

INTRODUCTION

SUSTAINABLE COMMUNITIES: EAST NEW YORK

I



INTRODUCTION

PLANNING FOR REGIONAL SUSTAINABILITY

Sustainable Communities: East New York was funded through a regional planning grant under the U.S. Department of Housing and Urban Development (HUD) Sustainable Communities Initiative. It is one of 16 local implementation projects undertaken by New York - Connecticut Sustainable Communities, a consortium of 17 municipalities, counties, Metropolitan Planning Organizations and the Regional Plan Association (RPA) covering Long Island, lower New York State, New York City and southwestern Connecticut.

By building on the region's extensive transit network, the Consortium's goal is to accommodate future regional growth in livable communities with mixed-income housing and employment along the region's transit networks. Sustainable Communities: East New York is one of four Sustainable Communities projects linked by the Long Island Rail Road in Brooklyn, Nassau and Suffolk counties. It is one of three projects in New York City, along with a study of development opportunities near existing and proposed Metro North stations in the Bronx, and a set of citywide climate resilience studies.

Partnership for Sustainable Communities

*In June 2009, U.S. HUD, together with U.S. Department of Transportation and the U.S. Environmental Protection Agency, formed the Partnership for Sustainable Communities. The Partnership's mission is to coordinate federal housing, transportation, water and other infrastructure investments nationwide that will improve access to affordable housing, increase transportation options, and lower transportation costs while protecting the environment. The Sustainable Communities initiative is defined by six **Livability Principles**:*

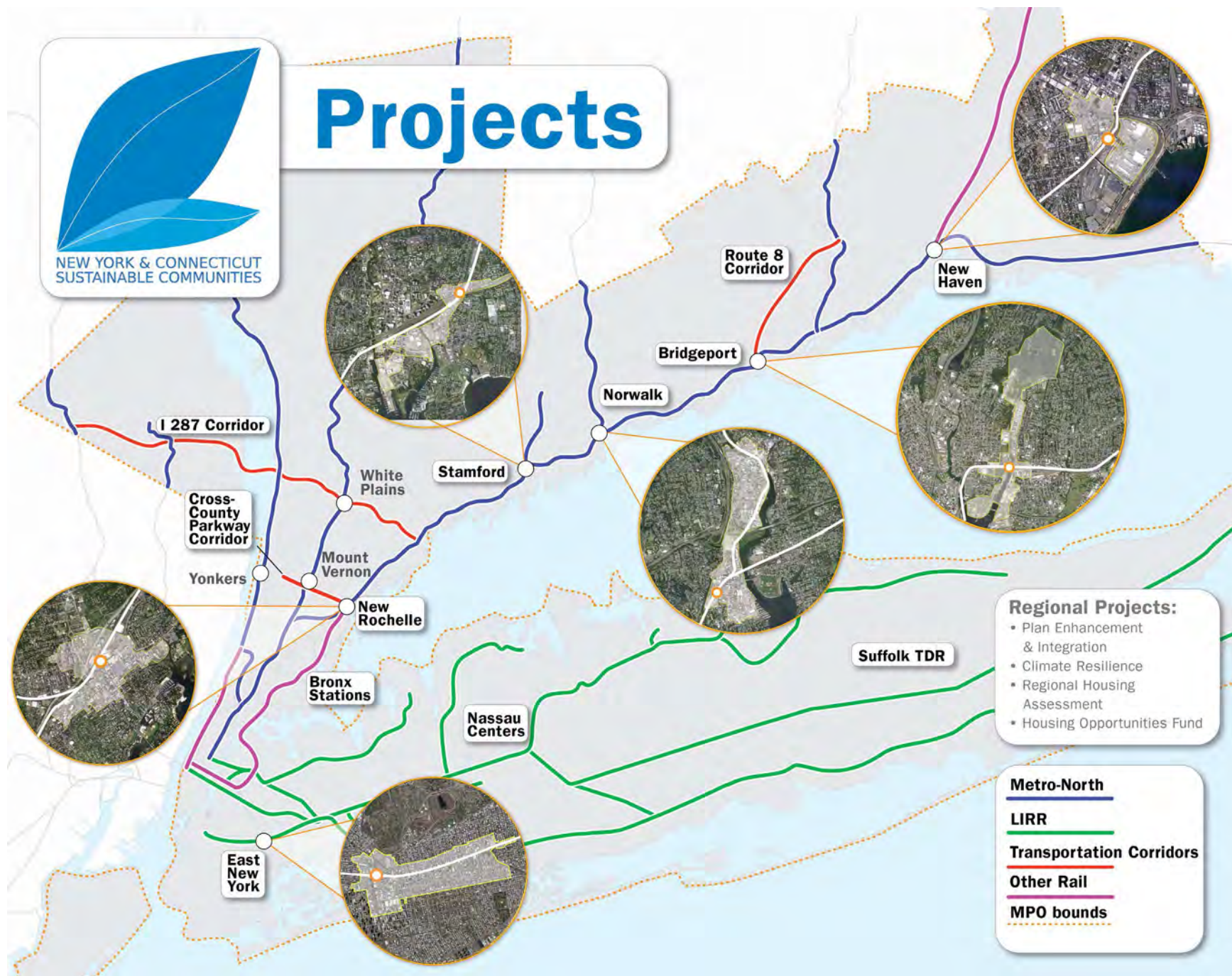
- ① **Provide more transportation choices**
- ② **Promote equitable, affordable housing**
- ③ **Enhance economic competitiveness**
- ④ **Support existing communities**
- ⑤ **Coordinate policies and leverage investment**
- ⑥ **Value communities and neighborhoods**

*Right (map):
Regional sustainability projects undertaken along transit lines by
the New York-Connecticut Sustainable Communities Consortium
Map: © New York- Connecticut Sustainable
Communities Consortium*



NEW YORK & CONNECTICUT
SUSTAINABLE COMMUNITIES

Projects



SUSTAINABILITY IN NEW YORK CITY

Transit-oriented development is one of the central principles of **PlaNYC**. The plan aims to locate more than 95 percent of new housing opportunities in New York City within a half-mile (or less than a 10 minute walk) of transit. New York City currently has very low levels of energy usage and carbon emissions per capita. This is attributable in large part to the city's compact development pattern, which minimizes the need for automobile use and provides greater opportunities for lower-cost, lower-emissions transportation options. To further reduce the city's carbon emissions as outlined in PlaNYC, the city will need to grow along its transit network.

PlaNYC

PlaNYC is New York City's strategy to accommodate the City's expected growth to more than 9 million residents in the next few decades while at the same time strengthening its economy, combatting climate change, and enhancing quality of life for all New Yorkers. It includes initiatives undertaken by over 25 City agencies, and is regularly updated.

