex.

Comment 60: Provide adequate, accessible stops for commuter vans and enforcement of regulations that apply to them; analyze commuter van services and their role in the transit arena. (BHA, Yassky)

Response: The need to accommodate curbside pick-up/drop-off activity by livery vehicles was considered in developing the design parameters for the projected commercial sites. Enforcement issues relating to the regulation of commuter vans and a broader analysis of their role in the transit arena are, however, not directly relevant to the EIS assessment of the rezoning project's potential traffic and transit impacts.

Comment 61: The planned rehabilitation of subway entrances is inadequate; stations themselves need rehabilitation and enlargement. Subway service improvements are also needed. We need to see some real mitigation in the mass transit in the

subways on the stairways, not just moving a stairway from on the sidewalk to inside the building. Potential subway service improvements that need to be evaluated include: extension of the Second Avenue Subway to Brooklyn; restoration of midday IRT No. 5 service to Brooklyn; restoration of F express service and extension of the V train; installation of escalators and other station enhancements; new connections (Borough Hall/Jay Street, Borough Hall/Lawrence Street, Hoyt Street/Hoyt-Schermerhorn Streets, DeKalb Avenue/Nevins Street); and a new Brooklyn-bound platform at Lawrence Street. The development of an interchange at Jay and Willoughby Streets offers a unique opportunity to provide off-sidewalk entrances. (Armer, Balboza, BHA, CB2, Gruneberg, Hahn, Markowitz, Naparstek, Yassky)

Response: The proposed actions would facilitate enhancements to subway entrances at a number of subway stations within Downtown Brooklyn, and the EIS will include analyses relevant to the identification, assessment and mitigation of impacts to subway stations that may result from the proposed rezoning actions. More comprehensive capital improvements as well as operational changes to subway services are generally under the jurisdiction of the MTA and New York City Transit and are not within the scope of this project. Coordination with the MTA and NYC Transit is ongoing, and any significant capital improvements or major service changes planned to occur by the project's 2013 Build year will be incorporated in the EIS analyses as appropriate.

Comment 62: Bus service in Downtown Brooklyn needs improvement and should be addressed on a broad basis; analysis should include establishing new express bus services to Downtown Brooklyn, and the effect of street congestion on bus route performance, air quality and ridership. A Downtown transit (e.g. trolley or bus) loop connecting outlying cultural, retail, and entertainment venues with Downtown Brooklyn needs to be implemented; build a trolley network along the waterfront from Red Hook to the Navy Yard and up Atlantic, Flatbush, Fulton, and/or Cadman Plaza. (Balboza, Banks, BHA, CB2, Gruneberg, Markowitz, Montgomery, Naparstek, Yassky)

Response: The EIS will include a quantitative analysis of the project's potential impacts on local bus services and will identify any shortfalls in capacity resulting from project-generated increases in demand. Broader improvements to existing bus services and the implementation of new bus or trolley services are typically the jurisdiction of the MTA and NYCDOT, and not within the scope of the proposed rezoning project.

Comment 63: The bicycle routes to and within the study area should be analyzed for conformity with the NYC Bike Master Plan and the All-Agency Bicycle Policy. The EIS should address deficiencies in the bicycle route on Adams Street and any other streets within the enlarged study area. (BHA)

Response: The EIS transportation analyses will assess any effects that the proposed actions may have on bicycle routes within the study area. However, an assessment of the deficiencies of bicycle routes to and within the study area, and their conformity to the NYC Bike Master Plan and the All-Agency Bicycle Policy are beyond the scope of this CEQR review.

Comment 64: The Lawrence Street station, which will become a much greater terminus than it is now, has very narrow stairways. It cannot take the number of passengers that would be required by this new development. (Armer)

Response: The EIS will include a detailed quantitative assessment of the project's potential effects on the street stairs at the Lawrence Street subway station located beneath Willoughby Street. Where necessary, mitigation to address impacts from new project-generated demand will be developed and incorporated in this EIS.

Comment 65: The EIS must fully consider the effects of pedestrian improvements, and more advanced modeling of pedestrian movements. The EIS should include measuring the level of comfort for pedestrians and study the benefits of significant bicycle infrastructure improvements, such as bicycle lane networks and safe bicycle parking; maintain the bike lanes so people can ride to work safely; pedestrian and cyclist safety and ease of movement, including ADA-compliant curb cuts and accessible public transit modes must be made a priority; attractive walking corridors employing traffic calming measures need to be provided between major nodes; pedestrian linkage, safety, and sidewalk capacity should be studied throughout the project area as well as on the pedestrian routes to and from it. (Balboza, Banks, BHA, CB2, Markowitz, Naparstek, Yassky)

Response: Enhancing the streetscape of Flatbush Avenue and other key corridors, and improving linkages between commercial, retail, residential and academic uses is a central goal of the proposed project. To this end, various streetscape enhancements would be installed under the proposed actions including landscaped medians, widened sidewalks, ADA-compliant pedestrian ramps, improved subway entrances and signalized and delineated pedestrian crossings. The EIS pedestrian analyses will fully assess, using approved CEQR criteria, the proposed improvements and the project's potential impacts on the public sidewalks, corner areas and crosswalks surrounding the projected development sites and along key corridors. The analyses will also identify high accident locations within the study area and discuss the potential effects of project demand at these locations. The EIS traffic analyses will assess any effects that the proposed actions may have on bicycle routes within the study area. However, the benefits of significant bicycle infrastructure improvements, such as bicycle lane networks, maintenance of bike lanes, and assessing pedestrian

linkage, safety, and sidewalk capacity throughout the project area are issues that are beyond the scope of this EIS.

