# Chapter 17: Neighborhood Character

## A. INTRODUCTION

This chapter considers the effects of the Proposed Project on neighborhood character. According to the *City Environmental Quality Review (CEQR) Technical Manual*, neighborhood character is combination of elements that give a neighborhood its distinct "personality." These elements typically include land use, socioeconomic conditions, open space, historic and cultural resources, urban design and visual resources, shadows, transportation, and noise, although not all of these elements affecting neighborhood character are appropriate in all cases.

The Proposed Project would redevelop and re-tenant Industry City (the Project Area) with a mixed-use project project containing manufacturing, commercial, retail, hospitality, academic and other community facility uses. This analysis therefore considers the impacts of the Proposed Project on the neighborhood character of the study area, and relies in part on the analyses of the components of neighborhood character as analyzed elsewhere in the Environmental Impact Statement (EIS).

### PRINCIPAL CONCLUSIONS

The Proposed Actions are not expected to result in significant adverse impacts related to neighborhood character. As detailed below, the Proposed Project would not substantially change the character of the neighborhood. The Proposed Project would not result in any significant adverse impacts to land use, zoning, and public policy; socioeconomic conditions; open space; shadows; or urban design and visual resources. Although the Proposed Project would result in significant adverse impacts to historic and cultural resources, traffic, air quality, and noise (both operational and construction-related), the majority of these impacts could be fully mitigated with standard mitigation measures.

With respect to traffic, the Proposed Actions would result in significant adverse traffic impacts at a total of 14 intersections (during the various analysis periods) within the study area that could not be fully mitigated with standard traffic capacity improvement measures. The traffic generated by the Proposed Project would be expected to produce significant increases in noise levels on 41st Street between 1st and 2nd Avenues, resulting in significant adverse impact at one residential building; however, this impact would be fully mitigated with standard mitigation measures. In addition, construction-related activities could result in predicted noise levels at two residential buildings in the vicinity of the Proposed Project's work areas that would constitute a potential significant adverse construction-period noise impact; however, as these potential noise impacts would be temporary, and would by partially mitigated with standard mitigation measures, they would not represent long-term increases in noise that would significantly affect any character-defining features of the neighborhood.

With respect to architectural resources, the Proposed Actions would result in significant adverse direct and indirect (contextual) impacts. The direct significant adverse impact is related to the

demolition of the three-story factory building on Block 706, Lot 20, which is located within the boundaries of the S/NR-eligible Bush Terminal Historic District; however, the Applicant ~~will~~ has consulted with the New York City Landmarks Preservation Commission (LPC) to develop ~~and implement~~ appropriate ~~mitigation~~ measures to partially mitigate this impact. LPC has determined that the scale of the proposed Gateway Building and Building 11 would result in a significant adverse impact related to the context of the neighboring Finger Buildings within the Bush Terminal Historic District. ~~Mitigation measures will be explored in consultation with LPC to partially mitigate this impact~~. At such time that specific designs for the proposed Gateway Building and/or Building 11 are advanced, the Applicant will share with LPC design plans of the proposed buildings for LPC staff-level comment for the purposes of resolving or reducing potential impacts on cultural resources. If, following review, LPC staff determine that the scale and/or design of the proposed buildings are still out of context with the neighboring Finger Buildings within the Bush Terminal Historic District, the impact would remain unmitigated. However, the proposed new buildings would be consistent with the height of existing Building 10, which is on the same block as the proposed Building 11, and the proposed Gateway Building, like the existing Building 10, would be oriented along 3rd Avenue, and would be similar in height and bulk in views along this corridor. The Finger Buildings would be retained with the Proposed Project. Therefore, the potential significant adverse impacts to architectural resources would not adversely affect any character-defining features of the neighborhood.

The Proposed Project would not result in a combination of moderate effects to several elements that could cumulatively impact neighborhood character. Therefore the Proposed Project would be consistent with the existing character of the neighborhood and would not result in any significant adverse impacts on neighborhood character.

