

Community Board 7 — Borough of Brooklyn
New Connections /New Opportunities
SUNSET PARK
197-A PLAN



A 197-a plan as modified by the City Planning Commission
and adopted by the City Council

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City of New
Michael R. Bloomberg, Mayor

Department of City Planning
Amanda M. Burden, FAICP, Director

Spring 2011
DCP# 11-04



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 modified, 197-a plans serve as policy guides for subsequent actions by city agencies.

In November 2009, the City Planning Commission approved with modifications the 197-a plan submitted by Brooklyn Community Board 7. In December 2009 the City Council adopted the plan as modified by the City Planning Commission.

This report 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 City Council resolution, dated December 21, 2009, adopting the plan as modified and approved by the City Planning Commission.
2. The City Planning Commission report, dated November 18, 2009, approving the plan with modifications.
3. The Community Board's proposed 197-a plan, as submitted April 18, 2008.



Section 1

City Council Resolution

City Council Resolution, dated December 21, 2009
adopting the 197-a plan as modified and
approved by the City Planning Commission

**THE COUNCIL OF THE CITY OF NEW YORK
RESOLUTION NO. 2312**

Resolution approving the decision of the City Planning Commission on Non-ULURP No. N 080396 NPK, a Section 197-a Plan for the "New Connections/New Opportunities—Sunset Park 197-a Plan" (L.U. No. 1285).

By Council Members Katz and Garodnick

WHEREAS, the City Planning Commission filed with the Council on November 23, 2009 its decision dated November 18, 2009 (the "Decision"), on the plan, *for the adoption of the "New Connections/New Opportunities—Sunset Park 197-a Plan,"* submitted by Community Board 7, pursuant to Section 197-a of the New York City Charter (Non-ULURP No. N 080396 NPK), Community District 7, Borough of Brooklyn (the "Plan");

WHEREAS, the Decision is subject to review and action by the Council pursuant to Section 197-d(b)(1) of the City Charter;

WHEREAS, upon due notice, the Council held a public hearing on the Decision and Plan on December 15, 2009;

WHEREAS, the Council has considered the land use implications and other policy issues relating to the Decision and Plan; and

WHEREAS, the Council has considered the relevant environmental issues and the Negative Declaration, issued on March 30, 2009 (CEQR No. 09DCP065K);

RESOLVED:

The Council finds that the action described herein will have no significant effect on the environment;

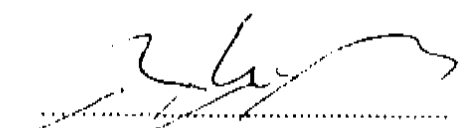
Pursuant to Sections 197-a and 197-d of the City Charter and on the basis of the Decision and Plan, the Council approves the Decision.

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Res. No. 2312 (L.U. No. 1285)

Adopted.

Office of the City Clerk, }
The City of New York, } ss.:

I hereby certify that the foregoing is a true copy of a Resolution passed by The Council of The City of New York on December 21, 2009, on file in this office.


.....
City Clerk, Clerk of The Council



Section 2

City Planning Commission Report

City Planning Commission's consideration and resolution dated November 18, 2009, modifying and approving the 197-a plan

CITY PLANNING COMMISSION

November 18, 2009/Calendar No. 12

N080396 NPK

IN THE MATTER OF a plan concerning Community Board 7 in Brooklyn, submitted by Community Board 7, for consideration pursuant to Section 197-a of the New York City Charter. The proposed plan for adoption is called “New Connections/New Opportunities – Sunset Park 197-a Plan.”

BACKGROUND

Brooklyn Community Board 7 started its 197-a planning process in 1996, and engaged in extensive community outreach efforts to develop its plan. A draft plan was first submitted to the New York City Department of City Planning in 2005. This, and subsequent drafts, were reviewed by the Department and returned to the Community Board for reconsideration of various aspects of the plan and clarifications and/or justifications of its recommendations. On April 18, 2008, the Community Board submitted the plan in accordance with the City Planning Commission’s *Rules for the Processing of Plans Pursuant to Charter Section 197-a* (197-a rules). The Department continued to give feedback to the Community Board, which worked with its consultant to address these concerns. On October 20, 2008 the plan was resubmitted. The plan was referred out for public review on March 30, 2009. On September 3, 2009 Community Board 7 submitted a revised plan which included revisions to some of its original recommendations in response to comments received from affected city agencies during the public review process. Additional corrections to the plan were made during September 2009.

PLAN DESCRIPTION

The plan focuses on the Sunset Park waterfront area in Brooklyn Community District 7, which is generally bounded by 15th Street, Third Avenue/Gowanus Expressway, 65th Street, and the pierhead line/Upper New York Bay. The plan also includes some recommendations for the entire CD 7 area, which is bounded by 15th Street, Ft. Hamilton Parkway/8th Avenue, 65th Street, and the pierhead line/Upper New York Bay. The plan’s primary goals are to (1) promote industrial redevelopment and job creation in Sunset Park while retaining existing industrial jobs; (2) maximize waterfront access and open space opportunities in combination with industrial and waterfront development; (3) preserve existing industrial, commercial and residential uses and

fabric in the area east of First Avenue; (4) encourage development that places a minimal environmental burden on adjacent residential communities; and (5) preserve and celebrate Sunset Park's rich maritime and industrial heritage.

This 197-a plan sets forth a comprehensive framework for the revitalization of the Sunset Park waterfront as an economically viable and environmentally sustainable resource that is closely related to, and serves the needs of, adjacent upland communities. The plan is built upon a vision of the Sunset Park waterfront as a sustainable mixed-use neighborhood that promotes regional and local economic development, fosters a healthy living and working environment, and reconnects upland residential communities in Brooklyn Community District 7 to the water's edge.

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. On January 20, 2009, the City Planning Commission determined that *New Connections/New Opportunities - Sunset Park 197-a Plan* complied with threshold standards for form, content and sound planning policy as set forth in Article 4 of the *Rules for Processing 197-a Plans*.

ENVIRONMENTAL REVIEW

This application (N 080396 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 09DCP065K. The lead is the City Planning Commission.

After a review of the potential environmental impacts of the proposed action, a Negative Declaration was issued on March 30, 2009.

PUBLIC REVIEW

On March 30, 2009, the plan was duly referred to Brooklyn Community Board 7 and the Brooklyn Borough President for review and comment, in accordance with Article 6 of the *Rules for the Processing of Plan Pursuant to Charter Section 197-a*.

COMMUNITY BOARD PUBLIC HEARING

Community Board 7 held a public hearing on June 2, 2009 and endorsed the Sunset Park 197-a plan by a vote of 33 to 0 with 0 abstentions on June 17, 2009.

BOROUGH PRESIDENT RECOMMENDATION

This application (N080396 NPK) was considered by the Brooklyn Borough President, who held a public hearing on the application on July 14, 2009. On August 5, 2009, the Brooklyn Borough President recommended approval of the plan, observing that “this comprehensive planning document will guide the community as it builds on its existing strengths and meets the challenges of the future.” He further noted that during the development and review process for this plan, some of its recommendations had been, or are being, implemented, such as the new high school for Sunset Park and the creation of a waterfront park at the Bush Terminal Piers. The Borough President offered specific comments on the following aspects of the plan:

Economic Development

- The borough president supports the recommendations focused on the strengthening of incentive programs for the manufacturing sector as well as on "green manufacturing."
- The borough president supports recommendations for promoting business, job and workforce development, noting the following “a similar model to the Summer Youth Employment Program (SYEP) already exists through the Department of Youth and Community Development's (DYCD) In School Youth program (ISY). The ISY program provides year-round services to at-risk high school juniors and seniors who meet certain eligibility requirements. ISY services are provided by 40 contractors in all five boroughs. The ISY Program promotes skills attainment, drop-out prevention, and high school graduation or attainment of a GED. Services include: objective needs assessments; individualized service strategies; counseling; work readiness and skill-building activities; tutoring and college preparation; leadership development activities; and follow-up services. All ISY program participants are guaranteed employment in the SYEP, a subsidized summer work experience. Community District 7 (CD 7) currently does not house any community-based organizations with ISY contracts. When DYCD releases future RFP's for ISY contracts, there should be consideration or emphasis on specific Neighborhood Development areas such as those located within CD 7.

Transportation

- The borough president notes that the Plan calls for the relocation of the Department of Sanitation BK 7 and BK 10 garages from 51st Street and First Avenue as a means of providing public parking to serve the surrounding businesses as well as visitors to the waterfront park, although no alternative sites within CD 7 and CD 10 have been suggested [in the plan].

Environment and Public Health

- The borough president requests that Community Board 10 and affected local elected officials should be consulted before the Department of Environmental Protection undertakes any feasibility study regarding constructing a sewer hook-up to service ships docked at the South Brooklyn Marine Terminal and other locations on the Sunset Park waterfront, to the Owls Head Water Pollution Control Plant (WPCP). Residents near the WPCP may perceive this as additional capacity that would further exacerbate undesirable odors emanating from the facility.

Open Space and Waterfront Access

- The borough president is not sure why CB 7 recommended 32nd Street as a potential waterfront access corridor. This is a private street separating the proposed FDA building development site from Industry City that is poorly paved. CB 7 should reconsider whether 30th or 31st Streets (which line both sides of the FDA building) are more appropriate public corridors to link the waterfront area with the upland residential neighborhood.

Housing

- The borough president strongly urges that the off-site preservation option of the Zoning Resolution's Inclusionary Housing Program (IHP) be promoted as it allows residents to remain in place. The preservation option is an effective tool to prevent displacement as it retains such affordable housing in perpetuity, balancing the need for affordable housing with the need to preserve neighborhood character and view corridors. It is laudable that CB 7 is urging the departments of City Planning and Housing Preservation and Development to strengthen the IHP to become a mandatory program, though more needs to be known to determine whether mandating would actually stifle development. Without a sufficient production of market rate housing, it is quite possible that those with more disposable income would still seek out available existing housing stock. As a result of such demand, the landlords might take steps to displace existing tenants for those willing to pay more rent. Therefore, steps to change IHP from voluntary to mandatory must be taken with great care.
- The borough president made recommendations to the City Planning Commission and City Council during the public review of the Sunset Park rezoning. In order to address harassment and displacement of existing tenants in non-regulated buildings that may be targeted for redevelopment, the City Council should review anti-harassment measures of Sections 23- 90 and 93-90 of the Zoning Resolution and The Tenant Protection Act (Local Law 7 of 2008) to determine the best means of protecting the Sunset Park residents from harassment and displacement issue that could result from the adoption of this zoning map amendment. The City Council should then take appropriate action to protect tenants in Sunset Park, including possible amendments to Local Law 7.
- The borough president suggests that in regards to the feasibility of decking the rail cut at 38th Street and Fourth Avenue, the Metropolitan Transit Authority should also be consulted.

Community Facilities and Services/Quality of Life

- The borough president supports the Plan's recommendation to expand and/or improve existing school facilities and resources, and concurs with the Plan's recommendation to expand P.S. 94, adding that other elementary schools in Sunset Park - P.S. 1, P.S. 24 and P.S. 169 that should also be considered for expansion. All of these schools are overcrowded, and warrant investigation to determine if extensions can be accommodated.

- The borough president encourages collaborating with the Mayor's Office of Adult Education as well as the Mayor's Office of Immigrant Affairs, with regard to the Plan's recommendation for "one-stop" immigrant services. Many immigrant services, adult literacy, ESOL, ABE/GED and immigrant employment services are administered through Community Service Block Grants from Department of Youth and Community Development.
- The borough president believes that the RFP's for Out-of-School Time programs (OST) should incorporate neighborhood revitalization efforts as called for in the Plan. Special consideration should be given to local community-based organizations (CBO) who serve the Neighborhood Development Areas in CD 7. At least one CBO operating in CD 7 has an OST contract.
- The borough president also notes that DYCD's Out-of-School Youth (OSY) program, for 16-21 year-old, young adults who are not connected to school or work, or who need assistance upgrading their occupational skills offers another opportunity to engage youth in neighborhood revitalization efforts. This program, funded through the Workforce Investment Act offers occupational skills training; assistance with job and college placement; GED preparation; and a wide range of supportive services designed to increase young adults' success in the workplace and in their personal lives.

CITY PLANNING COMMISSION PUBLIC HEARING

On September 23, 2009 (Calendar No.1), the City Planning Commission scheduled October 7, 2009, for a public hearing on this application (N080396 NPK). The hearing was duly held on October 7, 2009 (Calendar No. 4). There were two speakers both of whom spoke in favor of the 197-a plan.

The District Manager of Community Board 7, the 197-a plan sponsor, spoke about the board's thirteen year effort to create a vision plan for the Sunset Park community and its waterfront in particular. He stated that Community Board 7, despite leadership changes over the years, remains committed to the 197-a plan. The District Manager highlighted the broad goals of the plan with an emphasis on strengthening its waterfront industrial base which currently generates 40,000 jobs and has the second highest "walk-to-work" population in the city. He stated that the 197-a plan also seeks to prevent encroachment of housing that may drive up real estate prices and make it difficult to retain affordable manufacturing and warehousing space.

After noting that Community District 7 has less than one-third of the city's standard for parkland per capita, the District Manager highlighted the 197-a plan's goal to create a sustainable green community with increased access to waterfront open space and recreation for its residents. The planned construction of the Bush Terminal Waterfront Piers Park is a major step forward. The

District Manager acknowledged that the 197-a plan seeks to find a balance between the goals of encouraging the retention and expansion of manufacturing/industrial uses and providing public access and amenities along the waterfront.

The District Manager noted that Community Board 7 had done extensive outreach over many years with the relevant city agencies about planning for the waterfront areas, and CB 7 is pleased that New York City Economic Development Corporation's (EDC) *Sunset Park Waterfront Vision Plan*, released in August 2009, shared many of the community board's goals for the waterfront.

A representative from the Economic Development Corporation stated that Sunset Park is a very important community to EDC since EDC controls much of the industrial waterfront in this area. She noted that EDC's *Sunset Park Waterfront Vision Plan*, which was shaped in consultation with area stakeholders, shared the 197-a plan's goal for making the Sunset Park waterfront a Sustainable Industrial Waterfront District that "balances competing land uses through the implementation of physical and policy-based practices and investments that meet local and regional goals."

WATERFRONT REVITALIZATION PROGRAM CONSISTENCY

This application (N080396 NPK) was reviewed by the Department of City Planning for consistency with the policies of the New York City Waterfront Revitalization Program (WRP), as amended, approved by the New York City Council on October 13, 1999 and by the New York State Department of State on May 28, 2002, 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 09-004.

This action was determined to be consistent with the policies of the New York City Waterfront Revitalization Program.

CONSIDERATION

The Commission believes that this application for the *Brooklyn Community Board 7 New Connections/New Opportunities Sunset Park 197-a Plan*, (N 080396 NPK) as modified, is appropriate.

The Commission has carefully reviewed and considered the Brooklyn Community Board 7 197-a Plan, as originally submitted by Brooklyn Community Board 7 on April 18, 2008 and as clarified and modified by the Board on several occasions. An edited plan was submitted on September 3, 2009, and final corrections were completed during September. The Commission has carefully reviewed and considered the Brooklyn Community Board 7 197-a Plan as submitted in September 2009. The Commission applauds CB 7 for its comprehensive and thoughtful recommendations, backed by thorough research. The Commission also commends the Board and its 197-a Plan Committee for their collaborative approach in developing a 197-a plan responsive to the concerns of CD 7's residents, community organizations and businesses, and to many of the issues raised by city agencies affected by the plan. As a result of this effort, the plan as modified should result in a valuable guide for city policy in keeping with the purpose and intent of 197-a plans.

The Commission concurs with the plan's goals to promote industrial redevelopment and job creation, to maximize waterfront access and public open space, to preserve the uses and scale east of First Avenue, to encourage development with minimal environmental burden, and to preserve and celebrate the rich maritime and industrial heritage of the waterfront area. The Commission notes that those recommendations in the Sunset Park 197-a Plan that need City funding are subject to the availability of City resources.

The Commission is pleased to note that much of the waterfront property that is the subject of the 197-a plan is city-owned and under the jurisdiction of the Economic Development Corporation (EDC), and that EDC fully supports the objectives in the 197-a plan. EDC has stated that the 197-a plan's recommendations are consistent with the agency's *Sunset Park Waterfront Vision Plan*, released in summer 2009. The Port Authority has welcomed the plan's support for a range of maritime-related development as a priority of the Sunset Park waterfront. The Department of

Small Business Services (SBS) supports the principles outlined in the plan. The Commission's consideration of the 197-a plan is set forth below.

Economic Development

Many key recommendations in the 197-a plan focus on the waterfront area. The plan recommends that the city capitalize on available underutilized city-owned land on the waterfront for job intensive, environmentally sustainable maritime or industrial development. More specifically, the plan recommends that EDC pursue such development in consultation with the community and that the city should explore innovative strategies, such as new approaches to property management and land uses, to increase the activation of vacant industrial space without threatening or compromising the industrial integrity of the area. Emphasis is on development that incorporates "green" building technology. These recommendations are mirrored in EDC's 2009 *Sunset Park Waterfront Vision Plan*.

To maximize existing resources, the plan recommends the consideration of additional measures to strengthen the Southwest Brooklyn Industrial Business Zone and preserve affordable manufacturing and industrial space. The Mayor's Office of Industrial and Manufacturing Businesses notes that it helps to strengthen industrial and manufacturing businesses in the Southwest Brooklyn Industrial Business Zone by providing them with services that assist them to access financing, secure government incentives, navigate and resolve issues with government agencies, upgrade the skills of their workforce, find qualified labor, adjust their business plans to the realities of changing markets and economies, and identify appropriate industrial space.

The 197-a plan also includes recommendations for a land use survey and the identification of vacant or underutilized City-owned buildings and lots to help evaluate development opportunities. It calls for initiatives to encourage retrofitting of privately-owned multi-story industrial loft buildings, and additional redevelopment efforts for underutilized portions of the city-owned Brooklyn Army Terminal. As part of the *Sunset Park Waterfront Vision Plan*, EDC partnered with the Southwest Brooklyn Industrial Development Corporation (SBIDC) to survey local businesses to gain a better understanding of their use of industrial real estate. EDC will continue to collect baseline data to inform future efforts to retain, grow, and enhance industry

activity in the area. The Mayor's Office of Environmental Remediation (MOER) plans to release an application to enable the public, including community organizations, to research historic environmental information about vacant industrial and commercial lots throughout the City.

The Southwest Brooklyn Industrial Development Corporation, in their role as Industrial Business Solution provider for the area, is currently engaged in intensive marketing of city, state, and federal programs designed to help industrial businesses. Many of these programs incentivize businesses to upgrade their facilities as described in the 197-a plan. NYC Industrial Business Solutions is committed to continually improving their marketing efforts in order to ensure that industrial areas in New York City benefit from all available incentives.

The 197-a plan includes recommendations aimed at maintaining the affordability of industrial space including the preservation of publicly-owned industrial property and the City's encouragement of private development of affordable rental industrial space through financial incentives. To promote business, job and workforce development, CB 7 recommends ensuring adequate funding of SWBIDC and the IBZ; marketing of entrepreneurship opportunities to immigrant communities; exploring the possibility of a vocational training center for new industries; and job training, including those with disabilities. The plan also recommends that and the Department of Youth and Community Development (DYCD) maintain and expand its employment programs.

The Commission notes that through NYC Business Solutions, SBS provides a suite of services that can help Sunset Park-based businesses. SBS is poised to work with the Sunset Park Community through its Brooklyn Workforce1 Career Center, located at 9 Bond Street in Downtown Brooklyn, which offers all residents workshops, pre-vocational skills training, on-site employer recruitments, and job referral services in a professional setting. SBS is presently undergoing a multi-year effort to connect clients of community-based organizations with job opportunities at the Workforce1 Career Centers. Increasing SBS's connection to local organizations is an important part of meeting the employment needs of the community. The IBZ's partnership with the State's Vocational and Educational Services for Individuals with

Disabilities (VESID) also provides disabled Career Center customers with access to specialized preparation and employment services.

The Commission notes that DYCD reports that their summer program has already been expanded, and a year round program has been implemented. The City's Summer Youth Employment Program (SYEP) provides New York City youth between the ages of 14 and 21 with summer employment and educational opportunities in assignments that include government agencies, nonprofits, small businesses and sports and retail organizations. SYEP is complemented by DYCD's In-School Youth (ISY) and Out-of-School Youth (OSY) programs, which are run year-round. In CD 7, DYCD provides funding to five ISY sites. The OSY program is also located within the district and provides extensive job training in many industries.

The 197-a plan calls for the preservation and upgrading of existing infrastructure. The Commission notes that EDC's *Sunset Park Waterfront Vision Plan* includes a thorough examination of the area's long term infrastructure needs and makes a series of recommendations about infrastructure improvements, including the activation of the rail and marine transfer hub at the 65th Street yard, the establishment of a marine freight village at the South Brooklyn Marine Terminal, and the expansion of 1st Avenue's rail capacity.

The 197-a plan calls for the improvement of the quality of the business and work environment by encouraging façade and sidewalk improvements and discouraging illegal dumping. The Commission notes that SBS provides grants through its Avenue NYC program, which is designed specifically for non-profit economic development organizations (local development corporations, merchant associations, and other community organizations) to accomplish local economic development objectives. With each Avenue NYC grant, organizations are provided the funding necessary to implement a specific project as well as access to an array of services designed to increase the organization's ability to effectively manage their organization and carry out valuable commercial revitalization programs and services. The Sanitation Department's Illegal Dumping Task Force is willing to work with any group to identify areas plagued by illegal dumping. The task force performs surveillance of known locations as well as those that are identified as illegal.

Transportation

The 197-a plan calls for the upgrading of streets and highways. Because the Gowanus Expressway (Interstate I-278) falls under the jurisdiction of the New York State Department of Transportation (NYSDOT), 197-a plan recommendations about the Gowanus Expressway were out of scope; therefore CB 7 has placed its ideas about the Gowanus Expressway in Appendix 10 of the 197-a plan for information purposes only. Recommendations about the ramps to and from the Gowanus Expressway are within the scope of a 197-a plan because these ramps connect to local streets which are under the New York City Department of Transportation's (NYCDOT) jurisdiction. CB 7 has a number of specific recommendations about improving access to, and exit from, the Gowanus Expressway. The Commission notes that NYSDOT has been studying ways to improve the Gowanus Expressway. A full range of options has been explored in a Draft Environmental Impact Statement (DEIS). The Commission also notes that NYSDOT looks forward to working with CB 7, EDC and NYCDOT on a discussion about improving ingress and egress from the Gowanus Expressway, and has stated that all of the EIS build alternatives for the Gowanus Expressway should include an outbound entrance ramp at 39th street while the tunnel alternative should include a full interchange at this location.

CB 7 recommends extensive improvements to lighting and street signage under the Gowanus Expressway viaduct if the highway were to be reconstructed rather than tunneled. NYSDOT notes that the lighting system under the viaduct was replaced several years ago resulting in improved visibility, and has stated that it would work with CB 7 and NYCDOT to improve signing and pedestrian access in the corridor.

The 197-a plan recommends that NYCDOT undertake a study of roadway conditions throughout the waterfront study area and implement a comprehensive road repair and resurfacing program. NYCDOT has stated that it can analyze the roadway conditions of all City mapped streets in this area and, if warranted, add them to the roadway milling and paving program.

CB 7 states that EDC should ensure that there is adequate provision for parking in future development projects on city-owned property in the waterfront area. The Commission notes that EDC agrees with this recommendation. EDC encourages adequate parking in its current facilities

as well as proposed developments. In addition, EDC also promotes public transit and other alternative modes of transport to travel to work and has pointed out that Sunset Park is a unique neighborhood in which a large portion of the workforce walks to work.

The 197-a plan recommends that NYCDOT, along with DSNY, explore the possibility of relocating the existing Brooklyn 10 and Brooklyn 7 Department of Sanitation garage at 51st Street and First Avenue to other locations in CD 10 and CD 7, and provide public parking – in addition to open space and recreational uses – at this location, to serve surrounding businesses as well as visitors to the future park and recreational facilities at Bush Terminal Piers. The Commission does not endorse this recommendation, and notes that the Department of Sanitation (DSNY) is opposed to it. The Department of Sanitation (DSNY) has pointed out that the current facility on the city-owned location on Block 803, Lot 5 adequately serves the needs of DSNY and the CD7 and CD10 communities. It is located in a manufacturing zone, somewhat distant from the residential concentrations east of 3rd Avenue. The garage complex is located thirteen blocks from CD 10. DSNY established a shared garage for CDs 7 and 10 because of the unavailability of suitably zoned property for a DSNY garage in CD 10. The Commission notes that many community districts house shared garages. There are 15 community districts, including Brooklyn CD 7, that have DSNY garages that serve multiple community districts.

The 197-a plan includes a number of recommendations aimed at improving the efficiency of truck and rail freight movement to, from, and within Sunset Park. The Commission notes that NYCDOT is actively engaged in addressing truck movements throughout the Sunset Park area. Building off of the findings of a truck route study as well as ongoing activities of the Department's Office of Freight Mobility, the Department is examining many of the issues identified within the 197-a plan. The NYCDOT truck route study examined five critical intersections along the Sunset Part waterfront. The report recommended modifying signal timing; investigating the designation of an additional one-way eastbound street as a local truck route; investigating the designation of two streets as an additional pair of local truck routes; placing truck route designation signs at up to 14 locations along the waterfront area and increased sign maintenance; placing two truck route designation signs at each approach; and prohibiting curb parking along designated truck routes during weekday daytime hours to improve truck mobility.

These and other recommendations are being considered for implementation. NYCDOT is also working closely with agencies such as EDC, the Mayor's Office of Industrial and Manufacturing Businesses and the local IBZ on truck access and curb management issues. The Port Authority has pointed out that it continues to work with NYCDOT, NYSDOT, and EDC to support evaluation of more efficient truck routing options to improve efficiency and reduce truck vehicle-miles-traveled.

The 197-a plan recommends that EDC work with the Port Authority of New York and New Jersey (PANYNJ) to expedite rail float development and operations in Sunset Park. The Commission notes that a recent key development is the Port Authority's acquisition of the existing rail car float operation, including the 51st Street facility. Working with NYCEDC, NYSDOT, NJDOT, and private railroads, the Port Authority is pursuing final approvals to allow investment of federal and PANYNJ funds to restore the existing rail car float facilities and barges to a state of good repair. The proposed investments include related track and signal improvements and contributions to NYSDOT's ongoing program of improving clearances on rail freight lines in Brooklyn and Queens. The Port Authority is also working with NYCEDC on activation of the 65th Street yard facility. These initiatives are intended to sustain reliable rail car float service and to support expanded rail freight operations.

