A. INTRODUCTION

This section considers the potential of the proposed project to affect the urban design and visual resources of the study area. The proposed project include a special permit to modify regulations pertaining to bulk and parking, and the site selection for public facilities. The proposed actions would allow for the redevelopment of the Brooklyn Site at 275 Atlantic Avenue (Block 175, Lot 1), which contains the existing Brooklyn Detention Complex, with a new 1,190,000-gross-square-foot (gsf) detention facility, including support space, community facility and/or retail space, and approximately 292 accessory parking spaces.

As defined in the 2014 *City Environmental Quality Review (CEQR) Technical Manual*, urban design is the totality of components that may affect a pedestrian's experience of public space. These components include streets, buildings, visual resources, open spaces, natural resources, and wind. An urban design assessment under CEQR must consider whether and how a project may change the experience of a pedestrian in a project area. *CEQR Technical Manual* guidelines recommend the preparation of a preliminary assessment of urban design and visual resources, followed by a detailed analysis, if warranted based on the conclusions of the preliminary assessment. The proposed project would make noticeable alterations to the project site and the streetscape of the surrounding area, as compared to the future without the proposed project. Therefore, the following detailed urban design and visual resources analysis has been prepared in consideration of the characteristics identified above for the future without the proposed project (the No Action condition), and the future with the proposed project (the With Action condition) in 2027 when development facilitated by the proposed actions is expected to be completed.

PRINCIPAL CONCLUSIONS

The proposed project would not have a significant adverse impact on urban design. The proposed detention facility would be taller than the existing buildings in the study area, but it would fit within the densely developed Downtown Brooklyn setting. The northern portion of the study area contains multiple buildings that are over 200 feet in height and several that are taller, including buildings over 300 feet tall, and the planned approximately 591-foot-tall building at 11 Hoyt Street, which would be considerably taller than the proposed project. Additionally, the existing facility is already fairly tall at 206 feet and the proposed additional height would have limited additional effect on the current pedestrian experience. The building's massing with a tower set on a base would be consistent with the existing urban design of the project site and would be consistent with the design of other more recently constructed buildings in the study area. The proposed detention facility's five-story base on Atlantic Avenue, Boerum Place, and Smith Street would be compatible with the lower-density development in the southern portion of the study area, as well as the buildings with three- to seven-story bases on Atlantic Avenue. The taller base would also be more consistent with the urban design of Boerum Place and Smith Street north of Atlantic Avenue, where buildings are designed with streetwalls of at least four stories in height. Overall,

the proposed project would replace an existing building designed with a tall tower set on a base with a taller facility that also uses a tower and base massing configuration and that would fill the block.

The study area is developed with a variety of buildings of different ages, designs, and cladding, including on Atlantic Avenue where there are more recently constructed buildings clad in glass curtain walls and brick mixed-use buildings with retail storefronts. The proposed detention facility would fit into this varied urban design context. The proposed detention facility's stone-clad base on Boerum Place and Smith Street would be compatible with the stone-clad municipal buildings in the area, including the Brooklyn Central Courthouse located immediately north of the project site. The proposed detention facility's tall north façade would be compatible with the taller buildings in the northern portion of the study area. An activated ground floor with multiple entries and uses to include retail or community facilities would enliven the pedestrian experience and tend to fit in with the busy Atlantic Avenue street corridor. Relocated servicing and parking entrances along State Street would improve the streetscape along Smith Street and reduce conflicts with existing bike and pedestrian flows.

The proposed project would also involve the demapping of above- and below-grade volumes of State Street between Boerum Place and Smith Street to facilitate the potential construction of pedestrian bridges or tunnels connecting the proposed detention facility to the Brooklyn Central Courthouse. The potential pedestrian bridges would be expected to alter but not obscure the southern façade of the Brooklyn Central Courthouse, which is a visual resource and historic resource in the study area. In addition, State Street is a narrow street, and the State Street façade of the Brooklyn Central Courthouse includes rear of building uses such as a service entrance. Views to the primary Schermerhorn Street façade, which contains the main entrance, would remain unchanged. Views to the prominent Smith Street façade would also not be altered by the potential pedestrian bridges. Therefore, under With Action conditions, potential significant adverse impacts to the Brooklyn Central Courthouse or views to the Brooklyn Central Courthouse would not occur. The proposed project would result in the removal of the "Justice Mandala" mural on the north façade of the building. A portion of the mural would be salvaged and reinstalled in the new building within a publicly accessible location, accompanied by a description of the artwork and its history.

B. METHODOLOGY

Based on the *CEQR Technical Manual*, a preliminary assessment of urban design and visual resources is appropriate when there is the potential for a pedestrian to observe, from the street level, a physical alteration beyond that allowed by existing zoning. Examples include projects that permit the modification of yard, height, and setback requirements, and projects that result in an increase in built floor area beyond what would be allowed "as-of-right" or in the No Action condition. The proposed project would allow for the development of a project that includes physical alterations observable by pedestrians that are not allowed by existing zoning. Therefore, the proposed development facilitated by the proposed project meets the threshold for a preliminary assessment of potential impacts to urban design and visual resources.

According to the *CEQR Technical Manual*, the study area for urban design is the area where the project may influence land use patterns and the built environment, and is generally consistent with that used for the land use analysis. For visual resources, the view corridors within the study area from which such resources are publicly viewable should be identified. Consistent with CEQR methodology, the study area for the urban design and visual resources analysis has been defined

as the area within a ¼ mile of the project site. Since views to the Brooklyn Site are primarily limited to the immediately surrounding area, the following analysis focuses in more detail on the area within 400 feet of the project site, an area roughly surrounded by Livingston, Court, Hoyt and Dean Streets (see **Figures 3.6-1 and 3.6-2**). Within the larger ¼-mile study area, visibility of the project site is more limited, and potential impacts on urban design and visual resources have also been assessed for this larger area.

The *CEQR Technical Manual* recommends an analysis of pedestrian wind conditions for projects that result in the construction of large buildings at locations that experience high wind conditions. The proposed project would not result in the construction of a building at a location that experiences high wind conditions; thus, a pedestrian wind condition analysis is not warranted.