## B. METHODOLOGY

According to the *CEQR Technical Manual*, an analysis of neighborhood character begins by determining whether a proposed project has the potential to result in significant adverse impacts in any relevant technical area (land use, socioeconomic conditions, open space, historic and cultural resources, urban design and visual resources, shadows, transportation, and noise) or if a project would result in a combination of moderate effects to several elements that could cumulatively impact neighborhood character. If the answer is yes, a preliminary assessment is undertaken. The preliminary assessment first identifies the defining features of the neighborhood that comprises the study area, followed by an assessment of the potential for the proposed project to affect the defining features of the neighborhood, either through the potential for significant adverse impacts or a combination of moderate effects in relevant technical areas. If the preliminary assessment concludes that the proposed project has the potential to affect defining features of a neighborhood, a detailed assessment of neighborhood character may be warranted. If needed, the detailed assessment would use the information from the preliminary assessment as a baseline and then project and compare the future No Action and With Action conditions.

Since the EIS includes analyses of several environmental impact categories that are relevant to neighborhood character (i.e., land use, socioeconomic conditions, open space, urban design and visual resources, transportation, and noise), a preliminary assessment of neighborhood character has been prepared. The preliminary assessment below describes the defining features of the neighborhood and then assesses the potential for the Proposed Project to impact these defining features.

# C. PRELIMINARY ASSESSMENT

## DEFINING FEATURES

As stated in the *CEQR Technical Manual*, the study area for a preliminary analysis of neighborhood character is typically consistent with the study areas in the relevant technical areas that contribute to the defining elements of the neighborhood. Therefore, the study area for this analysis is consistent with the land use analysis study area, which includes the Primary and Secondary Study Areas, respectively a ¼-mile and a ½-mile from the Directly Affected Area.[1] The character of the study area is primarily defined by substantial industrial and manufacturing, transportation and utility, residential and commercial uses.

The Directly Affected Area consist of the Project Area and the Rezoning Area. The Project Area consists of warehouse structures contained in two primary clusters, which are referred to as the Finger Buildings and the 39th Street Buildings. The Finger Buildings are situated between 2nd and 3rd Avenues, from 32nd to 37th Streets. The 39th Street Buildings are located in the area bounded by 39th Street to the north, 41st Streets to the south, 2nd Avenue to the east, and the waterfront and Bush Terminal to the west. Combined, the two building clusters contain primarily industrial and manufacturing uses, as well as a variety of other uses including vacant, storage and warehousing, office, retail, a Brooklyn Nets training facility, event space and vertical circulation and mechanical space.[2][3] In addition, the Industry City Courtyards are three outdoor spaces accessible to Industry City non-residents and visitors located between Finger Buildings 1 and 2, 3 and 4, and 5 and 6. The Rezoning Area includes two additional lots outside of the Project Area. These lots are commercial in use; one lot consist of a retail site for TD Doors, a retailer that specializes in making interior and exterior doors, iron gates, and fences, and the other lot is the site of Hero Champ, a deli and sandwich shop with an office unit located above.

While various land uses can be found throughout the study area, there are areas where specific land uses are concentrated. Generally, industrial and manufacturing, and transportation utility uses are found along the waterfront both northwest and southwest of the Project Area. Similarly, residential and commercial uses are generally found east (northeast and southeast) of the Project Area.

The industrial and manufacturing, and transportation utility uses are clustered together within the various study areas and include a variety of facilities and businesses. SBMT, an 88-acre terminal is partially located within the Primary Study Area between Industry City and the waterfront. On the northern portion of SBMT, specifically the 29th Street Pier, is a recycling facility operated by SIMS Municipal Recycling; the remainder of the site is vacant, paved, unimproved, and underutilized. Further north there are transportation utility and industrial and manufacturing businesses, including a Con Edison facility, LaFarge Building Materials, Tanner Bolt, and a scrap

[1] The Directly Affected Area consist of both the Project Area and the Rezoning Area.

[2] Note most of the current buildings do not have certificates of occupancy detailing use groups for existing uses, thus the listed use groups are approximations of use group categories existing uses may fall into.