Public transportation recommendations in the 197-a plan cover bus, subway and ferry service. CB 7 calls for the expansion of bus service in the waterfront area. The exploration of the extension of the B70 bus line from 39th Street and 1st Avenue to 59th street is recommended in both the 197-a plan and EDC's *Sunset Park Waterfront Vision Plan* to accommodate heightened activity with the opening of Bush Terminal Piers Park and more users at Bush Terminal and Brooklyn Army Terminal.

The 197-a plan recommends that the MTA study potential increased demand for subway service in CD 7 as a result of population growth as well as economic development and respond accordingly. The MTA has pointed out that New York City Transit (NYCT) continuously monitors ridership levels. Currently, crowding at stations in the 4th Avenue corridor is below NYCT loading guideline thresholds. If new development does lead to increases in ridership,

service frequencies would be increased in the normal course of business, taking into consideration financial and operational constraints.

CB 7 calls for the expansion of ferry service on the Sunset Park waterfront as part of a regional ferry transit network. The Commission notes that the Port Authority will commence a regional passenger ferry study in collaboration with partner agencies in New York and New Jersey. This effort aims at developing more effective regional public policies to sustain and expand ferry services for commuting and recreational purposes. In addition, NYCDOT and EDC are working together on a Citywide Ferry study that will examine the potential for enhanced intra-City ferry services. NYCDOT will continue to work with ferry operators to promote ferry service from the Brooklyn Army Ferry Terminal in Sunset Park.

The 197-a plan recommends measures to facilitate safe and easy pedestrian and bicycle access, particularly along 3rd Avenue under the Gowanus Expressway and east/west pedestrian corridors to the waterfront. NYCDOT has said it can evaluate 3rd Avenue for potential pedestrian safety and access improvements at the waterfront access corridors as they cross 3rd Avenue. The waterfront access corridors would be developed in consultation with the community.

Environment and Public Health

The Commission applauds CB 7's call for a comprehensive sustainable development strategy that would also address environmental and related public health problems. The 197-a plan recommends creation of a Sunset Park "Sustainable Industrial District" as a model for environmentally sound industrial development. It would encourage the use of green building standards and promote sustainable businesses. This recommendation is consistent with EDC's *Sunset Park Waterfront Vision Plan*, which has a goal to promote green practices and includes recommendations for energy efficient infrastructure to establish district-wide environmental policies and to advance recycling and energy initiatives. The Mayor's Office of Long Term Planning and Sustainability is supportive of a pilot project to promote green design in industrial buildings.

Contingent upon careful consideration of potential transportation impacts and options to mitigate such impacts, the 197-a plan calls for a deepwater container port to increase efficient movement of goods. The EDC *Vision Plan* also recommends the continued study of a deepwater container port because of anticipated increased freight traffic and the limited options to expand maritime freight facilities in the harbor.

CB 7 advocates measures to reduce the level of fuel emissions in Sunset Park, including a long-term air quality study in Sunset Park to determine current pollution levels and assess the impacts of increased industrial activity when resources are available. The Commission notes that the ability of both the City's Department of Environmental Protection (DEP) and Department of Health and Mental Mental Hygiene (DOHMH) to conduct such a survey is restricted due to resource limitations. Some of the industrial projects in the area will undergo or have undergone their own environmental reviews. These reviews have disclosed or will disclose the impacts of these projects on air quality and other environmental indicators.

The 197-a plan recommends that NYCDOT should encourage city elected officials to create an incentive program to promote the use of emission control devices or alternative fuels, such as compressed natural gas or electricity, by truck and van fleets owned by or serving Sunset Park businesses or that are under city contract. The Commission notes that NYCDOT has stated that the Department is actively engaged with businesses in promoting the use of alternative fuels and emission control devices and would work to expand those opportunities within the area.

CB 7 has concerns about the assessment of health and land use impacts of new heavy industrial and municipal uses. The Commission notes that the City's "fair share" criteria attempts to foster an equitable distribution of public facilities throughout the city by encouraging community consultation and by establishing a set of considerations that must be taken into account by city agencies when they select sites for new facilities or substantially change existing facilities. A fair share analysis discloses a City agency's siting decision; it is not an environmental review. If a new industrial or municipal use requires a discretionary action, for example a site selection (which is required for City facilities), then an environmental review is conducted. If a positive declaration is issued as a result of an Environmental Assessment Statement analysis, then an

Environmental Impact Statement with a thorough analysis of land use and health issues is prepared. State facilities are subject to SEQRA review. Private as-of-right heavy manufacturing (M3) uses are governed by heavy manufacturing zoning district (M3) regulations and are not subject to environmental review because no discretionary action is required. They are, however, subject to administrative regulations for air quality, noise, etc.

The 197-a plan calls for the minimizing of adverse impacts from the reactivation of the Hamilton Avenue Marine Transfer Station (MTS). The Department of Sanitation points out that the Hamilton Avenue MTS is a key component of the Comprehensive Solid Waste Management Plan (SWMP) for the City that was adopted by the City Council in July 2006 and approved by the New York State Department of Environmental Conservation (NYSDEC) in July 2006. The Final Environmental Impact Statement for the SWMP found the Hamilton Avenue MTS would not cause any significant adverse environmental impacts. Additionally, the permit for the Hamilton Avenue MTS issued by NYSDEC includes conditions designed to preclude adverse impacts.

The 197-a plan recommends that the Mayor's Office of Environmental Remediation (MOER) should continue to work with EDC, DCP and local organizations such as the United Puerto Rican Organization of Sunset Park (UPROSE) to identify and assess brownfield sites in the waterfront study area and develop strategies for environmental remediation and reuse. The Commission notes that the Mayor's Office of Environmental Remediation was created to implement the brownfield goals of PlaNYC. MOER's mission includes working with community organizations to build their capacity to effectively address brownfields and to serve as a resource for City agencies. They are also tasked with establishing a new local brownfield cleanup program to encourage private owners and non-profit and for-profit developers to clean up and redevelop lightly-to-moderately contaminated sites. MOER and EDC support the 197-a plan's recommendation that the availability of tax credits under the New York State Brownfield Cleanup Program be widely advertized to encourage remediation and redevelopment of privately-owned industrial property. OER points out that the City's local brownfield cleanup program will also provide incentives to encourage this type of remediation. Particular sites will

be better suited to either the City's or the State's programs. MOER will promote the availability of both City and State financial incentives for addressing brownfields.

MOER has stated that it is pleased to coordinate City involvement with UPROSE pursuant to its Brownfield Opportunity Area (BOA) grant. The grant was for \$93,480. The Commission notes that the largest grant ever awarded by New York State for the remediation of a brownfield site, \$17.8 million, was given for the environmental cleanup and redevelopment of the Bush Terminal Piers site for the creation of a waterfront park between 43rd and 51st streets. The state grant, combined with city (\$9 million) and federal (\$8 million) funding plus other monies will allow the City to remediate the 14-acre site. The City plans to redevelop the site as a public open space with active and passive recreational uses.

The 197-a plan recommends that DEP and the Mayor's Office of Long Term Planning and Sustainability continue to develop and implement strategies for the Sunset Park area, as resources are available, to encourage implementation of stormwater Best Management Practices to alleviate street flooding, and reduce the volume and/or frequency of combined sewer overflows (CSOs). DEP has pointed out that as part of their regular cycle of inspecting catch basins, the Department checks if they are properly hooded. If they are not, the hoods are replaced within 90 days. Any upgrade in the waterfront area would require the separation of sewers, which would necessitate amendment of DEP's Drainage Plan.

The Commission supports the 197-a plan's call for increasing the amount of greenery and public open space along the waterfront wherever feasible, and for promoting education about environmental sustainability.

Open Space and Waterfront Access

The Commission commends CB 7 on its many thoughtful recommendations for providing public open spaces, both in the waterfront area and the rest of CD 7. The 197-a plan advocates that the City should explore all additional opportunities, beyond the new Bush Terminal Park, for public open space in the Sunset Park waterfront area where such a use would be compatible with existing businesses and municipal uses. The Commission notes that the Department of Parks and

Recreation (DPR) supports efforts to improve public access within the study area. The future development of the Bush Terminal Piers Park will greatly improve public access to the waterfront. DPR looks forward to working with community stakeholders to find additional creative solutions to increasing public access and open space on the waterfront wherever possible. EDC is also open to exploring other opportunities for open space development along the waterfront to supplement the Bush Terminal Piers Waterfront Park.

The Commission applauds CB 7's creative ideas for expediting the development and maintenance of the Bush Terminal Piers Park, and the establishment of a context for the park. The 197-a plan encourages EDC to pursue all available funding sources to ensure park facilities are accessible to low- and moderate income residents, to encourage other destinations to draw people to the waterfront from the upland area, to establish safe pedestrian routes, and to explore other funding sources for park programming and maintenance.

CB 7 recommends that DPR coordinate with other agencies and the community to create, if appropriate, a local development corporation or trust to undertake the development and management of Bush Terminal Piers Waterfront Park as well as the Sunset Park Greenway. The Commission notes that DPR will take over management and jurisdiction responsibilities for the completed Bush Terminal Piers Waterfront Park and has been actively working with EDC in the design and construction of the park. DPR has a long and successful history of developing partnerships with external organizations and is open to exploring innovative approaches to the care and management of its parks. The 197-a plan calls for public perimeter greenways in future maritime/industrial development wherever feasible that would be integrated with a larger Sunset Park greenway as well as waterfront access at appropriate street end locations.

The plan encourages the Department of Education (DOE) and the School Construction Authority (SCA) to make provisions for publicly accessible open space in future school construction and expansion efforts in CD 7, where feasible. The Commission notes that the School Construction Authority has stated that, to the extent possible, new school construction projects include the creation of schoolyards and other open space to support students' recreational and physical education requirements. However, due to the limitations associated with new sites for new

school construction (i.e. size) and the limitations of available capital funding, DOE and SCA must prioritize meeting the needs of the public school student population over the open space goals of the general public. It should be noted that two existing DOE playgrounds located at PS 24 and PS 172 in CD 7 are in the process of being converted to PlaNYC playgrounds, which will include improvements and community access to those areas outside of school hours.

CB 7 calls for a number of measures to promote, where funding is available, increased use of Brooklyn Army Terminal Pier 4 for public open space activities and initiatives that increase public awareness of public open space and historic sites on the Sunset Park waterfront. The Department of Parks and Recreation acknowledges the important history of the waterfront area and welcomes suggestions for improving public historical knowledge in any open space under the Department's jurisdiction.

To facilitate public access to and along the waterfront, the 197-a plan recommends improved bicycle facilities in the Sunset Park waterfront area and the creation of a greenway along the Sunset Park waterfront that would link existing and proposed public open spaces and waterfront access points to form one segment of a continuous Brooklyn waterfront greenway. The Commission notes that a number of organizations, including the Brooklyn Greenway Initiative, the Regional Plan Association, UPROSE, and Pratt Center have proposed greenway routes. In addition, NYCDOT is developing a Greenway Master Plan and will be working with stakeholders and agencies to address issues such as accessibility, routing, amenities and traffic. The Commission notes that a physically separated bicycle or multi-use path in the waterfront area must be carefully sited to avoid conflicts with active industrial uses.

CB 7 recommends that NYCDOT, in coordination with DPR and EDC, study the designation of specific east-west streets as waterfront access corridors that would serve as "gateways" to the waterfront, and encourage safe pedestrian and bicycle access. The Commission notes that NYCDOT can work with the community on identifying specific corridors as waterfront access corridors. After the corridors are identified, the Traffic Management Division can evaluate the corridors for potential short-term bicycle and pedestrian safety enhancements, including traffic calming. Special lighting, landscaping, signage, paving could be considered as part of a potential

long-term capital project. Capital projects are prioritized based on a number of factors including roadway condition, subsurface conditions and community preference.

CB 7 also calls for safe and easy pedestrian and bicycle crossings over the First Avenue railroad tracks and for the establishment of alternate routes, if necessary, through special paving, lighting and signage, where direct access is not possible. NYCDOT can analyze the crossings of the tracks at waterfront access corridors identified in the community process above for potential safety enhancements. Alternative routes can be considered if access cannot be provided on the waterfront access corridors.

Housing

The Commission is pleased with CB 7's goal to promote the creation and preservation of affordable housing. The 197-a plan includes a number of recommendations to promote affordable housing, all of which are supported by HPD. To preserve and maintain existing affordable housing in the waterfront study area, the 197-a plan recommends that the Department of Housing Preservation and Development (HPD) work with local non-profit organizations to establish a comprehensive housing preservation program for the mixed-use and residential districts west of Third Avenue, aimed at encouraging rehabilitation and improvement of the existing housing stock. The plan also encourages HPD to promote the Inclusionary Housing program's off-site affordable housing preservation option among developers in areas where recent zoning changes include an Inclusionary Housing bonus. The R8A zoning district along Fourth Avenue in South Park Slope and the R7A districts along Fourth and Seventh Avenues in Sunset Park are included in the Inclusionary Housing Program. The plan also encourages the option in other potential upzonings in CD 7 that may contain Inclusionary Housing provisions. The Commission notes that HPD endorses these recommendations.

The 197-a plan supports the goals of the 128-block DCP-initiated rezoning for the inland area east of Third Avenue plus part of 60th Street, and all of 61st and 62nd streets west of Third Avenue. This rezoning, which was adopted September 30, 2009, preserves neighborhood character and scale, creates opportunities and incentives for affordable housing through Inclusionary Zoning, and supports local retail corridors.

The plan recommends that DCP and HPD explore the feasibility of decking the rail cut at 38th Street and Fourth Avenue to create additional space for housing development, affordable to a range of income levels. The Commission notes that the Department of City Planning has conducted an inventory of development opportunities over rail cuts which included this site. The report, "Inventory of Decking Opportunities over Transportation Properties," September 2008, did not include conclusions about development feasibility.

Community Facilities and Services/Quality of Life

The 197-a plan discusses the increased demand for community facilities due to population growth in CD 7 and includes recommendations for educational, recreational, cultural and child care facilities. CB 7 calls for DOE and SCA to continue to monitor the need for high school seats in the Sunset Park community. The Commission notes that, with the strong support of CB 7 and elected officials, the new Sunset Park High School facility at 4th Avenue between 34th and 35th streets, with a capacity of approximately 1,650 seats and state-of-the-art features, opened in fall 2009.

The 197-a plan calls on DOE and SCA to evaluate existing elementary and middle schools in CD 7 to determine their potential for expansion. If expansion is not feasible, these agencies should work with the community board to identify appropriate sites for new construction. The School Construction Authority expresses its appreciation of CB 7's efforts and support in the identification of potential sites for new school construction, and notes that the new high school is on a site that the community board identified. The Adopted Five-Year Capital Plan for Fiscal Years 2010-2014 identifies the need for additional school seats in Community School District No. 15 which serves the Sunset Park community as well as Park Slope. The SCA is in the process of assessing potential sites for those seats, and will also evaluate potential expansion opportunities for existing Sunset Park school buildings to meet the public school needs.

CB 7 seeks to work with EDC and DPR and local community organizations to identify sites suitable for the indoor recreation and sports facilities. DPR supports the creation of additional

active recreation within the study area, indoors and outdoors, but points out that new buildings are costly. The adaptive reuse of existing buildings should be considered.

The 197-a plan recommends that the Department of Education and the School Construction Authority should endeavor to provide, where feasible, both indoor and outdoor recreation and sports facilities in the development of schools in Sunset Park. The School Construction Authority notes that the challenges of identifying appropriate sites for new school construction in densely developed neighborhoods such as Sunset Park often result in the identification of smaller and/or irregularly shaped sites. Given the limitations of the sites and construction funding, and the need to prioritize instructional space, recreation and sports facilities are included in new school construction to the extent possible to meet instructional requirements.

CB 7 encourages the Administration for Children's Services (ACS) to explore opportunities for developing day-care and Head Start facilities in proximity to workplaces on the waterfront and encourages EDC to consider either expanding the Georgia L. McMurray BATKids Center in Brooklyn Army Terminal Building B or developing additional day-care facilities in Building A, which is currently undergoing renovation, to accommodate incoming employees. EDC supports this recommendation.

The 197-a plan recommends that the Department of Cultural Affairs (DCLA) work with local community and cultural organizations to identify potential city-owned sites and/or sources of funding for community/cultural facilities in the waterfront study area or along waterfront access corridors. The plan also calls for the development of a cultural corridor on 43rd Street that would incorporate existing historic landmarks, in order to strengthen the connection between the proposed waterfront park, Sunset Park on Fifth Avenue, and upland communities. The Commission notes that CB 7 could assist DCLA with information about the nature of space opportunities along the 43rd Street corridor to determine whether cultural organizations, galleries, artists and other cultural interests would seek tenancies or properties along the corridor. The Department of Small Business Services notes that several of the 197-a plan suggestions connected to physical improvements and retail corridor development are services that SBS is positioned to help local economic development organizations provide, however SBS does not

have the capability to provide such services directly. These suggestions include encouraging building owners to undertake façade improvements, improve illumination along sidewalks, and attract businesses to foster cultural districts. As previously mentioned, SBS provides grants through its Avenue NYC program, which is designed specifically for non-profit economic development organizations (local development corporations, merchant associations, and other community organizations) to accomplish local economic development objectives.

CB 7 seeks to have the City expand the delivery of social, health and community services, when resources become available, by increasing support for community based non-profit organizations in Sunset Park to enable them to effectively deliver immigrant, literacy, job placement, youth, elderly and other services to the growing population and, when feasible and subject to citywide needs, by providing funding for the development of a "one-stop" immigrant service in CD 7 that takes care of legal issues and health issues as well as education, job training, employment and housing needs. The Commission notes that these recommendations are appropriately conditioned with phrases about the City's availability of resources.

The 197-a plan recommends that the Department of Youth and Community Development (DYCD) should support programs that engage local youth in neighborhood improvement efforts. The Commission notes that DYCD already has such programs. The Teen ACTION (Achieving Change Together in Our Neighborhood) initiative was launched with the Mayor's Center for Economic Opportunity (CEO) and includes two programs in the district. Each program offers participants the chance to engage in structured learning, service projects, and reflection. Participants, who range in age from 13 to 21 or are in 6th through 11th grade, are provided an opportunity to develop life skills while making meaningful contributions to their community. DYCD's goals for Teen ACTION are to foster engagement in school and community and promote responsible behaviors.

CB 7 seeks to address quality-of-life issues, particularly the presence of adult use establishments. The 197-a plan recommends that litigation that has delayed the effective date of amendments to the adult entertainment zoning regulations should be settled as soon as possible. The

Commission notes that the amendments to the 1995 regulations would only affect so-called “60/40” establishments operating at locations where adult uses are prohibited. (A substantial portion -- 60 percent -- of the trade material must not be adult-oriented, x-rated; 40 percent can be.) In CD 7, there are four “60/40” bookstores operating in the M1-2D mixed use districts where adult uses are not permitted. These establishments would be affected by the implementation of the amendments. According to Department of Buildings’ data (December 2008), there are nine “60/40” bookstores in manufacturing districts in CD 7 which would not be affected by the amendments. A decision on the new “60/40” regulations is expected later in 2009; an appeal is anticipated. The Commission notes that the City can take enforcement action against any adult entertainment establishment where there is criminal activity such as loitering or prostitution.

Historic Preservation

The 197-a plan contains a number of recommendations aimed at preserving historically significant buildings, sites and artifacts on the Sunset Park waterfront. The plan calls for the New York City Landmarks Preservation Commission (LPC) to consider six historically and architecturally significant buildings in the waterfront study area for potential designation as New York City landmarks. LPC has stated that at this time the New York State Arsenal, located on Second Avenue between 63rd and 64th streets, may merit pursuit as a potential individual landmark.

The 197-a plan recommends that the City should consider assisting, as resources allow, non-profit organizations to create a maritime and industrial museum on the waterfront to promote awareness of Sunset Park’s maritime and industrial past and the important contributions its immigrant communities have made to the local and regional economy. DCLA points out that the City, subject to budget appropriations, makes funding for capital projects and program activities available to non-profit cultural organizations that have been in operation for at least three years. A qualifying entity seeking capital support must demonstrate a fully viable capital plan, including full funding and the long-term capacity to manage the proposed space and operations independent of City support. EDC supports the concept of creating a cultural/historic precinct which would connect the proposed maritime/industrial museum and other cultural, historic and

educational facilities to the upcoming Bush Terminal Piers Park, creating a sense of place and identity on the waterfront that would draw local residents and visitors to the area.

CB 7 calls for the City (through DCLA) to encourage and support non-profit organizations to create an historic trail and map leading people from upland neighborhoods to and along the waterfront, using plaques to identify historic buildings and sites. The Commission notes that DCLA has stated that, subject to available budget appropriations, the City provides funding opportunities to non-profit cultural entities for program activities and capital projects. Organizations such as City Lore, which provide walking tours highlighting the distinct cultural history of communities and neighborhoods throughout the City, have received support from DCLA. Organizations dedicated to the cultural history and heritage of the Sunset Park community would be encouraged to seek available City funding.

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 197-a plan, *New Connections/New Opportunities: Sunset Park 197-a Plan*, submitted by Brooklyn Community Board 7, is approved with a modification:

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, the recommendations and proposals contained in the Recommendations section of the *New Connections/New Opportunities: Sunset Park 197-a Plan* are hereby replaced and modified as follows:

DELETED:

NYC DOT, along with DSNY, should explore the possibility of relocating the existing BK 10 and BK 7 sanitation garage at 51st Street and First Avenue to other locations in CD10 and CD7, and providing public parking - in addition to open space and recreational uses - at this location, to serve surrounding businesses as well as visitors to the proposed park and recreational facilities at Bush Terminal Piers.

The above resolution (N080396 NPK), duly adopted by the City Planning Commission on November 18, 2009 (Calendar No.12), 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.

AMANDA M. BURDEN, FAICP Chair

KENNETH J. KNUCKLES, Esq., Vice Chairman

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SHIRLEY A. McRAE, Commissioners



Section 3

Community Board's Proposed 197-a Plan

as submitted April 18, 2008



New Connections/New Opportunities



Sunset Park 197-a Plan



New Connections/New Opportunities

Sunset Park 197-a Plan

Brooklyn Community Board 7

Randolph Peers, Chair
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Prepared by Jocelyne Chait

June 2007

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Acknowledgements

The Sunset Park 197-a Plan, sponsored by Community Board 7, has been developed with the participation of residents and businesses in Sunset Park and a wide number of representative organizations and institutions, including: Neighbors Helping Neighbors; the United Puerto Rican Organization of Sunset Park (UPROSE); Southwest Brooklyn Industrial Development Corporation (SWBIDC); Young Dancers in Repertory; the Brooklyn Chinese American Association; the Center for Family Life; Lutheran Medical Center; the Chinese American Planning Council; Opportunities for a Better Tomorrow; and the Gowanus Expressway Community Coalition.

The planning process was guided by Community Board 7's 197-a Committee, under the leadership of Bea DeSapio, Joe Longobardi and John Burns, who served consecutively as Chair.

We are grateful to the following elected officials for their support in this endeavor: Congresswoman Nydia Velasquez, Congressman Jerrold Nadler, State Assemblyman Felix Ortiz, State Senator Velmanette Montgomery, State Senator Martin Conner, Brooklyn Borough President Marty Markowitz, former Brooklyn Borough President Howard Golden, former Governor George Pataki, Mayor Michael R. Bloomberg, Councilwoman Sara Gonzalez, and former Councilman Angel Rodriguez. We would also like to acknowledge Governor Elliot Spitzer, Congresswoman Yvette Clarke, State Senator Diane Savino, State Senator Eric Adams, former State Senator Carl Andrews, State Assemblyman Jim Brennan and Councilman Bill DeBlasio.

Community Board 7 has had close contact with New York City's Economic Development Corporation (EDC) throughout this project, especially with regard to the proposed Bush Terminal Piers Waterfront Park, but also with regard to economic revitalization efforts and transportation improvements. The Department of City Planning's Brooklyn Office and Office of Plan Coordination provided invaluable technical assistance and resources, particularly in the development of the final draft.

The Sunset Park 197-a Plan builds upon the groundwork and leadership of Bea DeSapio, former Chair of Community Board 7 and Gene Moore, former District Manager, who initiated the planning process, and the efforts and support of Robert Lane, from the Regional Plan Association and Richard Bearak, from the Brooklyn Borough President's Office. Technical assistance was also provided by the Municipal Art Society Planning Center and the Pratt Institute Center for Community and Environmental Development (PICCED).¹

Jocelyne Chait, a community planning consultant, coordinated the planning process in its later stages and produced the final draft. Planning, research, and editorial assistance were provided by Katie Taylor from PICCED, Darya Cowan, and Elena Patarini. Mapping Assistance was provided by PICCED, the Municipal Art Society Planning Center and Elena Patarini.

We would like to thank the following sponsors for their generous contributions to the Sunset Park planning process:

Councilwoman Sara Gonzalez
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The American Planning Association
Community Capital Bank
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The Independence Community Foundation

Consolidated Edison
KeySpan Energy
The Sunset Park Business Improvement District
Harborside Management
Health Plus
The Pepsi-Cola Company
The Coca-Cola Company

¹ The Pratt Institute Center for Community and Environmental Development has since been renamed the Pratt Center for Community Development.

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Executive Summary

Introduction

The Sunset Park 197-a Plan, sponsored by Brooklyn Community Board 7 (CB7), sets forth a comprehensive framework for revitalization of the Sunset Park waterfront as an economically viable and environmentally sustainable resource that is closely related to, and serves the needs of, adjacent upland communities.

Sunset Park, located in Southwest Brooklyn, has played a significant role in the City's development – both as a maritime and industrial center and as a gateway neighborhood for successive waves of immigrants. (Map 1) While Sunset Park's industrial waterfront declined considerably in the 1960s and 1970s – largely as a result of global economic trends and development of containerized shipping - its strategic location on Upper New York Bay, extensive industrial infrastructure, access to a large local labor pool, and connection to major transportation networks serving New York City as well as the wider region, maintained its importance as a working waterfront. Economic development policies and programs put into place in the last two decades have generated substantial reinvestment in the area. Current industrial policies, aimed at diversifying New York City's economy and supporting and strengthening its industrial base, have placed renewed emphasis on revitalization and full utilization of the waterfront.

Sunset Park's upland communities are completely disconnected from their waterfront and have, until recently, largely been excluded from discussions concerning development of this important economic and natural resource. CB7's 197-a Plan provides both residents and businesses the opportunity to influence revitalization efforts and ensure that future developments on or adjacent to the waterfront benefit the local community as well as the city and region as a whole.