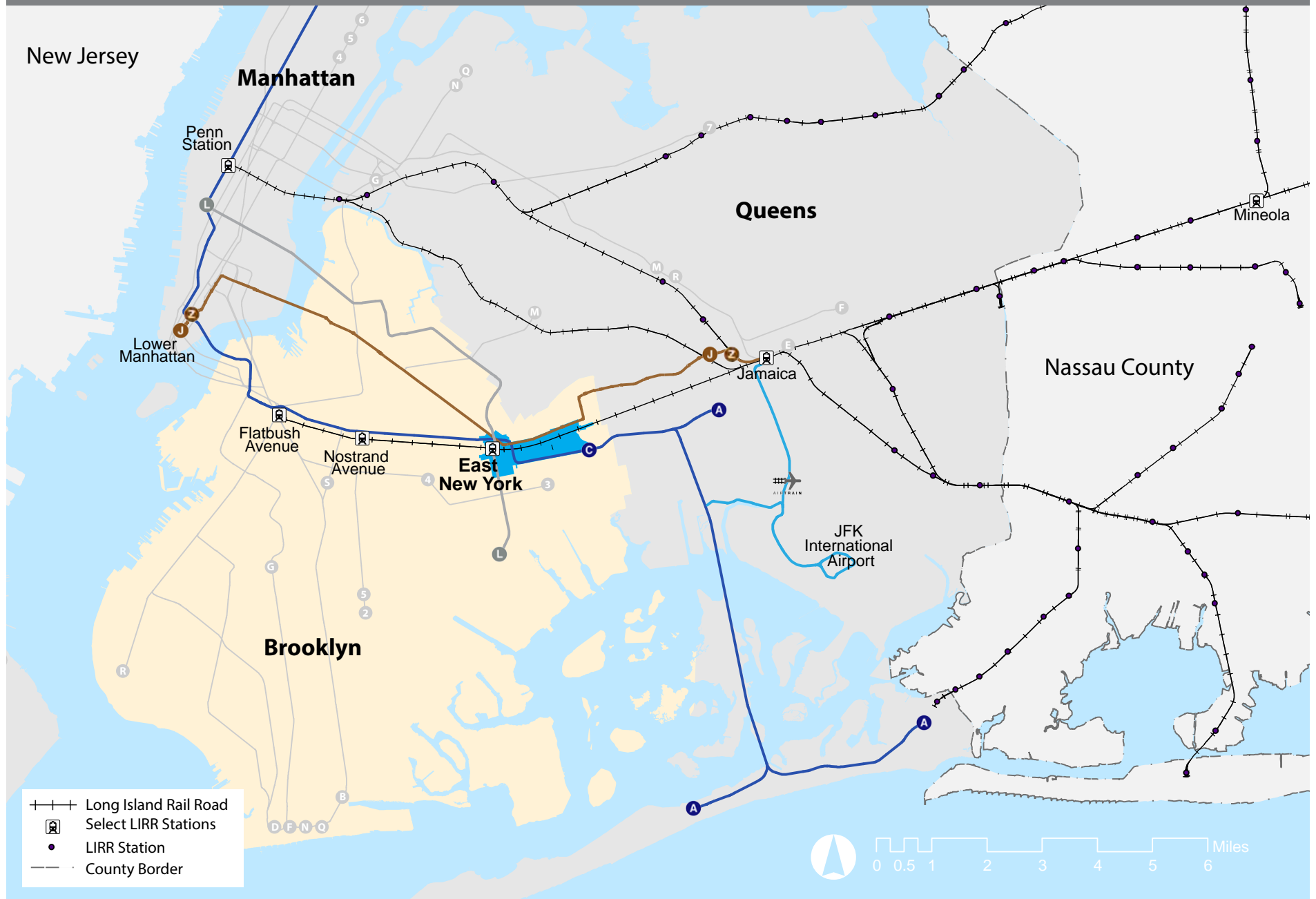
EAST NEW YORK

East New York was selected for this study because of its existing transit resources, its vibrant, diverse community and committed local organizations, and its potential to contribute to a more sustainable New York City. With a regional train line connecting the area to important centers in Long Island, Brooklyn and Queens; five subway services; several bus lines and numerous vacant and underutilized parcels, the area is well suited for transit-oriented development and has great potential for revitalization as a more complete mixed-use community with housing, jobs and services in close proximity to each other and to transit. Compact, higher density development will not only allow for more housing, including affordable housing, and neighborhood services, but will also enhance the area's environmental performance by reducing energy consumption as more residents are able to walk, bike and use transit as primary modes of transportation.

The study seeks to lay the foundation for such a community by coordinating neighborhood planning with transportation and sustainability recommendations. Five central goals of the study are to:

Planning Goals:

- Facilitate new housing opportunities, including affordable housing
- Improve access to fresh food and retail services
- Enhance the physical environment
- Facilitate job creation and improve access to job centers
- Incorporate sustainability into neighborhood efforts



PLANNING GOALS

FACILITATE NEW HOUSING OPPORTUNITIES

The availability of a range of housing choices in proximity to transit, retail and community services allows diverse groups of residents to work, shop and play close to home, greatly reducing the need for private automobiles. This in turn reduces household transportation costs as well as the space needed to accommodate cars within the urban environment. Allowing a diverse mix of housing types appropriate for a variety of lifestyles and incomes can support dynamic, accessible, mixed-income communities.

IMPROVE ACCESS TO FRESH FOOD AND RETAIL SERVICES

High quality retail and services such as grocery stores, restaurants, department stores, banks, fitness centers and child care are essential for creating active, vibrant neighborhoods that meet the needs of local residents. Such an environment also offers opportunities for local jobs and small businesses. Adequate residential densities are needed to ensure a local customer base to sustain a diversity of services and shops in a neighborhood.



*Left (sketch):
Proposed residential development and long-term land
use changes on Pitkin Avenue at Berriman Street.*

ENHANCE THE PHYSICAL ENVIRONMENT

Well-designed streets provide a safe and attractive environment for a pedestrians, bikers, transit users and drivers alike. Infrastructure elements that support multiple means of travel should include adequate travel and turning lanes for vehicles; bike lanes; adequate sidewalks, visible crosswalks, medians and curb extensions which all make walking along and crossing roads safe for pedestrians; bus shelters, benches, street trees and wayfinding signs which make streets attractive and accommodating for all users. Active storefronts and businesses at the ground level can help provide a sense of safety for residents and visitors by creating a pleasant and interesting environment and by bringing users to the street at various times of the day and night.

FACILITATE JOB CREATION AND IMPROVE ACCESS TO JOB CENTERS

Good jobs and stable employment enhance community prosperity. The presence of local jobs suitable for a variety of skill levels in diverse industries is a marker of a healthy economy. Additionally, accessible and efficient public transportation networks allow residents to access economic opportunities throughout the city and region. Such a neighborhood offers multiple public transportation options including transit, bus and regional connections. Public transportation should be convenient, easy to use, and accessible with easy transfers between modes of travel, clear wayfinding, and amenities such as bus shelters.

INCORPORATE SUSTAINABILITY INTO NEIGHBORHOOD EFFORTS

Neighborhoods can support public health, provide open space, promote energy efficiency and provide clean air and water. Neighborhoods that include parks within walking distance offer opportunities for physical activity and improved wellness. Street trees can provide shade as well as filter carbon dioxide and pollutants from the air. Green infrastructure elements such as bioswales and green roofs can help prevent localized flooding and filter stormwater, enhancing water quality for the entire region. Energy efficient design and renewable energy sources reduce energy consumption, lowering costs for residents and building owners while reducing harmful emissions and conserving resources.



*Right (photo):
Atlantic Avenue in Brooklyn Heights has a
pedestrian-friendly streetscape.*

PLANNING PROCESS

The Sustainable Communities East New York study builds on thorough data analysis and extensive community outreach. Project staff examined the area's history, analyzed demographic and socio-economic data, and conducted field work. Field surveys gathered data on land, building and ground-floor uses, the width and condition of streets, sidewalks and other public spaces, the location of street trees, and other physical conditions. A Technical Advisory Committee (TAC) consisting of City and State agencies active in the study area, provided technical and policy expertise, feedback on draft recommendations and identified possible opportunities for coordinated planning around future implementation.

Three phases of community outreach collected input from a variety of stakeholders including residents, Community Boards, business and property owners, elected officials and community-based organizations. Hundreds of community members attended more than 50 outreach events held in the course of the study, ranging from meetings with representatives from community-based organizations and elected officials to workshops and visioning sessions open to all area residents. Outreach activities included a Town Hall meeting at PS 89, a Community Visioning Forum for East New York at Community Board 5 offices, a Community Visioning Forum for Broadway Junction at Aspirations High School, outreach at Cypress Hills LDC's Verde Summit and a survey of business owners in the Industrial Business Zone.



Community Boards 5 and 16, which each cover portions of the study area, were highly engaged throughout the process. The project team updated the Board and their Land Use committees regularly and solicited input on plans. As part of the outreach effort, the project was also guided by a Community Advisory Committee (CAC), consisting of residents and representatives from local community-based organizations. Through this extensive outreach and public engagement residents identified key challenges and opportunities in East New York, as well as their vision for the future of the area.

