

# 960 FRANKLIN AVENUE REZONING EIS

## Chapter 7: Historic & Cultural Resources

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### A. INTRODUCTION

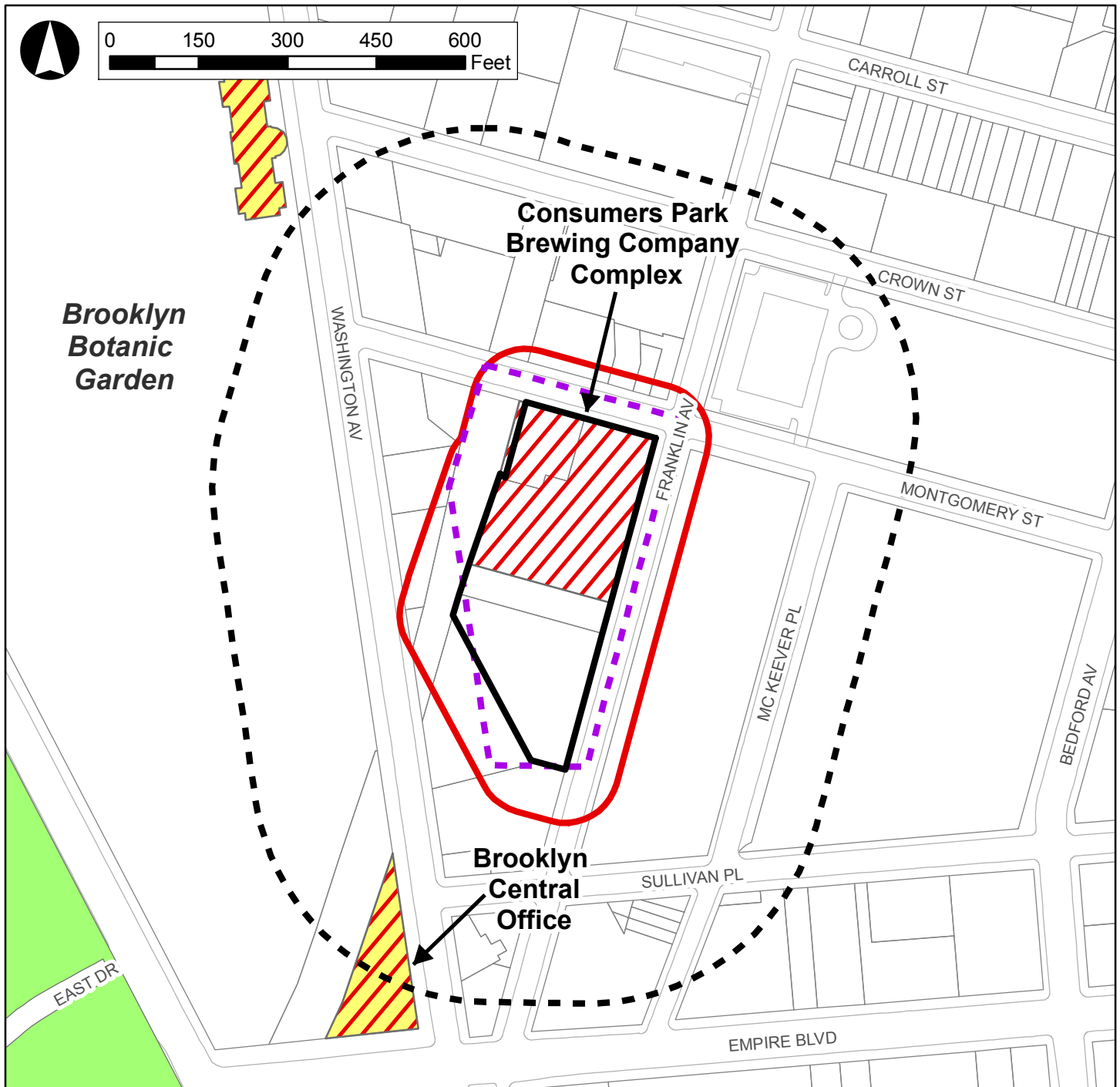
Historic and cultural resources include both architectural and archaeological resources. The 2020 *City Environmental Quality Review (CEQR) Technical Manual* identifies historic and cultural resources as districts, buildings, structures, sites, and objects of historical, aesthetic, cultural, and archaeological importance. This includes designated New York City Landmarks (NYCL); properties calendared for consideration as landmarks by the New York City Landmarks Preservation Commission (NYCLPC); properties listed in the State/National Registers of Historic Places (S/NR) or contained within a district listed in or formally determined eligible for S/NR listing; properties recommended by the New York State Board for listing on the S/NR; National Historic Landmarks; and properties not identified by one of the programs listed above, but that meet their eligibility requirements. An assessment of historic/archaeological resources is usually needed for projects that are located adjacent to historic or landmark structures or within historic districts, or projects that require in-ground disturbance, unless such disturbance occurs in an area that has already been excavated.