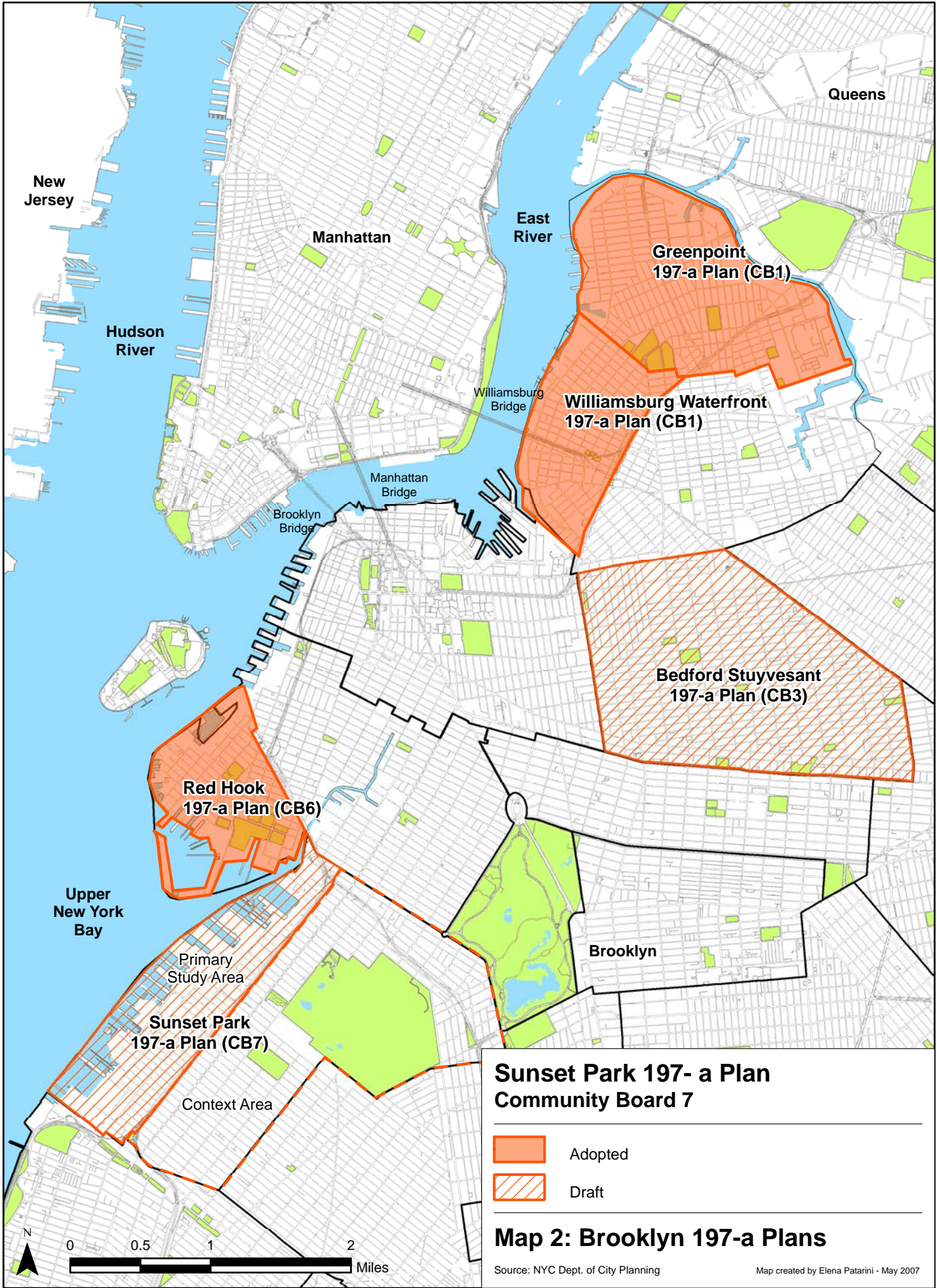
197-a Plans

197-a plans, named after a section of the New York City Charter, provide a framework or “blueprint” for development in a particular geographic area, such as a community district or part of a community district. Under Section 197-a, the Mayor, the City Planning Commission (CPC), the Department of City Planning (DCP), the Borough Presidents, as well as borough boards and community boards may sponsor plans for the “*development, growth and improvement of the city and of its boroughs and community districts.*” A 197-a plan is primarily concerned with land use although it may also address programmatic and service delivery needs. It may focus on one or two areas of interest such as housing and economic development or it may cover a wide range of issues, including transportation, open space and recreation, environment, community facilities and infrastructure. The Charter requires extensive public participation in the planning process, resulting in shared goals and recommendations. Once a 197-a plan has gone through extensive public review and has been approved and adopted by the City Council, it serves as “policy to guide subsequent actions by city agencies.”

Five 197-a plans have been prepared in Brooklyn in addition to the Sunset Park 197-a Plan. The Red Hook Plan sponsored by Community Board 6 was adopted in 1996; the Greenpoint 197-a Plan and Williamsburg Waterfront 197-a Plan, sponsored by Community Board 1, were adopted in 2002; and the Bedford Stuyvesant 197-a Plan, sponsored by Community Board 3, is currently on hold. The Old Brooklyn Plan, sponsored by Community Board 2, did not proceed beyond informal review of a preliminary draft, completed in June 1999. What is significant about most of these plans is that they focus on Brooklyn's older industrial waterfronts, addressing a range of issues from residential conversions and industrial retention to waterfront access. (Map 2)

Analysis and Planning Context

The Sunset Park 197-a Plan focuses on the entire Sunset Park waterfront, bounded by the Gowanus Expressway/Third Avenue corridor to the east, the pierhead line to the west, 15th Street to the north, and the 65th Street Rail Yard to the south. While the plan relates specifically to development in this



**Sunset Park 197- a Plan
Community Board 7**

- Adopted
- Draft

Map 2: Brooklyn 197-a Plans

area, it addresses intersecting issues such as jobs, housing, open space, transportation and the environment that affect the entire district.

Detailed analyses of existing conditions are based upon various levels of data, including information specific to the waterfront study area as well as information describing conditions in the Community District 7 context area, the borough and the city as a whole. Similarly, land use and programmatic or service recommendations in some instances suggest further exploration of opportunities elsewhere in the district, or citywide studies and considerations. Revitalization of the Sunset Park waterfront is inextricably linked to citywide and regional economic development and transportation planning on the one hand, and the needs of the adjacent upland communities on the other. While 197-a plans are limited in scope to a particular geographic area and city authority it is impossible to ignore the role of the Gowanus Expressway, which falls under state jurisdiction, or the limitations of the regional rail freight network in shaping the future of the Sunset Park waterfront. The siting of power plants, an environmental justice issue in communities like Sunset Park, is also subject to state control. Additional thoughts on the Gowanus Expressway Project, the Cross Harbor Freight Movement Project, principles of fair share and other issues that lie beyond the scope of a 197-a plan are presented in Appendix 10.

Community District 7 Context Area

Community District 7 (CD7), located in Southwest Brooklyn, is comprised of two neighborhoods, Sunset Park and Windsor Terrace. Sunset Park is roughly defined by 15th Street, 65th Street, Eighth Avenue and the waterfront. It consists of a strong residential community, active commercial strips along Fifth and Eighth Avenues, and a large industrial area. (Maps 3 and 4) The elevated Gowanus Expressway (Interstate Route I-278) effectively bisects the neighborhood into residential east and industrial west. Gently rising terrain from west to east offers sweeping views of the Manhattan skyline and New York harbor. Windsor Terrace lies in the northeastern corner of the district. It is surrounded by the natural boundaries of Prospect Park and Green-Wood Cemetery and stretches from Eighth Avenue to Caton Avenue. It consists of a small, stable residential community with a small commercial strip along Prospect Park West.

Waterfront Study Area

Although it contains pockets of residential use, primarily between Second and Third Avenues, the waterfront study area is overwhelmingly industrial. The Southwest Brooklyn Industrial Business Zone (IBZ) encompasses much of the Sunset Park waterfront.² Close to 1,200 firms are located in this area, employing approximately 19,000 workers.³

Most of the property on the waterfront is city-owned, managed by the New York City Economic Development Corporation (EDC) (Maps 13 and 14). It includes the Brooklyn Army Terminal (BAT), South Brooklyn Marine Terminal (SBMT), the Bush Terminal piers, Brooklyn Wholesale Meat Market, and a “park and ride” ferry slip at 58th Street. Private property includes Lutheran Medical Center, Sunset Park Industrial Park, Industry City, “big box” retailers such as COSTCO and Home Depot, and Jetro, a major wholesaler. Large tracts of unutilized and underutilized city-owned land along the waterfront offer a variety of development opportunities, including maritime and water-dependent industrial uses and public waterfront access.

The waterfront study area is zoned primarily for heavy manufacturing (M3) and light manufacturing (M1) uses. (Map 9) There is a small residential pocket, comprised of R6, R6-A and R6-B districts between Second and Third Avenues - from 54th Street to midway between 57th and 58th Streets. Also, a portion of the much larger R6 district that encompasses much of Sunset Park extends as far as Second Avenue – from 60th Street to midway between 62nd and 63rd Streets. A mixed-use district (M1-2D) between Second and Third Avenues - from midway between 44th and 45th Streets to 54th Street - permits residential redevelopment on blocks that already have a significant residential presence.

² The Southwest Brooklyn Industrial Business Zone (IBZ), adopted in April 2006, replaces the Sunset Park In-Place Industrial Park, in existence since the early 1980s.

³ Southwest Brooklyn Industrial Development Corporation (SWBIDC) survey – Winter 2004/2005



Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Terrace

Green-Wood Cemetery

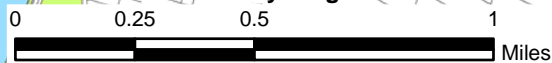
Sunset Park

Sunset Park

Kensington

Borough Park

Bay Ridge



Sunset Park 197- a Plan Community Board 7



Waterfront Study Area

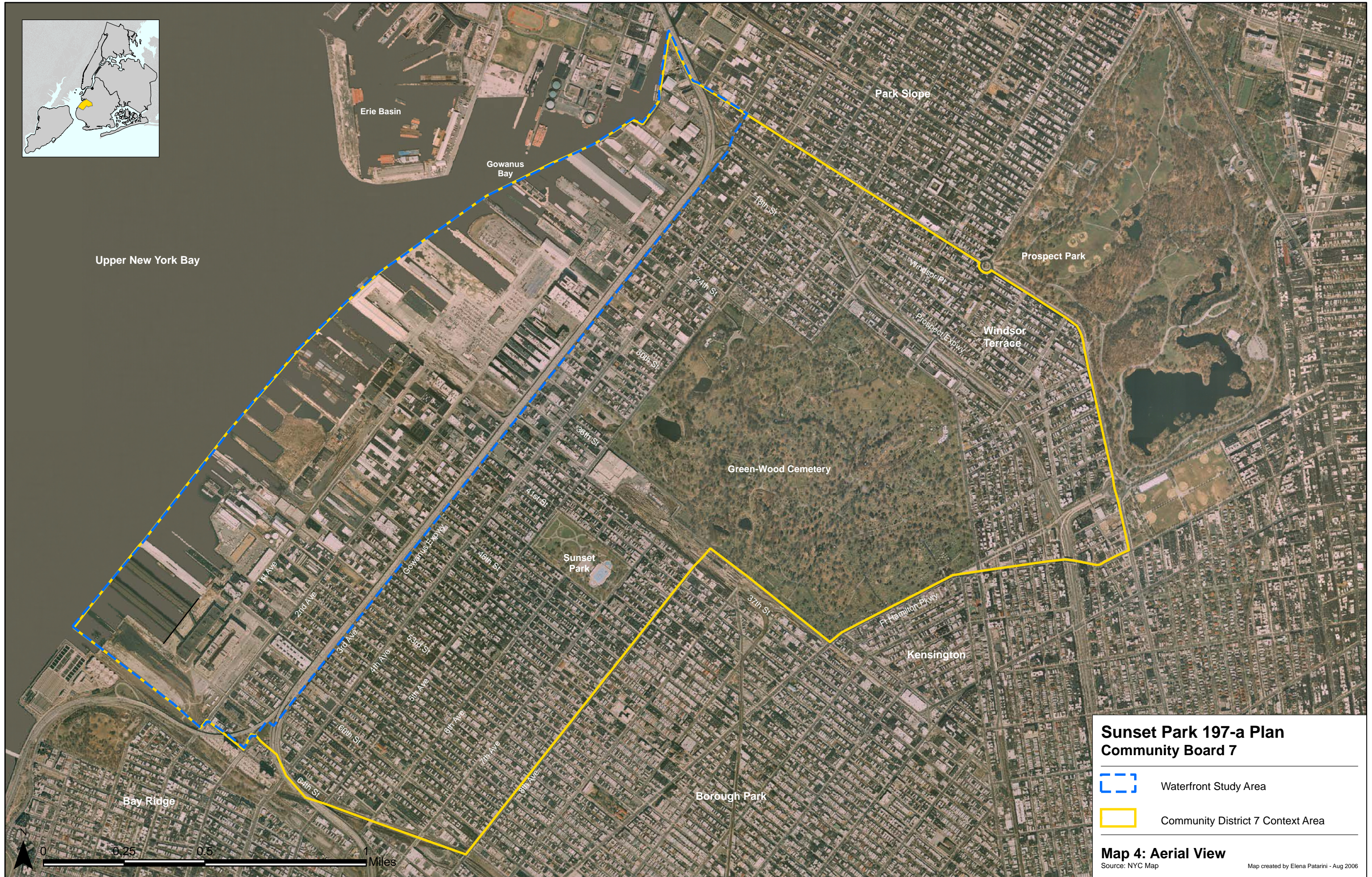


Community District 7 Context Area



Map 3: Study Area Boundary

Source: NYC Dept. of City Planning

Map created by Elena Patarini - May 2007



**Sunset Park 197-a Plan
Community Board 7**

-  Waterfront Study Area
-  Community District 7 Context Area

Major Development Plans and Initiatives

The Sunset Park waterfront is expected to change considerably in the next ten to twenty years as a result of development that is currently being proposed by the City and the State, including revitalization of the SBMT; improvements to the First Avenue Rail Line; a comprehensive port improvement plan for the Port of New York and New Jersey; improved rail freight connections between Brooklyn, Staten Island and New Jersey; and reconstruction or tunneling of the Gowanus Expressway. The City is also planning the development of public parkland on the waterfront that will finally reconnect Sunset Park's upland communities to the water's edge. (Map 5)

Comprehensive Port Improvement Plan

The Comprehensive Port Improvement Plan (CPIP) is a large multi-agency initiative - involving city, state and federal governments - to plan a major container facility encompassing the entire New York/New Jersey harbor that would accommodate the substantial increase in container traffic to the region and serve as a major hub port for the eastern seaboard of the United States.⁴ The 88-acre SBMT is one of 17 terminals in the Port of New York and New Jersey (PONYNJ) included in the CPIP, with the rest of the Sunset Park waterfront, below the proposed Bush Terminal Piers Waterfront Park, considered for possible future port expansion. Prior to this initiative, both EDC and the Port Authority of New York and New Jersey (PANYNJ) developed proposals for a container port in Sunset Park – in addition to public parkland and waterfront access - based upon the creation of landfill and incorporating the SBMT as well as the waterfront below 51st Street, including the Brooklyn Army Terminal (BAT).⁵ While development of a container port in Sunset Park is not considered a priority in the CPIP because of limited landside capacity, there is still a great deal of uncertainty regarding the eventual scope and scale of long-term port development in this location.

South Brooklyn Marine Terminal

EDC has negotiated a 15-year lease agreement – with the possibility of a 5-year extension - with Axis Group, Inc., to develop and operate an auto port and break bulk cargo facility on 74 acres of the SBMT.⁶ EDC has also negotiated a 20-year lease agreement with Sims Hugo Neu Company, LLC (formerly Hugo Neu Schnitzer East)⁷ to develop a state-of-the-art barge-based recycling facility - processing metal, glass and plastic - on 10 acres of the SBMT at the 30th Street Pier.⁸ Plans for these facilities are presently undergoing environmental review. EDC has already committed substantial resources to bulkhead repair and stabilization, pier demolition and rail improvements at SBMT and along First Avenue in preparation for renewed shipping activity and industrial development.

Cross Harbor Freight Movement Project

EDC, in coordination with the Federal Highway Administration, and the Federal Roadway Administration, has developed alternative proposals for a cross harbor rail freight connection between Brooklyn and Long Island and the national rail freight network in New Jersey, including expanded rail float operations and the

⁴ See www.panynj.gov/DoingBusinessWith/seaport/html/cpip.html for further information on the CPIP.

⁵ *Strategic Plan for the Redevelopment of the Port of New York*, New York City Economic Development Corporation, February 1999. *Building a 21st Century Port*, Port Authority of New York and New Jersey, 2000

⁶ Break bulk cargo is general cargo that is conventionally stowed as opposed to unitized, containerized and “roll on-roll-off” cargo.

⁷ In June 2005 the Hugo Neu Corporation announced that it had merged its operations with Sims Group Limited, one of the largest recycling companies in the world. The U.S. operation, renamed Sims Hugo Neu Company LLC, will be one of largest recycling companies in the country.

⁸ In its 1999 *Strategic Plan for the Redevelopment of the Port of New York*, EDC identified auto processing/general cargo as the preferred use at SBMT. EDC issued a Request for Proposals (RFP) in November 2000 for redevelopment of the SBMT “...as a general purpose terminal for non-containerized cargoes such as break bulk, auto processing, roll-on/roll-off, project cargoes, or bulk cargoes...” or for maritime related activities, including ship repair or construction. New York City's Department of Sanitation (DSNY) issued an RFP in 2002 for a processor to take over its metal, glass and plastic recycling program.

construction of a dedicated rail freight tunnel. The Cross Harbor Freight Movement Project, spearheaded by Congressman Jerrold Nadler, is aimed at improving the efficiency of freight movement in the region and could substantially reduce the level of through truck traffic and emissions in New York City, Sunset Park in particular. The Draft Environmental Impact Statement (DEIS) for this project has been completed and \$100 million in federal transportation funds has been appropriated through the recently approved transportation spending bill – Transportation Equity Act: A Legacy for Users (TEA-LU) - for design and engineering studies related to the tunnel.

The tunnel alternative is considered essential for the development of a container terminal in Sunset Park, since connection to the tunnel would substantially reduce the amount of land needed for container handling and storage. Expansion of rail freight opportunities could also potentially reduce truck traffic generated by existing and new industrial and maritime uses in Sunset Park. However, the city is not considering a tunnel alternative at this time due to considerable opposition from residents in Maspeth, Queens who would be adversely affected by the development of an intermodal freight terminal in their neighborhood.⁹ In the meantime, EDC has taken steps to improve access to the regional and national rail freight network by rehabilitating and reactivating the 65th Street Rail Yard and initiating improvements to the First Avenue rail line.

Rail Infrastructure Improvements

First Avenue Rail Line – EDC has hired consultants to redesign the First Avenue Rail Line to improve access to the 65th Street rail float facility and provide better service to the SBMT and local industries. Proposed modifications include: removal of the “S” curve segment at Second Avenue and 41st Street; and continuation of the tracks along First Avenue and the extension of First Avenue through the SBMT.

65th Street Rail Yard – The City, in conjunction with New York State, has invested more than \$20 million in improvements to the 65th Street Rail Yard since acquiring it in 1982, including the construction of two new rail float bridges. In January 2005 EDC issued a Request for Proposals (RFP) for development of the northern portion of the rail yard, including water frontage and unimproved shoreline, for intermodal rail or waterborne uses.

Bush Terminal Piers Waterfront Park

EDC has been working with consultants on the design of a 23.7 acre waterfront park at Bush Terminal Piers 1 through 5 that includes a multicultural pier and public access down 43rd and 51st Streets. Environmental studies have been completed and funding has been obtained for the final design of the park and the first phase of construction, as well as public access and transportation related improvements. While there is strong support for a waterfront park at Bush Terminal piers, residents have expressed concern that recreational facilities and concessions will be used to support the upkeep of the park and that they may not be freely accessible and affordable to the local community. Brownfield remediation began in 2009.

Federal Building #2

The Brooklyn Economic Development Corporation (BEDC) has spearheaded a broad community-based effort over the past five years - with support from Congresswoman Nydia Velazquez and Congressman Jerrold Nadler as well as the Brooklyn Borough President’s Office - to acquire a vacant 1.1 million square foot industrial loft building at 850 Third Avenue, owned by the federal government, and redevelop it as a manufacturing incubator. In December 2005 BEDC and EDC issued a joint RFP seeking qualified developers to partner with BEDC in redeveloping the building once the City has assumed ownership. In 2008 a developer was chosen but economic circumstances forced them to pull out starting the process over.

⁹ “\$100 Million for a Tunnel. What Tunnel?” *The New York Times*, August 3, 2005.

Gowanus Expressway Project

The New York State Department of Transportation (NYS DOT) is currently investigating the feasibility of tunneling the Gowanus Expressway rather than reconstructing the viaduct as part of the Gowanus Expressway Project Environmental Impact Statement (EIS) process. In a January 2001 settlement with local community groups NYS DOT agreed to review the environmental and economic effects of tunneling the highway and provide funding for a technical advisor to assist the community during the EIS process. The Gowanus Community Stakeholder Group was formed to work with the agency and ensure that all community needs and issues are addressed. Up to 46 potential tunnel routes were initially developed. By 2004 that number had been reduced to five: four state developed alternatives; and one community alternative which proposed development along the bulkhead. The community alternative has subsequently been chosen as the preferred tunnel alignment. It will be further studied and included in the EIS. While the community generally prefers the tunnel alternative, there is still concern about the impact this will have on the neighborhood, in terms of property takings, tunnel ventilation, security and access. Removal of the viaduct may also lead to increased development pressures along Third Avenue that may threaten industrial preservation and development efforts on the waterfront.

Comprehensive Solid Waste Management Plan

New York City's Comprehensive Solid Waste Management Plan (SWMP), approved by the New York City Council on July 19, 2006 will have a substantial impact on Sunset Park as it calls for the redesign and reactivation of the Hamilton Avenue Marine Transfer facility for containerized waste transport. CB7 expressed support for this project during the public review process subject to a number of conditions, including a reduction in the number of community districts to be served by the facility; a moratorium on increased tonnage; ceding of the 52nd Street Pier, currently used as a sanitation garage, for inclusion in the Bush Terminal Piers Waterfront Park plan; and assurance that the 65th Street Rail Yard is not included in the SWMP. (Appendix 4) The barge-based recycling facility to be developed at SBMT is an integral part of the SWMP.



Industry City, with South Brooklyn Marine Terminal in the foreground



Bush Terminal Piers – site of new waterfront park



KEY

1. Reactivation of Hamilton Avenue Marine Transfer Station. (DSNY)
2. Gowanus Expressway Project:
(a) Reconstruction; (b) Tunnel Alternative. (NYS DOT)
3. 25th Street Pier: Lafarge NA Cement Distribution Facility. (EDC)
4. GSA Federal Building #2: Proposed for rehabilitation as light manufacturing incubator space. (BEDC/EDC)
5. SBMT: Proposed maritime/industrial development – Auto Port, Break Bulk Facility (Axis Group); Sunset Park Recycling Facility (Sims Hugo Neu Company, LLC). (EDC)
6. South Brooklyn Facility (SBMT): general cargo, auto, dry bulk scenarios. (CPIP)
7. South Brooklyn Facility (SBMT, First Avenue Rail, BAT): container scenario – contingent upon construction of a cross harbor rail freight tunnel*. (CPIP)
8. Bush Terminal Pier 6: Proposed redevelopment for cement distribution. (EDC)
9. Proposed Bush Terminal Piers Waterfront Park. (EDC)
10. 43rd Street and 51st Street: Primary and secondary access corridors to proposed waterfront park. (EDC)
11. First Avenue Rail Improvements. (EDC)
12. Reactivation of 65th Street Rail Yard. (EDC)
13. Cross Harbor Freight Movement Project. (EDC)
 - (a) Enhanced Rail Float Operations Alternative
 - (b) Tunnel Alternative – via New Jersey
 - (c) Tunnel Alternative – via Staten Island
 - (d) Connection to First Avenue Rail Line/SBMT Alternative.

* Reflects EDC's 1999 Strategic Plan for the Redevelopment of the Port of New York.

**Sunset Park 197- a Plan
Community Board 7**

- Proposed Maritime Use
- Proposed Open Space Use
- Federal Building #2
- Gowanus Expressway Project
- Rail Infrastructure Improvements
- Waterfront Access
- Proposed Cross Harbor Freight Tunnel

**Map 5: Major Development
Plans / Initiatives**

Map created by Elena Patarini - May 2007

Planning Process

Developing a Vision

In the spring of 1996, the New York Metro Chapter of the American Planning Association (APA) received a grant, through its Urban Design Committee, to partner with a community on the development of a 197-a plan. Sunset Park, Brooklyn, was chosen for two reasons: first, the community board's 197-a Committee was well organized and had already done a lot of the preliminary research; and second, large tracts of underutilized property on the waterfront presented significant urban design and planning challenges and opportunities. The Regional Plan Association (RPA) was hired to facilitate a community-based visioning and planning process. A great deal was accomplished over the next one and a half years, including research and documentation of existing conditions and development of base drawings and models of the area. The 197-a Committee generated a Draft Vision Statement, a kind of "wish list" and initiated outreach for the planning effort. A waterfront festival, organized as part of this outreach, brought many people to the waterfront in the summer of 1997, many of them for the first time. Some 120 questionnaires were completed by people attending the festival.

A two-day Community Planning and Design Workshop was held in December 1997, in an effort to bring together as many community groups and businesses as possible and establish preliminary goals and recommendations. The workshop was co-sponsored by the Municipal Art Society Planning Center. Funding was provided by Con Edison, Brooklyn Union Gas, the Independence Savings Bank and Citibank. A Briefing Book containing all of the information that had been gathered provided background material for the workshop.

The 197-a Committee worked over the next year and a half to broaden the visions, goals and ideas presented in the workshop report, and generate new ideas and recommendations that reflected emerging issues and development plans.

Substantial efforts were made to increase public awareness of the waterfront and generate interest in its development. CB7 established the Waterfront Festival as an annual event and the Southwest Brooklyn Industrial Development Corporation (SWBIDC) and the United Puerto Rican Organization of Sunset Park (UPROSE) sponsored a competition in the summer of 2000 for the design of Third Avenue as it might look without the Gowanus Expressway.