[3] Existing manufacturing tenants at Industry City include food producers, garment producers, and producers of specialty goods such as guitars. Light manufacturing tenants include, among others, the following: artists, home decor designers, and fashion workshops. Office and tech tenants include private firms and nonprofits.

metal facility. Bush Terminal also extends south of the Project Area, and is comprised of multiple warehouses, factory loft buildings and piers.

Residential uses are generally located east of 3rd Avenue and generally consist of two- to three-story multi-family apartment buildings. Slightly taller three- to five-story multi-family apartment buildings can be found along 4th Avenue. In addition, many of these buildings include ground floor retail.

There are also a number of large scale commercial uses within the study area. Commercial uses are generally found along 3rd and 4th Avenues, and are in scattered locations between avenues. Some notable locations are Beyond at Liberty View Industrial Plaza, a facility consisting of commercial and manufacturing uses, as well as a full block parking facility for shoppers and tenants of the building. Beyond at Liberty View Industrial Plaza spans 31st and 32nd Streets between 2nd and 3rd Avenues. Costco, a big box retail store and accompanying parking lot, spans an entire super block between 37th and 39th Streets and 2nd and 3rd Avenues. Commercial stores like restaurants, bakeries, delicatessens, beauty supply shops, banks, and clothing stores are concentrated along 4th and 5th Avenues. A large Key Food grocery store is located across from Sunset Park between 43rd and 44th Streets. Also, prominent in the area are pick up and drop off laundromats, storage facilities, and hardware supply stores.

Other uses in the Secondary Study Area include open space, community facilities, parking facilities, and additional commercial locations. Most notably, there are several large open spaces including the Green Wood Cemetery (northeast of the Project Area), Sunset Park (southeast of the Project Area), and Bush Terminal Park (southwest of the Project Area). These three open spaces are approximately 478 acres, 24 acres, and 22 acres, respectively. Unique to the Secondary Study Area is the presence of hotels; there are approximately ten economy hotels located between 3rd and 6th Avenues. The Secondary Study Area also includes a portion of the Sunset Park Historic District. The Sunset Park Historic District, one of the largest historic districts listed on the National Register of Historic Places in the northeast, covers an area between 39th Streets and 64th Streets and between 4th Avenue and 7th Avenue.

In addition to these land use patterns, another defining characteristic of the study areas is the roadway network. The Gowanus Expressway, the South Brooklyn stretch of the larger Interstate 278, runs above 3rd Avenue. The Gowanus Expressway has a southbound off-ramp that connects to the local street network at 2nd Avenue and 39th Street, and a northbound off-ramp that connects to the local street network at 4th Avenue and 38th Street, but the Gowanus Expressway cannot be accessed from the local street network within the study area. Access onto the northbound Gowanus is provided a mile to the north at 3rd Avenue and Prospect Avenue, while access to the southbound Gowanus is provided approximately a mile to the south at 3rd Avenue and 62nd Street. The north-south roadways within the study area carry two-way traffic: this includes 3rd Avenue and 4th Avenue, which are major roadways with three and two travel lanes in each direction, respectively. 1st Avenue and 2nd Avenue are both narrower roads with one travel lane in each direction. The east-west roadways within the study area are generally one-way streets with the exception of 39th Street. Traffic volumes in the study area are relatively low along 1st Avenue and 2nd Avenue as well as the east-west cross-streets, while 3rd Avenue and 4th Avenue currently experience higher levels of traffic. Pedestrian traffic is also relatively low within the study area.

## POTENTIAL TO AFFECT THE DEFINING FEATURES OF THE NEIGHBORHOOD

The *CEQR Technical Manual* recommends that, after the defining features of a neighborhood are identified, the potential for the project to affect the defining features of the neighborhood should

be examined, either through the potential for a significant adverse impact or a combination of moderate effects in relevant technical areas.