In accordance with CEQR guidance, archaeological resources are considered only in those areas where excavation is likely and would result in new in-ground disturbance compared to No-Action conditions. As detailed in **Chapter 1, "Project Description,"** the Development Site would be redeveloped in both the future without the Proposed Actions (No-Action) and the future with the Proposed Actions (With-Action), and the Proposed Actions would not result in any additional in-ground disturbance on the Development Site as compared to No-Action conditions. Additionally, in a letter dated December 4, 2017, NYCLPC issued a response letter indicating that no part of the Development Site is considered to have archaeological significance (refer to NYCLPC correspondence in **Appendix 1**). Additionally, in a subsequent letter dated December 20, 2017, NYCLPC concluded that lots 63 and 66 have no archaeological significance (see **Appendix 1**). As the Proposed Actions would not result in any significant adverse archaeological impacts, further archaeological analysis is not warranted and this chapter focuses exclusively on historic architectural resources.

As shown in **Figure 7-1**, the Project Area encompasses the former Consumers Park Brewing Company complex, an S/NR-eligible historic resource. Therefore, an assessment of historic architectural resources is warranted for the Proposed Actions, and is provided below. According to *CEQR Technical Manual* guidance, impacts on historic resources are considered on those sites impacted by a proposed action and in the area surrounding the project site. The historic resources study area is therefore defined as the Project Area plus an approximate 400-foot radius around the Project Area, which is typically adequate for the assessment of historic resources in terms of physical, visual, and historical relationships (refer to **Figure 7-1**).

### B. PRINCIPAL CONCLUSIONS




The Proposed Actions would not result in any significant adverse impacts to historic or cultural resources. As detailed below, in the futures both without and with the Proposed Actions, the existing buildings on



**Legend**

-  Development Site
-  Project Area
-  400-Foot Study Area
-  90-Foot Buffer Around Project Site

**Identified Historic Resources**

-  LPC-Designated Individual Landmark
-  LPC-Designated Scenic Landmark & S/NR-Listed
-  S/NR-Eligible

the Development Site, including the S/NR-eligible Consumer Park Brewery Company complex structures, would be demolished. Therefore, the Proposed Actions would not result in any new direct impacts to historic architectural resources as compared to No-Action conditions. Additionally, as the Proposed Actions are Project Area-specific, they would not result in any direct impacts to surrounding historic resources.

The Proposed Actions would not result in significant adverse indirect or contextual impacts on existing historic resources. The With-Action buildings on the Development Site would not significantly alter the context or setting of surrounding historic resources as compared to No-Action conditions. The top of the With-Action towers would be visible behind the LPC-designated and S/NR-eligible Brooklyn Central Office's Bureau of Fire Communications building when looking northeast from Empire Boulevard (refer to **Figure 7-1**). However, as discussed below, the study area is a dense urban environment with multiple existing high-rise buildings that currently form the backdrop for this historic resource. Additionally, there are several mid-rise buildings under construction and planned in the secondary study area which will further alter the context of the landmark building in the future without the Proposed Actions. Therefore, the proposed With-Action buildings would not substantially change the visual setting of this historic architectural resource so as to affect those characteristics that make it eligible for listing on the S/NR or designation as a NYCL.

Additionally, in the future with the Proposed Actions, no incompatible visual, audible, or atmospheric elements would be introduced to any historic architectural resource's setting. The proposed With-Action buildings would not alter the relationship of any identified historic architectural resource to the streetscape, as all streets in the study area would remain open. The proposed With-Action buildings would not eliminate or screen public views of historic architectural resources, which would remain visible in view corridors on adjacent public streets and sidewalks, and no primary facades, significant architectural ornamentation, or notable features of surrounding historic resources would be obstructed by the proposed With-Action buildings on the Development Site. Furthermore, as there are no historic architectural resources located within 90 feet of the Project Area, the Proposed Actions would not result in any significant adverse construction-related impacts.

Furthermore, as detailed in **Chapter 6, "Shadows,"** development facilitated by the Proposed Actions would generate incremental shadows of minimal duration and coverage on two sunlight-sensitive historic resources: the Laboratory Administration Building (S/NR-eligible and LPC-designated) located in the Brooklyn Botanic Garden, and the Lefferts Historic House (S/NR-Listed and LPC-designated) located in Prospect Park. The Laboratory Administration Building contains various sunlight-sensitive features, including terra-cotta detailing, while the Lefferts Historic House features a working garden and historic artifacts. However, according to the detailed shadows analysis provided in **Chapter 6, "Shadows,"** the sunlight-sensitive features at each historic resources would not be significantly impacted by project-generated shadows, and as such, the Proposed Actions would not result in significant adverse shadows impacts on these historic resources.

## C. DEVELOPMENT BACKGROUND<sup>1</sup>

Until the final decades of the 19<sup>th</sup> century, the Project Area and surrounding study area were predominately rural, occupied by scattered farms and undeveloped scrubland in what was then called “Crow Hill.” The border between the Towns of Flatbush and Brooklyn irregularly ran through what is now lot 46 of the Project Area. As such, when Brooklyn became a City in 1834, the portion of the Project Area now fronting Montgomery Street became part of the City of Brooklyn, while the southern portion remained outside of the City limits.

In 1864, the City of Brooklyn acquired the unoccupied lands to the west of the Project Area in order to develop Prospect Park. Subsequently, in 1878, the Brooklyn, Flatbush, and Coney Island Railway’s Brighton Beach Line opened with a station to the southwest of the Project Area at what is now the intersection of Flatbush and Ocean Avenues, connecting Downtown Brooklyn with Coney Island via the rail tracks that now cut through the Project Area. After the completion of the Brooklyn Bridge in 1883 and subsequent reorganization of the rail lines, the Brooklyn Rapid Transit (BRT) company acquired the railway, and by 1896, the line was connected to the Fulton Street Elevated Train, providing direct access from the study area to Manhattan.

