

Community Board 1 — Borough of Brooklyn

WILLIAMSBURG WATERFRONT 197-A PLAN

As modified and adopted by the
City Planning Commission and the City Council



"A Matter of Balance: Housing, Industry, Open Space"



Department of City Planning
City of New York

Community Board 1 — Borough of Brooklyn

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City of New
Michael R. Bloomberg, Mayor

Department of City Planning
Amanda M. Burden, Director

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DCP# 02-08

INTRODUCTION



Under Section 197-a of the New York City Charter, community boards may propose plans for the development, growth and improvement of land within their districts. The plans are reviewed in accordance with standards and rules of procedure for 197-a plans which were developed and adopted by the City Planning Commission. Once approved by the Commission and adopted by the City Council, as submitted or as modified, 197-a plans serve as policy guides for subsequent actions by city agencies.

In 1998, Brooklyn Community Board 1 submitted two plans to the City Planning Commission for its consideration: one for the Williamsburg Waterfront in the southern part of the community district and the other for Greenpoint to the north. Both were adopted in January 2002.

This report on the Williamsburg Waterfront 197-a Plan provides information for those interested in the plan's policies and recommendations. It may also be of interest to other communities considering the 197-a process. The report contains three sections:

1. The final modified plan as set forth in the City Planning Commission report and resolution, dated December 5, 2001, and deemed approved by the City Council on January 25, 2002, pursuant to Charter Section 197-d(c).
2. The proposed Williamsburg Waterfront 197-a Plan, as originally submitted by Brooklyn Community Board 1 in October 1998 (including a March 1999 addendum but without technical appendices).
3. A matrix summarizing the plan's original recommendations and the final modifications proposed by Community Board 1 on November 5, 2001.



Section 1

City Planning Commission Report

City Planning Commission's consideration and resolution,
dated December 5, 2001, approving and modifying the 197-a plan

CITY PLANNING COMMISSION

December 5, 2001/Calendar No. 23

N 990151 NPK

IN THE MATTER OF a plan concerning the Williamsburg Waterfront, submitted by Brooklyn Community Board One, for consideration pursuant to Section 197-a of the New York City Charter. The proposed plan for adoption is called the “**Williamsburg Waterfront 197-a Plan**”, CD 1, borough of Brooklyn.

BACKGROUND

In an extensive process of public outreach and community participation that began in 1989, Brooklyn’s Community Board 1 articulated its vision for the Williamsburg waterfront in a comprehensive plan called the *Williamsburg Waterfront 197-a Plan*. Originally, a single plan was to cover all of the East River waterfront within the Community District, but in 1997 the Board decided to prepare two separate plans, one for the Williamsburg waterfront and another for the entire Greenpoint community. After several community workshops, public forums and outreach to the business community, the plan was drafted and presented by the Waterfront Committee to the full Board on August 11, 1998. Following a public hearing on September 16, 1998, the Board voted unanimously on October 14, 1998 to approve the plan for review pursuant to Section 197-a of the New York City Charter. The plan was submitted to the Department of City Planning on October 21, 1998, in accordance with the City Planning Commission’s *Rules for the Processing of Plans Pursuant to Charter Section 197-a* (197-a rules).

PLAN DESCRIPTION

The 197-a plan focuses on the East River waterfronts of three neighborhoods in the southern portion of Community District 1: Northside, Southside and South Williamsburg. A “working” waterfront for more than 100 years, the area has become increasingly mixed in character as manufacturing declined over the past few decades, as it has throughout New York City. Despite these declines, industrial uses continue to play a vital role in a community where both land uses and population are remarkably diverse.

The 197-a planning area extends south from Bushwick Inlet (North 14th Street) to the point at which the Brooklyn-Queens Expressway passes the Brooklyn Navy Yard. Generally two blocks deep along the waterfront, the planning area extends farther inland at two points to connect to McCarren Park to the north and Continental Army Plaza at the foot of the Williamsburg Bridge. For purposes of census data analysis, the plan delineates a larger study area consisting of 14 census tracts that extend to the Brooklyn-Queens Expressway.

Except for certain parcels in the southernmost portion of the planning area, the Williamsburg waterfront is zoned entirely for heavy industry (M3) and contains a number of large vacant or underutilized properties, including the former Brooklyn Eastern District Terminal (BEDT) in Northside and the Schaefer Brewery site in South Williamsburg, as well as an active sugar refinery, a fuel oil depot and a temporary state power plant. Upland sections of the larger study area are zoned for residential use at R6 or R7 densities, for light industry (M1), for local office and retail uses, or for a mix of residential and light industrial uses in the Special Northside Mixed Use District.

The major goals of the Williamsburg Waterfront Plan are to: increase waterfront access and public open space; encourage growth along the waterfront consistent with the scale and character of adjacent neighborhoods; foster mixed-use development in the Northside and Southside and residential development in South Williamsburg; promote a clean and safe living and working environment; promote local economic development that provides jobs and strengthens the residential and retail sectors; and support and strengthen existing ethnic and income diversity.

The first five chapters of the plan offer an introduction, a history of development in the Williamsburg area, a summary of population characteristics; analyses of existing conditions including zoning, land use, environment, open space and waterfront access, housing, business and jobs, transportation, historic landmarks, and community facilities; and a general discussion of the planning and development context of the waterfront including an overview of the *New*

York City Comprehensive Waterfront Plan. These chapters discuss broad policy issues but make no specific recommendations.

The sixth chapter responds to the conditions described in preceding chapters with approximately 60 specific recommendations guided by the community's planning goals. Like the existing conditions analyses, the recommendations are categorized as zoning and land use, environmental protection, open space and waterfront access, housing, economic development, transportation, historic preservation, and community facilities.

The plan's recommendations, some of which were deleted or modified by the Board during the course of review, offer both short-term strategies and long-range land use policy guidelines for the Williamsburg waterfront, including opportunities for development of a continuous waterfront esplanade and new or improved public open spaces, measures to support retention of light industry and, where appropriate, zoning proposals to encourage housing or mixed-use development compatible with adjacent communities. The recommendations also address enforcement and implementation issues pertaining to environmental conditions and adult entertainment regulations.

THRESHOLD REVIEW AND DETERMINATION

Pursuant to Section 3.010 of the 197-a rules, Department staff conducted a threshold review of the plan's consistency with standards for form, content, and sound planning policy and, on January 19, 1999, informed Community Board 1 that one recommendation regarding denial of variances was beyond the city's legal authority to undertake. The Board agreed to delete the reference to variances and submitted revised text on March 3, 1999. On June 28, 1999, the City Planning Commission determined that the *Williamsburg Waterfront 197-a Plan* met threshold standards for form and content, and environmental review commenced.

ENVIRONMENTAL REVIEW

This application (N 990151 NPK) was reviewed pursuant to the New York State Environmental Quality Review Act (SEQRA), and the SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 et seq. and the City Environmental Quality Review (CEQR) Rules of Procedure of 1991 and Executive Order No. 91 of 1977. The designated CEQR number is 00DCP036K. The lead is the City Planning Commission.

After a review of the potential environmental impacts of the proposed plan, a Negative Declaration was issued on January 5, 2000. It was determined that the 197-a plan would not, in itself, result in construction, funding, or approval of projects or changes in regulations by city agencies nor does the 197-a plan advance or effectuate any change or activity that would trigger environmental impacts.

On January 10, 2000 the plan was duly referred to Community Board 1 and the Brooklyn Borough President for review and comment, in accordance with Article 6 of the 197-a rules.

WATERFRONT REVITALIZATION PROGRAM CONSISTENCY REVIEW

This application (N 990151 NPK) was reviewed by the City Planning Commission in its role as City Coastal Commission for consistency with the policies of the New York City Waterfront Revitalization Program (WRP), adopted by the Board of Estimate on September 30, 1982 (Calendar No. 17), pursuant to the New York State Waterfront Revitalization and Coastal Resources Act of 1981 (New York State Executive Law, Section 910 et. seq.). The designated WRP number is 98-109.

On December 7, 1999, this action was determined to be consistent with the policies of the New York City Waterfront Revitalization Program.

COMMUNITY BOARD PUBLIC HEARING

In accordance with Section 6.020 of the 197-a rules, Community Board 1 did not hold a public hearing at this time since it held one on August 11, 1998 prior to filing the plan. The Board remained strongly in support of the plan and, at a later date during Commission review of the plan, voted on May 8, 2001 to approve modifications to the plan..

BOROUGH PRESIDENT RECOMMENDATION

The Borough President of Brooklyn held a public hearing on April 17, 2000 on the Williamsburg waterfront plan and, on May 15, 2000, submitted a resolution recommending approval of the plan. Offering strong support and assistance with implementation, the Borough President noted the plan's consistency with his 1998 *Strategic Policy Statement for the Borough of Brooklyn*, particularly policies that would encourage neighborhood planning; facilitate zoning that recognizes the mixed land use character of many industrial areas; initiate zoning changes where appropriate to facilitate housing and commercial development; and increase street tree planting, waterfront access and recreational opportunities. In conjunction with his unconditioned approval of the plan, the Borough President offered several comments for the Board's consideration.

CITY PLANNING COMMISSION PUBLIC HEARING

On June 14, 2000 (Calendar No. 2), the City Planning Commission scheduled June 28, 2000 for a public hearing on this application (N 990151 NPK). The hearing was duly held on June 28, 2000 (Calendar No. 7).

There were six speakers in favor of the plan and one speaker who presented an issue with respect to a specific element of the plan.

Speakers in favor included representatives of the Borough President; the New York State Senator representing the Williamsburg community; Community Board 1, and neighborhood organizations. All presented testimony strongly in support of the plan. Many speakers praised the planning process and emphasized the public benefit of improved access to the waterfront.

The Borough President's representative commended the plan and the work done by the Community Board. He urged the Commission to adopt the plan, reiterating the Borough President's positions with respect to protection of industry; rezoning of manufacturing areas with non-conforming residential uses to discourage adult entertainment establishments, and support for the reuse of the BEDT site for park or a combination of public open spaces and mixed uses. The representatives of the State Senator and a community group, Neighbors Against Garbage, also expressed support for the plan.

The Chair of the Community Board's Waterfront Committee gave a brief summary of the plan's history, emphasizing the broad community consensus involved in developing its objectives. The Board's 197-a consultant spoke of the intent throughout the planning process to balance the needs for residential, commercial and manufacturing uses in the area.

One speaker, representing the New York City Department of Sanitation, stated that Department's objections to any zoning changes in the Williamsburg area that would diminish the amount of M2 or M3 land available for waste management facilities.

CONSIDERATION

The Commission has carefully reviewed and considered the *Williamsburg Waterfront 197-a Plan*, as originally submitted by Brooklyn Community Board 1 on October 21, 1998 and as modified by the Board on March 3, 1999 and November 5, 2001. The Commission commends the Board and its Waterfront Committee for their collaborative approach in developing a 197-a plan responsive to the concerns of Williamsburg's residents and businesses and to the issues raised by city agencies affected by the plan. As a result of this cooperative effort, the plan as modified should result in a useful guide for city policy in keeping with the purpose and intent of 197-a plans.

In general, the Commission concurs with the plan's objectives and broad strategies for improving public access to the Williamsburg waterfront and for promoting residential and mixed land uses

where appropriate. The Commission observes that the plan is largely consistent with the Department's waterfront zoning regulations and its own waterfront plans, including the 1992 *New York City Comprehensive Waterfront Plan* and the 1994 *Plan for the Brooklyn Waterfront*.

Although the Commission paid particular attention to the land use-related proposals in its consideration of the plan, it takes note of the comprehensive scope of the plan, including recommendations for a variety of public investments and service improvements. The Commission urges other agencies to consider the plan as guidance for pertinent actions, but recognizes that many of the recommendations to enhance services or to expand public access to the waterfront are dependent upon funding availability, competing citywide priorities, and city agency constraints. In addition, many waterfront access enhancements are expected to take place over time, contingent on private residential and commercial developments subject to waterfront zoning public access requirements.

The Commission recognizes that much of the impetus for this plan stemmed from the community's strong opposition to waste transfer use on the waterfront, and its fervent belief that the waterfront is poised for significant land use changes that build upon its proximity to cohesive residential neighborhoods, thriving shopping streets and community facilities, mass transit, and its spectacular views of the Manhattan skyline. It further recognizes the great potential of the Williamsburg waterfront to become a part of vibrant upland neighborhoods.

Considerable progress has already been made toward achieving the plan's objectives, which are largely consistent with ongoing city initiatives. In the past three years, sections of the Williamsburg waterfront and upland areas have been rezoned to permit residential and commercial development and the Department is presently undertaking zoning studies of additional areas now zoned for industrial use. With the state acquisition of a portion of the BEDT site, plans for a new state park with New York University playing fields and a waterfront esplanade will increase public access to the East River waterfront. An adjacent waste recycling facility, opposed by the community in the past, is no longer pursuing a waste transfer station

permit and is actively marketing its site. Furthermore, in view of the fact that Community District 1 is the only district with more than 20% of the city's waste transfer stations, the Giuliani Administration has agreed that it will not permit any new putrescible or non-putrescible waste transfer stations to commence operations in the district.

With respect to the objections the Department of Sanitation (DOS) raised at the Public Hearing to rezonings of M2 and M3 properties, the Commission understands that City Planning and Sanitation staff followed up with further discussion of the matter. As a result of these discussions and an exchange of information, DOS will not oppose selective rezoning of East River development sites.

In addition to its land use and zoning recommendations promoting mixed-use development on waterfront sites and in certain upland areas zoned for manufacturing, the plan originally promoted a variety of actions to protect industrial enclaves. During the course of the 197-a plan review, it became clear that land uses had changed significantly in portions of the industrial areas. Certain areas were found to contain extensive residential use in the form of previously existing legal non-conforming homes or illegal loft conversions, calling into question the emphasis on industrial preservation and the establishment of industrial sanctuaries. After extensive discussion with Department staff, the Community Board reached consensus that these areas warranted thorough examination of existing land use conditions to determine the nature and level and industrial activity. The Board's revised recommendation calls for an examination of the entire M3 district between North 14th Street and Broadway (as well as certain upland M1 districts) and zoning map changes, where appropriate, to permit high performance light manufacturing, contextual medium-density residential, medium-density commercial, and mixed use. It should be noted, however, that areas within manufacturing districts near Bushwick Creek, McCarren Park and the Brooklyn-Queens Expressway still appear to be vibrant manufacturing districts, and warrant increased enforcement of zoning regulations and exploration of industrial retention strategies.

The Commission notes that the plan originally called for a limitation on the use groups permitted in M1 districts. Recognizing the citywide implications of such a proposal, and that application of a mixed use zoning designation (MX) could achieve its objectives in many areas, the Board revised its plan to call for formation of an interagency task force to study the principle of high performance zoning on a citywide basis.

The Community Board also recognized the citywide implications of its original recommendation regarding restrictions on adult uses and revised it to fit within the existing legal framework. The Board originally called for broadening zoning resolution restrictions on adult entertainment establishments to protect non-conforming residential uses in manufacturing districts.

Acknowledging that such a proposal could subject the regulations to further legal challenges and that recent amendments to the text strengthened the city's ability to enforce the regulations, the Board modified the recommendation to call for strong enforcement of the zoning regulations in manufacturing and commercial districts.

A recommendation to restrict the development of superstores was revised to support neighborhood-scale retail development, such as mid-size supermarkets, that serve the needs of the local community. The Commission understands that, while the Community Board supports zoning changes that would permit development of essential neighborhood retail services, it is strongly opposed to the development of stores that serve a larger market.

The Board deleted a recommendation regarding reuse of the Con Edison generating station on Kent Avenue since the site is located in Community District 2, outside the Community District 1 boundary. The Commission, however, acknowledges the Board's comment that development of the site should take into consideration its close proximity to areas of increased population and housing demand in Community District 1.

The Commission believes that the recommendations regarding the Brooklyn Eastern District Terminal should be further refined. This 20-acre site is located directly on the East River

waterfront, west of Kent Avenue, between North 4th and North 11th streets. New York University and the State of New York have recently agreed to purchase a two-block section, between North 7th and North 9th streets, for university ballfields and public use, and a waterfront esplanade. The 197-a plan specifies park use as the "preferred" option for the entire Eastern District Terminal site and mixed use rezoning, which would also allow residential and commercial use, as an alternative.

The Commission believes that mixed use zoning should be considered an equally desirable alternative on the remainder of this site, since any new development would require waterfront public access which could be connected to the future state park.

Finally, the Commission is pleased that the Department has already begun implementation of many of the plan's land use recommendations by undertaking the detailed studies needed for developing specific rezoning proposals for the area. The Commission acknowledges the complexity of the effort but nonetheless urges the Department to complete the proposals, in close consultation with the Williamsburg community, and to present them for public review as expeditiously as possible.

RESOLUTION

RESOLVED, that the City Planning Commission finds that the action described herein will have no significant effect on the environment, and be it further

RESOLVED, that the City Planning Commission, in its capacity as the City Coastal Commission, has reviewed the waterfront aspects of this application and finds that the proposed action will be consistent with WRP policies, and be it further

RESOLVED, by the City Planning Commission, pursuant to Section 197-a of the New York City Charter, that the plan, *Williamsburg Waterfront 197-a Plan*, submitted by Brooklyn Community Board 1, is approved with the following modifications:

Whereas, approved 197-a plans guide the future actions of public agencies; and

Whereas, approved 197-a plans cannot preclude subsequent actions by the City Planning Commission and the City Council in their review of possible future applications under other charter-described processes; and

Whereas, many of the zoning and land use recommendations in this 197-a plan will require subsequent approval of 197-c zoning map change applications, which have their own defined review procedures; and

Whereas, the recommendations and proposals contained in Chapter Six of the *Williamsburg Waterfront 197-a Plan* are hereby replaced and modified as follows:

WILLIAMSBURG WATERFRONT 197-A PLAN RECOMMENDATIONS

Zoning and Land Use

1. Capitalize on development opportunities along the Williamsburg waterfront to create a mixed-use community. Examine the entire M3 district between North 14th Street and Broadway to determine the nature and level of industrial activity in the area. Rezone, where appropriate, to permit high performance light manufacturing, contextual medium-density residential, medium-density commercial, and mixed use. Maximize opportunities for waterfront access and public open space.

Note: Community Board 1 recognizes that there are still a few viable heavy industrial uses on the waterfront, notably the fuel oil depot south of Bushwick Inlet and the

sugar refinery north of the Williamsburg Bridge. These facilities provide a significant number of jobs and should be supported. However, if land uses change and development opportunities arise on any of these sites, they should be rezoned to permit the same level of uses listed above, with ample provision for waterfront access and public open space.

Particular attention should be paid to rezoning to encourage high performance light manufacturing and job retention in parts of the district that have a solid manufacturing base. Other than the fuel oil facility there are few heavy industrial uses in the M3 district north of N9 St. The industrial retention principle central to this plan favors high performance light manufacturing uses in this area. M1 is generally compatible with the growing upland communities and their desire for waterfront access. (Sec #4a)

2. **(a) Brooklyn Eastern District Terminal:**

Either expand park use onto the entire site between North 4th and North 10th streets or rezone these blocks to permit contextual, medium-density residential, high performance light industrial, and neighborhood-scale retail uses similar to those in the adjacent Special Northside Mixed Use District. Every effort should be made to provide affordable housing on the site. In accordance with public access requirements of waterfront zoning, a sizable portion of the site should be set aside for public open space.

Note: In August 2000, New York State purchased a six- to seven-acre portion of the site with \$9.3 million in Environmental Bond Act money to create a new state park. Two full blocks from North 7th Street to North 9th Street between Kent Avenue and the river will be developed as sports fields and waterfront park through an arrangement between the state, the Trust for Public Land, New York University, and the local community. Negotiations are underway to purchase a strip of land adjacent to the waterfront between North 9th and North 11th streets for extension of the proposed promenade.

Waste Management is actively marketing its property south of North 7th Street. Discussions are taking place between the state and Four G's Trucking which owns the block between North 9th and North 10th streets about expanding the park to North 10th Street. CitiStorage has recently expanded its facility between North 10th and North 11th streets to consolidate its document storage operations.

(b) Schaefer Brewery Site

Determine potential of Schaefer Brewery site for reuse as residential or mixed-use

Every effort should be made to provide affordable housing on this site (see #30a).

Development should include a waterfront promenade in compliance with NYC waterfront access requirements (see #23).

Note: The City Planning Commission has approved HPD applications to permit development of approximately 350 housing units with ground floor retail space.

3. Explore the principle of high performance zoning on a citywide basis (see Greenpoint 197-a Plan). In the interim, consider rezoning M1 districts with a high concentration of non-conforming residential uses and substantial residential conversion activity to MX, which provides a higher level of protection from noxious or hazardous uses.
4. Study all of the M1 districts in the Williamsburg 197-a study area, as well the waterfront M3 district, to determine land use, density of manufacturing businesses and jobs, and degree of residential conversion activity.
 - (a) Protect areas with high levels of manufacturing/light industrial infrastructure, and few non-conforming residential uses from residential conversion. Parts of the M1 districts close to the Bushwick Inlet, McCarren Park and the BQE, in the northern sector of the study area, appear to have a strong manufacturing base and warrant increased protection. A higher level of protection may be achieved by implementing a pilot industrial retention program in collaboration with the NY Industrial Retention Network. Such a program would inform a citywide study of industrial activity and performance standards, and provide a model for a citywide industrial retention and enhancement policy (see #3).
 - (b) Rezone areas with a high concentration of non-conforming residential uses and substantial residential conversion activity to medium-density contextual residential and/or mixed use to create opportunities for residential conversion and

new residential development (see #1). The M1 districts corresponding to DCP Rezoning Subareas 8, 10 and 11 appear to have undergone substantial conversion activity. DCP should move swiftly to assess these areas to determine whether they are appropriate for rezoning to permit residential and mixed use.

5. Maintain the physical character, scale and density of surrounding buildings in new residential development; study the Northside Special Mixed Use District and two R6 districts for contextual rezoning potential.
6. Strongly enforce adult entertainment regulations in manufacturing and commercial districts.
7. Promote neighborhood-scale retail development, such as mid-size supermarkets, that serve the needs of the local community. The community is strongly opposed to development of superstores, which serve a much larger market. Williamsburg's relatively narrow streets cannot support the high level of car and truck traffic associated with superstores.
8. Rezone three blocks from North 6th Street to North 9th Street between Wythe and Kent avenues from M3-1 to permit a mix of residential, commercial and light industrial uses. Additionally, rezone the block from North 6th Street to North 7th Street between Wythe and Bedford avenues from M1-2 to mixed use.
9. Study both sides of Grand Street, between Wythe and Kent avenues, and both sides of Kent Avenue, between Grand and North 1st streets, for potential rezoning that would permit a mix of residential, commercial and light manufacturing uses.

Note: The Community Board has indicated that it plans to request DEC reports on the Radiac facility's safety practices and regulatory compliance.

Environmental Protection

10. Place a moratorium on new and expanding facilities until comprehensive and equitable transfer station siting regulations have been developed.

Note: City Council approval in November 2000 of the NYC Solid Waste Management Plan Modification contained companion legislation requiring the Department of Sanitation to do a comprehensive study of the city's commercial waste stream. Among other provisions, DOS must consider what would constitute good siting regulations – including clustering and saturation of transfer stations. In a separate agreement, the administration has agreed to a moratorium on the permitting of any new putrescible or non-putrescible waste transfer facilities in CD 1. Although it is unclear how long the moratorium will remain in effect, the Community Board strongly recommends that it be contingent on the study's completion and implementation of its recommendation.

11. Comply with Local Law 40 in the full spirit of the law.

Note: Community Board 1 recognizes that this is a citywide issue, but the district bears a considerable share of the city's waste transfer facilities and would gain protection, once the current moratorium is lifted, from clear and equitable siting regulations.

12. Institutionalize the Watchperson's Office as a self-sustaining, community-based resource .
13. Complete the Baseline Aggregate Environmental Loads (BAEL) Study expeditiously and develop policy and plans to respond to cumulative environmental impact.
14. Tailor the Good Neighbor / Clean Industries pollution prevention program specifically to Williamsburg's mixed use environment.
15. Create a multimedia (land, water, air) or comprehensive inspection program.
16. Invigorate the DEP/NYPD collaboration for enforcement of environmental regulations in the 90th and 94th precincts.
17. Adopt a long-term plan for tree planting throughout the study area.

Open Space and Waterfront Access

18. See #2a for proposed open space use of the former Brooklyn Eastern District Terminal site.
19. Continue to seek expansion of Grand Ferry Park onto the adjacent property now occupied by a New York Power Authority "temporary" 44-megawatt power plant. The Community Board strongly recommends that the site be retained for public open space once its temporary use has expired.
20. Eliminate inappropriate parking at the foot of Division Avenue and develop a sitting and viewing area. Install a traffic light at the Kent Avenue intersection. Seek funding and a maintenance entity for development and use of the street end as permanent public open space.
21. Encourage the rehabilitation of parks and open space along highways and bridges.
22. In the context of a long-term vision for connected parks and public open spaces along the waterfront, consider creation of an estuarine wetland at Bushwick Inlet with provisions for public access and recreational use.
23. Create a waterfront promenade that connects existing and new open spaces, waterfront parks, and piers. To pursue incremental development of waterfront promenades and open spaces in accordance with the goals of the Williamsburg and Greenpoint 197-a plans, consider creation of a North Brooklyn Waterfront Promenade/Park Coalition that includes community groups, relevant government agencies, citywide open space organizations, and Community Board 1

24. Provide physical access to the waterfront on all public streets. Open illegally closed streets immediately.
25. Establish North 14th Street as an identifiable pedestrian and bicycle link between Bushwick Inlet and McCarren Park, contingent on development of a waterfront promenade and public open space at Bushwick Inlet.
26. (a) Create a distinctive pedestrian/bicycle pathway on South 5th Street alongside the Williamsburg Bridge connecting Continental Army Plaza to a waterfront promenade and linking with the path on the bridge; (b) provide streetscape improvements along Broadway to facilitate pedestrian and bicycle traffic and connect the retail and transit node at Marcy Avenue to the proposed promenade and development at Schaefer Brewery; and (c) explore the feasibility of creating public waterfront access behind the Department of Transportation facility at Kent Avenue under the Williamsburg Bridge
27. Implement traffic calming measures on Kent Avenue, including traffic lights at key intersections. Construct safe, negotiable sidewalks along Kent Avenue, between Bushwick Creek and Division Avenue.
28. Improve lighting, sidewalks, and streetscape on Kent Avenue and on major streets leading to the waterfront.
29. Maintain visual corridors to the waterfront in all new development, even if streets are closed.

Housing

30. Maintain income diversity in Williamsburg by pursuing all opportunities to develop affordable housing.

(a) Capitalize on the availability of sizable vacant and underutilized waterfront sites to develop housing with affordable components..

(b) Maintain an inventory of city-owned property suitable for subsidized housing development in the 197-a study area.

(c) Explore ways of encouraging private developers of market rate housing to contribute to a housing development fund or set aside a certain percentage of units for low- and moderate-income households.

(d) Encourage tenant ownership of city-owned six-family multiple dwellings.

(e) Identify state, city, and federal subsidy programs that can be applied to the development of affordable housing.

(f) Continue to support existing housing development and community consultant groups, as well as new and emerging groups, to enable them to continue their housing, advocacy and community preservation efforts.

31. Develop housing to accommodate the needs of large and extended families, particularly in the Southside and South Williamsburg.

32. Encourage inclusion of affordable senior housing in any residential development, in consultation with the community.

33. Study the extent of loft conversions in Williamsburg and determine where, and by what criteria, loft buildings should be legalized. Encourage mixed-use that would allow for joint live/work space for artists and small home-based businesses. The Department of City Planning is urged to expedite its rezoning studies and expand the scope to cover all

manufacturing districts in the 197-a study area in order to obtain an immediate and accurate assessment of illegal conversion activity.

Economic Development

34. Preserve existing, high performance industry, and attract new business, light industry and services that are appropriate to mixed use development in the area.
35. Promote neighborhood-scale retail development and maintain diversity along existing retail corridors.
36. Encourage the establishment of a Business Improvement District (BID) or merchants association to boost image and strengthen business along Havemeyer Street in the Southside. Revitalize the lapsed Bedford Avenue BID.
37. Develop a locally run outreach program to recruit local businesses into the "Good Neighbors / Clean Industries" program, which provides technical assistance in pollution prevention.
38. Support initiatives, such as the Greater Williamsburg Collaborative and the NY Industrial Retention Network, that develop and implement strategies to: retain local businesses and jobs; provide entrepreneurial opportunities for local residents; and prepare the community for jobs in new and emerging industries and services that require a higher level of skills.
39. Create a community-driven Local Development Corporation (LDC) on the Williamsburg waterfront that will represent local businesses, provide technical support, and undertake economic development projects in the community.
40. Tap into major economic development initiatives such as the recently designated State Economic Development Zone and the proposed Round II Urban Empowerment Zone.

Transportation

41. Develop a traffic congestion mitigation program for the Williamsburg study area.
42. Undertake a comprehensive analysis of street conditions and implement an extensive street improvement program in the Williamsburg waterfront study area.
43. Improve truck movement through the area.
44. Work with DOT to make Kent Avenue and identified upland connections more bicycle and pedestrian friendly. In the long-term, consider the appropriateness of Kent Avenue as a truck route, given its transition to residential, mixed use and open space development.
45. Anticipate the expansion of bus service to and along the waterfront.
46. Increase subway service on the L line to accommodate increased population. Increase the frequency of service on the G line.
47. Include the Northside in any water taxi service on the East River.

Historic Preservation

48. Create a living community that also respects and reuses its historic structures whenever possible.
49. Consider designation of the former bank at 33-35 Grand Street as a historic landmark.
50. Create a historic corridor centered on Broadway, from the East River to Havemayer Street, incorporating approximately 15 historically significant buildings and sites.

51. Pursue discussions with the state, pending park development, regarding restoration and relocation of BEDT steam locomotive No.16 to commemorate the 150 years of rail service at the Brooklyn Eastern District Terminal.

Community Facilities

52. Create additional community facilities and services to accommodate Williamsburg's rapidly expanding and changing population, including schools, literacy centers, daycare, health facilities, nursing homes, youth facilities, senior centers, neighborhood retail services and cultural facilities.
53. Develop community facilities and retail services in coordination with new housing development.
54. Develop additional neighborhood services in the Northside.
55. Encourage development of additional recreational facilities for local youth; for example, consider the facility being proposed by El Puente between Kent and Bedford Avenues under the Williamsburg Bridge.
56. Extend the hours of operation at Metropolitan Pool.
57. Develop appropriate outdoor spaces for the display of community art and culture in the Southside.
58. Secure a new home for the growth of El Puente Academy for Peace and Justice.
59. Assist the Williamsburg Learning Institute in its search for a new home.

Plan Implementation

- 60. Establish a Waterfront Plan Oversight Committee at the Community Board to ensure that 197-a recommendations are executed.

- 61. Hire district office staff or ombudsman dedicated to monitoring and implementing the plan.

Addendum (to be included under Community Facilities on page 82)

Post-Secondary Education: Williamsburg contains two of the three Boricua College campuses in New York City. One of these campuses is on North 6th Street in the 197-a planning area. Boricua College was established in the mid-1970's . According to the college catalog, it is the first post-secondary educational institution in the United States specifically designed to meet the needs of Puerto Ricans and other Latinos. It offers a wide range of programs leading to the Associate of Arts, Bachelor of Arts, Bachelor of Science, Master of Arts and Master of Science degrees. It enrolls 1,200 full-time students.

The above resolution (N 990151 NPK), duly adopted by the City Planning Commission on December 5, 2001 (Calendar No. 23) is filed with the Office of the Speaker, City Council, and the Borough President in accordance with the requirements of Section 197-d of the New York City Charter.

JOSEPH B. ROSE, Acting Chairman

**ANGELA M. BATTAGLIA, AMANDA M. BURDEN, A.I.C.P.,
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KENNETH J. KNUCKLES, ESQ., JOHN MEROLO**, Commissioners



Section 2

Community Board's Proposed 197-a Plan

Community Board 1 Williamsburg Waterfront 197-a Plan
as submitted October 1998 and March 1999

*The
City
of
New York*



COMMUNITY BOARD No. 1

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RECORDING SECRETARY

CHRISTOPHER H. OLECHOWSKI
MEMBER-AT-LARGE

December 5, 2001

Dear Reader:

During the mid 1980's, Community Board No. 1 responded to the growing concerns emanating from residents and businesses focusing upon the district's deteriorating waterfront. Seeing that a more comprehensive approach was needed than just reacting to individual complaints, the Board established a Waterfront Committee that began to assess issues about conditions while simultaneously questioning the future use of its once active East River border. With limited financial and technical resources the Committee began to set out a path to seek remedy for the ills that were plaguing the waterfront. It was a leadership role that led to the great responsibility of sponsoring a community plan while gaining an overall consensus and testing a new planning process.

Although Community Boards are allowed to develop plans for their district, a plan's individual clout was never clearly defined. However, the City's Charter Revision in 1989 included changes that would allow Community Boards more empowerment with development plans. It provided guidelines and the appropriate mechanism that would officially furnish the way for review and adoption.

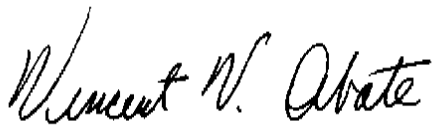
Community Board No. 1 seeing these changes on the horizon sought to harness this new planning ability. We made our announcement to New York City Department of City Planning of our intention to develop plans and diligently set forth on a purposeful planning odyssey. It was a journey that

would take over a decade to complete, culminating in two comprehensive neighborhood blueprints for the Greenpoint and Williamsburg neighborhoods. Each plan addresses many concerns and offers solid recommendations for improvement and future development.

These two proactive plans represent an uncountable total number of hours comprised of volunteer work, outreach efforts, public review, revision sessions, and a persistent search for resources, including enlisting support from elected officials and briefing encounters with City agencies. Each step along the way is marked with a milestone pointing towards completion, submission and the City's ultimate adoption. We look forward to seeing their respective recommendations implemented.

Planning for a Better Greenpoint-Williamsburg.

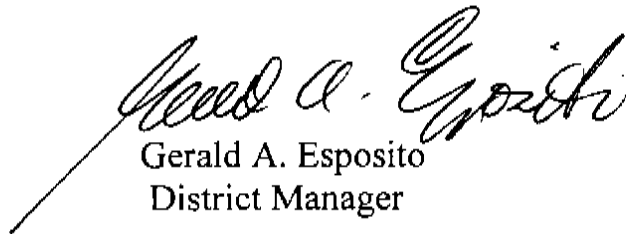
Sincerely,



Vincent V. Abate
Chairman



Julie Lawrence
Waterfront Committee
Chairperson



Gerald A. Esposito
District Manager

Community Board 1

Vincent V. Abate, Chairman

Gerald A. Esposito, District Manager

WILLIAMSBURG WATERFRONT 197-a PLAN

“A Matter of Balance: Housing, Industry, Open Space”

Executive Summary

October 1998

Prepared for the Waterfront Committee of Community Board 1 by:

**Robert Perris
Jocelyne Chait**

**The Municipal Art Society Planning Center
Pratt Institute Center for Community and Environmental Development**

EXECUTIVE SUMMARY

Introduction

The Williamsburg waterfront has served as an industrial working waterfront for over 100 years. During the past few decades, however, water dependent heavy industry has diminished along the waterfront leaving large stretches open to other possible uses. There is a danger that, if left unplanned, haphazard development will occur along the waterfront that is detrimental to the existing inland communities as well as a broad range of viable industrial and commercial businesses that serve as an important source of local employment. By working together, community residents and businesses have produced a comprehensive plan for the waterfront that will guide future development in such a way that maximizes the waterfront's assets and provides public access and enjoyment, while sustaining nonpolluting light industry; retaining and creating jobs; and preserving the ethnic and income diversity of Williamsburg's growing residential population.

Study Area

The Williamsburg 197-a plan covers the Williamsburg waterfront, from the Bushwick Inlet south to where the Brooklyn Queens Expressway (BQE) passes the former Brooklyn Navy Yard. The "planning area" generally runs two blocks in from the waterfront. At two points, however, it extends inward to connect the waterfront to existing parks: McCarren Park in the center of Community District 1 and Continental Army Plaza at the foot of the Williamsburg Bridge. Recommendations for the waterfront are based on analysis of a broader "study area", extending from the East River to the BQE and including three neighborhoods: the Northside, the Southside, and South Williamsburg. While these neighborhoods have similarities in terms of their relationship to the waterfront and the industrial, economic, and environmental issues they confront, they each have distinct characteristics and needs that require individual attention. The purpose of the plan is to incorporate both overall and neighborhood-specific proposals for the development of the waterfront and adjacent areas.

Planning Process

For several years the Waterfront Committee of Brooklyn Community Board 1 has been working toward a comprehensive plan for the district's waterfront. Community participation on the Greenpoint/Williamsburg waterfront plan began in 1989 with five open meetings facilitated by a planning firm hired by the Community Board. These sessions informed designs for the former Brooklyn Eastern District Terminal and the Greenpoint Terminal Warehouse, the two largest underutilized waterfront sites in the district. Upon completion of the architects' plans, however, there were calls for broader community participation.

In February 1993, a community group, Williamsburg/Greenpoint Organized for an Open Process (WOOP) hosted a day long workshop to further explore what people would like to see on the waterfront. This workshop served as a

Williamsburg Waterfront 197-a Plan Executive Summary

model for additional workshops held in South Williamsburg, the Southside, the Northside, and Greenpoint in 1995. The Department of Urban Affairs and Planning at Hunter College ran a graduate planning studio on the waterfront concurrent with these workshops. Early in 1997, participants from Greenpoint decided to include their recommendations for the Greenpoint waterfront in a separate 197-a plan for their entire neighborhood.

The Williamsburg Waterfront 197-a Plan was refined and completed over the past year with the technical assistance and resources of the Municipal Art Society (MAS) and the Pratt Institute Center for Community and Environmental Development (PICCED). A community-wide forum held in March 1998. Two business meetings, one held in February and the other in May of this year, solicited additional input and comments from the business community. A final public hearing of the plan was held by Community Board 1 in August and September.

Historical Development

The development of Williamsburg since colonial times has been influenced by several interrelated factors: its location on the water; accessibility; immigration trends; and zoning, or lack thereof. Additionally, certain events, technical innovations and specific business ventures have contributed in shaping Williamsburg's mixed-use character and setting the stage for many of the present conditions and issues addressed by this plan. The completion of the Williamsburg Bridge in 1903 opened up the possibility of walking to work and resulted in a surge of immigration from Manhattan's congested Lower East Side. The confluence of immigration, which provided cheap, plentiful labor, and growth of water-dependent industry along the waterfront during the nineteenth century built a thriving local economy. Unregulated housing and industrial development during this period contributed directly to Williamsburg's mixed use character. Development of the sugar industry, beginning in the mid-1850's, stimulated the growth of many support industries, as well as banking and insurance institutions. The Domino Sugar Refinery still occupies a substantial portion of the waterfront, from South 5th Street to Grand Street. The Brooklyn Eastern District Terminal, established in 1874, facilitated the movement of freight by barge from New Jersey to Brooklyn's Eastern District. By the late 1800's the BEDT stretched from North 4th Street to North 10th Street.

Population Characteristics

The population of Williamsburg is characterized by cultural, religious, racial and ethnic diversity, resulting from successive waves of immigrants since the mid-nineteenth century. It is a rapidly expanding population. From 1980 to 1990 the population in the waterfront study area increased by ten percent, from 37,356 to 41,138. Since 1990 it has continued to increase at a significant rate, due to natural growth (particularly in South Williamsburg) as well as immigration. Between 1990 and 1994, 6,641 new immigrants (a population increase of 16.1%) settled in Williamsburg, arriving at an increasing rate over the four year period. The availability of affordable loft space in close proximity to Manhattan has also led to an influx of residents, many of them artists, from other parts of New York City and beyond.

Williamsburg Waterfront 197-a Plan Executive Summary

Generally, Williamsburg's population is very young, with 37% under 18 years of age. The high proportion of young people, coupled with the relatively young age of new immigrants, and the high rate of internal growth, has strong implications in terms of housing, education, community facilities and employment.

Just over half of the population aged 16 years and older participates in the labor force. Nearly one quarter of those in the labor force is employed in the manufacturing sector, twice the level for Brooklyn and New York City as a whole. The population is relatively poor. According to the 1990 Census 45% of residents live below the poverty level. Low employment and income levels in this community reflect relatively low levels of educational attainment. Only 44% of adults over 25 years of age have attained a high school diploma or higher level of education. Language also presents a significant obstacle in terms of employment and income, particularly considering the increasing number of immigrants from Central America. Nearly three-quarters of the population reported that they speak a language other than English at home and 40% reported that they do not speak English very well.

Community Vision and Goals

Throughout the planning process, Williamsburg residents have articulated a vision of the waterfront as a valuable resource and public amenity. The underlying goals of the Williamsburg Waterfront Plan are to:

- Conform waterfront development to adjacent neighborhoods
- Increase waterfront access and public open space
- Promote a clean and safe living and working environment
- Promote local economic development
- Support and strengthen existing diversity

Issues and Recommendations

Zoning and Land Use

Issues

Current zoning in Williamsburg follows a pattern of heavy manufacturing along the East River, with a light manufacturing district acting as a buffer to a core residential zone. Commercial overlays are located along major streets in each of the three neighborhoods. Two C8-2 commercial districts are located along Grand Avenue and a C4-3 commercial district is centered on Broadway, Havemeyer Street and Marcy Avenue.

Williamsburg Waterfront 197-a Plan
Executive Summary

Although zoning and land use generally concur, there are numerous exceptions resulting from years of unregulated growth, with nonconforming residential uses continuing to exist in industrial areas. The Special Northside Mixed Use District was created in 1974 to accommodate the existing mix of housing and industry.

The Department of City Planning is studying parts of Community District 1 to decide if they should be rezoned from manufacturing to residential use in order to address the district's critical housing shortage. Seven of the twenty-two subareas in the rezoning study lie within or overlap with the 197-a study area. The first of these, Subarea 12, was recently approved for rezoning from primarily manufacturing to residential and commercial use.

The combination of residential growth, changes in types of industry in Williamsburg, and a wide range of city proposals sends mixed signals. Some residential and industrial investors have been afraid to act because of the possibility that later planning decisions may reduce the value of their investment. In other cases, the prospect of residential rezoning has driven up industrial property prices and held up development on underutilized sites.

Recommendations

- Capitalize on development opportunities along the Williamsburg waterfront — i.e.: the Brooklyn Eastern District Terminal site, the former Schaefer Brewery and the Con Edison generating station — to create a vibrant mixed use waterfront community.
- Limit use groups more narrowly than currently permitted in M1 zones and strictly enforce performance standards.
- Protect viable industrial areas from residential development by establishing industrial sanctuaries.
- Maintain the physical character, scale and density of existing surrounding buildings in new residential development.
- Broaden Zoning Resolution restrictions on adult entertainment establishments to protect non-conforming residential uses in manufacturing districts.
- Promote neighborhood scale retail development that strengthens existing retail corridors. Restrict the development of "superstores."
- Extend the Special Northside Mixed Use District to Kent Avenue, between North 6th and North 9th Streets.
- Add Grand Street, between Wythe and Kent Avenues, and Kent Avenue, between Grand and North 1st Streets, to DCP Rezoning Subarea 10 with the ultimate objective being residential rezoning for those blocks.

Environmental Protection

Issues

Environmental concerns in Williamsburg are enmeshed with demographic, land use, and economic issues. Community District 1 has the highest percentage of land zoned for industry in New York City. It also has the highest walk-to-work ratio, with industry providing jobs to a low income, largely immigrant population. However, the mix of factories and homes puts some residents in close proximity to hazardous substances used in, or resulting from manufacturing.

In most cases in Williamsburg, environmental protection must rely on enforcement. Enforcement is often inadequate, however, because many environmental laws are based on voluntary self-reporting and, where inspections are required, there are either too few inspectors or they are limited to inspecting a single aspect of a facility. Enforcement also does not address the cumulative impact of several hazardous facilities in one area. Many of these issues are being addressed by the Greenpoint/Williamsburg Environmental Benefits Program (EBP), the product of a court settlement against the city for violations at the Newtown Creek Water Pollution Control Plant.

The EBP has begun several pilot projects in conjunction with the city's Department of Environmental Protection, including the creation of an "Environmental Watchperson's office," to monitor conditions and assist people with environmental problems. Some of these initiatives are still incomplete and others have not lived up to their promise. Furthermore, inadequate funding continues to threaten the continued existence of the Watchperson's office.

The severe shortage of trees in many parts of Community District 1, including much of the study area, has been exacerbated recently by an infestation of the Asian Longhorn Beetle. Replacement planting will not address the need to increase the number of trees in the district to levels that are comparable to Brooklyn and New York City as a whole.

By far the major environmental issue facing the community at present is the permit application by USA Waste to operate an expanded waste transfer facility on the Brooklyn Eastern District Terminal site. Although this is the only transfer station in the 197-a study area, it generates a substantial number of trucks per day. Expansion of the facility will bring in an additional 450 to 500 trucks per day. This will have a deleterious effect on an area that is overburdened with truck routes and already has a high volume of truck traffic.

Recommendations

- Deny USA Waste's application for an operating permit for a transfer station on Kent Avenue in the Northside.
- Place a moratorium on new and expanding facilities until comprehensive and equitable transfer station siting regulations have been developed.
- Comply with Local Law 40 in the full spirit of the law.

Williamsburg Waterfront 197-a Plan Executive Summary

- Create a special M3 zone especially for transfer stations, reflecting the substantial difference between these and other forms of heavy industry.
- Institutionalize the Environmental Watchperson's Office as a self-sustaining, community-based resource.
- Complete the Baseline Aggregate Environment Loads (BAEL) Study expeditiously and develop policy and plans to respond to cumulative environmental impact.
- Tailor the "Good Neighbors/Clean Industries" pollution prevention program specifically to Williamsburg's mixed use environment.
- Create a multimedia, or comprehensive, inspection program.
- Invigorate the DEP/NYPD collaboration for enforcement of environmental regulations in the 90th and 94th Precincts.
- Amortize the permit of the Radiac hazardous waste transfer facility.
- Adopt a long-term, rational plan for tree planting throughout the study area.

Open Space and Waterfront Access

Issues

There is only one, half-acre, city park and very little public open space along the East River in Williamsburg. Most of the open space that does exist is compromised in some way. The shoreline of Bushwick Inlet is a large open space with broad vistas, but the privately owned site is fenced off and the land is regularly defoliated. The former Brooklyn Eastern District Terminal site in the Northside has been used for fishing and other passive recreation uses for several years, albeit illegally. The recent reconstruction and transfer of Grand Ferry Park to the Parks Department is the sole positive development of open space on the waterfront.

There are four existing parks near the waterfront and another that has been mapped but not developed. Two of the parks are at a moderate distance from the water: McCarren Park, the largest park in the community district containing several playing fields; and Continental Army Plaza, at the foot of the Williamsburg Bridge. The playground adjacent to the Jose de Diego Elementary School (P.S. 84) on Grand Street was badly damaged by the Asian longhorn beetle infestation and is currently being redesigned. The Roberto Clemente ballfield at the north end of the "super-block" between Kent and Wythe Avenues, in South Williamsburg, has recently been completed. The open space at the southern end has not yet been developed.

Not only are there few parks near the waterfront but waterfront access and views are limited by ongoing industrial and municipal uses located directly on the water, many of them extending for several blocks. The closing of mapped streets also blocks view corridors and waterfront access.