As described in Chapter 1, "Project Description," the Proposed Project would redevelop and re-tenant Industry City with a mixed-use project containing manufacturing, commercial, retail, hospitality, academic and other community facility uses. Overall, the Proposed Actions would facilitate a proposal by the Applicant to re-tenant a substantial portion of the approximately 5.12 million gross square feet (gsf) of existing structure and develop 1.45 million gsf in new construction buildings or enlargements of existing structures.

The following sections discuss potential changes resulting from the Proposed Project in the remaining technical areas that are considered in a neighborhood character assessment under CEQR.

*LAND USE, ZONING, AND PUBLIC POLICY*

As described in Chapter 2, "Land Use, Zoning, and Public Policy," the Proposed Project would not result in significant adverse land use impacts. While the Proposed Actions would facilitate the redevelopment and re-tenanting of Industry City with a mixed-use project, many of these uses are already existing within the Project Area. In addition, the Proposed Actions would not adversely affect surrounding land uses.

The Proposed Actions would map the entire Directly Affected Area with a new special district (the SICD), and would establish an M2-4 zoning district over a portion of the Directly Affected Area. The SICD is intended to be flexible enough to allow for a range of permitted use groups, including certain community facilities, local and destination retail, and hotels at various densities.

In addition the Proposed Actions have been developed in consideration of a number of public policies affecting the Primary and Secondary Study Areas, most notably the Sunset Park 197-a Plan. The Proposed Actions would allow for substantial continued progress toward advancing 197-a goals and objectives. Specifically, the Proposed Actions would facilitate the continued transformation of an underutilized site (Industry City)—which includes approximately 2.7 million square feet of vacant and storage and warehouse space——into an active Innovation Economy District with 15,000 on-site jobs. The Applicant also intends to advance initiatives such as the development of a vocational training center or other community facility uses in order to prepare students for jobs in manufacturing and tech sectors, all while supporting the continued preservation and restoration of existing structures. It would also support New York Work's goals of providing more job opportunities in emerging industries and would support various goals of the Sunset Park SMIA and the Southwest Brooklyn Industrial Business Zone by providing employment in a variety of areas synergistic industrial and non-industrial uses to the SMIA and IBZ uses and continuing to developing South Brooklyn's waterfront as a center for industrial and manufacturing business.

Furthermore, the Proposed Actions would be supportive of the applicable goals and objectives of policies focused on sustainability and resiliency, such as *OneNYC*, the DEP Green Infrastructure Plan, and the New York City Special Initiative for Rebuilding and Resiliency.

The Proposed Actions would also work in tandem with ongoing New York City Economic Development Corporation (EDC) and New York City Department of Transportation (DOT) infrastructure projects, including the Brooklyn Waterfront Greenway Master Plan, the Reconstruction of Sunset Park project, and various streetscape improvements projects dedicated to pedestrian and cyclist safety, as well as continued work to Bush Terminal and Brooklyn Army

Terminal infrastructure. Additionally, there is the potential that the Sunset Park North portion of the Brooklyn Waterfront Greenway could be extended through Building 25 so as to connect to the rest of the Bush Terminal complex to the south. In the future with the Proposed Actions, as part of this proposal, the Applicant would be in coordination with DOT on a comprehensive set of pedestrian and street improvements, and all development would be consistent with these plans to increase safety and improve the streetscape to help bring the Directly Affected area up to modern standards, improve functionality, and attract new business to the Sunset Park neighborhood. Finally, the Proposed Project would be compatible with notable ongoing projects in the area such as the planned offshore wind support facility at ~~relocation of Red Hook Container to~~ SBMT and a potential new City-wide ferry station at Brooklyn Army Terminal.

Overall, the Proposed Actions would be compatible with and supportive of land uses, zoning, and public policies in the surrounding area, would enliven the streetscape, and improve neighborhood character. Therefore, the Proposed Actions would not have a significant impact on neighborhood character with respect to land use, zoning and public policy.

*SOCIOECONOMIC CONDITIONS*

As described in Chapter 3, "Socioeconomic Conditions," the Proposed Project would not result in any significant adverse socioeconomic impacts. While the Proposed Project would result in some direct business displacement, the businesses that would be displaced are not defined by the *CEQR Technical Manual* as having substantial economic value to the city. In addition, residents and employees within Sunset Park would have alternative sources for the goods and services provided by these businesses, as they can be found elsewhere within the study areas, and therefore would not adversely affect the neighborhood character.