C. EXISTING CONDITIONS

URBAN DESIGN

PROJECT SITE

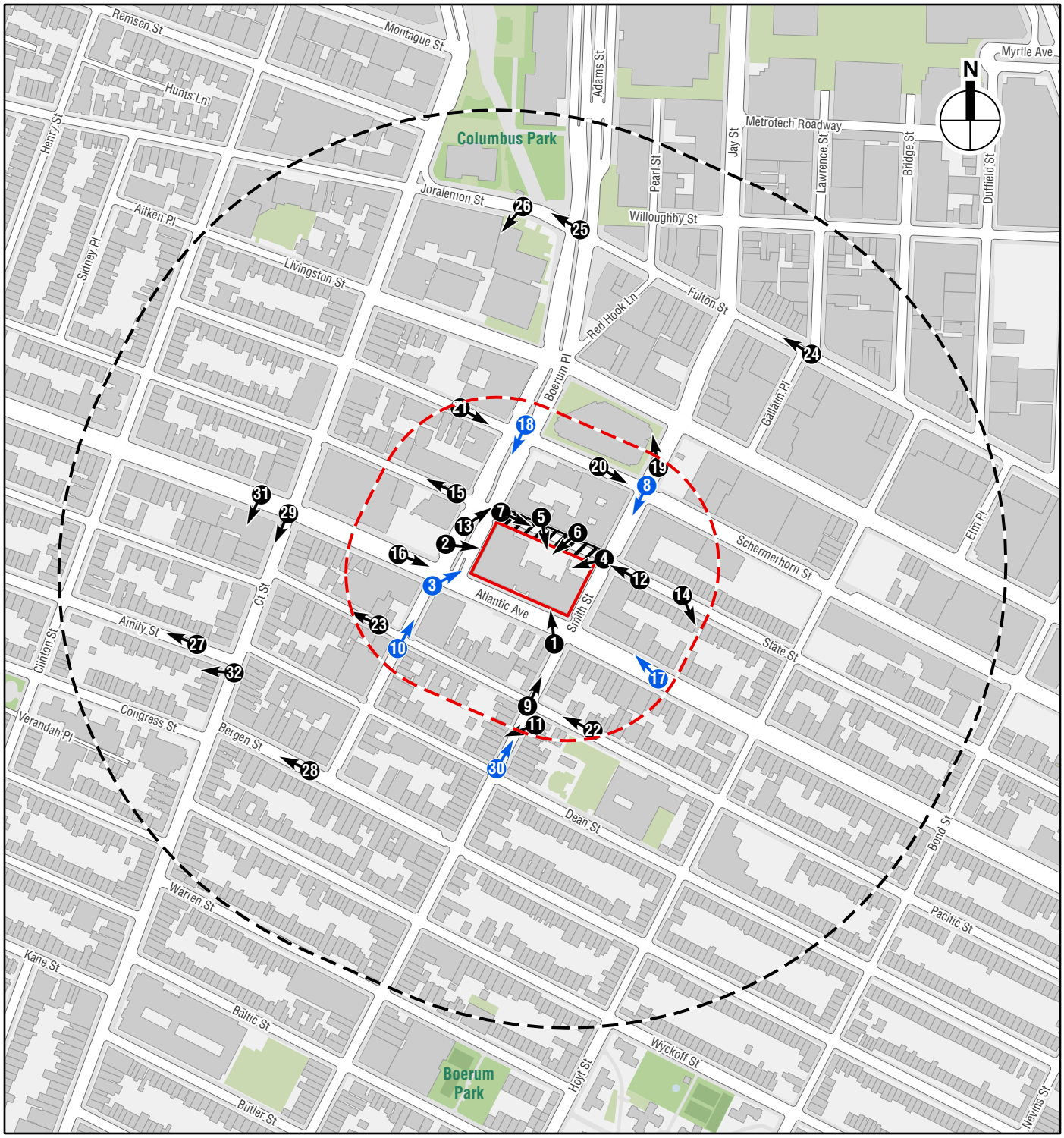
The Brooklyn Site contains the existing Brooklyn Detention Complex, which consists of an approximately 206-foot-tall 14-story structure set on a one- to two-story base and set back from the street. The base is clad in polished stone, and is articulated with large square openings that contain rows of small, square, tinted windows (see **Figure 3.6-3**), creating a long blank wall along all frontages and disrupting the lively pedestrian experience, particularly along the Atlantic Avenue and Smith Street frontages. The upper portion of the building is clad in gray brick and is rectangular in plan with projecting bays centered on the north and south façades (see **Figure 3.6-4**, photo 3). Wire mesh covers the windows on the north and south façades; the east and west façades are windowless. The facility's main entrance is at the center of its Atlantic Avenue façade, covered by a metal canopy. On Boerum Place, the one- to two-story polished base forms a streetwall, with the upper stories set back. On Smith Street, there is a service entry with a roll-down metal gate at the corner with State Street, providing access to a small, chain-link-fenced yard, which serves as the sallyport entrance (see **Figure 3.6-3**, photo 4). The State Street façade includes a two-story gray brick wall with a projecting window on the second story near Smith Street. Towards Boerum Place, a portion of the roof of the two-story base contains a chain-link enclosure capped with barbed wire (see **Figure 3.6-4**, photo 3). A recently painted mural, depicting Buddhist mandalas (see discussion under "Visual Resources and View Corridors" below), is on this façade, and bollards line the edge of the sidewalk (see **Figure 3.5-5**).

400-FOOT PRIMARY STUDY AREA

The primary study area is developed with a mixture of building types and sizes, including high-rise apartment buildings, municipal buildings, one and two-family residences, and mixed-use buildings with ground-floor commercial space. The study area has been developed with a standard street grid, with a relatively flat topography. The rectangular blocks formed by the street grid have the shorter sides facing east and west and the longer sides facing north and south.

Lower-density residential buildings primarily characterize the southern portion of the study area, while high-rise municipal, office, and apartment buildings tend to be located in the northern portion of the study area (see **Figure 3.6-4**, photo 4). The change in density is apparent on north-south streets such as Smith Street and Boerum Place, where the buildings are typically larger north of Atlantic Avenue (see **Figure 3.6-7**). North of State Street, and along the northern portions of

3/17/2019



Project Site

Proposed Demapped Area

Study Area Boundary (400-foot perimeter)

Secondary Study Area (1/4-mile perimeter)

Existing Photograph View Direction and Reference Number

Existing and Proposed Photograph View Direction and Reference Number

0 500 FEET

Photograph Locations
Brooklyn Site - 275 Atlantic Avenue

BOROUGH-BASED NYC JAIL SYSTEM

Figure 3.6-1

3/17/2019

Project Site

Proposed Demapped Area

Primary Study Area (400-foot perimeter)

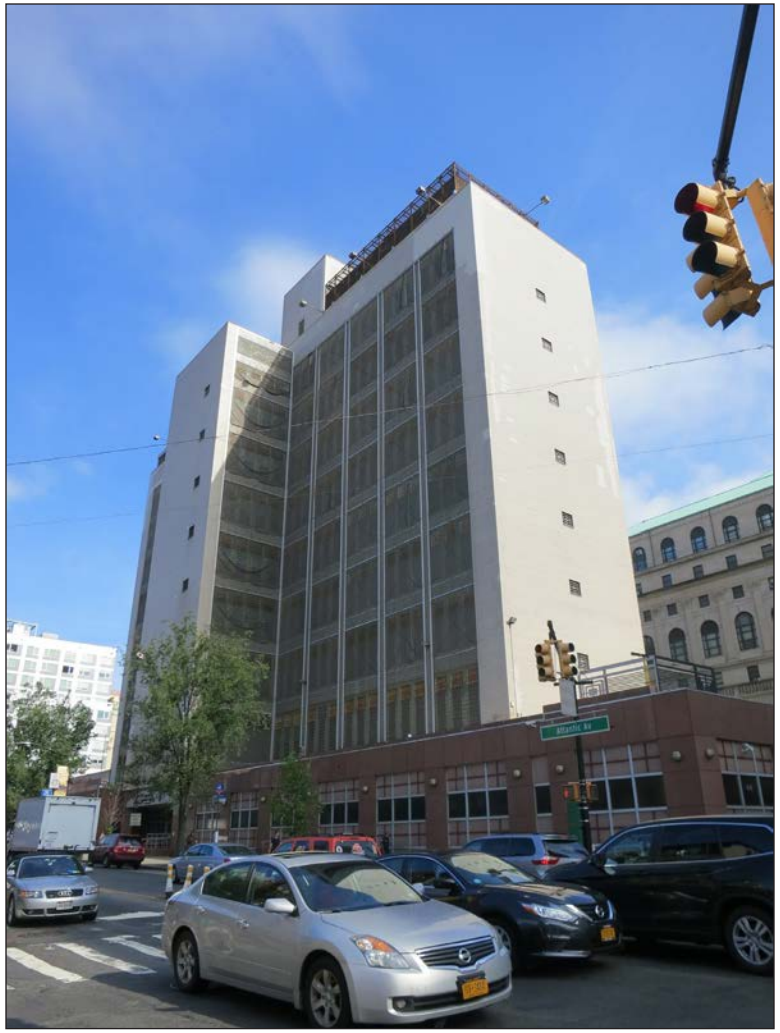
Secondary Study Area (1/4-mile perimeter)