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Recommendations

- Develop the former Brooklyn Eastern District Terminal site (BEDT), from North 5th Street to North 11th Street, as a public park. Use funds from the 1996 Clean Water/Clean Air Bond Act for site acquisition.
- A second option is to rezone the BEDT site to mixed use, setting aside a sizable portion of the site for public open space and writing a Waterfront Access Plan for the balance of the site.
- Provide physical access to the waterfront on all public streets. Open illegally closed streets immediately.
- Create a waterfront promenade that connects existing and new open spaces, waterfront parks and piers.
- Recreate an estuarine wetland at Bushwick Inlet and provide accommodation for sitting and viewing along the Kent Avenue boundary.
- Establish North 14th Street as an identifiable pedestrian link connecting Bushwick Inlet and McCarren Park.
- Continue to seek expansion of Grand Ferry Park onto the adjacent underutilized property.
- Eliminate inappropriate parking at the foot of Division Avenue and develop a sitting and viewing area. Install a traffic light at the Kent Avenue intersection.
- Implement traffic calming measures on Kent Avenue, including traffic lights at key intersections. Construct safe, negotiable sidewalks and improve lighting along Kent Avenue, between Bushwick Creek and Division Avenue.
- Improve lighting, sidewalks, and streetscapes on Kent Avenue and on major streets leading to the waterfront: North 14th Street, North 6th Street, Grand Street, South 5th Street, Broadway, and Division Avenue
- Maintain visual corridors to the waterfront in all new development, even if streets are closed.
- Establish a greenway along the Williamsburg Bridge on South 5th Street, connecting Continental Army Plaza to the waterfront, and linking up with the pedestrian pathway on the Williamsburg Bridge. Explore the availability of TEA-21, formerly ISTEAs, funds for this development.
- Encourage the rehabilitation of parks and open space along highways and bridges.
- Encourage community guardianship of all parks and open spaces.

Housing

Issues

Nearly all of the housing in the Williamsburg study area is rental housing. While the median rent in this area is lower than the median rent in Brooklyn and New York City, it is rising more rapidly, becoming increasingly less affordable to the area's residents. There is also a potential for overcrowding in the study area, where the average number of persons per household is 3.23, reflecting large families in the Southside and South Williamsburg. Since only one-quarter of the housing units in the area have more than two bedrooms, large unit housing is at a premium. The housing stock in the Williamsburg study area is old in comparison with the rest of the borough. Much of it dates to the turn of the century. It also covers a wide range of housing types, from historic row houses to turn of the

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century tenement houses and large public housing projects in the Williamsburg Urban Renewal Area. A substantial degree of housing rehabilitation is occurring in the Southside under various state and city subsidy programs. New housing starts are lower than borough and citywide levels and any new construction that has occurred, primarily in South Williamsburg, has been low scale one-to-three family attached housing. There has been a significant amount of conversion of industrial loft buildings to residential use.

Recommendations

- Facilitate extensive housing production and rehabilitation, through private as well as subsidized development, to address the critical housing needs of Williamsburg's growing population.
- Maintain income diversity in Williamsburg by pursuing all opportunities to develop affordable housing.
- Develop housing to accommodate the needs of large and extended families, particularly in the Southside and South Williamsburg.
- Develop assisted housing for senior citizens.
- Study the extent of loft conversions in Williamsburg and determine where, and by what criteria, loft buildings should be legalized.

Economic Development

Issues

The Williamsburg waterfront forms part of a large band of significant industrial activity in North Brooklyn that stretches from the Brooklyn Navy Yard up the East River and around the Newtown Creek. According to a 1993 City Planning study, there are approximately 700 industrial firms in the Williamsburg study area, employing close to 10,000 workers, many of whom live in the immediate vicinity. These businesses vary widely in terms of scale and type of industry, from the largest manufacturer in the area, the Domino Sugar Refinery, which occupies a complex of several buildings and employs over 500 people, to small building contractors or furniture manufacturers which employ less than five people and reflect a trend toward smaller, more specialized firms. Manufacturing and construction jobs account for nearly one-third of employment in the Williamsburg waterfront area, close to double the rate for Brooklyn and New York City.

An extensive network of through and local truck routes links businesses in the 197-a study area to the rest of the city and to the region. The East River provides access by deepwater ship, although there are few active piers.

Commercial and retail businesses are concentrated along Havemeyer Street in the Southside, Bedford Avenue in the Northside and Lee Avenue in South Williamsburg. The Northside Merchants Association represents merchants centered on Bedford Avenue, parts of which have undergone extensive commercial revitalization. Merchants along Havemeyer Street have indicated interest in establishing a merchants association.

Williamsburg Waterfront 197-a Plan Executive Summary

Businesses along the Williamsburg waterfront continue to serve as an important source of jobs for residents in the immediate area. As much as 18% of workers in the study area reported that they walked to work in the 1990 Census, nearly twice the ratio for New York City.

Recommendations

- Preserve existing, high performance industry and attract new business, light industry and services that are appropriate to mixed use development to the area.
- Promote neighborhood-scale retail development and maintain diversity along existing retail corridors. Support the development of a weekly outdoor market at Continental Army Plaza.
- Encourage the establishment of a business improvement district or merchants association to boost image and strengthen business along Havemeyer Street in the Southside.
- Develop a locally run outreach program to recruit local businesses into the "Good Neighbors/ Clean Industries" program, which provides technical assistance in pollution prevention.
- Support initiatives, such as the Greater Williamsburg Collaborative and the New York Industrial Retention Network, that develop and implement strategies to: retain local businesses and jobs; provide entrepreneurial opportunities for local residents; and prepare the community for jobs in new and emerging industries and services that require a higher level of skills.
- Create a community-driven local development corporation (LDC) on the Williamsburg waterfront that will represent local businesses, provide technical support, and undertake economic development projects in the area.
- Tap into major economic development initiatives such as the recently designated State Economic Development Zone and the proposed Round II Brooklyn Urban Empowerment Zone.

Transportation

Issues

Public transit provides the major means of transportation for residents in Williamsburg. Three subway lines and a number of bus routes connect the area with the rest of the city. The Williamsburg Plaza Bus Depot at the base of the Williamsburg Bridge is the second largest bus terminus in Brooklyn. Despite good subway and bus connections, however, some parts of Williamsburg, the waterfront in particular, are not well served.

Williamsburg is crisscrossed by an extensive network of expressways and principal streets that primarily serve nonresidents and commercial traffic. Most prominent is the Brooklyn-Queens Expressway (BQE), a major part of Interstate Route 278. A disproportionately high number of truck routes traverse the area. The BQE is the only through truck route. Kent Avenue, which runs north-south, parallel to the East River waterfront, is one of the major designated local truck routes. Increased truck traffic on non-designated streets — such as Wythe, Bedford, Driggs

Williamsburg Waterfront 197-a Plan Executive Summary

and Berry — has become a pervasive problem, not only in terms of traffic congestion and safety, but also in terms of vibration damage to private property; damage to roadbeds, sidewalks, and catch basins; and increased air and noise pollution in residential neighborhoods. A number of street reconstruction projects are planned for the area including Kent Avenue, Grand Street and Metropolitan Avenue.

There are no public parking facilities in the area and local industries generally do not provide parking for their employees. Both curbside parking and off-street private parking facilities are heavily utilized throughout the day, particularly in South Williamsburg, where residents have expressed a strong need for additional parking spaces.

Despite one of the highest walk-to-work ratios in New York City, much of the Williamsburg waterfront is inhospitable to pedestrians and bicycles. Many of the streets have no curbs or sidewalks, cars and trucks often park on the sidewalk, and deteriorated roadbeds and the absence of bike lanes make bicycle travel extremely difficult.

Recommendations

- Develop a traffic congestion mitigation program for the Williamsburg waterfront study area.
- Undertake a comprehensive analysis of street conditions and implement an extensive street improvement program in the Williamsburg waterfront study area.
- Improve truck movement through the area.
- Mark formal bike lanes along Kent Avenue and on major streets leading to the waterfront.
- Extend bus routes to and along the waterfront.
- Increase subway service on the L line to accommodate increased population. Increase the frequency of service on the G line.
- Include the Northside in any water taxi service initiated on the East River.

Historic Preservation

Issues

Williamsburg is one of Brooklyn's oldest districts. Yet it has only six designated historic landmarks. Half of these are situated on or near Broadway, east of Havemeyer Street. Even with several additional historically significant properties, there are too few in number to produce a historic district. However, they could form a "historic corridor" along Broadway, from Havemeyer Street to the East River. An informal survey has identified sixteen buildings and one monument in this area that warrant further investigation. Another area of historical significance is the former Brooklyn Eastern District Terminal. Fifteen years ago, the entire site may have been eligible for landmark status based on the rarity of this type of short-line, rail-barge operation. However, widespread demolition has eliminated this possibility.

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Recommendations

- Create a living community that also respects and reuses its historical structures whenever possible.
- Designate the former bank at 33-35 Grand Street as a historic landmark.
- If feasible, adopt the Con Edison plant for housing.
- Commemorate one hundred and fifty years of rail service at the Brooklyn Eastern District Terminal (BEDT) by restoring BEDT steam locomotive No. 16 and returning it to this location.
- Create a historic corridor centered on Broadway, from the East River to Havemeyer Street, incorporating historically significant buildings and sites.

Community Facilities and Services

Issues

The Williamsburg 197-a study area falls within Community School District 14. The nine public schools in this area had a total enrollment of 8,209 in 1994. Private and parochial schools account for the majority of educational institutions in the area, and reflect the high number of yeshivas in South Williamsburg. There were 24 private and parochial schools in the area in 1994, with a total enrollment of 11,110. There are 13 daycare and Head Start facilities within the study area, with a total of 1,417 slots, and three senior centers, with a total of 323 slots. In addition to the Woodhull Medical and Mental Health Center, there are several neighborhood health clinics serving the area. Continued population growth will increase demand for these services, as well as school, day-care, active recreation, and youth facilities, of which there are few. Local retail also needs to be expanded. The Northside is particularly lacking in neighborhood services such as banks, a post office, a library and supermarket. Residents in the Southside have expressed the need for art and cultural facilities, particularly targeted to local youth.

Recommendations

- Undertake a study of community service needs in Williamsburg. Based on the findings of this study create additional community facilities and services to accommodate Williamsburg's rapidly expanding and changing population.
- Develop community facilities and retail services in coordination with new housing development.
- Develop additional neighborhood services in the Northside.
- Develop recreational facilities for local youth under the Williamsburg Bridge, between Kent Avenue and Bedford Avenue.
- Extend the hours of operation at Metropolitan Pool.
- Develop appropriate outdoor spaces for the display of community art and culture in the Southside.
- Secure a new home for the expansion of El Puente Academy for Peace and Justice.
- Secure a new home for the Williamsburg Learning Institute.

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Plan Implementation

Issues

The effectiveness of a 197-a plan is largely dependent upon the degree of oversight and dialogue that exists in the community after the plan is approved, as well as the degree of collaboration that takes place between the plan's sponsor and city agencies. The Williamsburg waterfront plan is one of competing interests. It is important to continue the dialogues that have been established among the various stakeholders in the community and between the community and city agencies.

Recommendations

- Establish a Waterfront Plan Oversight Committee at the Community Board to ensure that the recommendations in the 197-a plan are executed.
- Hire district staff or an ombudsman dedicated to managing the administrative steps necessary for monitoring and implementing the plan.

Conclusion

The Williamsburg Waterfront 197-a Plan presents a community-wide vision for development along the waterfront and proposes housing, economic and environmental policies for the related upland neighborhoods.

The underlying principles throughout the planning process have been to balance Williamsburg's competing housing, economic and environmental needs and maintain income and ethnic diversity.

The plan is consistent with city- and borough-wide policies and goals regarding waterfront development as set forth in a number of policy and planning documents, including the Ten-Year Capital Strategy, the Borough President's Strategic Policy Statement, the Comprehensive Waterfront Plan, the new Waterfront Revitalization Program, a 197-a plan sponsored by the Department of City Planning, and the 1989 Waterfront Management Plan of the Department of Parks and Recreation.

It is the desire of the Waterfront Committee that this plan will serve as an ongoing working document for Community Board 1, informing public and private development in Williamsburg, and promoting a healthy, livable environment for Williamsburg's growing population.

Community Board 1

Vincent V. Abate, Chairman

Gerald A. Esposito, District Manager

WILLIAMSBURG WATERFRONT 197-a PLAN

“A Matter of Balance: Housing, Industry, Open Space”

October 1998

Prepared for the Waterfront Committee of Community Board 1 by:

**Robert Perris
Jocelyne Chait**

**The Municipal Art Society Planning Center
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All Maps by Anuradha Valecha and Mannix Gordon,
Pratt Institute Center for Community and Environmental Design

except

Zoning and Land Use Recommendations and
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by Heather Roslund

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INTRODUCTION

Overview

For over 100 years, the Williamsburg waterfront has served as a working, industrial waterfront, with all the associated benefits and liabilities. During the past few decades, however, much of the water-dependent industry has left the waterfront. Manufacturing has also diminished inland, as it has throughout New York City. Yet despite these declines, manufacturing continues to play a vital role in this mixed use community.

Recent changes in types of industry and a surging residential population have transformed Williamsburg's core neighborhoods, placing development pressure on the large, vacated sections of the waterfront. Waterfront development proposals by private developers and city agencies over the last ten years, in Williamsburg as well as neighboring Greenpoint, have largely been met with disapproval by residents in adjacent communities. The challenge confronting Community Board 1 in undertaking this 197-a plan is how to develop the Williamsburg waterfront in a way that is satisfactory to both developers and the existing community, which favors development that encourages industrial growth as well as housing and integrates the two into a new form of mixed use neighborhood.

Community Vision & Goals

The primary focus of this 197-a plan is the future use of the Williamsburg waterfront. Throughout the planning process, Williamsburg residents have articulated a vision of the waterfront as a valuable resource and public amenity. The decline in heavy manufacturing use over the past several decades has left a number of large industrial properties along the waterfront vacant or underutilized. Communities that have long been shut off from the waterfront recognize this as a unique opportunity to open up the waterfront to public access and to development that provides economic opportunities while supporting the housing, open space and recreational needs of the area's growing residential population. The underlying goals of the plan are as follows:

- **Conform Waterfront Development to Adjacent Neighborhoods**

Waterfront development should conform to the scale and character of adjacent residential or mixed use neighborhoods. This will cause the least disruption, while still encouraging growth along the waterfront. In the Northside and Southside, this means the kind of mixed use development that has evolved over time in the light manufacturing zones. Whereas, in South Williamsburg expansion of housing and related community facilities and services is appropriate.

- **Increase Waterfront Access and Public Open Space**

Early water-dependent industry needed to be located directly on the water. Additionally, setting aside open space for residents in early industrial neighborhoods was not a consideration. Changes in industry and underutilized waterfront sites provide the opportunity to redress these historical patterns by providing public access to the water and increasing open space overall.

- **Promote a Clean and Safe Living and Working Environment**

Concern about environmental pollution and industrial health hazards is no longer new. However, public agencies have only recently begun to consider the special circumstances that occur when industry and residences exist side-by-side. Williamsburg carries a substantial burden in terms of pollution and environmental health problems. Future development on the waterfront must strive to ameliorate existing environmental conditions.

- **Promote Local Economic Development**

Although New York City has lost much of its manufacturing base, there continue to be positive economic forces in Williamsburg that need to be encouraged and made to benefit local residents. Economic development that provides jobs for the growing residential population also strengthens both the residential and retail sectors of the neighborhoods.

- **Support and Strengthen Existing Diversity**

Williamsburg has developed historically as a set of strong working class neighborhoods, comprising a variety of ethnic groups, often recent immigrants. Maintaining ethnic and income diversity and sustaining existing communities must form the basis of any proposal for waterfront development.

Study Area

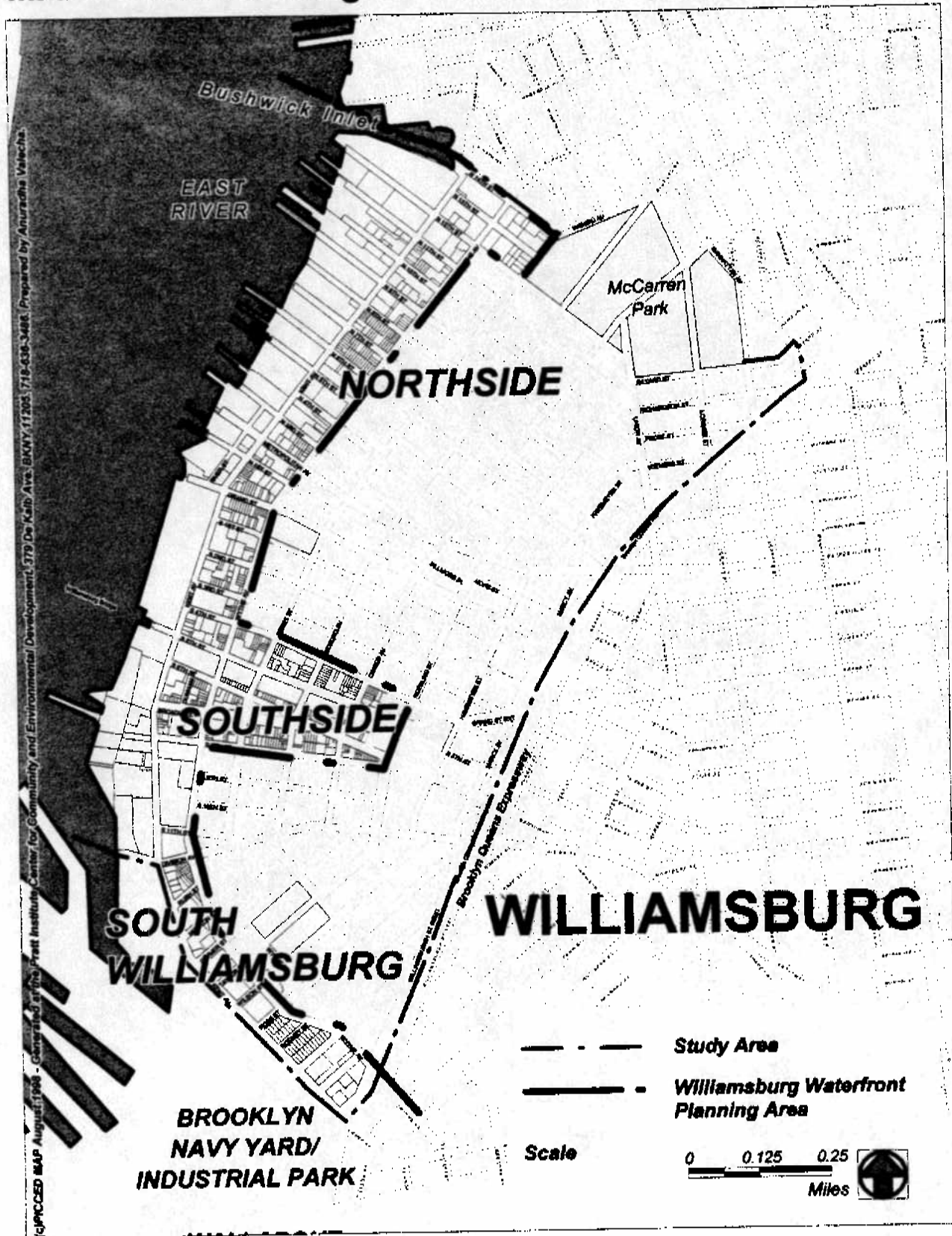
Williamsburg and neighboring Greenpoint constitute Community District 1 in north Brooklyn. The two communities form a peninsula bounded by the East River to the west, and the Newtown Creek to the north and east (see Map 1). Bushwick Creek, which once divided Williamsburg from Greenpoint, is evident today only as the vestigial Bushwick Inlet. McCarren Park is built on part of the filled creek and joins, rather than separates, the two communities.

This plan focuses primarily on the Williamsburg waterfront, hereafter referred to as the "planning area". The planning area runs from the Bushwick Inlet south to the point at which the Brooklyn-Queens Expressway passes the former Brooklyn Navy Yard (see Map 2). While the planning area generally runs two blocks deep along the waterfront, it extends inward at two points to connect the waterfront to existing parks: McCarren Park in the center of the community district and Continental Army Plaza at the foot of the Williamsburg Bridge. Statistical analysis is based on a larger "study area" that covers the fourteen census tracts south of Bushwick Inlet and McCarren Park, between Kent Avenue and the Brooklyn-Queens Expressway (see Map 3).

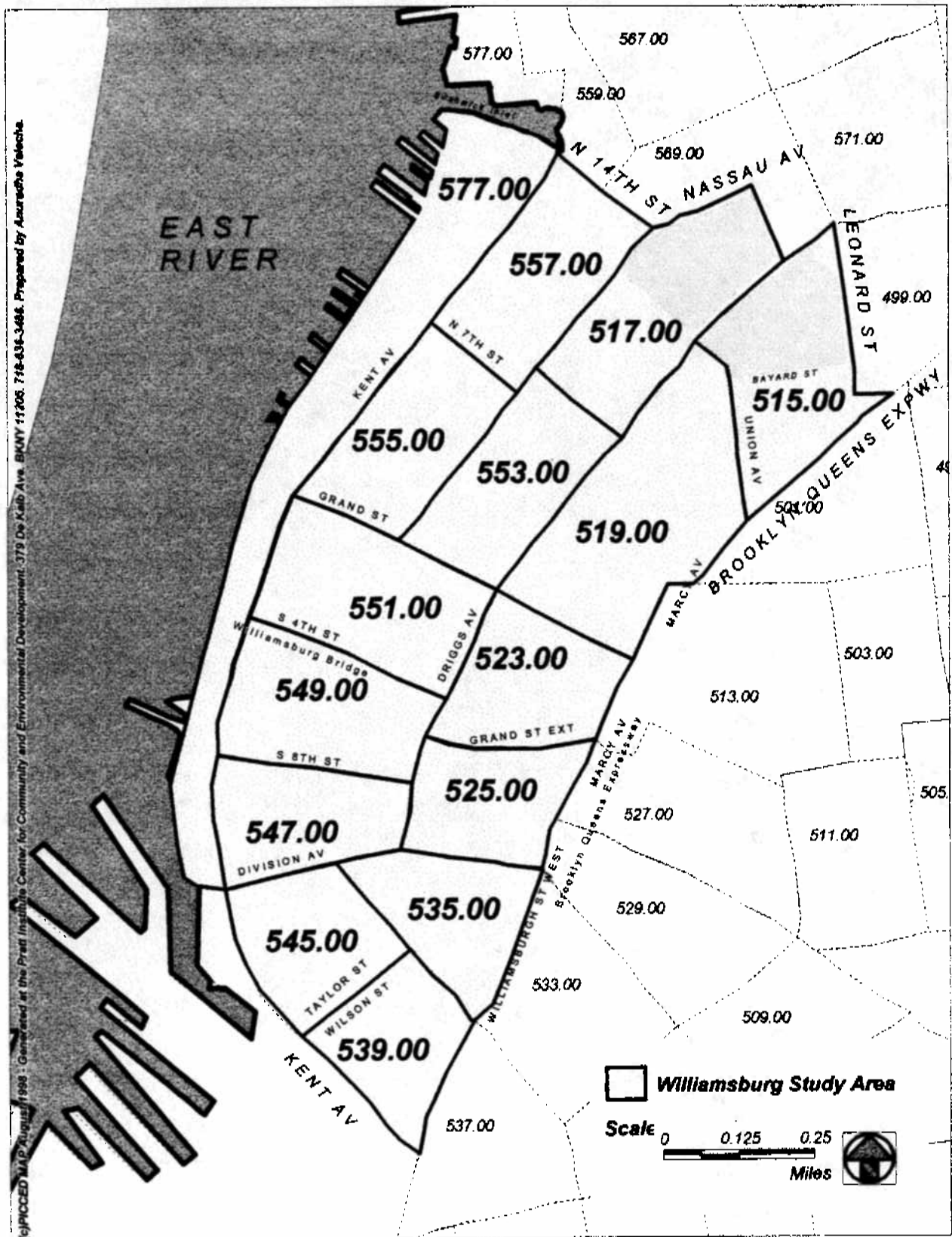
MAP 1. Context Map



MAP 2. Williamsburg Waterfront Study & Planning Areas



MAP 3. Census Tracts Comprising Statistical Study Area



©PICCED MAP August 1998 : Generated at the Pratt Institute Center for Community and Environmental Development, 379 De Kalb Ave. BKNY 11206. 718-431-3486. Prepared by Aureaetha Velozha.

The study area encompasses three Williamsburg neighborhoods: the Northside, the Southside, and South Williamsburg. These neighborhoods have similarities in terms of their relationship to the waterfront and the industrial, economic, and environmental issues they confront, yet they each have distinct characteristics and needs that require individual attention. The purpose of the plan is to incorporate both overall and neighborhood-specific proposals for the development of the waterfront.

Process

Overview

For several years, the Waterfront Committee of Brooklyn Community Board 1 has been working toward a comprehensive plan for the district's waterfront. Since 1989, the committee has believed that a City Charter Section

Keyword: 197-a Plan

A 197-a plan, named after a section of the New York City Charter, empowers community boards to prepare plans for the development, growth and improvement of their communities. The Charter requires a broadly inclusive process that results in policies and strategies for implementing a long-term vision for the community. Once a 197-a plan has been approved by the City Planning Commission and the City Council, it becomes an adopted plan and serves as a policy to guide subsequent actions by city agencies.

197-a community-based plan was the best instrument for defining the community's goals and aspirations. The planning process since then has been circuitous, partly due to an insistence on community participation, which has been extensive. (See Appendix I.)

Professional Assistance

Community participation on a Williamsburg/Greenpoint waterfront plan began in 1989 with five open meetings facilitated by Nesbitt-Plumer, a firm of professional planners hired by the Community Board. Their participatory process was interrupted by a private development proposal for the Greenpoint Terminal Warehouses, one of the two largest underutilized waterfront sites in the community district. The community board hired the architectural firm of Caliandro Associates to prepare designs for both the Greenpoint Terminal Warehouses and the other site, the former Brooklyn Eastern District Terminal. While the designs drew on the community goals

and objectives published in the Nesbitt-Plumer report, most of the input and decision-making took place during Waterfront Committee meetings.

Community Workshops

Calls for continuing broad community participation resulted in a day-long workshop in February 1993, hosted by the community group Williamsburg/Greenpoint Organized for an Open Process (WOOP). This workshop included a series of large- and small-group exercises to further explore what people would like to see on the waterfront. It served as a model for four more workshops in 1995 that were sponsored by the Waterfront Committee of Community Board 1 in association with a coalition of representative community groups.

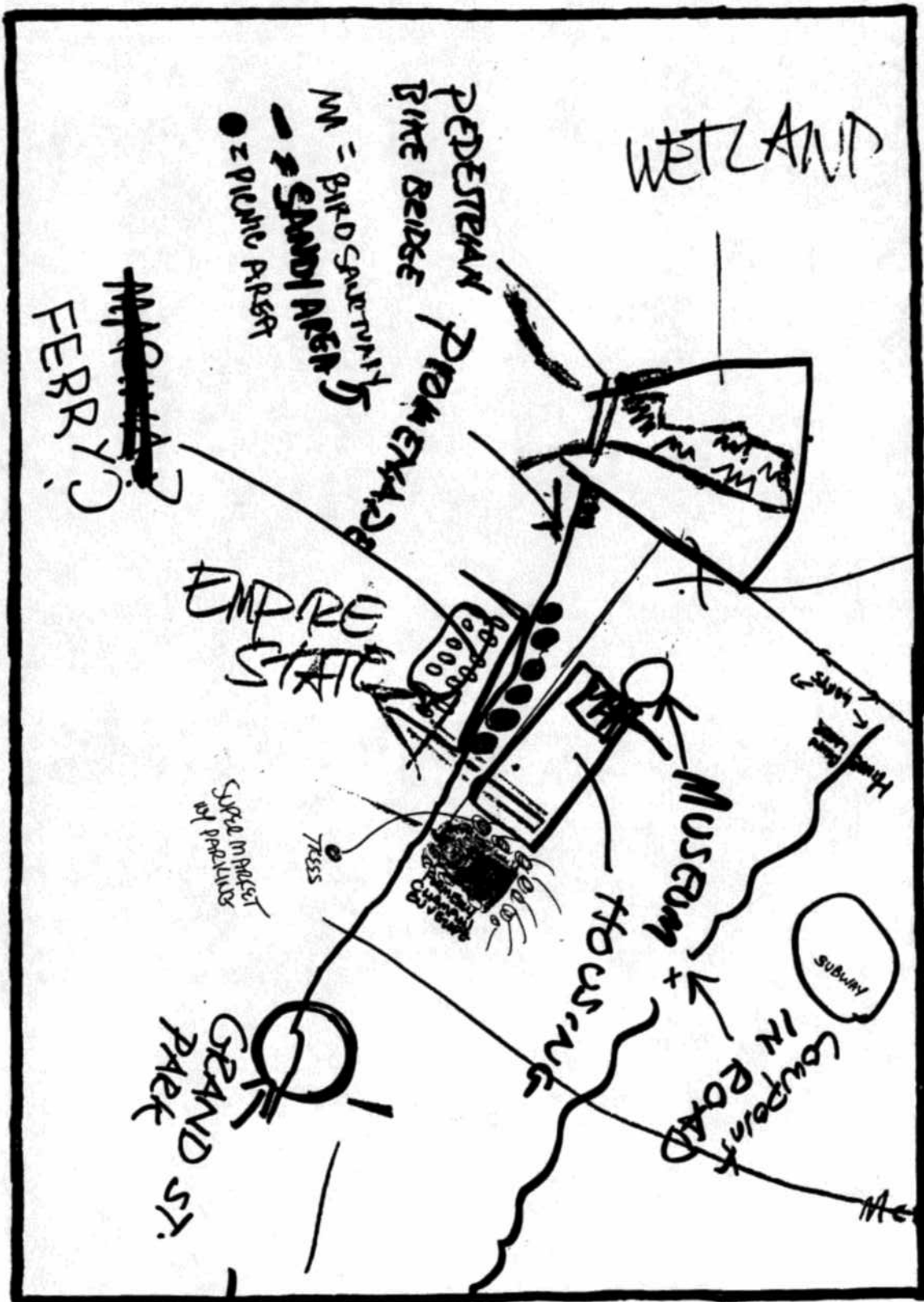


Figure 1. Small group working drawing from the Northside workshop.

The Waterfront Committee invited these groups to refine the output from the workshops, which they did beginning early in 1996. Meetings to polish the recommendations were held collectively, as well as within individual neighborhoods. Based in part on how their recommendations were taking shape, Greenpoint representatives concluded that their issues and geography required a separate 197-a plan, independent of a plan for the Williamsburg waterfront. The comprehensive plan for all of Greenpoint was completed concurrently with this plan.

After the split into two planning efforts, working groups from the Northside, the Southside, and South Williamsburg continued to meet to keep refining Williamsburg's recommendations. In the fall of 1997, the Waterfront Committee held a series of focus sessions dedicated to: open space and waterfront access; land use and zoning; and housing and community facilities. As the recommendations developed, preliminary drafts of the plan were reviewed by the Waterfront Committee as well as others.

The second draft was distributed to coincide with a March 1998 public forum. The forum was announced with a summary of the plan, printed in a newspaper format. A 1,200 piece mailing was sent to the people who attended the 1995 workshops as well as names supplied by neighborhood organizations. An additional 5,800 copies, 2,000 in Spanish, were placed at locations throughout the study area to be picked up. A Yiddish translation of the summary was available at the forum.



Figure 2. March 19th forum participants commenting on plan recommendations.

Over 200 people attended the forum. They were given the opportunity to agree or disagree with the recommendations and submit comments, both in writing (see Figure 2) and during a large group discussion. The forum also provided the first opportunity for residents and business people to comment on the plan in each other's presence.

Business Outreach

While individual members of the Williamsburg business community had previously participated in the community workshops and provided input through informal contacts with the Waterfront Committee, a concerted effort to seek information and comments from business and commercial property owners began in the fall of 1997. At a meeting on September 30, the committee sought the advice of business leaders and representatives of local development corporations and economic development initiatives in and around Williamsburg on reaching out to businesses and gathering data. Those in attendance included representatives of the East Williamsburg Valley Industrial Development Corporation (EWVIDCO), the Brooklyn Navy Yard Development Corporation, Con Edison, Los Sures, and El Puente. The group decided to gather information and comment through a series of large and small group discussions with businesses, rather than through a survey or formal hearings.

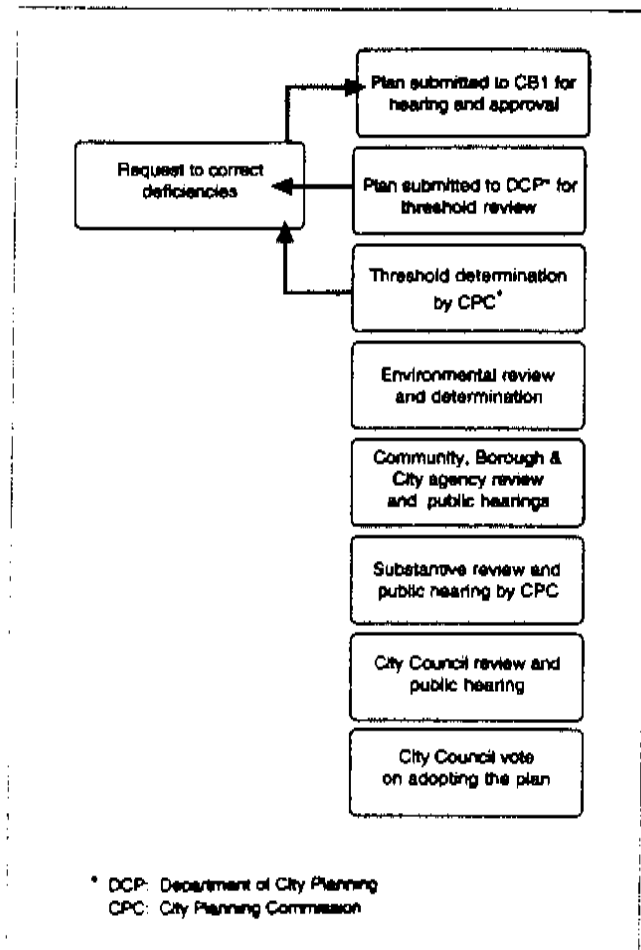
The first of these discussions was held on October 9 at the Greenpoint Manufacturing and Design Center. Representatives of several commercial and industrial businesses, along with the Brooklyn Economic Development Corporation and several of the organizations listed above, discussed problems and opportunities facing Williamsburg businesses. On October 28, in a meeting organized with the assistance of Los Sures, merchants from the Havemeyer Street commercial area met to discuss their needs and issues.

To assure broad coverage of the business community, the committee wrote to 1,200 businesses and commercial property owners throughout the study area informing them of the planning process and inviting their input at a meeting at the Brooklyn Brewery. The letter was mailed with Con Edison's assistance to holders of commercial electric accounts. The meeting, held on February 11, was well-attended. One hundred and ten people, representing a broad array of businesses as well as community and business organizations, participated.

Discussion at the Brooklyn Brewery generated a follow-up luncheon on May 27, 1998 at the Northside Cafe. Letters were sent to all of the industrial concerns that signed-in at the brewery, as well as Brooklyn Chamber of Commerce members and prominent businesses along the waterfront. Community and business organizations were again represented. The forty-five people who attended discussed mixed use zoning, business development issues, and other topics for two hours, despite the promise that no more than three-quarters of an hour would be taken from the middle of a work day.

Planning Partnerships

In addition to the professional assistance noted above, the Waterfront Committee has been generously aided in its planning process by several nonprofit institutions. The Department of Urban Affairs and Planning at Hunter College ran a graduate planning studio on the waterfront concurrent with the Waterfront Committee workshops in 1995, culminating in a report, *Bridges: Greenpoint-Williamsburg Waterfront Plan*. Early in 1997, the Waterfront Committee was able to obtain the assistance of two organizations through the assistance of Councilmember Kenneth K. Fisher. The Pratt Institute Center for Community and Environmental Development (PICCED) and the Planning Center of the Municipal Art Society (MAS) provided assistance with research and analysis of existing conditions, development of implementation strategies, formulation of the draft, additional outreach and participation, and graphic production.



Plan Review

Section 197-a of the City Charter empowers community boards to write plans for the development and improvement of their districts. The Waterfront Committee of Community Board 1 guided the community participation process and coordinated with planning professionals to produce this plan. The completed plan was presented by the committee to the full membership of Community Board 1 at the August 11, 1998 combined Public Hearing and Board Meeting. The board took public comments that evening and at the September 16 Community Board meeting, as well as in writing. On October 14, the board voted unanimously to sponsor submission of the plan to the Department of City Planning (DCP) for threshold review of the form and content. DCP found the recommendation for automatic denial of residential variances in areas determined as "industrial sanctuaries" (pp. 98-99) to be unconstitutional. The text on those pages was modified and the revised pages, including this one were submitted to DCP in early-March 1999.

Figure 3. Basic review process for 197-a plans.

HISTORICAL DEVELOPMENT

Colonization

The first people to walk on the Williamsburg waterfront were most likely Algonquins, heading inland to hunt in the woods. The first Europeans in the area traded for pelts and collected natural resources such as logs, for use as ship masts. The Dutch West India Company purchased the land from the Algonquins in 1647. In 1660, a group of fourteen Huguenots asked Peter Stuyvesant for land to establish the town of Bushwick, one of six old towns that would later comprise Kings County. Bushwick was located well inland from the East River, where the better farm land was located.

As governance changed from Dutch to British and then American control, this area remained relatively isolated from surrounding communities. The strong tides of the East River to the west were difficult to navigate. Bushwick Creek, which extended farther inland than present-day McCarren Park, formed a barrier to the north. Depending on the season and the tide, the land around several waterways — Bushwick Creek, the English Kills to the east, and Wallabout Creek to the south — flooded severely, impeding travel.

Since colonial times, certain events, technical innovations and specific business ventures, have contributed in shaping Williamsburg's mixed use character and setting the stage for many of the present conditions and issues addressed by this plan. Some of the most significant of these are described below.

Ferry Service

In 1797, James Hazard established the first ferry service to Manhattan. First rowboats, then sailboats connected the Bushwick farms to Corlear's Hook Market in Manhattan. In partnership with Thomas Morrell, Hazard developed a settlement called Yorkton, and established the Yorkton ferry at the foot of Grand Street.

Meanwhile, Richard Woodhull laid out Williamsburgh (named in honor of his friend and surveyor, Col. Jonathan Williams) and provided ferry service from Metropolitan Avenue. Williamsburgh later merged with Yorkton to create one community, which kept the name Williamsburgh.

The Village of Williamsburgh was incorporated in 1827. It included twenty-three farms, ten of which extended down to the waterfront. By now Williamsburgh had steam-powered ferry service. A few buildings near the ferry terminals served local commerce.

Immigration

The early 19th Century was a period of great change in Williamsburgh. Accessibility was improved with the construction of bridges over the Wallabout and Bushwick creeks, connecting Williamsburgh with the City of Brooklyn and the Village of Greenpoint, respectively. The first wave of immigrants, mostly German and Irish,

Williamsburg Waterfront 197-a Plan

arrived at this time. The population grew rapidly from 1,007 people in 1827 to about 50,000 in 1852, when Williamsburgh was incorporated as a city.

Industries first began to locate on the Williamsburgh waterfront during this period, providing employment opportunities for new immigrants. They included ropewalks (rope manufacturing) in the Northside, Noah Waterbury's distillery at the foot of South 2nd Street, and several shipyards. The Brooklyn Navy Yard began operations on Wallabout Bay in 1801 and was a major employer of the first wave of immigrants.

Wealthier people, some owning businesses in Manhattan, began to settle along the waterfront a few blocks south of Broadway. Commercial, industrial, residential, and recreational uses were already beginning to coexist.

Tourism

The recreational uses developed along the waterfront in the 1830's as ferryboats became faster and more reliable. Destinations included hotels, gardens, restaurants, and a circular railroad at North 7th Street. However, as transportation continued to improve throughout the metropolitan area, more distant resorts became accessible to the middle class. Williamsburg could not compete with Coney Island's wide beaches and ocean views and many tourists were drawn away. The East River was also becoming less and less appealing as a recreational site as sewage and effluents began to flow from burgeoning industry and increasing residential uses on both shorelines.

Industrial Development

By the mid-1800's the waterfront was primed for industrial development. Immigrants started to settle in Williamsburgh in increasing numbers, providing cheap and plentiful labor. Due to the failing resorts, major parcels along the waterfront were also cheap and plentiful. With the completion of the Erie Canal in 1825, the East River provided an important means of delivering raw materials to manufacturers. The river was also deep enough at this spot for commercial ships to dock at piers.

Sugar

Perhaps the most important early industry was sugar refining. Williamsburgh's first sugar refinery was operating on the waterfront at South 2nd Street by the early 1850's. The Havemeyer family opened its first refinery in 1857 at South 3rd Street. The operation soon expanded to include a pier for cargoes of raw cane and a refinery building that stretched for almost three blocks along the shoreline. By 1887, seven large refineries were operating along the Williamsburg waterfront, with another in Greenpoint and one in downtown Brooklyn. The Sugar Refineries Company (the Sugar Trust) was established in 1887 and soon controlled all the major sugar manufacturing companies. When the Sugar Trust weeded out inefficient plants, the huge Havemeyer & Elder plant — which Domino Sugar operates today — was the only one to survive in Williamsburg.

The sugar industry became the hub of a growing local industrial economy. Sugarcane had to be melted, and vast quantities of coal provided the necessary heat. The sugar liquor (melted cane) had to be clarified by passing through metal filters and then whitened, using animal bone charcoal. Local metalworkers supplied the filters and bone charcoal was available from the meat cutting establishments located near the waterfront. (Prior to refrigeration, live animals were brought by rail and slaughtered and processed along North 6th Street.)

The transportation of sugar also built the local economy. Sugarcane came by ship, supporting the local shipping trades. Finished sugar went to market in barrels (later cotton bags) which were manufactured locally. The barrels required transportation, usually by rail or horse-drawn wagons, and stables and other horse-related businesses multiplied.

Brooklyn Eastern District Terminal

Keyword: Eastern District

When the City of Brooklyn incorporated in 1855, it was considerably smaller than today. Brooklyn Heights, "South Brooklyn" (today's neighborhoods of Red Hook, Carroll Gardens, Cobble Hill, and Park Slope), and Fort Greene were referred to as the Western District; Williamsburg and Greenpoint were Brooklyn's Eastern District.

Transportation of goods to and from Williamsburgh led to a unique rail operation between New York and New Jersey, beginning in the late 1800's and early 1900's. Rail freight traveled from the New Jersey shore to Brooklyn's Eastern District on barges equipped with rails. Several times per day, tugs would pull the barges from New Jersey to Williamsburg and back again. A float bridge would connect the barge rails to the depot rails at either shore, enabling the freight cars to return to dry land.

On the New Jersey side, each of the major rail companies had its own float bridges, car yards, and loading/unloading operations. Lowell Palmer established Williamsburg's first float bridge at North 5th and North 6th Streets and leased it to the

Erie Railroad. The Pennsylvania Railroad developed its own depot operation between North 4th and North 5th streets. Working with the Havemeyers, Palmer enlarged his operations and leased sections to various railroads.

In 1874, the Havemeyers organized the Brooklyn Eastern District Terminal (BEDT), placing Palmer in charge. Customers now had a single company for all their Eastern District rail freight, and BEDT received a percentage of the freight charge. In 1887, Palmer was able to negotiate an agreement with the railroads for the sole right to handle rail freight for customers from Newtown Creek to Wallabout Bay. The terminal continued to expand as more land was purchased. Another two blocks, from North 8th Street to North 10th Street, were secured in 1889.

Although BEDT was a thriving operation, the community always had informal access to the waterfront. Ignoring the filthy condition of the East River at the time, many learned to swim among the piers.

<p>HENRY O. HAVEMEYER, President HENRY O. HAVEMEYER, JR., E. H. SHEPARD, Vice-Pres. and Gen. Mgr. J. H. McCAFFERTY, Secretary HARRY A. COOP, Auditor RILEY WILLIAMS, Supt. of Operations</p>		<p>MORACE HAVEMEYER, Vice-President Answers to President THOMAS KILPATRICK, Supt. Equip. and Struct. C. E. ENGLER, Freight Claim Agent G. E. GIBSON, General Agent T. F. SMITH, Auditor of Freight Accts.</p>
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Brooklyn Eastern District Terminal

BROOKLYN TERMINAL
 Fronting on the East River between North 3rd and North 10th Streets and running back to Berry Street, Brooklyn

PIGEON STREET TERMINAL
 Pigeon Street, Long Island City
 Handles Carload Freight only on PERMIT from B. E. D. T.

QUEENSBORO TERMINAL
 Thirteenth and Fourteenth Streets, Long Island City

Fast Freight Schedules
 Connecting with the Following Lines
 Baltimore & Ohio Railroad
 Central Railroad of New Jersey
 Delaware, Lackawanna & Western Railroad
 Erie Railroad
 Lehigh Valley Railroad
 New York Central Lines
 New York, New Haven & Hartford Railroad
 New York, Ontario & Western Railway
 Pennsylvania Lines



WE OWN AND OPERATE THE MOST EFFICIENT TERMINAL IN NEW YORK HARBOR
 New York Rates TO and FROM All Points Apply to Our Terminal

**TO INSURE BEST DELIVERY SERVICE Mark Your Bills of Lading
 BROOKLYN EASTERN DISTRICT TERMINAL DELIVERY**

Main Office: 86-88 Kent Ave., Brooklyn, N. Y.
 Executive Office: 25 Broadway, New York, N. Y.

Figure 4. Advertisement for BEDT in a 1927 directory of New York State manufacturers.

Banking and Insurance

The great sums of money generated by the sugar, transportation and other waterfront industries went into local banks and insurance companies, founded by the captains of those industries. Commerce was centered on the short stretch of Broadway leading to the ferry terminal, so most of the financial institutions located there as well.

The Williamsburgh Savings Bank was the first to be established, the year before Williamsburgh incorporated as a city in 1852. The bank prospered, opening its domed building on Broadway in 1875 and becoming the largest savings bank in Brooklyn by 1925. The Williamsburgh City Bank, Williamsburgh's first commercial bank was established in 1853. The same year, the city's first insurance company, the Williamsburgh City Fire Insurance Company, opened on Grand Street near the ferry landing there. Numerous other financial institutions opened at both locations, although the Grand Street companies tended to move to Broadway later in the century.

BMT Powerhouse

The BMT powerhouse, on Kent Avenue, was built to supply power to the Brooklyn-Manhattan Transit Company, enabling it to run modern, electrical traction trains, replacing horse drawn and steam powered trains. One of the first sit-down strikes in United States history took place in 1937, when workers took control of the plant and threatened to turn off all power to the tracks if their demands weren't met.

Keyword: BMT, IRT, and IND Divisions
Originally separate companies, the BMT (Brooklyn-Manhattan Transit), IRT (Interborough Rapid Transit), and IND (Independent Subway System) became divisions when the subway system was unified.

The Transit Authority continued to generate power at the plant until 1959, when it was sold to Con Edison. Not long after, the BMT and IRT Divisions converted their fleets from 25 Hertz to 60 Hertz traction power. (The newer IND Division had always used 60 Hertz.) While older signal systems still needed 25 Hertz power, it didn't make economic sense to keep the Kent Avenue plant operating. Eventually, power generated in Manhattan was directed through the old BMT Powerhouse to the signal systems, reducing the once powerful plant to the level of a substation.

Beer Breweries

Numerous breweries were established in Brooklyn during the nineteenth century. They numbered 45 at their peak in 1898. Frederick and Maximilian Schaefer established F & M Schaefer, New York City's first lager brewery, in 1842. While many breweries were established in Williamsburg, beginning in the 1840's, Schaefer did not locate in the area until 1915, constructing a new brewery on Kent Avenue. The timing was hardly auspicious. The National Prohibition Act took effect in 1920. Schaefer managed to survive until Repeal in 1933 by producing "near beer" (containing less than 0.5 percent alcohol) and ice.