As of 1888, the northern section of the Project Area, which was located in the City of Brooklyn, was owned by Stephen Haynes and contained a couple of wooden frame buildings fronting Franklin Avenue. Some of the surrounding blocks in the northern portion of the study area were subdivided and developed, particularly along Franklin Avenue and Crown Street. At this time the southern portions of the Project Area and study area were located in the Town of Flatbush. This section of the Project Area was owned by F.H. Stevenson, and contained a few small wooden buildings located between Franklin Avenue and the rail tracks. During this time, some of the surrounding blocks in the southern portion of the study area were also subdivided and developed, particularly along Franklin Avenue, Pine Place (which no longer exists), and Cedar Place (now McKeever Place).

In 1894, the Town of Flatbush was annexed by the City of Brooklyn, and in 1898, the City of Brooklyn was annexed by the City of New York, spurring real estate speculation and development throughout the borough. In the immediate vicinity of the Project Area, this development was predominately commercial and industrial.

In 1898, the Flatbush Hygeia Ice Company was developed in the southern portion of the Project Area (now lot 66) by a group of brewers from Bushwick who wanted to control the production and collection of ice for their breweries. In 1900, the Consumers Park Brewing Company opened in the Project Area, on what are now lots 6, 14, 41, 46, and 63 of block 1192. The complex generated enough electricity to provide to nearby residences, making Crown Heights one of the first neighborhoods in Brooklyn to have electric lighting in private residences. Additionally, during this time, Washington Place extended diagonally through the southern portion of the Project Area, cutting through what are now lots 66 and 77. To the south were the Park Brewery and adjacent hotel, fronting Washington Avenue.

In the early years of the 20<sup>th</sup> century, several significant institutions were constructed in the study area. In 1902, the Brooklyn Institute of Arts and Sciences (now the Brooklyn Museum) opened on the site called Institute Park in the western portion of the study area, and in 1911 the Brooklyn Botanic Garden opened

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<sup>1</sup> Much of the information in this section comes from historic Sanborn maps, *Brooklyn Daily Eagle* articles, DCP’s PLUTO data, LPC’s *Laboratory Administration Building, Brooklyn Botanic Garden Designation Report*, and the Historic District Council’s *Six to Celebrate: Crown Heights South, Brooklyn*.

to the west of Washington Avenue. Ebbets Field, a major league baseball and national football league stadium, opened in 1913 just southeast of the Project Area. The construction of these institutions spurred the development of five- to six-story apartment buildings in the area during the 1920s and 1930s; many of those along Washington Avenue to the west of the Project Area remain intact today.

After decades of prosperity leading up to World War II, the study area began to decline in the mid-20<sup>th</sup> century. The Dodgers left Brooklyn for Los Angeles in 1957, and Ebbets Field was subsequently demolished. This had a detrimental effect on the neighborhood which had grown dependent on the stadium's fans for businesses, including restaurants, bars, and parking garages which lost their main customer base. In 1960-62, the superblock that had accommodated Ebbets Field was redeveloped with the 25-story Ebbets Field Apartments, the tallest apartment houses in Brooklyn at the time.

Several large projects in the study area were constructed in the late-1960s and early-1970s; however, construction in the study area subsequently came to a halt. In 1968, M.S. 320 was constructed across the street from the Project Area, and in 1970 Medgar Evers College was established in the northeastern portion of the secondary study area. Additionally, in 1973, the 33-story Tivoli Towers were constructed in the northern section of the study area.

In the late-1990s, the decaying Brighton-Franklin Shuttle, which runs through the western portion of the Project Area, was rehabilitated. Concurrently, newer commercial structures were developed in the southern portion of the study area, particularly along Empire Boulevard. Although no residential buildings were constructed within the 400-foot study area in the early decades of the 21<sup>st</sup> century, substantial residential development occurred in the surrounding Crown Heights neighborhood. As detailed in **Chapter 2, "Land Use, Zoning, & Public Policy"** and discussed below, there are currently several residential projects planned and under construction within the study area.

## D. ARCHITECTURAL RESOURCES

### Criteria and Regulations

Once the study area was determined, an inventory of officially recognized architectural resources was compiled. Criteria for listing on the National Register are in the Code of Federal Regulations, Title 36, Part 63. As recommended in the 2020 *CEQR Technical Manual*, Chapter 9, Section 160, NYCLPC has adopted these criteria for use in identifying National Register listed and eligible architectural resources for CEQR review. Following these criteria, districts, sites, buildings, structures, and objects are eligible for the National Register if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and: (1) are associated with events that have made a significant contribution to the broad patterns of history (Criterion A); (2) are associated with significant people (Criterion B); (3) embody distinctive characteristics of a type, period, or method of construction, represent the work of a master, possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction (Criterion C); or (4) may yield [archaeological] information important in prehistory or history. Properties younger than 50 years of age are ordinarily not eligible, unless they have achieved exceptional significance. Official determinations of eligibility are made by the New York State Office of Parks, Recreation & Historic Preservation (OPRHP).