*Above (photo):
Community members and City Planning staff during the
Broadway Junction walking tour organized by DCP.*

*Opposite Page - Left (photo):
Local residents discuss the neighborhood's assets and
priorities during the visioning event held in May 2012.*

*Opposite Page - Right (photo):
A participant at the Broadway Junction visioning event
reports back on ideas to revitalize the area.*

PHASE I

PROJECT INTRODUCTION AND PUBLIC INPUT

(Spring 2011—Spring 2012)

City Planning staff and community members worked collaboratively to refine study goals. Two visioning sessions for specific areas helped gather more targeted community input and identify key issues and opportunities. The first session included a walking tour and charette with participants. In the second session participants were led on a “virtual” tour through the study area before identifying challenges and opportunities. A survey of business owners complemented this initial outreach phase.



PHASE II

STAKEHOLDER FEEDBACK ON DRAFT PLANNING FRAMEWORK

(Fall 2012—Spring 2013)

A draft planning framework was developed based on land use surveys, technical analyses and community input from the first outreach phase. This framework laid out a vision for future development that would channel growth around key transit corridors, promote affordable housing opportunities and preserve existing neighborhood assets. The planning team met with Community Boards, the CAC and TAC to share the draft planning framework. These groups offered feedback which was integrated into the final planning framework.

PHASE III

STAKEHOLDER FEEDBACK ON FINAL RECOMMENDATIONS

(Summer 2013—Fall 2013)

The complete planning framework and recommendations were presented to stakeholders. These recommendations focused on creating a new center of activity at Broadway Junction as well as promoting job growth in the industrial area. Community members were receptive to this vision for how land use and streetscape changes in these areas of East New York could facilitate opportunities for new economic opportunities and improved access to transit.





EAST NEW YORK

IN CONTEXT



EAST NEW YORK

STUDY AREA CONTEXT

The Sustainable Communities: East New York study area is an approximately one-square mile area in eastern Brooklyn that includes portions of the East New York, Cypress Hills, Ocean Hill and Brownsville neighborhoods of Community Districts 5 and 16. The study area extends two miles east to west and is roughly bounded by Fulton Street to the north, Conduit Avenue to the east, Pitkin Avenue to the south and Powell Street, Mother Gaston Boulevard and Eastern Parkway Extension to the west. It is bordered by Highland Park to the north, the neighborhood of City Line to the east, the 'core' of East New York to the south, Brownsville and Ocean

Hill to the west and Bushwick to the northwest.

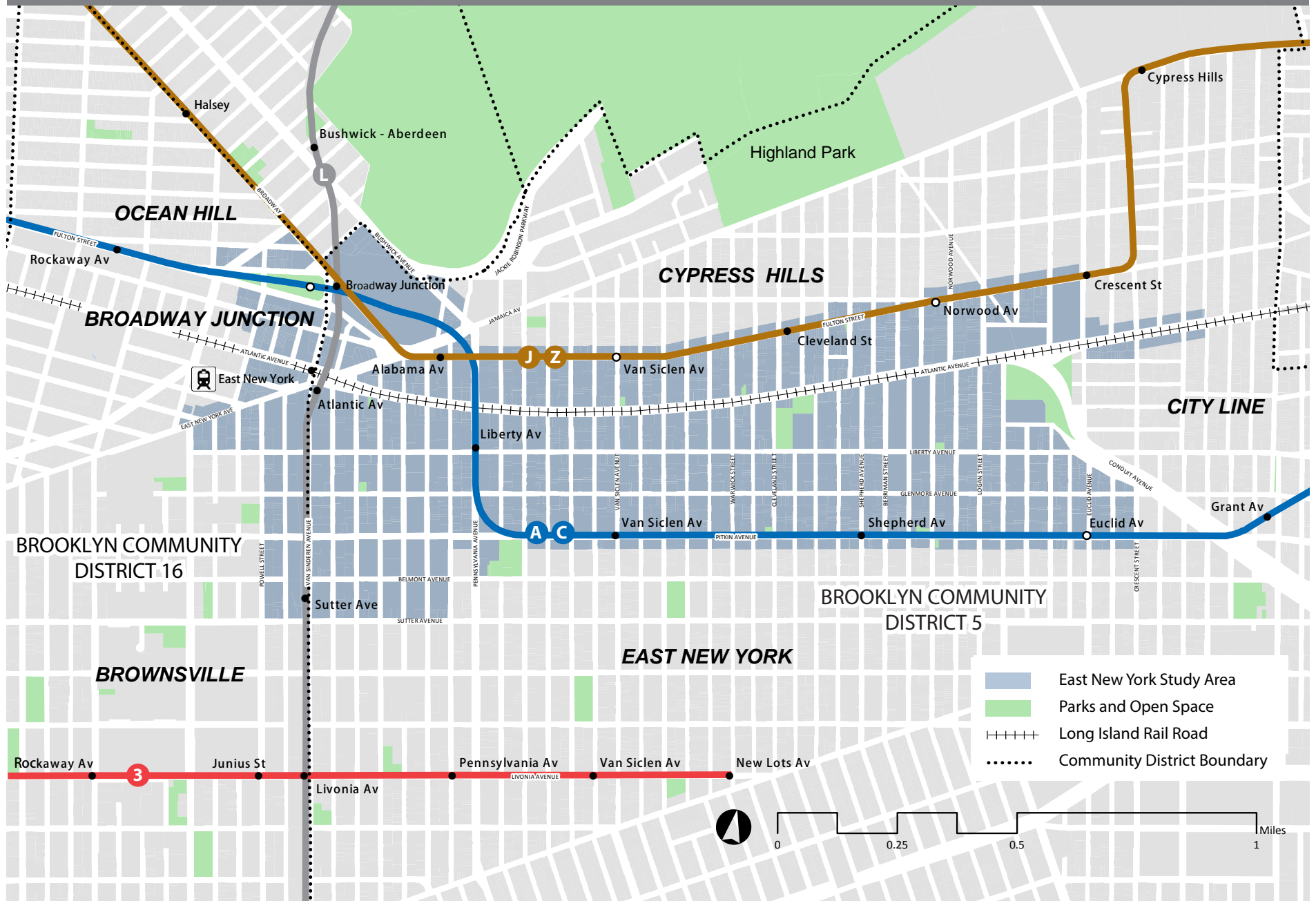
This area's rich transit access, numerous vacant and underutilized land parcels and strong community organizations already active in revitalizing the area present a unique opportunity to plan for community-based, sustainable and transit-oriented development. The study area is served by the Long Island Railroad (LIRR), a regional rail line providing service between Downtown Brooklyn and Long Island, five subway services and numerous bus lines, all of which traverse the area and converge in its western corner around Broadway

Junction. Many large parcels of land remain underbuilt or undeveloped due to changes in land use and despite economic improvement in the area. The area features active community-based organizations, such as the Cypress Hills Local Development Corporation (CHLDC), Arts East New York and the Local Development Corporation of East New York, which are already working to strengthen and revitalize this community. Furthermore, the CHLDC's work to develop strategies for the reuse of several large strategic sites under a New York State Brownfield Opportunity Areas (BOA) grant is an important complement to the goals of this study.



Above (photo):
A mural outside the Broadway Junction subway station.

SUSTAINABLE COMMUNITIES: EAST NEW YORK - STUDY AREA



EAST NEW YORK PAST TO PRESENT

EARLY GROWTH

In 1670, the first European settlers arrived in the area, after the Dutch West India Company had bought the forested land from the Canarsie Indians and begun farming, calling their new home “New Lots” to distinguish it from the “Old Lots” (now known as Flatbush) further west. These farms remained through the 1800’s even as Manhattan and the adjacent City of Brooklyn rapidly urbanized.

In 1835, the Connecticut merchant Colonel John R. Pitkin bought a large portion of the farmland, laid out a township called East New York and established a shoe factory at the intersection of Williams and Pitkin Avenues. A year later, the Long Island Rail Road opened its first section running along Atlantic Avenue between the Brooklyn waterfront and Jamaica, Queens. Small factories, including food-related businesses processing agricultural products from Long Island, railroad yards and other related uses, as well as mid- and low-rise residential buildings with stores on the ground floors, were built alongside the railroad on Atlantic Avenue. The former Borden Dairy building and the former Chloe Food facility are remaining examples of buildings from this agricultural past. Small apartment buildings and homes were built on either sides of Atlantic Avenue in Cypress Hills to the north and in East New York to the south.