Although consumption took a few years to reach pre-Prohibition levels, by the late 1940's Schaefer was the sixth largest producer of malt beverages in the United States. The company prospered and even survived the long brewery workers' strike of 1949. Schaefer and Rheingold were the last of the Brooklyn breweries to close, in 1976.

although those labels continued to be brewed in other parts of the country for several years until they were discontinued altogether. The Brooklyn Brewery began brewing in 1988 and opened their Northside brewery in 1996. It is a cherished neighbor and a source of pride for the entire borough. The Brooklyn plant brews about twenty percent of the company's output, all in kegs. The rest of production and all bottling is done under contract at breweries outside of the city. The Rheingold label returned to the shelves in 1998 as a "contract brew."

Williamsburg Bridge

Although ferry service had connected Manhattan and Williamsburg for many years, this form of transportation was not practical for commutation because it was slow and expensive. Completion of the Williamsburg Bridge in 1903 meant that residents in Williamsburg could walk to work in Manhattan. This resulted in a surge of migration from Manhattan's congested Lower East Side.

The Williamsburg Bridge pedestrian path was more than a route to work. It served as a park for the crowded communities of both Williamsburg and the Lower East Side, the river breezes providing respite from oppressive heat. (Another waterfront park, the Metropolitan Recreational Pier at the foot of Metropolitan Avenue, provided a place to relax and also served as a terminal for day trips on the Hudson.)

However, construction of the bridge shifted the focus of commercial activity away from the waterfront. Approaches to the bridge had to be set back one-half mile from the shore to allow sufficient clearance under the bridge for the masts of ships traveling up the East River; and to create an incline that was gradual enough for trolleys and elevated trains crossing the bridge.

Although commercial ferry service survived for a few years after the bridge opened, and municipal ferry service continued for a while after that, the ferry terminals were eventually abandoned. Waterfront commercial areas were also abandoned as customers frequented establishments nearer the bridge entrance. Other uses developed on the waterfront, including an experimental garbage-burning plant that powered the lights on the new bridge.

World War II

War production for Lend-Lease, and the United States' involvement in World War II fueled the last great surge of industrial expansion and production on the waterfront. Spillover business from the Brooklyn Navy Yard and the thousands of workers employed there, kept the waterfront active. Businesses in the Williamsburg study area produced soldiers' uniforms, plated armaments, and manufactured penicillin vials (Pfizer produced the penicillin at plants located inland from the study area) and parts for the atom bomb. Many of these firms received military awards for excellence.

With the end of the war, production slowed at the Navy Yard and most military contracts expired. However, industry on the waterfront rebounded to some extent as a result of pent-up consumer demand and a new wave of

Williamsburg Waterfront 197-a Plan

immigrants looking for a new start. The Satmar sect of Hasidic Jews emigrated from Europe to South Williamsburg. Puerto Ricans immigrants began settling in Williamsburg, mostly in the Southside.

Brooklyn Queens Expressway

Construction of the Brooklyn Queens Expressway in 1954 had a severe impact on many stable neighborhoods. Communities were ripped apart, thousands of homes were lost, and beloved churches were torn down. Ensuing neighborhood decline made some business owners and skilled workers fearful of coming to Williamsburg. Industrial abandonment in Williamsburg was exacerbated by extensive highway construction in the 1960's, which facilitated commuting long distances to plants built in outlying areas.

POPULATION CHARACTERISTICS

The population of Williamsburg is characterized by cultural, religious, racial, and ethnic diversity, created by successive waves of immigrants and reflecting national immigration patterns.

The first immigrants to Williamsburg were Irish and German. They were followed by Polish, Russian and Italian immigrants. After the construction of the Williamsburg Bridge in 1903, Eastern European immigrants predominated, seeking the jobs in industry, shipping and transportation which dominated the Williamsburg waterfront. The current composition of Williamsburg has emerged since World War II. In 1946, Rebbe Joel Teitelbaum and a few hundred Hasidic survivors of the Holocaust moved to the area south of Broadway. Shortly thereafter, Puerto Ricans began moving to the Southside. Out-migration by the Irish, Italians, and non-Hasidic Jews, accelerated by the construction of the Brooklyn-Queens Expressway in 1954, made more housing available to Puerto Ricans and the Hasidim, whose numbers expanded over the next few decades. The most recent wave of immigrants is dominated by people from the Dominican Republic.

The population of Community District 1 amounted to 155,972 in the 1990 Census. Neighborhoods comprising the Williamsburg waterfront study area accounted for 41,138 persons, or 26.4% of the population of the District. The

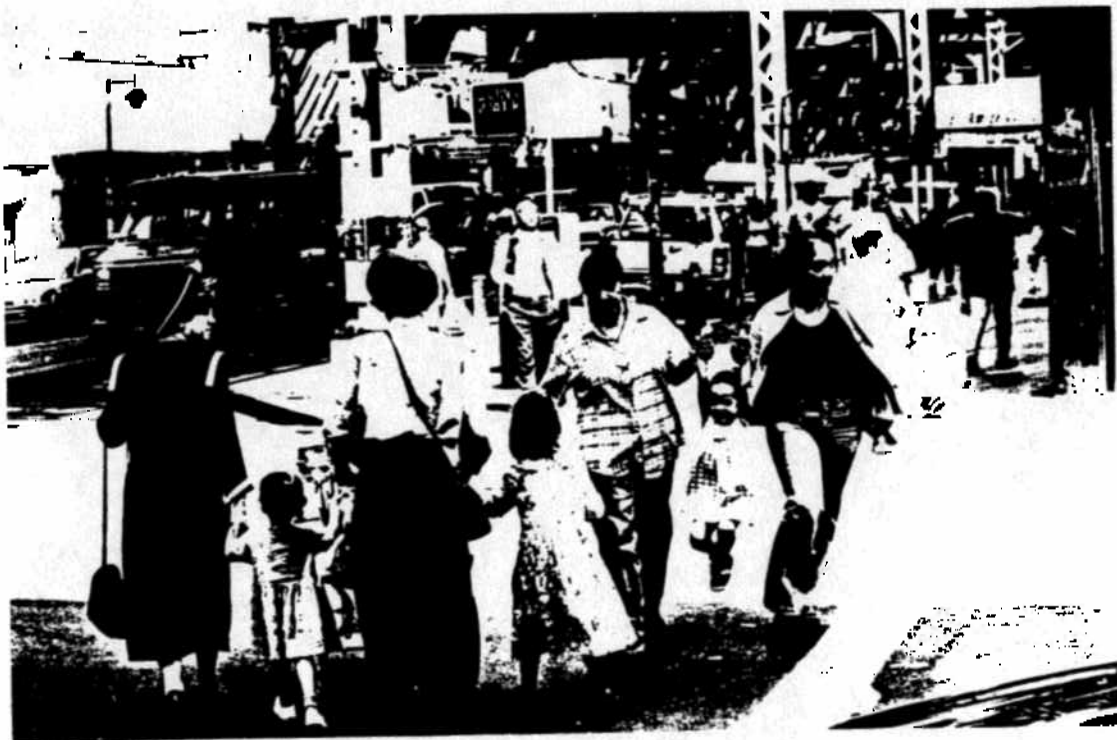


Figure 5. Among other characteristics, the study area is ethnically diverse and relatively young.

Williamsburg Waterfront 197-a Plan

population of the study area in 1989 was 50.0% White, non-Hispanic; 2.8% Black, non-Hispanic; 44.6% Hispanic; and 2.6% other, including American Indian, Eskimo and Aleut, and Asian or Pacific Islander. The Hispanic population in 1989 was proportionately large in comparison with Brooklyn and New York City as a whole, where persons of Hispanic origin accounted for 20.1% and 24.4% of the population respectively. While Puerto Ricans accounted for the majority of persons of Hispanic origin (65.1%) in Williamsburg in the 1990 Census, their numbers have actually gone down by 11.4% since 1980.

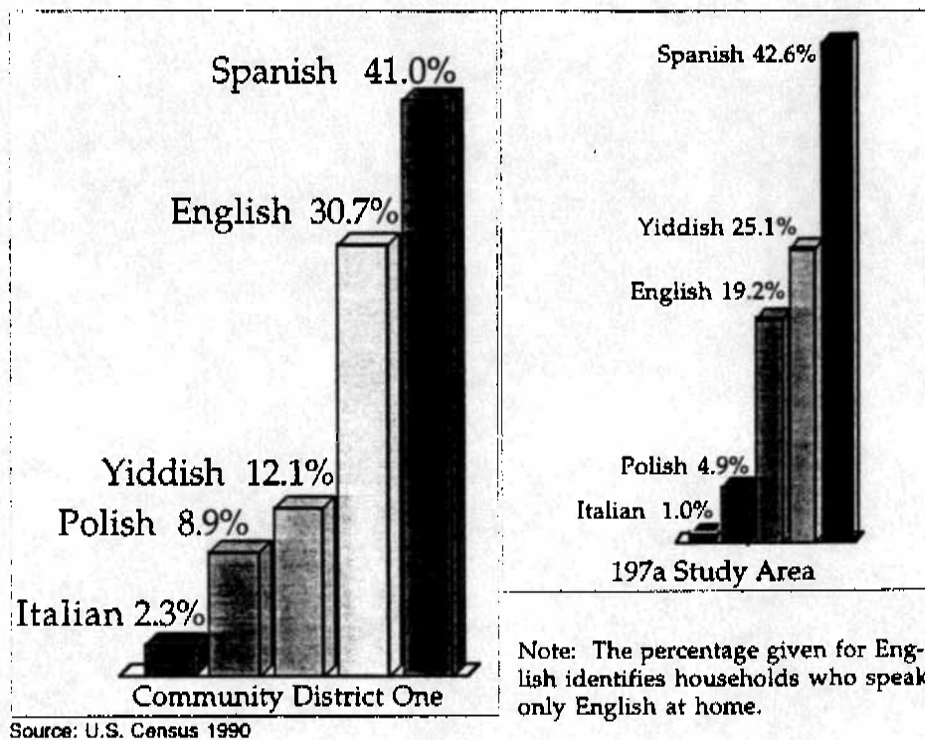


Figure 6. Five most common languages spoken at home in CD1 and the study area, 1990.

The degree of diversity in Williamsburg is clearly demonstrated by the languages spoken at home. Figure 6 shows the five most common languages spoken at home in 1990: Spanish, Yiddish, English, Polish and Italian. These five languages account for just over 92% of the population of the Williamsburg waterfront study area and 95% of the population of Community District 1. Note that Spanish is the dominant language spoken at home in both the study area and the District, while Yiddish, which is the third most common language spoken at home at the district level, is the second most common language in the study area.

Population Growth

A primary consideration in the future development of the Williamsburg waterfront is the explosive population growth that has been occurring in the more interior communities. The residential population of the waterfront study area grew by 10% between the 1980 and 1990 Census, from 37,358 to 41,138. The population of the entire Community District increased by 9.1% during this period, reversing the substantial population loss (20.3%) experienced in the previous decade.

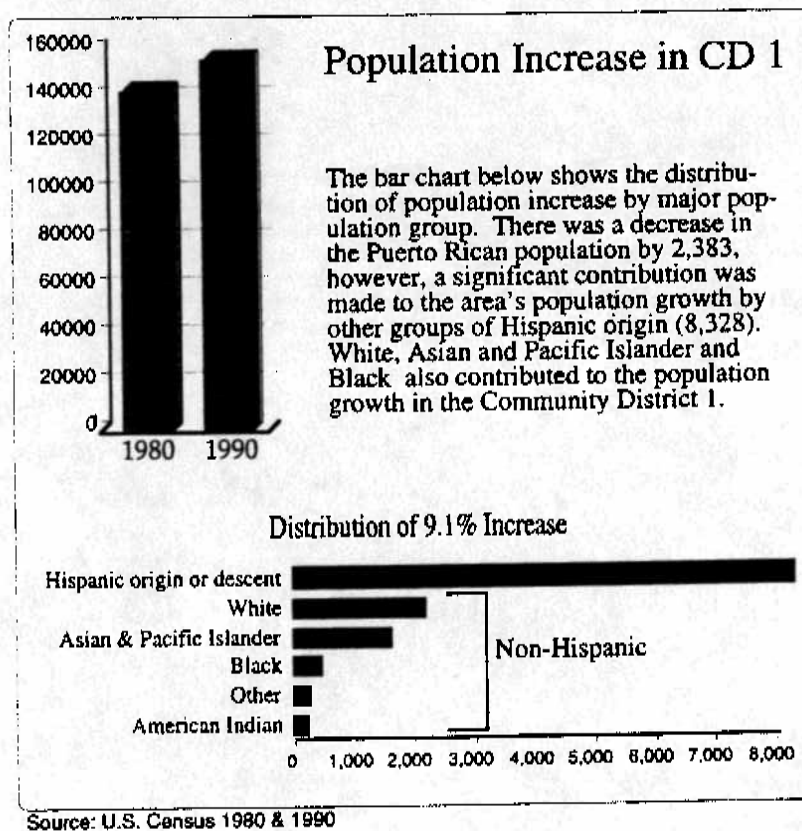


Figure 7. Increase in population in Community District 1, 1980 - 1990.

Since the 1990 Census, Williamsburg's population has continued to increase at a significant rate, due to immigration, natural growth and gentrification. According to *The Newest New Yorkers: An analysis of immigration to NYC in the early 1990's*, published in 1996 by the NYC Department of City Planning, 6,641 new immigrants settled in Williamsburg from 1990 to 1994, arriving at an increasing rate over the four year period. The majority of immigrants, 51.8%, were from the Dominican Republic. While Dominicans settling in Williamsburg accounted for

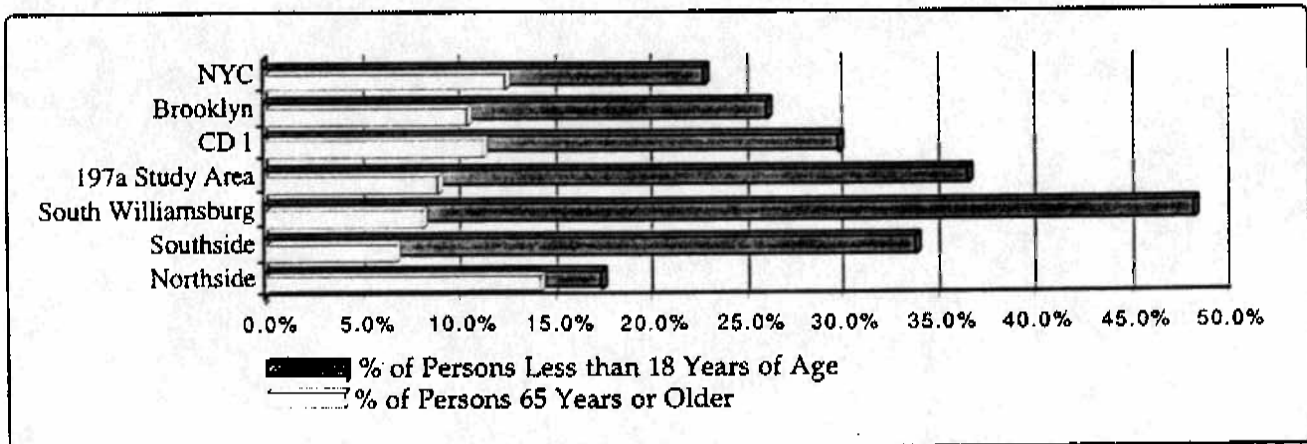
only 3.1% of Dominicans immigrating to New York City during this period, they amounted to 44.4% of Williamsburg's 1990 Dominican population, the highest ratio of new immigrants to existing Dominican population in any neighborhood in New York City. Williamsburg also experienced a significant influx of Polish immigrants from 1990 to 1994, primarily settling in the Northside which borders on Greenpoint, home to a large Polish-American and Polish *émigré* population.

The high birth rate of the Hasidic community in South Williamsburg continues to be an important factor, particularly with regard to increased housing demand.

Finally, the availability of affordable (relative to Manhattan) housing, including loft space in industrial buildings, has led to an influx of residents, many of them artists, since the late 1970s. As word of Williamsburg's affordable housing and creative environment has spread, the area has experienced greater in-migration and attained an even higher profile. At the end of 1997, a national magazine listed Williamsburg as the third hippest neighborhood in America, providing some measure of how far this trend has evolved since the late 1970s. Since affordability is relative to income, this group's greater affluence places upward pressure on rents in the Northside and Southside and contributes to displacement of the less affluent residents already living there.

Age Distribution

As shown in chart below, the population of the study area is relatively young compared with the district, the



Source: U.S. Census 1990

Figure 8. Population younger than 18 years of age and 65 years of age and older, 1990.

borough and New York City. There are striking differences among the three neighborhoods, however. Only 17.5% of the population in the Northside is comprised of young people under the age of 18, in contrast to 48.4% in South Williamsburg and 34.0% in the Southside. The high proportion of young people in Williamsburg, coupled with the relatively young age of new immigrants, and the high rate of internal growth, has strong implications in terms of educational, recreational, child care and youth facilities as well as housing and open space.

Employment

According to the 1990 Census, 51% of the population in the study area, aged 16 years and older, is in the labor force. This is somewhat lower than figures for the district, the borough and New York City, where labor force participation amounts to 54.7%, 58.9%, and 61.7%, respectively. However, there is substantial variation among the three neighborhoods. The Northside has a labor force participation rate of 64.4%, while the rate in the Southside is 52.9%. Only 40.9% of persons 16 years and over in South Williamsburg participate in the labor force.

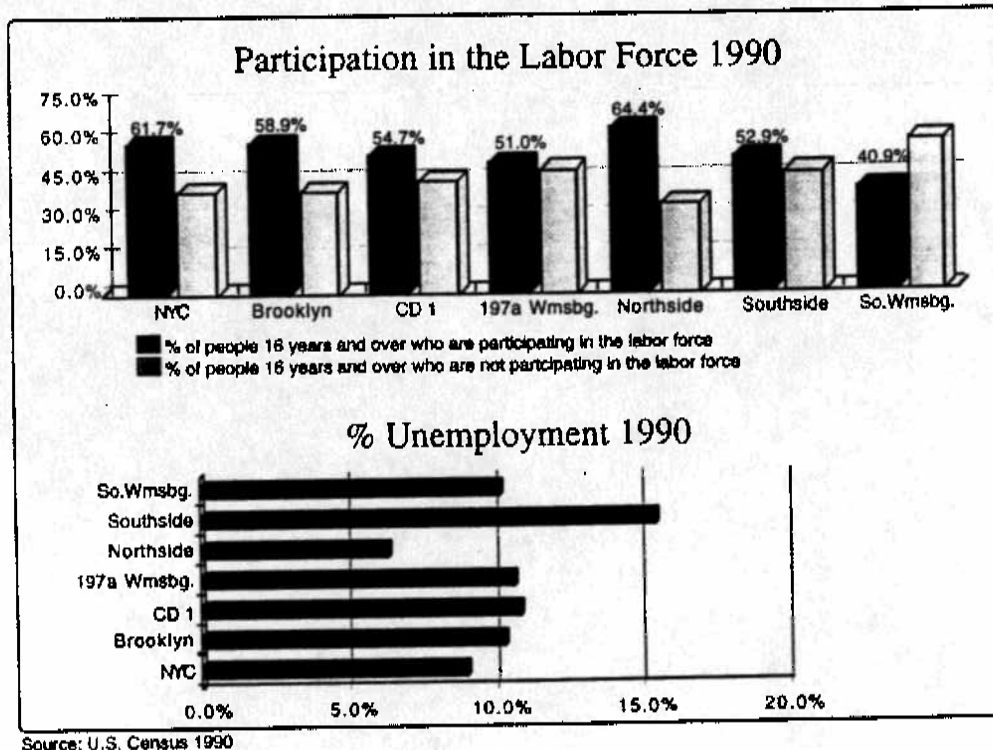


Figure 9. Labor force participation and rate of unemployment, 1990.

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Unemployment in the study area amounts to 10.6% of those in the labor force. This is comparable to the district (10.8%) and Brooklyn as a whole (10.3%) and is somewhat higher than the New York City figure of 9.0%. Again there is a substantial difference among the three neighborhoods. While the Northside and South Williamsburg have relatively low unemployment rates of 6.4% and 8.8% respectively, as much as 16.1% of persons in the labor force in the Southside are unemployed.

While male labor force participation ranges from 59.2% in South Williamsburg to 73.6% in the Northside, female labor force participation levels are not only much lower but also show a wider spread, from a low of 24.6% in South Williamsburg to a high of 55.3% in the Northside. Of the 5,427 females in the study area, aged 16 years and over in the study area and in the labor force, 2,270 (41.8%) have children from six to seventeen years of age.

Reflecting Williamsburg's blue collar roots, a high proportion of residents (23.3%) is employed in the manufacturing sector, in both durable and non-durable goods, relative to Brooklyn (11.7%) and New York City (11.4%). A sizable percentage of residents is also employed in retail trade, 13.9%. The proportion of residents employed in the finance, insurance and real estate sector, 8.1%, is low in comparison with Brooklyn (12.6%) and New York City (12.3%). While the number of people employed in educational services in the study area as a whole is comparable to Brooklyn and citywide figures, a disproportionately high percentage of residents in South Williamsburg (13.5%) is employed in this sector reflecting the high number of yeshivas in the neighborhood.

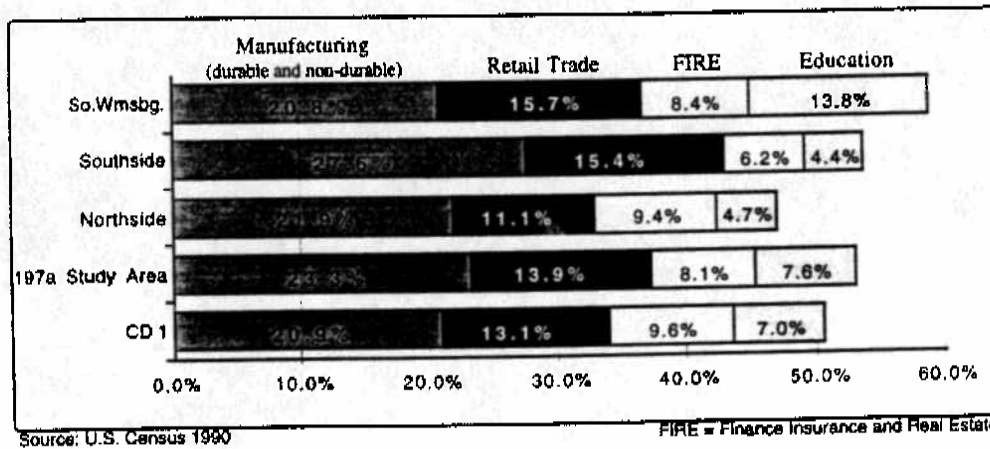


Figure 10. Type of employment, 1990.

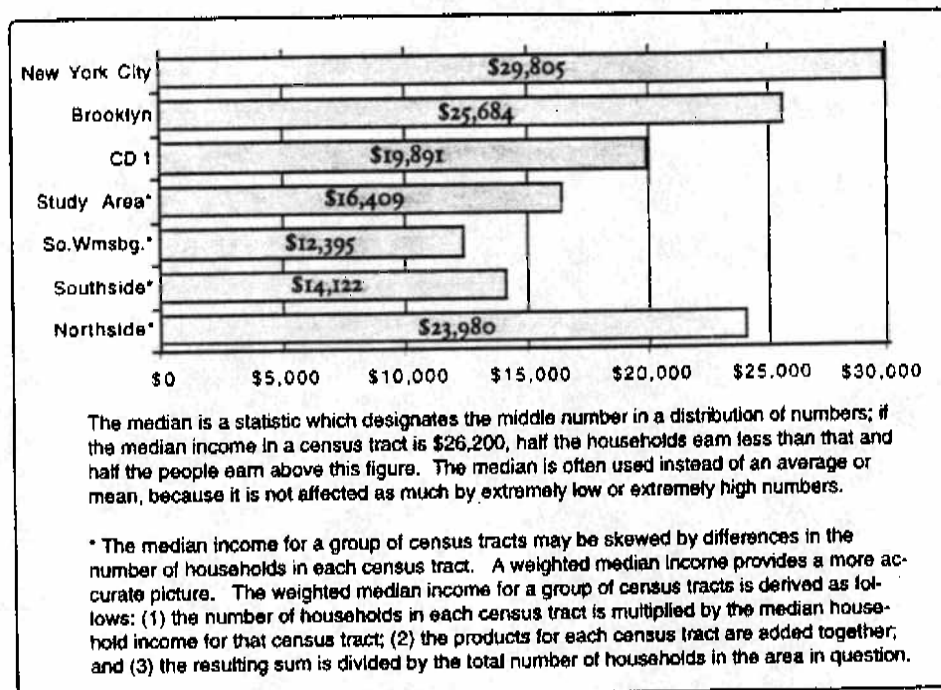
As in the past, businesses along the Williamsburg waterfront continue to serve as an important source of jobs for residents in the immediate area. This is clearly demonstrated by the area's high walk to work ratio. As much as

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18.2% of workers in the study area reported that they walked to work in the 1990 Census, more than twice the ratio in Brooklyn and almost twice the ratio in New York City.

Income

The population of the Williamsburg waterfront study area is relatively poor. The median household income for the area in 1989 was \$16,409. This is considerably lower than the median household income for Community District 1 (\$19,891), Brooklyn (\$25,684), and New York City (\$29,805), and reflects a combination of low educational attainment, relatively low labor force participation, a high proportion of lower skilled workers and a moderately high unemployment rate. Once again, there is substantial variation among the three neighborhoods. The median household income in the Northside in 1989 was \$23,980, which is high in comparison to the Southside and South Williamsburg, where median household income amounted to \$14,122 and \$12,395 respectively.



Source: U.S. Census 1990

Figure 11. Weighted median household income.

According to the 1990 Census, 45.0% of residents in the area live below the poverty level, compared with 35.1% in the district, 22.3% in Brooklyn and 18.9% in New York City. The poverty threshold for a family of four in 1989 was \$12,575. The poverty rate also varies substantially by neighborhood, ranging from 20.5% in the Northside to 45.3% in the Southside and 56.9% in South Williamsburg. There is consequently a high level of income dependency in the study area, with 25% of households on public assistance in 1989, compared with 23% in the district, 15.9% in the borough, and 13.1% in New York City.

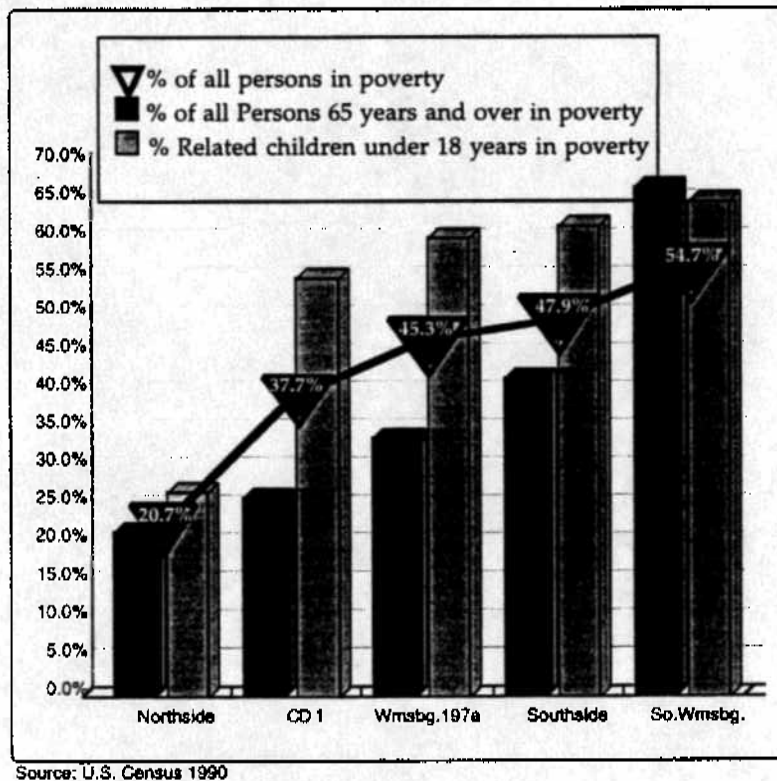
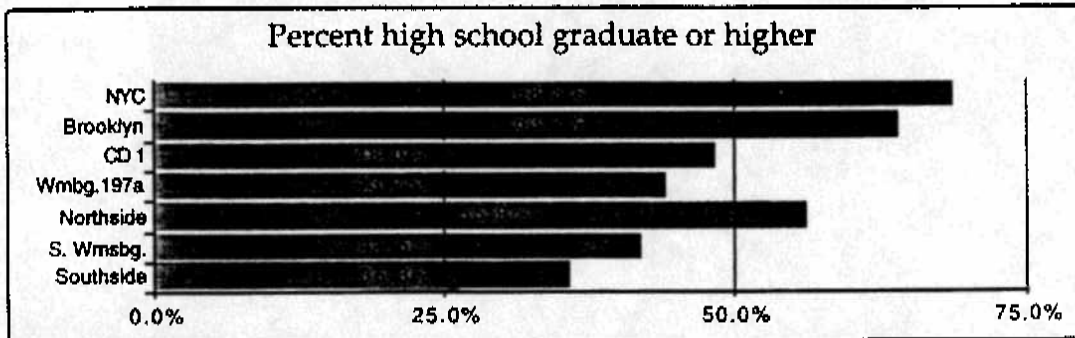


Figure 12. Percentage of persons in poverty, 1990

Educational Attainment

Educational attainment in the study area is significantly lower than in Brooklyn and New York City. Only 43.7% of adults over 24 years of age in the area have a high school diploma or higher level of education, compared with 63.7% in Brooklyn, and 68.3% in New York City. There is considerable range in educational attainment within the study area: 56.0% of the adult population in the Northside has attained more than a high school diploma compared with 35.3% in the Southside and 41.5% in South Williamsburg. At the time of the 1990 Census, 14,189 persons



Source: U.S. Census 1990

Figure 13. Educational attainment.

aged three years and over in the study area were enrolled in school, representing 34.5% of the population. Of these, 4.0% were in preprimary school, 79.3% were in primary or secondary school, and 16.7% were in college. More than half (52%) of elementary and high school students in the study area attend private school. This largely reflects the number of yeshivas in the Hasidic community of South Williamsburg, where 74.9% of elementary and high school students attend private school.

ANALYSIS OF EXISTING CONDITIONS

Overview

One of the major assets of the Williamsburg study area is its resiliency in the face of major economic and population changes. Despite a loss of jobs in heavy industry and substantial population loss in the 1970's, Williamsburg has maintained a significant level of economic activity and continues to serve as a destination for new immigrants to New York City. As a result of immigration, high birth levels in South Williamsburg, and the influx of residents from other areas in search of affordable housing, Williamsburg has experienced a substantial increase in population since 1980 and continues to maintain a rich economic, ethnic and cultural diversity.

Population growth has raised a number of issues, however, not only in terms of increased demand for housing and community services and facilities, but also in terms of the already substantial environmental burdens that exist in the area and the proximity of residential communities to noxious industrial and municipal facilities. Development opportunities presented by vacant and underutilized industrial property on the Williamsburg waterfront must carefully balance the competing demands for housing and increased community resources such as open space, with jobs and economic activity.

Zoning

Overview

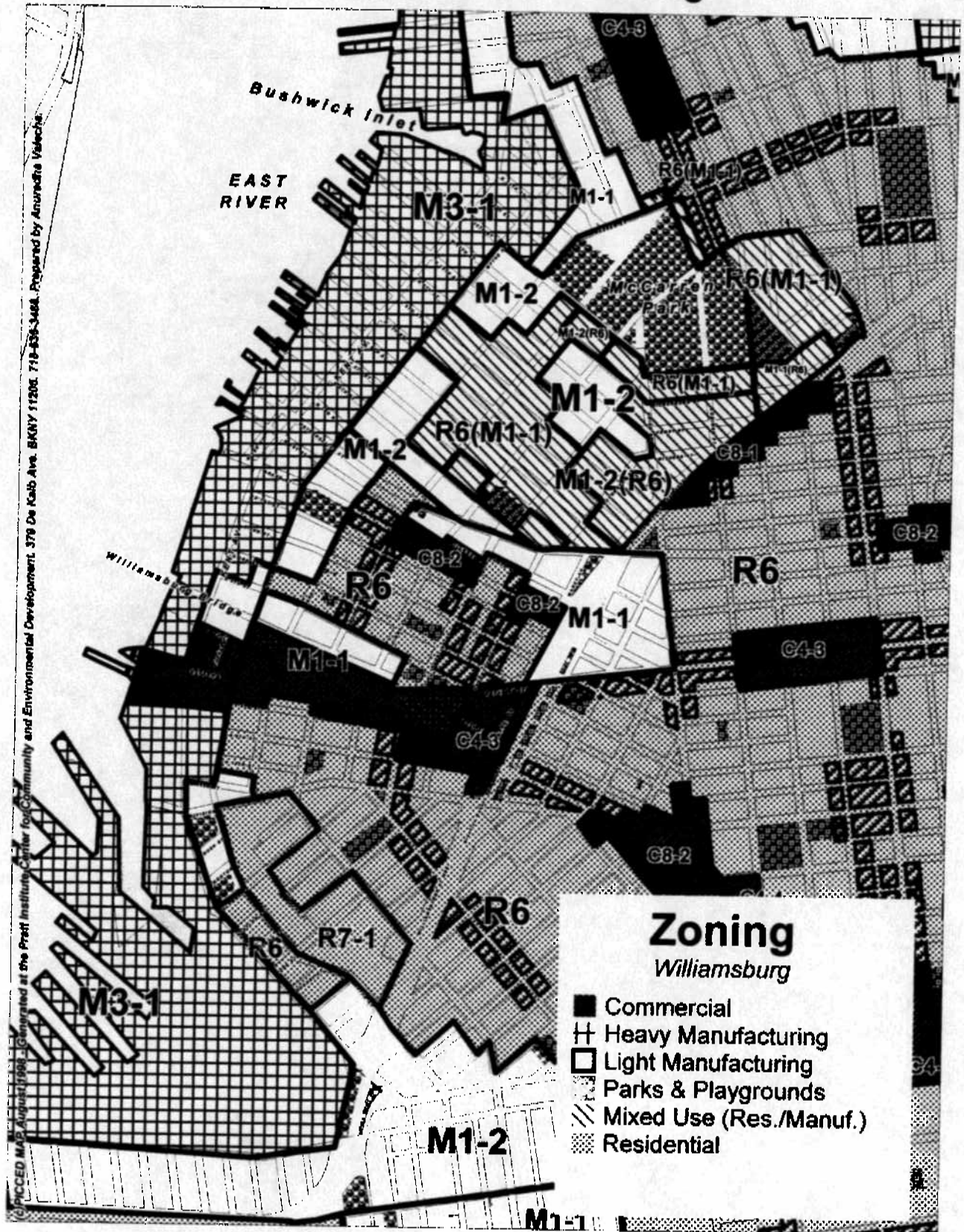
Williamsburg has been greatly shaped by how the community was, or was not, zoned. The existing mix of residential and industrial uses predates the practice of separating land uses into different zones. When New York City adopted America's first zoning resolution in 1916, it established three land use categories: residential,

Keywords: zoning

Zoning is a key tool used by local government for regulating development and carrying out planning policy. Through zoning, a city controls property use, building size and placement, density and other features.

business, and unrestricted, the last permitting any kind of use. Williamsburg was designated an unrestricted zone. This designation continued until 1961, when the zoning law was rewritten, dividing the city into residential (R), commercial (C), and manufacturing (M) districts. Many mixed use areas, including large portions of Williamsburg, were zoned solely for manufacturing at that time. Existing residences in those areas became nonconforming uses. The current zoning pattern in Community District 1 roughly forms three concentric belts: heavy manufacturing along the waterways, a buffer of light manufacturing, and a core residential zone. Commercial overlays are interspersed throughout the residential zones (see Map 4). In 1974, the first special mixed use district in New York City was created in the Northside. It is generally considered successful in preserving both manufacturing and residential uses and guiding their expansion.

MAP 4. Williamsburg Waterfront Zoning



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Zoning in Williamsburg may change considerably as a result of a number of initiatives, including this document. The Department of City Planning (DCP) is examining 22 areas in north Brooklyn, that have large concentrations of vacant and underutilized property, to determine if land currently zoned for manufacturing should be rezoned to permit residential and other uses. Seven of the 22 subareas lie within the Williamsburg 197-a study area (see Map 5). Together they account for over 5 million square feet of lot area, almost 28% of which is vacant land. In addition to 230 firms that employ up to 3,794 workers, they contain 1,873 dwelling units. DCP's rezoning study provides a unique opportunity to carefully examine existing demographic, economic and environmental issues in Williamsburg and develop innovative approaches to zoning that reflect current business trends and opportunities while addressing the housing, environmental and open space needs of Williamsburg's growing residential communities. The City Council passed the rezoning of the first subarea to be studied, Subarea 12 under the Williamsburg Bridge (see Maps 5 and 6).

There have also been several proposals to permit new uses in manufacturing districts citywide. These proposals include "superstores", "adult entertainment" and social services facilities. The DCP rezoning studies and possible new uses are discussed in greater detail below, under Planning and Development Context.

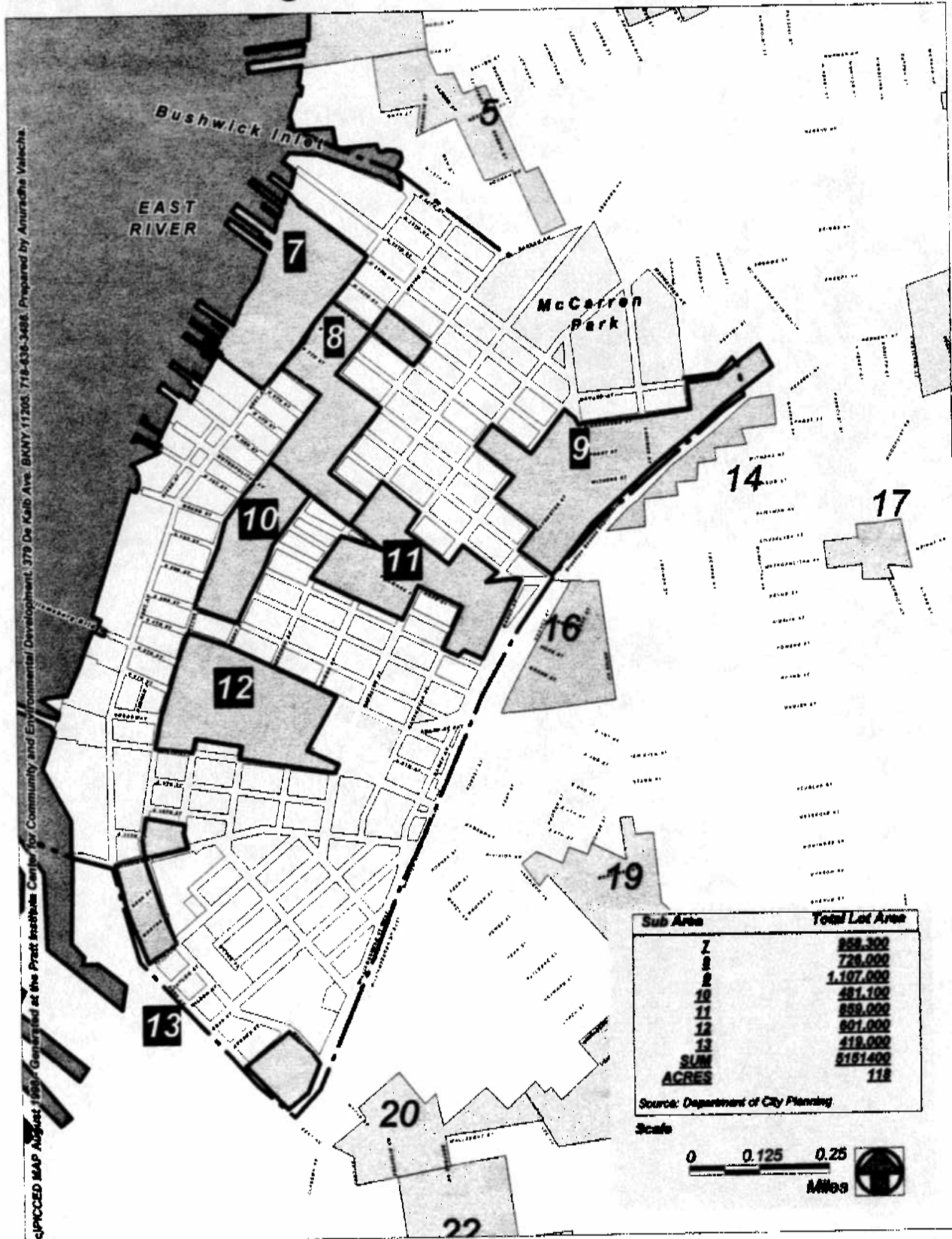
Anticipation of zoning changes that would permit development to a higher and more profitable use has resulted in substantial investment along the waterfront, indicated by increased rents for industrial space, conversion of industrial loft buildings to residential use, and withholding of industrial property from the market altogether until zoning changes come into effect. These activities have had a dampening effect on business development in Williamsburg and have contributed to the appearance of industrial decline in the area.

Planning Area

From the Bushwick Inlet south to the Brooklyn-Queens Expressway (BQE), the 197-a planning area generally corresponds to the M3-1 heavy manufacturing zone that runs along the East River. At two points, however, it extends inward, connecting the waterfront to McCarren Park in the north and Continental Army Plaza in the south. The northern extension includes a small portion of the adjacent M1-1 district abutting the park. The southern extension corresponds to DCP Rezoning Subarea 12, as noted above. As indicated on Map 6, much of the M1-1 district south of the Williamsburg Bridge has been rezoned to C4-3.

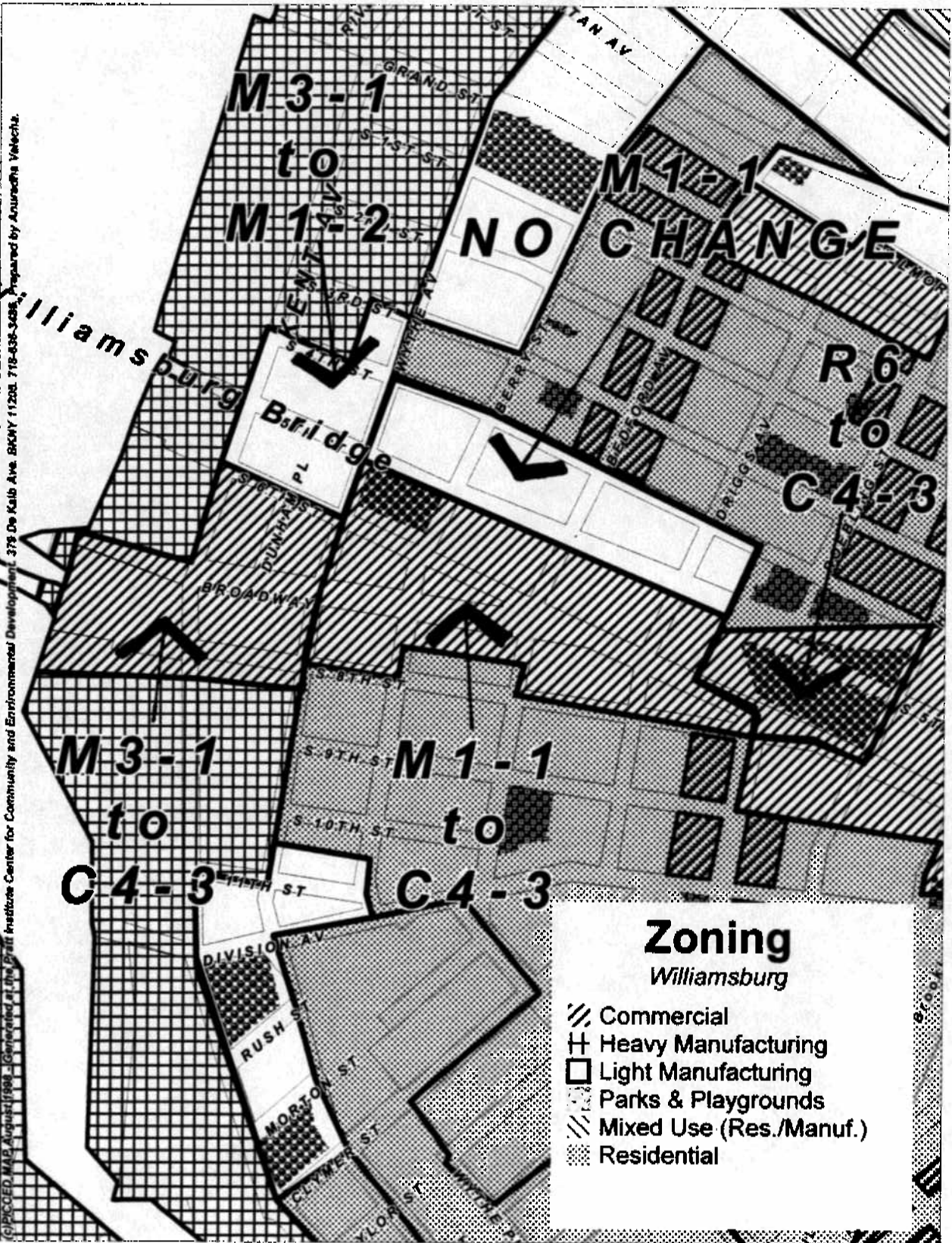
The planning area below South 11th Street comprises a mixture of R6 and M1-2 zoning. This area was previously zoned M1-2 and served as a light industrial buffer separating inland residential districts from the Brooklyn Navy Yard. The blocks that are still zoned for manufacturing comprise DCP Rezoning Subarea 13 (see Map 5) and are presently being studied for rezoning.

MAP 5. Rezoning Subareas in 197-a Study Area



(C)PCED MAP August 1989. Generated at the Pratt Institute Center for Community and Environmental Development, 379 De Kalb Ave. BKNY 11205. 718-639-3488. Prepared by Anuradha Velche.

MAP 6. Revised Subarea 12 Zoning



(CLIPPED MAP August 1990 - Generated at the Pratt Institute Center for Community and Environmental Development, 375 De Kalb Ave. BKY 11201, 718-438-4088. Prepared by Anuradha Veltech.

Study Area

Zoning in the 197-a study area deviates somewhat from the general zoning pattern in Community District 1. Although there are blocks where a light manufacturing buffer along Kent Avenue separates the inland residential districts from heavy manufacturing along the East River, there are several points at which residences directly abut the M3-1 zone.

District	Type	Floor Area Ratio	Use Characteristics
R6	Residential	0.78 - 2.43	Three- to twelve-story medium density housing (up to 176 dwelling units per acre)
R7-1	Residential	0.87-3.44	Six- to fourteen-story medium density housing (between 208 and 226 dwelling units per acre)
C4-3	General commercial	Max. Comm'l: 3.40 Resid'l: 0.78 - 2.43	Shopping centers and offices in more densely built areas
C8-2	General service district	Maximum: 2.00	Automobile showrooms and service facilities, and warehousing. Housing not permitted
M1-1	Light manufacturing - high performance	Maximum: 1.00	Buffer adjacent to low-density residential areas. Retail and office uses permitted.
M1-2	Light manufacturing - high performance	Maximum: 2.00	Older industrial areas. Similar characteristics to M1-1
M3-1	Heavy manufacturing - low performance	Maximum: 2.00	Heavy industries which generate noise, traffic, and pollutants

Table 1. Zoning districts in the study area.

The Special Northside Mixed Use District, which encompasses much of the Northside, represents the most significant departure from the general zoning pattern. The special district is irregular in shape and even has a six

Keyword: floor area ratio

Floor area ratio or FAR is the amount of building square footage allowed, expressed as a multiple of the lot size, e.g.: a 50' X 100' lot with a FAR of 2.0 could have a maximum size of 10,000 square feet.

square block M1-2 zone nested within it. The characteristic mix of industry and residential use in Williamsburg is most clearly evident in this area. Blocks in the district are either zoned R(M), if there is a greater percentage of residential uses, or M(R), if there is more manufacturing. The predominant use in each case determines the use of any new development in the area. However, mixed use zoning allows existing businesses to expand in predominantly residential areas and

vice versa. Other than permitting a mixed of uses, the R(M) and M(R) zones generally have the same requirements as R-6 and M1 zones, respectively.