Comment 66: New development has to encourage alternatives to driving. The study should include possible measures to reduce car traffic by making businesses aware of various incentives to use mass transit, such as TransitChek for employees, and educating workers on the health benefits of walking and bicycling, while encouraging them to do so with special events and other inducements. Ensure all government agencies encourage the public to use public transportation. (Balboza, Naparstek, Yassky)

Response: The proposed actions will facilitate improvements to subway station access, thereby enhancing the attractiveness of the subway mode as an alternative to driving. Incentives and educational initiatives to encourage travel by modes other than automobile, while not directly relevant to an assessment of the project's effects on transportation under CEQR criteria, may be assessed as potential mitigation measures for project-related traffic impacts if needed.

Comment 67: The EIS should include an analysis of ferry service, including the expansion of ferry service, a link to a new feeder bus service, and the improvement of intermodal linkages, e.g., ferry/bus, bicycle/ferry, and bicycle/subway. (Balboza, Markowitz, Yassky)

Response: The EIS will include a discussion of existing ferry routes and intermodal linkages serving the Downtown Brooklyn travel market and provide a forecast for new ferry users due to the proposed actions. The broader improvements to existing ferry services and the implementation of new ferry and feeder bus services would be more appropriately addressed as part of an area-wide transportation study, such as NYCDOT's planned "Transportation Blueprint" for Downtown Brooklyn.

AIR QUALITY

Comment 68: The EIS should study the effect of "green buildings" on air quality as defined by New York State. (Balboza)

Response: The project actions relate to use types, bulk, massing, and certain visual design elements; it is not within the purview of these actions to specify how the buildings are constructed. The analysis of "green building" effects on air quality is beyond the scope of the CEQR review and is not part of this EIS.

Comment 69: The EIS should incorporate recommended traffic mitigation measures in the build year analysis for air quality. (Markowitz)

Response: The air quality analysis will be based on the traffic analysis as detailed in Task 11, "Traffic and Transportation." As noted in Task 11.E, the analysis of future baseline traffic conditions will incorporate NYCDOT-approved mitigation measures for No Build developments.

Comment 70: The EIS should use all the new standards developed by the EPA for smog and fine particles. (BHA)

Response: The EIS will characterize existing air quality concentrations in the study area, and the determination of project-related air quality impacts will be based on a comparison with the latest accepted standards for the relevant pollutants. Smog, which contains ozone, is generally not analyzed on a quantitative basis since it is a regional air quality issue, unless a project would result in a significant increase in the total number of vehicle miles throughout the metropolitan New York area. The proposed project would not be expected to result in a significant increase in vehicular usage on a regional basis; however, local effects due to increases in traffic at selected intersections will be analyzed, to ensure that concentrations of carbon monoxide are below national ambient air quality standards. In addition, the proposed project is not expected to significantly impact concentrations of fine particulate matter (particulate matter less than 10 microns in diameter, PM_{10}, and less than 2.5 microns in diameter, $PM_{2.5}$). However, if any intersections are expected to experience a significant increase in emissions from heavy duty vehicles (e.g., trucks, buses), impacts of PM_{10} and $PM_{2.5}$ will be analyzed and compared to applicable standards or established regulatory significance thresholds.

NOISE

Comment 71: The EIS needs to address noise pollution from traffic in Downtown Brooklyn. (BHA, Yassky)

Response: As described in Task 13, "Noise" on pages 41 of the Draft Scope, the EIS will evaluate the proposed project's potential effects on noise levels due to increased traffic resulting from the project.

CONSTRUCTION IMPACTS

Comment 72: EIS must develop meaningful and enforceable rules for the construction duration of each development project. Trucks and machinery must not be diverted to the streets of the brownstone residential communities. (BHA)

Response: Construction activities would need to conform to the NYC Department of Buildings regulations, which among other items include restrictions on hours of activities and delivery routings. As noted in Comment No. 51, a project developer will need to coordinate with the NYCDOT's Office of Construction

Management and Coordination regarding the maintenance and protection of traffic during construction activities, which would include restrictions on street closures/detours and delivery vehicles to designated truck routes.

Comment 73: Reuse and recycling of materials must be included in any incentive program. This must be mandated for both demolition material and new construction material. (BHA)

Response: The EIS will contain an analysis of the potential effects of the proposed action on energy and solid waste and sanitation. Currently, the New York City Zoning Resolution does not contain incentives for recycling and reuse of materials, and no such incentives are contemplated as part of the proposed actions. However, it should be noted that there are a number of New York State programs that provide incentives for sustainable design initiatives and developers would be able to take advantage of these programs at the time of construction. However, this is not within the purview of this CEQR analysis.

PUBLIC HEALTH

Comment 74: The EIS should study asthma rates/traffic problems—Brooklyn has one of the highest asthma rates. The EIS should study health statistics in nearby districts and their correlation with traffic patterns. (Rimler, Simon)

Response: Microscale analyses will be conducted at traffic intersections that are expected to result in the highest concentrations of pollutants. Potential project impacts will be compared to standards and thresholds that have been established at levels that are protective of public health.

ALTERNATIVES

Comment 75: Consideration of the use of such elements as green roofs, employment of energy sources other than fossil fuel, use of gray water in certain building functions, and the use of window materials and designs that provide superior insulation from weather extremes—and the impact of requiring them on the City's sewage and water systems—should be considered as alternatives in the EIS. (BHA)

Response: As noted in the response to Comment No. 9, the Downtown Brooklyn Development project proposes modifications to zoning regulations and urban renewal plans as they relate to use types, bulk, massing, and certain visual design elements; it is not within the purview of these modifications to specify how the buildings are to be constructed or operated. To the extent possible, the project developers will be encouraged to incorporate "green" elements in the building designs. ✷