NYCLPC also designates historically significant properties in the City as NYCLs and/or Historic Districts, following the criteria provided in the Local Laws of the City of New York, NYC Charter, Administrative Code, Title 25, Chapter 3. Buildings, properties, or objects are eligible for landmark status when a part is

at least 30 years old. Landmarks have a special character or special historical or aesthetic interest or value as part of the development, heritage, or cultural characteristics of the city, state, or nation. There are four types of landmarks: individual landmark, interior landmark, scenic landmark, and historic district.

In addition to identifying historic architectural resources officially recognized in the study area, potential architectural resources within the study area were also identified. For this project, potential architectural resources were those that appeared to meet one or more of the National Register criteria (described above), and were identified by NYCLPC in correspondence dated December 20, 2017 (refer to **Appendix 1**). Once the architectural resources in the study area were identified, the Proposed Actions were assessed for both direct physical impacts and indirect visual and contextual impacts on historic architectural resources.

## Existing Conditions

### *Project Area*

There are no designated landmarks in the Project Area. The Project Area encompasses one historic resource that is eligible for listing on the S/NR: the Consumers Park Brewing Company Complex. As shown in **Figure 7-1** and detailed below, the complex is located in the northern portion of the Project Area, fronting Montgomery Street to the north and Franklin Avenue to the east. There are no other historic architectural resources eligible for listing on the S/NR or designation as NYCLs in the Project Area.

### **Consumers Park Brewing Company Complex, 124-150 Montgomery Street/928-960 Franklin Avenue, Brooklyn (Block 1192, Lots 41 & 46): S/NR-eligible<sup>2</sup>**

In the late 19<sup>th</sup> century, a group of over 200 hoteliers and saloonkeepers who wanted to control the production and price of beer for their establishments came together to form the Consumers Park Brewing Company. When opened in January 1900, the complex contained the Consumers Park Hotel, a restaurant, ballroom, and bowling alley, as well as a beer garden, barrel storage and bottling department buildings, and coal shed and storage buildings. The complex was connected via a pedestrian bridge over the Consumers Park Station of the BRT's Brighton Beach Line (now the Franklin Avenue Shuttle). To the south of the complex was the Flatbush Hygiene Ice Company's factory (on lot 66), which provided convenient ice necessary for brewing lagers.

The buildings on lots 41 and 46 of the Project Area are the only structures that remain from the original Consumers Park Brewing Company Complex. As shown in **Figure 7-2a**, there are five buildings on lot 46 fronting Franklin Avenue that are separate but interconnected. These redbrick structures were built around 1898 to the designs of architect C.T. Fernery in the Romanesque Revival style. All five Franklin Avenue facades are in fair to poor condition, with deteriorating bricks, mortar, and stone trim; an extensive amount of graffiti on the lower levels; and brick infill and repointing not matching existing brickwork (see **Figure 7-2a**).

The southernmost structure on Franklin Avenue is four stories tall and three bays wide, and was originally the Consumers Park Brewery's racking room and cold storage facility. It has stringcourses above the basement level and first floor and below the fourth floor, connecting to those on the building to its north. The basement windows have been replaced with brick infill (refer to **Figure 7-2a**). A large, terra-cotta

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<sup>2</sup> Much of the information in this section comes from historic Sanborn maps and *Brooklyn Daily Eagle* articles.



1. View west along Montgomery Street just west of Franklin Avenue, of the former Consumers Park Brewery Complex (S/NR-eligible) stable on Lot 41.



2. Northeast corner of the former Consumers Park Brewery Complex (S/NR-eligible) stable, smokestack, and brewery buildings (Lots 41 & 46).



3. View of Lots 46 and 63 of the Development Site along Franklin Avenue, including the brewery buildings and adjacent 1938 factory building.



4. View of the brewery buildings on the Development Site along Franklin Avenue, with the Tivoli Towers in the background.

plaque which once advertised the “Consumers Park Brewery” remains in the center of the building, extending between the second and third floors; the engraved letters have been painted over. At some point during the mid- to late-20<sup>th</sup> century, a new window was added to the central bay of the second façade, requiring the removal of the bottom portion of the plaque. The fourth floor contains round-arched windows with brick detailing, a common element throughout the buildings of the complex.

Immediately to the north is a five-story building with three bays that housed the original brewing rooms of Consumers Park (see **Figure 7-2a**). The stringcourse from the adjacent building extends above and beneath the first floor windows and below the fourth floor windows of the structure. The first floor windows are topped with a stone lintel that extends the width of the windows and contains severely deteriorating terra-cotta beer barrels as ornament. Above are round-arched transoms (except for the southernmost opening which was replaced with an air conditioning unit), mirroring the round-arched windows on the fourth and fifth floors as well as the adjacent building. There is decorative brickwork throughout the façade, including in the arches above windows as well as the brick corbelling above the fifth story.

The central building on Franklin Avenue was originally six stories tall and topped with a soaring mansard roof – the tallest structure in the complex. It appears that the roof was lined with statues or pillars at its corners. However, in the last decades of the 20<sup>th</sup> century, the top story of the building and the embellished roof were removed, and the structure now rises to the same height as its southern neighbor (see **Figure 7-2a**). The building retains its narrow three-bay-wide central windows and the complex’s main vehicular entrance occupies most of the ground floor with a non-original metal roll-down gate.