The Special Northside Mixed Use District is roughly encircled by light manufacturing districts, the southernmost arranged around Metropolitan Avenue. This M1-1 district and two C8-2 districts on Grand Street create a division between the Northside's R(M) district and the R6 residential district to the south. Several streets within the R6 district have commercial overlays, including Grand Street, South 4th Street, Roebling Street, Bedford Avenue and Havemeyer Streets.

The area around the Williamsburg Bridge creates the next east-west divide between residential districts. The blocks north of the bridge, between Wythe Avenue and South 5th Place, remained M1-1 with the recent rezoning. The area south of the bridge, to South 8th Street, was rezoned C4-3. It joins up with an existing C4-3 district centered on Broadway and Havemeyer Street.

All but two of the blocks south of these C4-3 districts and east of Wythe Avenue are zoned R6. Most of the double-sized blocks, south of Division Avenue (where Berry Street ends) are zoned R7-1, permitting higher density housing. A commercial overlay runs from Broadway along Roebling Street to Division Avenue, and then continues along Lee Avenue to Heyward Street.

Land Use

Overview

Land use in the study area largely mirrors the zoning pattern described above. The waterfront is predominantly heavy industry interspersed with some light industry. Additional light industry is located further inland. Housing is concentrated in the neighborhood cores, with retail located along the main streets.

Keywords: land use, mixed use, nonconforming use

Land use is how a property is actually used, whether or not that is the use designated by the zoning.

Most communities separate residential and commercial uses from industrial uses. Older neighborhoods, such as Williamsburg, developed with these uses side-by-side.

Uses that were legal at their inception and do not conform to current zoning regulations are called nonconforming uses.

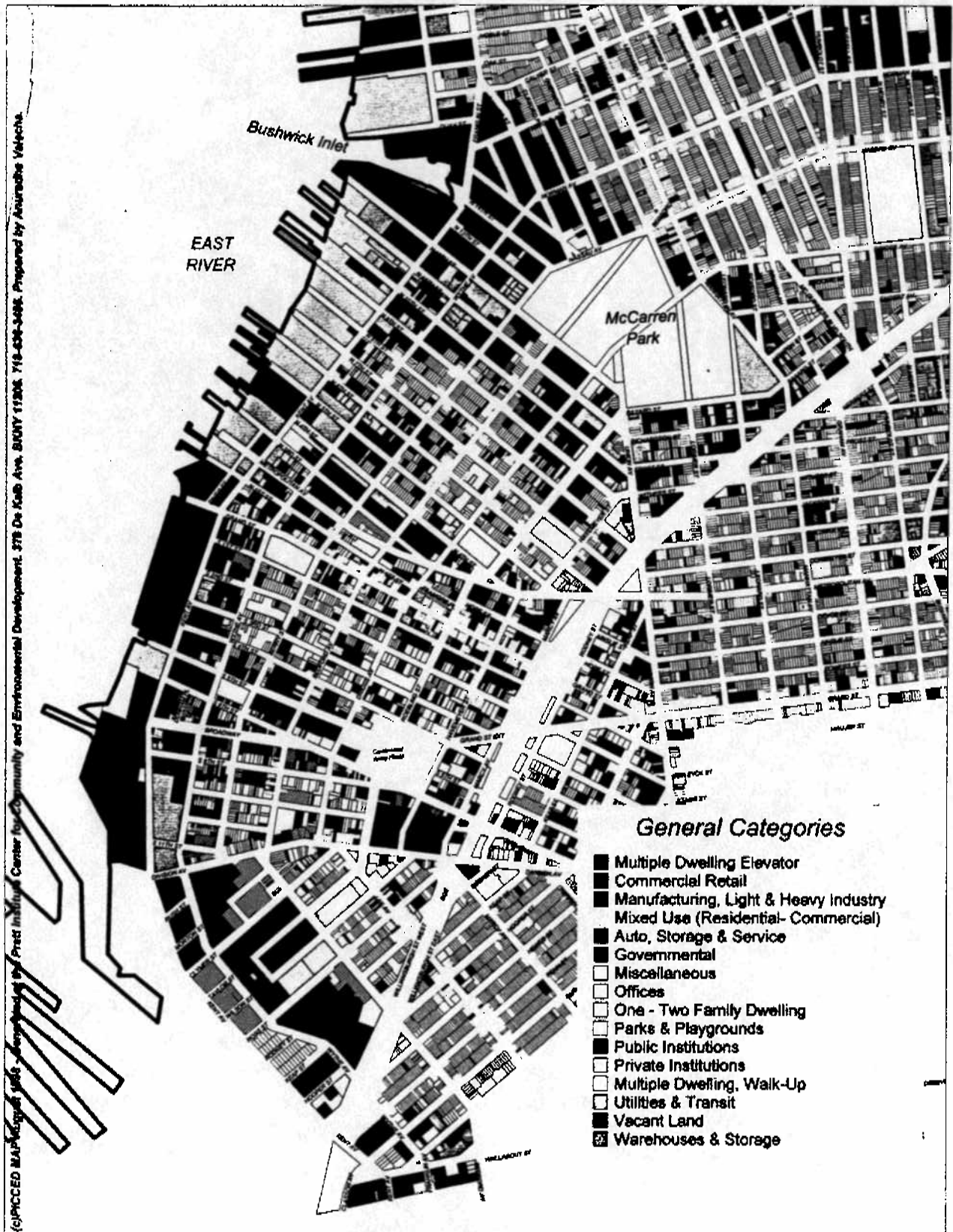
Although zoning and land use generally concur, there are numerous exceptions. Many residential and manufacturing buildings became nonconforming with the 1961 Zoning Resolution. Additionally, some industrial buildings have been converted, both legally and illegally, to residential use. Nonconforming uses can present problems for both residents and manufacturers. Residents in manufacturing districts are exposed to air and noise pollution. Conversely, manufacturers find themselves responding to complaints from residents who demand a higher performance standard than the industrial designation legally requires. These conflicts have worsened over time for a number of reasons. One reason seems to be that environmental nuisance was less of a concern when there was a greater connection between local residents and jobs in the offending industries. Nonconformance also restricts the expansion or replacement of

existing housing or factories. The Special Northside Mixed Use District was created to allow controlled expansion of residential or light manufacturing uses.

Industrial

Over half of the 197-a study area is zoned for industry or is part of the Special Northside Mixed Use District. The heavy manufacturing district west of Wythe Avenue, between Bushwick Inlet and South 11th Street, is particularly stable despite the negative perception that can be created by the vacant Brooklyn Eastern District Terminal (BEDT)

MAP 7. Study Area Land Use



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and partially vacant former Schaefer Brewery. BEDT, a rail-to-truck freight yard, operated until 1983. Schaefer closed in 1976.

A 1990 inventory, by a graduate planning student, of businesses and municipal uses between the Kent Avenue and the East River, remained virtually unchanged. The following operations are listed from north to south:

- Although the ownership has changed a couple times over the last eight years later, the oil tank farm between Bushwick Inlet and North 12th Street has operated continuously. The current owner purchased the property in 1997 and plans to develop the site for increased distribution.
- The block between North 12th Street and North 11th Street is occupied by a Department of Sanitation (DOS) parking lot and garage and CitiStorage, a record storage warehouse. CitiStorage is currently expanding its operations. DOS has been planning to move to another site for several years but the move remains stalled.
- The vacant BEDT site is located between North 11th and North 5th Streets. A building at the southwest corner of Kent Avenue and North 8th Street is owned independent of the rest of the site. A sculptor rents the former flour terminal at the southwest corner of North 9th Street and Kent Avenue. The entire property had been in foreclosure and was auctioned, in two parcels, on July 14, 1998. USA Waste purchased the two blocks between North 4th and North 5th Streets that they had been renting. The mortgagor was the high bidder for the balance of the property.
- The block between North 4th and North 5th Streets was a scrap metal yard in 1990. A waste transfer station has since been constructed on the block. The current owner, USA Waste, operates a paper recycling facility on this site. USA Waste has filed an application to operate a putrescible waste station on the three square blocks it now owns.
- A variety of tenants continue to occupy the former Austin Nichols warehouse, which covers the entire block between North 4th and North 3rd Streets.
- Con Edison has one fuel oil tank on each of the two blocks between North 3rd Street and North 1st Street, from River Street to the East River. The tanks serve the generating station on Fourteenth Street in Manhattan. In the early 1990s, Con Edison purchased three tanks formerly owned by Pfizer, located between North 1st Street and Grand Street. The two larger tanks are believed to have been used for molasses and the third for sulfuric acid.
- The two blocks between River Street and Kent Avenue, from North 3d Street to Grand Street, are still occupied by Vesco Steel Supply Company, Con Edison, Fyn Paint and Lacquer, York Display, and S. Bertram Inc.
- The Domino sugar refinery, which operated under the Amstar name in 1990, continues to operate between Grand Street and South 5th Street on the waterfront.
- The city-owned property between South 5th Street and Broadway is currently used by the Department of Transportation, as it was in 1990.

Keywords: waste transfer station

Transfer stations are facilities for the sorting and transferring of garbage. The material handled may be putrescible waste, construction debris, recyclables, or some combination, depending on the permit

Williamsburg Waterfront 197-a Plan

- A trucking company continues to operate out of the yard at the foot of South 8th Street.
- Among other tenants, Royal Kedem Wine and Certified Lumber still occupy parts of the former Schaefer brewery, between South 8th Street and Division Avenue.

The Brooklyn Navy Yard Industrial Park begins below Division Avenue. The industrial park is located in Community District 2 but the Kent Avenue frontage relates as much to southwestern Community District 1 as it does to the rest of the industrial park. A Con Edison generating plant has existed for decades across Division Avenue from the Schaefer Brewery. The Department of Sanitation (DOS) has a road salt barn south of the Con Edison facility. The Kent Avenue frontage south of the DOS yard is vacant and operated by the city for the auction of retired city vehicles. The Navy Yard will announce shortly how this vacant site will be developed. The Brinks corporation maintains a secure warehouse south of the city parking lot.

The blocks between Kent Avenue and Wythe Avenue were not included in the 1990 inventory. Although these blocks are zoned M3-1 from Bushwick Creek to South 11th Street, pockets of residential buildings interrupt the industrial uses. In general, the further north the M3 district, the more likely it is to be exclusively industrial. The six blocks from North 14th Street to North 8th Street contain a number of sizable firms, including Urban Bobcat, a lessor of heavy equipment; Colonial Mirror and Glass, which accounts for about half of the block between North 12th Street and North 11th Street; Aurora Manufacturing; Newcastle Fabrics; and Ko-Rec-Type, which accounts for about half of the block between North 9th and North 10th Streets.

The blocks between North 8th Street and North 6th Street are predominantly residential. There are perhaps a half-dozen industrial firms on these two blocks, including a marble workshop on Kent Avenue.

The next six blocks, as far as Grand Street, are mostly industrial. The block between North 6th Street and North 5th Street is entirely industrial. One warehouse occupies the entire southern half of the block. There are two industrial buildings on the block between North 5th and North 4th Street, one of which is occupied by Western Carpet. Western Carpet's building accounts for approximately two-thirds of the eastern side of the block. The block between 4th and North 3rd Streets contains three buildings — two one-story buildings and a loft building that appears to have a mix of manufacturing and residential tenants. A concrete plant on the western half of the block is a recent addition and is one of the few heavy industrial uses between Kent and Wythe Avenues, generating large amounts of dust.

Domino Sugar is the most prominent firm between Grand Street and the Williamsburg Bridge, occupying several buildings for administrative and other functions ancillary to the refinery across Kent Avenue. Radiac Research, the hazardous waste handler, and a New York City Housing Authority storehouse are also located between Kent and Wythe Avenues in this area.

With the exception of the Department of Transportation complex, most of the industry around the bridge and Broadway is smaller. Several furniture makers and a stone cutter are included in these.

There are two large operations south of the Williamsburg Bridge, between Kent and Wythe Avenues: a scrap metal recycler and the Domsey International Sales Corp., which operates a large retail outlet for used and new clothing and other items, and also ships clothing abroad.

Industrial uses elsewhere in the study area have both prospered and declined. The M1-2 district north of the Special Northside Mixed Use District has a large number of multistory loft buildings which have, almost entirely, been converted to residential. However, this area is also home to two strong businesses, the Brooklyn Brewery and Rosenwach Water Tanks. Superior Location Vans, which provides recreational vehicles for film making, recently relocated here. The M1-2 district south of McCarren Park has also had some residential conversion, generally west of Driggs Avenue, although manufacturing appears quite solid in the eastern portion. There are many established industrial firms in the manufacturing districts roughly arranged around Metropolitan Avenue. Residential conversions seem to be on the increase here, again depending on how fit the building is for living.



Figure 14. Nonconforming, legal residences enveloped by industrial buildings.

Residential

There are relatively few residences in the planning area, which is zoned for manufacturing. There are a handful of houses, including some on Kent Avenue, in the industrial area above North 9th Street. The blocks between North 9th and North 6th Streets, between Kent Avenue and Wythe Avenue, are primarily residential. Grand Street,

between Kent and Wythe Avenues, and on Kent Avenue north of Grand Street, also forms a residential enclave. Another small group of residential buildings are located on lower Broadway. Half of the planning area south of Division Avenue has been rezoned to R6 and is comprised of new homes built under urban renewal.

Residential land use in 197-a study area is diverse, ranging from historic row houses to turn of the century tenement houses, large public housing projects in the Williamsburg Urban Renewal Area, two- to three-family New

York City Partnership homes, and newly converted lofts in industrial buildings. With the exception of the housing projects, which range from 7 to 21 stories and are built to densities up to 483 persons per acre, almost all of the residential buildings in the area are considerably smaller in bulk and density than the predominant R6 zoning allows. Most of the housing stock, 47.5%, is comprised of four-story frame houses and walk-ups with fewer than ten units. Public housing is concentrated in Independence Towers, the Taylor-Wythe Houses, Berry Houses, and Jonathan Williams Plaza in South Williamsburg. These developments account for 17.2 percent of the rental housing (1,996 dwelling units) and approximately 15 percent of the population in the study area.

The rate of conversion of underutilized and viable industrial buildings to residential use appears to be increasing. The percentage of converted lofts occupied solely as apartments, as opposed to live/work spaces used by artists, is unknown. The rent for residential lofts is roughly



Figure 15. Apartments for rent and sought are advertised on posted flyers.

twice the rate for industrial lofts, providing an economic incentive for legal and illegal conversions. Mixed messages about the possibility of residential rezoning also influences the owners of industrial buildings.

Commercial

There are also few commercial establishments in the planning area. There are two restaurants, one of which — Giando-on-the-Water — is located directly on the river, at the foot of Broadway. The Northside Cafe is also sited to take in views of Manhattan from its location at the corner of Kent Avenue and North 7th Street. Several used furnishings stores have congregated on Wythe Avenue between Grand Street and South 1st Street. The Domsey International Sales Corp. has both a retail and wholesale operation, as described above. Certified Lumber operates a retail lumber yard from part of the former Schaefer Brewery.

Each of the three neighborhoods in the 197-a study area has one major commercial spine that runs on a north-south axis, as well as a number of secondary commercial streets.

Bedford Avenue, which begins at Manhattan Avenue, in Greenpoint, is the main commercial street serving the Northside. While commercial activity is centered around the west exit of the L subway station at North 7th Street, it has extended further north and south in recent years. Significant commercial activity has replaced much of the meat packing plants on North 6th Street, from Bedford Avenue to Wythe Avenue.

The Southside has several commercial streets. One of them is Bedford Avenue, although storefronts are not continuous on Bedford from the Southside to the Northside. Bedford Avenue is secondary to Havemeyer Street, which lies three blocks to the east. A major transit and commercial node is formed where Havemeyer Street and Marcy Avenue intersect with Broadway. Six bus lines pass through the plaza at the foot of the Williamsburg Bridge and the Marcy Avenue station for the elevated J/M/Z subway lines is located above Broadway.

Broadway and Havemeyer also serve the Hasidic community to the south, as does Division Avenue, one block south of Broadway. However, Lee Avenue, which travels the length of the neighborhood, is the main commercial street serving South Williamsburg.

Municipal

New York City agencies occupy two properties along the Williamsburg waterfront for their own operations and there are two additional sites on Kent Avenue in the Brooklyn Navy Yard, which is outside of Community District 1 but opposite the 197-a study area. The largest facility is the Department of Transportation (DOT) complex under the Williamsburg Bridge. DOT's Bureau of Bridges is housed in six buildings from South 5th Street to Broadway, between the East River and Wythe Avenue. South 5th Street, which had been open to the river, has been fenced off for material storage. Over the last ten or fifteen years, there has been casual talk about DOT vacating this site for another location. However, approximately \$4.7 million has been allocated for the reconstruction of the East River Bridge Shops at 352 and 372 Kent Avenue. The shops will be vacated during rehabilitation and reoccupied after the

work is done. The Department of Sanitation (DOS) leases half a block on the west side of Kent Avenue between North 10th and North 11th Streets for storage and maintenance of sanitation trucks.

There are two additional municipal facilities in the Brooklyn Navy Yard, across Kent Avenue from the 197-a study area. DOS has a road salt barn in the northeast corner of the Navy Yard. This site was proposed as the location for a resource recovery plant (incinerator). Development was blocked through community opposition, led by the Community Alliance for the Environment (CAFE).

The Department of Citywide Administrative Services (DCAS) leases a lot in the Navy Yard on Kent Avenue, south of Clymer Street, where retired city vehicles are parked until sold at auction. The Brooklyn Navy Yard Development Corporation solicited developer interest in this site and an announcement in this regard is anticipated during the summer of 1998.

Vacant Land

In 1995, at the time the Hunter College planning studio wrote *Bridges*, there were 1,641 vacant lots in Community District 1, comprising 6,599,000 square feet, or 5.8 percent of the district. Over eighty percent of the lots were in private ownership. Most of the lots were small — 25 to 50 feet by 100 feet — and most were in areas zoned for manufacturing. Residential lots are commonly 25 by 100 feet. The location of lots of this size in manufacturing districts would suggest residences that were torn down but could not be replaced under current zoning. The seven rezoning study areas that correspond to the Williamsburg 197-a plans, together contain close to 1.5 million square feet of vacant land. Much of this, however, comprises the former Brooklyn Eastern District Terminal (BEDT) which covers an area amounting to 958,300 square feet.

Development Opportunities

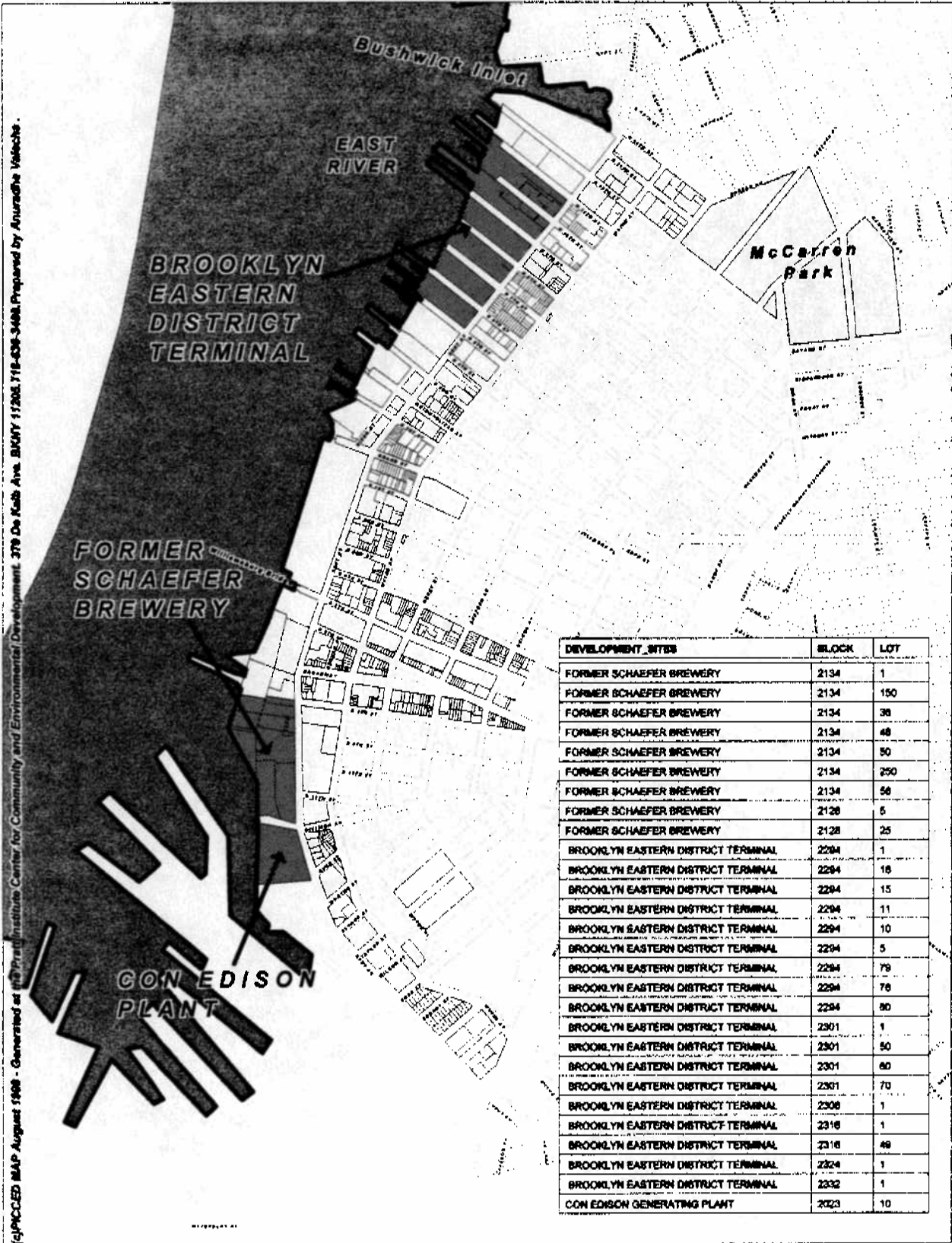
The decline of heavy industry along the Williamsburg waterfront has left a substantial amount of property vacant or underutilized. For the first time in many years the development potential of the waterfront has been considered for uses besides manufacturing, including housing and public open space.

There are three major development sites on the waterfront (see Map 8). The largest and, arguably, least encumbered site is the BEDT rail yard. The other two are the former Schaefer Brewery and the Con Edison generating plant which lie north and south of Division Avenue, respectively, between Kent Avenue and the East River. All three sites are privately owned.

Brooklyn Eastern District Terminal

While in operation, BEDT occupied the blocks from North 5th to North 10th Streets, between the East River and Kent Avenue, as well as additional property east of Kent Avenue. Despite a merger with a similar waterfront

MAP 8. Waterfront Development Sites



GIS/PLANNED MAP August 1998 - Generated at the Planning Institute Center for Community and Environmental Development, 379 Du Sable Ave. BROOKLYN 11201, 718-638-3400. Prepared by Anuradha Velche.

Williamsburg Waterfront 197-a Plan

short-line railroad, the operation could not compete with shipping by truck and the decision was made to close the Northside yard and market the property for new development. Most, if not all, of the property east of Kent Avenue has been redeveloped and the focus has been on the 20 acre site directly on the water. While the site, which is zoned M3-1, was originally marketed to industrial users, the eventual owner met informally with community leaders to determine how people would respond to a large residential development. The residential proposal was dropped in the face of community opposition and a number of alternate proposals have since been put forward, including "superstore" development and the expansion of the transfer station at the southern end of the site, now operated by USA Waste.

Numerous other entities have set forth what they thought would be the best use of the site. In 1990, The Parks Council released two very schematic proposals. The preferred scheme was for warehousing and distribution facilities with two parks and additional waterfront access. The second scheme had the same public area with low-rise residential development along the water and light industry on Kent Avenue. Community Board 1 commissioned the architectural firm of Caliandro Associates to prepare a site plan for BEDT (and the Greenpoint Terminal Warehouses). A draft of their design was presented in the Spring of 1992. The Department of City Planning's 1992 Comprehensive Waterfront Plan proposed a mix of residential and light industrial uses with waterfront access. In January 1995, the Trust for Public Land (TPL) recommended a mix of industrial development and open space. TPL considered two options for the open space component. One option involved purchase by the Department of Parks and Recreation. The second option involved development of the open space by the developer of the industrial property, in exchange for concessions of some sort.

As the 197-a plan was being finished, the status of the BEDT site was in great flux. The property had been foreclosed on and was auctioned, in two parcels, on July 14, 1998. Parcel A comprised the two blocks that USA Waste had been leasing and their winning bid of \$6,750,000 was the only bid. The remaining four blocks made up Parcel B. A developer interested in building a Home Depot bid against the mortgagor but decided not to go higher than the bank's last bid of \$5,000,000.

USA Waste operates a paper recycling facility on its portion of the site. It has applied for a permit to use the facility for processing a maximum of 5,350 tons of putrescible waste per day. Over 1,200 people (several hundred more were turned away at the door for safety reasons) attended the April 1998 public hearing held by the New York State Department of Environmental Conservation at Harry Van Arsdale, Jr. High School. Since then, the state has passed a bill requiring USA Waste to complete a full Environmental Impact Statement (EIS) evaluating the affect their operation will have on the community. As part of an unrelated antitrust ruling on USA Waste's merger with Waste Management, the Justice Department has ordered USA Waste to sell this site if they are granted a permit. Another waste management company could be the purchaser.

Concurrent with the community's protest against a transfer station on part of the BEDT site, neighborhood groups and open space advocates successfully petitioned the state to consider acquiring the property for a park. A

Memorandum of Understanding was signed by Assembly Speaker Sheldon Silver and Governor George Pataki stipulating BEDT as a priority site for open space. Funds from the Clean Water/Clean Air Bond Act and the Environmental Protection Fund (EPF) were budgeted for this purpose. The EPF money was vetoed during the 1998/99 budget negotiations. However, Governor Pataki and Mayor Giuliani cited the possible development of open space at the former BEDT as one of their reasons for supporting a second look at USA Waste's transfer station permit application.

Schaefer Brewery

The F. & M. Schaefer brewery closed in 1976, the last of what had been a thriving industry in Brooklyn. The Schaefer brewery had been expanded several times since it was founded and occupied the waterfront from South 8th Street to Division Avenue at its closing. Current tenants include Certified Lumber, Royal Kedem Wine and a yeshiva. A good deal of the complex of buildings is vacant.

Con Edison Station

Even though it lies in Community District 2, the antiquated Con Edison generating station has great significance in terms of housing and related community facilities and services in the adjacent 197-a study area. The Memorandum of Understanding of the Williamsburg Housing Task Force identifies this property, as well as the Schaefer Brewery, for environmental and planning studies to assess their potential for housing.

Environmental Conditions

Overview*

As a result of its industrial history, high percentage of industrially zoned land, and mixed use character, Williamsburg is home to a large concentration of industrial and municipal uses. Community District 1, which includes both Williamsburg and Greenpoint, has the highest proportion of land (12%) devoted to industrial uses in the city. The proportion for the city as a whole is 1.9%. Much of the area is characterized by a land use pattern with industrial uses located directly alongside residential and community facilities such as schools and churches. Although most of the industrial and residential uses successfully coexist, some of the industrial uses are considered to be noxious neighbors with the potential to create negative environmental impacts such as odors, dust, fumes, and noise. These impacts may be caused by the industrial activity or by the truck movements associated with the use. Many blocks also house facilities that either produce toxic emissions, store and/or use hazardous or extremely hazardous materials, or a combination of these.

* Because environmental conditions are measured in a variety of ways, much of the discussion relating to the Williamsburg 197-a area uses environmental statistics that are aggregated by either Community District or ZIP Code. (The Community District is shown on Map 1. Map 12 shows the boundary of Williamsburg's ZIP Code.) It is important to realize that many environmental conditions are neither site specific nor limited to a single area and thus considering a larger geography may be the more appropriate approach.

Community residents and businesses have long complained about environmental problems and have expressed concerns about the negative health effects of air, water and soil pollution. With over 1000 industrial uses in only 4.9 square miles and high volumes of truck traffic, residents are particularly worried about the cumulative effects of such a large concentration of environmentally burdensome activities and argue that they have been made to assume more than their fair share of noxious and environmentally negative uses. The high rate of population growth in Williamsburg only exacerbates this situation, and places increased emphasis on the need to limit environmental pollutants and strictly enforce industrial performance standards in the area.

Effects of Land Use Pattern on Environmental Quality

Major industrial facilities have historically located along the East River and Newtown Creek. These waterfronts have consequently come to be zoned M3 for heavy manufacturing. Directly behind the waterfront manufacturing districts are mixed use and residential districts. Although traditional heavy industrial areas (M3) are separated from residential and mixed use zones by a light manufacturing (M1) buffer, there are several areas near the East River in Williamsburg where residences are located in or directly adjacent to the M3 zone. In addition, a number of preexisting heavy industrial uses have been grandfathered in the mixed use area. While officially these uses are required to meet M1 performance standards that are meant to minimize their environmental impacts, the lack of adequate enforcement and occasional operational upsets can result in environmental impacts that are felt by the residents and businesses near these facilities. Furthermore, since the New York City Zoning Resolution's performance standards were adopted in 1961, prior to the enactment of the major United States environmental laws and policies, it has been determined that a number of currently permitted M1 uses can also cause significant environmental impacts or pose environmental risks. In addition, air pollution does not respect land-based boundaries and can frequently affect areas at some distance from the source of the emission itself. Thus, depending on factors such as wind velocity and direction, climate, stack heights, surrounding building heights, and contaminant weight, residents located several blocks away from an industrial activity may be affected by its emissions.

Environmental Complaints

In the first half of 1997, Community Board 1 had the highest number of air and noise complaints (151) in Brooklyn. This was a drop from 1994 levels, however, which registered 167 complaints in the first six months. In addition, the average response time to these complaints by the New York City Department of Environmental Protection (NYC DEP) was reduced from approximately three weeks to approximately three days.

During the first half of 1997, hazardous materials complaints (54) were the highest in Brooklyn, as were industrial waste complaints (34). Water complaints were the second highest in Brooklyn (1,116) and sewer complaints were fifth highest (631). These statistics reflect the type and degree of environmental problems expressed by the community. Many of these complaints, in particular the air and noise and industrial waste complaints, relate directly to the mixed use character of the area.

Whereas NYC DEP response time has been improving, many residents still feel that they must wait too long before the problems are responded to and resolved. Because of the sporadic and frequently short duration of many of the air emission violation incidents, inspectors are sometimes unable to get to the site of the violation in time to witness the emission.

In 1995, in an attempt to improve response time to environmental complaints, NYC DEP and the 90th Precinct in Williamsburg developed a pilot program where police officers were trained to issue certain environmental violations relating to air, noise, and dumping regulations. Although initially the program resulted in increased notices of violation, in recent years the program has slowed. The 94th Precinct in northern Williamsburg and Greenpoint was provided with similar training in 1997.

In addition to NYC DEP environmental complaints, many residents complain to the Department of Sanitation about dumping. Indeed, dumping in vacant lots and along certain streets in the area is a source of much community concern. Dumping is not only unsightly and dangerous but it can increase vermin and serve as a hiding area for drug dealing. Some lots have also been used to dispose of barrels of hazardous materials, thus making them unsafe and making any redevelopment of the property more difficult.

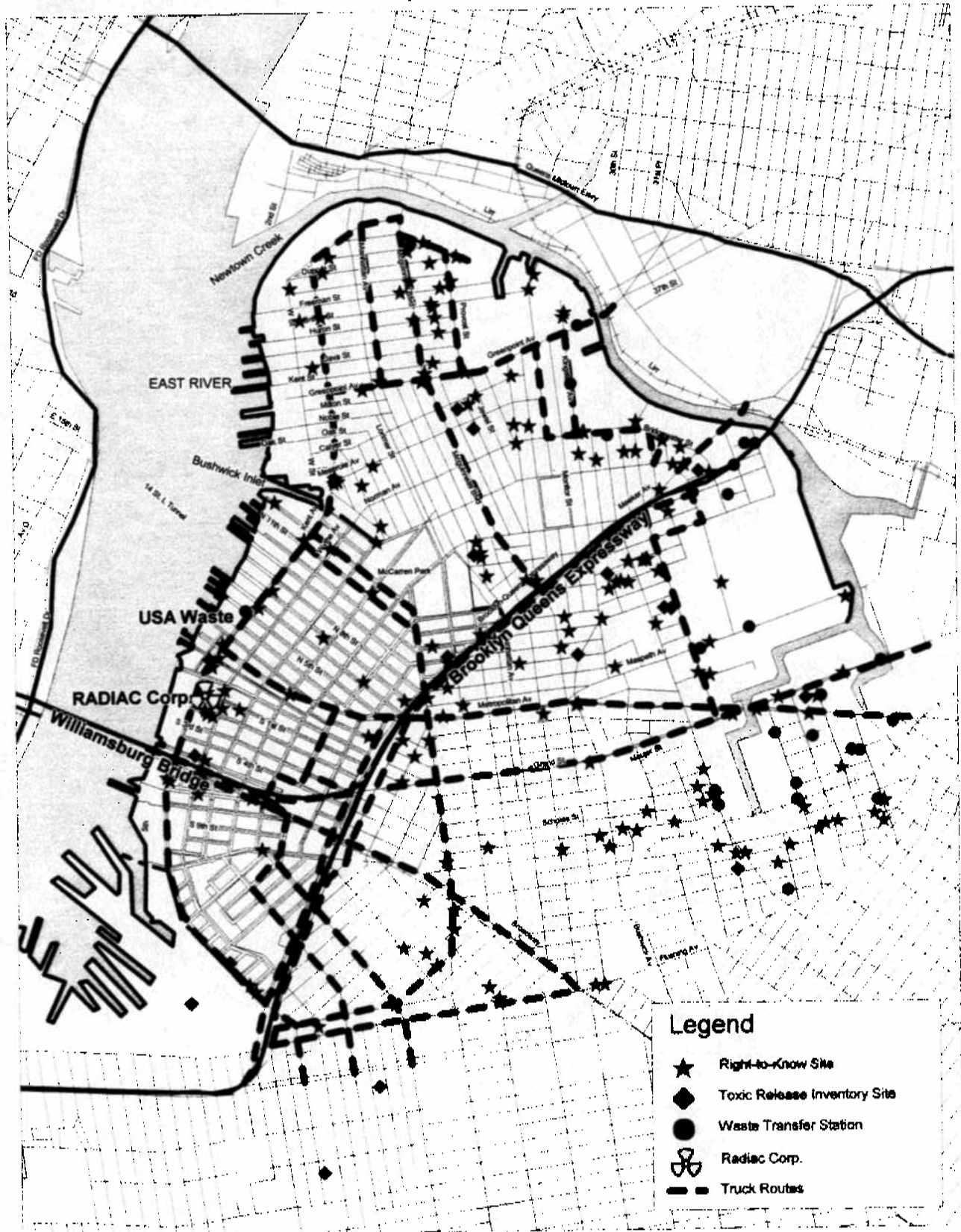
Hazardous Substances

According to the *Implementing Community Right-to-Know Laws in New York City 1996 Annual Report*, produced by the NYC DEP, Brooklyn Community Board 1 had 53,478 pounds of toxic releases (emissions) in 1996. As such, it had the third highest number of pounds of releases of any community district in New York City. The major chemicals released were: Trichlorethylene, Toluene, Methanol, Xylene, Methyl Isobutyl Ketone, 2 Butanone (Methyl Ethyl Ketone), Lead, Antimony, Nitric Acid, Antimony Compounds, and Cadmium. These chemicals are used in many of the industrial processes used by manufacturers in Williamsburg. Although still high, the number of pounds of emissions has dropped annually from 252,853 pounds in 1988 to 53,478 pounds in 1996. Community Board 1 now represents 18% of Brooklyn's releases as compared to 34% in 1988.

Nonetheless, according to the 1997 Right-to-Know annual report, compared to other community districts, Brooklyn Community District 1 still has the highest number of facilities with 10,000 pounds or more of a hazardous substance (60), the largest number of facilities reporting hazardous substances in the Citywide Facility Inventory Database (161), the highest number of facilities in the Toxic Release Inventory 21, the largest number of facilities using or storing extremely hazardous materials with Risk Management Plans (11), and the highest number of Hazardous Materials emergency responses.

New York City's only radioactive waste storage facility is located in the Williamsburg 197-a planning area. It adjoins residential uses and is one block from a school, a playground and a park. The Brooklyn Union Gas liquid natural gas tanks, the only ones in New York City, are located in eastern Williamsburg.

MAP 9. Environmentally Sensitive Sites



(c)PCCED MAP May 1998 Generated at the Pratt Institute Center for Community and Environmental Development, 379 De Kalb Ave. BKNY 11205. 718-636-3466. Prepared by Gordon, Yaloch

Source: NYC DEP 1997 Data

This high concentration of hazardous and toxic substances is of particular concern to the community because of the possible health risks from these emissions as well as the dangers that could result from accidental toxic releases from the facilities or from trucks transporting materials to the facilities.

Air Quality

Under United States Environmental Protection Agency (US EPA) and New York City environmental laws, standards for air emissions are set by facility, not by geography. Thus, areas such as Williamsburg which are characterized by dense concentrations of industrial facilities may, in the aggregate, expose communities to greater levels of emissions than would be permitted if the emissions were coming from a single source.

Another major source of air pollution is vehicles. Williamsburg is exposed to extremely heavy amounts of vehicular emissions from both cars and trucks. The area is bisected by the Brooklyn-Queens Expressway which is a major high-volume regional highway. The Williamsburg area is also bisected by the Williamsburg Bridge and its entry ramps. Not only is the volume of traffic immense but vehicles are frequently idling as a result of chronic traffic congestion on these through truck routes, contributing even more to the emissions of fumes and particulates. Due to the mixed use character of Williamsburg, mapped local truck routes pass close to legal residences. Additionally, trucks will often go onto residential streets in order to avoid traffic congestion or poor roadway conditions on designated truck routes. With poorly maintained exhaust systems, many of these trucks are major sources of particulates and smoke.

Of particular concern to residents are the transfer station operations, which along with certain warehousing and trucking uses, generate a large volume of truck movement through the area. Because of the dense network of truck routes throughout the district, trucks from these facilities may be found in all parts of Community District 1. In addition to the vehicle emissions from the trucks, air quality is also affected by these operations. Trucks transporting the waste, especially putrescibles, often have uncovered containers and emanate odors, dust, and debris as they pass. Idling trucks frequently line up on adjoining streets waiting to enter the transfer station. Transfer stations themselves generate complaints from residents regarding odors, smoke from fires, blowing dust, clogged catch basins, and an increase in vermin.

Keyword: putrescibles

Putrescible garbage is garbage that decomposes, such as food waste.

Although USA Waste operates the only transfer station in the Williamsburg 197-a study area, that facility is expected to generate 450 to 500 trucks per day if the company receives the operating permit it has applied for. While the exact number of transfer stations in Community District 1 as a whole fluctuates, there are more than twice as many transfer stations here than in any other community district in the city. These facilities are permitted to handle 58% of the commercially processed garbage, a figure that will increase to 62% if USA Waste is granted their permit. A neighborhood group, Neighbors Against Garbage, has been fighting to stop a transfer station at Eastern District Terminal since 1996.

Water Quality

The construction of enhanced sewage treatment facilities in recent years has resulted in a tremendous improvement in water quality in most of the waterways surrounding New York City. As determined by the New York State Department of Environmental Conservation (NYS DEC), the water in the East River has a best water usage classification of I, which permits fishing and secondary contact recreation, but not bathing or shell fishing for market purposes. The remaining major source of pollution problems in the East River comes from the combined sewer outfalls which empty directly into the waterway during and immediately after major storms. In addition, there are

Keyword: floatables

Man-made items of garbage that can trap air, bottles and cans for example, are referred to as floatables.

some outfalls that empty into the River even in dry weather conditions. The NYC DEP's Shoreline Survey of the East River and Newtown Creek waters, from Wallabout Channel to Calvary Cemetery in Queens, identified 230 outfalls, with 34 having dry water discharges and 20 of those being contaminated with raw sewage. Work is progressing to abate these discharges. A program to catch floatables and keep them

from going into the waterways has been initiated, combined with a campaign to educate the public to stop throwing floatables into catch basins.

Contaminants from industrial operations, such as heavy metals and PCBs, can enter the sewer system and contaminate the waterways. NYS DEC's Industrial Pretreatment Program requires that certain industrial facilities pretreat any discharges into the sewer system. There are nineteen facilities in the Williamsburg ZIP Code 11211 that are required, without any possibility of waiver, to prepare pretreatment plans so that their discharge meets federal standards.

Wastewater from Williamsburg is treated at the Newtown Creek Water Pollution Control Plant which is located in Greenpoint and is being upgraded to provide secondary treatment capability. The plant is currently functioning below its capacity of 310 million gallons/day. Any additional flow from new development proposed in the 197-a plan should easily be accommodated.

Soil Contamination

In view of their previous uses, many empty as well as occupied properties in Williamsburg (especially along the waterfront), are potentially contaminated sites. In addition to the historic uses, vacant land may have subsequently been subject to extensive dumping and the illegal disposal of hazardous materials. Spills from historic industrial uses, the presence of chemical and oil storage tanks, both in current use and abandoned, and a history of illegal

Keyword: brownfields

Industrial properties suspected or known to be polluted during their past use are called brownfields.

dumping, qualify these properties as potential brownfields. Brownfields are difficult to redevelop because lenders and insurers are often unwilling to risk the liabilities or costs that are incurred with the redevelopment of sites that may be determined to be contaminated. The community is worried that these properties represent a present

danger and is concerned about guaranteeing that the sites are appropriately remediated for future uses. Any redevelopment of land or reuse of buildings must consider the potential need for environmental remediation.

Natural Resources

Because of historic industrial, shipping, and transportation uses, almost all of the Williamsburg waterfront was bulkheaded. The softest edges are the rip-rap shoreline in Bushwick Inlet, at Grand Ferry Park, and a handful of other locations. Because of the bulkheads, there are no significant wetland areas along the waterfront. Most of the pier structures and many of the bulkheads — those in active use excluded — have disappeared or are in severely deteriorated condition. The protected nature of Bushwick Inlet, an open upland, and the absence of a bulkhead, makes the cove a natural candidate for a wetland restoration project.

There is a serious shortage of trees in many parts of Williamsburg. A 1998 report, by the Regional Plan Association and Environmental Action Coalition, found the 3.0% of Community District 1 that is shaded by trees to be the lowest canopy cover in any of the city's fifty-nine districts. By comparison, 11.4% of Brooklyn is shaded by trees and the average coverage for all of New York City is 16.6%. An infestation by the Asian longhorned beetle, discovered in 1996, exacerbated a poor situation when hundreds of trees had to be removed in order to control the epidemic. Greenpoint lost the great majority of trees but lately, more and more infestation has been discovered in Williamsburg. Community Board 1 developed a comprehensive plan for replacement planting throughout Greenpoint and Williamsburg. Although it has been rejected by some neighborhood organizations and elected officials, this document is guiding the Department of Parks and Recreation's planting program.

The city and state have each allocated one million dollars to the replanting effort. The Department of Parks and

Keyword: ISTEA, TEA-21

ISTEA, pronounced "ice tea", stands for the Intermodal Surface Transportation Enhancement Act. ISTEA expired but a new bill, the Transportation Equity Act for the 21st Century replaced it in June 1998. Both bills provide money for a wide range of transportation related projects.

Recreation estimates that it will have planted 1,120 trees by the end of the Spring 1998 planting season. Street trees will account for 726 of these, with the balance (394) planted in parks. It is forecasted that this money will result in two thousand more tree plantings by the end of the year 2000. Around that time, \$600,000 in ISTEA money will be spent to plant trees along portions of the Brooklyn Queens Expressway as well as other truck routes. Parks Department planting from capital funds is ongoing but does not seem to meet the spirit of the city's Fair Share provisions since it divides available trees by the number of Community Districts, rather than addressing where need is

greatest. This is unfortunate since trees can mitigate particulate matter from truck traffic and transfer station construction debris piles, as well as chemical pollution.

Environmental Benefits Program

In 1991, the NYC DEP established the Greenpoint/Williamsburg Environmental Benefits Program (G/W EBP) in response to a consent decree with the State of New York resulting from violations of the US Clean Water Act at the Newtown Creek Water Pollution Control Plant. \$850,000 was committed to identify and assess the environmental problems in Greenpoint/Williamsburg and to initiate programs to reduce pollution and protect the community from future environmental damage. The selection of projects to be funded was made by a Citizens Advisory Committee

and implemented by DEP. Among the major elements of the GAW EBP are a community-based health study; a pilot multimedia compliance and enhanced enforcement program; the "Clean Industries" pollution prevention program; a

Keyword: multimedia

In this context, multimedia refers not to a combination of artistic media but to the combined media that pollutants can be transferred to: water, land, and air.

project-oriented student and adult environmental program; the establishment and staffing of a community "Environmental Watchperson's office"; the development of a local Geographic Information System (GIS) housed in the community; and the development of a Baseline Aggregate Environmental Loads (BAEL) Profile to address the issues of multiple environmental impacts. The above initiatives serve as a vital asset to the residential and business communities in Williamsburg. However, the consent decree money has been exhausted and little new funding for maintaining these services has been secured.