Expanding Participation

The 197-a Committee worked during 2000 and 2001 to expand community outreach and increase participation in the planning process, working with community planner Jocelyne Chait and the Pratt Institute Center for Community and Environmental Development (PICCED) - now the Pratt Center for Community Development (PCCD) - who provided technical assistance. A series of focus meetings was held in various locations in Sunset Park in November and December of 2000 to discuss issues and preliminary recommendations related to waterfront development; businesses and jobs; environment; transportation; open space and waterfront access; and housing and community facilities. A Business Forum, co-sponsored by SWBIDC was held in March 2001.

A twelve-page draft summary of the 197-a plan, with highlights in Spanish, was published as an insert in the Home Reporter and Sunset News in June 2001, inviting the public to a community forum and follow-up workshop. (Appendix 1) The invitation and summary of major features of the draft plan were also published in the local Chinese press. Over 100 people attended each event, providing feedback on major issues and draft recommendations.

The September 11, 2001 attack on the World Trade Center effectively halted the Sunset Park planning process. Priorities were directed elsewhere in the immediate months following the disaster, as they were throughout New York City. However, widespread discussion over the next several months about the need for greater economic diversification and decentralization in New York City underscored Sunset Park's strategic importance in the local and regional economy and placed renewed emphasis on revitalization of the waterfront for maritime and industrial use.

Additional workshops for the Latino and Chinese communities, co-sponsored by UPROSE and the Brooklyn Chinese American Association (BCAA) respectively, were held in December, 2001 and April 2002.

While efforts to complete the plan continued over the next two years progress was slow. CB7 worked steadily however, in support of various initiatives on the waterfront that are part of the plan, including Bush Terminal Piers Waterfront Park sponsored by EDC, and the acquisition and reuse of Federal Building #2 led by BEDC, as well as opposition to development proposals that would have an adverse impact on the community, such as Sunset Energy Fleet's application under New York State Public Service Law to build a 520-megawatt natural gas-fired power plant at the 22nd Street Pier.

Appendices 1 and 2 contain detailed documentation of community forums, workshops, and meetings with city and state agencies, as well as public outreach efforts during this period.

Refining the Plan

Additional funding in 2004 made it possible for CB7 to renew its efforts to complete the plan. A number of sections required substantial revision. The Economic Development section, for instance, has been entirely rewritten to reflect the City's new Industrial Policy announced in early 2005. Information on immigration trends and port improvement, transportation, open space and waterfront development plans required updating and the Board needed to re-establish a clear consensus on all of the recommendations.

A color brochure, describing the major elements of the plan, accompanied by a questionnaire soliciting further input, was distributed at UPROSE's first annual Air Festival in June 2004 and again at CB7's Waterfront Festival in September of that year. The 197-a Committee met on a monthly basis from October 2004 to March 2005 to review and comment on the Existing Conditions and Recommendations sections in the plan. The draft plan was presented to the Community Board as a whole on March 16, 2005. A summarized version of the draft was submitted to the Department of City Planning (DCP) a month later for review. DCP's Brooklyn Office and Office of Plan Coordination have worked with CB7 since then, reviewing the full draft and subsequent revisions and providing technical assistance. Many of DCP's comments and suggestions are reflected in this final draft.

The Sunset Park 197-a Plan reflects the original vision, goals and ideas expressed at the 1997 Community Planning Workshop as well as new ideas that have emerged over the past nine years in response to development issues, opportunities and trends.

It must be viewed as a living, working document and will continue to be developed and refined throughout the public review and approval process until it is formally adopted by the New York City Council.



Community Forum – June 2001



BCAA workshop - April 2002

Chart 1: 197- a Plans - Review and Approval Process

LETTER OF INTENT	<ul style="list-style-type: none"> The Community Board - or other sponsor – notifies the Department of City Planning (DCP) of its intent to submit a 197-a Plan – at least 90 days before submission.
PLAN SUBMISSION	<ul style="list-style-type: none"> The Community Board - or other sponsor- holds a public hearing and votes to approve the plan. Submits 30 copies of the plan to DCP for Threshold Review.
THRESHOLD REVIEW	<ul style="list-style-type: none"> DCP staff has 90 days to review the plan for form and content. May ask for additional information/documentation. The 90-day period begins anew with submission of revised plan. DCP submits Threshold Report to the City Planning Commission (CPC) CPC has 30 days to determine if the plan meets threshold standards.
ENVIRONMENTAL REVIEW / DETERMINATION	<ul style="list-style-type: none"> DCP is responsible for determining the need for assessing the environmental impacts of 197-a Plans. Since they are largely policy documents 197-a Plans do not trigger a Positive Declaration.
COMMUNITY / BOROUGH REVIEW	<ul style="list-style-type: none"> DCP circulates the plan to the affected community board or boards, Borough President, borough board and affected city agencies. Community Board – 60-day review period / public hearing / report to CPC. Borough President – 120-day review period / public hearing / report to CPC.
SUBSTANTIVE REVIEW	<ul style="list-style-type: none"> Within 60 days of receipt of the Borough President's recommendations or final day of the 120-day borough president review period CPC holds a public hearing. Within 60 days of the public hearing CPC votes to approve the plan, approve with modifications, or disapprove. CPC resolution and report submitted to the City Council.
CITY COUNCIL REVIEW	<ul style="list-style-type: none"> The City Council has 50 days to review the plan and hold a public hearing. The Council's Land Use Committee conducts the public hearing and votes prior to the vote of the full Council. The City Council votes to adopt the plan as submitted by CPC, adopt with additional modifications, or reject the plan.

Establishing a Vision for the Sunset Park Waterfront

Major Assets

Industrial infrastructure – The Sunset Park waterfront is well suited for continued maritime and/or industrial use. It has an extensive industrial infrastructure, developed over more than 100 years, that can potentially accommodate a broad range of industrial uses and a local rail freight transportation network that includes rail lines, rail yards and rail float bridges.

Government subsidies and incentive programs – Sunset Park's designation as a Significant Maritime and Industrial Area, an Industrial Business Zone, a state Empire Zone and a federal HUB Zone provides access to a large number of tax and financial assistance programs for businesses seeking to develop or expand.

Underutilized government-owned property – The large amount of vacant or underutilized government-owned property on the waterfront provides substantial opportunity for maritime and/or industrial development and is a potential source of affordable industrial space.

Accessibility – Extensive transportation infrastructure makes Sunset Park readily accessible from other parts of New York City and the tri-state region. The existing highway network includes the Gowanus Expressway (I-278), Prospect Expressway (NY-27), Fort Hamilton Parkway, and connections to the Verrazano-Narrows Bridge and the Brooklyn Battery Tunnel. Rail connections to Long Island at the 65th Street Rail Yard and rail float bridges to New Jersey have potential for substantial expansion and improvement. The 40-foot deep Bay Ridge Channel which runs alongside provides good access for deep sea vessels.

Local labor force – Sunset Park's industrial area lies in close proximity to a large labor pool, comprised of both skilled and unskilled workers, many of them recent immigrants in search of entry level jobs.

Waterfront views – Sunset Park's two-and-a-half miles of waterfront provides expansive views of lower Manhattan and the New York Harbor.

Proximity of sub-contractors, suppliers and support services – This is especially true for the garment industry, one of Sunset Park's primary manufacturing sectors.

Major Issues

Despite the area's substantial advantages certain adverse conditions have hindered economic revitalization efforts and kept the waterfront out of reach of Sunset Park's upland communities. They include uncertainty over long-term port development and transportation plans; rising real estate costs; a deteriorated and obsolete industrial infrastructure; and traffic, environmental, and quality of life impacts of the Gowanus Expressway. Development on the waterfront is also closely tied to district-wide issues and needs of the growing population, including access to jobs, affordable housing, environmental justice, public open space, quality of life, and schools, job training, day care and other community facilities and services.

Development uncertainty – Business development and expansion in the waterfront study area has been hampered for the past several years by uncertainties regarding long-term rail and port improvement plans as well as plans for the Gowanus Expressway. Development of a cross harbor rail freight tunnel and major port facilities in Sunset Park could have a significant impact on local businesses and jobs, not only in terms of creating new opportunities but also in terms of potential displacement. Similarly, while reconstruction or tunneling of the Gowanus Expressway provides an opportunity to improve truck movement and access in Sunset Park, traffic disruptions and rerouting during construction may adversely affect many local businesses as well as local residents. In this climate of uncertainty businesses have been reluctant to undertake major capital improvements or expansion efforts.

Rising cost of industrial real estate – The cost of industrial real estate in Sunset Park has grown in recent years in response to increased demand but also as a result of competition from commercial and

office uses, which can generally afford higher rents. This has hampered the ability of industrial businesses to find space and made it hard for existing businesses to maintain or expand their operations.

Deteriorated and obsolete industrial infrastructure – While the waterfront study area has substantial industrial infrastructure, much of it is comprised of antiquated loft buildings, railway tracks, piers, roadbeds and water mains and sewers that are in some cases over 100 years old and in need of substantial rehabilitation and upgrades.

Although space may be available in Sunset Park's multi-story industrial loft buildings, in many instances it is unsuited for modern manufacturing and warehousing needs and requires a substantial level of investment in order to be practicable.

The waterfront itself, much of it city-owned, is largely derelict and underutilized - a shadow of what was once the real "port of New York." It is characterized by collapsing piers and a number of large, inactive properties.¹⁰ There are currently few maritime uses on the waterfront and access is very limited. Partial landfill at Bush Terminal Piers, the result of an aborted landfill operation in the mid-1970s, has become substantially naturalized.

Roads throughout the study area are in various states of disrepair. Many of them, including older cobblestone sections containing railroad tracks, are heavily used by local and through truck traffic. Frequent repairs - of potholes, as well as sewers and water mains - and telecommunication upgrades have exacerbated roadway conditions.

The Gowanus Expressway (I-278) – Residents and businesses have expressed widespread dissatisfaction with the current state of the Gowanus Expressway, citing inadequate access in Sunset Park, roadway deterioration and traffic congestion. The Gowanus Expressway also has a considerable environmental impact on the area. Extensive auto and truck congestion on the highway causes high levels of toxic emissions that are believed to contribute to a number of respiratory illnesses, including asthma, which is of concern in Sunset Park. The deep shadows, high noise levels and dirt under the viaduct create an inhospitable environment along the length of Third Avenue, effectively shutting off the waterfront from upland communities.

Access to jobs – CD7 has a large immigrant population, with a substantial number of recent arrivals that have limited proficiency in English and relatively low levels of education. While some may find jobs in the service sector, the garment industry or the informal economy, these jobs are generally poorly paid, with little or no benefits and no possibility for upward mobility. There is a considerable need throughout the district, therefore, for well paid entry level jobs. At the same time businesses in Sunset Park have expressed difficulty finding and retaining local employees with the necessary skills, suggesting a widespread need for job training and job readiness programs.

Affordable housing – The high incidence of overcrowding among recent immigrants and illegal subdivision of homes into single room occupancy dwellings (SRO's) reflect an acute housing shortage in Sunset Park. There are growing fears of rent increases and displacement as higher-income households squeezed out of gentrifying neighborhoods elsewhere in New York City seek housing in the area. The mixed-use district between Second and Third Avenues in the waterfront study area experienced significant housing disinvestment and abandonment during the 1970s. Despite the increased demand for housing in Sunset Park this area remains less attractive as a residential location, largely because of the blighting effect of the Gowanus Expressway. Inadequate code enforcement is also a problem in some areas. Illegal SRO's, in particular, suffer from maintenance deficiencies and unsafe conditions. While there is a strong need for additional affordable housing in Sunset Park, including senior housing, there are few sites available for as-of-right residential development. The recent contextual zoning of 128 residential blocks in the Sunset Park community may provide additional opportunities for affordable units within CD 7 if potential developers take advantage of bulk incentives to create such units provided in the zoning plan.

¹⁰ The collapse of the piers has, ironically, been accelerated with the cleaning up of the harbor waters, which made it possible for the "marine borer" - a wood-eating worm - to return and undermine the pilings. The Army Corps of Engineers has removed a number of piers in Sunset Park in recent years through its "harbor drift" program.

Environmental justice – There are considerable environmental issues on the waterfront besides the Gowanus Expressway that are of concern to the local, predominantly low- and moderate-income community, including the possibility that Sunset Park, as one of the few remaining heavy manufacturing districts in the city, will receive a disproportionate share of noxious industrial and municipal uses. Local residents are also concerned about the environmental impact of proposed maritime and industrial development, including the potential for increased truck traffic and increased emissions.

Public open space and waterfront access – There is broad agreement throughout the district on the need for public open space in Sunset Park. While CD7 had 1.02 acres of public open space per 1,000 residents in 1996 – the most recent figure available from DCP¹¹ - significant increases in population over the past ten years have reduced the ratio to 0.89. This is barely one-third of DCP's open space standard of 2.5 acres per 1,000 residents and less than one-quarter of the current citywide open space ratio of 3.8. Upland communities have also expressed the need for greater waterfront access. The BAT pier and ferry landing at 58th Street currently provides the only public access to the waterfront. However, it has limited provision for recreational activities and no public amenities besides perimeter seating. It is also poorly publicized. There are no clearly defined access routes to the waterfront and the noisy, polluted, dark environment under the Gowanus Expressway creates a formidable barrier. Industrial operations and transportation infrastructure, such as the First Avenue rail line, also impede access.

Quality of life – The proliferation of adult entertainment establishments along Third Avenue and criminal activity, including illegal dumping, vandalism, and prostitution in the industrial area is of considerable concern to Sunset Park's businesses as well as adjacent residential communities.

Community facilities and services – One of the primary areas of concern for community residents has been the need for additional schools in Sunset Park, particularly a local high school. A forty year effort to build the first public high school in the community finally proved successful with the opening of Sunset Park High School in September 2009. An early childhood learning center (pre-K through 2nd grade) is expected to open in 2010. Other community service needs include additional day care slots, immigrant services, job training and training for persons with disabilities. Residents have also expressed the need for community centers that could be used for recreational purposes, meetings and cultural events.

Historic preservation - Sunset Park's historic maritime and industrial infrastructure, including early industrial loft buildings, cobblestone streets and a rail network dating back to the late 19th Century, a defining period in New York City's growth and development, is substantially at risk of being lost through economic revitalization efforts on the waterfront.

Long-Term Vision

The Sunset Park 197-a Plan is built upon a vision of the Sunset Park waterfront as a sustainable mixed use neighborhood that promotes regional and local economic development, fosters a healthy living and working environment, and reconnects upland residential communities to the water's edge.

Goals

- To promote industrial redevelopment and job creation in Sunset Park while retaining existing industrial jobs.
- To maximize waterfront access and open space opportunities in combination with industrial and waterfront redevelopment.
- To preserve existing industrial, commercial and residential uses and fabric in the area east of First Avenue.

¹¹ *Recreation and Open Space in New York City: Brooklyn*. New York City Department of City Planning. Fall, 1996.

- To encourage development that places a minimal environmental burden on adjacent residential communities.
- To preserve and celebrate Sunset Park's rich maritime and industrial heritage.

Chart 2: Sunset Park 197-a Plan - Revitalization Strategies

	Economic Development	Transportation	Environment / Public Health	Open Space / Waterfront Access	Housing	Community Facilities / Services	Historic Preservation
A	Capitalize on available underutilized city-owned land on the waterfront for job intensive, environmentally sustainable maritime or industrial development.	Upgrade the street and highway infrastructure.	Pursue environmentally sound maritime and industrial development and operations.	Incorporate public open space and waterfront access in future development efforts, capitalizing on available city-owned land in and adjacent to the waterfront study area.	Preserve and maintain existing affordable housing in the waterfront study area.	Develop new community facilities, where appropriate.	Preserve historically significant buildings, sites and artifacts on the Sunset Park waterfront.
B	Maximize existing resources.	Improve the efficiency of freight movement to, from and within the area.	Reduce the level of fuel emissions in Sunset Park.	Maximize existing public open space resources.	Maximize as-of-right development opportunities in the waterfront study area.	Expand and/or improve existing facilities and resources.	Commemorate Sunset Park's maritime and industrial history and its significance in the economic growth and development of New York City and the region.
C	Maintain the affordability of industrial space.	Improve public transportation.	Ensure fair and equitable distribution of municipal facilities.	Facilitate public access to and along the waterfront.	Explore additional development opportunities and resources in other parts of CD7, balancing the need for affordable housing with the need to preserve neighborhood character and view corridors.	Expand the delivery of social, health and community services.	Create a sense of place and identity on the waterfront that will draw local residents and visitors to the area.
D	Promote business, job and workforce development.	Facilitate safe and easy pedestrian and bicycle access.	Pursue environmental remediation and enforcement.	Promote public-private partnerships.	Increase government support for affordable housing preservation and development in CD7.	Address quality-of-life issues through adequate enforcement and standards.	
E	Preserve and upgrade existing infrastructure.		Improve sewage infrastructure.				
F	Minimize the impact of waterfront development, transportation improvements, and infrastructure upgrades on existing businesses.		Increase the amount of greenery and public open space along the waterfront.				
G	Improve the quality of the business and work environment.		Promote public awareness of environmental issues.				

Major Recommendations

The recommendations listed below primarily address land use issues and needs. They are drawn from a comprehensive list of recommendations beginning on page 168 - identified by reference and page number - that also cover service delivery, funding and programs.

ECONOMIC DEVELOPMENT

- Pursue development of job-intensive, high performance, state-of-the-art maritime, industrial and related transportation uses on vacant or underutilized city-owned waterfront property, in consultation with the community. **(A.1, p. 170)**
- Consider additional measures to strengthen the Southwest Brooklyn Industrial Business Zone (IBZ) and preserve affordable manufacturing and industrial space, such as adoption of an Industrial Employment District (IED) currently being considered by the New York City Council. **(B.1, p.171)**
- DCP and EDC should provide technical assistance and advice to community volunteers to conduct a lot by lot land use survey in the waterfront area. **(B.2, p.172)**
- Planning for the Sunset Park portion of the IBZ should involve CB7 as well as local industrial and community development organizations and institutions and should consider the goals, strategies and recommendations set forth in the Sunset Park 197-a Plan. **(B.3, p. 172)**
- Identify vacant or underutilized privately- and publicly-owned buildings and lots throughout the waterfront study area – based upon a thorough assessment of land uses - that may provide opportunities for (a) the development of new industrial businesses and services in Sunset Park; (b) the expansion of existing businesses; (c) relocation of businesses displaced from other parts of the city or by future port development or transportation improvements; and (d) supportive services such as a vocational training center, day-care facilities, local retail facilities, and parking. **(B.4, p.172)**
- Promote the retrofitting of privately-owned multi-story industrial loft buildings through the provision or marketing of tax incentives, tax exempt bonds, and rehabilitation loans, to accommodate new manufacturing and industrial uses. **(B.5, p. 172)**
- Expand redevelopment efforts at the city-owned Brooklyn Army Terminal (BAT) to encompass the entire facility, in order to accommodate new or expanding as well as relocating industrial businesses. **(B.6, p. 173)**
- Preserve publicly-owned industrial property in the waterfront study area - including the BAT, Federal Building #2, the Bush Terminal Industrial Complex and the Brooklyn Wholesale Meat Market - managed by the Economic Development Corporation (EDC) or by non-profit entities, to ensure an ongoing supply of affordable rental space for small and medium sized start-up companies and for businesses wishing to expand or relocate to Sunset Park. **(C.1, p. 173)**
- Encourage private development of affordable rental industrial space in Sunset Park through the provision of tax and other financial incentives. **(C.2, p. 173)**
- Market entrepreneurship opportunities on the waterfront to Sunset Park's upland immigrant communities. **(D.2, p. 174)**
- Explore the possibility of developing a vocational training center on the waterfront that would prepare students for jobs in maritime, manufacturing, green building and new hi-tech industries in the area.

Potential sites: BAT “administration” building or Building A; Federal Building #2; and Bush Terminal Industrial Complex. **(D.3, p.174)**

- Promote comprehensive infrastructure improvements and upgrades throughout the waterfront study area in coordination with economic revitalization efforts. **(E.1, p. 175)**

TRANSPORTATION

- Improve access to and exit from the Gowanus Expressway in Sunset Park, whether the highway is tunneled or remains elevated. Improve existing off-ramps at 38th and 39th Streets; provide on-ramps at a more central location; and consider additional off-ramps south of 38th and 39th Streets to reduce the amount of traffic coming off the 65th Street exit onto Third Avenue. **(A.1, p. 178)**
- Plans for the redevelopment of Third Avenue - if the Gowanus Expressway is replaced with a tunnel - should involve extensive community consultation and adhere closely to the principles, goals and objectives of the 197-a Plan. **(A.3, p. 179)**
- Undertake a study of roadway conditions throughout the waterfront study area and implement a comprehensive road repair and resurfacing program. **(A.5, p.179)**
- Explore appropriate locations for additional off-street public parking, including decked parking and vertical parking structures, in the waterfront study area. Relocate the Department of Sanitation (DSNY) garage on the 52nd Street Pier to provide opportunities for public parking in addition to open space and recreational uses. **(A.9, p.180)**
- Ensure that trucks serving new maritime and industrial uses at the South Brooklyn Marine Terminal (SBMT) have the most direct access to the Gowanus Expressway, whether the highway is tunneled or remains elevated. **(B.1.a, p. 180)**
- Coordinate truck route improvements in Sunset Park with economic development efforts as well as open space and greenway planning, in close consultation with CB7 as well as local organizations, residents and businesses. **(B.1.b, p. 181)**
- Consider making 20th and 39th Streets one-way truck routes. **(B.2, p. 181)**
- Support improvements to the regional rail freight network as a means of alleviating congestion on the Gowanus/BQE corridor and other through truck routes in New York City. **(B.5, p. 182)**
- Expedite rail float development and operations in Sunset Park. **(B.6, p. 182)**
- Preserve and upgrade existing rail infrastructure in coordination with open space and greenway planning as well as the Gowanus Expressway Project. **(B.7, p. 182)**
- Explore the expansion of the B11, B35 and B70 bus routes in the waterfront study area to accommodate heightened industrial activity and waterfront access needs. **(C.1, p. 182)**
- Support the establishment of a jitney or shuttle service connecting Fourth Avenue subway stations and upland neighborhoods to existing and new waterfront uses, including manufacturing centers, the 58th Street ferry terminal, potential additional ferry service at 39th Street, and the Bush Terminal Piers Waterfront Park. **(C.2, p. 183)**
- Promote the expansion of ferry service on the Sunset Park waterfront as part of a regional ferry transit network. **(C.5, p. 183)**

- Develop transportation and urban design solutions, in consultation with CB7, to improve conditions along Third Avenue for both pedestrians and cyclists and facilitate access to the waterfront. **(D.1, p. 184)**

ENVIRONMENT AND PUBLIC HEALTH

- Designate the Sunset Park portion of the Southwest Brooklyn IBZ a “**Sustainable Industrial District**,” that would serve as a model for environmentally sound industrial development and operations nationwide. Encourage use of green building standards; promote environmentally sustainable business practices; promote green manufacturing and green building industries. **(A.1, p. 186)**
- Conduct a comprehensive, long-term air quality study in Sunset Park to determine current pollution levels and assess the impacts of increased industrial activity. **(B.1, p. 188)**
- Fully assess health and land use impacts, and environmental justice implications, prior to siting new heavy industrial and municipal uses in the area. **(C.1, p. 189)**
- Minimize adverse impacts from reactivation of the Hamilton Avenue Marine Transfer Station under the city’s recently adopted Comprehensive Solid Waste Management Plan. **(C.2, p.189)**
- Minimize environmental impacts from the proposed Hugo Neu recycling facility at SBMT and maximize community benefits, per CB7’s February 16, 2005 resolution. **(C.3, p. 190)**
- Identify and assess brownfield sites in the waterfront study area and develop strategies for environmental remediation and reuse. **(D.1, p. 190)**
- Remediate city-owned properties that are identified as brownfields to permit their rehabilitation and reuse, such as the BAT boiler building and adjacent “administration” building at the foot of 58th Street. **(D.3, p. 191)**
- Develop and implement stormwater Best Management Practices for the Sunset Park area. **(E.1, p. 191)**
- Industrial, maritime and transportation related improvements in the waterfront study area should be combined with an extensive greening program that includes additional parkland, street trees, green buffers, permeable paving, and green roofs, wherever feasible, to mitigate air pollution, reduce runoff, increase energy efficiency, and improve the quality of the environment. **(F.1, p. 192)**
- Promote public awareness and understanding of environmental sustainability through educational programs and exhibits on such topics as air, soil and water quality, environmental remediation, recycling, and green manufacturing - as well as natural habitats and marine life. **(G.1, p. 192)**

OPEN SPACE AND WATERFRONT ACCESS

- Explore additional opportunities for open space in the Sunset Park waterfront area. **(A.1, p. 194)**
- Expedite the development of a waterfront park and recreational / multicultural facilities at Bush Terminal Piers 1 through 5. **(A.2, p. 195)**
- Encourage other destinations besides the park at Bush Terminal Piers, such as a maritime/industrial museum, historic ships, an environmental center, cultural/educational facilities, and a café or restaurant that will draw people down from the upland neighborhoods and help establish a sense of place and identity on the waterfront. **(A.2.c, p. 195)**

- Explore other opportunities for open space development along the waterfront to supplement Bush Terminal Piers Waterfront Park, including the 52nd Street pier immediately to the south, currently occupied by the DSNY garage. **(A.3, p.196)**
- Permit public access to the BAT waterfront: Create a waterfront access corridor along the bulkhead; explore the feasibility of a boat launch for kayaks and other hand-powered craft in this location; and consider use by a boatbuilding, rowing and sailing program serving local youth. **(A.4, p. 196)**
- Provide waterfront access at 29th Street and 39th Street. **(A.6, p. 197)**
- Expand existing schoolyards and parks along the east side of Third Avenue and develop additional public open space along Third Avenue, including a greenway, if the Gowanus Expressway viaduct is demolished and replaced with a tunnel. **(A.7, p. 198)**
- Promote increased use of BAT Pier 4 by setting aside a portion of the parking area for transitory recreational, entertainment and cultural activities; installing public amenities; and improving visibility and access. **(B.1, p. 198)**
- Create a greenway along the Sunset Park waterfront - in consultation with CB7 and drawing on plans for a “greenway-blueway” developed by UPROSE and the Pratt Center for Community Development. The Sunset Park Greenway would link existing and proposed public open space and waterfront access corridors in CD7 and would form one segment of a continuous Brooklyn waterfront greenway that is being proposed by the Brooklyn Greenway Initiative and the Regional Plan Association. **(C.1, p. 199)**
- Study the designation of specific east-west streets - e.g. 32nd, 39th, 43rd, 51st and 58th Streets - as waterfront access corridors, based upon existing land uses as well as interim and long-term waterfront development and transportation plans, and following extensive community consultation. **(C.2, p.199)**
- Enhance public safety at key intersections along waterfront access corridors. **(C.4, p. 200)**
- Provide safe and easy pedestrian and bicycle crossings over the First Avenue railroad tracks, based upon interim and long-term rail infrastructure and port improvement plans, and establish alternate routes where direct access is not possible. **(C.5, p. 200)**
- Provide incentives to business owners and property owners on waterfront access corridors, e.g. 43rd Street and 58th Street, to encourage ground floor commercial/retail development where feasible, in order to increase sidewalk density, create a more active, secure street environment, and draw people down to the waterfront. **(C.6, p. 200)**