Meanwhile the industrial district originally established by Colonel Pitkin continued to thrive, offering employment for residents of the burgeoning neighborhoods around it. This industrial district remained vital throughout the early twentieth century, when East New York was known as Brooklyn’s “Little Pittsburgh” due to its high concentration of industrial uses including steel fabrication. The industrial area was served by a north-south freight and passenger rail line running at grade at Van Sinderen Avenue. Factories, lofts and warehouses developed around this line, mixed with new dense tenements. Known today as the Bay Ridge line, this rail line connected Sunnyside, Queens, with the Bay Ridge-Sunset Park industrial waterfront.

Cypress Hills and East New York grew further with the extension of elevated transit lines in the 1880’s and 1890’s that connected neighborhoods of Queens with Downtown Brooklyn and Manhattan. Residential construction followed the elevated lines and along Fulton Street and Pitkin Avenue retail corridors developed with stores on the ground floors of small apartment buildings to serve the emerging neighborhoods.

*Opposite Page (map):
Dense development is apparent in East New York
(highlighted), spurred by the presence of rail lines.
Source: U.S. Geological Survey, U.S. Department of the Interior,
USGS Scanned Historical Quadrangle Standard, Version 1.0*

SURVEY MAP OF BROOKLYN - 1897



20TH CENTURY INFRASTRUCTURE INVESTMENT

In the first half of the 20th century, significant public transportation infrastructure investments resulted in the relocation of two of the at-grade railroad lines and one of the elevated transit lines below ground. These large public construction projects, part of a citywide effort to improve conditions as well as safety within the city, removed significant sources of noise and impediments to light and air, and positioned Cypress Hills and East New York for further growth.

As part of this effort, the Bay Ridge line was relocated in 1914 from at-grade to a tunnel beneath Broadway Junction and Atlantic Avenue and an open, below-ground trench to the south. Another such effort was the Atlantic Avenue Improvement project, a public works project conducted under the auspices of Robert Moses between 1939 and 1942, which buried the Long Island Rail Road below Atlantic Avenue throughout most of Brooklyn. At the East New York Station, which coincides with the Bay Ridge line tunnel, the tracks of the LIRR rose from below Atlantic Avenue to come to grade, lifting the roadway of Atlantic Avenue on its roof above on a new ten-block-long viaduct. East New York Avenue, running diagonally, was relocated in a tunnel below Atlantic and Van Sinderen Avenues. While this project replaced the barrier of the at-grade LIRR tracks along Atlantic Avenue in the area with a vehicular thoroughfare, the new viaduct cut off the Broadway Junction area to the north from Ocean-Hill/Brownsville to the south.

.....The first European settlers arrive in “New Lots”.

The Long Island Rail Road opened its first section running along Atlantic Avenue between the Brooklyn waterfront and Jamaica, Queens.

.....Bay Ridge line is relocated from at-grade to a tunnel beneath Broadway Junction and Atlantic Avenue and an open, below-ground trench to the south.

1670 1835 1836 1880's and 1890's • 1914 1939 and 1942

The Connecticut merchant Colonel John R. Pitkin buys a large portion of farmland, lays out a township called East New York and establishes a shoe factory at the intersection of Williams and Pitkin Avenues.

The extension of elevated transit lines spurs continued residential and commercial growth.

The Atlantic Avenue Improvement Project buries the Long Island Rail Road below Atlantic Avenue throughout most of Brooklyn, including East New York.



*Opposite Page (photo):
Vacant lot after the demolition of small homes
in East New York in the early 1990's.*

*Left (photo):
Long Island Rail Road tracks running along Atlantic
Avenue in 1938, just before they were buried.
Image: © Brooklyn Public Library-Brooklyn Collection*

'A' subway line is extended under Fulton Street from Broadway Junction through East New York under Pennsylvania and Pitkin avenues through Queens; elevated train structure over Pitkin Avenue is dismantled.

East New York loses 80 percent of its manufacturing jobs between 1960 and 1980.

Nehemiah Housing Program develops affordable two-story row houses in East New York.

.....1950's 1960's 1970's 1979 1980's 1983 2006

Between 1960 and 1980 the population of East New York decreases by a third and its housing stock is reduced by nearly half.

Local Development Corporation of East New York (LDCENY) founded; East Brooklyn Industrial Park established shortly after.

Cypress Hills Local Development Corporation (CHLDC) is formed.

East New York Industrial Business Zone is established.



Finally, in the mid-1950's, the City of New York extended the Independent System 'A' subway line it was constructing under Fulton Street from Broadway Junction through East New York under Pennsylvania and Pitkin avenues to the Queens border and beyond and dismantled the elevated train structure over Pitkin Avenue.

POSTWAR DECLINE

In the 1960's and 1970's, the population of Cypress Hills and East New York declined significantly, accompanied by disinvestment and abandonment of property. This change mirrored that of other working class neighborhoods around the city, including the South Bronx, Harlem and Brownsville. Between 1960 and 1970, African-American and Hispanic residents replaced white residents in Cypress Hills and East New York as the majority. During this time mortgage lending practices

contributed to widespread deterioration in East New York; when homeowners were unable to keep up their mortgage payments, the federal government foreclosed on their properties and the owners were forced to move, leaving many homes vacant. Formerly occupied blocks quickly deteriorated as vacant homes burned and then were demolished for safety. This created patches of vacant land that affected the value of other nearby homes, causing deterioration to spread further. Soon, much of East New York between Liberty Avenue to the north and Linden Boulevard to the south was marked by blocks of vacant buildings and a steep decline in property values. As a result, by 1980 the population of East New York had decreased by a third since 1960 (from 66,000 to 40,000 residents in the study area) and its housing stock was reduced by nearly half.

The physical decline of East New York and Cypress Hills was mirrored in the industrial area to the south of Broadway Junction as manufacturing moved out of New York City due to various factors, including the easier highway access available elsewhere, the need for larger building lots, and safety and security concerns. While New York City lost about half of its more than one million manufacturing jobs between 1950 and the mid 1970's, East New York lost 80 percent of its manufacturing jobs between 1960 and 1980. In East New York, the City identified the area south of Broadway Junction, between Junius Street and Pennsylvania Avenue, and north of Sutter Avenue as a potential area for industrial retention and expansion. Plans were drawn up for an "industrial park" in the area, and an urban renewal plan was created authorizing

acquisition of land by the City through eminent domain for the purpose of consolidation and assemblage in order to attract large industrial users. The East New York I Urban Renewal Plan was adopted in 1985 and the East Brooklyn Industrial Park was created.

RECOVERY

Beginning in the 1980's renewed public investment and private, grass-roots initiatives helped East New

*Below (photo):
Apartment building on Glenmore Avenue at Jerome
Street had fallen into disrepair in the early 1990's.*

*Opposite Page (photo):
Apartment building after rehabilitation in the late 1990's.*



York and Cypress Hills to stem their decline and begin a recovery that continues to this day. With the stabilization of the City's finances after the fiscal crisis of the late 1970's, the administration of Mayor Ed Koch embarked on an ambitious new City-sponsored housing program that set as its goal the rehabilitation of every vacant City-owned residential building. This program, led by the City's Department of Housing Preservation and Development (HPD), and implemented by both HPD and local, not-for-profit organizations working directly in the affected communities, resulted in the return of empty building shells to permanent affordable housing

managed by HPD and non-profits. In East New York and Cypress Hills, HPD and the Cypress Hills Local Development Corporation (CHLDC), formed in 1983 to strengthen Cypress Hills and its Fulton Street retail strip, rehabilitated all vacant buildings within these neighborhoods. The program resulted in the removal of physical blight from many blocks, stabilization of the many still intact existing residential blocks and the beginning of the return of residents to the area.

For the large swaths of vacant land created by the demolition of homes earlier in the 1970's and

1980's, the City initiated the Nehemiah Housing Program which developed small, two-story row houses. By providing affordable homeownership opportunities in modestly sized buildings, the program sought to reverse the tide of disinvestment and strengthen the fabric of the community. The program, initiated at the urging of the East Brooklyn Congregations, a faith-based organization founded in neighboring Brownsville, initiated a new phase of growth for the neighborhood. Following the success of the Nehemiah program, the City continued its investment in the neighborhood with new housing under the Partnership Housing program, as well as other programs, through a variety of non-profit sponsors. As a result, the population began to grow again after decades of decline.