The Proposed Actions could place greater demand pressures on existing low-employment industrial space, resulting in potential creation of additional new Innovative Economy uses co-locating in the area. However, industrial rents within the area have increased substantially over the past 10 years, indicating a major demand shift toward higher-value, upgraded industrial spaces that would be expected to continue with or without the Proposed Actions. Overall, the Proposed Actions would not introduce a new economic activity that would substantially alter existing economic patterns in the surrounding area, and potential adverse effects on local retail businesses are expected to be limited as Industry City's own retail program is anticipated to capture much of the newly created demand introduced by the Proposed Project. In addition, a comparison of business compositions along the Study Area's major retail corridors between 2007 and 2017 has shown that previous investments at Industry City had only a marginal impact on turnover and vacancies outside of the Project Area, and did not result in a change in character along the major avenues.

Finally, the Proposed Project would not result in significant adverse impacts to business conditions in any specific industry or any category of businesses, nor would it indirectly reduce employment or impair the economic viability of any specific industry or category of business. Therefore, the Proposed Actions would not have a significant impact on neighborhood character with respect to socioeconomic conditions.

*OPEN SPACE*

The Proposed Project would not result in any significant adverse open space impacts. As discussed in Chapter 4, "Open Space," the ¼-mile area surrounding the Project Area has three publicly accessible open space resources that offer a total of 25.40 acres (13.75 passive acres). In the With

Action condition, the non-resident population introduced by the Proposed Project would result in a decrease in the passive open space ratio of more than 5 percent compared to the No Action condition; however, the passive open space ratio would remain at approximately three times above the City's guideline. Additionally, three factors would partially ameliorate the decrease in the passive open space ratio. First, two of the three open space resources in the study area have low utilization. Second, there are also several additional open space resources outside the study area that are either within ¼-mile or just beyond that would be readily accessible to non-residents in the study area. In addition, the Project Area includes the Industry City Courtyards as open spaces accessible to Industry City workers and visitors. Therefore, the Proposed Actions would not have a significant impact on neighborhood character with respect to open space.

*SHADOWS*

In the With Action condition, the Proposed Project would cast new shadow on two sunlight-sensitive resources—D'Emic Playground and the Upper New York Bay—as well as on the three narrow courtyards located between the Finger Buildings, but would not result in a significant adverse shadow impact given the short duration of new shadow on the playground and the small portion of the Bay that would receive new shadow. While new shadow also would be cast on portions of the Industry City Courtyards, the majority of the total courtyard area would not be cast in new shadow for more than one hour on any given day throughout the year. Therefore, the Proposed Actions would not have a significant impact on neighborhood character with respect to shadows.

*HISTORIC AND CULTURAL RESOURCES*

As described in Chapter 6, "Historic and Cultural Resources," the Proposed Project would result in a significant adverse impact on architectural resources. In the Baseline and Overbuild Scenarios the Proposed Project would demolish the three-story factory building on Block 706, Lot 20, which is located within the boundaries of the S/NR-eligible Bush Terminal Historic District and is considered a contributing resource to the district. The Applicant ~~will~~ has consulted with LPC to develop ~~and implement~~ appropriate ~~mitigation~~ measures to partially mitigate this impact. While the building to be demolished is identified as a contributing resource to the Bush Terminal Historic District, it is not a character-defining feature of the neighborhood.