HOUSING

- Establish a comprehensive housing preservation program for the M1-2D and R districts west of Third Avenue, aimed at encouraging rehabilitation and improvement of the existing housing stock. **(A.1, p. 204)**
- Promote the Inclusionary Housing program’s off-site affordable housing preservation option among developers on Fourth Avenue in South Park Slope - where the recently mapped R8A district includes an Inclusionary Housing bonus – to support housing preservation efforts on the waterfront and elsewhere in the district. **(A.2, p. 204)**

- Support rezoning the R6 district between 60th and 63rd Streets and Second and Third Avenues to a contextual zoning district, as recently passed in the Sunset Park Contextual Rezoning to preserve the low-rise character of the midblocks. **(A.3, p. 204)**
- Identify programs and resources available under the City's New Housing Marketplace Plan that can be applied to affordable housing development, where feasible, in the waterfront study area. **(B.1, p. 204)**
- Explore opportunities for affordable housing development along the east side of Third Avenue if the Gowanus Expressway is demolished and replaced with a tunnel and if the Third Avenue right-of-way can be narrowed to create development parcels. **(B.2, p. 205)**
- Undertake a detailed study of zoning and land use in other parts of CD7 to identify areas that could support additional housing, and develop zoning and other strategies to promote affordable residential development in these locations. *CB7 urges DCP and HPD to strengthen the Inclusionary Housing program through mandatory affordable housing provisions to ensure that a significant amount of affordable housing will be developed.* **(C.1, p. 205)**
- Support the contextual rezoning study of CD7, in addition to determining residential development opportunities, aimed at preserving the low-rise character of the Sunset Park Historic District and other areas. **(C.2, p. 206)**
- Explore both tax and financial incentives to encourage owners of mixed-use buildings along Fifth Avenue to release the residential upper floors for occupancy. **(C.3, p. 206)**
- Explore the feasibility of decking the rail cut at 38th Street and Fourth Avenue to create additional space for housing development, affordable to a range of income levels. **(C.4, p. 206)**

COMMUNITY FACILITIES AND SERVICES / QUALITY OF LIFE

- Monitor the need for additional high school seats in Sunset Park. **(A.1, p. 209)**
- Identify sites in the study area suitable for the development of indoor recreation and sports facilities, accessible to local residents as well as the broader community. Potential sites: Bush Terminal Pier 1; the BAT "administration" building; and the 52nd Street Pier, currently occupied by the DSNY sanitation garage. **(A.2, p.210)**
- Promote adequate provision for both indoor and outdoor recreation and sports facilities in the development of the new high school and any other schools in Sunset Park. **(A.3, p. 210)**
- Explore the feasibility of developing indoor recreation and sports facilities, in conjunction with residential development, on a deck over the rail cut at 38th Street and Fourth Avenue. **(A.4, p. 210)**
- Explore opportunities for developing day-care and Head Start facilities in proximity to workplaces on the waterfront, e.g. Bush Terminal Industrial Complex. **(A.5, p. 210)**
- Consider expanding the Georgia L. McMurray BATKids Center in BAT Building B or developing additional day-care facilities in Building A to accommodate incoming employees. **(A.6, p 210)**
- Identify potential city-owned sites and/or sources of funding for community/cultural facilities in the waterfront study area or on waterfront access corridors. Potential sites: Bush Terminal Pier 5; Bush Terminal Office Building; Bush Terminal Longshoremen's Center; BAT "administration" building; and the former Sunset Park Courthouse and 68th Precinct Station House at the intersection of 43rd Street and Fourth Avenue. **(A.7, p. 210)**

- Encourage the development of a cultural corridor on 43rd Street that incorporates existing historic landmarks - the Sunset Park Courthouse and the former 68th Precinct Station House – in order to strengthen the connection between the proposed waterfront park, Sunset Park on Fifth Avenue, and upland communities. **(A.8, p. 211)**
- Litigation that has delayed the effective date of the 2001 amendments to the adult entertainment zoning regulations should be settled as soon as possible. Existing zoning should be strictly enforced in the meantime. **(D.1, p. 212)**



























HISTORIC PRESERVATION

Note: See Map R-8 on page 217 and the Historic Preservation chapter on page 159 for building and site locations and descriptions by map number.

- Consider historically and architecturally significant buildings in the waterfront study area for potential designation as New York City landmarks, including: E.W. Bliss Company (9); American Can Company (10); American Machine and Foundry Building (11); National Metal Company (12); New York State Arsenal (15); and the Brooklyn Railroad Building (16). **(A.1, p. 214)**
- Preserve Sunset Park's historic infrastructure, wherever feasible, including railroad tracks (7), piers and cobblestone streets. **(A.2, p. 215)**
- Encourage the preservation of privately-owned historic or architecturally significant buildings in the study area, through the marketing and/or provision of tax and other financial incentives. **(A.3, p. 215)**
- Support the creation of a maritime and industrial museum on the waterfront to promote awareness of Sunset Park's maritime and industrial past and the important contributions its immigrant communities have made to the local and regional economy. **(B.1, p.215)**
- Support the creation of a cultural/historic precinct on the water's edge, linking a maritime/industrial museum and other cultural, historic and educational facilities to the proposed Bush Terminal Piers Waterfront Park. **(C.1, p. 216)**
- Promote the creation of a historic trail and map leading people from upland neighborhoods to and along the waterfront, using plaques to identify historic buildings and sites. **(C.3, p. 216)**



Legend

-  Study Area Boundary
-  Job intensive maritime, industrial and transportation uses on city-owned property.
-  Rehabilitation / preservation of existing publicly-owned affordable industrial space.
-  Vocational training center - potential sites: (1) BAT "administration" bldg; (2) BAT Bldg. A; (3) Federal Bldg. #2; (4) Bush Terminal.
- Rail infrastructure improvements:**
 -  First Avenue Rail Line
 -  Rail Yards
 -  Rail float operations
-  Gowanus Expressway Project (reconstruction / tunnel alternatives): Central on-ramps and direct truck access to / from SBMT.
-  Expanded ferry service
-  Third Avenue redevelopment, in consultation with community, if viaduct is demolished.
-  Sustainable Industrial District (high performance maritime / industrial uses; green manufacturing; green building standards).
- Comprehensive public open space development - coordinated with economic development and transportation improvements:**
 -  Public open space / recreation: (a) Bush Terminal Piers; (b) 52nd Street Pier; (c) BAT Pier 4; (d) BAT waterfront.
 -  Sunset Park Greenway - potential route (drawing on plans for a Greenway-Blueway by UPROSE).
 -  Waterfront access corridors (safe pedestrian crossings; retail / commercial development, where feasible).
 -  Point access: 29th and 39th Streets.
-  Housing preservation and development in existing R districts.
-  Contextual rezoning to preserve low-rise midblocks.
-  Housing preservation - and development, where feasible - in existing M1-2D district.
-  Affordable housing development on east side of Third Avenue if viaduct is demolished.
-  Identify areas east of Third Avenue suitable for (a) higher density affordable residential development; and (b) contextual rezoning to preserve neighborhood character, historic district and views.
-  Promotion of South Park Slope Inclusionary Housing Program.
-  Full use of residential space in mixed-use buildings on Fifth Avenue.
-  Potential housing development over the 38th Street rail cut.
-  Cultural / historic precinct linked to waterfront park (maritime / industrial museum; environmental / cultural center).
-  Potential historic landmark / historic district designation.
-  Expedite the development of a public high school in Sunset Park.

**Sunset Park 197- a Plan
Community Board 7**

**Map R-1
Comprehensive
Recommendations**

Map created by Elena Parolini - May 2007
Map revised - September 2009

Relationship to Citywide Policy

Introduction

Under Section 4.020d of the *Rules for the Processing of Plans Pursuant to Charter Section 197-a* “...A plan shall show consideration of its relationship to applicable policy documents including the Ten-Year Capital Strategy, the Zoning and Planning Report, the borough and mayoral Strategic Policy Statements and any 197-a plan of a neighboring or superior jurisdiction.”

The Sunset Park 197-a Plan supports and builds upon citywide policies aimed at preserving the maritime and industrial waterfront in strategic locations, recognizing the need for preserving certain parts of the city for industrial development and expansion as well as the need for well paid local jobs. In this respect it is consistent with the New York City Comprehensive Waterfront Plan, the Plan for the Brooklyn Waterfront, New York City’s New Waterfront Revitalization Program, the City’s new Industrial Policy, and the City’s Ten-Year Capital Strategy. It is also consistent with the Brooklyn Borough President’s Strategic Policy Statement, which supports continued industrial use on the Sunset Park waterfront and renovation of publicly owned properties such as the Brooklyn Army Terminal and the former FDA Building (Federal Building #2) to provide additional affordable manufacturing space.

The Plan’s public open space and waterfront access recommendations correspond to those in other 197-a plans for the Brooklyn waterfront, including the Greenpoint Plan, the Williamsburg Waterfront Plan, the Old Brooklyn District Plan, and the Red Hook Plan as well as plans for Brooklyn Bridge Park.¹² These plans together create a comprehensive strategy for public waterfront access from Newtown Creek in the north to Bay Ridge in the south.

Establishment of a “*sustainable industrial district*” in Sunset Park, that promotes environmentally sustainable maritime and industrial development, is not only consistent with the city’s Waterfront Revitalization Program, but also advances many of the goals in PlaNYC, Mayor Michael R. Bloomberg’s recently released blueprint for developing a sustainable New York City by the year 2030.

New York City Comprehensive Waterfront Plan: Reclaiming the City’s Edge, NYC DCP, 1992

Recommendations for economic development and industrial retention in the 197-a Plan are fully consistent with the New York City Comprehensive Waterfront Plan (CWP), which calls for preservation and revitalization of the working waterfront for maritime and water-dependent industrial uses as well as commercial and public transportation uses, e.g. rail float operations and ferry service. Sunset Park’s working waterfront is identified in the CWP as one of six Significant Maritime and Industrial Areas in New York City. The 197-a Plan also builds upon recommendations in the CWP for expanding the public waterfront and encouraging water dependent recreation, through development of Bush Terminal Piers Waterfront Park and provision for non-motorized boating at the proposed park and the BAT waterfront. The CWP also recommends “...providing public access in conjunction with new industrial development...” a strategy that is strongly advocated in the 197-a plan, e.g. at the proposed Hugo Neu recycling facility at SBMT and on the BAT waterfront.

Plan for the Brooklyn Waterfront: New York City Comprehensive Waterfront Plan, NYC DCP, Fall 1994

Recommendations in the 197-a Plan align closely with recommendations for development of the Sunset Park waterfront in the Plan for the Brooklyn Waterfront, in particular those related to public open space

¹² The Greenpoint, Williamsburg and Red Hook plans have all been approved and adopted as policy to guide subsequent actions by city agencies. The Old Brooklyn District 197-a Plan did not go beyond a preliminary draft and was never submitted.

and waterfront access.¹³ The Plan for the Brooklyn Waterfront, expanding on the CWP, identifies Bush Terminal Piers as a potential site for public open space development and 39th, 43rd and 52nd Streets as potential waterfront access corridors. Transportation related recommendations are also consistent in both plans, e.g. provision of more centrally located on-ramps to the Gowanus Expressway; improved truck movement and access in the industrial area; improvements to the rail freight infrastructure; and provision of ferry service from BAT Pier 4 as well as 39th Street.

The New Waterfront Revitalization Program, NYC DCP, 2002

New York City's New Waterfront Revitalization Program (WRP), a 197-a plan adopted in 2002, sets forth the city's policies with respect to development and use of the waterfront.¹⁴ It is authorized under New York State's Coastal Zone Management Program, which stems from the federal Coastal Zone Management Act of 1972. The WRP includes ten major policies:

- Policy 1:** *"Support and facilitate commercial and residential redevelopment in areas well-suited to such development."*
- Policy 2:** *"Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation."*
- Policy 3:** *"Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers."*
- Policy 4:** *"Protect and restore the quality and function of ecological systems within the New York City coastal area."*
- Policy 5:** *"Protect and improve water quality in the New York coastal area."*
- Policy 6:** *"Minimize loss of life, structures and natural resources caused by flooding and erosion."*
- Policy 7:** *"Minimize environmental degradation from solid waste and hazardous substances."*
- Policy 8:** *"Provide public access to and along New York City's coastal waters."*
- Policy 9:** *"Protect scenic resources that contribute to the visual quality of the New York City coastal area."*
- Policy 10:** *"Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area."*

The Sunset Park 197-a plan corresponds to the WRP on several levels:

- Continued use of the Sunset Park waterfront for maritime, water-dependent and industrial activities is consistent with Policies 2 and 3;
- Creation of a Sustainable Industrial District aimed at promoting environmentally sensitive maritime and industrial development and environmentally sound industrial operations is consistent with Policies 5, 6 and 7;
- Development of Bush Terminal Piers Waterfront Park, designation of waterfront access corridors and creation of a Sunset Park greenway – elements of a comprehensive open space plan or strategy for the waterfront - are consistent with Policies 4, 6, 8 and 9. Although, as stated under Policy 8, *"... waterfront zoning regulations do not require public access in connection with industrial development, there are often appropriate opportunities for physical or visual access along the working waterfront. Where there is no risk to public health and safety or to industrial operations, this policy would*

¹³ Sunset Park is part of Reach 14, that part of the Brooklyn waterfront that borders the East River and Upper New York Bay.

¹⁴ The *New Waterfront Revitalization Program* replaces the original WRP adopted in 1982.

encourage public parks, public piers and bikeway routes along the industrial waterfront.” A comprehensive strategy that integrates public open space and waterfront access with maritime and industrial development and transportation improvements is wholly consistent with this policy.

- Finally, the Plan’s historic preservation and cultural recommendations substantially advance Policies 9 and 10.

New York City Industrial Policy: Protecting and Growing New York City’s Industrial Job Base, January 2005

New York City’s new industrial policy is a major effort by the Bloomberg administration to preserve manufacturing districts in certain parts of the city and promote industrial development and expansion.¹⁵ Establishment of Industrial Business Zones (IBZs) and Ombudsman Areas and creation of the Mayor’s Office for Industrial and Manufacturing Businesses (IMB) are key strategies for achieving these goals. The Southwest Brooklyn Industrial Business Zone and Ombudsman Areas, designated in April 2006, specifically address economic revitalization and industrial retention and development on the Sunset Park waterfront. CB7’s 197-a Plan, aimed at preserving the industrial waterfront, is entirely consistent with the city’s new industrial policy and offers additional recommendations to strengthen the Sunset Park portion of the Southwest Brooklyn IBZ.

PlaNYC, April 2007

Designation of the Sunset Park portion of the Southwest Brooklyn IBZ a “**sustainable industrial district**” - as proposed in the Sunset Park 197-a Plan - is wholly consistent with PlaNYC, the Mayor’s bold plan to create a greener, more sustainable New York City by the year 2030.¹⁶ In fact, Sunset Park could be a valuable testing ground for PlaNYC initiatives. Many of the recommendations in the 197-a plan relate directly to key aspects of the mayor’s plan, including:

Brownfield reclamation – the 197-a plan calls for remediation and redevelopment of brownfields in the industrial area, through a community-based identification and planning process; EDC’s Bush Terminal Piers Open Space Project has already led to the cleanup of landfill at Bush Terminal Piers 1-4. Federal Building #2 will undergo remediation as part of its rehabilitation for light manufacturing and retail uses; the 197-a plan calls for the remediation and reuse of other valuable potentially contaminated industrial property on the waterfront, including two BAT buildings at the foot of 58th Street and the E.W. Bliss building on 52nd Street and First Avenue;

Open space development - creation of a waterfront park at Bush Terminal, mentioned in PlaNYC, designation of waterfront access corridors and development of a Sunset Park greenway will help to “...ensure that all New Yorkers live within a 10-minute walk of a park,” one of the PlaNYC’s major goals;

Water quality – development of a stormwater management plan for the Industrial Business Zone, elimination of CSO’s, and extensive greening throughout the industrial area, including the planting of street trees, permeable paving and green roofs, will help reduce runoff and improve the quality of surrounding waters;

Transportation – expansion of ferry service will contribute to the goal of reducing traffic congestion in New York City, and creation of a Sunset Park greenway will encourage cycling rather than the use of cars;

Energy – increased energy efficiency and use of green building standards recommended in the 197-a plan will help further PlaNYC’s goal of reduced energy consumption; although the Sunset Park waterfront will continue to support maritime, industrial and transportation uses, it can also serve as a model for sustainable development and responsible, environmentally sound business practices;

¹⁵ “New York City Industrial Policy: Protecting and Growing New York City’s Industrial Job Base,” City of New York, Michael R. Bloomberg, Mayor, January 2005.

¹⁶ PlaNYC, released on April 22, 2007, can be downloaded from: <http://www.nyc.gov/html/planyc2030/html/plan/download.shtml>

Air quality – the 197-a plan emphasizes shipping by rail to reduce dependency on trucks and calls for the use of alternative, cleaner burning fuels and cleaner engines by trucks as well as tugboats, which will play an increasing role in the area – the Hamilton Avenue Marine Transfer Station, Hugo Neu’s planned recycling facility, and Lafarge’s cement terminal on the 25th Street Pier are heavily barge-dependent; the long-term air quality study recommended in the 197-a plan - to measure the impacts of increased industrial development and transportation uses – relates directly to PlaNYC’s proposal to initiate local pollution exposure studies measuring health impacts on surrounding communities: and

Housing – the 197-a plan calls for comprehensive rezoning studies to identify areas suitable for affordable higher density residential development in CD7 while protecting the low-rise scale and character of certain areas such as the Sunset Park Historic District, and preserving important view corridors.

Ten-Year Capital Strategy, Fiscal Years 2006-2015

The Sunset Park 197-a Plan is consistent with many of the capital program goals and initiatives of New York City agencies in the city’s Ten-Year Capital Strategy for Fiscal Years 2006-2015, the following agencies in particular:¹⁷

NYC DOT - providing streets in good repair; improving traffic flow and minimizing congestion; maintaining and improving safety on City streets through adequate lighting, intersection signalization upgrades, lane markings and traffic calming measures; protecting against excessive amounts of motor vehicle pollution;

NYC Transit - subway station rehabilitations; purchase of clean fuel technology buses;

DEP - upgrading sewage treatment facilities - including completion of the Owls Head Wastewater Treatment Plant upgrade; reducing pollution caused by combined sewer overflows; replacing failed sewers;

DSNY - upgrading capital plant – including site acquisition and construction of new garages; and reconstruction/upgrades of marine transfer stations;

DOE - halting and reversing the deterioration of school buildings; relieving overcrowding; expanding capacity through new construction;

HPD - preserving and improving the City’s existing housing stock; preventing abandonment - through the provision of low interest loans to private owners; promoting affordable housing construction by private developers;

SBS/EDC - upgrading infrastructure in the City’s industrial areas – streets, sewers and water mains; assisting neighborhood commercial development through physical improvement of public areas, including street and sidewalk reconstruction, new public lighting and landscaping; enhancing the City’s waterfront by maintaining and rehabilitating the City’s piers, as well as creating a mix of multi-use projects, including commercial, industrial, retail and recreational developments – with specific reference to improvements at the SBMT and the BAT and implementation of the Bush Terminal Piers Open Space project; improving the intermodal transport of goods through the construction, modernization and integration of port, rail and aviation facilities; providing public market facilities – with specific reference to infrastructure improvements at the Brooklyn Wholesale Meat Market; enhancing use of public transportation and access to recreation along the City’s waterfront;

DCAS (Department of Citywide Administrative Services) - rehabilitating and maintaining public structures, including piers and bulkheads;

DCLA - providing technical assistance and facility improvements for emerging cultural facilities, and;

DPR - providing an adequate amount and equitable distribution of open space and recreational facilities in the City; conserving historic structures and statues; providing and coordinating public recreational programs; planting and caring for street trees.

¹⁷ *Ten-Year Capital Strategy, Fiscal Years 2006-2015*, City of New York, Michael R. Bloomberg, Mayor, Office of Management and Budget, Department of City Planning, May 2005.

2002 Strategic Policy Statement for the Borough of Brooklyn

The Sunset Park 197-a Plan is largely consistent with the goals and strategies set forth in Brooklyn Borough President Marty Markowitz's 2002 Strategic Policy Statement, both with respect to land use development and service delivery.¹⁸ In addition to supporting the Borough President's economic development goals and recommendations, including the creation of affordable manufacturing space and location of biotech companies in Sunset Park, the Plan corresponds closely to his transportation, education, environmental, and open space and waterfront access recommendations, especially those related to rail freight improvements, the Gowanus Expressway tunnel alternative, expanded ferry service, construction of a local high school, brownfields remediation and redevelopment, and development of a waterfront park at Bush Terminal Piers.

Comprehensive Solid Waste Management Plan, DSNY, 2006

The 197-a Plan is in general agreement with the city's Comprehensive Solid Waste Management Plan (SWMP) with respect to reactivation of the Hamilton Avenue Marine Transfer Station and development of the Hugo Neu recycling facility at the SBMT.¹⁹ However, there remain substantial concerns at the Community Board regarding the number of communities served by the marine transfer station and the volume of truck traffic generated by both facilities once they are fully operational. These and other concerns are reflected in CB7's January 2005 resolution on DSNY's Draft SWMP and February 2005 resolution on the Hugo New recycling facility. (Appendix 4, Appendix 5.)

¹⁸ *Borough of Brooklyn 2002 Strategic Policy Statement*, Office of Brooklyn Borough President Marty Markowitz.

¹⁹ *Comprehensive Solid Waste Management Plan*, City of New York, Michael R. Bloomberg, Mayor, Department of Sanitation, September 2006. (www.nyc.gov/sanitation)

Existing Conditions and Trends

Historic Development

Early Settlement

The Canarsee Indians occupied what is now the borough of Brooklyn long before Dutch settlers arrived in the early 1600s and began acquiring land. The first transfer of land from the Canarsees to Dutch farmers and traders was recorded in 1636. The Dutch created five towns over the next thirty years: Breuckelen (Brooklyn), New Amersfoort (Flatlands), Midwout or Vlacke Bosch (Flatbush), New Utrecht, and Boswick (Bushwick). A sixth town, Gravesend, was settled by the English in 1643. The area comprising Sunset Park - between 15th and 65th Streets, Eighth Avenue and the waterfront - originally straddled the Town of Breuckelen and the Town of New Utrecht.¹ In 1683 the six towns were united under a single jurisdiction, Kings County. By 1684 the last of the Native American lands in Brooklyn had been sold to European newcomers.²

Industrialization

Until the 19th Century most of the people in Brooklyn made their living on farms, transporting goods via ferry to markets in Manhattan. However, in the early 1800s manufacturing businesses, oil refineries and shipping activities began appearing along the waterfront from Greenpoint and Williamsburg in the north to Red Hook and Sunset Park further south. Completion of the Erie Canal in 1825 – linking the Hudson River in the east to Lake Erie in the west - and the invention of steam ferries contributed substantially to this development. By the late 1800s the Sunset Park waterfront had become a thriving maritime and industrial center. Facilities such as Bush Terminal, established by Irving T. Bush in 1895, provided docking facilities for a variety of raw materials that were then transported, via rail, to manufacturing hubs in the local vicinity as well as the broader region. With construction of the Brooklyn Army Terminal in 1918, and establishment of businesses such as the American Can Company and the American Machine and Foundry Company the Sunset Park waterfront became one of the largest industrial concentrations on the east coast of America.

Urban Development

The Town of Brooklyn assumed the status of city in 1834 and grew over the next 60 years to include the five other towns of Kings County. The various rural villages and towns within its confines were divided into wards. The mapping of wards into streets and avenues during this period triggered rapid urban development. The northern part of Sunset Park, for instance - Ward 8 in the City of Brooklyn – changed from farmland to urban community between 1830 and 1870 with little interim form of settlement. Its population jumped from 487 in 1835 to 9,500 in 1870 and 52,000 in 1900. Key factors in the rapid development of Ward 8 - and the City of Brooklyn as a whole - were the waterfront, with its piers, warehouses, factories and shipyards providing thousands of jobs; rapid improvements in public transportation (from stage coaches to horse drawn trolleys to elevated railway lines and numerous ferry connections to Manhattan); and the role of the Catholic and other churches in buying up land for development and encouraging settlement. Green-Wood Cemetery, with its entrance on Fifth Avenue and 25th Street, opened in 1838, thirty years before the opening of Prospect Park. It not only served as a burial ground, but also as a public park, providing a tranquil, green respite from its increasingly urbanized surroundings. It was also an important source of employment for Polish immigrants in the mid-1800s.

Sunset Park flourished during the period from 1900 to 1930. Major industrial complexes such as Bush Terminal and the Brooklyn Army Terminal, which together provided more than 5 million square feet of

¹ The neighborhood was named in the late 1960s for the 24.5-acre Sunset Park located within its boundaries. Until then everything above 39th Street was referred to as South Brooklyn and everything below that, Bay Ridge.

² The concept of individual ownership of land was foreign to the native people who, it is considered, were probably conceding hunting and fishing rights rather than ownership in exchange for iron tools, blankets and alcohol.

workspace, as well as numerous factories and warehouses lining the waterfront - connected by an extensive railroad network, provided thousands of local blue-collar manufacturing jobs and ensured neighborhood stability.³ People stayed close to their roots - they grew up, married and remained in the neighborhood. They had everything they needed right there – jobs, housing, shopping, transportation, schools, churches and social activities.