The East New York Industrial Park, created out of a formerly mixed residential and industrial area, also experienced growth due to targeted investment and marketing by the NYC Economic Development Corporation and the stewardship of the Local Development Corporation of East New York. New uses included a business incubator at Pitkin Avenue and Junius Street, warehouses and numerous large school bus parking lots. In 2006, the City established Industrial Business Zones in industrially-oriented areas across New York City where expanded business services are available for industrial and manufacturing businesses, and replaced the East Brooklyn Industrial Park with this designation. Today, employment in the industrial area is rising – though the most significant increases have occurred in social services, with transportation-related employment as the only area of substantial industrial growth.



DEMOGRAPHICS

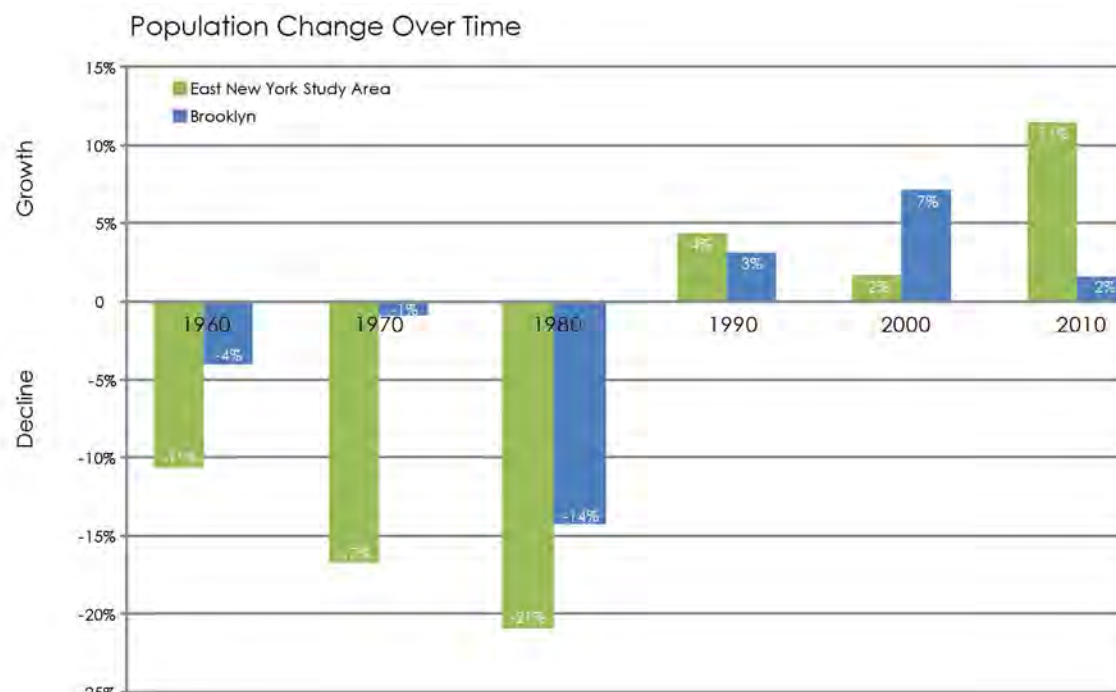
The population of the study area, currently at around 46,000 residents and growing at a faster rate than the rest of Brooklyn, has made a remarkable comeback since the 1990's but it is still significantly below the historic high of 66,000 reached in the 1950's. Most residents are either African American (51 percent) or Hispanic (40 percent). The area's African-American population has increased by 20 percent over the past 10 years, in contrast to Brooklyn and New York City as a whole, which have seen a loss in African-American residents. East New York residents are younger than the borough and city-wide average; just over 36 percent are under age 20, compared with 26 percent of Brooklyn residents.

East New York study area residents have lower incomes than Brooklynites overall: nearly half of all households make less than \$25,000 per year as compared with 31 percent of households across Brooklyn; 16 percent of households in the study area make more than \$75,000 per year, while 29 percent of households fall into this higher income range in Brooklyn.

Because of the comparatively low incomes, housing cost is a major concern for area residents, most of whom are renters (82 percent of households). According to data from the American Community Survey, 63 percent of renter households in East New York spend more than 30 percent of their monthly income on rent, as compared to 54 percent of renter households throughout Brooklyn. Spending



Above (photo): Students outside the Cypress Hills Community School.



more than 30 percent of income on housing is the threshold at which housing costs are considered to be a burden, reducing income available for other essential expenses such as food, health care, education and savings.

The proportion of unregulated rental housing units in East New York (45 percent) is slightly higher than across Brooklyn (41 percent) and the city (39 percent). Thus, while rental housing in East New York, regardless of restrictions on rental price, is currently more accessible to low- or moderate-income households than similar housing across the city, unregulated units are less likely to be protected from rising prices in the housing market.

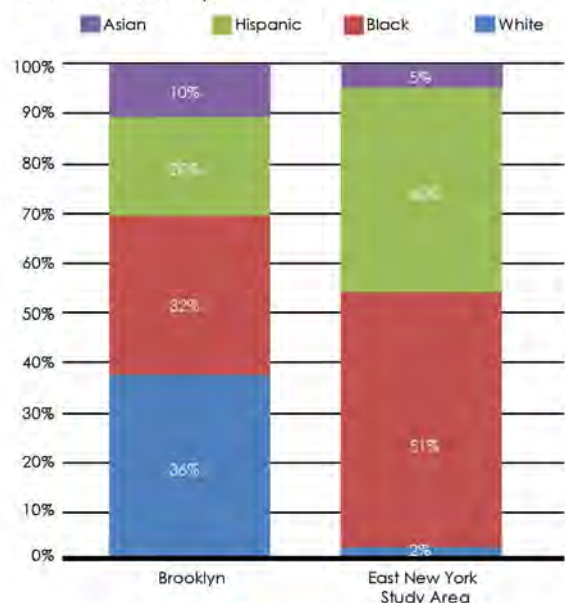
Basic educational attainment in the study area

is on par with Brooklyn as a whole, with about three quarters of residents 25-years or older having received a high school diploma. However, a substantial disparity exists with respect to higher education. Only 11 percent of East New York residents over 25 hold a college degree as opposed to nearly 30 percent of all Brooklyn residents. Although, according to the New York State Department of Labor, employment for East New York residents increased between 2000 to 2010, unemployment persists as a major issue, with just under half of the population over 16 employed as compared to 56 percent of the same population in all of Brooklyn. Consistent with lower levels of post-secondary education, employed East New York residents are more likely to be engaged in the service industries, manufacturing, transportation or

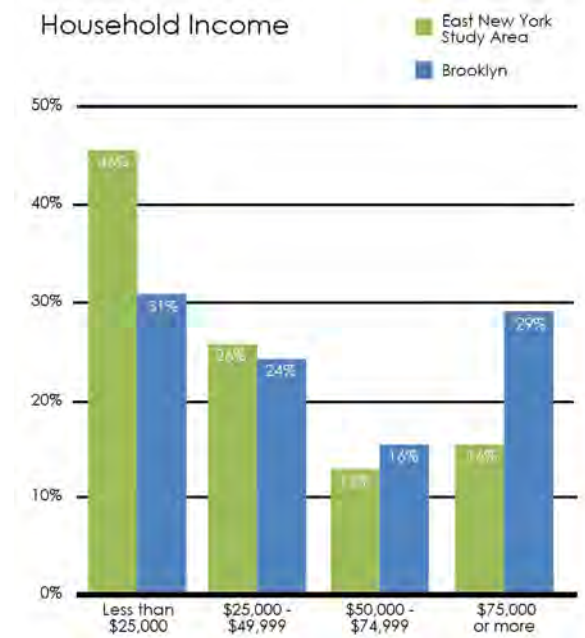
warehousing sectors, and less likely to be employed in finance, insurance, real estate, or professional services, than their counterparts across the borough.