Open Space and Waterfront Access

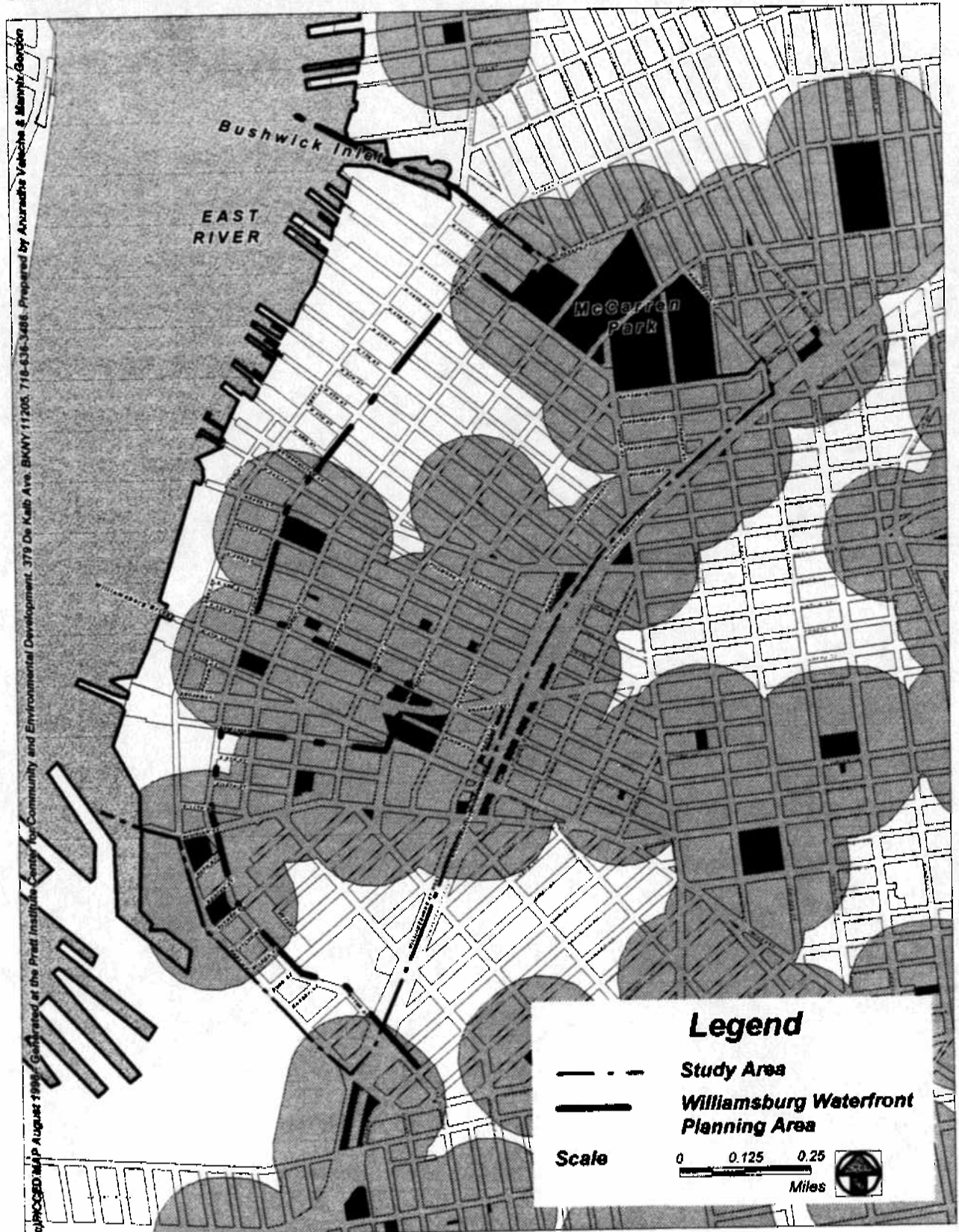
Overview

Community District 1 is poorly served with respect to parks and recreational open space (see Map 10). There are 89.3 acres of parks and playgrounds in the district. The largest public open space, McCarren Park, in the center of the district, comprises almost forty percent of this acreage. Based on the 1990 Census, the 89.3 acres of open space results in a ratio of 0.57 acres per 1000 residents, which ranks Community District 1 48th (on a per capita basis) out of the city's 59 community districts. It is also one-third of the ratio of 1.87 acres per 1000 residents for Brooklyn as a whole. Brooklyn's ratio is about half the ratio for Queens (3.64 acres), one-third the ratio for the Bronx (5.65 acres) and is minimal compared to Staten Island's 16.77 acres. The Neighborhood Open Space Coalition recommends 3.5 acres of open space per 1,000 persons in urban areas of New York State. The growth in population in the Southside and South Williamsburg, and the relatively low median age of the population, indicate an urgent need for additional open space for both passive and active recreation. With all the larger open spaces such as McCarren park dedicated to active recreation, the need for passive recreation areas is especially acute. While several efforts are currently underway to reconstruct existing parks and playgrounds and develop new facilities, improved quality is no solution to inadequate quantity.

Waterfront Parks and Open Space

The one-half acre Grand Ferry Park at the foot of Grand Street is the only city park on the East River in Williamsburg. Street-ends provide the only public waterfront access. As limited as this access is, it is further reduced by streets that have been closed before reaching the waterfront. The largest open spaces are privately owned. The shoreline around Bushwick Inlet is an open vista but is fenced and regularly defoliated by the owner. The former Brooklyn Eastern District Terminal (BEDT) site has been used for fishing and other passive recreation uses for several years, albeit illegally.

MAP 10. Parks with 1/8 Mile Service Radii



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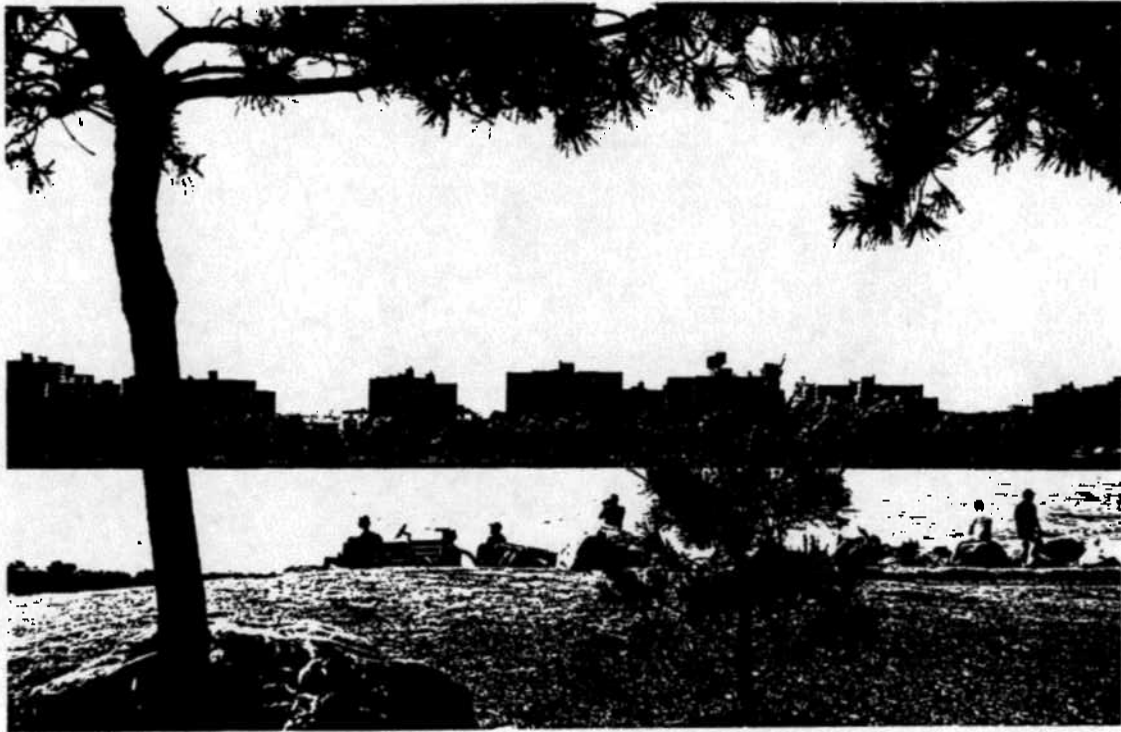


Figure 16. The recently renovated Grand Ferry Park.

The ribbon-cutting for Grand Ferry Park occurred in July 1998. While the site was under the jurisdiction of the Department of Ports and Trade, it was developed as a park by the Parks Council in the early 1970s. However, there were insufficient arrangements for maintaining the site and it fell into disrepair. With City Council funding, the Parks Council and Parks Department cooperated in rebuilding the open space. Construction was completed early in 1998. Early in the design process, there was hope that the half-acre site could be enlarged fivefold by annexing an adjacent property no longer needed by the Pfizer chemical company. However, Con Ed, which has a fuel depot on the other side of the former Pfizer property, exercised its right of first refusal, preventing the transfer of all but a sliver of the desired property.

Waterfront Access

Not only are there few parks on the waterfront, as noted above, but waterfront access and views are limited in other ways. The ongoing industrial and municipal uses located directly on the water, many of which extend for several blocks, cut off direct access to the water and effectively block most of the view corridors. View corridors and waterfront access are also blocked by the closing of mapped streets. Some of the closings may have resulted when a city agency granted permission for the street closing without including the Community Board in the decision making process. In other cases, the closures may be illegal.

Williamsburg Waterfront 197-a Plan

As the following table shows, only four of Williamsburg's 25 east-west streets provide open access to the waterfront.

Street	Blocked View Corridors	Blocked Waterfront Access
North 12th Street		Fenced at East River
North 11th Street		Fenced at East River
North 10th Street		Fenced at Kent Avenue
North 9th Street		Fenced at Kent Avenue
North 8th Street		Fenced at Kent Avenue
North 7th Street	MTA Fan Plant	
North 6th Street	USA Waste	Fenced midblock
North 5th Street	USA Waste	Fenced midblock
North 4th Street	USA Waste	
North 3rd Street		
Metropolitan Avenue	Con Edison	Fenced at River Street: used by Con Edison
North 1st Street		Fenced at River Street: used by Con Edison
Grand Street		
South 1st Streets	Domino Sugar	
South 2nd Street	Domino Sugar	
South 3rd Street	Domino Sugar	
South 4th Street	Domino Sugar	
South 5th Street		Fenced at Kent Avenue: used by DOT
South 6th Street		Fenced at Kent Avenue: used by DOT
Broadway	Dept. of Transportation	
South 8th Street	Former Schaefer Brewery	
South 9th Street	Former Schaefer Brewery	
South 10th Street	Former Schaefer Brewery	
South 11th Street	Former Schaefer Brewery	
Division Street		

Table 2. Blocked waterfront views and access from Williamsburg streets.



Figure 17. North 8th Street had been open beyond Kent Avenue, where it is currently closed.

Parks Near the Waterfront

Several parks and playgrounds under the jurisdiction of the Department of Parks and Recreation are located inland from the waterfront. If existing Parks Department properties can be linked to new waterfront open spaces, a synergetic relationship may be the result. The open spaces run from north to south in the following order.

McCarren Park

McCarren Park, by far the largest park in the Community District, is less than a quarter-mile from Bushwick Inlet. The park is used primarily for active recreation and contains three grass baseball fields (renovated in early 1998), a macadam softball field, tennis and handball courts, an exercise circuit, a track encircling a soccer field, and a recently constructed playground. The large pool in the park has been closed for many years amidst controversy about how it would best be renovated.

Sheridan Playground

This playground, also known as Jose de Diego Playground because of the adjacent elementary school with that name, is on Grand Street, one-and-one-half blocks from Grand Ferry Park. The spring 1998 resurfacing of the

basketball court was the first stage of a one million dollar renovation project. The playground was badly hurt by the Asian longhorned beetle infestation and replacement of lost trees will be part of the renovation.

LaGuardia Playground and Continental Army Plaza

These two open spaces, divided by Roebling Street, are all that remain of what was once a large civic square at the foot of the Williamsburg Bridge. LaGuardia Playground contains a piece of timber play equipment and a spray nozzle, as well as a handful of tables and benches. Continental Army Plaza is a classically styled seating area with a statue of George Washington on a horse. This section was reopened in the Fall of 1997 after extensive renovations. The two spaces lie five blocks from Kent Avenue, between South 4th and South 5th Streets

Under the Tracks Playground

The Under the Tracks Playground is also located on South 5th Street, just one block from the waterfront. The playground, situated under the Williamsburg Bridge, is closed while the bridge is being rebuilt. The plan is for the playground to be reinstated after the bridge renovation is completed.

Roberto Clemente Ballfield

Renovation of this 1.24 acre ballfield at the southwest corner of Kent and Division Avenues was recently completed. The field is 400 feet from the street end of Division Avenue at the East River.

Undeveloped parkland, Clymer Street, between Kent and Wythe Avenues

The Roberto Clemente Ballfield comprises the northern end of a superblock between Kent and Wythe Avenues. The southern end, fronting on Clymer Street, is also Department of Parks and Recreation property but will remain undeveloped until construction is completed on the private development site that separates the two parks. Some of the loft buildings on the site have been demolished and the remainder reduced to their structural elements. A variance for residential construction is currently being sought.

The Williamsburg waterfront, with its views of the East River and the mid-Manhattan skyline, is a major untapped natural resource. Although important industrial uses will continue to claim significant portions of the waterfront, the opening up of large stretches of vacant land along the waterfront, notably the former Brooklyn Eastern District Terminal site, presents a valuable opportunity for open space development that would finally connect Williamsburg's residential communities to the river and substantially alleviate their open space and recreation needs.

Housing

Availability

Housing in the Williamsburg 197-a study area consists almost entirely of rental units. Of 12,718 occupied housing units reported in the 1990 Census of the study area, 11,597 (91%) were occupied by renters. While the number of home ownership units is small in comparison, it has been growing in recent years, primarily as a result of new construction under the New York City Housing Partnership Program and private development of urban renewal sites.

However, new construction of housing for home ownership as well as rental occupancy has not kept up with demand. The population of the study area is growing at approximately three times the rate of New York City, yet new housing starts are lower than borough and citywide levels and much of the new construction that has occurred has been low-rise one- to three-family attached housing. This has resulted in a low vacancy rate and increased competition for housing, particularly in the Southside and South Williamsburg.

Increased housing demand is also indicated by high levels of overcrowding, generally measured by the number of persons per room. Overcrowding is clearly evident in several census tracts in the study area. While the percentage of housing units with more than one person is around 8% in New York City and Brooklyn, it is 12% in Community District 1 and as high as 26% in the Southside and 33% in South Williamsburg.

The Williamsburg Housing Task Force was formed in 1996 to find solutions to the increasing housing crisis in Williamsburg. After one year of meetings between local elected officials and selected community groups, the Task Force issued a Memorandum of Understanding (MOU) on September 15, 1997. The MOU proposes a number of housing developments and rezoning studies which could lead to new residential designations. The MOU was signed by Mayor Rudolph W. Giuliani, Assemblyman Vito J. Lopez, and Councilmembers Victor L. Robles and Kenneth K. Fisher. The housing initiatives in the MOU are dispersed south of Metropolitan Avenue. The provisions located west of the BQE include: development of 160 subsidized units in the Southside Urban Renewal Area, sponsored by Los Sures; amendment of the Williamsburg I Urban Renewal Plan to include the former Isratex complex for housing and community facilities; proceeding with the rezoning in the Williamsburg Bridge and Flushing Avenue study areas (DCP Rezoning Subareas 12 and 22, respectively); and studies of the Con Edison and Schaefer Brewery sites — at Kent Avenue and Division Street — as possible sites for residential development.

Affordability

The median rent in the Williamsburg study area (\$336 per month in the 1990 Census) is substantially lower than the median rent in Brooklyn (\$428 per month) and New York City (\$448 per month), making the area attractive to new immigrants and young people with modest incomes. It is rising more rapidly than other parts of the city,

Williamsburg Waterfront 197-a Plan

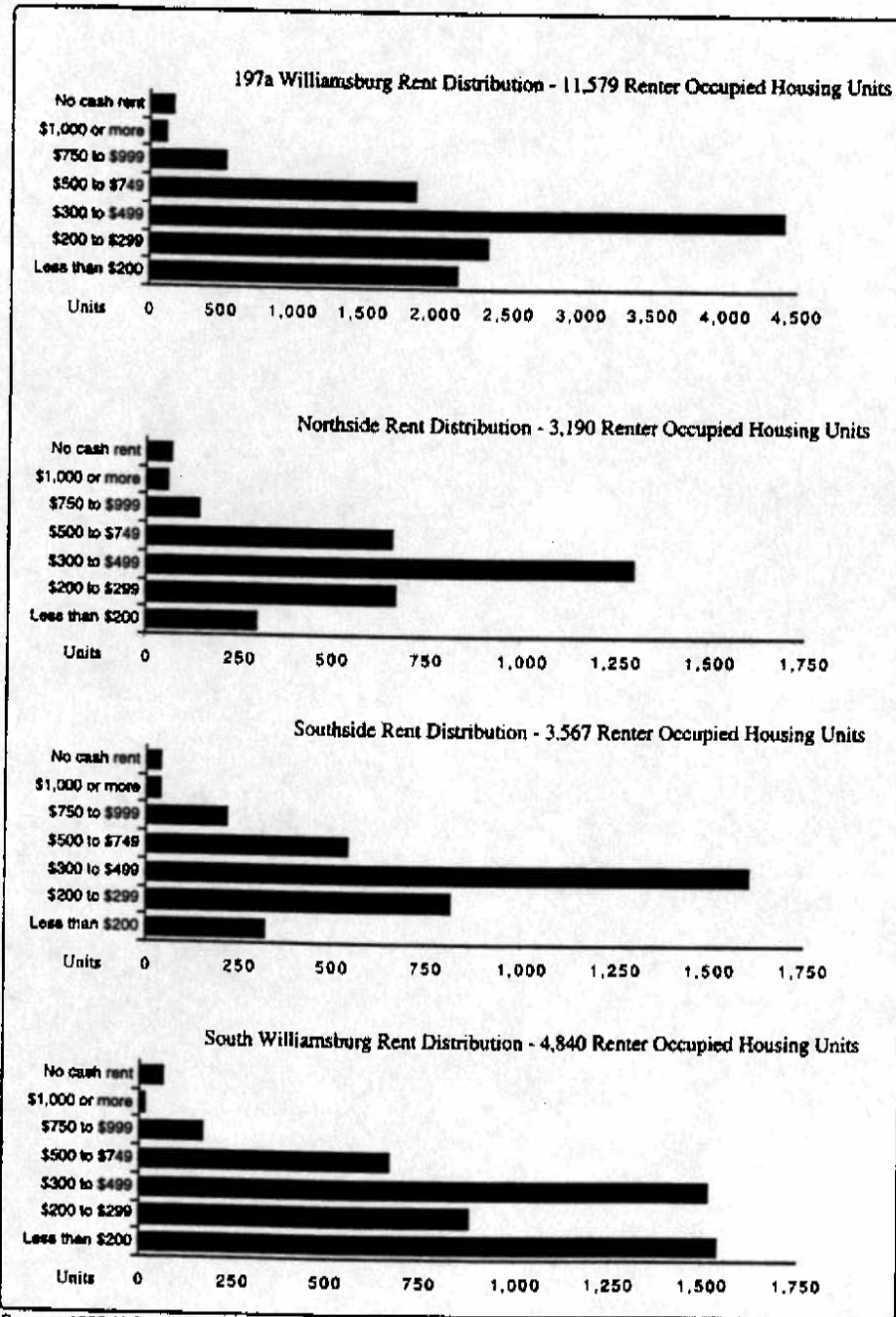


Figure 18. Rent distribution for the study area and by neighborhood, 1990.

however, resulting in a high rent burden for a growing proportion of residents. While median rent in Brooklyn and New York City increased by 36.1% and 31.8% between 1980 and 1990, it increased by as much as 47% in this part of Williamsburg. As much as 36% of the renter occupied housing in the study area was renting for 35% or more of gross household income in 1990, a slight increase over 34% in 1980. The trend since 1990, according to *New York Times* interviews of residents and real estate brokers in 1997, is that rents are rising rapidly. One broker stated that unregulated apartments renting for \$625 per month a year earlier were up to \$100 more expensive.

The rents on regulated apartments may increase dramatically as well. One provision of the Rent Regulation Reform Act of 1997 is vacancy rent increases that are more generous to landlords. The law, which runs for six years, provides for twenty percent increases above the previous rent when a new tenant signs a lease. If the apartment has not had a vacancy increase for eight years or longer, there is an added increase of six-tenths of a percent per year. Since there is also a special vacancy allowance for apartments where the previous tenant had paid less than \$500, the most affordable of apartments could have substantial increases if these terms operate in combination.

There have been some cases where owners use illegal means — such as harassment or performing construction without a permit — to force out longtime tenants in order to turnover their apartments at significantly higher rents.

Keyword: gentrification

Gentrification is the phenomenon that occurs as middle- and upper-income people move into low-income and working class neighborhoods that are undergoing revitalization. The resulting rise in property values may result in fewer housing choices for the local population and ultimately lead to displacement.

In a 1997 *New York Times* article describing the combined effects of reduced welfare benefits and rising rents in the Southside, one real estate broker went on record as having personally squeezed tenants out of apartments in order to raise the rent.

In the Northside and Southside, withholding of vacant and underutilized industrial sites, increased loft conversions, and substantial increases in rents in recent years have given rise to fears of gentrification and fewer housing choices for the existing population. Public housing, subsidized housing and rent regulated housing provide a level of affordability and protection against rent increases but it is difficult to calculate how many rental units are regulated. By one estimate, the 1996 New York City

Housing and Vacancy Survey, two thirds of the rental apartments in Greenpoint and Williamsburg are rent-regulated. Tenants in buildings of less than six units, loft conversions and illegal SRO's have minimal protection, not only against rent increases but also eviction.

Age and Condition of Housing Stock

The housing stock in the Williamsburg study area is old in comparison with the rest of the borough. Much of it dates to the turn of the century. While the overall housing stock is in fair to good condition, older buildings will have increasing rehabilitation and code enforcement needs. The Northside has the oldest housing stock, with 86.6% of housing units in structures built before 1940. A substantial proportion of housing in the Northside is comprised of historic row houses. In contrast, only 28.3% of housing in South Williamsburg was built before 1940. Much of the housing built in the 1960's and 1970's — primarily through urban renewal — is concentrated in South Williamsburg.

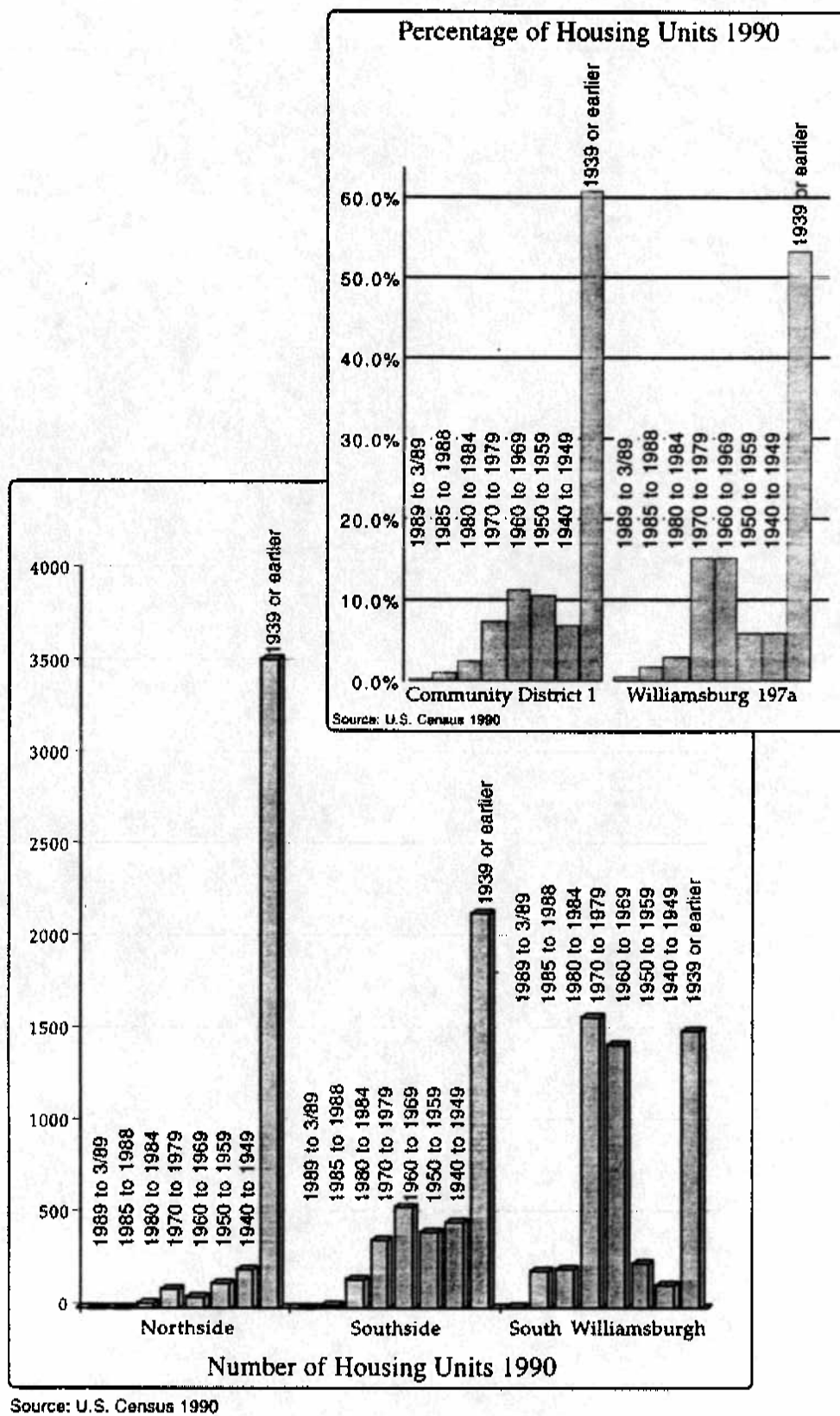


Figure 19. Age of housing stock in Community District 1.

accounting for 56.7% of the housing stock in that area. South Williamsburg continues to be active in new housing production. Increased population density and additional housing in this area will have significant implications in terms of community facilities and services such as schools and neighborhood retail. Southside has a higher proportion of units with deficiencies, such as incomplete plumbing and kitchen facilities, than either the Northside or South Williamsburg. A substantial degree of rehabilitation of vacant city-owned buildings is occurring in the Southside, sponsored by local community development organizations such as the Southside United HFDC (Los Sures).

Non-Conformity

The historic development of Williamsburg as an industrial waterfront, prior to zoning, has resulted in many instances where housing exists as a non-conforming use in manufacturing zones. There have also been conversions — both legal and illegal — of industrial buildings to residential use. In addition to suffering the consequences of close proximity to noisy, polluting and sometimes hazardous industries and municipal facilities, residents in manufacturing zones are severely constrained in terms of renovation, expansion and replacement of their homes. The Brooklyn Borough President's office calculates that there are three times as many requests for variances in Community District 1 as in other Brooklyn community districts. Mixed use zoning techniques applied in the Special Northside Mixed Use District and the new Special Mixed Use District recently established in the Port Morris section of the Bronx, which permit controlled residential or light manufacturing expansion, should be considered in additional areas where housing and industry coexist.

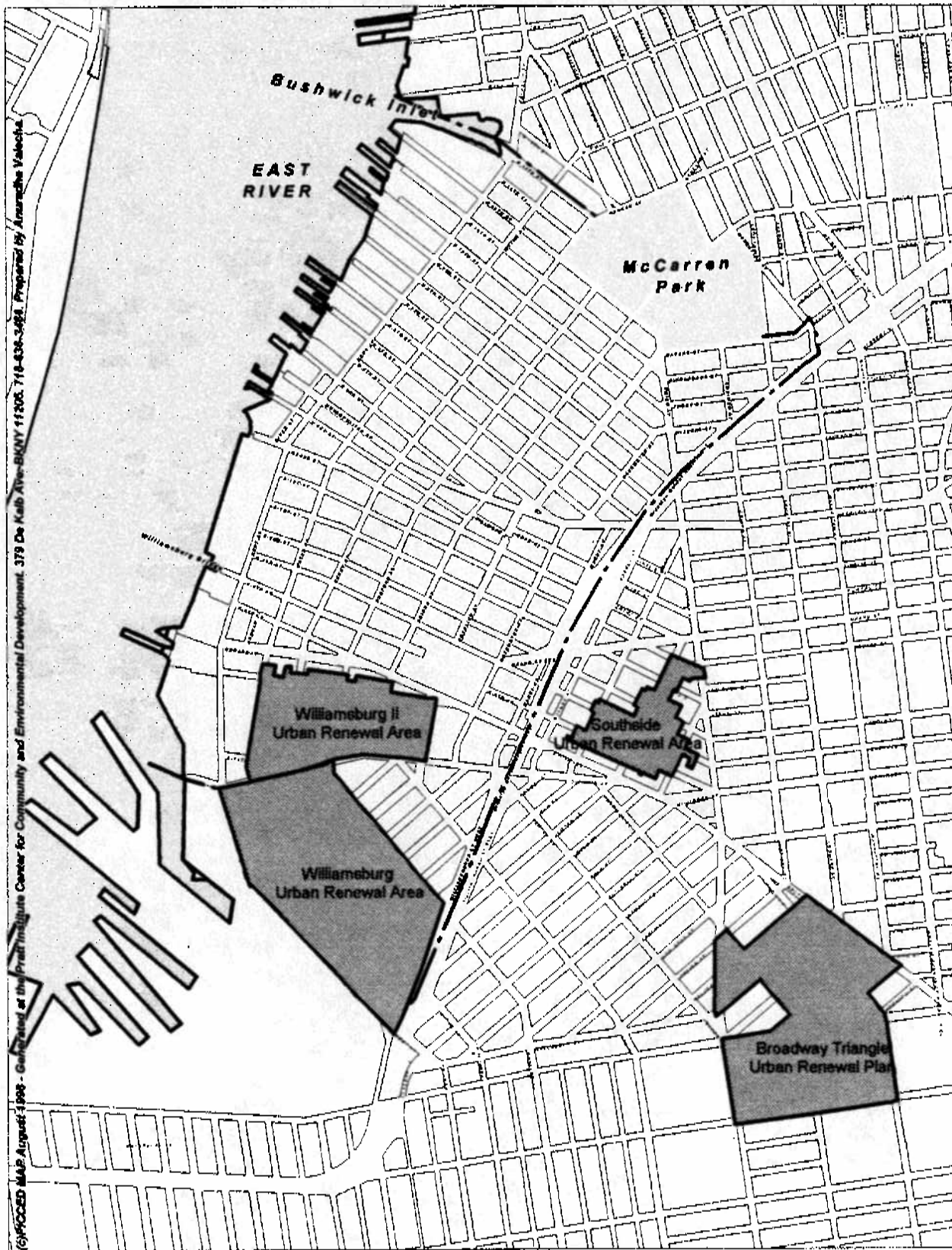
Housing Opportunities

Rapid population growth, relatively low rents compared with Brooklyn and New York City, and a disproportionate number of large households, have placed housing in the 197-a study area at a high premium. Yet there appear to be fewer and fewer opportunities available for new housing development. The two urban renewal areas within the study area, Williamsburg I and Williamsburg II, have largely been built out and there are few vacant city-owned sites remaining in the study area's residential zones that could be developed for affordable housing.

Nevertheless, there are still possibilities for meeting Williamsburg's increased housing needs:

- Several large, underutilized or vacant industrial sites on or near the waterfront have potential for conversion to residential use, including the former Schaefer Brewery, the Con Edison station (in Community District 2), and Brooklyn Eastern District Terminal.
- The Department of City Planning's rezoning study of Community District 1 opens the possibility of housing rehabilitation and development in areas that are currently zoned for manufacturing use. However, a major concern to residents of the Southside and, to a lesser extent, the Northside, is the potential the rezoning has for

MAP 11. Urban Renewal Areas in Williamsburg



- gentrification as Williamsburg gains in popularity and continues to attract higher income households. Williamsburg has essentially developed as a low- and moderate-income working class community. While underutilized manufacturing zones present substantial opportunities for residential development throughout the 197-a study area, there must be assurances that these opportunities also extend to the existing low- and moderate-income population. Careful attention must be given to the development of affordable housing as part of a comprehensive housing development strategy in these areas.
- The Southside Urban Renewal Area and the Broadway Triangle Urban Renewal Area, located just outside of the immediate study area, continue to provide opportunities for the development of new rental housing as well as housing for home ownership.

Businesses and Jobs

Manufacturing

Global, national and regional economic trends have resulted in a substantial decline in manufacturing in New York City since the late 1950's and a reorientation of the city's economy to service industries. The Williamsburg

Keyword: Standard Industrial Classification (SIC)

The SIC system promulgated by the United States Office of Management and Budget divides economic activity into "industries" which are classified at increasing levels of detail. Two digit classes are the most generalized.

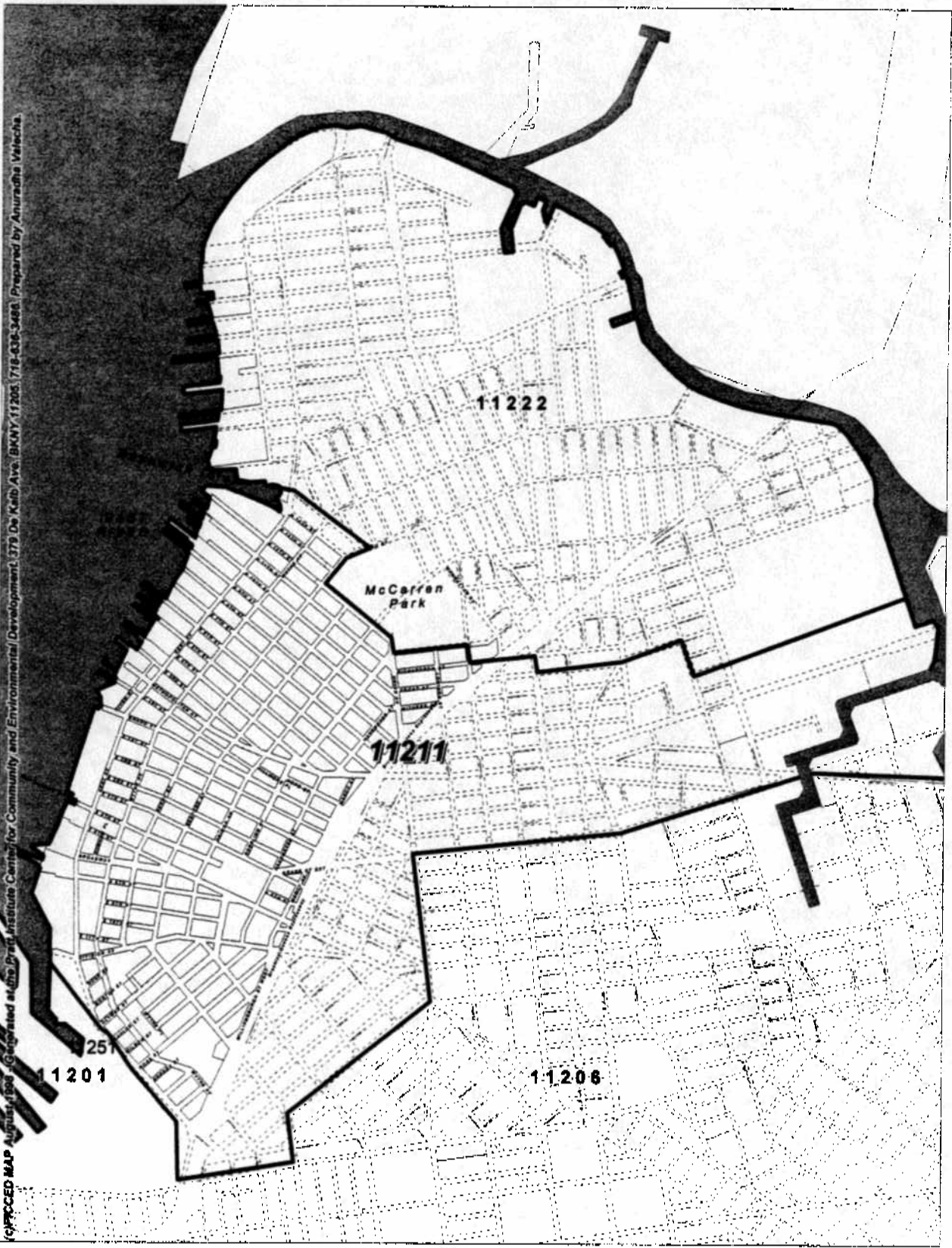
waterfront has not been immune to this shift. However, it has weathered the loss of traditional heavy manufacturing somewhat better than the city as a whole and has become newly attractive to a variety of industrial uses. The area presently contains a unique mixture of light industry, warehousing, production and distributive uses, that span a broad range of Standard Industrial Classifications (SIC).

The Williamsburg industrial waterfront forms part of a larger area of significant industrial activity in North Brooklyn that stretches from the Brooklyn Navy Yard up the East River, along the Newtown Creek, to the East Williamsburg In-Place Industrial Park (EWIPIP). The greater industrial area continues on the Queens side of the creek.

Dun and Bradstreet

According to data from Dun and Bradstreet, the country's largest source of business related information, there were 3,071 businesses in Williamsburg (ZIP Code 11211) in 1995, employing a total of 28,567 workers and representing up to 61 SICs. More than half of these businesses were concentrated in the following ten SICs:

MAP 12. Zip Code 11211



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Williamsburg Waterfront 197-a Plan

SIC Code	SIC Name	Total Businesses	Total Jobs
51	Wholesale Trade - Nondurable Goods	239	2,152
54	Food Stores	213	726
50	Wholesale Trade - Durable Goods	189	1,321
59	Miscellaneous Retail	174	514
17	Construction - Special Trade Contractors	146	970
65	Real Estate	144	600
56	Apparel and Accessory Stores	139	409
58	Eating and Drinking Places	138	388
73	Business Services	121	1,654
80	Health Services	111	1,858

Source: Dun and Bradstreet Marketplace Analysis, July-Sept. 1995

Table 3. Principal areas of economic activity in Williamsburg, by number of businesses.

Not all of these businesses generate the greatest number of jobs, however. The following table indicates the ten largest employment generators in the ZIP Code, which together account for up to 60% of the jobs in the area. It reveals the importance of Educational Services, Wholesale Trade - Nondurable Goods, and the Apparel industry in producing jobs for the local population. The high number of employees in Educational Services is most likely a reflection of the large number of yeshivas in South Williamsburg.

SIC Code	SIC Name	Total Jobs	Total Businesses
82	Educational Services	3,412	80
51	Wholesale Trade - Nondurable Goods	2,152	239
23	Apparel, Finished Products	2,012	99
80	Health Services	1,858	111
73	Business Services	1,654	121
42	Motor Freight Transportation	1,545	78
50	Wholesale Trade - Durable Goods	1,321	189
22	Textile Mill Products	1,231	45
20	Food and Kindred Products	1,085	29
17	Construction - Special Trade Contractors	970	146

Source: Dun and Bradstreet Marketplace Analysis, July-Sept. 1995

Table 4. Principal areas of economic activity in Williamsburg, by number of jobs.

Citywide Industry Study

Dun and Bradstreet data cover the whole of ZIP Code 11211, which extends beyond the 197-a study area and encompasses most of Williamsburg. The 1993 Citywide Industry Study by the Department of City Planning provides a more localized view of industry in the study area. It includes detailed analysis of industrial businesses in the South Williamsburg Waterfront (Study Area #3) and the North Williamsburg Waterfront (Study Area #21). These two areas combined include much of the study area covered by this plan (see Map 13).

According to the Citywide Industry Study, parts of which were updated in 1994 to reflect 1991 NYS Department of Labor ES-202 data, there were 704 industrial establishments in the Williamsburg waterfront area in 1991, employing a total of 9,751 workers. These establishments run the gamut in terms of scale and type of industry,

Keyword: ES-202

The data that the Department of Labor collects from employers for administering unemployment insurance are known as ES-202 data.

from Domino Sugar, the largest manufacturer in the study area, which occupies a complex of several buildings and employs over 500 people, to small building contractors or custom furniture manufacturers which have less than five employees. The latter reflects a citywide trend in recent years toward smaller firms that employ fewer people, stress turnaround time, and focus on specialized products for a largely

local market. A 1997 *New York Times* article on industrial retention efforts in New York City, indicated citywide gains in employment in the first six months of 1996, compared with the same period in 1995, for the following industries: Household furniture (+13.6%); Cutlery, hand tools and hardware (+12.5%); Electronics and accessories (+11.0%); Soaps, cleaners and toilet goods (+9.25%); and Medical instruments and supplies (+8.4%).

SIC/Industry Group	Total Firms	Total Jobs
Industrial	704	9,751
Construction	115	1,163
Manufacturing	297	6,226
Wholesale Trade	203	1,870
TCPU *	47	240
Other **	42	252
Non-Industrial	354	4,143
Total	1,058	13,894

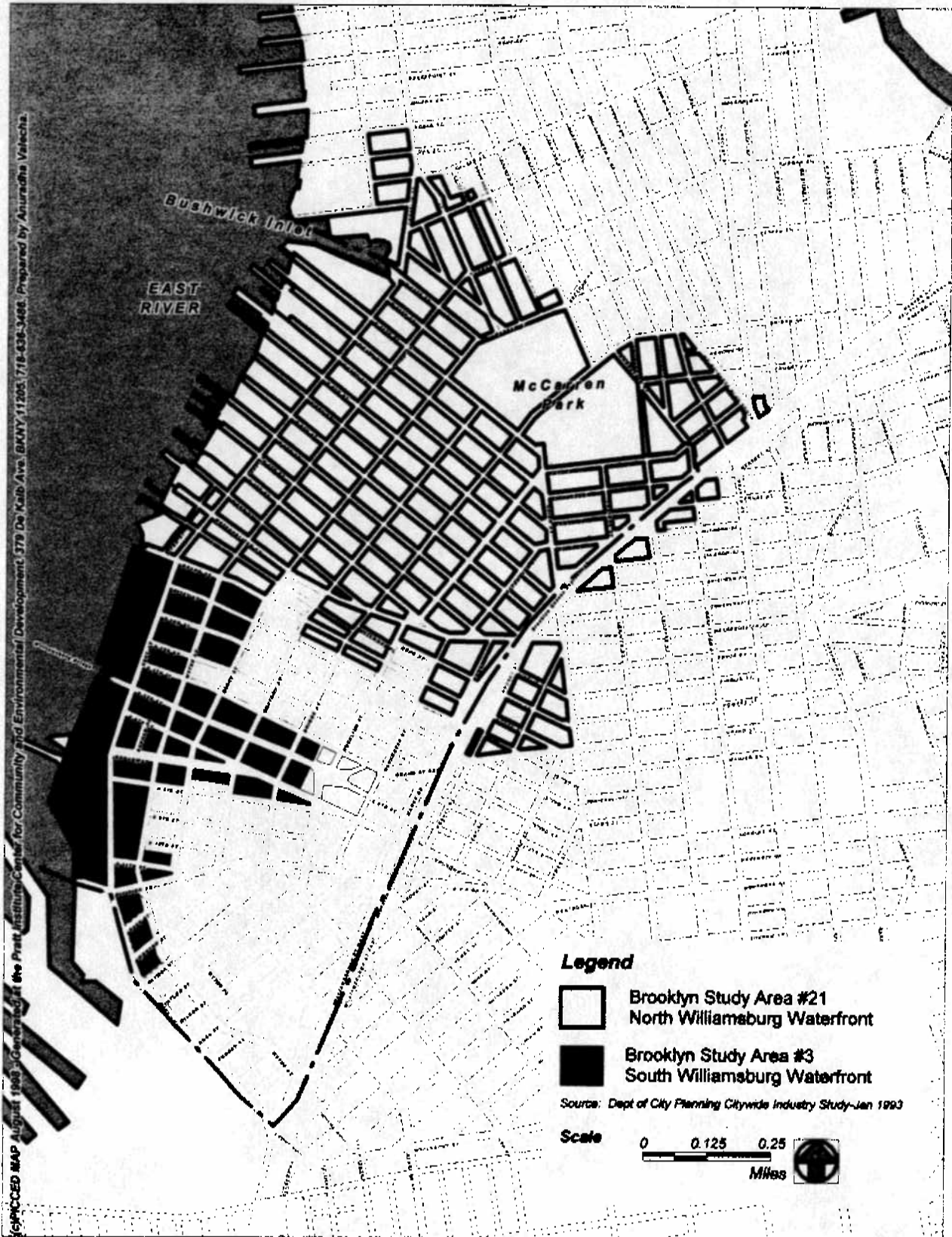
* Transportation, Construction and Public Utilities

** Non-industrial SICs included in industrial employment (i.e.: Fuel Dealers, Miscellaneous Equipment Rental and Leasing, Automotive Repair Shops, Miscellaneous Repair Shops) less TCPU SICs excluded from industrial employment (i.e.: Transportation Services)

Source: Geographic Atlas of Industrial Areas - 1991 Update. Follow-up to the Citywide Industry Study. Department of City Planning, March 1994.

Table 5. Distribution of firms and jobs in the Williamsburg 197-a study area by Industry Group.

MAP 13. Citywide Industry Study Areas



Williamsburg Waterfront 197-a Plan

The Williamsburg waterfront lies within a three-mile radius of midtown Manhattan's Central Business District (CBD), which the Citywide Industry Study identifies as an important factor for industrial business location in New York City. The density of industrial jobs in this three-mile radius is much higher than in other parts of the metropolitan area, accounting for 63% of total industrial employment in the city. As indicated in Table 5, industrial jobs, particularly in manufacturing, dominate employment in the 197-a study area. In 1991, manufacturing jobs accounted for 63.8% of all industrial jobs in this part of Williamsburg compared with only 50.1% in all industrial zones lying within three miles of the CBD.

Much of the industrial activity in the waterfront study area is concentrated in Wholesale Trade - Nondurable Goods; Special Trade Contractors; Apparel and Accessories; and Wholesale Trade - Durable Goods as indicated below:

SIC Code	SIC Name	Total Businesses	Total Jobs
51	Wholesale Trade - Nondurable Goods	132	1,262
17	Special Trade Contractors	95	1,071
23	Apparel and Accessories	85	1,821
50	Wholesale Trade - Durable Goods	71	608
34	Fabricated Metals	36	571
42	Trucking and Warehousing	34	161
20	Food and Kindred Products	30	1,121
22	Textile Mill Products	29	582
15	General Contractors	20	92
39	Miscellaneous Manufacturing	18	619

Source: Geographic Atlas of Industrial Areas - 1991 Update, Follow-up to the Citywide Industry Study, Department of City Planning, March 1994.

Table 6. Principal areas of economic activity in the Williamsburg study area, by number of businesses.

Williamsburg Waterfront 197-a Plan

The areas largest employers in 1991 were in Clothing Manufacturing; Wholesale Trade - Nondurable Goods; Food and Kindred Products; and Special Trades.

SIC Code	SIC Name	Total Jobs	Total Businesses
23	Apparel and Accessories	1,821	85
51	Wholesale Trade - Nondurable Goods	1,262	132
20	Food and Kindred Products	1,121	30
17	Special Trade Contractors	1,071	95
39	Miscellaneous Manufacturing	619	18
50	Wholesale Trade - Durable Goods	608	71
22	Textile Mill Products	582	29
34	Fabricated Metals	571	36
26	Paper and Allied Products	229	10
30	Rubber and Plastics	214	9

Source: Geographic Atlas of Industrial Areas - 1991 Update. Follow-up to the Citywide Industry Study. Department of City Planning, March 1994.

Table 7. Principal areas of economic activity in the Williamsburg study area, by number of jobs.

According to the Citywide Industry Study, Textile Mill Products, Miscellaneous Manufacturing, Fabricated Metals, Furniture and Fixtures (17 businesses and 204 jobs), and Industrial and Commercial Equipment industries (18 businesses and 162 jobs) are significantly concentrated in the Williamsburg waterfront area, relative to the city and the borough.

Businesses in Williamsburg are well placed with respect to transportation. The area is served by an extensive network of through and local truck routes, linking businesses to the rest of the city and to the region. The Brooklyn-Queens Expressway is a major through truck route, Kent Avenue is a major north-south local truck route, and Metropolitan Avenue provides east-west access. The East River provides access by deepwater ship, although there are few active piers.

As in the past, businesses along the Williamsburg waterfront continue to serve as an important source of jobs for residents in the immediate area. This is clearly demonstrated by the area's high walk to work ratio. As much as 18.2% of workers in the 197-a study area reported that they walked to work in the 1990 Census, more than twice the ratio in Brooklyn and almost twice the ratio in New York City.

Williamsburg's location, accessibility, established industrial infrastructure and growing local workforce have made it an attractive location for such "clean industries" as design-oriented manufacturing, arts and crafts, apparel, computer software, food processing, breweries and toy manufacturing. A great deal of potential exists for innovative start-up businesses in the area. For example, several sound and video studios have been developed, tapping a large and diverse market of professional musicians and video producers living here or within easy reach by transit.

Commercial/Retail

Commercial and retail businesses are concentrated along Havemeyer Street in the Southside, Bedford Avenue in the Northside and Lee Avenue in South Williamsburg. The Northside Merchants Association represents merchants in the Northside, centered along Bedford Avenue, a street that has been undergoing extensive commercial revitalization. Havemeyer merchants are not organized as a merchants association, yet some have expressed interest in doing so.

Sustaining Williamsburg's Industrial Economy

While there are many problems in Williamsburg's industrial areas, including vacant sites and unsightly, decaying buildings along the waterfront; noise and air pollution; and a proliferation of noxious uses such as waste transfer stations, the area houses many viable, active, "clean industries" that provide local employment and contribute substantially to the city's economy. It is important that these industries be sustained.

In addition, there are strong indications of new business development in the area. The Brooklyn Chamber of Commerce, the Brooklyn Navy Yard Development Corporation, EWVIDCO and other industry groups have experienced significant interest on the part of certain business sectors and niche manufacturing sectors — particularly wholesale distributors, food, garment and furniture manufacturing — in locating in Brooklyn's manufacturing districts.