0 500 FEET

Aerial Map
Brooklyn Site - 275 Atlantic Avenue

BOROUGH-BASED NYC JAIL SYSTEM

Figure 3.6-2



View west on Atlantic Avenue, showing the main entrance of the Brooklyn Detention Complex **1**

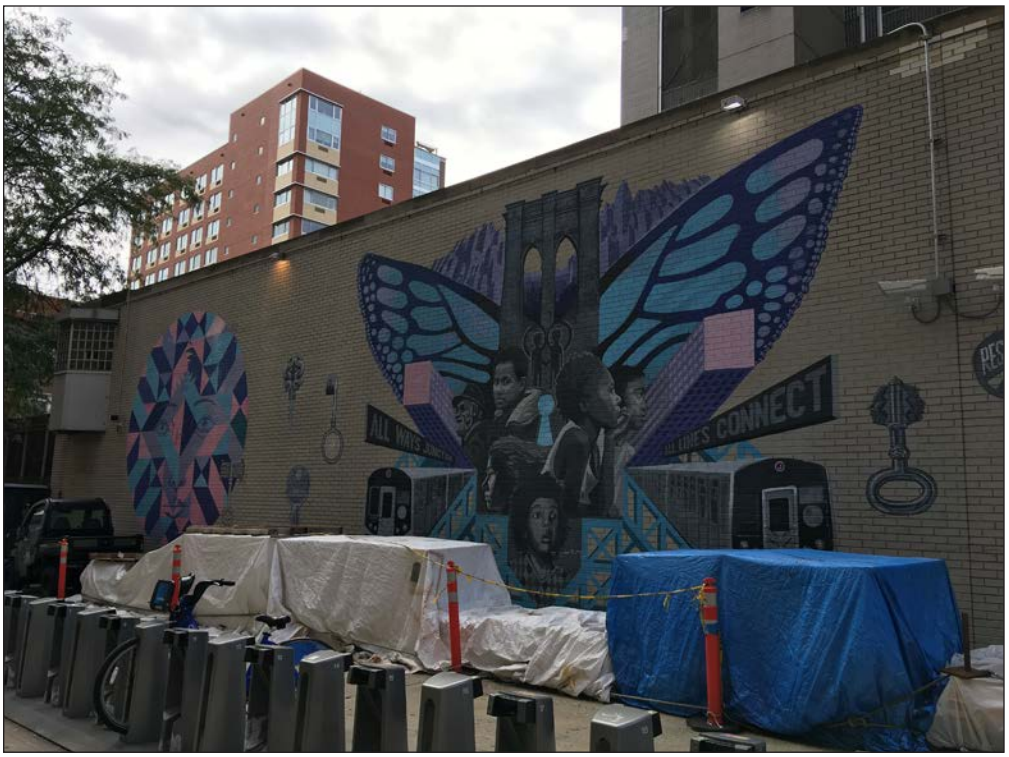
View east on Atlantic Avenue and Boerum Place, showing the west side of the Project Site **2**

Existing Conditions: Project Site
Brooklyn Site - 275 Atlantic Avenue
Figure 3.6-3

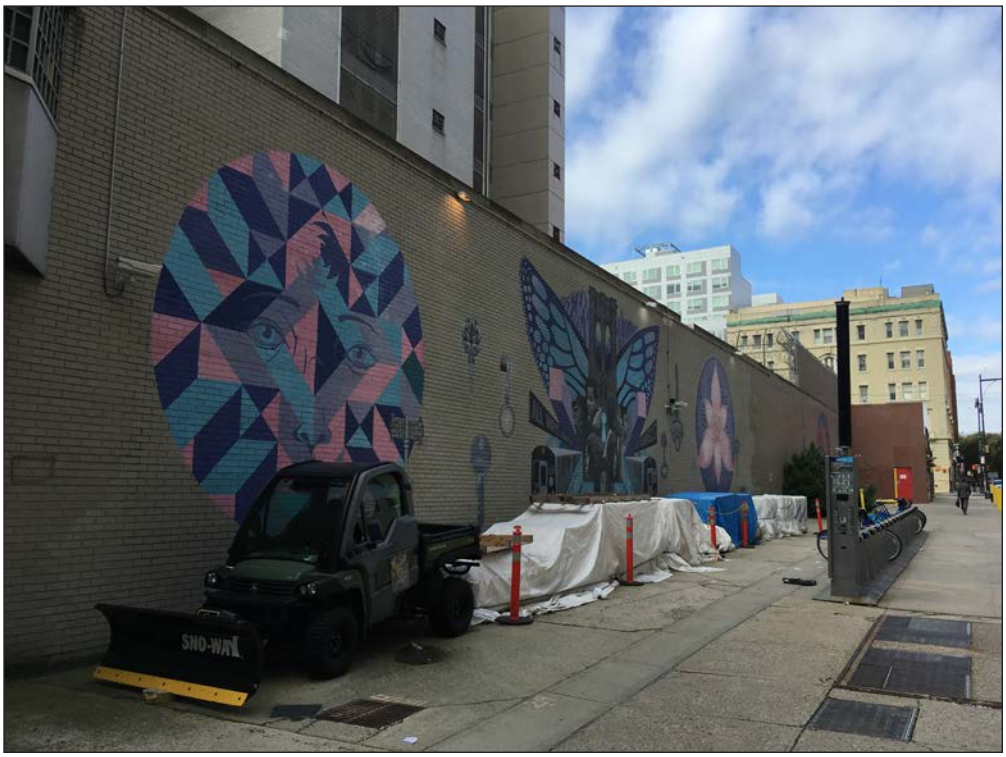
Northeast view of the Project Site from Atlantic Avenue **3**

Southwest view of the Project Site from Smith Street and State Street **4**

Existing Conditions: Project Site
Brooklyn Site - 275 Atlantic Avenue
Figure 3.6-4



View of the mural on the north wall of the Project Site, on State Street **5**



View of the mural on the north wall of the Project Site, on State Street **6**

Existing Conditions: Visual Resources
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-5

View east on State Street, showing the Project Site to the right and Williamsburg Savings Bank in the distance **7**

View south on Boerum Place at Schermerhorn Street, showing the Brooklyn Central Courts Building to the right and a 20-story hotel to the left **8**

Existing Conditions: Project Site and Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-6

View north on Smith Street from Pacific Street, showing shorter buildings in the southern portion of the study area and taller buildings further north **9**

View north on Boerum Place from Pacific Street, showing shorter buildings in the southern portion of the study area and taller buildings further north **10**

Existing Conditions: Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-7

Smith Street and Boerum Place, the buildings in the study area are typically clad in brick and stone, presenting 50- to 200-foot-long street frontages. South of Atlantic Avenue, development on Smith Street and Boerum Place typically consists of older brick-clad mixed-use buildings with ground-floor retail (see **Figure 3.6-6**, photo 7).

Atlantic Avenue is a 100-foot-wide four-lane street carrying two-way traffic with parking on both sides extending east-west through the study area (see **Figure 3.6-8**, photo 12). Within the study area, Atlantic Avenue is a busy street typically lined with approximately 20- to 30-foot-wide three- to four-story mixed-use buildings with ground-floor commercial space (see **Figure 3.6-9**, photo 13). The street is also developed with buildings with modern cladding, including an 11-story building on a 7-story base at the northwest corner of Atlantic Avenue and Boerum Place, with a glass curtain wall on the bottom three floors and metal panels on the upper stories. A 13-story building at the northeast corner of Atlantic Avenue and Smith Street is clad in brick with large windows on the ground floor. Directly south of the project site, across Atlantic Avenue, a two-story commercial building has an approximately 330-foot-long glazed façade.