The two northern structures on Franklin Avenue are both two stories tall and four bays wide. As shown in **Figure 7-2a**, the main pedestrian entrance for the complex is located immediately north of the vehicular entrance, and contains non-original metal doors and a non-original metal roll-down gate. This structure was originally used as offices for the Consumer’s Park Brewing Company. Like other buildings in the complex, it has decorative brick arches and brick corbelling above the second floor windows. The roof of this structure is irregular, and the brick detailing just below the roofline contains small, decorative, round-arched recesses, mimicking the round-arched windows of the second floor (see **Figure 7-2a**).

The northernmost building fronting Franklin Avenue in the complex was originally the engine and dynamo room for the brewery. Its irregularly shaped northern wall follows what was likely the lot line at the time that the building was constructed. As shown in **Figure 7-2a**, the ground-floor bays of this structure feature wide round-arched window openings, the northernmost of which was converted into an additional entrance to the complex with a modern metal roll-down gate. The second story of the building contains pairs of round-arched windows topped with decorative brick arches. Above the second floor windows is brick corbelling and several small, decorative, round-arched recesses identical to those on the building to the south. Just beyond is a smokestack from the brewery, with the words “Interboro Brew” visible from the north. The remainder of lot 46 is vacant and enclosed with a chain-link fence along Franklin Avenue and the eastern portion of Montgomery Street, and a non-original brick wall along the western portion of Montgomery Street.

As shown in **Figure 7-2a**, the original stable fronting Montgomery Street still stands on lot 41. Likely constructed between 1895 and 1899, the three-story, red brick, Queen Anne style structure once held 60 horse stalls and a harness room. There is a significant amount of graffiti on the building’s eastern, western, and northern facades, and the building’s second-story segmental arch windows fronting Montgomery Street have been infilled with brick. The stable retains its mansard roof and brick-corbelled cornice, but all of its hooded dormers have been removed (see **Figure 7-2a**).



The Consumers Park Brewing Company was a successful enterprise from the start; in the first year of production, the company sold over 70,000 barrels of beer. In 1913, it merged with the New York and Brooklyn Brewing Company, and was renamed the Interboro Brewing Company. The brewery was the third largest in Brooklyn, and continued to do very well. The construction of Ebbets Field in 1913 provided an even wider consumer base for the brewery complex. The Consumers Park Hotel in particular was known as a popular dining spot for nearby residents as well as those driving to Coney Island.

However, 1919 proved to be a problematic year for the company. In February, the Consumers Park Hotel burned down. The onset of Prohibition followed, effectively destroying the vibrant beer brewing industry of Brooklyn, including the Interboro Brewing Company. By May of 1919, the company's plant was listed for sale, advertising 12 buildings with over 100,000 square feet of floor space fit for any purpose and equipped with ice machines, boilers, generators, and elevators.

After the Interboro Brewing Company went out of business, the Consumers Park Station closed and the platform bridge was removed. Lot 6 and 14 of the complex, which had once accommodated the Consumers Park Hotel, were redeveloped with four-story apartment buildings in 1925-1926 (similar to nearby lots along the eastern side of Washington Avenue). Around this time the barrel storage and bottling department buildings on lot 63 were also demolished, and the existing single-story factory on the property was not constructed until 1938 (refer to **Figure 7-2a**). In 1922, the remaining buildings on lots 41 and 46 were converted into a mattress and pillow factory for the Burton Dixie Corporation. Morris J. Golombeck, Inc., a company specializing in importing and distributing spices, has occupied the complex since 1955, utilizing the space for manufacturing, processing, and blending spices.

In a letter dated December 20, 2017, the NYCLPC determined that the Consumer's Park Brewing Company Complex buildings on lots 41 and 46 are eligible for listing on the S/NR, but are not eligible for designation as a NYCL (see correspondence in **Appendix 1**). As detailed in an assessment conducted by SHPO in August 1999, the Consumer's Park Brewing Company Complex is eligible for listing on the S/NR "as a rare survivor of the many breweries that were once an important part of Brooklyn industry at the turn of the century and due to its distinctive industrial architecture."

### **Study Area**

There is one historic resource within 400-feet of the Project Area that is a designated NYCL and is eligible for listing on the S/NR: the Brooklyn Central Office's Bureau of Fire Communications. As shown in **Figure 7-1** and detailed below, the building is located on the southeast corner of block 1183, with frontage along Washington Avenue to the east and Empire Boulevard to the south. There are no other historic architectural resources eligible for listing on the S/NR or designation as NYCLs within the 400-foot study area.

It should be noted that the Brooklyn Botanic Garden's Laboratory Administration Building, located immediately north of the study area, is a designated NYCL and eligible for listing on the S/NR (refer to **Figure 7-1**). Additionally, Prospect Park, located to the west and south of the study area, is a NYCLPC-designated Scenic Landmark and is also listed on the S/NR. As neither of these historic resources are located within 400-feet of the Project Area, they are not included in the following analysis, per CEQR guidance.