Sunset Park's current land use pattern was mostly in place by the 1930s, determined, to a large extent, by maritime and industrial needs and transportation infrastructure. Large-scale industrial buildings - primarily multi-story lofts and warehouses - and rail freight operations occupied most of the waterfront west of Third Avenue. While earlier residential buildings were interspersed with industrial uses as far west as First Avenue, residential development was mostly concentrated in the upland areas, with one to two-family wood frame or masonry (brick and limestone) rowhouses lining the side streets and multi-family apartment buildings on the avenues. The more affluent area east of Fifth Avenue contained mostly single and two-family detached houses, alternating with three story multi-family houses and apartments built over storefronts. Sunset Park, for which the neighborhood is named, was created in 1891 in an effort to preserve public open space against mounting development pressures.⁴ Trolley cars running along Second and Third Avenues in the late 19th Century, spurred lateral as well as upland residential and commercial development. By the time the BMT's Third Avenue Elevated Line was constructed Third Avenue was a thriving residential and commercial corridor.⁵ Fourth Avenue served as the neighborhood's central boulevard until the early 1900s, when construction of the Fourth Avenue subway required the removal of its tree-lined median. By the time the Fourth Avenue subway arrived in Bay Ridge around 1915 central Fifth Avenue - between 45th and 60th Streets – had gained prominence as a shopping hub, spurring more development upland.

Sunset Park residents maintained a close relationship with their waterfront throughout this period – largely through jobs in industry, warehousing, shipping and freight operations but also through ferry services, established in 1889, running between 39th Street and Manhattan and Staten Island. This all changed in 1941, with construction of the Gowanus Parkway on the pillars of the old BMT line above Third Avenue. The Parkway, which was considerably wider than the elevated train structure and bore a continuous flow of vehicular traffic, increased the amount of shadow, noise and air pollution along Third Avenue and contributed directly to the decline of this vibrant retail district. It effectively bisected the neighborhood into east and west, severing the community from its industrial roots and from the waterfront upon which it was founded.

Decline

Sunset Park lost many jobs during the Great Depression in the 1930s. Families took in boarders to make ends meet and housing was not well maintained. With the Second World War, however, a substantial amount of industry returned to the waterfront. The Brooklyn Army Terminal served as the country's main point of embarkation for troops and supplies headed overseas, and was a major source of local employment. Although many jobs disappeared after the war ended – the number of workers at Brooklyn Army Terminal dropping from 40,000 to 1,100 by 1950 - the waterfront remained an active industrial and shipping center with docking piers serving as warehouses and rail ties running directly to loft buildings where raw materials were converted into finished products. In the 1960s and 1970s, however, Sunset Park experienced a significant decline in both its maritime and manufacturing sectors. Several factors contributed to this decline. Regional and global economic trends and the pursuit of cheap labor caused widespread loss of manufacturing jobs in New York City as a whole during this period, and increased emphasis on containerized shipping caused much of Sunset Park's shipping industry to be transferred to

³ By 1916 more than 20,000 workers were employed at Bush Terminal.

⁴ Originally only 14 acres were set aside for Sunset Park. This was eventually expanded to 24.5 acres. Activities included skiing in the winter, fishing in a man-made lake (until it was paved over for a swimming pool and playground), picnicking and even golfing.

⁵ The Third Avenue El was part of the Brooklyn Manhattan Transit's (BMT) Fifth Avenue El (originally known as the Brooklyn Union Elevated Railroad), which opened in 1889. Trains running over Fifth Avenue turned west for two blocks on 37th Street and continued down Third Avenue as far as 65th Street. The Fifth Avenue El ceased operations in 1940. See <http://www.forgotten-ny.com/STREET%20SCENES/5thavenue/5ave.html>

the New Jersey side of the harbor.⁶ Closing of the American Machine and Foundry Building and other major industrial facilities in the 1960s and deactivation of the Brooklyn Army Terminal in the 1970s further hastened decline in the area.

Sunset Park followed a similar pattern of decline to other neighborhoods such as Brownsville, Bushwick and the South Bronx in the 1960s and 1970s. Large-scale highway construction and suburbanization lured many upwardly mobile families and young couples seeking homeownership opportunities to the open expanses of the suburbs. In most instances they were replaced by families of a lower income level, many of them recent arrivals from Puerto Rico, resulting in a racial as well as economic transformation. The area was redlined, with banks refusing to grant mortgages and commercial loans. Widespread disinvestment and abandonment of real property resulted in high numbers of mortgage and tax foreclosures. Many apartment buildings were destroyed due to vandalism or arson, often for the sole purpose of collecting insurance.



Gowanus Expressway/Third Avenue Corridor

Widening of the Gowanus Expressway in 1964 added to the problems. Not only did this result in the loss of a significant number of homes and businesses along Third Avenue it also created a dark, inhospitable and unhealthy environment that discouraged investment and led to further abandonment. High crime levels - including drug-related gang activity, boarded up buildings and vacant lots characterized the neighborhood for years.

Revitalization

Renewed investment in recent years has brought warehousing and light manufacturing back to the Sunset Park waterfront. Much of this is due to the efforts of residents old and new and commitments on the part of institutions such as Lutheran Medical Center and private and non-profit community-based organizations such as Sunset Park Redevelopment Committee, Sunset Park Restoration Committee, Southwest Brooklyn Industrial Development Corporation, United Puerto Rican Organization of Sunset Park-Bay Ridge, Inc. (UPROSE), Discipleship Outreach Ministries – now called “Turning Point”, and the

⁶ The New Jersey piers were better able to adapt to containerized shipping than those in Brooklyn and Manhattan. They had better connections to the national rail and highway networks and had considerably more landside capacity for container storage and staging. The port trade is currently handled at four primary locations: Elizabeth/Port Newark, NJ; Global Marine Terminal, NJ; Howland Hook, NJ; and Red Hook, Brooklyn.

Center for Family Life.⁷ In 1969 Lutheran Medical Center (LMC) took the first important steps toward neighborhood revitalization. The hospital's board had considered leaving the old facility on Fourth Avenue and 46th Street and moving out of Sunset Park altogether. Instead, it decided to acquire the vacant former American Machine and Foundry building between 55th and 56th Streets and First and Second Avenues for a new hospital and develop new ways to deliver health care services to the local population. The entire block was rezoned in 1972 to facilitate the conversion and rehabilitation of the building. LMC moved into its new premises in 1977. The old hospital now serves as the Marien Heim Senior Citizens Residence. The purchase of the American Machine and Foundry building by LMC helped stabilize the area, stemming further job loss and deterioration. Designation as a secondary poverty area by the federal government in the mid-1970s established a "sense of place" for the neighborhood and provided a positive stimulus for community action.



Lutheran Medical Center – American Machine and Foundry Building

Various government initiatives were put into place in the 1980s and 1990s to encourage investment in the industrial waterfront, create job opportunities and ensure continued maritime and industrial use. The Sunset Park In-Place Industrial Park, established in the 1980s under the city's In-Place Industrial Park (IPIP) program, encompassed the entire waterfront; the Sunset Park/Erie Basin Significant Maritime and Industrial Area (SMIA), one of six SMIA's designated in the city's 1992 Comprehensive Waterfront Plan, includes much of the waterfront; Sunset Park also comprises a large portion of the Southwest Brooklyn Economic Development Zone – now the Southwest Brooklyn Empire Zone – established in 1994 under the New York State Economic Development Zone program. The City purchased the Brooklyn Army Terminal from the federal government in the 1980s and has been renovating it since then, leasing space for industrial and commercial uses as it becomes available.

In 1978 a group of businessmen in Bush Terminal, community leaders, and elected officials organized the Southwest Brooklyn Industrial Development Corporation (SWBIDC) to protect local businesses and prevent further decay. SWBIDC manages the New York State Empire Zone and the recently created Southwest Brooklyn Industrial Business Zone, which includes the Sunset Park waterfront and parts of Red Hook and Gowanus.⁸ Over the past 29 years SWBIDC has been able to improve physical conditions

⁷ UPROSE, founded by community activists in 1966, worked with local residents on a number of issues, including housing, youth development, adult education, and immigration. It currently also works on environmental justice issues. Discipleship Outreach Ministries was created in 1975 to work with and address the needs of adolescent boys, particularly those at risk for drug or gang-related activities. The Center for Family life was created in 1978 to address the needs of families. Both Discipleship (now called "Turning Point") and the Center for Family Life have expanded their services since then to include crisis intervention, tutoring, after school and summer programs, and counseling on housing, drugs and jobs.

⁸ The Southwest Brooklyn Industrial Business Zone replaces the entire Sunset Park In-Place Industrial Park, previously managed by SWBIDC. It provides greater support for existing businesses as well as opportunities for business development and expansion.

in and around Bush Terminal, bring in both public and private investment, provide tax and utility rate incentives for the businesses, and market available industrial space.

However, despite concerted efforts to redevelop the Sunset Park waterfront it is far from operating at full capacity. There are still large tracts of underutilized land on the waterfront, much of it publicly-owned, that offer a variety of development opportunities. Current revitalization efforts include development of an auto port and a recycling facility at South Brooklyn Marine Terminal, planning for a 24-acre park at Bush Terminal Piers 1 through 5, and proposals for the adaptive reuse of Federal Building #2, a vacant 1.1 million square foot industrial loft building stretching from Second to Third Avenue, between 30th and 31st Streets.

Immigration

Sunset Park was not only shaped by the industries that grew up along the waterfront but by successive waves of immigrants attracted to the jobs those industries provided. As each group arrived, it set up its own religious, cultural and social institutions and established its own centralized community or enclave. The formation of enclaves persists to this day as new immigrant groups from other parts of the world settle in Sunset Park.

Irish Catholics fleeing famine in their homeland in the mid-1800s were the earliest immigrants to arrive, settling on land bought up by the Brooklyn Archdiocese and establishing a community centered on the church. They worked on the docks, built warehouses and factories, and installed trolley tracks. As the neighborhood became more established they took on jobs as trolley drivers, policemen, firemen and sanitation workers. The Archdiocese bought the property currently occupied by St. Michael's Roman Catholic Church at Third Avenue and 42nd Street in 1870. Parishioners initially built a small church and rectory on the site. An elementary school was added in 1886 and the current larger church was dedicated in 1905. Our Lady of Perpetual Help began offering services at 59th Street and Sixth Avenue in 1892 in an area that was still largely undeveloped. The current basilica was dedicated in 1925.

A steady influx of immigrants from Poland, Denmark, Norway, Sweden, Finland and Italy arrived in Sunset Park between 1880 and 1914. **Polish** immigrants, arriving in the late 1800s, worked in factories such as the Ansonia Clock Company in Park Slope, as dockhands or laborers, or as gardeners in Greenwood Cemetery. They also established shops along Third Avenue. Polish women often worked as domestics or in service jobs, cleaning Manhattan's new office buildings. By 1890 a largely Polish Catholic community had settled around Third Avenue and 20th Street, near its own church, Our Lady of Czestochowa at 183 25th Street.

Norwegian, Swedish and Danish immigrants, mostly sailing ship carpenters, seamen and longshoremen displaced by a dying shipbuilding industry back home, quickly got jobs on the waterfront and in the construction trades. The Norwegians settled between 45th and 60th Streets and Fourth and Eighth Avenues, where the hills and ocean views reminded them of Norway. They established their own churches as well as newspapers, clubs and hospitals. The Norwegian Deaconesses' Home and Hospital, the forerunner of Lutheran Medical Center, was established in the 1880s to provide a range of health and social services to Norwegian immigrants who, because they spoke limited English, had difficulty obtaining health care.⁹

Finns, who were sailors, tenant farmers and landless laborers back home, worked as carpenters, masons, tailors, watchmakers, goldsmiths and silversmiths when they arrived in New York. Many women worked as domestic servants.¹⁰ The Finnish community settled along Eighth Avenue near Sunset Park, an area that came to be known as "Finn Town." The Finnish Aid Society, Imatra, established in 1890, built Imatra Hall at 740 40th Street in 1898.¹¹ The building served as a social center and library but was also a place where people could find information on jobs and housing and learn English. It is still actively used as a social center. In 1916 several Finnish families formed a non-profit housing corporation – the Finnish

⁹ Snyder-Grenier, Ellen M., *Brooklyn! An Illustrated History*, Temple University Press, 1996. p. 49

¹⁰ Jackson, Kenneth T., ed. *The Encyclopedia of New York City*, Yale University Press, 1995. p.408

¹¹ Ibid.

Home Building Association - and built two four-story cooperative apartment buildings at 816 and 826 43rd Street which they named Alku and Alku Toinen.¹² These working class housing cooperatives were the first of their kind in New York City.¹³ Their success helped further the acceptance of the cooperative housing movement throughout the United States.

Italians began immigrating to the United States in large numbers in the late 1800s, fleeing poverty and overpopulation back home. Italian males generally arrived alone - recruited by labor bosses for one year's work in exchange for passage - and were followed later by their families. Many Italians moved to Brooklyn after arriving in New York, settling in Williamsburg, Red Hook and Sunset Park and working on the waterfront as well as in building and subway construction. Like other immigrant groups they created their own community landmarks. Sunset Park's Italian immigrants, settling between 15th and 39th Streets founded their own church, St. Rocco's chapel, to minister to their needs.

Economic decline during the Great Depression of the 1930s and again after World War II and increased suburbanization in the 1950s led to substantial shifts in Sunset Park's population. Many of the earlier European immigrants moved to other parts of Brooklyn or were lured to the suburbs. They were replaced by new waves of immigrants from other parts of the world. Puerto Ricans began arriving in great numbers in the late 1940s and increasing numbers of Chinese immigrants have settled in Sunset Park since the 1980s.¹⁴ Although the Irish, Italian, Polish and Scandinavian communities still have a presence in the area, Hispanic and Asian residents now comprise the majority of Sunset Park's population.

By the time **Puerto Ricans** began moving to Sunset Park after World War II, the neighborhood had experienced significant disinvestment. Many of the newcomers moved into low rent, badly deteriorated housing between the Gowanus Expressway and the waterfront, looking for jobs in the garment and service industries. Increasing numbers of Puerto Ricans moved in during the 1960s, 1970s and 1980s, establishing a community centered on Fifth Avenue, Sunset Park's main shopping street. Puerto Ricans played a substantial role in neighborhood and economic revitalization efforts during the 1960s and 1970s through groups such as UPROSE.

By the 1990 Census, Hispanics, largely from Puerto Rico, represented close to 50% of the population of Community District 7. However, the number of people moving from Puerto Rico to New York City has decreased significantly in recent years and **Mexicans, Dominicans** and **Ecuadorians** seeking jobs in the construction and service industries now account for the majority of Hispanic newcomers to Sunset Park.

Sunset Park's **Chinese** community has settled primarily along Eighth Avenue and nearby streets.¹⁵ Chinese immigration to the US was largely restricted until the lifting of quotas in 1965 and loosening of the People's Republic of China's emigration laws in the 1970s.¹⁶ With the end of Hong Kong's status as a British colony in 1997, more and more Chinese nationals have flocked to the United States, primarily in search of jobs. Many were attracted to New York where they already had family ties. Manhattan's Chinatown was their primary destination but as that became more and more crowded satellite communities were established in Flushing and Sunset Park. Both neighborhoods provide housing at comparatively low rents as well as business opportunities, and offer good subway connection to Manhattan and jobs in the garment industry. Sunset Park's burgeoning Chinese population has made it New York's third Chinatown after Manhattan and Flushing.

¹² Ibid.

¹³ Alku and Alku Toinen were not the only Finnish cooperatives in Sunset Park. By the late 1920s there were 25 other housing cooperatives and a shopping cooperative in "Finn Town." These buildings are significant in that they were built by the residents and serve as early examples of "sweat equity." See also "Place Explorer" on the "Place Matters" website at: www.placematters.net.

¹⁴ Puerto Ricans began moving to New York City after Puerto Rico became a U.S. possession in 1898. Their numbers increased with the 1917 Jones Act, which granted Puerto Ricans U.S. citizenship. By 1930 approximately 50,000 Puerto Ricans had settled in New York, New Jersey and Connecticut. In 1940 up to 88% of Puerto Ricans in New York State lived in New York City. Puerto Rican migration accelerated after World War 2, peaking in 1953, when 69,124 left the island. New York's Puerto Rican community settled primarily in East Harlem, but also established itself in other parts of the city such as Manhattan's Lower East Side and Sunset Park in Brooklyn.

¹⁵ Many Chinese residents call their neighborhood "Bat dai do" after Eighth Avenue, its principle street.

¹⁶ *Brooklyn! An Illustrated History*, p. 60

Population

Research Methodology

Population characteristics and trends for the waterfront study area, comprised of Census Tracts 0002, 0018, 0020 and part of 0022 (Map 6), and Community District 7 (CD7) as a whole were analyzed to provide a comprehensive basis for area planning. Summary data from the 1980, 1990 and 2000 Census were primarily obtained from Infoshare Online, a web-based community data system managed by Community Studies of New York, Inc., a non-profit corporation based in New York City. Discrepancies between district level census data provided by Infoshare and by the New York City Department of City Planning (DCP) are due to slight variations in the allocation of data where census tracts are split between two or more districts. Infoshare also provides data from the US Immigration and Naturalization Service (INS) on immigrants lawfully admitted for permanent residence in the United States, by year of admission, country of birth and zip code of intended settlement. Additional information on the settlement patterns and socio-economic characteristics of New York City's foreign-born population, based upon US Census data, was obtained from *The Newest New Yorkers, 2000*, published by DCP.¹

Population Growth

Community District 7 has experienced considerable change in population size since the 1970 Census, both as a result of economic trends and domestic and international migration. (Table 1)

1970 to 1980

Declines in shipping and manufacturing jobs and increasing suburbanization after World War II, coupled with the city's fiscal crisis and widespread housing disinvestment and abandonment during the 1970s, led to a 12% decrease in population, from 111,600 residents at the time of the 1970 Census to 97,958 residents in 1980.

1980 to 1990

The district began to experience a recovery in the 1980s, following the infusion of local, state and federal aid. The improved local economy and influx of immigrants, primarily from Latin America and China, contributed to a moderate 3.9% growth in population between the 1980 and 1990 Census, slightly higher than the 3.1% and 3.5% growth rates for Brooklyn and New York City respectively.

Table 1: Population Growth, 1980 to 2000 *

Census Year	1980	1990	2000
Brooklyn CD7			
Total Population	97,958	101,766	119,013
% change	-	3.9%	16.9%
Waterfront Study Area			
Total Population	5,717	5,245	7,786
% change	-	- 8.3%	48.4%
Brooklyn			
Total Population	2,230,936	2,300,664	2,465,326
% change	-	3.1%	7.2%
New York City			
Total Population	7,071,639	7,322,564	8,008,278
% change	-	3.5%	9.4%

Source: Infoshare Online (Total Population - 2000 Census ("Long Form"), US Census Bureau)

* Includes population in group quarters.

¹ *The Newest New Yorkers, 2000: Immigrant New York in the New Millennium*, NYC Department of City Planning, October 2004.



Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Terrace

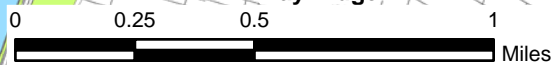
Green-Wood Cemetery

Sunset Park




Kensington

Borough Park

Bay Ridge



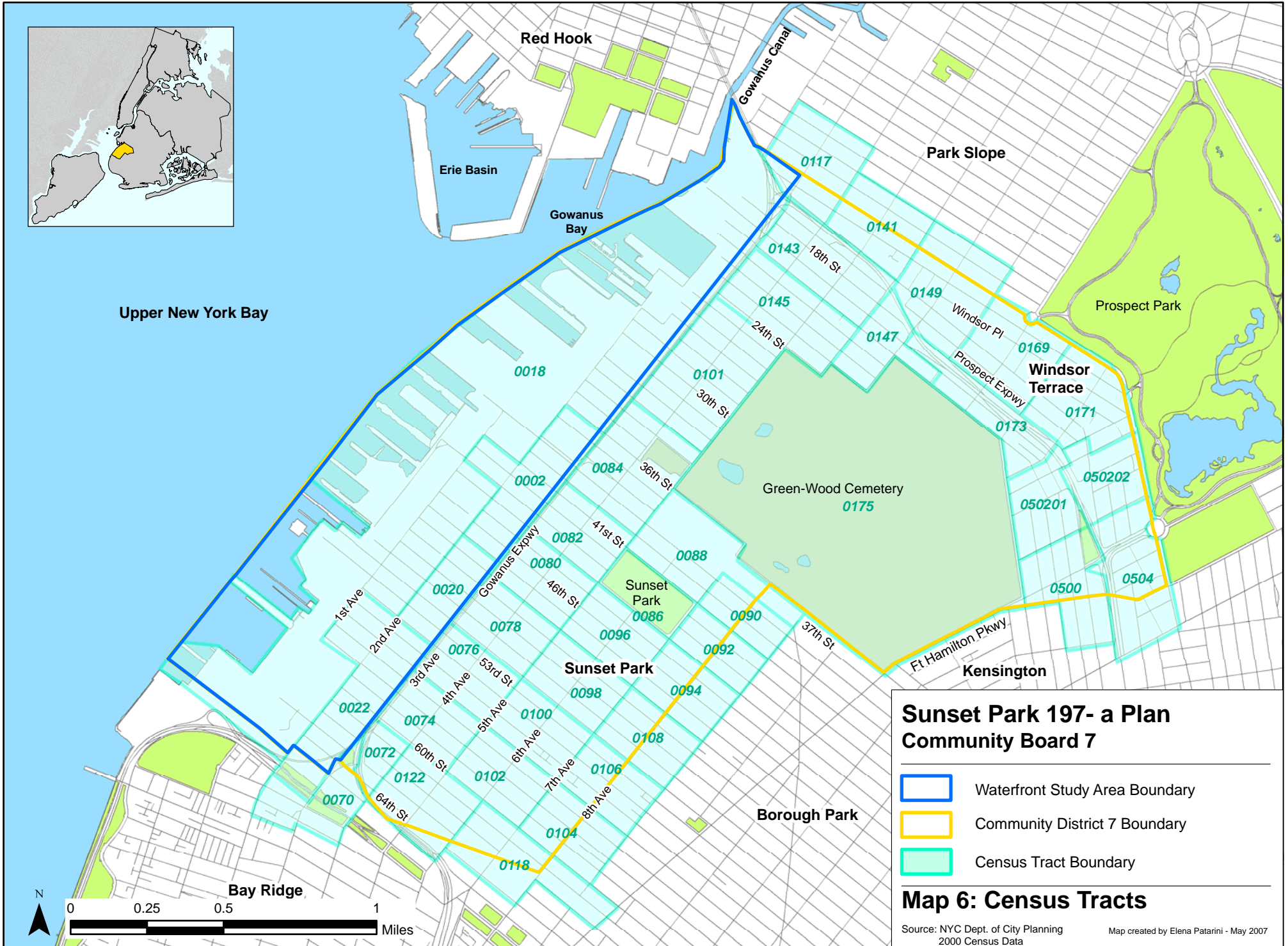
Sunset Park 197- a Plan Community Board 7

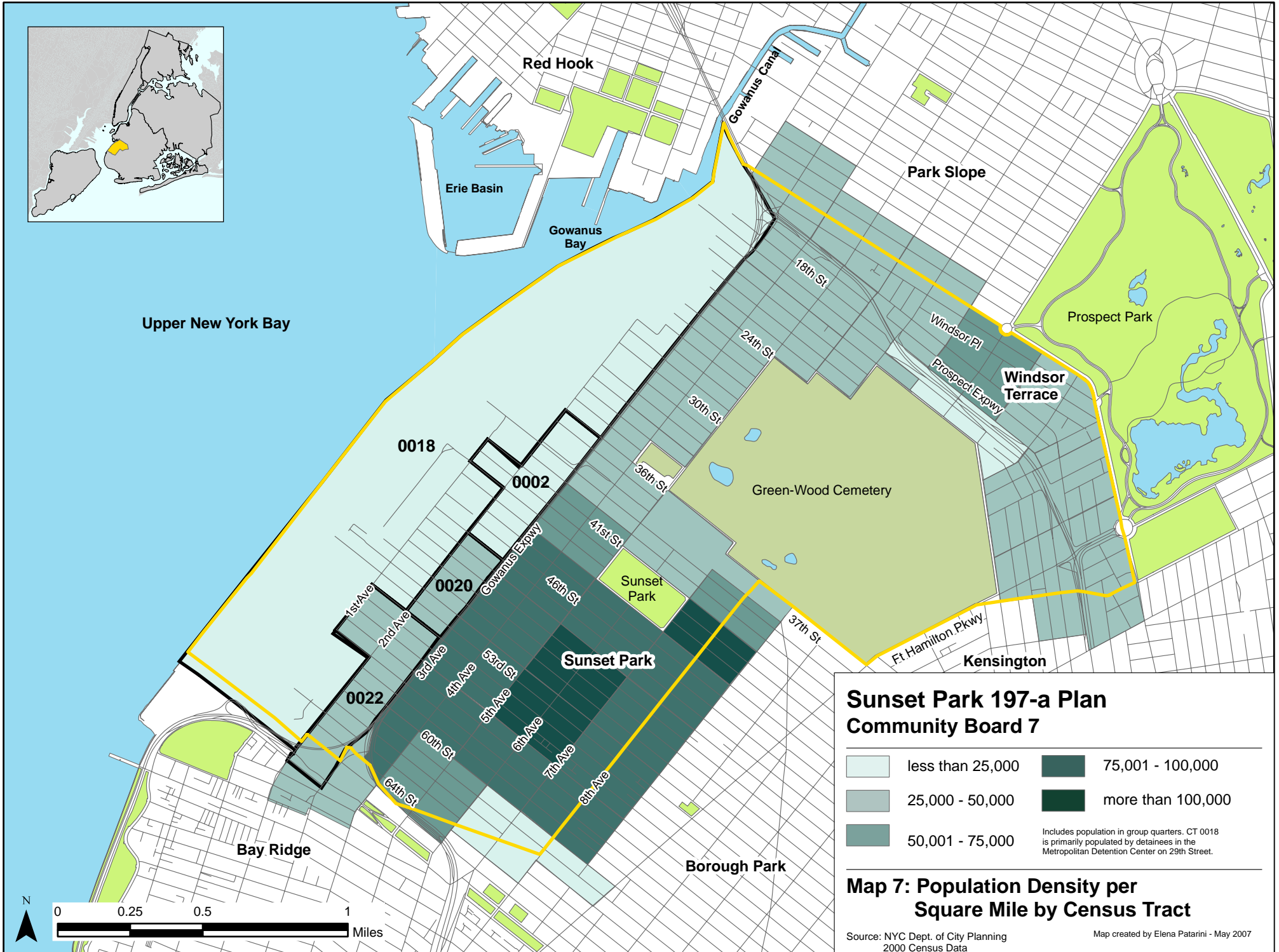
-  Waterfront Study Area Boundary
-  Community District 7 Boundary
-  Census Tract Boundary

Map 6: Census Tracts

Source: NYC Dept. of City Planning
2000 Census Data

Map created by Elena Patarini - May 2007





**Sunset Park 197-a Plan
Community Board 7**

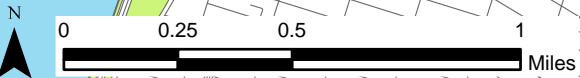
less than 25,000	75,001 - 100,000
25,000 - 50,000	more than 100,000
50,001 - 75,000	

Includes population in group quarters. CT 0018 is primarily populated by detainees in the Metropolitan Detention Center on 29th Street.