North of Atlantic Avenue, and along the west side of the Project Site, Boerum Place is a 130-foot-wide street with a raised concrete median planted with shrubs and young trees. It carries six lanes of traffic with parking on both sides (see **Figure 3.6-9**, photo 14), creating a gateway to the Civic Center and Downtown Brooklyn from the residential neighborhood. South of Atlantic Avenue, Boerum Place narrows to one lane of traffic also with parking on both sides. North of Atlantic Avenue, the buildings on Boerum Place are typically over five stories tall with streetwalls that meet the sidewalk and that are at least 100 feet long (see **Figure 3.6-10**). Boerum Place is lined with tall, often institutional, stone and brick buildings, including the 12-story approximately 170-foot-tall New York City Transit Authority office building at 130 Livingston Street, the 17-story approximately 231-foot-tall mixed-use building at 110 Livingston Street, and the 20-story approximately 242-foot-tall Brooklyn Law School student dormitory at 205 State Street (the tallest building in the primary study area). The Friends Meeting House and School at the southeast corner of Boerum Place and Schermerhorn is an exception, with a 3½-story red brick façade set back from the street. South of Atlantic Avenue, the urban design of Boerum Place differs, with buildings that typically do not exceed five stories.

Smith Street is a key north-south connector to Downtown Brooklyn from the residential neighborhood with a well-used bike lane. While north of Atlantic Avenue the corridor is lined with tall buildings with a variety of uses ranging from hotel to institutional and office; south of Atlantic Avenue the scale of the buildings is lower, but the corridor is lined with retail uses and food and beverage establishments on the ground floors making the pedestrian experience very lively.

State Street borders the project site to the north. The design and cladding of the buildings on State Street vary. Across from the project site, the street frontage is occupied by two buildings. The 10-story Brooklyn Central Courthouse is a Classical-style stone building with a 165-foot-long frontage on State Street and a 200-foot-long frontage on Smith Street (see **Figure 3.6-6**, photo 8). To the west is a recently built 11-story residential building clad in brick, at the northeast corner of Boerum Place and State Street (See **Figure 3.6-7**, photo 9). This building has setbacks at the upper stories and has projecting and recessed bays on its south State Street façade. East of Smith Street, State Street is developed with three- to five-story one- and two-family brick residences, with brownstone detailing and walkout basements (see **Figure 3.6-7**, photo 10). West of Smith Street, there are much taller buildings with larger footprints. The Brooklyn Law School student dormitory is a twenty-story approximately 242-foot-tall brick-clad modern building located at the northwest

View southwest on Smith Street at Pacific Street **11**

View west on State Street, showing the Project Site to the left and the Brooklyn Central Courts Building to the right **12**

Existing Conditions: Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-8

View north on Boerum Place from Atlantic Avenue, showing tall buildings in the distance **13**

View east of the eastern portion of State Street **14**

Existing Conditions: Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-9

View west of State Street from Boerum Place, showing a student dormitory to the right and Saint Vincent's Services to the left **15**

View east on Atlantic Avenue, showing the Project Site to the left **16**

Existing Conditions: Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-10

corner of Boerum Place and State Street, with a 220-foot-long frontage on State Street (see **Figure 3.6-8**, photo 11). This building is set on a five-story base with a tower set back from the base. Schermerhorn Street, State Street, and Pacific Street extend east-west through the study area. Schermerhorn Street is 60- to 80-foot-wide in the northern portion of the study area. East of Smith Street, there are two lanes of traffic, parking on both sides, and a single bike lane (see **Figure 3.6-10**, photo 16). West of Smith Street, the road narrows to a single-lane one-way road, with parking on both sides of the street (see **Figure 3.6-11**, photo 17). The mid-blocks on Schermerhorn are typically developed with three- to five-story residential buildings, including older rowhouses with bowed façades, and the properties at the corners with Smith Street and Boerum Place contain tall buildings, including the 20-story hotel at the southeast corner of Smith and Schermerhorn Streets. Located in the southern portion of the study area, Pacific Street is a 60-foot-wide road with one traffic lane and parking on both sides (see **Figure 3.6-11**, photo 18). Pacific Street is developed with one- and two-family brick residences as well as brick multi-family apartments and commercial buildings, though the buildings on Pacific Street do not typically exceed five stories (see **Figure 3.6-12**, photo 19).

Street furniture within the study area includes traffic lights, bus stop signs, fire hydrants, trashcans, bike racks, newspaper boxes, mailboxes, and modern and decorative streetlights. Bishops Crook-style streetlights mark the corner of Atlantic Avenue and Smith Street, and consist of a narrow light pole with a foliated curving top. Small, traditional-style light poles also line the length of Atlantic Avenue within the study area, each with a straight pole and a lantern top. Modern cobra-head street lamps are interspersed throughout the study area.

SECONDARY ¼-MILE STUDY AREA

A mixture of high-rise apartments and office buildings, large municipal buildings, mixed-use buildings with ground-floor retail, and rowhouses characterize the secondary study area. The secondary study area has been developed with a standard street grid on relatively flat topography. North of Fulton Street, the streets in the northeastern portion of the study area turn at a 45-degree angle, and Willoughby Street, Fulton Street, Adams Street, and Joralemon Street converge near Columbus Park. North of Livingston Street, Boerum Place turns at an angle and becomes Adam Street. In the southern end of the study area, Boerum Place terminates at Bergen Street. Street furniture within the study area is the same as the primary study area, in addition to metal benches, high mast lighting, trashcans, phone booths, bus shelters, newsstands and bike racks in the Fulton Mall.

The northern portion of the secondary study area is typically developed with high-density office, municipal, and apartment buildings, with the exception of Clinton Street, which is characterized by three-story rowhouses. The remainder of the secondary study area is developed with three- to six-story older brick mixed-use and multi-family buildings, recently built commercial buildings that range in height from 2 to over 10 stories, and three-story brick and brownstone rowhouses.

The northern portions of Boerum Place, Smith Street, and Court Street are developed with tall municipal buildings, office buildings, hotels and apartments. North of Livingston Street, buildings reach heights of over 300 feet. The study area includes a 32-story approximately 388-foot-tall apartment building at 66 Court at the northwest corner of Court and Livingston Streets. The tower has a three-story stone-clad Gothic-style base supporting a brick-clad tower, with setbacks on the 15th floor. A 21-story recently built mixed-use building is located at the northeast corner of Livingston Street and Boerum Place, with a glass curtain-wall façade that sets back above the 14th story (see **Figure 3.6-7**, photo 9). Located at the northwest corner of Livingston Street and Boerum

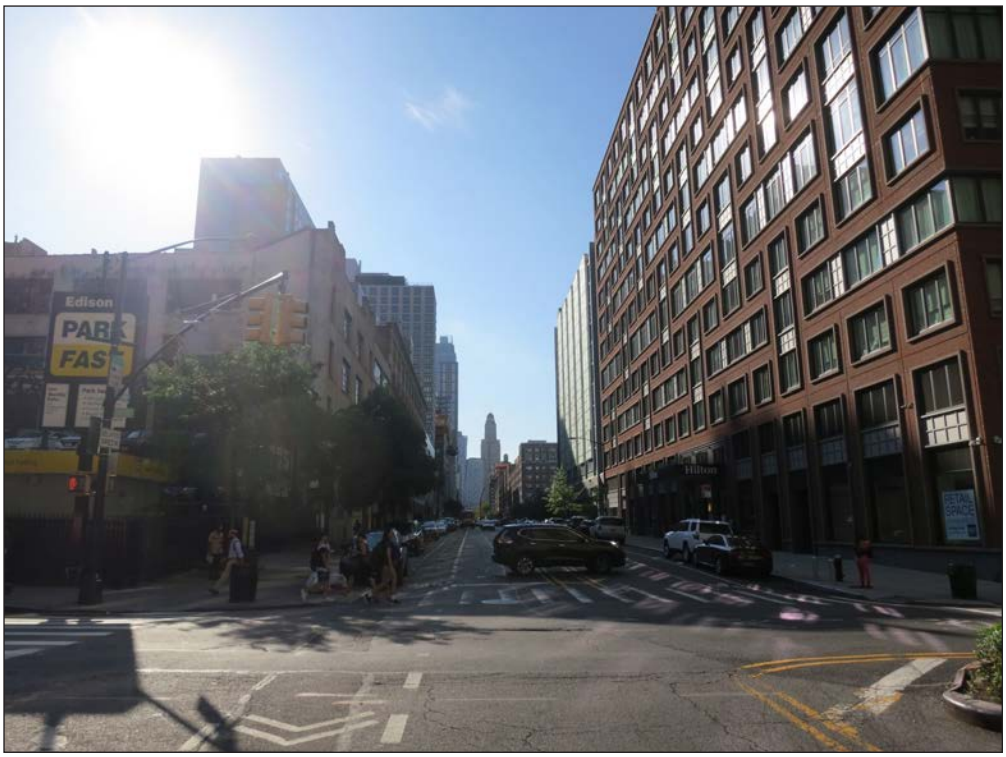
View northwest on Atlantic Avenue, showing the Project Site on the north side of the street **17**