**Brooklyn Central Office, Bureau of Fire Communications, 35 Washington Avenue/35 Empire Boulevard, Brooklyn (Block 1183, Lot 51): NYCL-designated, S/NR-eligible<sup>3</sup>**

The Brooklyn Central Office's Bureau of Fire Communications building opened in 1913 on the northwest corner of Washington Avenue and Empire Boulevard. It was designed in the Italian Renaissance Revival style by Frank J. Helmle, the Superintendent of Public Buildings in Brooklyn from 1902 to 1913 and a proponent of the City Beautiful Movement. The 1.5-story white brick and limestone building with a Mediterranean-tile pitched roof mimics a garden pavilion. As shown in **Figure 7-2b**, the main façade on Empire Boulevard has three arches with slender columns and a low balustrade that frame a recessed porch and entrance. There are two horizontal stringcourse moldings beneath the first floor windows which run continuously around the building, including beneath the three large arched windows along Washington Avenue (see **Figure 7-2b**). The building is still in use by the New York City Fire Department (FDNY). It is a designated NYCL and is eligible for listing on the S/NR (refer to **Appendix 1**).

**The Future without the Proposed Actions (No-Action Condition)**

Under No-Action conditions, the status of historic resources could change. S/NR-eligible architectural resources could be listed in the Registers, and properties found eligible for consideration for designation as NYCLs could be calendared and/or designated. It is also possible, given the Proposed Actions' analysis year of 2024, that additional sites could be identified as architectural resources in this period. Changes to the historic resources identified above or to their settings could also occur irrespective of the Proposed Actions. Future projects could affect the settings of architectural resources. It is possible that architectural resources in the study areas could deteriorate, while others could be restored. In addition, future projects could accidentally damage architectural resources through adjacent construction.

Properties that are designated NYCLs are protected under the New York City Landmarks Law, which requires NYCLPC review and approval before any alteration or demolition of those resources can occur. All properties within NYCLPC-designated historic districts also require NYCLPC permit and approval prior to new construction, addition, enlargement, or demolition. The owners of a property may work with NYCLPC to modify their plans to make them appropriate. Properties that have been calendared for consideration for designation as NYCLs are also afforded a measure of protection insofar as, due to their calendared status, permits may not be issued by the NYCDOB for any structural alteration to the buildings for any work requiring a building permit, without at least 40 days prior notice being given to NYCLPC. During the 40-day period, NYCLPC has the opportunity to consider the case and, if it so chooses, schedule a hearing and move forward with designation.

The New York City Building Code provides some measures of protection for all properties against accidental damage from adjacent construction by requiring that all buildings, lots, and service facilities adjacent to foundation and earthwork areas be protected and supported. Additional protective measures apply to designated NYCLs and S/NR-listed historic buildings located within 90 linear feet of a proposed construction site. For these structures, the New York City Department of Buildings (NYCDOB)'s Technical Policy and Procedure Notice (TPPN) #10/88 applies. TPPN #10/88 supplements the standard building protections afforded by the Building Code by requiring, among other things, a monitoring program to reduce the likelihood of construction damage to adjacent NYCL-designated or S/NR-listed historic

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<sup>3</sup> NYS OPRHP's *Fire Alarm Telegraph Bureau – Structure Inventory Form* (1960); NYCLPC's *Brooklyn Central Office, Bureau of Fire Communications Designation Report* (1966); and Brownstoner's *Building of the Day: 35 Empire Boulevard* (2011).



5. View of the LPC-designated and S/NR-eligible Brooklyn Central Office's Bureau of Fire Communication's Empire Boulevard facade.



6. View of the LPC-designated and S/NR-eligible Brooklyn Central Office's Bureau of Fire Communication's Washington Avenue facade.

resources (within 90 feet) and to detect at an early stage the beginnings of damage so that construction procedures can be changed.

Additionally, historic resources that are listed on the S/NR or that have been found eligible for listing are given a measure of protection from the effects of federally-sponsored, or federally-assisted projects under Section 106 of the National Historic Preservation Act, and are similarly protected against impacts resulting from state-sponsored or state-assisted projects under the New York State Historic Preservation Act. Although preservation is not mandated, federal agencies must attempt to avoid adverse impacts on such resources through a notice, review, and consultation process. Private property owners using private funds can, however, alter or demolish their S/NR-listed or S/NR-eligible properties without such a review process.

### ***Anticipated Developments in the No-Action Condition***

#### ***Project Area***

As detailed in **Chapter 1, “Project Description,”** in the 2024 future without the Proposed Actions, it is anticipated that the Morris J. Golombeck, Inc. Importers spice company operations would vacate the Development Site, and the existing buildings on the site, including the S/NR-eligible Consumers Park Brewing Company Complex structures, would be demolished. Subsequently, two as-of-right residential buildings would be constructed pursuant to the existing R6A zoning. It is expected that the No-Action development would be built out to the maximum permitted floor area ratio (FAR) of 3.0 in R6A zoning districts, with approximately 414,607 gross square feet (gsf) of residential units (518 market-rate dwelling units [DUs]) and approximately 259 parking spaces.

The No-Action development would be built-out to the lot lines on Franklin Avenue and Montgomery Street, creating continuous streetwalls (refer to **Figure 1-7 in Chapter 1**). Pursuant to existing R6A zoning regulations, the buildings would rise five stories (approximately 60 feet) before setting back 15 feet. The buildings would then rise another floor (10 feet) to a total height of six stories (approximately 70 feet).