**Map 7: Population Density per
Square Mile by Census Tract**

Source: NYC Dept. of City Planning
2000 Census Data

Map created by Elena Patarini - May 2007



1990 to 2000

The 2000 Census indicates even greater population growth, from 101,766 residents in 1990 to 119,013 in 2000 - a 16.9% increase that is more than double the 7.2% growth rate for Brooklyn and nearly double the 9.4% growth rate for the city as a whole. This is primarily due to high levels of immigration although to some extent it may also reflect citywide migration patterns. While there is no formal documentation, the pressures of an increasingly heated housing market throughout New York City seem to be contributing to an influx of young families and professionals seeking affordable rental and homeownership opportunities in Sunset Park. The current population of CD7 is likely to be much higher. The 2005 American Community Survey (ACS) estimates the district's population to be 139,547.² Even though the ACS is based on a sample and has a wide margin of error, the lower estimate, 129,418, is substantially higher than the figure of 119,013 derived from the 2000 Census.

The waterfront study area experienced even greater population growth between the 1990 and 2000 Census, from 5,245 residents to 7,786, an increase of 48.4%.³ However, much of this increase (1,438 residents) can be attributed to the construction in 1996 of the federal Metropolitan Detention Center at 80 29th Street, between Second and Third Avenues.⁴

Population Density

Most of the population of CD7 is concentrated in the Sunset Park neighborhood, between Third and Eighth Avenues and 39th and 65th Streets. (Map 7) There are also a few higher density blocks in the Windsor Terrace neighborhood between Fourth and Fifth Avenues and 22nd and 24th Streets. Population density in the waterfront study area is comparatively low and is concentrated in the mixed-use and residence districts between First and Third Avenues south of 44th Street (Census Tracts 0002, 0020 and 0022). The remainder of the waterfront, comprised entirely of Census Tract 0018, has few residents other than the institutionalized population housed in the Metropolitan Detention Center.

Immigration Trends

Recent Immigrants

As indicated in the previous chapter, the population of CD7 is widely diverse, shaped by waves of immigration from various parts of the world since the mid-1800s. This area continues to attract large numbers of new immigrants. According to the U.S. Immigration and Naturalization Service up to 28,788 persons immigrating to the United States between 1988 and 2002 settled in Zip Codes 11220 and 11232 - which constitute much of the district.⁵ (Map 18) The majority of newcomers, 15,615 (54.2%) arrived between 1991 and 1997, reflecting trends for Brooklyn and New York City as a whole.⁶ (Chart 3) While 30.8% of new immigrants settling in CD7 between 1988 and 2002 came from Spanish-speaking countries in Latin America – notably the Dominican Republic (17.1%), Ecuador (5.1%) and Mexico (3.0%), 31.5% came from China, joining an established Chinese enclave started in the 1980s and centered on Eighth Avenue.⁷ As noted above, growing Chinese immigration in recent years has made Sunset Park the third

² U.S. Census Bureau - 2005 American Community Survey. (Population Division - New York City Department of City Planning, August 15, 2006.)

³ Excluding four blocks in Census Tract 22 that lie within CD10: Census Block 3012 contains a 31-story, 420-unit apartment building, part of the Bay Ridge Towers complex on 65th Street. The other three blocks - 3009, 3010 and 3011 - comprise portions of Leif Ericson Park and the Shore Parkway and are unpopulated.

⁴ Infoshare Online: Relationship by Family/Nonfamily – 2000 Census (“Long Form”)

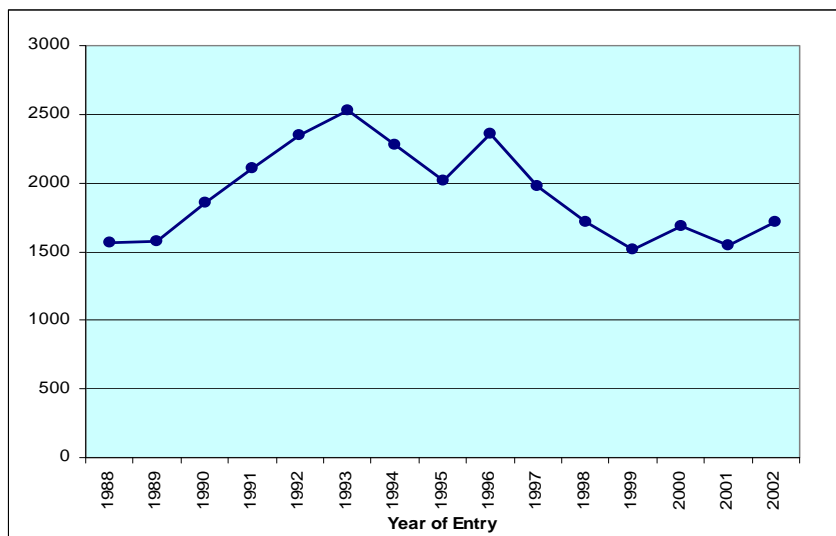
⁵ Infoshare Online, Area Profile: Total Immigration-Immigration Trend, Zip Codes 11220 - Sunset Park and 11232- Industry City/Sunset Park.

⁶ As noted in *The Newest New Yorkers, 2000* (p.21), the decline in the flow of immigrants to New York City in the late 1990s was more the result of a backlog in the processing of visa applications at the US Citizenship and Immigration Services (then part of the Immigration and Naturalization Service) than an actual decline in immigration. Processing delays were partly due to changes in immigration law that allowed undocumented immigrants who were eligible for immigrant status to adjust to permanent resident status while in the United States, and partly due to a surge in petitions from residents legalized under the 1986 Immigration Reform and Control Act.

⁷ Including immigrants from Mainland China (28.5%), Hong Kong (2.6%) and Taiwan (0.3%).

largest Chinese community in New York City after Manhattan's Chinatown and Flushing, Queens. There were also significant numbers of immigrants from Poland during this period, amounting to 4.6% of the total, as well as the Soviet Republics (4.5%), Guyana (2.3%), and India (2.2%).

Chart 3: Number of Immigrants to Sunset Park-Industry City (Zip Codes 11220 and 11232), 1988-2002



Source: Infoshare Online (Immigration 1988-2002, by Zip Code, U.S. Immigration & Naturalization Service)

It is important to note that zip code boundaries are not coterminous with community district boundaries. While much of CD7 is encompassed by Zip Codes 11220 and 11232, the neighborhoods of South Park Slope and Windsor Terrace in the north and northeast portions of the district lie within Zip Codes 11215 and 11218 and are therefore not taken into consideration, resulting in under-representation of some immigrant groups. Zip Codes 11220 and 11232 also extend beyond district boundaries to CD10 in the south and CD12 in the east. CD7's Chinese immigrant population centered on Eighth Avenue may be somewhat over-represented as a result.

A more accurate representation of immigration trends in CD7 may be obtained by adjusting zip code level data to fit community district boundaries. Infoshare, for instance, calculates the overlap for zip codes and community districts based upon the number of housing units in each area. According to Infoshare, CD7 contains 29.5% of Zip Code 11215, 22.5% of Zip Code 11218, 62.6% of Zip Code 11220, and 88% of Zip Code 11232.

The total number of immigrants settling in CD7 between 1988 and 2002 amounts to 26,791 when adjusted for overlaps, with 14,620 (54.6%) arriving in the peak period between 1991 and 1997. The proportion of Chinese and Hispanic/Latino immigrants between 1988 and 2002 drops from 31.5% and 30.8% for Zip Codes 11220 and 11232 as noted above, to 24.1% and 26.9% when adjusted for overlaps.⁸ There is also greater representation by other source countries such as Bangladesh (from 1.9% to 3.7%); Haiti (from 0.3% to 1.1%); Pakistan (from 1.4% to 2.3%); and the Soviet Republics (from 4.5% to 9.5%).

Foreign-Born Population

As a "gateway" neighborhood Sunset Park has a high proportion of foreign-born residents. It is currently the tenth largest immigrant neighborhood in New York City, up from 17th place in 1990.⁹ Almost half,

⁸ Chinese immigrants comprise those from Mainland China, Hong Kong and Taiwan. Hispanic/Latino immigrants comprise those from Colombia, Dominican Republic, El Salvador, Ecuador, Guatemala, Honduras, Mexico, Panama, and Peru.

⁹ *The Newest New Yorkers, 2000*, Table 4-2.

49.2% of residents in Zip Codes 11220 and 11232 - identified as Sunset Park-Industry City - were foreign-born in 2000, compared with 37.8% in Brooklyn and 35.9% in New York City.¹⁰ The majority of Sunset Park's foreign-born residents, 67.9%, come from only five source countries: China (32.9%)¹¹, Mexico (14.2%), the Dominican Republic (12.7%), Ecuador (5.5%) and Poland (2.6%).¹²

Mexican immigrants, the fifth largest foreign-born group in the city in 2000, have had a significant impact on CD7.¹³ Although relatively few immigrants settling in Sunset Park-Industry City between 1988 and 2002 came from Mexico -- 860 compared with 8,222 from China, 4,936 from the Dominican Republic, 1,459 from Ecuador, and 1,317 from Poland -- the neighborhood has a large foreign-born Mexican population. Up to 8,408 Sunset Park residents reported being of Mexican origin in the 2000 Census, making Sunset Park the largest Mexican neighborhood in New York City.¹⁴ The discrepancy between Mexican immigration and foreign-born numbers suggests a high level of secondary migration, with the majority of Sunset Park's foreign-born Mexicans arriving from other points of entry or settlement in the United States.



¹⁰ Ibid, Tables 4-2 and 4-7.

¹¹ Up to 17,947 of Sunset Park's 19,451 foreign-born Chinese residents in 2000 were born in Mainland China. 1,299 were born in Hong Kong. (*The Newest New Yorkers, 2000*, Table 4-22)

¹² *The Newest New Yorkers, 2000*, Table 4-8.

¹³ New York City's foreign-born Mexican population has grown dramatically since 1990 when it numbered 32,689 and ranked 17th amongst all foreign-born groups. Mexicans numbered 122,550 in 2000, an increase of 275%!

¹⁴ *The Newest New Yorkers, 2000*, Table 4-28.

Race and Ethnicity

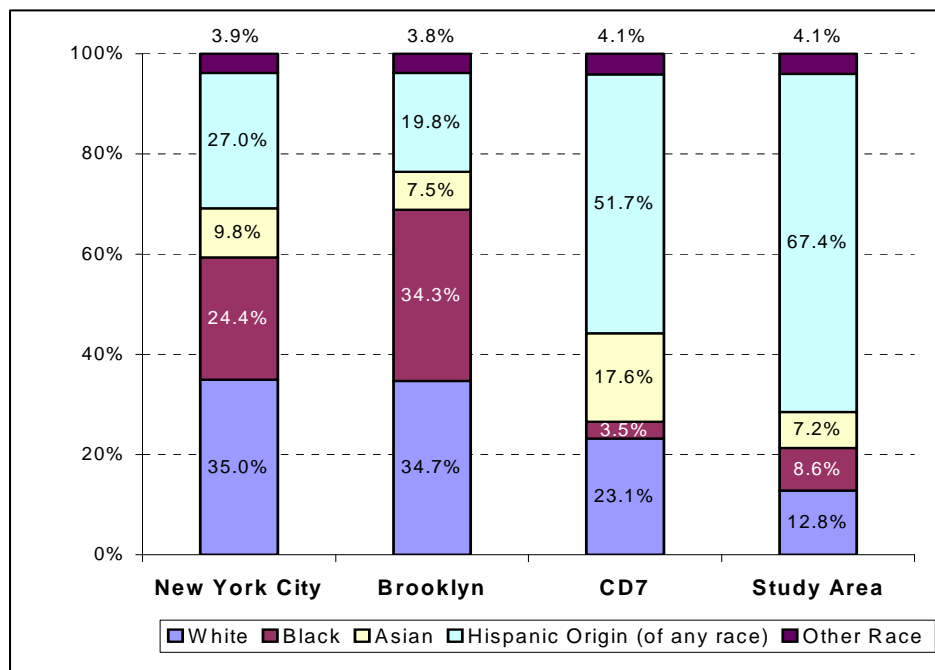
The racial and ethnic composition of CD7 reflects recent immigration trends. According to the 2000 Census persons of Hispanic/Latino origin - of any race - account for 51.7% of the population of the district and 67.4% of residents in the four census tracts comprising the waterfront study area. (Chart 4) These are significantly higher levels than in Brooklyn and New York City where persons of Hispanic/Latino origin represent only 19.8% and 27.0% of the population.¹⁵ Similarly, Asian representation is much higher in the district - up to 17.6% of the population compared with only 7.5% in the borough and 9.8% in the city as a whole.

Population distribution by race and ethnicity is represented by Maps 8A, 8B, 8C and 8D. Census Tract 0018 is largely industrial and primarily reflects the institutionalized group quarters population in the Metropolitan Detention Center.

As indicated on Map 8A, the Hispanic/Latino population is broadly spread throughout Sunset Park, with a heavy concentration between 33rd and 56th Streets and Second and Fifth Avenues. The Asian population, Map 8B, is located almost entirely in the southeast portion of the district, concentrated on Sixth, Seventh and Eighth Avenues. There is very little Asian representation in the waterfront study area.

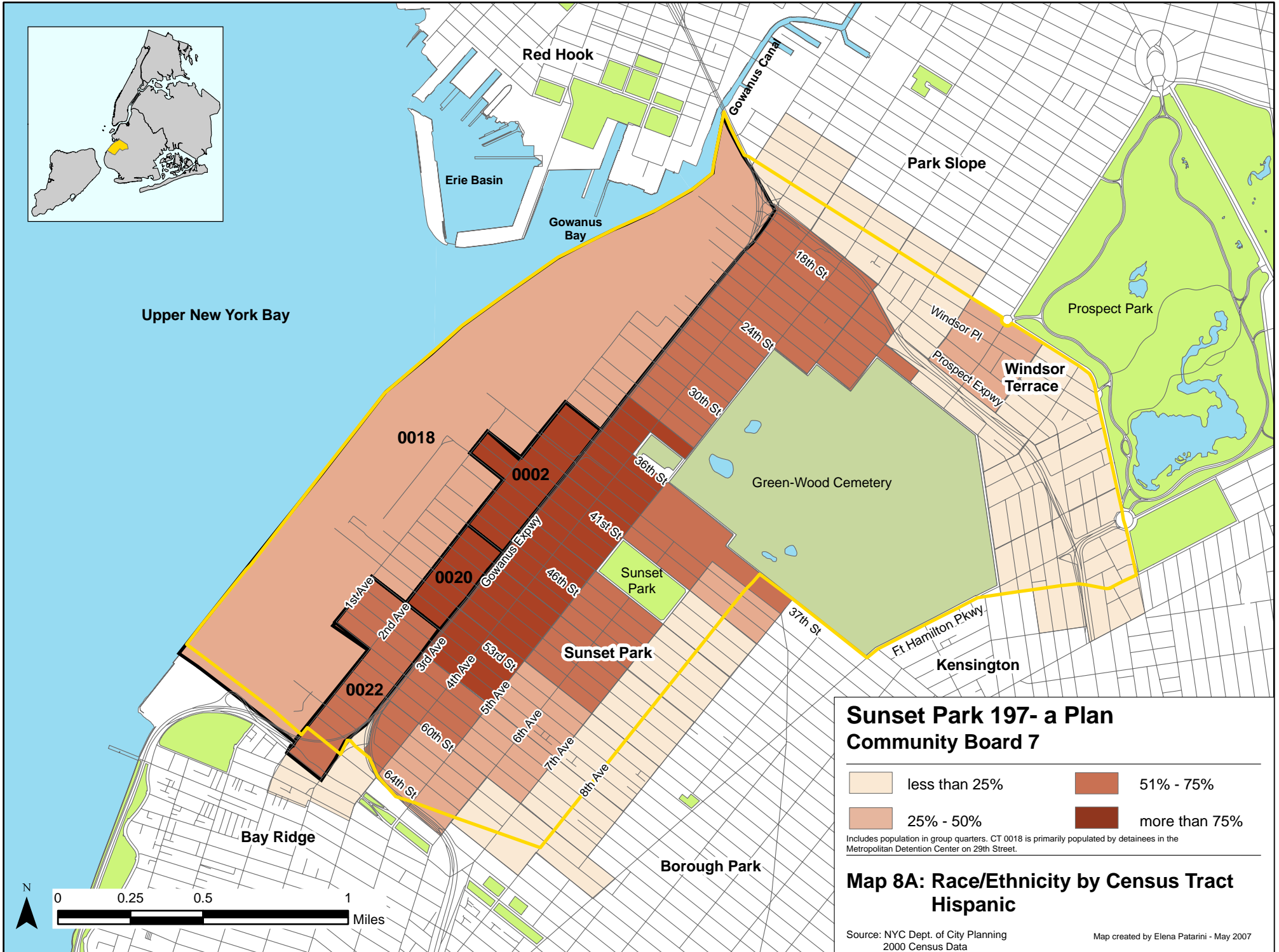
The district's White and Black populations are small relative to the borough and the city. Only 23.1% of residents in the district are White compared with 34.7% in the borough and 35.0% in the city. Whites are concentrated in the northern half of the district, centered on Windsor Terrace (Map 8C). The Black population comprises a mere 3.5% of residents in the district compared with 34.3% in the borough and 24.4% in the city. It is clustered in the northern portion of the district and along the Third Avenue corridor (Map 8D).

Chart 4: Population by Race and Hispanic Origin, 2000 *



Source: Infoshare Online (Hispanic/Latino Population by Race - 2000 Census ("Long Form") USCB)
 *Includes population in group quarters.

¹⁵ While the Hispanic/Latino population has for many years been dominated by Puerto Ricans it now includes a variety of other groups from Latin America, primarily Mexicans, Dominicans, Ecuadorians and Colombians.



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	less than 25%		51% - 75%
	25% - 50%		more than 75%

Includes population in group quarters. CT 0018 is primarily populated by detainees in the Metropolitan Detention Center on 29th Street.

Map 8A: Race/Ethnicity by Census Tract Hispanic

Source: NYC Dept. of City Planning
2000 Census Data

Map created by Elena Patarini - May 2007



Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Terrace

Windsor Pl

Prospect Expwy

18th St

24th St

30th St

36th St

41st St

46th St

53rd St

60th St

64th St

Green-Wood Cemetery

Sunset Park

Sunset Park

Ft. Hamilton Pkwy

Kensington

0018

0002

0020

0022

1st Ave

2nd Ave

3rd Ave

4th Ave

5th Ave

6th Ave

7th Ave

8th Ave

Bay Ridge

Borough Park

Sunset Park 197- a Plan Community Board 7

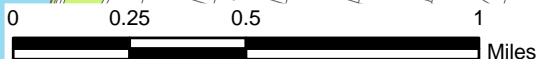
	less than 10%		21% - 30%
	10% - 20%		more than 30%

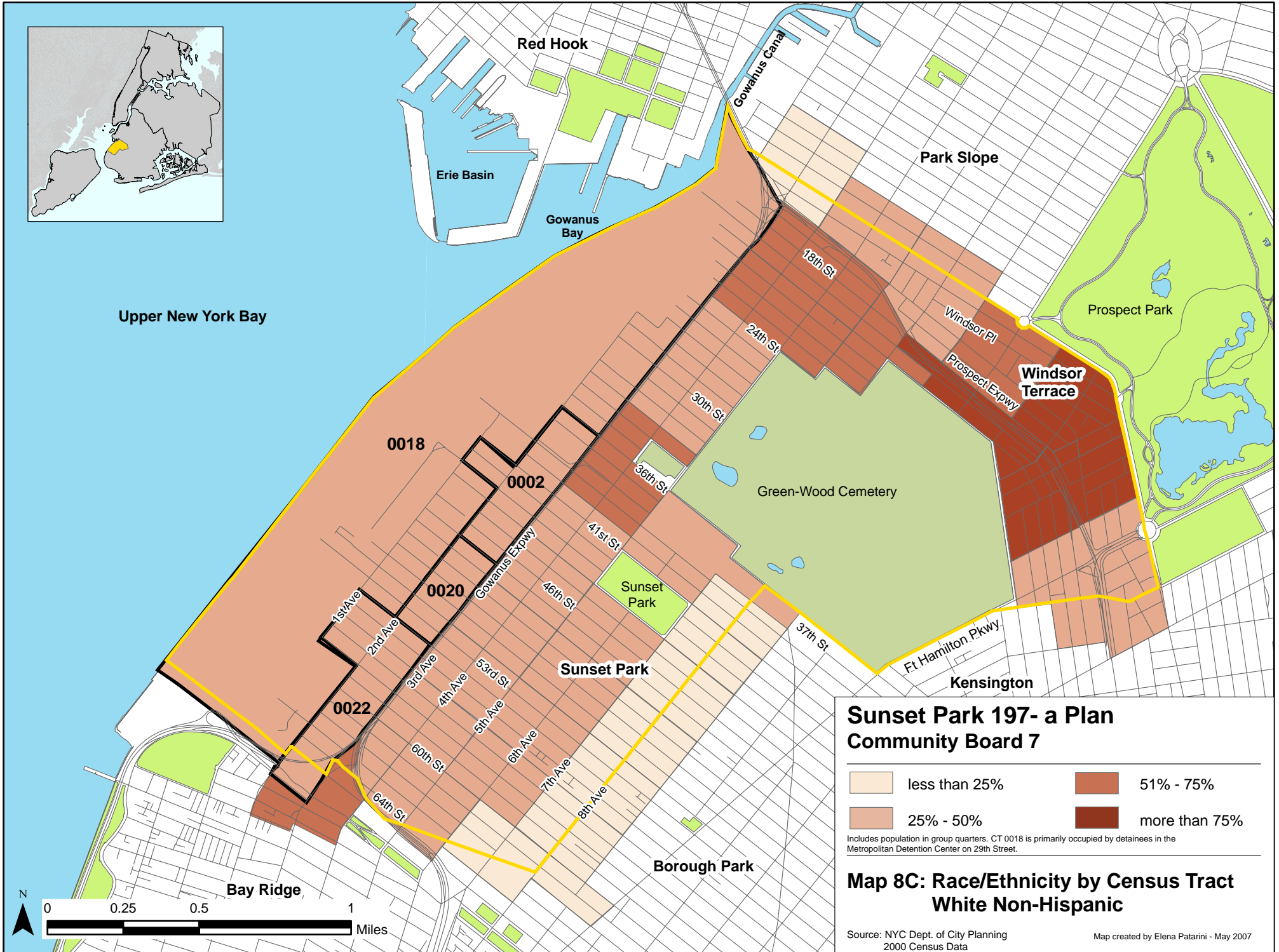
Includes population in group quarters. CT 0018 is primarily occupied by detainees in the Metropolitan Detention Center on 29th Street.

Map 8B: Race/Ethnicity by Census Tract Asian

Source: NYC Dept. of City Planning
2000 Census Data

Map created by Elena Patarini - May 2007





Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Terrace

Windsor Pl

Prospect Expwy

18th St

24th St

30th St

36th St

41st St

46th St

53rd St

60th St

64th St

1st Ave

2nd Ave

3rd Ave

4th Ave

5th Ave

6th Ave

7th Ave

8th Ave

Green-Wood Cemetery

Sunset Park

Sunset Park

Kensington

Borough Park

Bay Ridge

0018

0002

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Sunset Park 197- a Plan Community Board 7

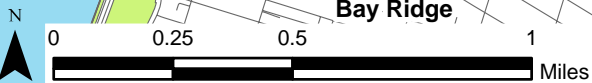
	less than 25%		51% - 75%
	25% - 50%		more than 75%

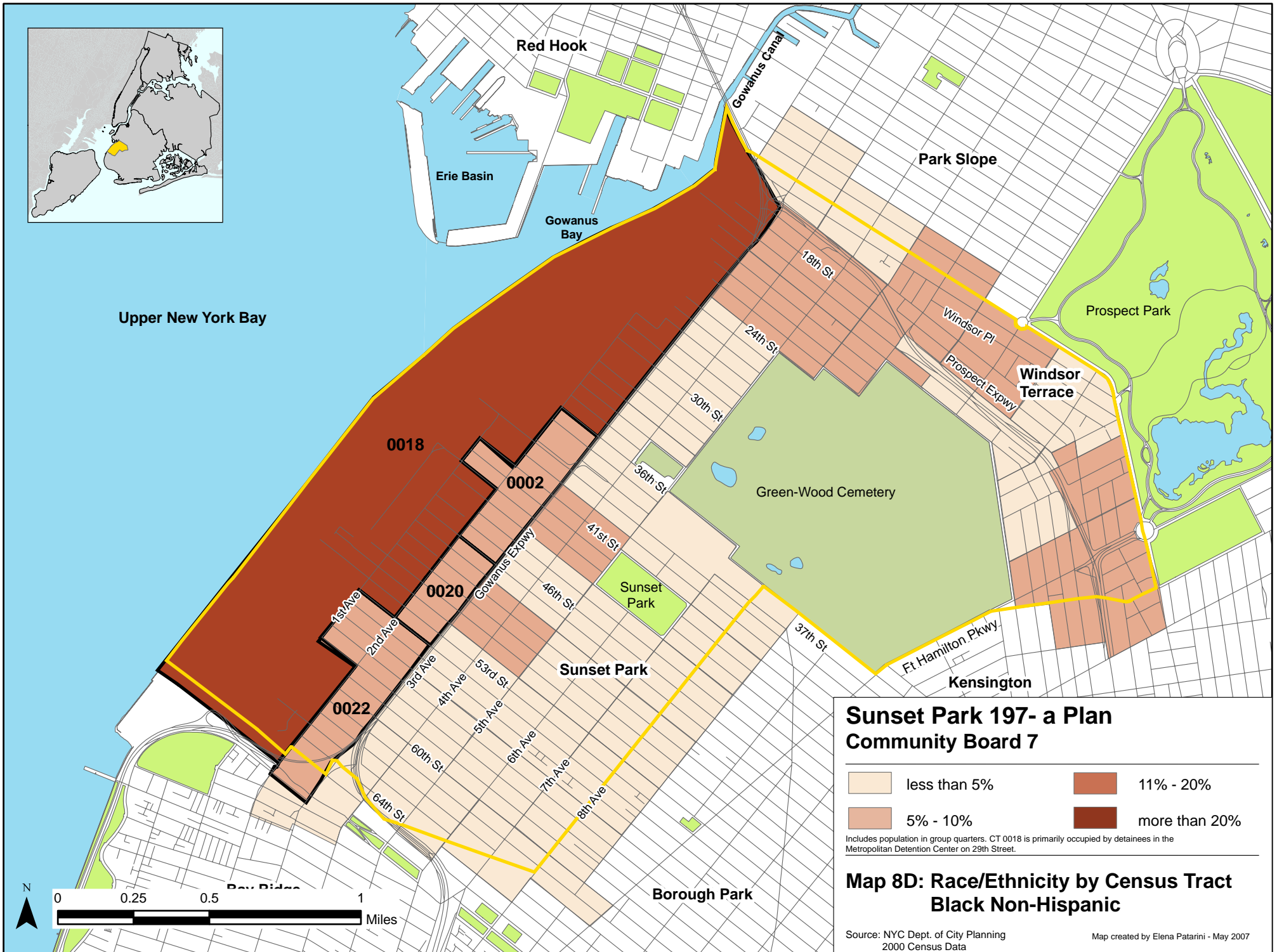
Includes population in group quarters. CT 0018 is primarily occupied by detainees in the Metropolitan Detention Center on 29th Street.