However, businesses in Williamsburg face many difficulties, including increasing real estate costs and the threat of displacement, an aging population of business owners, difficulty in accessing capital and small business loans, lack of security, conflicts with residential neighbors, and lack of a representative local organization that can monitor conditions and protect their interests. This is particularly important in light of increasing real estate investment based on the speculation that industrial buildings can be converted to residential use. In some instances the acquisition cost of industrial buildings has jumped from \$20 per square foot to \$40 per square foot, effectively denying access to many start-up businesses and preventing the expansion of existing industry. Business owners have mixed reactions to this phenomenon, particularly if they own their property. The prospect of a lucrative pay-off in selling their property for residential development is an attractive inducement to sell, even if a business must be relocated or closed. Several business owners attending the forums indicated that when they are forced or enticed to leave their present location, they do not expect to be able to find appropriate sites within Williamsburg or New York City as a whole. The implications for job retention are disturbing.

Opening up the waterfront presents both an opportunity and a challenge - to fulfill the need for community access and use of the waterfront, including open space and affordable residential development where needed, while at the same time protecting existing clean industry and permitting appropriate innovative new industrial development that is compatible with the residential community and serves as a valuable employment base.

The New York Industrial Retention Network (NYIRN), formed in early 1997, can serve as a valuable resource for developing and sustaining businesses in Williamsburg. NYIRN is a broad-based effort by manufacturing, nonprofit, financial and government groups to study manufacturing trends in New York City and develop an early warning system to dissuade manufacturers from leaving or closing their operations.

Strategies for business development and retention in Williamsburg must recognize the needs of all businesses in the area, not just those that are compatible with residential uses. While there are many businesses that can operate in close proximity to housing, there are also many viable businesses, some of which have been in Williamsburg for generations, that operate during "off-hours" or generate a significant amount of truck traffic that is onerous to adjacent residents. The complaints from the residential community has compromised the operations of some businesses and led others to consider relocating. There is a real danger that in prescribing mixed use development in Williamsburg we may chase away businesses that need to expand or can no longer function next to residential uses. In all likelihood these businesses will cash in on residential conversion and relocate or close altogether. There is considerable interest in the business community for establishing "industrial sanctuaries" in Williamsburg that will protect existing industry and permit expansion without the threat of residential conversion or the constant barrage of complaints from residents.

A balance must be found between areas in Williamsburg that are suitable for residential or mixed use development and areas that are preserved and maintained purely for industrial use. This would require a detailed survey of all businesses in Williamsburg and delineation of areas that are solidly industrial and would benefit from protection from residential conversion.

Rather than a single strategy for business development and retention that espouses mixed use development, there should be a multi-pronged strategy that (a) permits mixed use development of vacant underutilized property, primarily along the waterfront; (b) identifies concentrations of viable industrial activity suitable for demarcation as industrial sanctuaries and adopts policies to ward off conversions; and (c) assists businesses that need to expand, or cannot exist in close proximity to residential uses, with relocation to nearby industrial sanctuaries or existing industrial parks such as the Brooklyn Navy Yard or the East Williamsburg In Place Industrial Park. New York should look to other city's for models, such as Chicago's Planned Manufacturing Districts.

Transportation

Public Transit

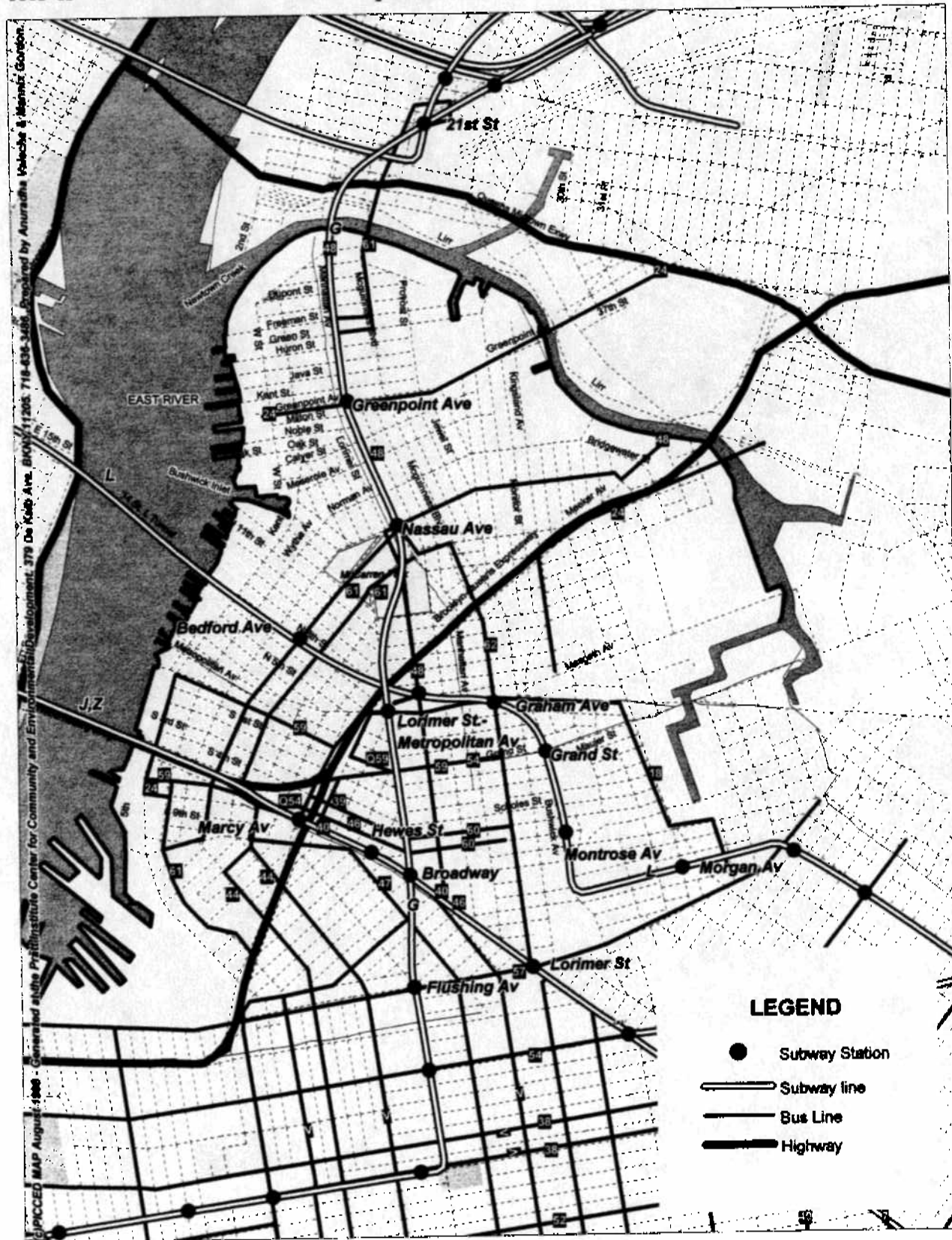
The major means of transportation for residents in Community District 1 is public transit. According to the 1990 Census, 68.9% of households in the district do not own a vehicle. Analysis of journey to work data in the 1990 Census indicates that 54.5% of workers 16 years of age and older in the district use public transportation; 25.7% travel by car, truck or van; and 18.2% walk to work.

Five subway lines connect the district with the rest of the city: the L, the G, and the J/M/Z lines. The L train is both valued and derided. It is appreciated for the quick connection it offers between Williamsburg and Manhattan, as well as the easy access it provides to most of the subway system at points on Fourteenth Street. The two main complaints about the L line are that it is the only subway convenient to the Northside — leaving scant and distant alternatives during service interruptions — and it is frequently overcrowded. The Bedford Avenue station is believed to be the maximum load point on the L line. The frequency of service at this station may be increased in the mid-term when it becomes the *beta* site for Communications-Based Train Control (CBTC). Using computers on the trains and on rights-of-way, CBTC tracks every train in the system and can optimize the speed of any train to increase frequency of service or adjust for delays. The planned system would replace the existing turn of the century signal system and would be the most advanced in the nation. However, this project is several years away and interim solutions to overcrowding are needed.

People in the community also have grievances about the G and J/M/Z lines. The principal complaint in both cases is that service, while adequate during rush hours, it is too infrequent during off-hours. Two additional complaints about the G train stem from the continuing shortening of the route and the institution of One Person Train Operation (OPTO) during weekend service. The motorman functions as the one person in OPTO, performing his or her regular duties as well as those of the conductor. An Assembly bill that put conductors back on all trains was vetoed by Governor George E. Pataki and the future of this system is unknown. Both of these reductions in service seem to indicate a disenfranchising of the G line, the only subway train that does not enter Manhattan.

A number of bus routes also traverse the district, connecting the area to other parts of Brooklyn as well as Queens and Manhattan. The Williamsburg Plaza Bus Depot at the base of the Williamsburg Bridge is the second largest bus hub in Brooklyn, serving as the terminus for six bus lines. The depot recently underwent reconstruction by the Metropolitan Transit Authority in cooperation with the New York City Department of Transportation. The six bus lines that stop at the plaza are the B39, B40, B44, B46, B60 and Q59. The B24 and B61 stop nearby. The bus lines operate around the clock except for the B24, which operates twenty hours a day, and the Q59, which runs 17.5 hours. The B39 is notable for connecting Brooklyn and Manhattan via the Williamsburg Bridge.

MAP 14. Public Transportation



Despite good subway and bus connections in the district, not all areas are equally served. The adjacent map showing the bus routes and subway lines – with quarter-mile and half-mile service radii around the subway stations – indicates that the East River waterfront area is particularly underserved. The closest subway stations to the Williamsburg waterfront are the Bedford Avenue stop on the L line and the Marcy Avenue stop on the J/M/Z line. The closest bus routes are the B61, which runs north-south along Bedford and Driggs Avenues, and the Q59 and B24, which both operate only at certain hours and terminate at Kent Avenue under the Williamsburg Bridge. The other terminus of the B24 is also on the East River waterfront, at Greenpoint Avenue and West Street in Greenpoint. However, the bus does not travel the length of the Greenpoint/Williamsburg waterfront between the two termini.

Roads and Bridges

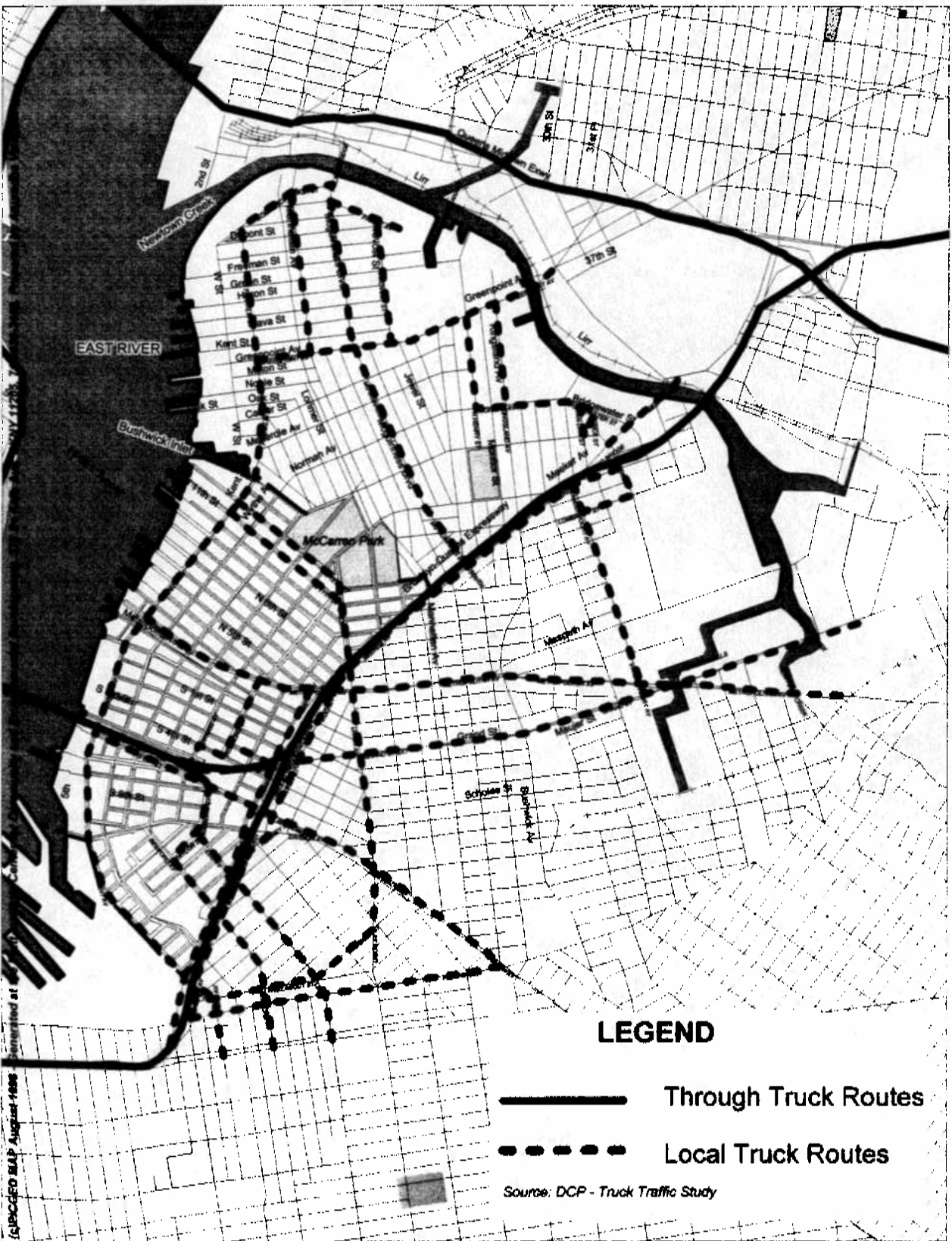
The 197-a study area is circumscribed by an extensive network of roads and bridges, most notably the Brooklyn-Queens Expressway (BQE) and the Williamsburg Bridge, which link the waterfront communities with the city and the greater metropolitan area. The BQE is the only through truck route in Community District 1 and is a major part of Interstate Route 278. Shortly after the BQE passes over the Newtown Creek it intersects with the Long Island Expressway, providing connections with Manhattan through the Midtown Tunnel, and with Long Island. Further north, the BQE connects with the Grand Central Parkway, and then the Triborough, Whitestone, and Throgs Neck Bridges. In the other direction, the BQE provides access to the Williamsburg, Manhattan, and Brooklyn Bridges, the Brooklyn-Battery Tunnel, and eventually the Gowanus Expressway and Verrazano Narrows Bridge. The New York State Department of Transportation recently completed extensive repair and reconstruction of a section of the BQE, between the Williamsburg Bridge and the Kosciusko Bridge, improving entry and exit ramps as well as repaving.

Five major bridges connect the study area to the rest of New York City: the Williamsburg Bridge, the Pulaski Bridge, the Greenpoint Avenue (J. J. Byrne) Bridge, the Metropolitan Avenue Bridge and the Kosciusko Bridge. These bridges primarily serve vehicular traffic but — with the exception of the Kosciusko Bridge — can also accommodate pedestrians and bicycles on bridge sidewalks. Major structural renovations, aimed at easing traffic flows and improving vehicular and pedestrian safety, are either currently underway or have recently been completed on all five bridges. Despite their overwhelming presence in the community, the expressways and arterials that crisscross Community District 1 are primarily used by nonresidents and commercial traffic.

Truck Routes

Thirty-one truck routes, including two through truck routes, traverse Community District 1, reflecting the area's manufacturing and industrial nature. The truck routes are a substantial asset to local businesses in terms of shipping and receiving. However, the high volume of truck traffic on these roads is a continuous source of distress for residents of Williamsburg. Kent Avenue, which runs north-south, parallel to the waterfront, is one of the major local truck routes in the study area. There is frequently congestion during the hours of peak volume on arterials

MAP 15. Truck Routes



such as McGuinness Boulevard, Metropolitan Avenue, Greenpoint Avenue and Grand Street, which serve as truck routes and provide access to the expressways. Such heavy congestion and the deteriorated condition of the roadbeds on designated routes, coupled with inadequate truck route signage, has led to the increased use of non-designated streets in the community by truck traffic. This has become a pervasive problem in the study area, not only in terms of traffic congestion and safety, but also in terms of vibration damage to private property; damage to roadbeds, sidewalks, and catchbasins; and increased air and noise pollution in residential neighborhoods. Wythe Avenue and Berry Street, which run parallel to Kent Avenue, are not designated local truck routes but are frequently used as alternatives, to the clear detriment of the roadbed. Furthermore, as one-way streets (in opposite directions) with only one moving lane and two parking lanes, they are easily congested. Truck traffic on Bedford Avenue, Driggs Avenue, and Berry Street is especially dangerous because of adjacent schools and playgrounds. Economic development goals for the area must carefully weigh the impact of increased truck traffic on Williamsburg's growing residential population.

Another problem associated with heavy truck traffic in the area is off-street loading and unloading. Trucks slowing down, backing up and blocking roadways as they maneuver into loading bays, or double parking where there is no provision for off-street loading and unloading, lead to even greater congestion and traffic conflict.

The New York City Department of City Planning (DCP) has recently completed the *Greenpoint-Williamsburg Truck Traffic Study*, which was conducted in association with the Brooklyn office's rezoning studies. Its recommendations focus on low-cost, easily implemented transportation system management measures, such as improvements to intersection operations; roadways; sidewalks; truck regulations; on-street truck loading/unloading; parking and traffic enforcement; and crosswalk demarcation.

Street Maintenance and Repair

Many of the streets in Community District 1 and the 197-a study area in particular are in serious disrepair. This is caused to a large extent by the weight of heavy vehicles. DCP has identified a number of streets in the area that are in poor to fair condition and in need of repair. They are Broadway, Bedford, Kent, and Wythe Avenues; and Berry, South 5th, and Havemeyer Streets. A number of reconstruction projects are planned for the area, including the reconstruction of Kent Avenue-Franklin Street; the reconstruction of Grand Street, from Grand Street Bridge to River Street; and reconstruction of the entire length Metropolitan Avenue in Brooklyn. Elsewhere in Community District 1, McGuinness Boulevard will begin construction in Summer 1998 and reconstruction of Manhattan Avenue will follow, with some overlap.

Pedestrian and Bicycle Access

The Williamsburg study area has one of the highest walk to work ratios in New York City, yet much of the area is inhospitable to pedestrians and bicycles. Many of the streets have no curbs or sidewalks, making it hazardous for pedestrians trying to negotiate truck traffic. In many instances cars and trucks park on the sidewalk, forcing

pedestrians to walk out into the street. Deteriorated roadbeds and the absence of bike lanes make bicycle travel extremely difficult.

Ferries

Although there are a fraction of the 147 ferries that operated in 1904, ferry service made a comeback in the mid-1990s. The closest ferry to Williamsburg is in Hunterspoint, Queens, on the other side of the Newtown Creek. The Hunterspoint ferry is a byproduct of the Queens West development but primarily serves commuters from outside the neighborhood. Waterfront redevelopment is probably the biggest reason for the return of ferry travel. N Y Waterway, which operates this and most of the routes in New York City, temporarily suspended this ferry in 1996 because it was unprofitable, carrying less than 500 passengers per day. Almost all of the current ferry service operates between two points. The one exception is the New York Water Taxi which shuttles between ten stops, mostly on the west side of Manhattan but also stopping at Fulton Ferry Landing in Brooklyn.

Parking

Metered curbside parking is permitted on certain streets and off-street parking is provided in private lots and garages and in lots and garages associated with specific housing developments and commercial businesses. There are no public parking facilities in the area and local industries generally do not provide parking for their employees. Both curbside parking and off-street parking facilities are heavily utilized throughout the day, particularly in South Williamsburg, where residents have expressed a strong need for additional parking spaces. Cars and trucks frequently park on the sidewalk along Kent and Wythe Avenues, and North 4th, South 6th, and Berry Streets.

Historic Landmarks

Williamsburg is one of Brooklyn's oldest neighborhoods but has only six designated landmarks. Three of these are situated in the Southside, on or near Broadway, the City of Williamsburgh's downtown. The Williamsburgh Savings

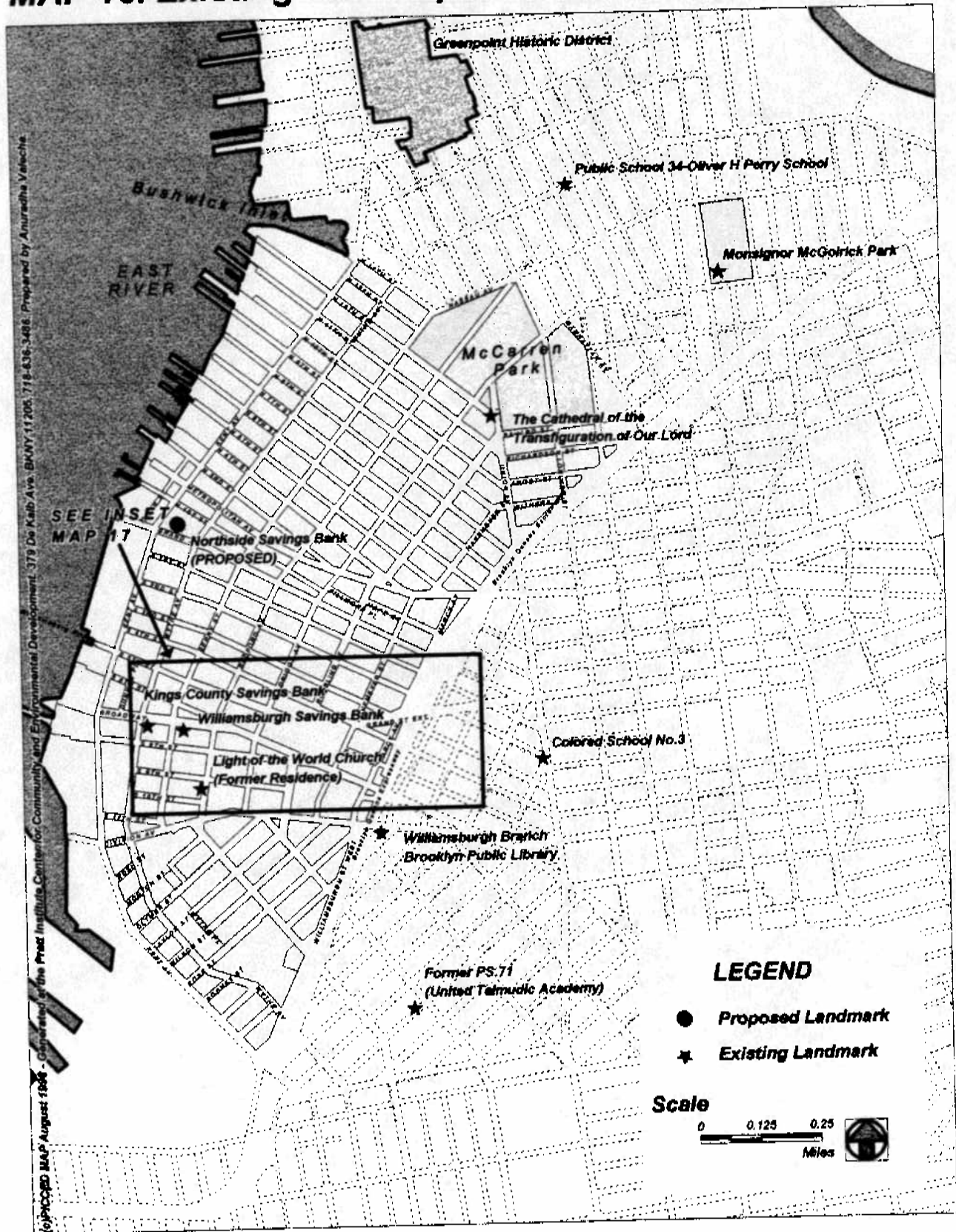
Keyword: landmark

A landmark is a building, open space, structure, monument, or collection of these, that the city has determined has historical or architectural significance and physical integrity (sufficiently represents its historic form).

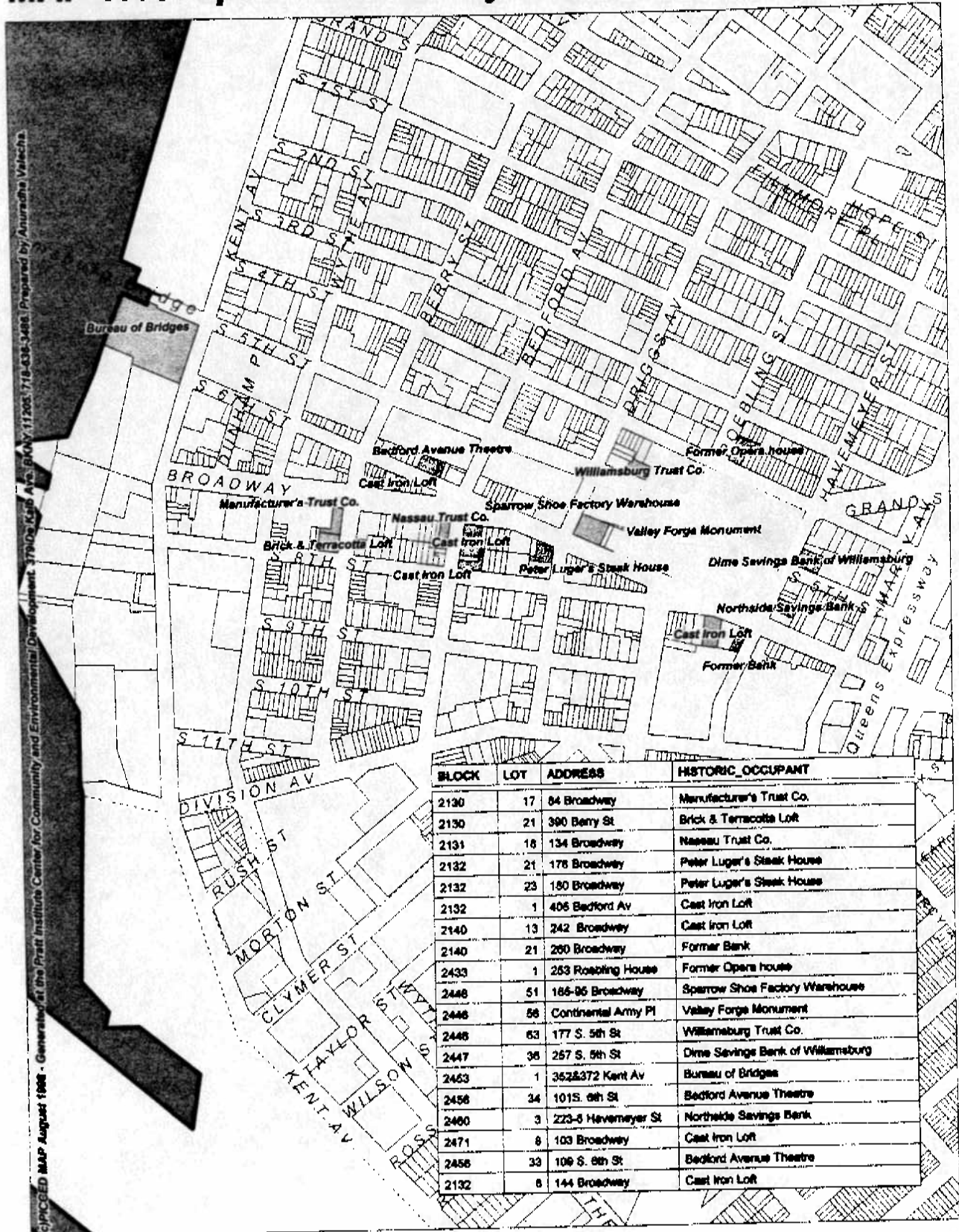
Bank (1875) and Kings County Savings Bank (1868) are on Broadway, at Driggs and Bedford Avenues, respectively. The third landmark in this area, once a residence but now the Light of the World Church, is at 179 South Ninth Street. The one landmark in the Northside is the Cathedral of the Transfiguration of Our Lord, at Driggs Avenue and North Twelfth Street, built in the Byzantine style in 1921. The last two landmarks are located in central Williamsburg, outside of the 197-a study area. Colored School No. 3 is at 270 Union Avenue and the Williamsburgh Branch of the Brooklyn Public

Library, the first of 26 Carnegie Libraries, at 226 Division Avenue. The school and the library received their designations within the last year, which is an encouraging sign for landmark preservation in Williamsburg.

MAP 16. Existing and Proposed Landmarks



MAP 17. Proposed Broadway Corridor Landmarks



CIPCEB MAP August 1998 - Generated by the Pratt Institute Center for Community and Environmental Development. 37909 35th Ave. Bldg. 11205. 718-338-1488. Prepared by Anuradha Velichu

As noted above, half of Williamsburg's landmarks are on or near Broadway. Southside residents have expressed interest in augmenting these by landmarking some of the other distinguished properties in the area. The properties identified have a variety of historical contexts and are too spread out to produce a historic district. However, protection of a critical mass could create a "historic corridor" along Broadway. The corridor would run from the East River to Havemayer Street, roughly from South 4th Street to South 8th Street. An informal survey has identified sixteen buildings and one monument in this area that would bear further investigation. A table listing these sites is included with the recommendations for historic preservation.



Figure 20. The former Bedford Avenue Theater, South 6th Street, west of Bedford Avenue.

Three more buildings have been identified as potential landmarks. The building that produced perhaps the most passionate discussion in the community was the payroll office of the former Brooklyn Eastern District Terminal (BEDT), at the northwest corner of Kent Avenue and North 9th Street. The building was torn down just weeks before this document was submitted to Community Board 1. As recently as fifteen years ago, the entire BEDT site may have been eligible for landmark status based on the rarity of this type of short-line, rail-barge, operation. However, neglect and ensuing demolition eliminated any possibility of listing the entire site. Designation of the office building was viewed as a symbolic acknowledgment of the historic facility that operated in this location for over one hundred

years. That role must now fall on the last engine — BEDT steam locomotive No. 16, built by H. K. Porter in 1923 — taken from the property in 1992. It is rumored that the engine was removed for rehabilitation, not its scrap value.

The two remaining buildings identified for further study as landmarks are the former Northside Savings Bank at 35 Grand Street (Block 2378, Lot 38) and the decommissioned power plant at the southwest corner of Kent Avenue and Division Street (Block 2023, Lot 10). The Romanesque bank was constructed in 1889, one block from the ferry landing at the foot of Grand Street. The power plant, now owned by Con Edison, was once a generating station for the BMT trolley system.

The Con Edison power plant is identified elsewhere in the plan as a possible development site for housing. While every attempt should be made to reuse the power plant for housing, the development potential of the site must take precedence over the desire to landmark the existing building.

Community Facilities and Services

Increased population and housing density in Williamsburg will have a significant impact on community facilities and community service needs, particularly with respect to schools, day care, health services, recreation facilities, and neighborhood retail.

Schools

Students in the waterfront study area attend both public and private schools. Private schools, including parochial schools, account for the majority of educational institutions in the area, reflecting the high number of yeshivas in South Williamsburg. There were twenty-four private and parochial schools in the area in 1994, with a total enrollment of 11,110. This number was 57.5 percent of the 19,319 children attending school in this part of Williamsburg in 1994.

The balance of 8,209 students attended public schools in 1994. The 197-a study area lies within Community School District 14, which also takes in Greenpoint and parts of Bushwick and Bedford-Stuyvesant. There are seven public schools located in the study area: four elementary schools (P.S. 16, P.S. 17, P.S. 19 and P.S. 84); one junior-high school (J.H.S. 50); and two high schools (Harry Van Arsdale, Jr. High School and the El Puente Academy for Peace and Justice).

The decision to send a child to private or public school is based on a number of factors, including cultural or religious preference and economic circumstances. One reason that some parents offer for sending their children to private school is the relatively poor performance of Williamsburg's public schools. Third grade test data from the 1996-97 school year shows District 14 students close to the academic average for Brooklyn and city-wide schools.

Williamsburg Waterfront 197-a Plan

		Income	Math	Reading	% Change	Rank
New York City		23.6	92.2	36.5	3.0	
Brooklyn		19.4	92.1	36.4	3.4	
District 14		10.6	92.4	37.0	5.6	
P.S. 16	157 Wilson St.	8.6	83.8	22.4	3.3	441
P.S. 17	205 N. 5th St.	8.8	96.7	42.5	14.4	240
P.S. 19	325 S. 3rd St.	3.3	93.8	27.8	10.4	411
P.S. 84	250 Berry St.	4.0	85.7	21.6	-1.4	392

Income: The percentage of students who are not eligible for free school lunches according to Federal income guidelines.

Math: The percentage of third graders meeting minimum standards on a statewide test in spring of 1997.

Reading: The percentage of third graders who read at or above grade level.

% change: Gain or loss on the reading test from the previous year. The figure is a percentage of all third graders rather than just those tested.

Rank: Board of Education ranking, from 1 to 676, based on citywide English language-arts tests given in grades 3 through 8 (through grade 6, in the case of the schools in the study area).

Table 8. Third grade test scores, 1996-97.

However, with the exception of P.S. 17, the third grade test scores for the schools in the study area lag behind those in the broader areas.

The 1994 school enrollment figure of 19,319 is substantially higher than the 11,245 children reported to be enrolled in elementary or high school in the 1990 Census. Even accounting for the fact that some children may be traveling in from other parts, this indicates a significant growth in population. However, school district figures for February 1998 indicate that public schools in the study area, at least at the elementary and junior high school level, are generally operating below capacity. It is quite possible that there is overcrowding in some of the private schools. Given the continuing population growth in the area, this is an issue that warrants further study.

School	Enrollment	Capacity	Utilization Percent
P.S. 16	716	1,046	68%
P.S. 17	694	933	74%
P.S. 19	1,092	902	122%
P.S. 84	1,048	1,080	97%
J.H.S. 50	1,058	1,279	83%

Source: Community School District 14.

Table 9. Public school enrollment and utilization.

Libraries

There are three branches of the Brooklyn Public Library in Community District 1, one in Greenpoint, another on Division Avenue just outside the study area, and a third at 81 Devoe Street. The Williamsburgh Branch Library opened in 1905. It was the first of twenty-one Carnegie libraries in the system and has recently been designated a New York City landmark. Rehabilitation of the roof has been completed with a total renovation of the building planned. Not all parts of the study area are well served by the public library system. Northside residents, in particular, feel the need for a branch closer to home.

Day Care/Senior Centers

There are thirteen day care and Head Start facilities within the study area, with a total of 1,417 slots. There are also three senior centers: Los Sures Senior Center (72 slots), the Krakus Luncheon Club (124 slots), and the Northside Senior Citizens Center (127 slots).

Health services

Woodhull Medical and Mental Health Center, located at Broadway and Flushing Avenue, is the primary health care facility for Williamsburg. The study area is also served by a number of clinics and neighborhood health organizations, including Bedford Medical Family Health; the Department of Health Child Health Station at 333 Roebling Street; and the Williamsburg Family Service Center.

Recreation Facilities

Apart from the Metropolitan Pool on Bedford Avenue, which was reopened in October 1997 after extensive renovation, and McCarren Park, which is scheduled for reconstruction, there are few active recreation facilities in the study area, and few youth programs. The Metropolitan Pool is already operating at full capacity. There were

1,579 pool members at the end of 1997. Four months later, membership stood at 3,349 and it continues to grow at a rate of four- to six hundred members per month. After lengthy discussion, the hours were extended once but the pool continues to be crowded at almost any hour.

Northside parents of young children point out that there are no playgrounds in the neighborhood. The closest playground is the Vincent A. Abate playground at the northern edge of McCarren Park. The long distance makes the playground only suitable when a large period of time is available, as opposed to a quick trip to a local play area for some fresh air.

There are two YMCAs in Community District 1 but they are not convenient to the study area. One is in Greenpoint and the other is East Williamsburg.

Local retail

Community retail services are concentrated along Havemeyer Street, Lee Avenue and Bedford Avenue. The Northside in particular suffers from a lack of supermarkets, as well as banking and post office services.

Social and Cultural Institutions

Residents in the Southside has identified a need for a cultural center. The El Puente Art and Cultural Center presently serves this function, but its activities are constrained due to inadequate space. El Puente plans to incorporate new performance and art production opportunities in the building that is being developed to house the El Puente Academy for Peace and Justice. However, legal action related to the purchase of the building is complicating the move.

Programs in the Northside are also limited by the lack of appropriate buildings. The after school programs run by the Northside Community Development Council are managed from a storefront and Kids in Control programs physically take place in a store.

Public Safety

Police Protection

Two police precincts cover Community District 1. The 94th Police Precinct serves the northern portion, including the Northside. The Southside and South Williamsburg are served by the 90th Precinct. The two precincts are divided by Metropolitan Avenue (from the East River to Maspeth Avenue) and Maspeth Avenue (to Newtown Creek).

The Northside waterfront, including the former Brooklyn Eastern District Terminal (BEDT) are patrolled by two CPOP beats (6 and 7). When the former rail terminal was vacated in the mid-1980s, it became home for prostitution, drug dealing, auto abandonment and arson. These problems were the original impetus for forming the

Community Board's Waterfront Committee. Except for drug dealing, most crime at BEDT has been eliminated, in part because most of the buildings were torn down after repeated fire damage.

Keyword: CPOP

CPOP is an acronym for Community Patrol Officer Program. Community Patrol Officers are likened to the traditional "cop on the beat", working a regular area and getting to know the people and the problems there, rather than responding to calls in a radio car.

Prostitution is a continuing problem at various places along the waterfront. The problem is addressed periodically by both the 90th and 94th Precincts. However, prostitutes use the Metropolitan Avenue boundary between the two precincts to elude arrest when they can.

CPOP officers from the 90th and 94th Precincts have received training from the Department of Environmental Preservation in identifying and writing summonses for environmental violations. However, the 94th Precinct reports that its CPOP personnel seldom have time to fill these duties because CPOP personnel are assigned to sector cars and special assignments.

Fire Protection

The Fire Department of New York (FDNY) has three firehouses in the 197-a study area. The firehouse for Engine 212 is in the Northside. Engine 221 and Ladder 104 are located in the Southside. Engine 211, Tower Ladder 119, and the FDNY Forensic Unit are in South Williamsburg.

Community Organizations

There are several community-based organizations in the study area, including Los Sures, United Jewish Organizations, the People's Firehouse, Southside Fair Housing, Musica Against Drugs, and Southside Community Mission, that serve the community's housing and social service needs and have long been involved in community building and revitalization efforts.

PLANNING AND DEVELOPMENT CONTEXT

Land Use Planning

New York City Comprehensive Waterfront Plan

For many years, New York City lagged behind other cities in addressing the changes that had occurred on its waterfront and the potential created by those changes. This shortfall began to be addressed in the mid-1980s. In 1992, The Department of City Planning (DCP) issued New York City's Comprehensive Waterfront Plan which provided strategies for fulfilling a long-term vision that maximizes waterfront use and access. The waterfront plan was informed by land use studies prepared for each segment of the City's waterfront. To this end, the waterfront was divided into twenty-two study "reaches" (a nautical term for a continuous expanse of water.)

The characteristics and usage of each reach were analyzed and recommendations put forward on development. Four categories of waterfront were created — natural, public, working, and redeveloping — based on the characteristics of each designated reach. The comprehensive plan encourages prudent investment in all four of the waterfront categories. A set of waterfront zoning amendments was adopted by the City Council in concert with the waterfront plan. These amendments are concerned with mandatory public access requirements (see below), water-dependent and -enhancing uses, and appropriate scale for new development.

The Williamsburg waterfront is part of Reach 14, which extends south from Greenpoint to Sunset Park and contains most of Brooklyn's industrial waterfront. DCP's general recommendations for Reach 14 are to strengthen the working waterfront, promote opportunities for public access, and redevelop dormant land, where appropriate. Specific recommendations with regard to Williamsburg are as follows:

Working Waterfront

- Improve truck circulation as well as road surfaces and signage

Public Waterfront

- Rehabilitate Grand Street Park and explore enlarging it to include the property north of the park
- Install open space amenities on the street end of Division Avenue

Redeveloping Waterfront

- Extend the Special Northside Mixed use District to Kent Avenue between North 6th and North 8th Streets
- Rezone the portion of the former Brooklyn Eastern District Terminal (BEDT) site between North 6th and North 8th Streets to medium density residential
- Rezone the balance of BEDT — north of North 8th Street and south of North 6th Street — to light industrial

Waterfront Access Plans (WAPs)

Insuring public access is one of the provisions in the waterfront zoning amendments to the city's zoning text. There are four elements to public access requirements: a waterfront walkway, a connection between the walkway and existing streets and sidewalks, a public access area, and unobstructed view corridors. Affected developments are commercial and medium- to high-density residential projects, with 600' of shoreline and covering at least four acres or one full block. A Waterfront Access Plan (WAP) offers communities the opportunity to design, within certain guidelines, the location and layout of public access prior to development. The actual plan includes a map of the area, with all features identified, and text describing the components of the plan and any minimum design standards. It can be especially valuable in an area where waterfront access has to work around industrial businesses and/or connect parks.

197-a Plans

All the communities within Reach 14 have written, or are in the process of writing 197-a plans for their waterfronts. Concurrent with this plan, a coalition of civic groups is writing a comprehensive plan for Greenpoint, also in Community District 1, which will include recommendations for their waterfront. The Greenpoint and Williamsburg plans started off as one 197-a plan focusing on the North Brooklyn waterfront. While Greenpoint is now submitting its own comprehensive plan, recommendations for the Greenpoint waterfront both reinforce and provide continuity to recommendations in the Williamsburg Waterfront Plan.

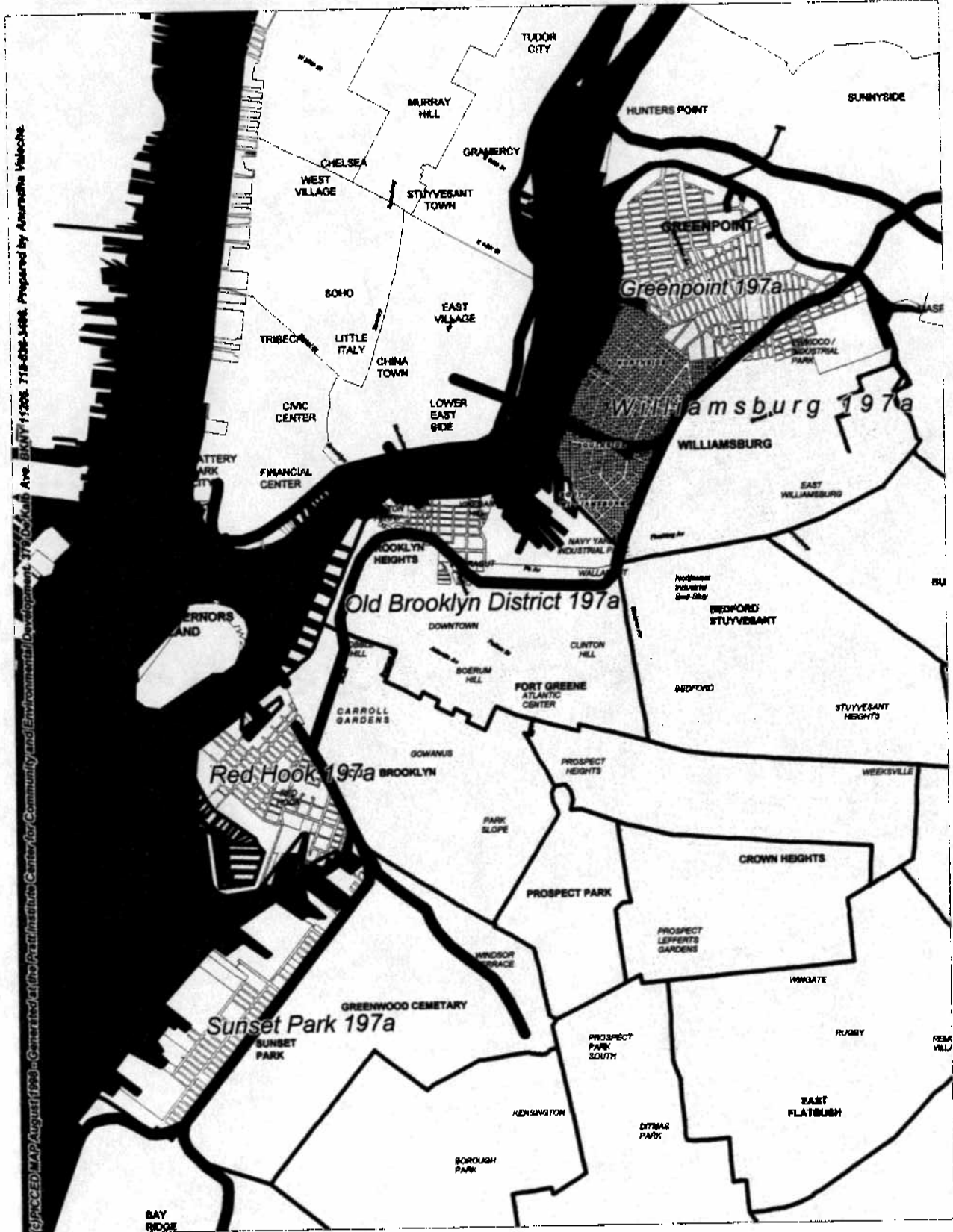
A plan for a section of old Brooklyn that lies between the former Brooklyn Navy Yard and the Brooklyn Bridge has been submitted by the 197-a Work Group of Community Board 2 for review by the community board. A 197-a plan for Red Hook, in Board 6, was adopted by the City Council in 1996 after undergoing modification by the City Planning Commission. Board 7 is in the early stages of a 197-a plan for the Sunset Park waterfront.

The Department of City Planning's 197-a plan for the New Waterfront Revitalization Program (WRP), which revises the WRP adopted as a 197-a plan in 1982, is currently going through the review process. Its policies, developed from the Comprehensive Waterfront Plan Reach Studies, set general goals for the city's entire waterfront and specific goals for portions of the waterfront that have notable characteristics.

Waterfront Management Plan

The Waterfront Management Plan (WMP), developed in 1990 by the New York City Department of Parks and Recreation, recommends short- and long-term plans for improving and developing the city's waterfront parks and open spaces. One of the recommendations in the WMP is development of a North Brooklyn Harbor Path from the Newtown Creek to Red Hook. The Harbor Path and proposed access links to the waterfront correspond closely to the waterfront promenade proposed in this 197-a plan.

MAP 18. Brooklyn Waterfront 197a Plans



New Uses in Industrial Zones

The city has considered allowing several new uses in industrial zones, including "adult entertainment", "superstores", and social services facilities. The adult entertainment zoning text was passed by the City Council in 1995 and the industry has been fighting it in court in the three years since. The law withstood legal challenge and the police began to padlock sex-related businesses in August 1998. Sex-related businesses are newly permitted in manufacturing districts if they are greater than 500 feet from schools, churches, and residential districts. Legal, nonconforming residences that are in manufacturing districts do not receive the same 500 foot buffer provided to residential districts. In the planning area, adult entertainment businesses can now locate on the waterfront, generally west of Kent Avenue, but as far as Wythe Avenue between North 15th and North 11th Streets and between North 5th Street and Metropolitan Avenue. Community Board 1 passed a resolution opposing this change in zoning.

Discussion of the other two uses, "superstores" and social services facilities, is dormant as of this writing in August 1998. Discussion of the latter never really developed. The superstore proposal was fiercely contested with the City Council ultimately blocking it. The general terms being contemplated were that a superstore site needed to be in a manufacturing district and on a wide street. In the 197-a study area, four locations would have met these criteria: the M1-2 district south of McCarren Park; some blocks along Metropolitan Avenue; the light manufacturing districts around the Williamsburg Bridge; and the M1-2 districts on Kent Avenue, opposite the Brooklyn Navy Yerd, which comprise the Department of City Planning Rezoning Subarea 13.