LPC has determined that the scale of the proposed Gateway Building and Building 11 appear out of context with the neighboring Finger Buildings within the Bush Terminal Historic District. In order to conform to the Secretary's Standards and Guidelines for new construction in a historic district, LPC recommended that the maximum building height of the new buildings match or be within 1–2 stories higher than the Finger Buildings. The proposed special permit would allow the proposed new Gateway Building and Building 11 to rise to maximum building heights of 170 feet, consistent with the height of existing Building 10, which is on the same block as the proposed Building 11 and would provide a complimentary bookend to the lower-height buildings in the middle of the block. The proposed Gateway Building, like the existing Building 10, would be oriented along 3rd Avenue, and would be similar in height and bulk in views along this corridor. The Finger Buildings would be retained in the With Action condition, and the proposed new buildings would be more similar in scale and massing to the buildings that presently exist within the Bush Terminal Historic District than the buildings that would be demolished. At such time that specific designs for the proposed Gateway Building and/or Building 11 are advanced, the Applicant will share with LPC design plans of the proposed buildings for LPC staff-level comment for the purposes of resolving or reducing potential impacts on cultural resources. If, following

review, LPC staff determine that the scale and/or design of the proposed buildings are still out of context with the neighboring Finger Buildings within the Bush Terminal Historic District, the impact would remain unmitigated.

LPC also provided comments on the potential texture and materials of the new buildings based on their review of illustrative renderings; however, the materials and articulation of the new building would not be regulated by the Proposed Actions. Therefore, in order for the proposed buildings and rooftop additions to be more contextual with the historic district buildings, LPC's recommendations regarding texture and materials would need to be considered at such time as the proposed buildings and additions are being designed. The rooftop additions in the Overbuild Scenario are not expected to be an adverse impact to the Bush Terminal Historic District; however, LPC has recommended that such additions be set back as far as possible from the façades of the buildings in order to reduce their visibility from the street.

Overall, while the Proposed Project would result in significant adverse impacts to architectural resources, no defining features of the neighborhood would be adversely affected due to these effects, either singularly or in combination with potential impacts in other relevant technical areas discussed in this chapter.

*URBAN DESIGN AND VISUAL RESOURCES*

The detailed analysis presented in Chapter 7, "Urban Design and Visual Resources," concluded that the Proposed Actions, under both the Baseline and Overbuild Scenarios, would not result in significant adverse impacts on the pedestrian's experience of the urban design and visual character of the area. In the future with the Proposed Actions, the Baseline Scenario and the Overbuild Scenario would allow new uses within existing buildings and a limited amount of new development and would provide for an enlivened pedestrian experience along streets in the Project Area and study area. The three-story factory building that would be demolished in the Baseline and Overbuild Scenarios is not considered to be a visual resource. Therefore, the Proposed Actions would not have a significant impact on neighborhood character with respect to urban design and visual resources.

*TRANSPORTATION*

While the Proposed Project would result in significant adverse transportation impacts, no defining features of the neighborhood would be adversely affected due to potential effects of the Proposed Actions on transportation, either singularly or in combination with potential impacts in other relevant technical areas discussed in this chapter. The character of the study area, like that of many neighborhoods in New York City, is in part defined by the levels of pedestrian and vehicular activity that exist. As noted above, the study area contains both the Gowanus Expressway and major roadways that carry high volumes of traffic, such as 3rd Avenue and 4th Avenue, while foot traffic in the study area is relatively low.

As described in Chapter 11, "Transportation," based on a detailed assignment of project-generated vehicle trips, of the 41 intersections analyzed, the Proposed Project would result in significant adverse traffic impacts at 15 intersections during the weekday AM peak hour, 15 intersections during the weekday midday peak hours, 22 intersections during the weekday PM peak hour, and 14 intersections during the Saturday peak hour. The majority of the intersections analyzed would either not be significantly impacted or could be fully mitigated with readily implementable traffic improvement measures (discussed in Chapter 20, "Mitigation"). With respect to intersections that

could not be fully mitigated: seven, six, eleven, and six intersections could not be fully mitigated in the weekday AM, midday, PM, and Saturday peak hours, respectively.