View south on Boerum Place from Schermerhorn Street **18**

Existing Conditions: Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-11

View northwest of the New York Transit Authority building at 130 Livingston Street **19**



View east of Schermerhorn Street from Smith Street **20**

Existing Conditions: Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-12

Place is a 22-story approximately 300-foot-high office building at 111 Livingston Street. The glass and concrete slab is set back from the sidewalk behind a pedestrian plaza.

Crossing the northeastern portion of the study area, Fulton Street is a two-lane road with wide sidewalks on both sides. East of Adams Street, the section of Fulton Street within the study area is known as Fulton Mall. This pedestrian-oriented shopping center has limited vehicle access. Street trees are planted at regular intervals on the sidewalk, with decorative iron fences surrounding some tree pits. The two- to four-story buildings on the street vary in material and form, and all include modern, glass shopfronts on the ground floor (see **Figure 3.6-12**, photo 20). North of Fulton Street, Willoughby Street is closed to traffic for one block between Adams and Pearl Streets, forming Willoughby Plaza. The plaza has metal benches and trees, as well as movable tables and chairs, with the north side of the plaza bordered by the stone façade and arched windows of 245 Adams Street.

Columbus Park is located in the northern portion of the study area extending outside the study area to the north. The southeastern corner of the park includes a paved parking lot and a hardscape plaza surrounding the stone-clad Brooklyn Borough Hall (see **Figure 3.6-13**, photo 21). This approximately 135-foot-tall municipal building features a clocktower and a monumental classical portico supported on two-story-tall columns. A broad set of stairs provides access to the portico and the building's entrance on the north front. The other sides of the building are ornamented with Classical style pilasters. South of Borough Hall, the 10-story approximately 234-foot-tall Brooklyn Municipal Building is U-shaped with a colonnade facing Joralemon Street (see **Figure 3.6-13**, photo 22).

As in the primary study area, development in the southern portion of the secondary study area is characterized by brownstone and brick rowhouses and low-density commercial spaces. The Brooklyn Heights Historic District, Cobble Hill Historic District, and Boerum Hill Historic District are located within the secondary study area, with these areas defined by their rowhouses with stoops and cast-iron railings (see **Figure 3.6-14** photo 23). The streets within the southern portion of the study area are typically tree-lined single-lane roads with parking on both sides. Exceptions include the wider commercial corridors of Court Street, Bergen Street, and Smith Street (see **Figures 3.6-14** and **3.6-15**). Atlantic Avenue is developed with a range of building types, with the long 11-story streetwall of 125 Court Street dominating the western segment of the street. The building has a seven-story base with projecting and recessed sections.

Court Street is a one-way two-lane street with parking on both sides. The road is developed typically with three- to four-story brick mixed-use buildings containing ground-floor retail spaces, as well as churches and municipal buildings (see **Figure 3.6-15**, photo 25). The former South Brooklyn Savings Bank, at the southwest corner of Court Street and Atlantic Avenue, is a stone building with a large cornice and arched windows (see **Figure 3.6-16**, photo 27). Saint Paul's Roman Catholic Church is a brownstone church located at the southwest corner of Court and Congress Streets (see **Figure 3.6-16**, photo 28). Bergen Street is a one-lane road with parking on both sides and a buffered bike lane (see **Figure 3.6-15**, photo 26). The street's urban design is less cohesive, containing wood frame, brick, and brownstone rowhouses with stoops and cornices, as well as recently constructed six-story apartment buildings, and one-story brick garages buildings.

View east of the western portion of Schermerhorn Street **21**

View west of Pacific Street from the eastern portion of the study area **22**

Existing Conditions: Primary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-13

View west of Pacific Street from Boerum Place **23**

View west on Fulton Street **24**

Existing Conditions: Primary and Secondary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-14

View west on Joralemon Street, showing Columbus Park to the right **25**

View south of Borough Hall on Joralemon Street **26**

Existing Conditions: Secondary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-15

View west on Amity Street, showing residences in the Cobble Hill historic district **27**

View west on Bergen Street, showing mixed-use buildings on the wider street **28**

Existing Conditions: Secondary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-16

VISUAL RESOURCES AND VIEW CORRIDORS

PROJECT SITE

The *CEQR Technical Manual* defines a visual resource as the connection from the public realm to significant natural or built features, including views of the waterfront, public parks, landmark structures or districts, otherwise distinct buildings or groups of buildings, or natural resources. The Project Site does not contain visual resources.

The project site includes a colorful mural, "Justice Mandala," painted on the State Street façade of the base of the Brooklyn House of Detention. The mural includes five parts painted on the brick-clad exterior of the building (see **Figure 3.6-5**). The mural was painted as part of a Community Mural Project by Groundswell, which partners with local artists, youth, and community organizations, and was led by artist Chris Soria. The mural at the Brooklyn House of Detention was created in a collaboration with the New York City Department of Correction (DOC), the Brooklyn Downtown Partnership, and the Nu Hotel at the corner of Atlantic Avenue and Smith Street, and painted by Soria along with local youths in 2011 with the intent to "*beautify neighborhoods and give voice to ideas and perspectives that are underrepresented in the public dialogue*."[1]

PRIMARY 400-FOOT STUDY AREA

Visual resources in the study area include known architectural resources such as the Brooklyn Central Courthouse at the northeast corner of State Street and Smith Street and the Friends Meeting House and School at the southeast corner of Boerum Place and Schermerhorn Street (see Attachment 3.4, "Historic and Cultural Resources" for more details).

The Brooklyn Central Courthouse is an imposing stone-clad building with arched openings and classical ornament (see **Figure 3.6-6**, photo 8). The approximately 150-foot-tall Brooklyn Central Courthouse is visible at a distance from the south on Smith Street and from the east and west on Schermerhorn Street. Immediately south of the Brooklyn Central Courthouse, the Brooklyn House of Detention tower is set back from the street above a low base, providing long views of the south façade of Brooklyn Central Courthouse from Smith Street south of State Street. The Brooklyn Central Courthouse is not as visible from the north on Smith Street, as the New York City Transit Authority building is built to the sidewalk. The Friends Meeting House and School is a low, approximately 55-foot-tall 3½-story complex on the west side of the Brooklyn Central Courthouse, allowing for long views of the Brooklyn Central Courthouse's upper stories of the west façade from the west on Schermerhorn Street. Schermerhorn Street narrows from one to two lanes at the junction of Smith Street, providing long views of the east façade of the Brooklyn Central Courthouse from Schermerhorn Street east of Smith Street.