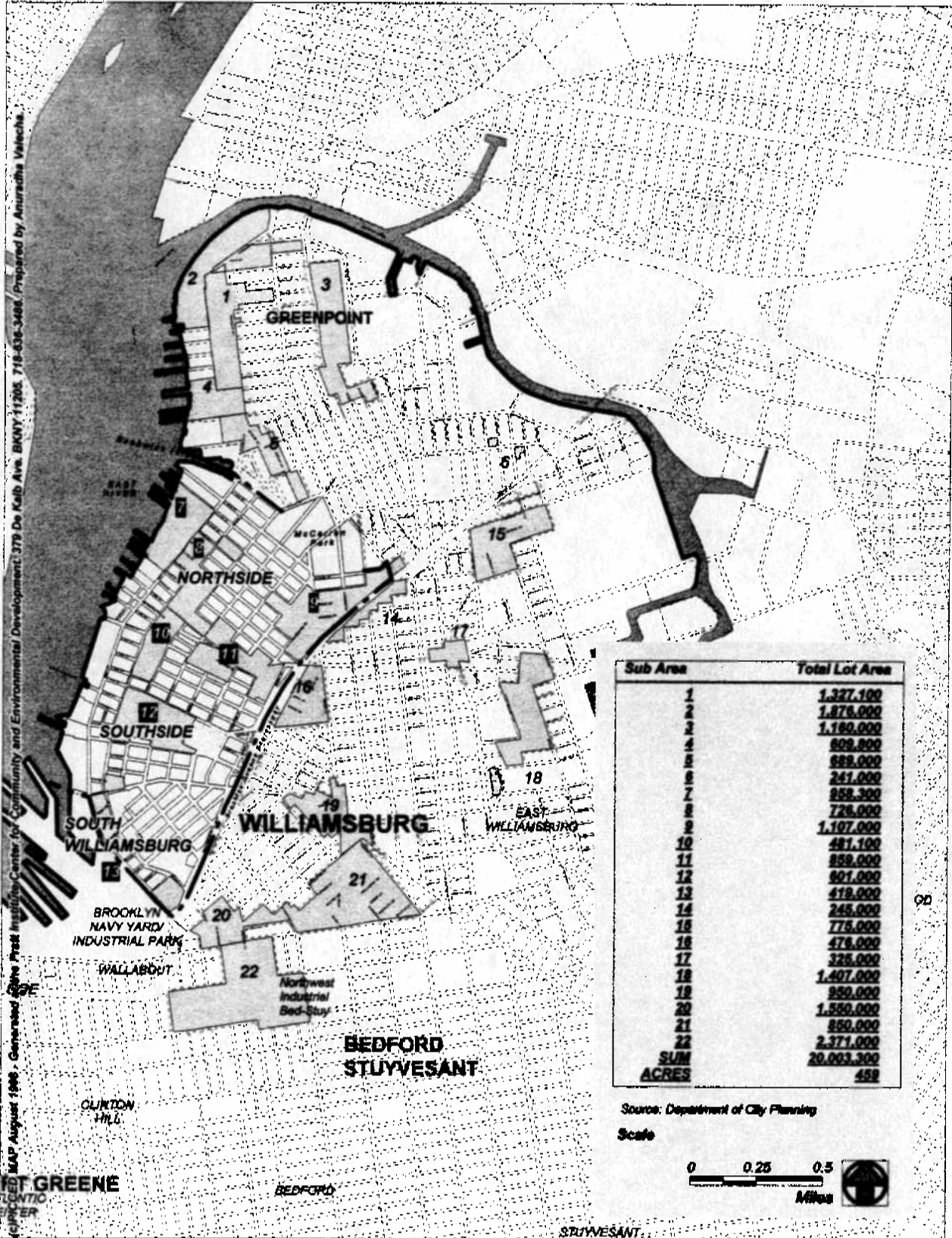
Parts of Williamsburg's waterfront may appear to be suitable locations for these uses. However, consideration must be given to the changes in manufacturing, population and land use that this area is presently undergoing that may render these uses totally inappropriate.

Community District 1 Rezoning Study

Since the end of 1995, the Department of City Planning has been looking at twenty-two mixed use areas, all but one of which is in Community District 1, to decide if they should be rezoned. Seven of these subareas overlap with the 197-a waterfront plan (see Maps 5 and 19). The stated purpose of the study is to address the housing shortage caused by population growth and identify areas zoned for manufacturing that may be rezoned for residential use. Subareas were selected based on the opportunity for new residential growth, the amount of nonconforming residential uses, and the number of manufacturing businesses and jobs. Opportunity for residential growth was measured by proximity to mass transit, support services, number of nonconforming residences, as well as recent development, zoning variances, and loft board conversions.

The City Council passed the first and only rezoning application to be completed, for Subarea 12. The review process gave voice to the conflicting goals of promoting housing development and retaining manufacturing jobs inherent to this undertaking. The review process did result in some manufacturing districts retaining that zoning.

MAP 19. DCP Rezoning Subareas



Economic Development Initiatives

Brooklyn Navy Yard

In March 1997, the Brooklyn Navy Yard Development Corporation solicited developer interest in a 373,790 square-foot site on Kent Avenue facing South Williamsburg. The site runs roughly from Clymer to Keap Streets. While the land has been discussed as a site for "superstores" or as a possible solution for the housing crisis in South Williamsburg, the Brooklyn Navy Yard Development Corporation has indicated that any development would be for industry. The replies to the RFEI have been reviewed and an announcement about the details of the future development are anticipated in the Summer of 1998. While the industrial park is independently managed and is located in Community District 2, this site — and the Navy Yard in general — is relevant to the 197-e planning area as a possible new home for businesses that relocate, by necessity or choice, in the future.

The Greater Williamsburg Collaborative (GWC)

The Greater Williamsburg Collaborative (GWC) is an economic development and community building initiative funded by the New York Community Trust. Partners in the Collaborative are Southside United Housing Development Fund, Inc. (Los Sures), United Jewish Organizations (UJO), St. Nicholas Community Preservation Corporation, and the Brooklyn Navy Yard Development Corporation. Both Los Sures and UJO have been actively involved in drafting the Williamsburg 197-a Waterfront Plan.

GWC is one of three initiatives in New York City funded by the New York Community Trust under their Neighborhood Strategies Program. The other communities are Washington Heights in Manhattan and Mott Haven in the Bronx.

Both GWC and the 197-a Waterfront Plan share a commitment to retaining industry and jobs in Williamsburg and promoting economic development. The 197-a Plan supports the economic development and community building strategies proposed by the GWC related to youth development, career opportunities, entrepreneurship, strengthening Williamsburg's employment base, and computer literacy.

State Economic Development Zone Designation

New York State recently approved the city's application for a new Economic Development Zone in Community District 1. The boundaries of the zone include the East Williamsburg In-Place Industrial Park, the Brooklyn Navy Yard, Pfizer, Domino Sugar, the Greenpoint Manufacturing and Design Center, and several retail corridors. Both Havemeyer Street and Broadway in the 197-a study area are included in the Zone. Eligible businesses within the Zone may qualify for income tax credits based on jobs created or retained. They may also be entitled to double the normal investment tax credit for capital expenditures.

Brooklyn Empowerment Zone Application

An application for Round II Urban Empowerment Zone designation is currently being prepared for Brooklyn, sponsored by Members of Congress Ed Towns, Major Owens and Nydia Velasquez. This is of considerable significance to the Williamsburg 197-a plan, since much of the study area falls within the boundaries of the proposed Brooklyn Empowerment Zone. Under Round II, fifteen new Urban Empowerment Zones will receive between \$130 million and \$230 million in tax-exempt bond authority to create economic opportunity for area residents and businesses. Tax benefits that apply to Round II Empowerment Zones include: tax exempt bond financing, welfare-to-work tax credit, work opportunity tax credit, environmental cleanup cost deduction ("brownfields" tax incentive), and increased Section 179 (accelerated depreciation) deduction. Grants from the U.S. Department of Health and Human Services, similar to those issued to states for the first round of Empowerment Zone and Enterprise Community designations in 1994, have not been authorized under Round II. However, HUD anticipates that they may become available to Round II Urban Empowerment Zones in Fiscal Year 1999.

RECOMMENDATIONS

Introduction

The strongest impetus for development along the Williamsburg waterfront comes from the area's explosive population growth coupled with a severe shortage of housing. Other conditions in Williamsburg, however, preclude a simplistic prescription for additional housing. Unfettered housing development could threaten Williamsburg's viable industrial community and local employment base. Additionally, the location of housing in close proximity to certain industries raises environmental issues. The full potential of the Williamsburg waterfront can only be realized through an integrated approach that addresses the economic and environmental needs of the community as well as housing and related community services.

The 197-a study area encompasses three neighborhoods along Brooklyn's East River waterfront: the Northside, the Southside and South Williamsburg. While there is a strong consensus among the diverse communities that comprise these neighborhoods about the issues, goals and general recommendations pertaining to waterfront development, each community is distinctive in terms of prioritizing issues and putting forward certain recommendations.

The main objective in the Northside is to ensure that development along the waterfront is compatible with the adjacent residential and business community and is in keeping with the neighborhood's mixed use character. Of particular concern to people in the Northside is development of the Brooklyn Eastern District Terminal site. The former rail yard comprises half of the Northside's East River frontage and how it develops will inevitably have a substantial impact on how the neighborhood as a whole develops.

The Latino working class community in the Southside is concerned that development pressures pose a threat to affordable housing as well as jobs. In addition to preventing residential displacement and developing affordable housing and related community facilities, the community's priorities include job creation and retention, job training, and youth development.

The high birth rate in the Hasidic population, which is concentrated in South Williamsburg, makes the development of new housing and related community facilities and retail services imperative there. The priority in this community is to free up as much land as possible for residential development.

The prevalence of large families in the Hasidic community as well as the Latino community, indicates the need for more large-unit housing in this part of Williamsburg.

The following recommendations generally focus on land use and development in the waterfront planning area. However, the waterfront does not exist in isolation and broad policy recommendations have also been made for the study area as a whole.

Zoning and Land Use

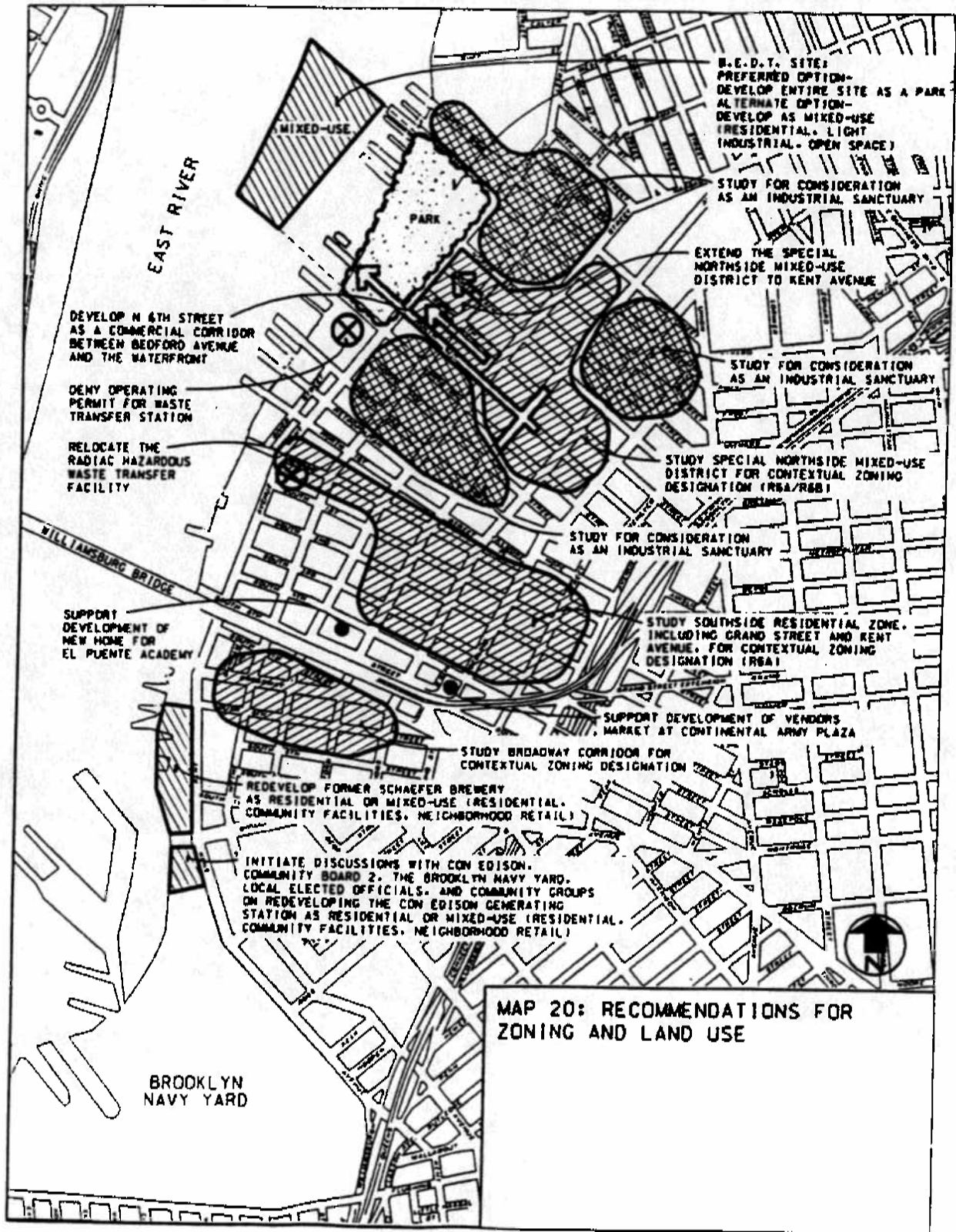
Maintaining high levels of community consultation and broadly inclusive participation in planning, zoning and land use decisions are prime considerations of this plan, particularly with regard to the disposition and development of major soft sites along the waterfront. Broad outreach efforts, adequate opportunity for dialogue and close collaboration between the Department of City Planning and Community Board 1 in prioritizing zoning and other studies in the area will ensure that development in Williamsburg provides maximum benefit to the existing residential and business community.

- ✓ *Capitalize on development opportunities along the Williamsburg waterfront to create a vibrant mixed use community.*

Rezone underutilized and vacant portions of the Williamsburg waterfront from heavy manufacturing to residential and mixed use, and map public parkland to create a 24-hour waterfront community that (a) maximizes waterfront location and views through creation of housing and open space; (b) supports emerging niche businesses, including art-related light industry, furniture design and manufacturing, multimedia, and apparel; (c) provides affordable opportunities for expansion of existing clean light industrial uses; and (d) addresses the need for expanded retail services and community facilities.

The 197-a waterfront planning area currently includes two potential development sites: the former Brooklyn Eastern District Terminal and the Schaefer Brewery. The decommissioned Con Edison generating station, adjacent to the Schaefer Brewery, also has development potential. Although this site is in Community District 2, it relates closely to neighboring South Williamsburg and has important significance for development of the Williamsburg waterfront. These three sites offer unique opportunities for addressing Williamsburg's critical housing and open space needs while revitalizing the waterfront. (see Map 8.)

Williamsburg Waterfront 197-a Plan



Brooklyn Eastern District Terminal

The community envisions two possibilities for development of this 20-acre privately-owned waterfront site, located between North 5th and North 11th Streets in the Northside.

Preferred Option: Develop the entire property as a waterfront park (see also page 106).

The scarcity of open space in north Brooklyn, especially on the waterfront, prompted many participants in the 1995 workshops to recommend that the entire Brooklyn Eastern District Terminal (BEDT) site be developed as a park. This recommendation is consistent with reports by the Parks Council (1992) and the Trust for Public Land (1995) proposing that the site, vacated in 1983, be designated as public open space. As a result of lobbying efforts by the Sierra Club and state legislators, a Memorandum of Understanding signed earlier this year by Governor George E. Pataki, Assembly Speaker Sheldon Silver and Senate Majority Leader Joseph L. Bruno, earmarks funds from the 1996 Clean Water/Clean Air Bond Act for acquisition of BEDT as public open space. New York State's Open Space Plan points out that the "site provides active recreation and waterfront access in a community under-served by open spaces."

A national design competition for a new waterfront park in north Brooklyn, sponsored by Community Board 1 and local community groups, would be an excellent way of promoting New York City's waterfront reclamation efforts.

Option 2: Rezone the site from heavy manufacturing to mixed use to facilitate development of residential, light industrial and small-scale retail uses similar to those found in the adjacent Northside mixed use neighborhood, setting aside a sizable portion of the site for public open space and waterfront access.

While preferring development of a 20-acre waterfront park on the East River, the community has determined that other uses besides open space may be required on certain portions of the site to draw people to the waterfront on a 24-hour basis and create a defensible, secure environment, thus maximizing the site's potential. This proposal is

Keyword: defensible space

Designers have found that public space that is visible to passers-by or neighbors is safer than space that is isolated because it is defended by the "eyes on the street."

similar to recommendations by the Department of City Planning, in its 1992 Comprehensive Waterfront Plan for New York City and in the 1994 Plan for the Brooklyn Waterfront, to rezone the site for a mix of medium-density residential and light manufacturing uses. Residential development would be concentrated between North 6th and North 9th Streets, buffered from the remaining M3-1 district to the north and south by compatible light industrial uses. A strong emphasis would

remain, however, on developing a sizable portion of the East River frontage as public open space. If one-quarter of the site was mapped as a public park, independent of zoning requirements for waterfront access, it would increase open space in the community district by about five percent. A Waterfront Access Plan should be written for all privately developed land, including the industrial portions.

Special district designation may be the most flexible tool for insuring a mix of uses on the BEDT site. It should include a medium density (R6A) contextual component, requiring the scale and height of buildings to be compatible with those in the adjacent Northside mixed use neighborhood, and strict performance standards for manufacturing uses. Mechanisms such as the restrictive declaration, which places conditions on the present and future use and development of land in exchange for certain special permits and zoning changes, can assure retention of a specific mix of uses on the site. The restrictive declaration has been successfully applied to the mixed use (residential, manufacturing, community facilities) development by York 72 Associates/Macklowe on Manhattan's Upper East Side.

The BEDT site offers an opportunity to develop well designed, high quality industrial buildings that are compatible with housing and open space. The *hôtels industriels* of Paris — mixed use, multi-tenanted industrial facilities that house small-to-medium scale manufacturing uses — may serve as a model for the kind of industrial development that could occur on this site. (An article on *hôtels industriels* by the architect John Loomis is attached in Appendix II.) Alternately, a single large light industrial business could locate here, such as a food or beverage processing firm. In either case, design is an essential element to ensure compatibility.

There are major threats to the community's plans for BEDT. The mortgagor, FGH Realty Credit, foreclosed on the mortgage and auctioned the property in two parcels — from North 5th to North 7th Streets and from North 7th to North 11th Streets — on July 14, 1998. USA Waste Services of New York City, Inc. purchased the smaller parcel, which it previously leased. It has a permit application pending with the New York State Department of Environmental Conservation to convert the current paper recycling facility to a putrescible waste transfer station with a 5,350 tons of per day capacity. Use of this portion of the BEDT site as a solid waste management facility would seriously undermine the potential of the site to provide much needed open space and, in the second option, residences and jobs.

Schaefer Brewery

Recommendations put forward by the community for adaptive reuse of the assemblage of buildings comprising the former Schaefer Brewery range from housing to a mix of housing, light industry and retail. One of the objectives listed in the Memorandum of Understanding (MOU) of the Williamsburg Housing Task Force is to undertake planning and environmental studies of the Schaefer Brewery to determine its suitability for residential use. Funds have been earmarked for the environmental study although it has not been decided if this study will be conducted by the Department of City Planning or the Department of Housing Preservation and Development. If the site is found to be environmentally suitable for residential use, additional study will be necessary prior to a zoning change.

Con Edison

Con Edison's decommissioned Kent Avenue generating station in South Williamsburg also presents possibilities for adaptive reuse that could be of significant benefit to the surrounding community. Recommendations so far range

from housing to conversion of the property for community facilities. Planning and environmental study of this site is also included in the Williamsburg Housing Task Force's MOU.

The former brewery and decommissioned power plant should be part of a comprehensive housing plan, as described in the Housing recommendations.

- ✓ ***Limit use groups more narrowly than currently permitted in M1 zones and strictly enforce performance standards.***

Keyword: Use Groups

Uses that are similar in terms of functional characteristics and/or nuisance impacts are listed in the Zoning Resolution in one of eighteen use groups, ranked from residential to heavy industrial uses.

Light manufacturing (M1) districts often serve as buffers between heavy manufacturing and adjacent residential and commercial districts. Most industrial uses can locate in M1 districts if they conform to the performance standards specified in the Zoning Resolution. Residential uses are generally not permitted in manufacturing districts. Yet M1 districts in Williamsburg frequently contain a high proportion of non-conforming residential uses. The Special Northside Mixed Use

District codifies this unique mix of housing and industry. Manufacturing uses in the special district are subject to the same performance standards as other M1 districts.

While performance standards limit the type and amount of industrial nuisance created, there is no real restriction on the kind of use that can locate in M1 districts. The result is often that noxious manufacturing uses can be found existing as-of-right, and in compliance with performance standards, in close proximity to residences.

Strict enforcement measures would help protect residential uses from potentially hazardous neighbors. Ultimately, however, the Department of City Planning should carefully examine permitted uses in M1 districts to determine residential-industrial compatibility and amend the zoning text, modifying certain use groups (particularly Use Groups 16 and 17), and restricting uses that may pose an environmental risk to the surrounding residential community. Appendix III provides preliminary recommendations on uses within Use Groups 16 and 17.

Since this plan supports continued, even expanded, light industrial uses, the method for evaluating residential-industrial compatibility should be as clear and as simple as possible, using established criteria and oversight mechanisms. Right-to-know filing requirements and other NYCDEP and NYSDEC permits and registrations already provide oversight of toxic and hazardous substances and processes. These procedures should be used to determine if an operation lies within acceptable environmental thresholds for mixed use areas. The Port Morris Special Mixed Use District presents a model of use group modification and restrictions that could be applied to M1 districts in Williamsburg, as well as the Special Northside Mixed Use District.

✓ ***Protect viable industrial areas from residential development by establishing industrial sanctuaries.***

Despite the benefits of mixed use development, there are limits to the kind of industrial uses that are compatible with residential uses. A number of manufacturers in Williamsburg, particularly those that need to maintain round-the-clock operations, have expressed difficulty co-existing with residential neighbors, primarily because of complaints generated by noise and truck traffic, and have indicated support for keeping manufacturing and residential uses separate. Yet those businesses wishing to relocate away from residential uses or expand their operations within the study area often find themselves competing with residential tenants for industrial loft space.

A substantial number of industrial buildings in Williamsburg have been converted to residential lofts, spurred by artists' demand for affordable live/work spaces and, increasingly, by property owners capitalizing on the higher rents they can obtain for residential, rather than manufacturing use. The growth of art and art-related industry in Williamsburg has contributed substantially to community and economic development in the area. However, higher property values has removed viable manufacturing space from the industrial real estate market. In some instances, industrial properties have been warehoused solely to generate higher residential rents.

Nevertheless, several manufacturing zones in the study area are still heavily industrialized. Two M1-2 districts just south of McCarren Park are almost exclusively industrial. And while there has been substantial conversion to residential lofts in two other manufacturing districts — the M1-2 district between Wythe Avenue and Berry Street and the M1-1 district bordering on Metropolitan Avenue — these areas still contain pockets of active industry. As the Williamsburg waterfront develops and becomes a more attractive place in which to live, active portions of the M3-1 district along the East River will also be threatened by encroaching residential development.

A balance must somehow be found between the pressures of the residential market and the need to maintain industry and jobs in Williamsburg. The current *laissez-faire* policy does not do a good job of preserving industrial jobs or hastening badly needed residential development. A more formal, well planned response, akin to Chicago's Planned Manufacturing Districts (PMD), is necessary. The PMD ordinance presumes against allowing nonmanufacturing uses in designated districts and has been fairly successful in discouraging residential conversions.

We recommend that the Department of City Planning conduct a detailed survey of industrial buildings and businesses in all manufacturing districts in the 197-a study area, not only those that coincide with its own rezoning study areas, to determine the strength of industrial activity in these districts and their potential for designation as industrial sanctuaries. A clear policy should be developed for these areas that includes strict enforcement of the Zoning Resolution and stepped-up inspections by the Department of Buildings. Additionally, when considering requests for residential conversions in these areas and making their findings per Section 72-21 (c) of the resolution, the ULURP Committee of Community Board I and the Board of Standards and Appeals should remember that residences significantly alter the essential character of these areas, and that the conflicts that arise out of mixed-use do impair the current, industrial use. If protected from the pressures of residential conversion, industrial

sanctuaries may continue to support a thriving industrial sector and generate significant employment for the local population. They may also provide affordable opportunities for expansion of existing businesses and the location of new businesses in Williamsburg. According to the Brooklyn Chamber of Commerce, the Greenpoint Manufacturing and Design Center, the East Williamsburg Valley Industrial Development Corporation, the Brooklyn Navy Yard Development Corporation, and the Brooklyn Economic Development Corporation, and despite indications to the contrary, there continues to be a demand for industrial space in Brooklyn's manufacturing districts. However, many businesses cannot compete with the residential rents.

In addition to maintaining viable industrial infrastructure along the Williamsburg waterfront, a relationship needs to be developed between businesses in this area and nearby industrial parks, i.e.: the Brooklyn Navy Yard and the East Williamsburg In Place Industrial Park (EWIPIP). These could be regarded as industrial sanctuaries existing outside of the study area and could serve as possible receptor sites for expanding or relocating businesses.

✓ ***Maintain the physical character, scale and density of existing surrounding buildings in new residential development.***

Residential zoning in Williamsburg is predominantly R6, which permits taller buildings and higher densities than currently exist. Typical R6 development is between three and twelve stories, with a floor area ratio (FAR) of 0.78 to 2.43 and densities of up to 176 units per acre. While the need for housing may warrant development to maximum allowable bulk and density under current zoning, we recommend in general that new residential development conform to the scale and density of surrounding buildings.

The three neighborhoods in the 197-a study area have different physical characteristics and demographic needs. The Northside comprises a mixture of older multi-story and more recent single-story industrial buildings, interspersed with pockets of historic rowhouses located primarily in the Special Northside Mixed use District. The Southside generally consists of four- to six-story multi-family residential buildings and historic rowhouses, interspersed with a mixture of single- and multi-story industrial buildings. The predominantly residential development in South Williamsburg ranges from historic detached houses to multi-family high-rise buildings constructed in the 1960s and 1970s under urban renewal.

It is important to retain the character and configuration of existing neighborhoods with respect to building height and setback from the street line. We support contextual zoning (R6A and R6B) as a tool to control new construction in certain areas. While R6A contextual zoning imposes height and setback requirements, it permits a higher FAR (3.0), greater lot coverage, greater flexibility in the layout of dwelling units, and a higher density than in non-contextual R6 districts. R6B designation carries an FAR of 2.0, which produces shorter, four-story rowhouses or apartment buildings. The Quality Housing Program, which controls the minimum size of dwelling units, degree of open space and tree planting in new development, is mandatory in R6A and R6B districts. The following areas in particular should be studied by the Department of City Planning for contextual district designation:

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- the Special Northside Mixed Use District, parts of which may warrant R6B designation;
- the R6 district bounded roughly by Marcy Avenue, South 4th Street, Berry Street, and North 3rd Street; and
- the Broadway corridor (from South 5th to South 8th Streets) between Kent Avenue and Roebling Street.

For new development near the waterfront or replacement of large industrial buildings such as the Schaefer Brewery, rezoning to a higher density and scale may or may not be appropriate. If the Brooklyn Eastern District Terminal site is rezoned to mixed use, it should include a R6A contextual component to ensure that the development is compatible with building heights and densities in the adjacent Northside mixed use district. The only neighborhood with an architectural context for taller buildings is South Williamsburg, where the need for new housing cannot be met by smaller buildings.

- ✓ ***Broaden Zoning Resolution restrictions on adult entertainment establishments to protect non-conforming residential uses in manufacturing districts.***

Section 42-01(a) of Article IV in the Zoning Resolution prohibits adult establishments “in a Manufacturing District in which residences, joint living-work quarters for artists or loft dwellings are, under the provisions of the Zoning Resolution, allowed as-of-right or by special permit or authorization.” The zoning text should be amended and these provisions extended to include legally non-conforming residences in manufacturing zones. M1 districts in the Williamsburg study area contain a high number of residences in existence prior to the current zoning, which need the same level of protection as residential uses allowed as-of-right or by special permit.

- ✓ ***Promote neighborhood scale retail development. Restrict the development of “superstores.”***

Williamsburg needs additional retail services. The community supports new retail development that strengthens existing neighborhood retail and commercial areas. New stores that may be incorporated as part of mixed use development along or near the waterfront are seen as serving the immediate neighborhood. New stores would also be acceptable on main streets connecting the core neighborhoods with new development on the waterfront, i.e. North 6th Street, Grand Street, and Broadway.

Community participants have been unequivocal in their opposition to so-called “superstores.” While recognizing the value of large-scale retail developments, the community generally feels that they are inappropriate in Williamsburg since they may threaten the continued existence of small local businesses. Superstores also serve a much wider customer base, traveling primarily by car. There are fears in the community that the increase in car and truck traffic servicing superstores would contribute significantly to congestion on local streets as well as trauma to Williamsburg's older buildings, especially those of wood frame construction.

Any discussion on the siting of superstores in Williamsburg — either those already permitted as-of-right or which might be permitted after a change in the zoning text — must respect the following guidelines: anchor superstores to

existing commercial or new, large scale residential development in a manner that enhances rather than competes against local businesses; make superstores accessible by mass transit; and situate superstores as buffers between existing residences and industry.

✓ *Extend the Special Northside Mixed use District to Kent Avenue between North 6th and North 9th Streets.*

These four square-blocks, zoned M1-2 and M3-1, already contain a high proportion of residential uses. Extending the mixed use district to Kent Avenue will bring these residences into conformance with zoning, while allowing the existing businesses to continue or expand.



Figure 21. Although zoned for light industry, the north side of North 7th Street, between Berry Street and Wythe Avenue, is almost entirely residential.

This proposal is consistent with a similar recommendation in the New York City Comprehensive Waterfront Plan. The four blocks also lie within DCP Rezoning Subarea 8. City Planning should proceed as soon as possible with the study of this subarea in order to accomplish this objective.

- ✓ ***Add both sides of Grand Street, between Wythe and Kent Avenues, and both sides of Kent Avenue, between Grand and North 1st Streets, to the Department of City Planning (DCP) Rezoning Subarea 10 with the ultimate objective being residential rezoning for those blocks.***

The predominant use on Grand Street between Wythe and Kent Avenues is residential and there is considerable residential use on Kent Avenue, on the block north of Grand Street. Despite the M3 zoning, seventeen buildings on these two streets are turn-of-the-century residential buildings. Additionally, several of the industrial buildings there also appear to have been converted to residential use. In partial contrast, only four buildings on Grand Street are being used for industrial purposes. All of the criteria for inclusion in DCP's rezoning study — significant nonconforming residential use, limited manufacturing jobs, and access to transportation (the B24 bus begins its route at Grand Street and Kent Avenue) — appear to be present. The data in Appendix A of DCP's December 1995 "Community District 1 Rezoning Study" may be incorrect for the reasons pointed out in that report or out-of-date.

The ultimate objective of extending the existing R6 zone along Grand Street conforms with other recommendations herein. Grand Street is one of the streets that we recommend should serve as a principal route to the waterfront. The block between Wythe and Kent Avenues is also the link between Sheridan Playground and Grand Ferry Park. A residential rezoning would conflict with the Radiac hazardous waste transfer station; however, it is consistent with our recommendation that Radiac be relocated to a more appropriate site.

Environmental Protection

Industrial and municipal facilities developed in Williamsburg must be compatible with the close mix of residential and industrial uses that currently exist or are being proposed in this plan. Williamsburg already carries a heavy burden of hazardous and polluting industries and emissions from truck traffic. Its growing residential population makes the area inappropriate for the siting of additional noxious and polluting uses that will generate even more truck traffic.

Solid Waste Management

The garbage carting and transfer industry is the most pervasive environmental threat to both residential and business development in the Williamsburg study area. At this moment in time, the threat takes the form of USA Waste's application for a 5,350 ton per day transfer station from North 4th Street to North 7th Street, between Kent Avenue and the East River.

- ✓ ***Deny USA Waste's application for an operating permit for a transfer station on Kent Avenue in the Northside.***

The operation of a waste transfer station at the Kent Avenue site is completely inappropriate for numerous reasons. While zoning currently permits this use, the transfer station is across the street from legal residences. The fact that

these residences are non-conforming, legal uses in a manufacturing zone is a technicality rooted in decades of simplistic zoning decisions. Zoning changes applied in 1961 and 1974 did not result in residents vacating these buildings.

Additionally, the transfer station is inconsistent with all of the uses for the former Brooklyn Eastern District Terminal (BEDT) that have been produced by agencies and organizations with quite diverse agendas. Whether the proposed use comes from City Planning (mixed use) or the Trust for Public Land (waterfront park) or others, the smell, noise, and truck traffic associated with the transfer station are incompatible with each proposal. Since these recommendations date to 1990 and earlier, none of them should come as a surprise to the permit applicant or the Department of Sanitation. The community has never vacillated in its opposition to a transfer station at BEDT.

The alternate recommendations of mixed use and open space are not simply "blue sky" visions for an underutilized site. Housing, live/work space, production facilities and parkland are all at a premium in a neighborhood that is growing at an incredible pace. Siting a transfer station at BEDT not only precludes alternate uses at the former railyard but also diminishes the value of surrounding businesses and properties, which will result in lower revenues for the city.

Recommendations concerning the solid waste industry must go beyond responding to individual facilities, one at a time. The city needs to develop short- and long-term solid waste management plans that have broader objectives than the orderly closure of the Fresh Kills landfill by January 1, 2002. Since there are currently no such plans, the 197-a plan makes the following general recommendations:

- ✓ ***Place a moratorium on new and expanding facilities until comprehensive and equitable transfer station siting regulations have been developed.***

Local Law 40 was passed in 1990 requiring the Department of Sanitation (DOS) to establish siting regulations for transfer stations. DOS did not develop siting regulations when the law was passed, or even after it was ordered to do so in court. The law was upheld on appeal in 1997 and the department is now finally in the midst of complying.

It is impossible to know at this time whether a new or expanded facility will be in compliance with the regulations that are ultimately developed. Facilities established during this interim period that are later found to be noncompliant with comprehensive regulations will either be grandfathered, a disingenuous process, or forced to relocate, which is bad business for the company and the city.

- ✓ ***Comply with Local Law 40 in the full spirit of the law.***

On the basis of DOS's draft regulations, many people fear that the regulations that are finally adopted will be so weak as to be essentially worthless. In order to provide the protection intended by Local Law 40, siting regulations must be clearly defined; offer opportunity for community review; provide adequate protection to sensitive individuals

and locations; address saturation on a block-by-block basis as well as at a larger scale; and include "sunset" provisions for illegal transfer stations as well as permitted facilities that fall out of compliance with new regulations as they are developed.

- ✓ ***Create a special M3 district especially for transfer stations, reflecting the substantial difference between these and other forms of heavy industry.***

Transfer stations are qualitatively different from other heavy industries that generate handle noxious materials or generate truck traffic because of the incomparable through-put . Current M3 zones should be analyzed in light of the above criteria and transfer station zones mapped accordingly.

Environmental Benefits Program

- ✓ ***Institutionalize the Watchperson's Office as a self-sustaining, community-based resource.***

Williamsburg and neighboring Greenpoint have an excellent resource in the Environmental Benefits Program (EBP) and the EBP Watchperson's Office. Unfortunately, the Watchperson's Office cannot serve that role or fulfill its initial mission when it is constrained by insufficient funds. We endorse the idea that north Brooklyn is best served by a single, central monitor and clearinghouse for environmental information and advocacy, and support the Watchperson's Office as the best candidate for that position. Several of the recommendations below could be more readily advanced with the assistance and coordination of the Watchperson.

- ✓ ***Complete the Baseline Aggregate Environmental Loads (BAEL) Study expeditiously and develop policy and plans to respond to cumulative environmental impact.***

The BAEL Study was to be a central part of the EBP. Unfortunately, its completion has lagged. The BAEL Study should be made available as soon as possible to the Watchperson's Office and the communities of Williamsburg and Greenpoint, and should provide the full range of data originally envisioned. After it is received, the data should be used promptly to formulate policy and plans that respond to cumulative environmental impact.

- ✓ ***Tailor the Good Neighbors/Clean Industries pollution prevention program specifically to Williamsburg's mixed use environment.***

The Department of Environmental Protection (DEP) operates the Clean Industries Program as a resource that businesses use if they are interested. Williamsburg's mix of industrial and residential uses calls for a more proactive application of the program. The tools at the disposal of the Environmental Watchperson — the Geographic Information System and, hopefully soon, the BAEL Study — would make it possible for the Watchperson's Office to target areas and businesses that would most benefit from pollution prevention measures. In the process, the office would also advocate for pollution prevention by educating businesses about the economic benefits that can be derived.

Keyword: multimedia

In this context, multimedia refers not to a combination of artistic media but to the combined media that pollutants can be transferred to: water, land, and air.

✓ ***Create a multimedia, or comprehensive, inspection program.***

Data on permits, compliance with environmental regulations, and citizen complaints should be amassed from a variety of departments and divisions at DEP to identify companies with regulatory compliance problems. The aggregated data, regularly updated, should then be made available to inspectors so that they can simultaneously monitor compliance in all areas of a company's operation, rather than addressing issues piecemeal. The collected data should also be made available to the Watchperson's Office and through that office, to other concerned parties.

✓ ***Invigorate the DEP/NYPD collaboration for enforcement of environmental regulations in the 90th and 94th Precincts.***

The collaboration between the Department of Environmental Protection (DEP) and the 90th and 94th Precincts of the New York Police Department (NYPD) is a creative solution to eliminating the delay that often occurs before DEP inspectors can respond to environmental complaints. Unfortunately, it does not appear that the NYPD's training has resulted in ongoing enforcement of environmental regulations. If this collaboration cannot be implemented as originally conceived, the program should consist of a smaller number of Community Patrol Officers assigned to industrial areas, coordinated by the Watchperson's Office.

Increased environmental enforcement by the local police precincts should begin with more aggressive ticketing of illegal dumping and idling vehicles.

Other Environmental Recommendations

✓ ***Amortize the permit of the Radiac hazardous waste transfer facility.***

Radiac's hazardous waste transfer facility, located on the corner of Grand Street and Kent Avenue, stores explosive and radioactive chemicals. The community has considered Radiac's proximity to schools, parks, and residences as unacceptable for many years. While the important service that Radiac provides to society as a whole is recognized, the siting of such a facility within a residential community is unconscionable. Sufficient time should be set aside for the orderly relocation of Radiac to a site that is suitable for this type of operation.

✓ ***Adopt a long-term, rational plan for tree planting throughout the study area.***

The tree planting initiatives currently underway in Williamsburg are good first steps in addressing the need for additional street trees in Community District 1, but they do not do enough for the study area. Beyond the need to replant areas devastated by the Asian longhorn beetle infestation, large sections of the study area, including the streets near the waterfront, need more trees. One source is the Parks Department's capital tree planting program. However, the Parks Department needs to reevaluate its application of the city's Fair Share criteria. Instead of

dividing the total number of trees available for Brooklyn by the eighteen Community Districts, it should base its distribution on need. Focusing on neighborhoods with the least amount of tree canopy was one of the recommendations in the recent report by the Regional Plan Association and Environmental Action Coalition. That same criteria should be applied within Community District 1, with areas that already have a greater number of trees and/or resources for future plantings deferring to areas that are relatively impoverished. The tree inventory that was begun as part of replanting efforts after the beetle infestation should be maintained, within the Watchperson's GIS database, as part of a long-term tree planting program.

Any tree planting program cannot be limited to the planting of trees but should include steps to insure their health after they are in the ground. Public education, training and regular maintenance are necessary for trees to grow to the size that people think of when they use the term, "street tree."

Open Space and Waterfront Access

Community District 1 has a serious shortage of public open space. A priority of this plan is to increase and improve open space along the waterfront and facilitate access to it.

Open Space

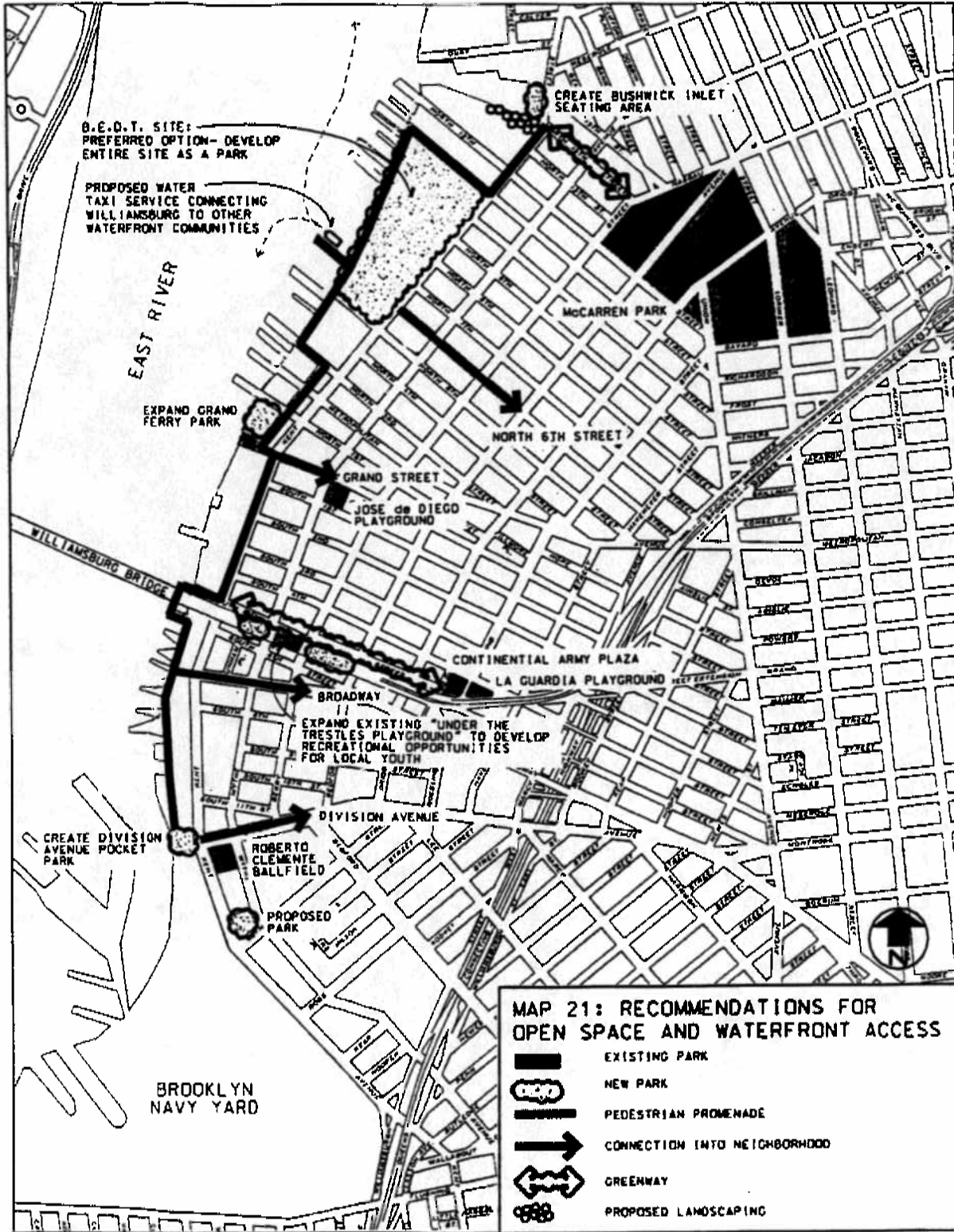
Almost all of the property on Williamsburg's East River waterfront is privately owned. Several strategies are needed to maximize the different, limited opportunities, including creating new parks, expanding and enhancing existing public open spaces, and creative private/public partnerships.

- ✓ *Develop the former Brooklyn Eastern District Terminal site, from North 5th Street to North 11th Street, as a public park (see also page 95).*

As the one vacant parcel on the Williamsburg waterfront, the Brooklyn Eastern District Terminal (BEDT) site presents the best opportunity in Williamsburg, perhaps all of north Brooklyn, for a sizable waterfront park. The Zoning and Land Use Recommendations state a preference for developing the entire site as a public park. Discussions have begun to try to apply 1996 Environmental Bond Act money toward the purchase of the site. They should continue with the full force of the waterfront plan behind them.

The second option in the land use recommendations for BEDT calls for mixed use development, with a substantial portion of the site set aside for public open space and a Waterfront Access Plan (WAP) written for the balance of the site. The WAP would integrate private development of housing, retail and industrial facilities with the public park and the larger system of waterfront open space proposed in the plan.

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- ✓ ***Continue to seek expansion of Grand Ferry Park onto the adjacent underutilized property.***

Con Edison blocked Grand Ferry Park's annexation of the adjacent underutilized property by claiming a need for a safety buffer. However, there is little buffer on the east side of Con Edison's fuel tanks and none at all on the north side. The former Pfizer property should continue to be considered for its potential as public open space.

- ✓ ***Eliminate inappropriate parking at the foot of Division Avenue and develop a sitting and viewing area. Install a traffic light at the Kent Avenue intersection.***

The foot of Division Avenue provided a pleasant sitting area during the period when the ferry, substituting for suspended subway service on the Williamsburg Bridge, docked there. It is a shame that the amenities have been allowed to deteriorate and the area turned into a parking lot. This is especially true now that the Roberto Clemente ballfield and park have been renovated across Kent Avenue. A traffic light at the intersection of Kent and Division Avenues would be essential for safe pedestrian movement between the two open spaces.

- ✓ ***Encourage the rehabilitation of parks and open space along highways and bridges.***
- ✓ ***Recreate an estuarine wetland at Bushwick Inlet and provide accommodation for sitting and viewing along the Kent Avenue boundary.***

The shelter that the inlet provides, the open upland, and absence of a bulkhead makes Bushwick Inlet an excellent candidate for an estuarine wetland that will sustain wildlife. The owner of the neighboring oil tank farm has responded positively to allowing his property to be re-vegetated. The Natural Resources Group of the Department of Parks and Recreation will undertake projects on private property if solicited. A sitting and viewing area would accommodate leisurely enjoyment of the area. Open space recommendations for Bushwick Inlet should coordinate with those in the Greenpoint 197-a plan to create a continuous greenway running from the Newtown Creek in Greenpoint to Division Avenue in South Williamsburg.

- ✓ ***Create a waterfront promenade that connects existing and new open spaces, waterfront parks and piers.***

A promenade should be built along the Williamsburg waterfront to coordinate with the Waterfront Access Plan described above. This promenade should connect with the promenade recommended in the Greenpoint 197-a plan and, via the Williamsburg and Pulaski Bridges, to the larger citywide greenway network. Development of a waterside promenade is possible along most of the Williamsburg waterfront. The exception is that stretch of waterfront between Grand Street and South 5th Street, where the Domino Sugar refinery extends right up to the pierhead. The promenade at that point could run along Kent Avenue with concrete "Jersey" barriers separating pedestrian and bicycle traffic from cars and trucks.

Waterfront Access

- ✓ *Provide physical access to the waterfront on all public streets. Open illegally closed streets immediately.*
- ✓ *Establish North 14th Street as an identifiable pedestrian link connecting Bushwick Inlet and McCarren Park.*

Only three streets connect Bushwick Inlet with McCarren Park. North 14th Street has the best potential for connecting the two open spaces. It roughly aligns with existing paths in McCarren Park. Trees are visible at both ends providing points of reference. Finally, North 14th Street provides the most aesthetic vista to the west, framing Bushwick Inlet and the Manhattan skyline beyond.