In addition, the Proposed Project would result in significant adverse traffic impacts to the northbound Gowanus Expressway during the weekday AM peak hour (in the segment between 40th Street and 49th Street) and in the weekday midday peak hour (in the segment between 38th Street and 49th Street). It should be noted that these segments operate at congested levels of service under existing conditions during the weekday AM and midday peak hours. The Proposed Project would add to these segments of the Gowanus Expressway about two cars per minute during the weekday AM peak hour and three cars per minute during the weekday midday peak hour (i.e., one car or less per lane per minute). Potential measures to provide more capacity along the northbound Gowanus Expressway, such as widening of the highway to provide an additional travel lane, would be cost prohibitive and would require additional studies. As such, significant impacts identified are considered unmitigated per *CEQR Technical Manual* criteria.

Regarding transit, nine subway station elements at the 36th Street subway station were analyzed and subway line-haul analyses were conducted for three subway lines (the D, N, and R). The Proposed Project would result in significant subway transit impacts at the S3 surface stairway along the west side of 4th Avenue between 35th Street and 36th Street down into the station, and for the P3 and P4 platform stairways within the station during the weekday AM and PM peak hours. The M1A/M1B mezzanine level stairways would also be impacted during the weekday PM peak hour. Subway line-haul conditions would continue to operate below capacity during the peak hours and would not be significantly impacted. As discussed in Chapter 20, "Mitigation," measures to ~~fully~~ mitigate the impacts to the 36th Street station, such as the widening of stairways, ~~require detailed engineering feasibility studies, and will be~~were studied ~~further~~ between the Draft EIS and the Final EIS in conjunction with New York City Transit (NYCT). Potential mitigation measures considered to mitigate the impacts of the Proposed Project include widening of the S3 stairway from 70 to 120 inches, widening of the M1A/M1B stairways, and extension of the platform to accommodate new platform-level stairways. Each of these potential mitigation measures would need to be preceded by construction of ADA-compliant elevators. NYCT has performed studies which confirm the feasibility of the S3 and M1A/M1B stair widening mitigation measures at a conceptual engineering level. The S3 and M1A/M1B stairway widenings would need to be funded by the Applicant following completion of the ADA accessibility improvements. The cost of implementing the S3 and M1A/M1B stairway widenings are estimated by NYCT at approximately between 5 and 12 million dollars. Without the stairway widenings, passengers would need some additional time entering or exiting the station, but subway train operations into and out of the station would not be adversely affected. Adverse effects the mitigation options could have on traffic and pedestrian operations include: substantial additional construction disruptions subsequent to NYCT's ADA improvements, which would include temporary closure of both surface stairways on the west side of Fourth Avenue closest to Industry City; reduction of pedestrian circulation around the stairway; and the potential to limit flexibility for future roadway and bicycle lane improvements. Therefore, implementing the potential S3 and M1A/M1B stair widening mitigation measures described above has been determined to be not practicable, and thus the projected impact for these stairways would be unmitigated. The extension of the existing platform and construction of additional stairs from the mezzanine to the platform was determined to be physically impracticable due to the station's vertical constraints. Therefore, the adverse impact to the P3 and P4 stairways would remain unmitigated. Nonetheless, in an effort to redistribute future Industry City subway ridership to other nearby stations and lessen the potential impact on the 36th Street station, the Applicant would commit to expanding the free

subway shuttle bus service it currently provides to the 36th Street station, to the adjacent subway stops at 25th Street and 45th Street. ~~Should measures to fully mitigate impacts be determined to be impracticable, significant adverse impacts would then be considered unmitigated in the Final EIS~~.

Regarding pedestrians, analyses were performed for 24 sidewalk elements, 34 crosswalk elements, and 10 corner elements during the weekday AM, midday, PM, and Saturday peak hours. Eight additional pedestrian elements at the intersection of 1st Avenue and 39th Street (four crosswalks and four corners) were included as part of the With Action analysis to assess pedestrian levels of service at this intersection which would be signalized as part of the project improvements to facilitate vehicle and pedestrian traffic. Of the 77 pedestrian elements analyzed, the Proposed Project would result in significant adverse impacts at six pedestrian elements during the weekday AM peak hour, 14 pedestrian elements during the weekday midday peak hour, 18 pedestrian elements during the weekday PM peak hour, and 12 pedestrian elements during the Saturday peak hour. The majority of the pedestrian elements analyzed would either not be significantly impacted or could be fully mitigated with readily implementable improvement measures (discussed in Chapter 20, "Mitigation"). With respect to pedestrian elements that could not be fully mitigated, 3, 9, 13, and 10 pedestrian elements could not be fully mitigated in the weekday AM, midday, PM and Saturday peak hours, respectively. However, the levels of service at the vast majority of the pedestrian elements would be acceptable; while pedestrian flow in these parts would be slower due to added activity in the area, there would generally be adequate areas for pedestrians along the impacted sidwalks and crosswalks.