The distinctive Friends Meeting House and School are small red brick buildings that include the Meeting House with its setback from the street and gabled roof, and which were built in the mid-19th and early 20th centuries (see Attachment 3.4, "Historic and Cultural Resources," and **Figure 3.5-2,** photo 2). The Friends Meeting House, located at the southwest corner, is visible at a distance from the south and north on the wide Boerum Place, though it is not visible from the project site. The approximately 55-foot-tall complex is lower than adjacent structures, including the approximately 150-foot-tall Brooklyn Central Courthouse, the approximately 121-foot-tall

[1] https://pardonmeforasking.blogspot.com/2011/09/mural.html

apartment building at 53 Boerum Place, and the approximately 170-foot-tall New York City Transit Authority building at 130 Livingston Street. The Friends Meeting House and School is also set back on Boerum Place and Schermerhorn Street; therefore, long views of the building are limited.

Views from the project site are generally limited to areas within the immediate vicinity of the four streets surrounding the Project Area. Boerum Place is a wide street with several visual resources such as Brooklyn Central Courthouse, the Friends Meeting House and School, and the distinctive stone façade of Saint Vincent's Services (see Attachment 3.4, "Historic and Cultural Resources"). North of the study area, the street turns. Looking north on Boerum Place, the stone-clad façade of 245 Adams Street is visible, with an arcaded upper story and distinctive hip roof (see **Figure 3.6-5**, photo 6). Atlantic Avenue also offers long views to the east and west. On Atlantic Avenue and sections of State Street, the tower of the Williamsburg Savings Bank is prominently visible in the distance to the east (see **Figure 3.6-4**, photo 4).

SECONDARY ¼-MILE STUDY AREA

Visual resources in the secondary study area include prominent historic resources, including the former South Brooklyn Savings Bank (see **Figure 3.6-16**, photo 27), Saint Paul's Roman Catholic Church (see **Figure 3.6-16**, photo 28), and Brooklyn Borough Hall (see **Figure 3.6-13**, photo 21).

Saint Paul's Roman Catholic Church and the former South Brooklyn Savings Bank are located on Court Street in the southern portion of the study area. The Brooklyn Savings Bank is at the southwest corner of Atlantic Avenue and Court Street, and features a stone-clad façade with large round arched windows and a projecting cornice. The brownstone steeple of Saint Paul's Roman Catholic Church is visible from a distance from the north and south on Court Street (see **Figure 3.6-15**, photo 25 and **Figure 3.6-17**, photos 29 and 30).

Brooklyn Borough Hall is a stone-clad municipal building located at the southern end of Columbus Park (see **Figure 3.6-13**, photo 21). The approximately 135-foot-tall building features a clock tower at the center and a monumental portico on the north front. The building's front portico is visible within the park and on streets surrounding the park, to the north, east and west. The Classical-style rear façade is visible to the south and east on Joralemon Street and Fulton Street within the study area. Borough Hall is not visible from the project site, due to the many tall buildings that occupy the northern portion of the study area.

The Brooklyn Heights, Cobble Hill, and Boerum Hill Historic Districts also constitute visual resources in the secondary study area. The neighborhoods contain cohesive groups of older buildings on tree-lined streets. The Brooklyn Heights Historic District is located in the northwest portion of the secondary study area west of Boerum Place, the Cobble Hill Historic District is located in the western portion of the secondary study area west of Court Street, and the Boerum Hill Historic District is in the southeast portion of the secondary study area east of Hoyt Street.

As in the primary study area, visual resources include distant views, including east views on Atlantic Avenue and State Street of the Williamsburg Savings Bank, and distant west views west on Atlantic Avenue of the East River. Views north from Court Street include the stone-clad towers of the Federal Building and Post Office at 271 Cadman Plaza East, and views north from Boerum Place include the pyramidal roof and stone-clad façade of 245 Adams Street (see **Figure 3.6-7**, photo 9 and **Figure 3.6-18**, photos 31 and 32). The remainder of streets in the southern portion of the study area are narrow with views that do not include visual resources.

View south on Court Street, a busy commercial and residential street with long views south, showing St. Paul's Roman Catholic Church in the distance **29**

View north on Smith Street, showing the project site to the left in the far distance **30**

Existing Conditions: Secondary Study Area
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-17

South Brooklyn Savings Bank, at the corner of Court Street and Atlantic Avenue **31**

St. Paul's Roman Catholic Church at the corner of Court Street and Amity Street **32**

Existing Conditions: Secondary Study Area
Brooklyn Site - 275 Atlantic Avenue
Figure 3.6-18

Columbus Park provides long northern views beyond the secondary study area. The Brooklyn Bridge is visible in the far distance, as well as taller buildings that line the park including the 37-story tall office building at 16 Court Street, the 19-story office building at 135 Pierrepont Street, and the 33-story apartment towers at 75 Henry Street.

D. THE FUTURE WITHOUT THE PROPOSED PROJECT

PROJECT SITE

In the No Action condition, it is assumed that the Brooklyn Site will not be altered and the existing use on the site will remain unchanged. The development site and projected and potential development sites would remain as in existing conditions. Additionally, no changes to zoning are expected to occur under the No Action condition.

PRIMARY AND SECONDARY STUDY AREAS

URBAN DESIGN

As described in Section 3.1, "Land Use, Zoning, and Public Policy-Brooklyn," 11 new residential and retail developments are expected within the ¼-mile study area by 2027. The projects include a development at 11 Hoyt Street, which will be approximately 51 stories and approximately 591 feet tall, located northeast of the proposed project. The building will be visible from the north and south on Livingston and Hoyt Streets.

VIEW CORRIDORS AND VISUAL RESOURCES

The approximately 51-story high-rise at 11 Hoyt Street will be visible from all directions on Hoyt Street and Livingston Street. The development will not obstruct views of visual resources within the primary and study areas.

E. THE FUTURE WITH THE PROPOSED PROJECT

This section considers urban design and visual resources of the With Action condition in 2027 in comparison with the No Action condition. **Figures 3.6-19 through 3.6-26** provide site plans and street views depicting the With Action developments.

PROJECT SITE

URBAN DESIGN

Under the With Action condition, the proposed project would replace the existing Brooklyn Detention Complex with a new detention facility containing approximately 1,190,000 gsf of above-grade floor area, and approximately 292 accessory parking spaces. The proposed detention facility would have a maximum zoning height of 395 feet and three below-grade levels. The detention facility would contain approximately 1,437 beds for people in detention, 260,000 gsf of support space, and 30,000 gsf of community facility and/or retail space. The site would also involve the demapping of above- and below-grade volumes of State Street between Boerum Place and Smith Street to facilitate the potential construction of pedestrian bridges and/or tunnels connecting the proposed detention facility to existing court facilities to the north and allow the potential placement of accessory space below the street. These connections would facilitate the

Illustrative Street Level Rendering
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-19

movement of staff and people in detention in a secure enclosed environment between the proposed facility and the existing courts. State Street would remain as a mapped public street open to vehicular and pedestrian traffic with utilities in the street bed.

Construction of the proposed detention facility would require a special permit to waive or modify certain zoning requirements including FAR, height and setback, parking, loading, special ground-floor use, and transparency, including to allow a maximum overall FAR of 17.86, of which up to 0.50 FAR may be Use Group 3, 4, or 6a, and all other space, up to 17.36 FAR, must be Use Group 8d. As the proposed project area is a 59,900-square-foot zoning lot, under existing zoning the maximum permitted commercial floor area is 359,400 zoning square feet (zsf) and the maximum total floor area is 389,350 zsf. With the proposed modification, the maximum permitted floor area for Use Group 8d will be 1,175,000 zsf, the maximum permitted floor area for Use Group 3, 4, or 6a will be 30,000 zsf, and the maximum permitted total floor area will be 1,070,000 zsf. This modification is necessary to accommodate the proposed jail space program, accommodate proposals for ample support spaces, provide pedestrian-oriented ground-floor retail and/or community facility uses in character with the area consistent with the general purposes of the Special Downtown Brooklyn District, and achieve the objectives of providing a modern, humane, and safe correctional facility.