Like the rest of the city, East New York has seen a dramatic decrease in crime in recent decades. While crime rates in New York City's 75th Police Precinct, which encompasses East New York, are still higher than in other parts of the city, most crime categories have seen a significant drop since the 1990's. For example, murder rates decreased by nearly 50 percent between 2001-2012. Despite the progress the neighborhood has made, East New York still has a higher rate of violent crime than most other areas of Brooklyn, which diminishes the quality of life for area residents.

Racial makeup



Household Income



Data Notes

For the purposes of this analysis, data for the following census tracts were examined: 365.02, 367, 908, 1134, 1144, 1150, 1152, 1156, 1166, 1168, 1170, 1178, 1192, 1194, 1196, and 1198.

Data Source for Population Change over Time:
Minnesota Population Center. National Historical
Geographic Information System: Version 2.0.
Minneapolis, MN: University of Minnesota 2011.

Data Source for Racial Makeup:
U.S. Census Bureau, 2010 Census Public Law 94-171 Files

Data Source for Household Income:
American Community Survey 5-Year Estimates, 2006-10

Compiled by Population Division, NYC
Department of City Planning

TRANSPORTATION

One of East New York's principal assets is transportation access. The area around Broadway Junction in the northwest corner of the study area serves as a major transit hub for regional rail, subway and bus lines, and provides quick access to Downtown Brooklyn, Jamaica, Lower Manhattan, Long Island and other employment and commercial centers in the region. The Long Island Rail Road has a station at Broadway Junction. Multiple subway and bus lines also converge here and then run east-west and north-south to serve the study area. The road network includes major thoroughfares, such as Atlantic and Pennsylvania avenues, that connect the area to the regional highway and truck network and provide access to JFK airport and other destinations across the City and region.

Anticipated Future LIRR Service in East New York

When the East Side Access project (the Long Island Rail Road connection to Grand Central Terminal), is completed the MTA will shift service on the Atlantic Terminal Branch in Brooklyn to a Cross-Borough shuttle service between Atlantic Terminal and Jamaica Station. The shuttle would run every 7-8 minutes during peak travel periods and every 15 minutes during non-peak hours, effectively doubling the frequency of service at the East New York Station. At Jamaica riders would be able to connect to all but one line of the Long Island Rail Road lines, as well as to the Airtrain to JFK Airport.

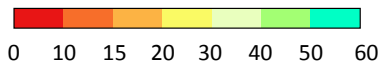


Left (photo):
Long Island Rail Road East New York Station.

BROADWAY JUNCTION - TRAVEL TIME BY SUBWAY

- New York City Subway
- +—+— Long Island Rail Road
- Broadway Junction subway station
- East New York LIRR station

Travel time (in minutes) by subway:



Travel times by subway and rail to major destinations in New York City:

Downtown Brooklyn

20 - 30 mins
10 mins (LIRR)

Lower Manhattan

20 - 30 mins

Midtown

30 - 40 mins

Long Island City

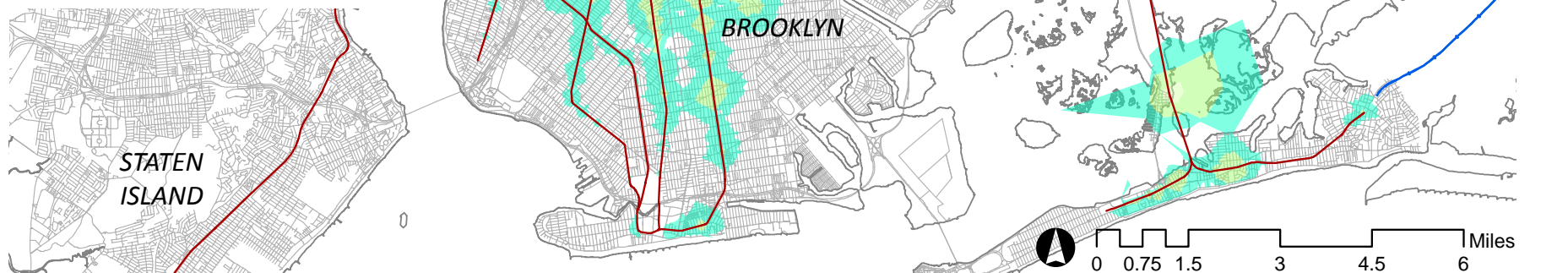
30 - 40 mins

Jamaica

30 - 40 mins
8 mins (LIRR)

JFK Int'l Airport

30 - 40 mins



TRANSIT

The Broadway Junction area is a key regional transit node comparable to other major hubs outside Manhattan including Atlantic Terminal or Jamaica Center. The area is served by five subway services (the A, C, L, J and Z lines) and multiple bus lines. From here it is only a 25 to 30 minute train ride to Lower Manhattan via subway. The East New York station of the Long Island Rail Road (LIRR), one of three LIRR stations in Brooklyn, is located at the convergence of Atlantic and East New York avenues in the Broadway Junction area. This regional rail service provides fast access to Atlantic Terminal in Downtown Brooklyn, to Jamaica Center in Queens, as well as destinations on Long Island. Mineola, Nassau County's government center, can be reached in less than 30 minutes via the LIRR.

The A/C runs below ground along Pennsylvania and Pitkin avenues with local stops at Liberty Avenue, Van Siclen Avenue, and Shepherd Avenue stations and an express stop at the Euclid Avenue station (which is also the terminus of the C train). The A/C provides a connection to Queens and JFK in the east and Downtown Brooklyn and

Manhattan to the north and west. The J/Z runs on an elevated track along Fulton Street, with stations at Alabama Avenue, Van Siclen Avenue, Cleveland Street, Norwood Avenue and Crescent Street. This line connects to Jamaica, Queens to the east and lower Manhattan to the west. Additionally, the L train runs through the industrial area along Van Sinderen Avenue, with stops at Atlantic Avenue and Sutter Avenue, connecting to Canarsie to the south and Bushwick and Manhattan to the north. Of all the stations in the study area, only the Euclid Avenue A/C station is accessible for transit riders with limited mobility.

Ten bus lines provide service to points within the study area. Atlantic Avenue is served by the Q24 bus running from Jamaica, Queens to Bushwick, Brooklyn. The B83 and B20 bus lines run along Pennsylvania Avenue. Each of these lines pass through Broadway Junction, which is also served by the Q56, B25 and B12 bus lines. The Q7, Q8 and B13 all connect to the Euclid Avenue station on Pitkin Avenue. The B14 runs along the southern border of the industrial area on Sutter Avenue.



STREET NETWORK

Several major Brooklyn streets intersect in this area, including Atlantic Avenue, Fulton Street, Broadway, and the Jackie Robinson Parkway, making East New York a gateway to Jamaica, JFK International Airport and Long Island for vehicular traffic.

Within most of the study area, Atlantic Avenue has a width of 120 feet and includes six moving lanes and two curbside lanes. A paved median contains vents for the LIRR tunnel below. Atlantic Avenue connects the neighborhood to downtown Brooklyn to the west, and Jamaica, Queens, Long Island, and, via Conduit Avenue, JFK Airport to the east. The avenue is a designated through truck route, and is heavily traveled by trucks moving goods

through the borough. Atlantic Avenue bisects the neighborhood from east to west, creating a divide between Cypress Hills to the north and East New York to the south with its fast-moving traffic and few safe crossings. East of Warwick Street, the street grids to the north and south of Atlantic Avenue do not align, and marked pedestrian crossings traversing the entire width of Atlantic Avenue are few and far between. This leads pedestrians to cross the busy street at unmarked locations, which has contributed to high rates of injuries and fatalities on the avenue.

The street network around Broadway Junction has been heavily impacted by the rail network. Atlantic Avenue runs above grade on a viaduct for ten blocks from Eastern Parkway Extension to Georgia Avenue while East New York Avenue is routed



*Left (photo)
Atlantic Avenue is a major thoroughfare which
is part of the city's truck network.*

through an underpass from Pacific and Junius Streets to Williams Avenue and Fulton Street. These configurations have created a disjointed landscape, as many areas are cut off by roadways, and has made the area extremely difficult for pedestrians to navigate.