Overall, the significant adverse traffic impacts would primarily occur along major roadways that already carry high volumes of traffic (such as the Gowanus Expressway and 3rd and 4th Avenues). In addition, the significant adverse pedestrian impacts reflect a change from a quiet area with relatively low foot traffic to a busy and vibrant commercial area, which would not adversely affect neighborhood character. Because impacts are projected at only limited locations, and the majority of the impacts could be fully mitigated with standard mitigation measures, the increased traffic and pedestrian volumes resulting from the Proposed Project would not result in an overall impact to neighborhood character.

*NOISE*

No defining features of neighborhood character would be adversely affected due to potential operational and construction-related noise effects of the Proposed Actions, either singularly, or in combination with potential impacts in other relevant technical areas. As described in Chapter 15, "Noise," the analysis concluded that the traffic generated by the Proposed Actions would result in a significant adverse impact at a residential building (166 41st Street), the only sensitive noise receptor that would experience this significant increase in noise level. While the absolute noise levels at this location with the Proposed Actions would be in the high 60s dBA, it would be typical of areas near highly trafficked roadways in New York City and would be considered "marginally acceptable" according to *CEQR Technical Manual* noise exposure criteria. As mitigation for this potential noise impact, upon construction of Building 21 the applicant would offer air conditioning units to residences (approximately 2 dwelling units) of the affected building that do not currently have this alternative means of ventilation. In addition, this noise impact would occur along 41st Street between 1st and 2nd Avenues, an isolated area primarily consisting of industrial and manufacturing uses.

Regarding construction-related noise, as discussed in Chapter 18, "Construction," construction pursuant to the Proposed Actions would be required to follow the New York City Noise Control Code, which requires the implementation of construction noise control measures. However, even with the implementation of these noise control measures, the analysis determined that predicted noise levels due to construction-related activities could result in noise levels at two receptors in the vicinity of the Proposed Project's work areas—the residential buildings at 166 41st Street and 968 3rd Avenue—that would constitute a potential significant adverse construction-period noise impact. These increases in noise levels would be temporary and would affect a limited area; in addition, similar to the operational significant adverse noise impact, the Applicant would offer air conditioning units to both of the receptors, which would partially mitigate the construction-related significant adverse noise impact. Therefore, the predicted noise levels due to construction would not represent long-term increases in noise that would significantly affect any character-defining features of the neighborhood, and the Proposed Actions would not have a significant impact on neighborhood character with respect to noise.

## D. CONCLUSION OF PRELIMINARY ASSESSMENT

The Proposed Actions would not result in any significant adverse impacts to the defining elements of the neighborhood. While the Proposed Actions would generate substantial vehicles on local roads that would increase traffic volumes, it is expected that traffic mitigation measures at the impacted intersections can address many of the anticipated traffic impacts; similarly, while the Proposed Actions would result in an increase in foot traffic in the study area, reflecting a transition into a busy and vibrant commercial area, standard mitigation measures can address many of the pedestrian impacts. In addition, the majority of the significant adverse impacts to other elements that contribute to neighborhood character (historic and cultural resources; operational and construction-related noise) could be mitigated with standard mitigation measures. The Proposed Actions would build on the existing neighborhood character by making improvements to Industry City's infrastructure, working in tandem with public policy, constructing the proposed new buildings in keeping with those that are existing, and by bringing new businesses and retail opportunities to Sunset Park. Therefore, the Proposed Actions would not result in any significant adverse impacts to neighborhood character. ✷