The special permit would require modifications and waivers with respect to height and setback. Existing zoning permits a maximum base height of 85 feet, requires a setback from the base of at least 15 feet from narrow streets and 10 feet from wide streets, and permits a maximum building height of 120 feet. A modification of height and setback regulations is requested to allow a building volume with a maximum base height and a maximum building height that exceed the contextual zoning envelope. This modification is necessary to accommodate the proposed jail space program, provide efficient programming, and viable floorplates, and achieve the objective of providing a modern, humane, and safe detention facility. In addition, a modification of parking regulations is required to allow a 292-space accessory parking garage entered via two-way ramp with curb cut on Smith Street. This modification is necessary to fully accommodate the peak parking demand expected to be generated by DOC staff and other authorized vehicles that will use the garage. A modification of loading regulations is also requested to allow the development to provide two loading berths rather than three loading berths as required under existing zoning.

In addition, the proposed Brooklyn borough-based jail requires other city approvals that are the subject of related, but separate applications. These include: City Map Change, to demap above- and below-grade volumes on State Street between Boerum Place and Smith Street; Site Selection, to approve the siting of proposed borough-based jails, including the proposed project area as the location for the Brooklyn borough-based jail (this action is subject to a Fair Share analysis); and Zoning Text Amendment to amend Article VII, Chapter 4 of the ZR to create the new special permit for borough-based jail facilities permitting modification of zoning requirements for use, bulk—including floor area, height, and setback—and parking and loading.

According to conceptual designs, the principal entrance to the building would be located on Boerum Place. Conceptual designs show the proposed building composed of a tower on a five-story base. The tower would be designed with a streetwall that rises from the sidewalk on its north side and with projecting wings above the base facing south. The tower would have minor setbacks above the base on Boerum Place and Smith Street, and additional setbacks at an upper story on Atlantic Avenue. On State Street, the proposed detention facility would have a tall streetwall with no setbacks facing the northern portion of the study area. According to conceptual designs, the proposed detention facility tower would be clad in materials that may include glass curtain walls

and terracotta panels. The base of the proposed detention facility may be clad in materials such as glass curtain walls and stone panels. Materials are subject to change, but a goal of the Borough Based Jail System program is for the new facilities to be compatible with its existing surrounding area. Loading functions for the detention facility would be located along State Street and Smith Street, as in the existing conditions. Pedestrian entrances to the building would be located on all streetfronts, including the principal entrance on Boerum Place, staff entry at State Street, and the community facility and/or retail space would be located along Atlantic Avenue and a portion of Smith Street, to minimize blank walls and extend and complement the commercial character of those corridors (see **Figure 3.6-19**).

VIEW CORRIDORS AND VISUAL RESOURCES

Under the proposed actions, the north wall of the existing detention facility that contains the "Justice Mandala" mural on State Street would be demolished, as would the rest of the building. A portion of the mural would be salvaged and reinstalled in the new building within a publicly accessible location, accompanied by a description of the artwork and its history

PRIMARY AND SECONDARY STUDY AREAS

URBAN DESIGN

In the With Action condition, the project site would be redeveloped with a structure that is taller than the existing buildings in the study area, although the northern portion of the secondary study area includes tall buildings that are comparable to the proposed detention facility, including the 32-story approximately 388-foot-tall apartment building at 66 Court Street, the approximately 300-foot tall office tower at 111 Livingston Street, and the approximately 242-foot-tall student dormitory at 205 State Street. The planned development at 11 Hoyt Street, approximately 1,000 feet from the project site, will be approximately 591 feet tall. With a maximum zoning height of 395 feet, the proposed detention facility would be significantly taller than most buildings in the primary and secondary study areas, though it would not be the tallest building in the secondary study area upon completion of 11 Hoyt Street, and its height would be compatible with the high-density developments that characterize Downtown Brooklyn (see **Figures 3.6-20** and **21**). Additionally, the existing facility is already fairly tall at 206 feet and the proposed additional height would have limited additional effect on the current pedestrian experience.

The five-story base of the proposed detention facility would be similar in height to the existing buildings that line Atlantic Avenue near the project site (see **Figure 3.6-22**). The modern 11-story building at the northwest corner of Boerum Place and Atlantic Avenue has a 7-story base, and the 13-story building at the northeast corner of Smith Street and Atlantic Avenue has a tall streetwall with no setbacks. The south side of Atlantic Avenue, Court Street and Smith Street are developed with three- to four-story mixed-use buildings. The proposed detention facility would rise above the lower buildings in the southern portion of study area, including buildings on the south side of Atlantic Avenue and lining Smith Street and Boerum Place (see **Figure 3.6-23**). The proposed detention facility's tall north streetwall without setbacks would be similar to the taller buildings that occupy the northern portion of the study area. The buildings that line Boerum Place and Smith Street in the northern portion of the study area typically have streetwalls that measure over 12 stories.

The proposed detention facility's tower form would be compatible with buildings in the study area that also present façades with recessed and projection sections. The brick building at the northeast

Existing Conditions View 18 - View south on Boerum Place from Schermerhorn Street

View south on Boerum Place from Schermerhorn Street

Illustrative Building Massing (see Note)

Maximum Zoning Envelope

Maximum Envelope for Rooftop Mechanical Bulkheads (40 feet higher than maximum zoning envelope)

Note: Illustrative building massing indicates a conceptual building, which may be located anywhere within the maximum zoning envelope. Portions of the illustrative building massing that extend above the maximum zoning envelope represent illustrative mechanical bulkheads that could be located on the rooftop of the proposed building.

With Action Conditions: Illustrative Massing
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-20

Existing Conditions View 8 - View south on Smith Street at Schermerhorn Street, showing the Brooklyn Central Courts Building to the right and a 20-story hotel to the left

View south on Smith Street at Schermerhorn Street, showing the Brooklyn Central Courts Building to the right and a 20-story hotel to the left

Illustrative Building Massing (see Note)

Maximum Zoning Envelope

Maximum Envelope for Rooftop Mechanical Bulkheads (40 feet higher than maximum zoning envelope)

Note: Illustrative building massing indicates a conceptual building, which may be located anywhere within the maximum zoning envelope. Portions of the illustrative building massing that extend above the maximum zoning envelope represent illustrative mechanical bulkheads that could be located on the rooftop of the proposed building.

With Action Conditions: Illustrative Massing
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-21

Existing Conditions View 17 - View northwest on Atlantic Avenue, showing Project Site on the north side of the street

View northwest on Atlantic Avenue, showing the Project Site on the north side of the street

Illustrative Building Massing (see Note)

Maximum Zoning Envelope

Maximum Envelope for Rooftop Mechanical Bulkheads (40 feet higher than maximum zoning envelope)

Note: Illustrative building massing indicates a conceptual building, which may be located anywhere within the maximum zoning envelope. Portions of the illustrative building massing that extend above the maximum zoning envelope represent illustrative mechanical bulkheads that could be located on the rooftop of the proposed building.

With Action Conditions: Illustrative Massing
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-22

Existing Conditions View 10 - View north on Boerum Place from Pacific Street, showing shorter buildings in the southern portion of the study area and taller buildings further north

Illustrative Building Massing (see Note)

Maximum Zoning Envelope

Maximum Envelope for Rooftop Mechanical Bulkheads (40 feet higher than maximum zoning envelope)

Note: Illustrative building massing indicates a conceptual building, which may be located anywhere within the maximum zoning envelope. Portions of the illustrative building massing that extend above the maximum zoning envelope represent illustrative mechanical bulkheads that could be located on the rooftop of the proposed building.