Pennsylvania Avenue is the only major north-south connection in this area, connecting to the Jackie Robinson Parkway to the north and Linden Boulevard and the Belt Parkway to the south. Pennsylvania Avenue is an 85 foot-wide, busy, two-directional thoroughfare and a designated local truck route. Other north-south corridors are all single-directional, narrow streets. Fulton Street is a 70-foot-wide street carrying single-directional eastbound traffic through the study area while Pitkin Avenue is an 80-foot-wide two-way street.

BIKE NETWORK

East New York is served by several bike routes. The bike path along Liberty Avenue connects to the Bergen and Dean street bike paths which run to Downtown Brooklyn, and a bike route along East New York Avenue connects to the Eastern Parkway greenway which ends at Prospect Park. North-south bike lanes along Miller Avenue and Vermont Street connect to Highland park. These routes are part of the Brooklyn-Queens greenway which extends 40 miles throughout the two boroughs. The bicycle network in East New York and Brownsville has recently been expanded with new lanes along Pitkin Avenue, Mother Gaston Boulevard and New Lots Avenue, providing a stronger intra-neighborhood system and more connections to the regional bike network.



*Right (photo):
Biker on Liberty Avenue in East New York.*

SUBAREAS

EAST NEW YORK – CYPRESS HILLS



The East New York-Cypress Hills subarea is located east of Pennsylvania Avenue between Fulton Street to the north, Pitkin Avenue to the south and Conduit Avenue to the east. This area is characterized by the three mixed-use commercial corridors of Atlantic Avenue, Fulton Street, and Pitkin Avenue running east-west as well as a residential “core” comprised of low-scale rowhouses and semi-detached homes between these corridors. The neighborhood of Cypress Hills lies to the north of Atlantic Avenue and is characterized by a slightly lower scale of two-three story rowhouses than the neighborhood of East New York found to the south of Atlantic Avenue.

INDUSTRIAL AND BUSINESS AREA



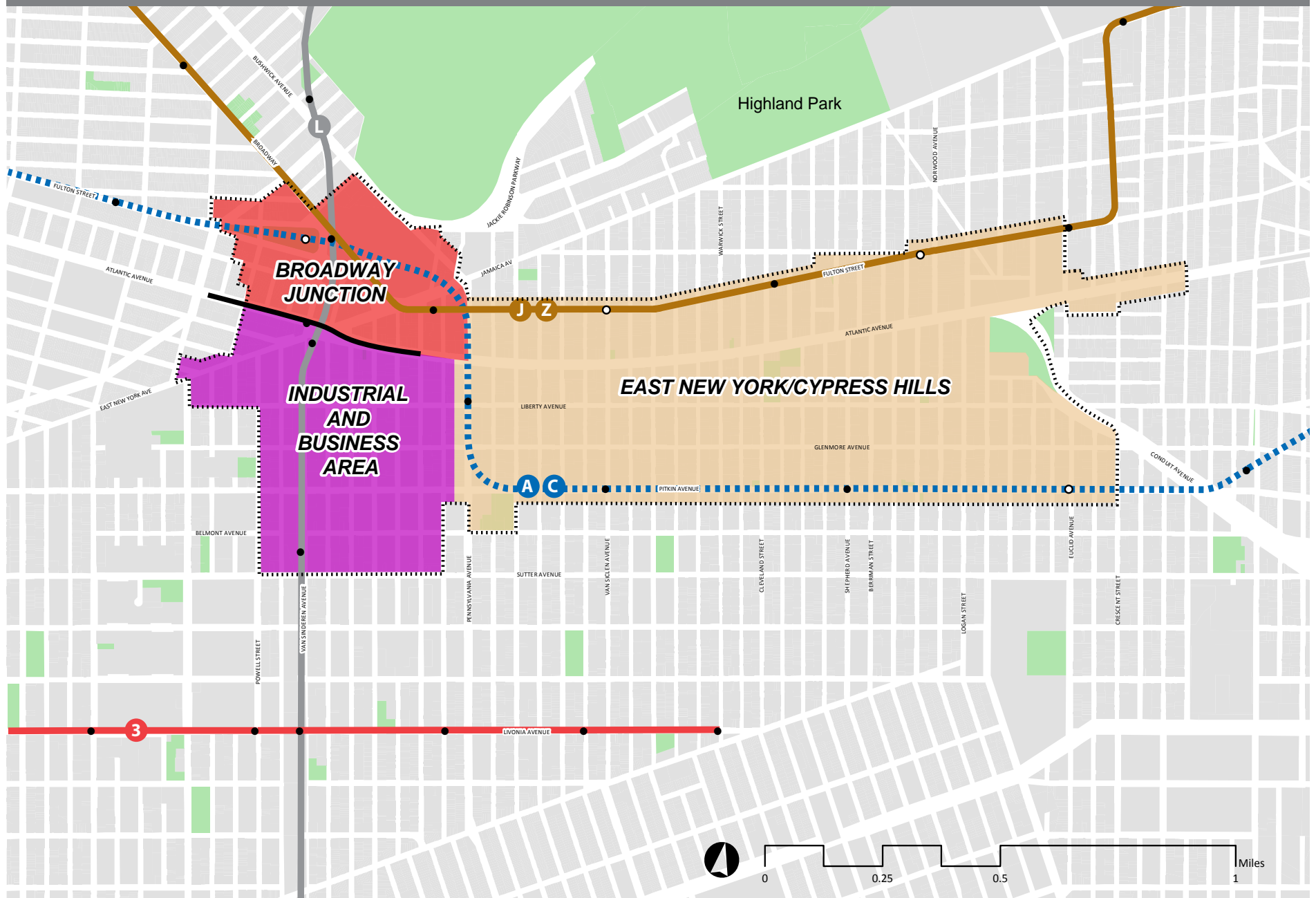
The Industrial and Business subarea roughly conforms to the boundaries of the East New York Industrial Business Zone and is defined by the prevalence of industrial and semi-industrial businesses. The area is roughly bounded by the axes of East New York and Atlantic Avenues to the north, Sutter Avenue to the south, Powell Street to the west and Sheffield Avenue to the east. Semi-industrial uses such as warehouses and vehicle storage make up the majority of current land use.

BROADWAY JUNCTION



The Broadway Junction subarea is a major transit hub surrounded by low-density semi-industrial, commercial, and residential uses. This subarea is roughly bounded by Atlantic and East New York avenues to the south, Pennsylvania Avenue to the east, Bushwick Avenue to the north, and Mother Gaston Boulevard and Eastern Parkway Extension to the west. Five subway lines and regional rail converge here, providing significant transit access for the surrounding community. At the same time, this transportation infrastructure, much of which is elevated, has contributed to the high number of vacant and underutilized sites. While most uses in the area are semi-industrial, some residential uses can be found in the western portion of the subarea.