#### ***Study Area***

As detailed in **Chapter 2, “Land Use, Zoning, & Public Policy,”** there are four known projects (other than the No-Action development that would be constructed on the Development Site) expected to be completed within an approximately 400-foot radius of the Project Area in the 2024 future without the Proposed Actions. A 12-story residential building is planned for 109-111 Montgomery Street immediately north of the Project Area. Further north, a 16-story residential building is planned for 931 Carroll Street; a 16-story mixed-use building is slated for 40 Crown Street; and a 16-story mixed-use building is planned for 882-886 Franklin Avenue. The development of these four buildings in the secondary study area will alter the context and setting of surrounding historic resources in the future without the Proposed Actions, creating new backdrops for surrounding historic resources.

### **The Future with the Proposed Actions (With-Action Condition)**

According to the *CEQR Technical Manual*, generally, if a project would affect those characteristics that make a resource eligible for NYCL designation or S/NR listing, this could be a significant adverse impact. As described above, the historic resources in the proposed rezoning area and surrounding 400-foot study area are significant both for their architectural quality, as well as for their historical value as part of the City’s development. This section assesses the Proposed Actions’ potential to result in significant adverse

impacts on identified architectural resources in the study area, including impacts resulting from construction of projected or potential developments, project-generated shadows, or other indirect effects on existing historic resources in the study area.

The Proposed Actions were assessed in accordance with guidance established in the *CEQR Technical Manual* (Chapter 9, Part 420), to determine (a) whether there would be a physical change to any designated or listed property as a result of the Proposed Actions; (b) whether there would be a physical change to the setting of any designated or listed resource, such as context or visual prominence, as a result of the Proposed Actions; and (c) if so, whether the change is likely to diminish the qualities of the resource that make it important. Whereas this chapter focuses specifically on the Proposed Actions' effects on the visual context of historic resources, an assessment of the Proposed Actions' effect on the visual character of the study area in general is provided separately in **Chapter 8, "Urban Design & Visual Resources."**

As detailed in **Chapter 1, "Project Description,"** the Proposed Actions include zoning map and text amendments, as well as a Large-Scale General Development (LSGD) special permit, and a special permit to reduce the parking requirement for the development of permanently affordable housing. The Proposed Actions would facilitate the construction of two mixed-use buildings on the Development Site with 789 market-rate DUs and 789 affordable DUs; approximately 21,183 gsf of local retail uses; approximately 9,678 gsf of community facility space; and parking for approximately 16 percent of all market-rate DUs.. A 39-story (approximately 421-foot) tower would be constructed on the southern portion of the Development Site (lots 63 and 66), with a six-story streetwall for approximately 65 feet along Franklin Avenue at the southern end of the site, which would step up to a seven-story streetwall for approximately 225 feet to the north along Franklin Avenue. In the northern portion of the Development Site (lots 41 and 46), a 39-story (approximately 424-foot) tower would be constructed with a six-story streetwall for approximately 222 feet along Franklin Avenue and 225 feet along Montgomery Street. The buildings' ground- and cellar-level parking garages would be accessed via a curb cut on Montgomery Street, as well as an internal roadway, which would have a driveway located between the two proposed With-Action buildings (see **Figures 1-5 through 1-7 in Chapter 1**).

### ***Direct (Physical) Impacts***

Historic resources can be directly affected by physical destruction, demolition, damage, alteration, or neglect of all or part of a historic resource. For example, alterations, such as the addition of a new wing to a historic building or replacement of the resource's entrance could result in significant adverse impacts, depending on the design. Direct effects also include changes to an architectural resource that cause it to become a different visual entity, such as a new location, design, materials, or architectural features.

No direct impacts to historic architectural resources would occur as a result of the Proposed Actions. As detailed above, in the futures both without and with the Proposed Actions, the existing buildings on the Development Site, including the S/NR-eligible Consumer Park Brewing Company structures on lots 41 and 46, would be demolished. Therefore, the Proposed Actions would not result in any new direct impacts to historic architectural resources as compared to No-Action conditions. Additionally, as the Proposed Actions are Project Area-specific, they would not result in any direct impacts to surrounding historic resources.

### ***Indirect (Contextual) Impacts***

Contextual impacts may occur to architectural resources under certain conditions. According to the *CEQR Technical Manual*, possible impacts to architectural resources may include isolation of the property from,

or alteration of, its setting or visual relationships with the streetscape. This includes changes to the resource's visual prominence so that it no longer conforms to the streetscape in terms of height, footprint, or setback; is no longer part of an open setting; or can no longer be seen as part of a significant view corridor. Significant indirect impacts can occur if the Proposed Actions would cause a change in the quality of a property that qualifies it for listing on the S/NR or for designation as a NYCL.