View north on Boerum Place from Pacific Street, showing shorter buildings in the southern portion of the study area and taller buildings further north

With Action Conditions: Illustrative Massing
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-23

corner of Boerum Place and State Street has projecting and recessed sections on the upper stories. The mixed-use building at 125 Court Street also has a similar form, with multiple projecting and recessed bays forming exterior courts on the upper stories. The recessed and projecting façades of the proposed detention facility would break up the mass along Atlantic Avenue, similar to the façade of 125 Court Street (see **Figures 3.6-24 and 3.6-25**).

In the With Action condition, the proposed detention facility would fill the site and create a stronger streetwall than the existing condition, reflecting the urban design of the study area where buildings are typically built to the sidewalk. Loading functions at the rear of the building on State Street would continue as in the existing condition, while the Boerum Place, Atlantic Avenue, and Smith Street streetfronts would be activated with new community facility and/or retail spacesRelocated servicing and parking entrances along State Street would improve the streetscape along Smith Street and reduce conflicts with existing bike and pedestrian flows. The community and retail uses would be compatible with the surrounding urban design, including the ground-floor retail that characterizes Atlantic Avenue, Boerum Place, and Smith Street. The street-level community facility and retail uses of the proposed detention facility would be compatible with the surrounding area, and would generate more pedestrian activity at street level than the No Action condition.

The proposed detention facility could be clad in a mix of materials, which may include stone, terracotta panels, and glass curtain walls. These materials would be compatible with modern buildings in the northern portion of the study area and along Atlantic Avenue, such as the glazed façades of the buildings on the northwest corner of Atlantic Avenue and Boerum Place, and the glazed façade of the two-story commercial building on Atlantic Avenue immediately south of the project site. The proposed detention facility's stone-clad base and north façade would be compatible with the stone-clad exterior of the Brooklyn Central Courthouse located immediately north of the project site.

VISUAL RESOURCES AND VIEW CORRIDORS

In the With Action condition, the proposed project would not adversely impact visual resources in the study area. The proposed detention facility would be on an existing block with an existing tall building.

The proposed detention facility would introduce a wider tower than the existing 14-story tower presently on the project site, though the proposed detention facility would not have the potential to obstruct any significant views of visual resources in the study area. On Smith Street, the wider tower of the proposed detention facility would block northern views of the Classical style limestone-clad façade and arched windows of the Brooklyn Central Courthouse (see **Figure 3.6-26**). However, full views of the Brooklyn Central Courthouse would remain from the north, east and west.

Views of Friends Meeting House and School would not be altered by the proposed project, with views of this resource remaining prominently visible on the streets on which this visual resource is located; Boerum Place and State Street. Brooklyn Borough Hall, the former Brooklyn Savings Bank, and Saint Paul's Roman Catholic Church are located blocks away from the project site and views to these resources would not be affected. The Brooklyn Heights, Cobble Hill, and Boerum Hill Historic Districts in the study area are also located at a distance from the project site. Views to the Brooklyn Savings Bank would not be obstructed and views of Williamsburg Savings Bank from State Street and Atlantic Avenue and views of the East River from Atlantic Avenue would also not be affected by the proposed project as the proposed detention facility would not block

Existing Conditions View 3 - Northeast view of the Project Site from Atlantic Avenue

Northeast view of the Project Site from Atlantic Avenue

Illustrative Building Massing (see Note)

Maximum Zoning Envelope

Maximum Envelope for Rooftop Mechanical Bulkheads (40 feet higher than maximum zoning envelope)

Note: Illustrative building massing indicates a conceptual building, which may be located anywhere within the maximum zoning envelope. Portions of the illustrative building massing that extend above the maximum zoning envelope represent illustrative mechanical bulkheads that could be located on the rooftop of the proposed building.

With Action Conditions: Illustrative Massing
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-24

Source: Google Earth, 2018.

Illustrative Building Massing (see Note)

Maximum Zoning Envelope

Maximum Envelope for Rooftop Mechanical Bulkheads (40 feet higher than maximum zoning envelope)

Note: Illustrative building massing indicates a conceptual building, which may be located anywhere within the maximum zoning envelope. Portions of the illustrative building massing that extend above the maximum zoning envelope represent illustrative mechanical bulkheads that could be located on the rooftop of the proposed building.

Aerial View of the Proposed Development
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-25

Existing Conditions View 30 - View north on Boerum Place from Pacific Street, showing shorter buildings in the southern portion of the study area and taller buildings further north

View north on Boerum Place from Pacific Street, showing shorter buildings in the southern portion of the study area and taller buildings further north

Illustrative Building Massing (see Note)

Maximum Zoning Envelope

Maximum Envelope for Rooftop Mechanical Bulkheads (40 feet higher than maximum zoning envelope)

Note: Illustrative building massing indicates a conceptual building, which may be located anywhere within the maximum zoning envelope. Portions of the illustrative building massing that extend above the maximum zoning envelope represent illustrative mechanical bulkheads that could be located on the rooftop of the proposed building.

With Action Conditions: Illustrative Massing
Brooklyn Site - 275 Atlantic Avenue

Figure 3.6-26

views on these streets. The proposed project's demapping of State Street would not alter the street above ground, and would not alter the pedestrian's eastern views on that street toward the Williamsburg Savings Bank. North views on Court Street of the Federal Building and Post Office would also not be affected. Therefore, under With Action conditions, the proposed project would not have the potential to obstruct views to visual resources in the study area or diminish the pedestrian's experience of the visual resources.

The potential pedestrian bridges from the proposed detention facility at 275 Atlantic Avenue to the Brooklyn Central Courthouse would alter portions of the southern façade of this visual resource. The potential pedestrian bridges would be expected to alter but not obscure the southern façade of the Brooklyn Central Courthouse, which is a visual resource and historic resource in the study area. In addition, State Street is a narrow street, and the State Street façade of the Brooklyn Central Courthouse includes rear of the building uses such as a service entrance. Views to the primary Schermerhorn Street façade, which contains the main entrance, would remain unchanged. Views to the prominent Smith Street façade would also not be altered by the potential pedestrian bridges. Therefore, under With Action conditions, potential significant adverse impacts to the Brooklyn Central Courthouse or views to the Brooklyn Central Courthouse would not occur.

F. CONCLUSION

The proposed project at the Brooklyn Site would not have a significant adverse impact on urban design. Under With Action conditions, the proposed detention facility would be taller than the existing buildings in the study area, though it would fit within the densely developed Downtown Brooklyn setting. The northern portion of the study area contains multiple buildings that are over 200 feet in height and several that are taller, including buildings over 300 feet tall. In addition, the planned building at 11 Hoyt Street will be approximately 591 feet tall, and, therefore, substantially taller than the proposed project.

According to conceptual designs, the proposed detention facility would have a taller façade facing the northern portion of the study area, and a more varied façade facing south towards Atlantic Avenue. The five-story base and the setback of the upper stories of the southern façade would be relate to the lower-density and shorter buildings in the southern portion of the study area. In addition, the proposed height of the base at five stories would be more consistent with the urban design of Boerum Place and Smith Street north of Atlantic Avenue, where buildings are designed with streetwalls of at least four stories in height. The building's massing with a tower set on a base would be consistent with the existing urban design of the project site and would be consistent with the design of other more recently constructed buildings in the study area. The projecting and recessed wings of the upper stories on Atlantic Avenue would be compatible with other buildings in the study area that also present façades with recessed and projecting sections and would serve to break up the massing of the south façade. An activated ground floor, with multiple entries and uses that would include retail or community facilities would enliven the pedestrian experience and fit in with the busy Atlantic Avenue street corridor.

The proposed detention facility would result in the removal of the "Justice Mandala" mural on the north façade of the building. A portion of the mural would be salvaged and reinstalled in the new building within a publicly accessible location, and accompanied by a description of the artwork and its history. ✷