SUSTAINABLE COMMUNITIES: EAST NEW YORK - SUBAREAS



LAND USE & ZONING

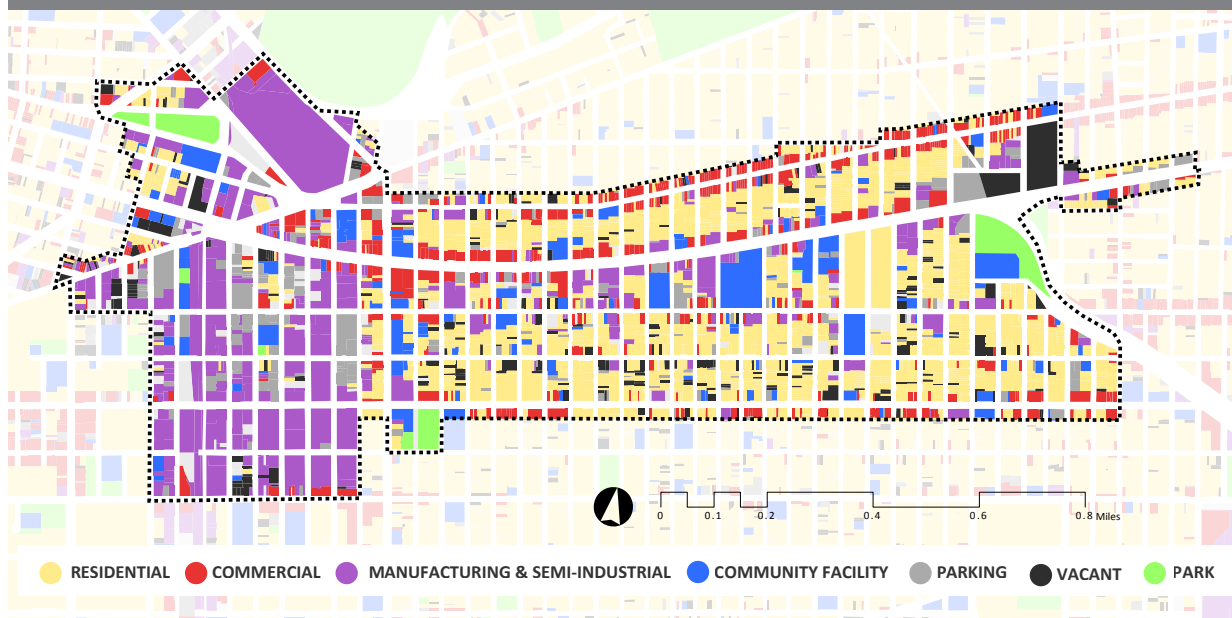
Land use describes the mix of residential, commercial, industrial and community facility uses found in a neighborhood as well as the density of development. The East New York study area contains all of these uses, as well as significant transportation infrastructure and vacant and underutilized land. Most of the study area, particularly east of Pennsylvania Avenue, is residential, characterized by two to three story rowhouses and small walk-up apartment buildings. Commercial corridors include Fulton Street, Atlantic Avenue, Pitkin Avenue, Pennsylvania Avenue and parts of Liberty Avenue. Along most of Fulton Street and Pitkin Avenue, these commercial uses

tend to be local retail and services such as delis, laundromats, and salons, while Atlantic Avenue as well as parts of Liberty Avenue and Fulton Street also contain semi-industrial uses such as storage facilities and auto repair shops. Industrial and semi-industrial uses are predominant in the industrial area south of Atlantic Avenue and west of Pennsylvania Avenue as well as around Broadway Junction. These areas also contain significant amounts of vacant or underutilized land.

Land use is influenced by zoning regulations, which control the types of new uses that are permitted, their density, and the size of new buildings. Overall, the

zoning in the study area restricts new development to a relatively low density, which is lower than the historic density of much of the neighborhood, and restricts the amounts of housing, including affordable housing, that can be built. Current zoning designations also prohibit or discourage a mix of uses and encourage auto-oriented commercial uses along major streets. In most parts of East New York the zoning has not changed since the adoption of the Zoning Resolution in 1961. This means that zoning districts do not necessarily reflect current uses or needs of the community.

STUDY AREA CURRENT LAND USE



Zoning

Zoning is a set of regulations established by the City which control the permitted uses, density and building form within an area. Zoning regulates what a property within an area can be used for – for example housing, stores or industry – how high a building can be built, and how much floor area it can contain. Zoning can encourage or restrict development, and is an important tool for guiding the future physical development of a neighborhood. Use is regulated through three primary types of zoning district in New York City: residential, commercial and manufacturing districts.

RESIDENTIAL DISTRICTS

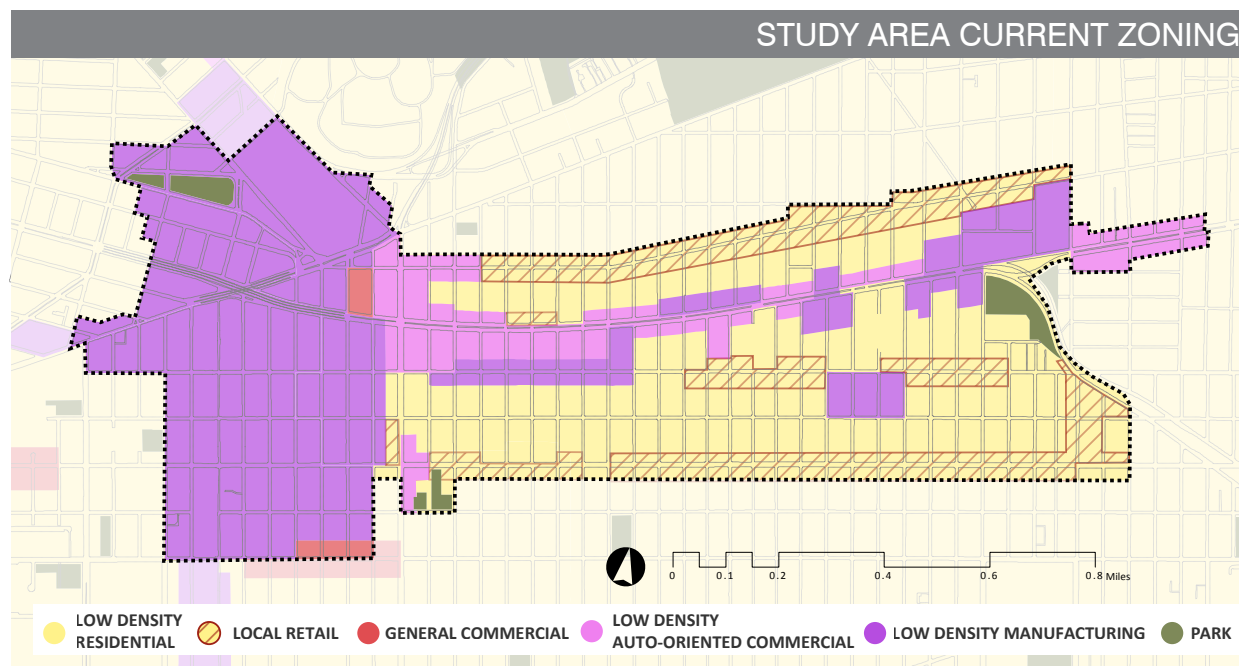
Residential districts generally allow different types of housing as well as community facility uses, such as schools, houses of worship, or health care facilities. The most common residential zoning district found in the study area, covering much of the area east of Pennsylvania Avenue, is R5. This is a relatively low-density district that requires front, side and rear yards as well as parking for most units, which may be provided in the front yard. This district limits building height to 40 feet and building footprint to 55 percent of the lot, and generally produces rowhouses or small apartment buildings. A small portion of the study area along Pitkin Avenue is part of a medium-density residential district (R6).

MANUFACTURING DISTRICTS

A large portion of the study area, including the Industrial and Business subarea, Broadway Junction and a number of blocks along Atlantic Avenue, are located in manufacturing districts, which allow a range of industrial uses, some commercial uses, and certain community facilities, but do not allow new residential uses. M1 manufacturing districts, which are the most common in the study area, allow for primarily light industrial uses that are generally enclosed. A small portion of the industrial area is zoned as an M3 district. This district allows a wider range of industrial uses, including open uses such as scrap yards and contractors yards, and a narrower set of commercial uses.

COMMERCIAL DISTRICTS

The most common commercial zoning district in the study area is C8, which is found along large portions of Atlantic Avenue, as well as smaller portions of Fulton Street, Pitkin Avenue and Pennsylvania Avenue. C8-1 and C8-2 are low-density districts that allow a range of commercial and community facility uses, including auto-oriented uses such as auto repair shops, gas stations and car washes, and semi-industrial uses such as warehousing and vehicle storage. Unlike most commercial districts, C8 districts do not permit new housing. This district requires substantial amounts of parking. A typical development in this district is a 1-2 story building surrounded by a large parking lot.



C1 and C2 commercial overlay districts, which are mapped within residential districts, allow for local commercial uses in combination with residential uses. They allow a range of local retail uses, including grocery stores, delis, salons, laundromats, restaurants and small scale retail at the ground floor of mixed use buildings. In the study area, these overlays are typically mapped over R5 residential districts, where limitations on building height and density limit the ability to provide housing with ground-floor retail.