The Proposed Actions would not result in significant adverse indirect impacts on existing historic resources. The With-Action buildings on the Development Site would not significantly alter the context or setting of surrounding historic resources as compared to No-Action conditions. As detailed above, under No-Action conditions, the Development Site would be redeveloped with two six-story residential buildings pursuant to existing R6A zoning regulations. The Proposed Actions would facilitate the development of two 39-story mixed-use buildings on the Development Site. The top of the With-Action towers would be visible behind the LPC-designated and S/NR-eligible Brooklyn Central Office's Bureau of Fire Communications building when looking northeast from Empire Boulevard. However, as discussed above, the study area is a dense urban environment with multiple existing high-rise buildings that currently form the backdrop for the historic resource. Additionally, as detailed above, there are several high-rise buildings under construction and planned in the secondary study area which will further alter the context of the Brooklyn Central Office's Bureau of Fire Communications building in the future without the Proposed Actions. Therefore, the proposed With-Action buildings would not substantially change the visual setting of this historic architectural resource so as to affect those characteristics that make it eligible for listing on the S/NR or designation as a NYCL.

Additionally, in the future with the Proposed Actions, no incompatible visual, audible, or atmospheric elements would be introduced to any historic architectural resource's setting. The proposed With-Action buildings would not alter the relationship of any identified historic architectural resource to the streetscape, as all streets in the study area would remain open and the Brooklyn Central Office's Bureau of Fire Communications' relationship to the street would remain unchanged in the future with the Proposed Actions. The proposed With-Action buildings would not eliminate or screen public views of this historic architectural resource, as it would remain visible in view corridors on adjacent public streets and sidewalks, and no primary facades, significant architectural ornamentation, or notable features of the landmarked building would be obstructed by the proposed With-Action buildings on the Development Site.

The Proposed Actions would not result in development that would diminish the qualities that make the LPC-designated and S/NR-eligible Brooklyn Central Office's Bureau of Fire Communications building historically and architecturally significant. As such, the Proposed Actions would not result in any significant adverse indirect or contextual impacts on historic architectural resources.

### ***Construction-Related Impacts***

Any new construction taking place within historic districts or adjacent to individual landmarks has the potential to cause damage to contributing buildings to those historic resources from ground-borne construction vibrations. As noted above, the New York City Building Code provides some measure of protection for all properties against accidental damage from adjacent construction by requiring that all buildings, lots, and service facilities adjacent to foundation and earthwork areas be protected and supported. Additional protective measures apply to NYCL-designated and S/NR-listed historic resources located within 90 linear feet of a proposed construction site. For these structures, DOB's TPPN #10/88 applies. TPPN #10/88 supplements the standard building protections afforded by the Building Code by requiring, among other things, a monitoring program to reduce the likelihood of construction damage to adjacent LPC-designated or S/NR-listed resources (within 90 feet) and to detect at an early stage the

beginnings of damage so that construction procedures can be changed. As there are no historic architectural resources located within 90 feet of the Project Area, the Proposed Actions would not result in any significant adverse construction-related impacts.

### ***Shadows Impacts***

As detailed in **Chapter 6, “Shadows,”** development facilitated by the Proposed Actions would generate incremental shadows of minimal duration and coverage on two sunlight-sensitive historic resources: the Laboratory Administration Building (S/NR-eligible and LPC-designated) located in the Brooklyn Botanic Garden, and the Lefferts Historic House (S/NR-Listed and LPC-designated) located in Prospect Park.

#### **Laboratory Administration Building**

The Laboratory Administration Building contains various sunlight-sensitive features, including terra-cotta detailing. However, according to the detailed shadows analysis provided in **Chapter 6, “Shadows,”** the sunlight-sensitive features at this historic resource would not be significantly impacted by project-generated shadows. As detailed therein, the Laboratory Administration Building would experience incremental shadow coverage on one of the four representative analysis days. Incremental shadow coverage on this historic resource would last for a total duration of one hour and 42 minutes on the December 21 representative analysis day. However, as shadows are not static and move from west to east throughout the day, the building’s sunlight-sensitive features would continue to receive direct sunlight on the December 21 representative analysis day. It should also be noted that a majority of the building’s sunlight-sensitive features (i.e., terra-cotta detailing) are located on the west-facing facades of the building, which would not be impacted by incremental shadows. Therefore, as the extent and duration of the incremental shadows on the Laboratory Administration Building would: (1) not significantly reduce or completely eliminate direct sunlight exposure on any of the sunlight-sensitive features found on this historic resource; and (2) would not significantly alter the public’s use or enjoyment of this historic resource, incremental shadows on the Laboratory Administration Building as a result of the Proposed Actions would not be considered a significant adverse impact.

#### **Lefferts Historic House**

The Lefferts Historic House contains various sunlight-sensitive features, including a working garden and historic artifacts. However, according to the detailed shadows analysis provided in **Chapter 6, “Shadows,”** the sunlight-sensitive features at this historic resource would not be significantly impacted by project-generated shadows. As detailed therein, the Lefferts Historic House would experience incremental shadow coverage on one of the four representative analysis days. Incremental shadow coverage on this historic resource would be minimal, lasting for a total duration of 35 minutes on the June 21 representative analysis day. As shadows are not static and move from west to east throughout the day, the building’s sunlight-sensitive features would continue to receive direct sunlight on the June 21 representative analysis day – the longest day of the year. Therefore, as the extent and duration of the incremental shadows on the Lefferts Historic House would: (1) not significantly reduce or completely eliminate direct sunlight exposure on any of the sunlight-sensitive features found on this historic resource; and (2) would not significantly alter the public’s use or enjoyment of this historic resource, incremental shadows on the Lefferts Historic House as a result of the Proposed Actions would not be considered a significant adverse impact.