The connection between Bushwick Inlet and McCarren Park should be aesthetically pleasing and clearly identifiable as a pedestrian link. However, it passes through an area that is solidly industrial and design of the street should take the needs of businesses into consideration.

- ✓ *Establish a greenway along the Williamsburg Bridge on South 5th Street, connecting Continental Army Plaza to a waterfront park and linking with the pedestrian pathway on the Williamsburg Bridge.*
- ✓ *Implement traffic calming measures on Kent Avenue, including traffic lights at key intersections. Construct safe, negotiable sidewalks along Kent Avenue, between Bushwick Creek and Division Avenue.*

Kent Avenue is a major local truck route and carries a high volume of truck traffic. However, pedestrians and cyclists need safety features to protect them as they access and utilize the waterfront. Design and reconstruction of this street as an important truck route must incorporate traffic calming and safety features in consultation with businesses as well as residents. Traffic lights are needed at North 14th Street, Grand Street, and Division Avenue to provide safe access to the waterfront. A fourth traffic signal is needed in the Northside to provide access to the former Brooklyn Eastern District Terminal (BEDT). The location of that traffic light will need to be based on the eventual development of the BEDT site.

- ✓ *Improve lighting, sidewalks, and streetscape on Kent Avenue and on major streets leading to the waterfront.*

Kent Avenue, North 14th Street, North 6th Street, Grand Street, South 5th Street, Broadway, and Division Avenue should have special lighting and sidewalk design that distinguish them as major streets leading to or running along the waterfront. Kent Avenue, in particular, needs extensive sidewalk replacement.

- ✓ *Maintain visual corridors to the waterfront in all new development, even if streets are closed.*

Housing

Housing demand has increased in Williamsburg over the past few years as the area has continued to attract new low-income and working class immigrants, maintained a high birth rate and gained popularity among artists and young professionals as an affordable alternative to Manhattan. Yet there are fewer and fewer opportunities available for the development of new housing in Williamsburg's residential zones.

City Planning's rezoning study of Community District 1 is aimed at freeing up as much land as possible in underutilized industrial zones for the development of additional housing. Rezoning to residential will permit new as-of-right housing development, which may be either subsidized or market-rate. Market rate housing development in Williamsburg can make an important contribution to the overall demand for additional housing in the area. However, it does not contribute to meeting the needs of low-income households.

While renewed investment in Williamsburg has positive implications for the City's economy in terms of rising property values and increased property taxes, it can have disastrous consequences for the existing low- and moderate-income population. Increasing property values in Williamsburg, fueled primarily by the influx of higher income households, has already led to rent increases, overcrowding, harassment and displacement. The dislocation of people forced out of their housing through private market reinvestment is of great concern in the 197-a plan.

✓ ***Maintain income diversity in Williamsburg by pursuing all opportunities to develop affordable housing.***

The critical need for housing in Williamsburg and mitigation against any displacement that may occur as the area undergoes revitalization calls for a number of clearly defined strategies, aimed at developing and preserving housing that is affordable to the existing low- and moderate-income population.

- Capitalize on the availability of sizable vacant and underutilized waterfront sites to develop housing.

The former Schaefer Brewery, Con Edison building and the former Brooklyn Eastern District Terminal site present opportunities for the development of a substantial number of housing units on the waterfront. The recently signed Memorandum of Understanding of the Williamsburg Housing Task Force calls for planning and environmental studies of both the Schaefer Brewery and Con Edison building to determine the feasibility of converting these two sites into housing. Since the Con Edison building and portions of the Schaefer Brewery site are privately owned, rezoning would permit as-of-right market rate housing. We strongly recommend that rezoning of these sites from manufacturing to residential use carry with it an affordable housing incentive. Similarly, if the BEDT site is not acquired by the State for development as a public park, and is instead rezoned for mixed use, the residential component should include a percentage of units for low- and moderate-income households. The cost of site

preparation on all three sites may be so great as to preclude any form of development that does not require substantial public subsidy, which should come with affordability standards.

- Develop an inventory of city-owned property in the 197-a study area, which is suitable for subsidized housing development.
- Encourage private developers of market rate housing to contribute to a housing development fund, or set aside a certain percentage of units for low- and moderate-income households, in exchange for tax abatements or floor area bonuses.
- Encourage tenant ownership of city-owned 6-family multiple dwellings.
- Encourage housing rehabilitation through sweat equity.
- Identify State, City and Federal subsidy programs that can be applied to the development of affordable housing.

The City and other governmental entities should step up efforts to fund more housing affordable to low-, moderate- and middle-income people. There is a danger that if this does not happen and luxury housing is built, the rents in the surrounding area will be forced up beyond the means of most current residents.

- Increase support for housing development and community consultant groups, including Southside United Housing Development Fund, Inc. (Los Sures); United Jewish Organizations of Williamsburg; St. Nicholas Neighborhood Preservation Corporation; Southside Fair Housing; and the People's Firehouse, to enable them to continue their housing, advocacy and community preservation efforts.

Many community organizations have responded to the threat of displacement by creating in the community not only moderately priced housing, but also jobs and community institutions that support people and help meet all of their needs.

- ✓ ***Develop housing to accommodate the needs of large and extended families, particularly in the Southside and South Williamsburg.***

The prevalence of large families in both the Hasidic and Latino communities indicates the need for new housing development to include a greater proportion of large units, i.e. those with three or more bedrooms.

- ✓ ***Develop assisted housing for senior citizens.***

Population figures indicate a growing number of senior citizens in the Williamsburg study area. We recommend continued development of affordable housing for senior citizens under the Section 202 program. In addition, current assisted housing models that permit independent living with varying degrees of services should be examined for implementation in the neighborhood.

- ✓ *Study the extent of loft conversions in Williamsburg and determine where, and by what criteria, loft buildings should be legalized.*

The conversion of industrial loft space into live/work quarters for artists has been occurring in Williamsburg since the mid-1970's, providing affordable alternatives to the increasingly expensive Manhattan loft market, and facilitating the growth of art-related business activity in the area, ranging from furniture design and production to interior design, graphic arts and multimedia. However, much of the current conversion activity is fueled by industrial property owners cashing in on the higher rents they can obtain from residential, rather than industrial tenants. Many industrial buildings scattered throughout Williamsburg's M1 and M3 districts, show signs of conversion to residential lofts without a residential certificate of occupancy or compliance with applicable building codes and housing maintenance and safety standards. Tenants occupy these spaces under mutual agreement with the owner, with virtually no protection against rent increases or eviction. Despite the amount of conversion activity that is apparent in the area, there are only 13 buildings (86 units) in the whole of Community District 1 that qualify as Interim Multiple Dwellings under Article 7-C of the Loft Law, and are thus subject to code compliance and rent regulation.

We recognize the important role that artists and art related business firms have played in terms of jobs and economic development in Williamsburg and support continued expansion of this sector. A detailed study of loft conversion activity in Williamsburg should be undertaken to determine (a) the extent and location of conversions; (b) the status of buildings, with respect to obtaining a residential certificate of occupancy; and (c) how much of this housing type actually serves the art community. The Department of City Planning should conduct this study. Alternatively, it could form the basis of a studio project undertaken by graduate planning students.

Finally, we strongly recommend limiting the residential certificate of occupancy for loft dwellings in Williamsburg to joint live/work quarters for artists, with persons occupying these units certified by the Department of Cultural Affairs. Such restrictions would limit speculative conversion activity on the Williamsburg waterfront and preserve affordable industrial space for art and art related light industry.

Economic Development

Despite the overall decline of manufacturing in Brooklyn and New York City as a whole, Williamsburg remains an area of significant industrial activity, with potential to attract a diverse range of new businesses, generating jobs and tax dollars. Yet the pressures of residential development in Williamsburg threaten industrial displacement and loss of local jobs. Efforts to revitalize the Williamsburg waterfront must carefully consider these outcomes.

- ✓ ***Preserve existing, high performance industry, and attract new business, light industry and services that are appropriate to mixed use development in the area.***

The plan supports retaining existing jobs and attracting new jobs, particularly those that can exist in proximity to housing and will enable people in Williamsburg to continue to walk to work. There is a danger, however, that many valuable jobs in light industry may be eliminated or excluded through rezoning of manufacturing districts to residential use. Rezoning to mixed use is one method of ensuring that important employment sources are retained in Williamsburg, but only if firm parameters can be established to discourage property owners from withholding space from industrial tenants. Another method is to permit certain uses in Use Group 11 (needle trades, for example) in areas that are rezoned to residential use.

- ✓ ***Promote neighborhood-scale retail development and maintain diversity along existing retail corridors.***

As indicated in the Zoning and Land Use recommendations, we strongly recommend that any new retail development in the Williamsburg study area serve to strengthen existing retail corridors, i.e.: Bedford Avenue, North 6th Street, Grand Street, Havemeyer Street, Broadway and Lee Avenue. The purpose behind this recommendation is to preserve existing retail businesses and jobs and encourage local entrepreneurship.

To this end, we support the efforts of students at the El Puente Academy for Peace and Justice, in developing a weekly outdoor market on Continental Army Plaza. In addition to providing entrepreneurship opportunities for local vendors, the market will help to create a retail and cultural hub in the Southside, and stimulate commercial revitalization in the immediate area.

- ✓ ***Encourage the establishment of a business improvement district or merchants association to boost image and strengthen business along Havemeyer Street in the Southside.***
- ✓ ***Develop a locally run outreach program to recruit local businesses into the "Good Neighbors/Clean Industries" program, which provides technical assistance in pollution prevention.***
- ✓ ***Support initiatives, such as the Greater Williamsburg Collaborative and the New York Industrial Retention Network, that develop and implement strategies to: retain local businesses and jobs; provide entrepreneurial opportunities for local residents; and prepare the community for jobs in new and emerging industries and services that require a higher level of skills.***
- ✓ ***Create a community-driven local development corporation (LDC) on the Williamsburg waterfront that will represent local businesses, provide technical support, and undertake economic development projects in the community.***

Several industrial development corporations and economic development initiatives currently operate in Williamsburg, including the East Williamsburg Valley Industrial Development Corporation (EWVIDCO), the Brooklyn Navy Yard Development Corporation and the Greater Williamsburg Collaborative.

However, there is no real representation of local business interests within the 197-a study area. The creation of a local business development corporation (LDC) on the Williamsburg waterfront is critical to sustaining and strengthening Williamsburg's economic base. The new LDC would work closely with Community Board 1, the Brooklyn Chamber of Commerce, the Brooklyn Economic Development Corporation, financial institutions, neighboring industrial development corporations such as the Brooklyn Navy Yard and EWVIDCO, and local and citywide initiatives such as the Greater Williamsburg Collaborative and the NY Industrial Retention Network, in providing technical and financial assistance to small businesses; developing job training programs; identifying opportunities for business expansion or relocation; and promoting industrial business retention.

The organization would need broad representation from both the residential and the business community and encourage community participation in economic development planning and decisions affecting economic growth in the area. It would seek local, state and federal funding.

The existence of a representative organization would place businesses in the 197-a study area in a position to address issues that are specific to the East River waterfront, such as residential development pressures and the siting or expansion of waste transfer facilities.

An application is currently being prepared for designation of Brooklyn as a Round II Urban Empowerment Zone and is due for submission in October 1998. This may provide the impetus for creation of a local development corporation.

- ✓ *Tap into major economic development initiatives such as the recently designated State Economic Development Zone and the proposed Round II Urban Empowerment Zone.*

Businesses in the 197-a study area need information and guidance on new and proposed initiatives and programs that might be of benefit to them, including State Economic Development Zone designation and the current Brooklyn Empowerment Zone application.

Transportation

- ✓ *Develop a traffic congestion mitigation program for the Williamsburg waterfront study area.*

The Department of City Planning (DCP) should undertake a traffic study of the Williamsburg 197-a study area and develop comprehensive strategies to alleviate congestion in the area.

- ✓ ***Undertake a comprehensive analysis of street conditions and implement an extensive street improvement program in the Williamsburg waterfront study area.***

While certain streets have been targeted for improvement in this plan, there are many streets in the study area that are in poor condition and need extensive repair. We recommend that the Department of Transportation (DOT) undertake an analysis of street conditions throughout the study area and implement an extensive street improvement program.

- ✓ ***Improve truck movement through the area.***

DOT should enforce the movement of trucks along designated routes, improve roadbeds on designated routes, and develop better signage.

- ✓ ***Mark formal bicycle lanes along Kent Avenue and on major streets leading to the waterfront.***

The city's Departments of City Planning and Transportation (DCP and DOT) has developed a citywide system of bicycle lanes. The majority of the routes on the first comprehensive map, issued in 1998, are recommended but unmarked routes. We encourage DCP and DOT to give early attention to marking the routes in Williamsburg that connect the 197-a study area with the Williamsburg and Queensboro Bridges. The recommended route along Kent Avenue should be included in the planned reconstruction of Kent Avenue and Franklin Street. As development occurs on the waterfront, DCP and DOT should add more East-West routes that connect the inland neighborhoods to the waterfront.

- ✓ ***Extend bus routes to and along the waterfront.***

Development of the waterfront may create the ridership to justify routing buses to and along the waterfront. The location and type(s) of development will largely determine when and where expanded bus service should occur, making it premature to recommend specific routes in this plan. However, some opportunities bear noting for future planning. The B24 bus route ends near the East River in Williamsburg and neighboring Greenpoint but does not cover the approximately two miles between the two termini. If the need arises, the B24 could be rerouted to provide north-south waterfront service. If development warrants it, extended east-west service should connect the inland neighborhoods to the waterfront. The B60 could be lengthened to provide waterfront access in the Southside. In the Northside, service on Metropolitan Avenue could continue to the waterfront via that street or by turning on to North 6th Street after passing beneath the Brooklyn-Queens Expressway.

- ✓ *Increase subway service on the L Line to accommodate increased population. Increase the frequency of service on the G Line.*
- ✓ *Include the Northside in any water taxi service initiated on the East River.*

Water taxi service could provide an entirely new connection between waterfront neighborhoods in Brooklyn, Queens and Manhattan. Service similar to the Venetian *vaporetto* and the so-called Bato-Bus in Paris would offer greater utility, and probably better economy, than ferry service between two fixed points.

Historic Preservation

Many of the buildings in the study area were built in the nineteenth-century and their style and other physical attributes contribute significantly to the character of the area. One of the Zoning and Land Use recommendations is to "Maintain the physical character, scale and density of existing surrounding buildings in new residential development." As a complement to that recommendation, people in the community would like to see character maintained by preserving existing historical structures.

- ✓ *Create a living community that also respects and reuses its historical structures whenever possible.*

The general goal, as Williamsburg evolves, is the reuse of all older structures, either for their original purpose or as adapted for new uses. A balance is sought between preservation that stultifies the community and a growing community that progresses at the cost of its architectural heritage.

- ✓ *Designate the former bank at 33-35 Grand Street as a historic landmark.*

When the Northside Savings Bank was constructed in 1889, it was one of many civic institutions built near the ferry landing at the foot of Grand Street. Today it is the only one close to the waterfront. The owner has expressed an interest in having the property considered as a landmark.

- ✓ *If feasible, adapt the Con Edison plant for housing.*

Our primary goal for the Con Edison site at the corner of Kent and Division Avenues is to take advantage of its potential for housing. If that potential can be realized by reusing the existing building, two goals will be accomplished.

- ✓ *Create a historic corridor centered on Broadway, from the East River to Havemeyer Street, incorporating historically significant buildings and sites.*

This part of Williamsburg has considerable historic value as one of Brooklyn's oldest neighborhoods. It is rich with architecturally significant commercial buildings constructed when Broadway was the financial center of Williamsburg, including the Williamsburgh Savings Bank and the Kings County Savings Bank, both of which are historic landmarks. The roster of officially designated landmarks should be expanded beyond the two banks and recognition made — in plaques and as education programs — of the properties. An informal survey of this area identified the following sixteen buildings and one monument.

Block	Lot(s)	Address	Historic Occupant
2130	17	84 Broadway	Manufacturer's Trust Co.
2130	21	390 Berry Street	
2131	18	134 Broadway	Nassau Trust Co.
2132	21 & 23	176 and 180 Broadway	Peter Luger's Steak House
2132	1	405 Bedford Avenue	
2132	6	144 Broadway	
2140	13	242 Broadway	
2140	21	260 Broadway	former bank
2433	1	253 Roebling Street	former opera house
2446	51	185-95 Broadway	Sparrow Shoe factory warehouse
2446	56 (portion)	Continental Army Plaza	Valley Forge Monument
2446	63	177 So. 5th Street	Williamsburg Trust Co.
2447	36	257 So. 5th Street	Dime Savings Bank of Williamsburgh
2453	1	352 & 372 Kent Avenue	
2456	34 & 33	101 & 109 So. 6th Street	Bedford Avenue Theater
2460	3	223-5 Havemeyer St.	Northside Savings Bank
2471	8	103 Broadway	

Table 10. Possible Broadway corridor landmarks.

Many steps are needed to translate the above list into designated landmarks. The first is to find an organization that would lead a methodical investigation. Two organizations that are physically located in the Broadway corridor and have shown an interest in Williamsburg's history are the Williamsburg Art and Historical Center (WAH Center) and the El Puente Academy. The WAH Center is located in the landmarked former Kings County Savings Bank. As an alternative, a Landmarks Committee could be established as part of the Community Board or a Landmarks Subcommittee created as part of the committee implementing the 197-a plan.

Regardless of what organization takes on this responsibility, a formal survey of the Broadway corridor should be conducted to identify all candidates for landmark designation and architectural preservation. Once identified, the candidates will need to be prioritized — based on significance and integrity — since the Landmarks Preservation Commission designates relatively few landmarks each year. As part of the prioritization process, the owners of properties under consideration should be contacted to determine if they are interested in having their property landmarked.

As a practical, but not legal, matter in New York City, properties are generally not landmarked without the owners consent. This filtering process will produce a short-list of properties that would then be researched in greater depth to assist the preservation commission in making its decisions. If this methodology is successful, survey work could continue in other sections of Williamsburg.

- ✓ *Commemorate the one hundred and fifty years of rail service at the Brooklyn Eastern District Terminal (BEDT) by restoring BEDT steam locomotive No. 16 and returning it to this location.*

The unique rail-barge, short-line railroad at Brooklyn Eastern District Terminal (BEDT) was probably eligible for nomination in its entirety until neglect rapidly took its toll. As many of the remaining buildings as possible should



Figure 22. BEDT steam engine No. 16, Winter 1992.

be preserved. With the demolition of the former BEDT office at 86-88 Kent Avenue, little remains on the site of historical significance. The return of locomotive No. 16 to BEDT would help memorialize the former rail yard for future generations.

Community Facilities

- ✓ *Create additional community facilities and services to accommodate Williamsburg's rapidly expanding and changing population, including schools, literacy centers, day-care, health facilities, nursing homes, youth facilities, senior centers, neighborhood retail services and cultural facilities.*

Analysis of existing conditions indicates a critical need for additional community facilities and services throughout the Williamsburg 197-a study area. Of particular significance for future development are the high proportion of young people and the high number of people in their early childbearing years in the area. Persons under the age of 18 comprised nearly 37% of the population of the study area in the 1990 census. There is also a significant aging population in the area. There were 3,679 people over the age of 65 in the Williamsburg study area in the 1990 Census, an increase of 12% over the previous decade.

We recommend that the Population Division of the Department of City Planning undertake a study comparing demographic trends in this part of Williamsburg against the capacity and condition of existing community facilities and services, to determine exactly what types of facilities are required in the future. This study also lends itself to demographic research undertaken by a graduate planning department.

- ✓ *Develop community facilities and retail services in coordination with new housing development.*

Any plans for new housing development, particularly large scale development along the waterfront, should incorporate appropriate community facilities, such as day care, a senior center, or a youth facility, and retail services, such as a supermarket, bank, or pharmacy. These facilities or services should form an integral part of the development or be recommended for off-site development within the immediate neighborhood.

- ✓ *Develop additional neighborhood services in the Northside.*

The residential population of the Northside is growing rapidly, increasing the demand for neighborhood services such as supermarkets, banks, a post office, and a library. The nearest banks to the Northside are located on Manhattan Avenue in Greenpoint, and Broadway in Williamsburg. Post offices and libraries are located a short distance from those streets. Neither location is close enough to serve Northside residents and businesses adequately.

- ✓ ***Develop recreational facilities for local youth under the Williamsburg Bridge, between Kent Avenue and Bedford Avenue.***

Aside from McCarren Park and Metropolitan Pool there are very few facilities serving the high proportion of young people in the Williamsburg 197-a study area. Many young people, particularly at the Southside workshop, have expressed the need for recreational, athletic and cultural facilities. The rehabilitation of the Williamsburg Bridge has made the area underneath it — most of Blocks 2454, 2455, and 2456 — unsafe and unsuitable for any use unrelated to the construction. As soon as the project permits, these blocks should be converted to outdoor recreation that is appropriate to the gritty setting. One model that has been discussed is the skateboard park under the Brooklyn-Queens Expressway elsewhere in the community district, an idea that has been successful elsewhere in environments such as this. The three separate blocks east of the anchorage (Block 2455 is already a mapped park.) might accommodate a variety of similar activities. The possibility of tapping the recently reauthorized transportation act — formerly ISTEA, now TEA-21 — for development of all or portions of this site should be explored.

- ✓ ***Extend the hours of operation at Metropolitan Pool.***

The reopened Metropolitan pool is one of the most beautiful and modern of the city's pools; it is also one of the smallest. With a membership estimated to be over 4,000 (as of July 1, 1998), the current schedule cannot meet demand. The pool can be open seventeen additional hours by: remaining open one more hour on weekdays (7:00 a.m.-10:00 p.m.); opening two hours earlier on Saturdays (8:00 a.m.-6:00 p.m.); and opening Sunday from 8:00 a.m. to 6:00 p.m. In order to accommodate the Sunday hours, the lifeguard school will need to be relocated. These hours are more extensive than those at other city pools in Brooklyn. However, the usage is more like that at the Manhattan pools, such as Asser Levy, which has hours comparable to those recommended.

- ✓ ***Develop appropriate outdoor spaces for the display of community art and culture in the Southside.***

There is a great deal of artistic expression and creativity among the various immigrant groups in the Southside. However, there are no opportunities for displaying community talents. Funds from the Williamsburg Bridge reconstruction budget that are allocated to community beautification and enhancement should be used to create permanent exhibition space in the Southside that celebrates local art and culture. In particular, funds should be used to support youth art projects such as community murals.

- ✓ ***Secure a new home for the growth of El Puente Academy for Peace and Justice.***

The El Puente Academy should be supported in its long-term development, including renovation or construction of a new building adequate for the growth of the program. El Puente has a contract to purchase 114-16 South 4th Street but, in the wake of the rezoning around the Williamsburg Bridge, the contract is now being litigated. Development of

the school should not be held hostage by real estate speculation. The plan supports El Puente Academy's attempts to purchase the South 4th Street property.

✓ ***Secure a new home for the Williamsburg Learning Institute.***

The Williamsburg Learning Institute is an adult computer literacy program currently located in the conference room at United Jewish Organizations. This location is unsuitable to the program's mission. Classes must share time with the room's original function. The lighting is inappropriate for a classroom and the wiring inadequate for the computers. The location within another institution also prevents students from working there outside of class.

Plan Implementation

The final recommendations in this document are perhaps the most critical to the long-term success of the 197-a plan in accomplishing its goals and setting the tone and standard for development in Williamsburg.

✓ ***Establish a Waterfront Plan Oversight Committee at the Community Board to ensure that the recommendations in the 197-a plan are executed.***

The Williamsburg 197-a Waterfront Plan is a plan of competing interests. There will always be compromises that have to be made. It is important that the dialogue that has been established among the various stakeholders in the community be continued. To this end we strongly recommend that a Waterfront Plan Oversight Committee be established at the Community Board, whose mandate is to:

- promote the recommendations in the Waterfront 197-a Plan and see that they are implemented;
- monitor development along the Williamsburg waterfront in terms of compliance with the Plan, and;
- maintain clear and open dialogue among the various organizations, city agencies, community groups, residents, and businesses that have an interest in development in Williamsburg.

The committee would include representatives of key community organizations, community residents, business owners, representatives of local elected officials, one or more Community Board members, and other individuals who have been committed to creating this plan. The Oversight Committee would specifically undertake to:

- Prioritize and promote key projects in a given year.
- Integrate plan recommendations into agency service plans. Under Section 2707 of the New York City Charter, community boards can request city agencies in the district service cabinet to prepare service plans. The committee would work with relevant city agencies to ensure that their plans do not conflict with the recommendations in the 197-a plan.

Williamsburg Waterfront 197-a Plan

- Consult with the Department of City Planning, to prioritize zoning and other studies in the 197-a study area.
- Translate recommendations in the plan into items for the Community District Needs Statement and Budget Requests, submitted annually by the community board, and convey these items to council members and state legislators for funding support.
- Respond to local development issues that are in conflict with the plan.
- ✓ ***Hire district office staff or ombudsman dedicated to managing the administrative steps necessary for monitoring and implementing the plan.***

Effective implementation cannot depend solely on the efforts of a volunteer oversight committee. Coordination of activities related to the 197-a Plan will require the community board to hire dedicated staff. Capital funds from the city budget or discretionary funding from the City Council or Borough President should be allocated for this purpose. Under Section 2800 of the New York City Charter, community boards are authorized to hire planners and technical consultants to support and advance their planning efforts.

POLICY EVALUATION

The Williamsburg 197-a Waterfront Plan is premised on a long term policy of holistic, sustainable community development, carefully balancing the housing, health, and open space needs of a growing residential population with the need to maintain jobs and industry and a sound economic base in Williamsburg. The plan's goal of opening up the waterfront to a mix of uses is consistent with broader city-wide and borough-wide policies expressed in a number of official policy and planning documents, including the Ten-Year Capital Strategy, the Borough President's Strategic Policy Statement, the Department of City Planning's Comprehensive Waterfront Plan and the new Waterfront Revitalization Program, DCP's proposed 197-a plan that is currently undergoing public review. The capital program goals of the Department of Business Services in particular, are aimed at enhancing the City's waterfront and establishing a balanced mix of multi-use projects including commercial, industrial, retail, residential and recreational developments. Eighty-five million dollars has been allocated for waterfront development in the Ten-Year Capital Strategy (FY 1998-2007).

The Williamsburg 197-a plan is also consistent with other 197-a plans in Brooklyn, particularly with respect to development of a mix of uses along the waterfront. The Red Hook Plan, the Plan for the Old Brooklyn District, the Sunset Park Plan and the neighboring Greenpoint Plan all call for waterfront access, parks and adaptive reuse of underutilized industrial waterfront property.

Policies underlying the 197-a plan are generally in agreement with citywide and borough-wide policies and goals. The plan is closely aligned with the Brooklyn Borough President's 1994 Strategic Policy Statement, particularly in the areas of planning, economic development, housing, and environmental protection. However, there are major differences in policy between the 197-a plan and the Department of Sanitation, with respect to solid waste management. While the plan supports the closure of the Fresh Kills Landfill on Staten Island, and is sensitive to the enormity of the problem of disposing of the city's garbage, it does not support efforts by the Department of Sanitation to site additional waste transfer facilities in communities that are already saturated with such uses. The plan fully endorses the Borough President's strategic policy goals related to solid waste management, in particular those calling for increased recycling efforts, greater regulation of the waste management industry and more public participation in permitting decisions. While strongly opposed to the siting of additional waste transfer facilities in their neighborhoods, which already house almost half of the waste transfer stations in the city, communities along the Williamsburg waterfront are willing to work with the DOS and others to develop siting alternatives, adequate regulations and a fair and equitable long-term waste management plan for New York City.

The high volume of truck traffic in Williamsburg is also of concern in the 197-a plan. Recommendations in the plan call for enforcement of truck routes, congestion mitigation and traffic calming measures to ensure greater safety as well as reduce pollution. These recommendations correspond with the Department of Transportation's own capital program goals, aimed at improving traffic flow and minimizing congestion. The 197-a plan encourages close collaboration between the DOT and Community Board 1 to minimize congestion and pollution in Williamsburg.

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Section 3

Summary of Original & Modified Recommendations

Matrix comparing original recommendations in 197-a plan
and final modifications proposed by Community Board 1
November 5, 2001

**Williamsburg Waterfront 197-a Plan
Original Recommendations & Modifications Proposed by Community Board 1
November 5, 2001**

#	Original Recommendation (page #)	Agency	Proposed Modification
Zoning and Land Use			
1	Capitalize on development opportunities along the Williamsburg waterfront to create a mixed-use community (93)	DCP	<p>Add: Examine the entire M3 district between N14 St and Broadway to determine the nature and level of industrial activity in the area. Rezone, where appropriate, to permit high performance light manufacturing, contextual medium-density residential, medium-density commercial, and mixed use. Maximize opportunities for waterfront access and public open space.</p> <p>We recognize that there are still a few viable heavy industrial uses on the waterfront, notably the fuel oil depot south of Bushwick Inlet and the sugar refinery north of the Williamsburg Bridge. These facilities provide a significant number of jobs and should be supported. However, if land uses change and development opportunities arise on any of these sites, they should be rezoned to permit the same level of uses listed above, with ample provision for waterfront access and public open space.</p> <p>Particular attention should be paid to rezoning to encourage high performance light manufacturing and job retention in parts of the district that have a solid manufacturing base. Other than the fuel oil facility there are few heavy industrial uses in the M3 district north of N9 St. The industrial retention principle central to this plan favors high performance light manufacturing uses in this area. Unlike the burdensome uses allowed under M3 zoning, M1 is generally compatible with the growing upland communities and their desire for waterfront access. (See #4a)</p>

#	Original Recommendation (page #)	Agency	Proposed Modification
2a	<p>Brooklyn Eastern District Terminal:</p> <p>Preferred Option. Develop the entire property as a waterfront park</p> <p>Option 2. Rezone the site from heavy manufacturing to mixed-use to facilitate development of residential, light industrial and small-scale retail uses similar to those found in adjacent Northside, setting aside a sizable portion of the site for public open space and waterfront access. (95)</p>	<p>DPR DCP DOS</p>	<p>Modify: Preferred Option: Expand the park south to N4 St and north to N10 St Option 2: Rezone the blocks from N4 St to N7 St and N9 St to N10 St to permit contextual, medium-density residential, high performance light industrial, and neighborhood-scale retail uses similar to those in the adjacent Special Northside Mixed Use District. Every effort should be made to provide affordable housing on the site. In addition to meeting the public access requirement of waterfront zoning, a sizable portion of the site should be set aside for public open space.</p> <p>Update: In August 2000, NYS purchased a six to seven-acre portion of the site with \$9.3 million in Environmental Bond Act money to create a new state park. Two full blocks from N7 St to N9 St between Kent Av and the river will be developed as sports fields and waterfront park through an arrangement between the state, the Trust for Public Land, NYU and the local community. Negotiations are underway to purchase a strip of land adjacent to the waterfront between N9 St and N11 St for extension of the proposed promenade.</p> <p>Waste Management is actively marketing its property south of N7 St. Discussions are taking place between the state and Four G's Trucking which owns the block between N9 St and N10 St about expanding the park to N10 St. CityStorage has recently expanded its facility between N10 St and N11 St to consolidate its document storage operations.</p>
2b	<p>Determine potential of Schaefer Brewery site for reuse as residential or mixed-use (96)</p>	<p>DCP HPD</p>	<p>Add: Every effort should be made to provide affordable housing on this site (see #33a). Development should include a waterfront promenade in compliance with NYC waterfront access requirements (see #26).</p> <p>Update: The City Planning Commission has approved HPD applications to permit development of approximately 350 housing units with ground floor retail space.</p>
2c	<p>Redevelop Con Ed site as part of comprehensive housing plan (96)</p>	<p>DCP HPD</p>	<p>Delete: Add text note that redevelopment of site in CD 2 should take into consideration its proximity to areas of increased population and housing demand in CD 1.</p>

#	Original Recommendation (page #)	Agency	Proposed Modification
3	Limit use groups more narrowly than currently permitted in M1 zones and strictly enforce performance standards. (97)	DCP DOB DEP	Modify: Explore the principle of high performance zoning on a citywide basis (see Greenpoint Plan recommendation #10). In the interim, consider rezoning M1 districts with a high concentration of non-conforming residential uses and substantial residential conversion activity to MX, which provides a higher level of protection from noxious or hazardous uses.
4	Protect viable industrial areas from residential development by establishing industrial sanctuaries.(98)	DCP	Modify: Study all of the M1 districts in the Williamsburg 197-a study area, as well the waterfront M3 district, to determine land use, density of manufacturing businesses and jobs, and degree of residential conversion activity. (A) Protect areas with high levels of manufacturing/light industrial infrastructure, and few non-conforming residential uses, from residential conversion. Parts of the M1 districts close to the Bushwick Inlet, McCarren Park and the BQE, in the northern sector of the study area, appear to have a strong manufacturing base and warrant increased protection. A higher level of protection may be achieved by implementing a pilot industrial retention program in collaboration with the NY Industrial Retention Network. Such a program would inform a citywide study of industrial activity and performance standards, and provide a model for a citywide industrial retention and enhancement policy (see #3). (B) Rezone areas with a high concentration of non-conforming residential uses and substantial residential conversion activity to medium-density contextual residential and/or mixed use to create opportunities for residential conversion and new residential development (see #1). The M1 districts corresponding to DCP Rezoning Subareas 8, 10 and 11 appear to have undergone substantial conversion activity. DCP should move swiftly to assess these areas to determine whether they are appropriate for rezoning to permit residential and mixed use.
5	Maintain the physical character, scale and density of surrounding buildings in new residential development; study Northside special district and two R6 districts for contextual rezoning (99)	DCP	
6	Broaden Zoning Resolution restrictions on adult entertainment establishments to protect nonconforming residential uses. (100)	DCP	Modify: Strongly enforce adult entertainment regulations in manufacturing and commercial districts.

#	Original Recommendation (page #)	Agency	Proposed Modification
7	Promote neighborhood scale retail development . Restrict the development of "superstores." (100)	DCP	Modify: Promote neighborhood-scale retail development, such as mid-size supermarkets, that serve the needs of the local community. The community is strongly opposed to development of superstores, which serve a much larger market. Williamsburg's relatively narrow streets cannot support the high level of car and truck traffic associated with superstores.
8	Extend the Special Northside Mixed-Use District to Kent Ave. between N6th and N9th streets. (101)	DCP	Modify: Rezone three blocks from N6 St to N9 St between Wythe and Kent avenues from M3-1 to permit a mix of residential, commercial and light industrial uses. Additionally, rezone the block from N6 and N7 St between Wythe and Bedford from M1-2 to mixed use.
9	Add both sides of Grand St., between Wythe and Kent aves., and both sides of Kent Ave., bet. Grand and N. 1st St., to DCP Rezoning Subarea 10 with ultimate objective being residential rezoning for those blocks. (102)	DCP	Modify: Study rezoning to permit a mix of residential, commercial and light manufacturing uses rather than solely residential.
<i>Environmental Protection</i>			
10	Deny USA Waste's application for an operating permit for a transfer station on Kent Ave. in the Northside. (102)	DOS DEC	Delete. (No longer applicable. See #2a)
11	Place a moratorium on new and expanding facilities until comprehensive and equitable transfer station siting regulations have been developed. (103)	DOS	Add: City Council approval in November 2000 of NYC Solid Waste Management Plan Modification contained companion legislation requiring DOS to do a comprehensive study of the city's commercial waste stream. Among other provisions, DOS must consider what would constitute good siting regulations - including clustering and saturation of transfer stations. In a separate agreement, the administration has agreed to a moratorium on the permitting of any new putrescible or non-putrescible waste transfer facilities in CD 1. It is unclear how long the moratorium will remain in effect, however. We strongly recommend that it be contingent on the study's completion and implementation of its recommendation.

#	Original Recommendation (page #)	Agency	Proposed Modification
12	Comply with Local Law 40 in the full spirit of the law. (103)	DOS	Note: CB 1 recognizes that this is a citywide issue, but the district bears a considerable share of the city's waste transfer facilities and would gain protection, once the current moratorium is lifted, from clear and equitable siting regulations. The community would support regulations that offer opportunity for community review; provide adequate protection to sensitive individuals and locations; address saturation block by block and at a larger scale; and include sunset provisions for illegal and non-compliant facilities.
13	Create a special M3 District especially for transfer stations, reflecting the substantial difference between these and other forms of heavy industry. (104)	DCP DOS	Delete.
14	Institutionalize the Watchperson's Office as a self-sustaining, community-based resource. (104)	DEP	
15	Complete the Baseline Aggregate Environmental Loads (BAEL) Study expeditiously and develop policy and plans to respond to cumulative environmental impact. (104)	DEP	
16	Tailor the Good Neighbor / Clean Industries pollution prevention program specifically to Williamsburg's mixed use environment. (104)	DEP	
17	Create a multimedia (land, water, air) or comprehensive inspection program. (105)	DEP	
18	Invigorate the DEP/NYPD collaboration for enforcement of environmental regulations in the 90th and 94th precincts. (105)	DEP NYPD	
19	Amortize the permit of the Radiac hazardous waste transfer facility. (105)	DEC	Delete. (Add note to #9 that CB 1 should request regular DEC reports on Radiac's safety measures and compliance.)
20	Adopt a long-term rational plan for tree planting throughout the study area. (105)	DPR DEP	(Delete incorrect reference to fair share in sub-text)
	<i>Open Space and Waterfront Access</i>		
21	Develop the former Brooklyn Eastern District Terminal site, from N. 5th St. to N. 11th St., as a public park (106)	DPR	See #2a

#	Original Recommendation (page #)	Agency	Proposed Modification
22	Continue to seek expansion of Grand Ferry Park onto the adjacent underutilized property. (108)	DPR	Add: Expansion of Grand Ferry Park has been jeopardized by construction of a "temporary" 44-megawatt power plant on the adjacent property. The CB strongly recommends that the site be retained for public open space once its temporary use has expired.
23	Eliminate inappropriate parking at the foot of Division Ave. and develop a sitting and viewing area. Install a traffic light at the Kent Ave. intersection. (108)	DOT	Add: Seek funding and a maintenance entity for development and use of the street end as permanent public open space.
24	Encourage the rehabilitation of parks and open space along highways and bridges. (108)	DOT DPR	
25	Recreate an estuarine wetland at Bushwick Inlet and provide accommodation for sitting and viewing along the Kent Ave. boundary. (108)	DEP DPR	Modify: In the context of a long-term vision for connected parks and public open spaces along the waterfront, consider creation of an estuarine wetland at Bushwick Inlet. Provide public access and recreational use. (See Greenpoint Plan #55)
26	Create a waterfront promenade that connects existing and new open spaces, waterfront parks, and piers. (108)	DPR DCP	Add: To implement incremental development of waterfront promenades and open spaces in accordance with the goals of the Williamsburg and Greenpoint 197-a plans, consider creation of a North Brooklyn Waterfront Promenade/Park Coalition that includes community groups, relevant government agencies, citywide open space organizations, and Community Board 1
27	Provide physical access to the waterfront on all public streets. Open illegally closed streets immediately. (109)	DOT	
28	Establish N. 14th St. as an identifiable pedestrian link connecting Bushwick Inlet and McCarren Park. (109)	DOT	Modify: Establish N14 St as an identifiable pedestrian and bicycle link between Bushwick Inlet and McCarren Park, contingent on development of a waterfront promenade and public open space at Bushwick Inlet. (See Greenpoint Plan #58)

#	Original Recommendation (page #)	Agency	Proposed Modification
29	Establish a greenway along the Williamsburg Bridge on S. 5th St., connecting Continental Army Plaza to a waterfront park and linking with the pedestrian pathway on the Williamsburg Bridge. (109)	DPR DOT	Modify: (1) Create a distinctive pedestrian/bicycle pathway on S 5 St alongside the Williamsburg Bridge connecting Continental Army Plaza to a waterfront promenade and linking with the path on the bridge; (2) provide streetscape improvements along Broadway to facilitate pedestrian and bicycle traffic and connect the retail and transit node at Marcy Ave to the proposed promenade and development at Schaefer Brewery; and (3) explore the feasibility of creating public waterfront access behind the DOT facility at Kent Ave under the Williamsburg Bridge
30	Implement traffic calming measures on Kent Avenue, including traffic lights at key intersections. Construct safe, negotiable sidewalks along Kent Ave., between Bushwick Creek and Division Ave. (109)	DOT	
31	Improve lighting, sidewalks, and streetscape on Kent Ave. and on major streets leading to the waterfront. (109)	DOT	
32	Maintain visual corridors to the waterfront in all new development, even if streets are closed. (109)	DCP	
	Housing		
33	Maintain income diversity in Williamsburg by pursuing all opportunities to develop affordable housing. (110) with 7 SUB-RECOMMENDATIONS:	HPD DCP	
33a	Capitalize on the availability of sizable vacant and underutilized waterfront sites to develop housing with affordable components..	HPD DCP	Clarify: Sale of city-owned land for private development should contain a significant component of affordable housing, and any government subsidy for environmental clean-up should carry an affordability clause.
33b	Develop an inventory of city-owned property in the 197-a study area, which is suitable for subsidized housing development.	HPD DCP	

#	Original Recommendation (page #)	Agency	Proposed Modification
33c	Encourage private developers of market rate housing to contribute to a housing development fund, or set aside a certain percentage of units for low- and moderate-income households, in exchange for tax abatements or floor area bonuses.	HPD DCP	Modify: Explore ways of encouraging private developers to contribute to a housing development fund, or set aside a certain percentage of units for low- and moderate-income households.
33d	Encourage tenant ownership of city-owned 6-family multiple dwellings.	HPD	
33e	Encourage housing rehabilitation through sweat equity.	HPD	Delete.
33f	Identify state, city, and federal subsidy programs that can be applied to the development of affordable housing.	HPD DCP	
33g	Increase support for housing development and community consultant groups (5 named), to enable them to continue their housing, advocacy and community preservation efforts.	HPD	Add: Provide support for new and emerging housing development and community consultant organizations.
34	Develop housing to accommodate the needs of large and extended families, particularly in the Southside and South Williamsburg. (111)	HPD DCP	
35	Develop assisted housing for senior citizens. (111)	HPD DFTA	Modify: Encourage inclusion of affordable senior housing in any residential development, in consultation with the community.
36	Study the extent of loft conversions in Williamsburg and determine where, and by what criteria, loft buildings should be legalized; limit residential conversions to joint live/work for artists. (112)	DCP DOB DCA	Add: We strongly urge DCP to expedite its rezoning studies and expand the scope to cover all manufacturing districts in the 197-a study area in order to obtain an immediate and accurate assessment of illegal conversion activity. Delete: artist restriction but emphasize maintaining the live/work status of these buildings in accordance with the mixed use principles of the 197-a plan..
	<i>Economic Development</i>		
37	Preserve existing, high performance industry, and attract new business, light industry and services that are appropriate to mixed use development in the area. (113)	EDC DBS	
38	Promote neighborhood-scale retail development and maintain diversity along existing retail corridors. (113)	EDC DCP	

#	Original Recommendation (page #)	Agency	Proposed Modification
39	Encourage the establishment of a BID or merchants assoc. to boost image and strengthen businesses along Havemayer St. in the Southside. (113)	DBS	Add: Revitalize the lapsed Bedford Avenue BID.
40	Develop a locally run outreach program to recruit local businesses into the "Good Neighbors / Clean Industries" program, which provides technical assistance in pollution prevention. (113)	DEP EDC	
41	Support initiatives, such as the Greater Williamsburg Collaborative and the NY Industrial Retention Network, that develop and implement strategies to: retain local businesses and jobs; provide entrepreneurial opportunities for local residents; and prepare the community for jobs in new and emerging industries and services that require a higher level of skills. (113)		
42	Create a community-driven LDC on the Williamsburg waterfront that will represent local businesses, provide technical support, and undertake economic development projects in the community. (113)	EDC	
43	Tap into major economic development initiatives such as the recently designated State Economic Development Zone and the proposed Round II Urban Empowerment Zone. (114)		
	Transportation		
44	Develop a traffic congestion mitigation program for the Williamsburg study area. (114)	DOT	
45	Undertake a comprehensive analysis of street conditions and implement an extensive street improvement program in the Williamsburg waterfront study area. (115)	DOT	
46	Improve truck movement through the area. (115)	NYPD DOT	
47	Mark formal bike lanes along Kent Ave. and on major streets leading to the waterfront. (116)	DOT	Modify: Work with DOT to make Kent Avenue and identified upland connections more bicycle and pedestrian friendly. In the long-term, consider the appropriateness of Kent Ave as a truck route, given its transition to residential, mixed use and open space development.

#	Original Recommendation (page #)	Agency	Proposed Modification
48	Extend bus routes to and along the waterfront. (115)	MTA	Modify: Anticipate the expansion of bus service to and along the waterfront.
49	Increase subway service on the L line to accommodate increased population. Increase the frequency of service on the G line. (116)	MTA	
50	Include the Northside in any water taxi service on the East River. (116)		
	<i>Historic Preservation</i>		
51	Create a living community that also respects and reuses its historic structures whenever possible. (116)		
52	Designate the former bank at 33-35 Grand Street as a historic landmark. (116)	LPC	
53	If feasible, adapt the Con Ed plant for housing. (116)		Delete.
54	Create a historic corridor centered on Broadway, from the East River to Havemayer St., incorporating historically significant buildings and sites. INCLUDES 17 PROPOSED SITES (117)	LPC	Delete two buildings (405 Bedford Ave and 134 Broadway) which have been redeveloped.
55	Commemorate the 150 years of rail service at the Brooklyn Eastern District Terminal by restoring BEDT steam locomotive No. 16 and returning it to this location. (118)	NYS OPRHP	
	<i>Community Facilities</i>		
56	Create additional community facilities and services to accommodate Williamsburg's rapidly expanding and changing population, including schools, literacy centers, daycare, health facilities, nursing homes, youth facilities, senior centers, neighborhood retail services and cultural facilities. (119)	Bd. Ed. HRA. DFTA DYCD EDC DCA	
57	Develop community facilities and retail services in coordination with new housing development. (119)	HPD DCP	
58	Develop additional neighborhood services in the Northside. (119)		

#	Original Recommendation (page #)	Agency	Proposed Modification
59	Develop recreational facilities for local youth under the Williamsburg Bridge, between Kent Avenue and Bedford Ave. (120)	DPR	Modify: Encourage development of additional recreational facilities for local youth, for example, the facility being proposed by El Puente between Kent and Bedford Avenues under the Williamsburg Bridge.
60	Extend the hours of operation at Metropolitan Pool. (120)	DPR	..
61	Develop appropriate outdoor spaces for the display of community art and culture in the Southside. (120)	DPR DCA	
62	Secure a new home for the growth of El Puente Academy for Peace and Justice. (120)	BOE	
63	Secure a new home for the Williamsburg Learning Inst. (121)		
	<i>Plan Implementation</i>		
64	Establish a Waterfront Plan Oversight Committee at the CB to ensure that 197-a recommendations are executed. INCLUDES 8 SUB-RECOMMENDATIONS (121)	CB 1	
65	Hire district office staff or ombudsman dedicated to monitoring and implementing the plan.	CB 1 BP	

Addendum (to be included under Community Facilities on page 82):

Post-Secondary Education: Williamsburg contains two of the three Boricua College campuses in New York City. One of these campuses is on North 6 Street in the 197-a planning area. Boricua College was established in the mid-1970's. According to the Boricua College catalog, it is the first post-secondary educational institution in the United States specifically designed to meet the needs of Puerto Ricans and other Latinos. It offers a wide range of programs leading to the Associate in Arts, Bachelor of Arts, Bachelor of Science, Master of Arts and Master of Science degrees. It enrolls 1,200 full-time students.