Map 8C: Race/Ethnicity by Census Tract White Non-Hispanic

Source: NYC Dept. of City Planning
2000 Census Data

Map created by Elena Patarini - May 2007





Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Terrace

Windsor Pl

Prospect Expwy

18th St

24th St

30th St

36th St

41st St

46th St

53rd St

60th St

64th St

1st Ave

2nd Ave

3rd Ave

4th Ave

5th Ave

6th Ave

7th Ave

8th Ave

Green-Wood Cemetery

Sunset Park

Sunset Park

Kensington

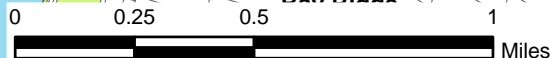
Borough Park

0018

0002

0020

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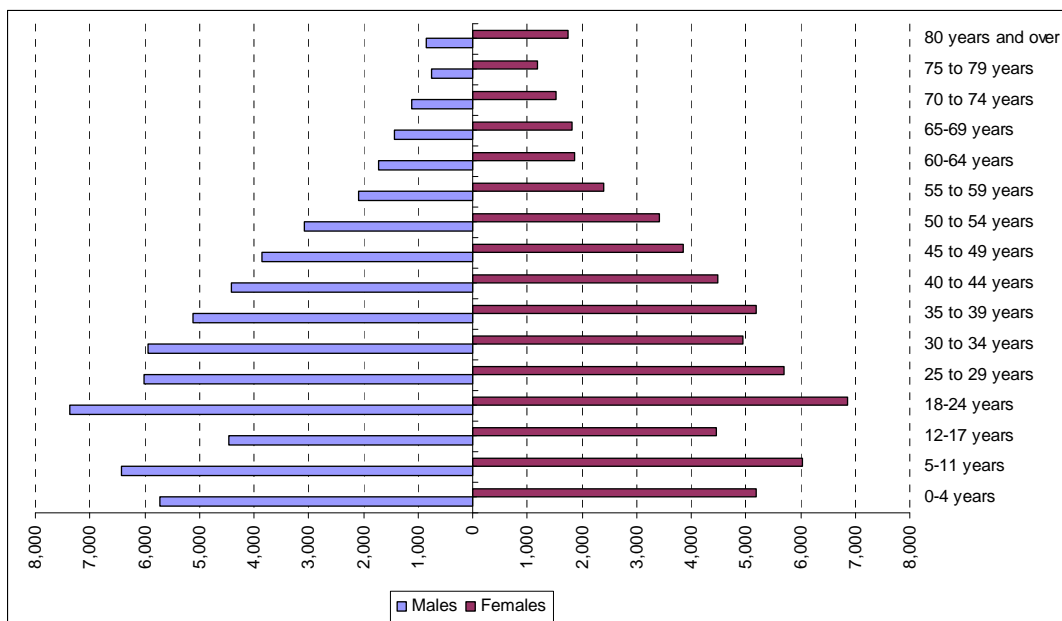
Age

As illustrated in Chart 5 the population of CD7 is heavily concentrated in the 18-44 age ranges, for both males and females. Up to 47.1%, close to half of the entire population of the district, was between the ages of 18 and 44 in 2000.¹⁶ This can be attributed in part to the relatively young age of Latin American immigrants, which comprise a significant share of the population. Up to 56.1% of Dominicans, 61.6% of Ecuadorians, and 78% of Mexicans among New York City's foreign-born population in 2000 were in this age group.¹⁷ It may also be indicative of migration by younger residents from other parts of the city seeking affordable accommodation in the area.

There is also a sizeable number of young people in the district. Up to 30,337 residents were under the age of 18 at the time of the 2000 Census, an increase of 13.1% over the 1990 figure of 26,819. This represents 25.5% of the population and is comparable with Brooklyn and New York City, where 26.7% and 24.1% of residents respectively were under the age of 18 in 2000.

The district has a somewhat lower proportion of residents aged 65 and over than the borough and the city: 8.7% compared with 11.5% and 11.7% respectively. The number of elderly residents in the district did not change significantly between 1990 and 2000 - 10,583 compared with 10,394. However, increased immigration in the 1990s, of predominantly younger persons, substantially reduced the proportionate share of the elderly population from 10.4% to 8.7%.

Chart 5: Age Distribution, Community District 7, 2000 *



Source: Infoshare Online (Age - 2000 Census ("Long Form"), US Census Bureau)

* Includes population in group quarters.

The high number of young people in the district and the relatively young age of recent Hispanic/Latino immigrants, many of them in their early childbearing years, have strong implications in terms of housing,

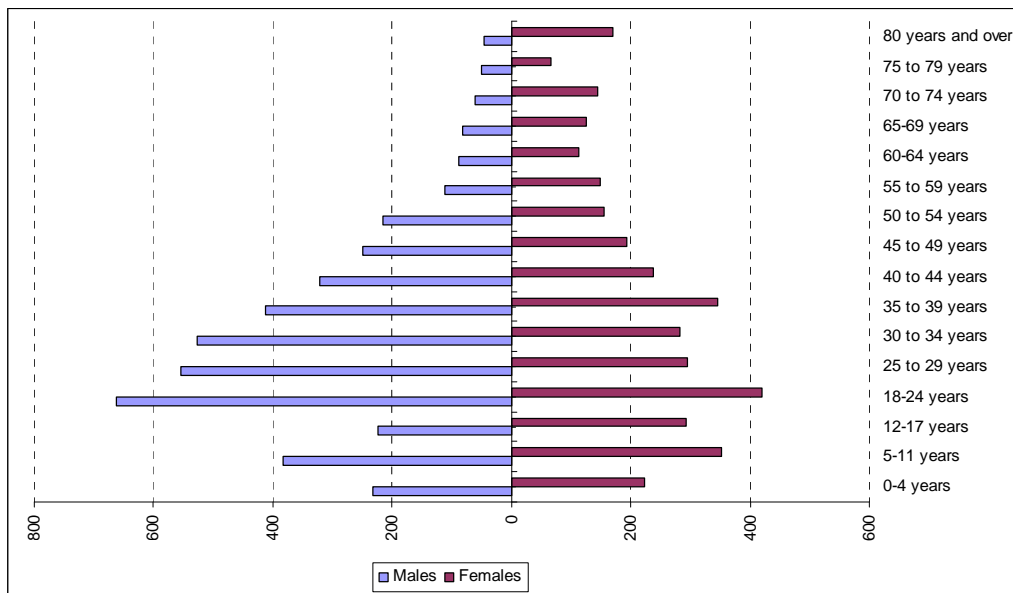
¹⁶ The median age in Zip Codes 11220 and 11232 was 31.4 and 30.1 respectively at the time of the 2000 Census, compared with 33.1 in Brooklyn and 34.2 in New York City as a whole.

¹⁷ *The Newest New Yorkers 2000*, Table 6-1

education, community facilities and employment.¹⁸ While 35.9% of New York City's population was foreign-born in 2000, foreign-born women accounted for just over half (51.6%) of all births.¹⁹ Women born in the Dominican Republic and Mexico, two of the largest immigrant groups in Sunset Park, accounted for 12.7% of all births citywide in 2000.²⁰

The prevalence of group quarters in the waterfront study area, including the federal Metropolitan Detention Center on 29th Street and various senior facilities, produces a markedly different age and sex breakdown than that of the district as a whole, and should be taken into consideration. (Chart 6)

Chart 6: Age Distribution, Waterfront Study Area, 2000 *



Source: Infoshare Online (Age - 2000 Census ("Long Form"), US Census Bureau)

* Includes population in group quarters

Household Characteristics

Type

There were 38,796 households in CD7 in 2000, of which 26,634 (68.7%) were family households. This was slightly higher than the average for Brooklyn and New York City, where 66.8% and 61.9% of households were family households. Up to 1,442 (72.5%) of the 1,988 households in the waterfront study area were family households. At the same time the study area had a disproportionately high number of residents, 1,684, living in group quarters - 21.6% of the population compared with 1.6%, 1.6% and 2.3% in the district, the borough and the city as a whole.

As described under Community Facilities and Services/Quality of Life, CD7 contains a high number of health and social service facilities, including group quarters, many of them located in the waterfront study area. (See Map 29 and Tables 22, 23, 24 and 26)

The US Census Bureau categorizes the population living in group quarters as institutionalized and noninstitutionalized. The institutionalized population is described as "... people under formally authorized,

¹⁸ The median age of Mexicans, Dominicans and Ecuadorians – three of the five largest foreign-born groups in Sunset Park-Industry City in 2000 - was 27, 37, and 36 respectively, whereas the median age of Chinese and Polish immigrants, the two remaining largest groups, was 41 and 48 respectively (*The Newest New Yorkers, 2000*, Table 6-1).

¹⁹ *The Newest New Yorkers: 2000*, Tables 7-2 and 4-1.

²⁰ *Ibid*, Table 7-2

supervised care or custody in institutions at the time of enumeration.”²¹ The noninstitutionalized population is described as “people who live in group quarters other than institutions.”²²

Most of the institutionalized residents in the study area in the 2000 Census - 1,438 out of 1,630 – were housed at the Metropolitan Detention Center on 29th Street (Census Tract 0018). The remaining 192 institutionalized residents lived in nursing homes (Census Tract 0022). 54 residents lived in noninstitutionalized group quarters in Census Tract 0002.

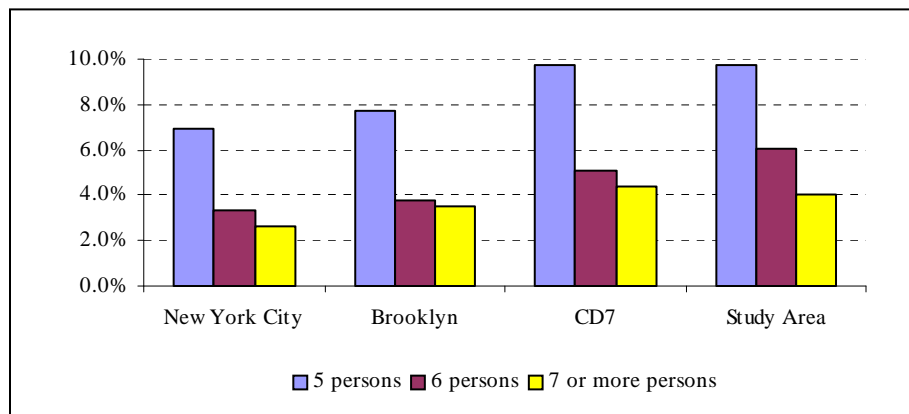
Structure

Married couples comprised 44.4% of all households in CD7 in 2000. This was slightly higher than the figure for Brooklyn (39.7%) and New York City (38.2%). Just over half (55.1%) of married couple households in the district had related children under the age of 18, again slightly higher than Brooklyn (50.3%) and New York City (48.2%). While the proportion of female-headed households with related children under the age of 18 was somewhat lower in CD7 (9.3% of all households) than in Brooklyn (12.2%) and New York City (10.3%), it was significantly higher in the waterfront study area (14.1%).

Size

While most households in the district and in the waterfront study area - are one- to four-person households, the data clearly indicate a high percentage of larger households relative to Brooklyn and the city as a whole. Up to 19.0% of households in the district and 19.5% of households in the study area had five or more persons in 2000, compared with 14.7% in Brooklyn and 12.6% in New York City.

Chart 7: Household Size, 2000



Source: Infoshare Online - Household Size by Family/Nonfamily - 2000 Census (“Long Form”)

To a great extent this reflects the large households prevalent in New York City’s foreign-born Latino community. Dominicans and Ecuadorians had an average household size of 3.7 and 3.9 persons respectively in 2000, while Mexicans had up to 5.0 persons per household on average – the highest of

²¹ US Census Bureau, Summary File 1, 2000 Census of Population and Housing, Technical Documentation, Appendix B: Definitions of Subject Characteristics. [Institutionalized group quarters include correctional institutions; nursing homes; mental (psychiatric) hospitals; hospitals or wards for the chronically ill; schools, hospitals, or wards for the mentally retarded; schools, hospitals, or wards for the physically handicapped; hospitals and wards for drug/alcohol abuse; wards in general hospitals for patients who have no usual home elsewhere; wards in military hospitals for patients who have no usual home elsewhere; and a range of juvenile institutions.]

²² Ibid. [Noninstitutionalized group quarters include group homes; religious group quarters; college quarters off campus; college dormitories; military quarters; agriculture workers’ dormitories; other workers’ dormitories; dormitories for nurses and interns in general and military hospitals; job corps and vocational training facilities; emergency and transitional shelters (with sleeping facilities); shelters for children who are runaways, neglected, or without conventional housing; shelters for abused women; soup kitchens; regularly scheduled mobile food vans; targeted nonsheltered outdoor locations; crews of maritime vessels; residential facilities providing “protective” oversight; staff residents of institutions; other nonhousehold living situations; and living quarters for victims of natural disasters.]

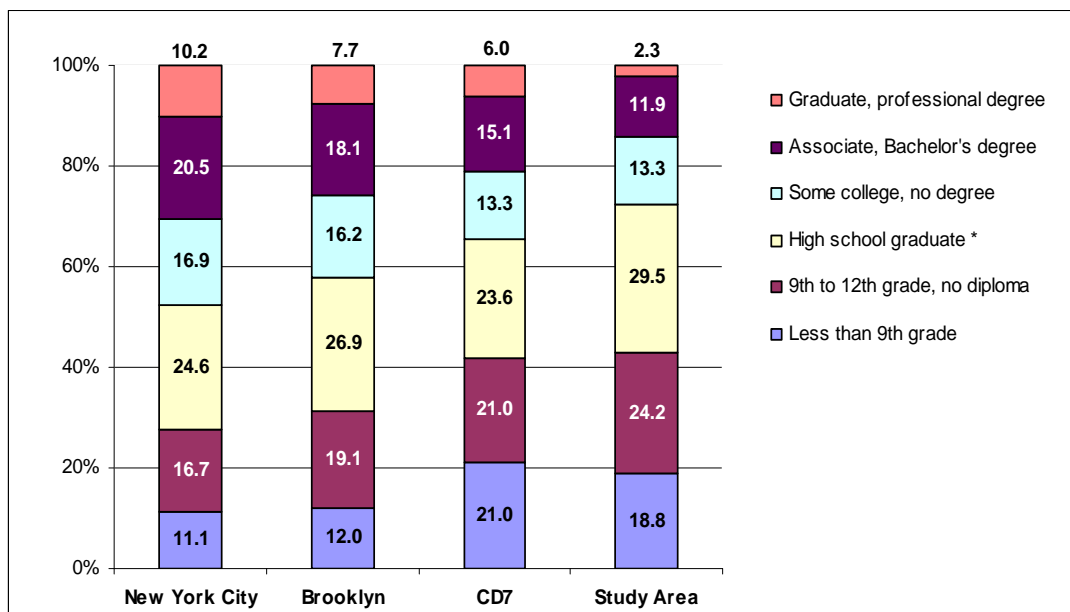
any immigrant group in the city.²³ As noted in the chapter on Housing, the large household size of recent immigrants has considerable implications in terms of overcrowding.

Education

Community District 7 has relatively low educational attainment levels. Up to 21% of residents aged 18 years and over in the district - and 18.8% of those in the waterfront study area - had less than a 9th grade education in 2000, compared with 12% in Brooklyn and 11.1% in New York City.

While 9th to 12th grade attainment and high school graduation figures are closer to borough and citywide levels, college attainment and graduation figures again show a marked discrepancy. Only 21.1% of residents in the district and 14.2% of those in the waterfront study area had a college degree in 2000, compared with 25.8% in the borough and 30.7% in New York City.

Chart 8: Level of Education in Population 18 Years and Over, 2000



Source: Infoshare Online - Educational Attainment by Sex and Age - 2000 Census ("Long Form")

* Includes equivalency

These figures in all probability reflect high immigration rates in recent years and the relatively low educational level of recent immigrants. Close to 50% of the population of Sunset Park-Industry City was foreign-born at the time of the 2000 Census, an increase of 73.9% over the 1990 foreign-born population.²⁴ The top five foreign-born groups in Sunset Park-Industry City in 2000 all had significantly lower educational levels than the citywide average. While 27.7% of New York City's population aged 25 and over in 2000 had not completed high school, 45.4% of the city's Chinese immigrants and 65.3%, 56.2%, 47.2% and 30.7% of the city's Mexican, Dominican, Ecuadorian and Polish immigrants respectively, had not completed high school.²⁵ Similarly, only 5.0% of the city's Mexican immigrants aged 25 and over, 7.7% of Dominicans and 8.7% of Ecuadorians had completed college or higher levels of education compared with 27.5% and 31.1% of the total population and native-born population of New York City as a whole.

²³ *The Newest New Yorkers, 2000*, Table 6-3

²⁴ *Ibid*, Table 4-2.

²⁵ *Ibid*, Table 6-4

Employment

Just over half (56.3%) of the population 16 years and older in CD7 participated in the civilian labor force in the 2000 Census. This is comparable with Brooklyn and New York City, where labor force participation rates were 55.3% and 57.7% respectively. However, the district had a slightly lower unemployment rate – 8.4% of those in the civilian labor force were unemployed, compared with 10.7% for the borough and 9.6% for the city as a whole. In contrast, only 37.7% of the population 16 years and older in the waterfront study area participated in the civilian labor force in 2000.²⁶ The study area also had a comparatively high unemployment rate of 14.1%.

Table 2: Labor Force Status, 1999

	Study Area	CD7	Brooklyn	NYC
Persons 16 years old and older	6,239	91,770	1,877,751	6,279,431
In the Armed Forces	0	15	954	2,299
In the civilian labor force	2,354	51,663	1,038,558	3,624,566
Percent in the civilian labor force	37.7%	56.3%	55.3%	57.7%
Percent employed	85.9%	91.6%	89.3%	90.4%
Percent unemployed (unemployment rate)	14.1%	8.4%	10.7%	9.6%
Not in the labor force	3,885	40,092	838,239	2,652,566
Percent not in the labor force	62.3%	43.7%	44.6%	42.2%

Source: Infoshare Online (Employment Status in 1999 by Sex - 2000 Census ("Long Form"), US Census Bureau

The largest single source of employment for residents of CD7 in 2000 was the manufacturing sector, which employed 6,469 residents, equal to 13.5% of employed persons 16 years and older in the civilian labor force.²⁷ This was followed by the health care and social assistance sector; retail trade; accommodation and food services; and educational services, which employed 5,497 (11.5%); 4,699 (9.8%); 4,404 (9.2%); and 3,340 (7.0%) of persons 16 years and older in the civilian labor force respectively.

Limited proficiency in English is clearly a significant obstacle to employment and is a major concern in Sunset Park's immigrant communities. Up to 28.0% of the total population aged 18 to 64 in CD7 spoke very little English or no English at all at the time of the 2000 Census, compared with 13.0% in Brooklyn and 13.1% in New York City as a whole.²⁸ The five largest foreign-born groups in Sunset Park-Industry City in 2000 – Chinese, Mexicans, Dominicans, Ecuadorians and Poles - all had extremely low levels of English proficiency citywide. Up to 74.6% of the city's foreign-born Chinese residents aged 5 years and over - and 76.2%, 70.0%, 71.2% and 56.9% of the city's foreign-born Mexicans, Dominicans, Ecuadorians and Poles – were not English proficient in 2000 compared with 23.7% of all residents citywide.²⁹

Income

The population of CD7 is of low- to moderate-income. The median household income for the district was reported as \$34,434 in the 2000 Census.³⁰ This was slightly higher than the median household income of

²⁶ This largely reflects the population in group quarters, including seniors and detainees at the federal correctional facility on 29th Street.

²⁷ Infoshare Online: Industry Employed by Sex – 2000 Census ("Long Form"), Community District BK7 – Sunset Park.

²⁸ Infoshare Online: Language and Ability to Speak English by Age – 2000 Census ("Long Form") – Community District BK7 – Sunset Park; Brooklyn, New York City.

²⁹ *The Newest New Yorkers, 2000*, Table 6-4.

³⁰ Infoshare Online: Median Household Income in 1999 (\$) - 2000 Census ("Long Form"), Community District BK7 - Sunset Park.

\$32,135 for Brooklyn but substantially less than the median household income of \$42,060 for New York City as a whole. While incomes rose in the 1990s and the unemployment rate dropped slightly - from 9.0% in 1990 to 8.4% in 1999 - the Sunset Park community still struggled to make ends meet.³¹ Up to 24.9% of the population in the district was below the poverty level in 2000, slightly higher than the 1990 rate of 23.4%.³² This is comparable with the borough, where 25.1% of the population in 2000 was below poverty level, but is somewhat higher than New York City's rate of 21.3%. The waterfront study area reflects an even higher poverty rate, with 27.9% of the population below poverty level in 2000. Despite the higher poverty rate the number of people receiving public assistance and other forms of income support in CD7 decreased substantially during the 1990s.³³ Only 23.0% of the population received income support in 2000 compared with 32.1% in 1994, largely a result of New York City's Welfare Reform Program instituted in 1995.³⁴ However, the number of persons receiving income support has increased dramatically since then, rising to 41.9% of the population in 2005.³⁵ While the number of persons on Public Assistance (AFDC, Home Relief) dropped from 8,225 to 4,652 between 2000 and 2005 and those receiving Supplemental Security Income (SSI) decreased slightly from 6,300 to 6,164, those on Medicaid tripled in size, from 13,137 to 39,464. This may well reflect a continuing influx of primarily low- and moderate-income immigrants to the area.

Access to Work

Most of the employed residents in CD7 use mass transit as their primary means of transportation to work. Up to 52.1% of the 45,078 commuters in the district reported traveling to work by subway in the 2000 Census, compared with 25.3% that traveled to work by car.³⁶ Relatively few commuters – only 5.9% - reported traveling to work by bus. The district also has a relatively high walk to work ratio. 14.2% of commuters reported walking to work in 2000, compared with 9.0% in Brooklyn and 10.7% in New York City.³⁷ The walk to work ratio is significantly higher in the waterfront study area, 20.3%, indicating a high level of employment in local industry.

Other than those that can walk or take a short bus ride, most people in CD7 spend a considerable amount of time getting to and from work. Travel times of 30 to 59 minutes for 45.3% of commuters and more than one hour for 24.6% of commuters indicate that many residents work outside of the district or out of the borough entirely.³⁸

³¹ The district's 1999 median household income of \$34,434 represents a mere 0.6% increase over the 1989 median household income of \$26,227 which, when adjusted for inflation, amounts to \$34,217.

³² Infoshare Online: Poverty Status in 1999 by Age – 2000 Census ("Long Form"); Poverty Status by Age - 1990 Census, Community District BK7 – Sunset Park. Poverty is based on income in the previous year. Poverty thresholds are defined by the U.S. Office of Management and Budget and vary by family size and composition. In 2000, the poverty threshold for a family of two adults and two children was \$17,463. In 1990 it was \$13,254.

³³ Including AFDC, Home Relief, Supplemental Security Income, and Medicaid.

³⁴ *Community District Needs: Brooklyn Community District 7, FY 2005 and FY 2007*. The number of persons on Public Assistance in CD7 dropped from 20,495 in 1994 to 8,225 in 2000. The federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996 replaced the welfare programs that were part of Title IV of the Social Security Act of 1935. Under the new law cash assistance is limited to a lifetime of five years for US citizens and recipients are required to participate in work-related activity within two years of their entry into the program.

³⁵ Ibid, FY 2007

³⁶ Infoshare Online: Means of Transportation to Work - 2000 Census ("Long Form"), Community District BK7 - Sunset Park. Not including 945 residents who reported working at home. Up to 68.6% of persons traveling to work by car drove alone while 29.2% carpooled. A small fraction, 2.2% traveled by taxicab.

³⁷ Ibid, Brooklyn, New York City.

³⁸ Infoshare Online: Travel Time to Work - 2000 Census ("Long Form"), Community District BK7 - Sunset Park

Zoning

Introduction

Zoning regulates use of the land, specifying uses permitted in certain areas, as well as building bulk (building area), massing (building height, lot coverage, open space, and set-back from the street), and additional requirements, such as accessory open space and off-street parking. It applies to new development, enlargements of existing buildings and new uses to which a building or property is put.

There are three broad categories of zoning district, ranging from highest to lowest use. R districts, permitting residential uses; C districts, permitting commercial uses; and M districts, permitting industrial uses. Each category is broken down into a number of sub-categories that contain further restrictions and requirements.

Performance standards related to noise, vibration, smoke and other particulate matter, odorous matter, toxic or noxious matter, radiation hazards, fire and explosive hazards, humidity, heat, or glare determine the range of acceptable uses in manufacturing districts. Light and medium manufacturing districts are governed by higher performance standards than heavy manufacturing districts, which generally contain more objectionable and hazardous uses.¹

Waterfront Study Area

The waterfront study area is mostly comprised of heavy manufacturing (M3-1), medium manufacturing (M2-1) and light manufacturing (M1-1, M1-2, M1-2D) districts.² While it also includes residence (R6, R6A, R6B) districts, a C8-1 commercial district and C1 commercial overlays, they account for only a small fraction of land area. (Map 9)

Manufacturing districts

A heavy manufacturing district (**M3-1**) covers much of the Sunset Park waterfront from the Hamilton Avenue Bridge in the north to 58th Street in the south and from Third and Second Avenues to the pierhead line. Manufacturing uses in Use Groups 17 and 18 (Table 3) are permitted as-of-right in this district.³ New residential and community facility uses are not permitted. However, retail and commercial uses in Use Groups 6 to 11, recreational uses in Use Groups 12 to 14, and general service uses (Use Group 16) are permitted as-of-right.⁴

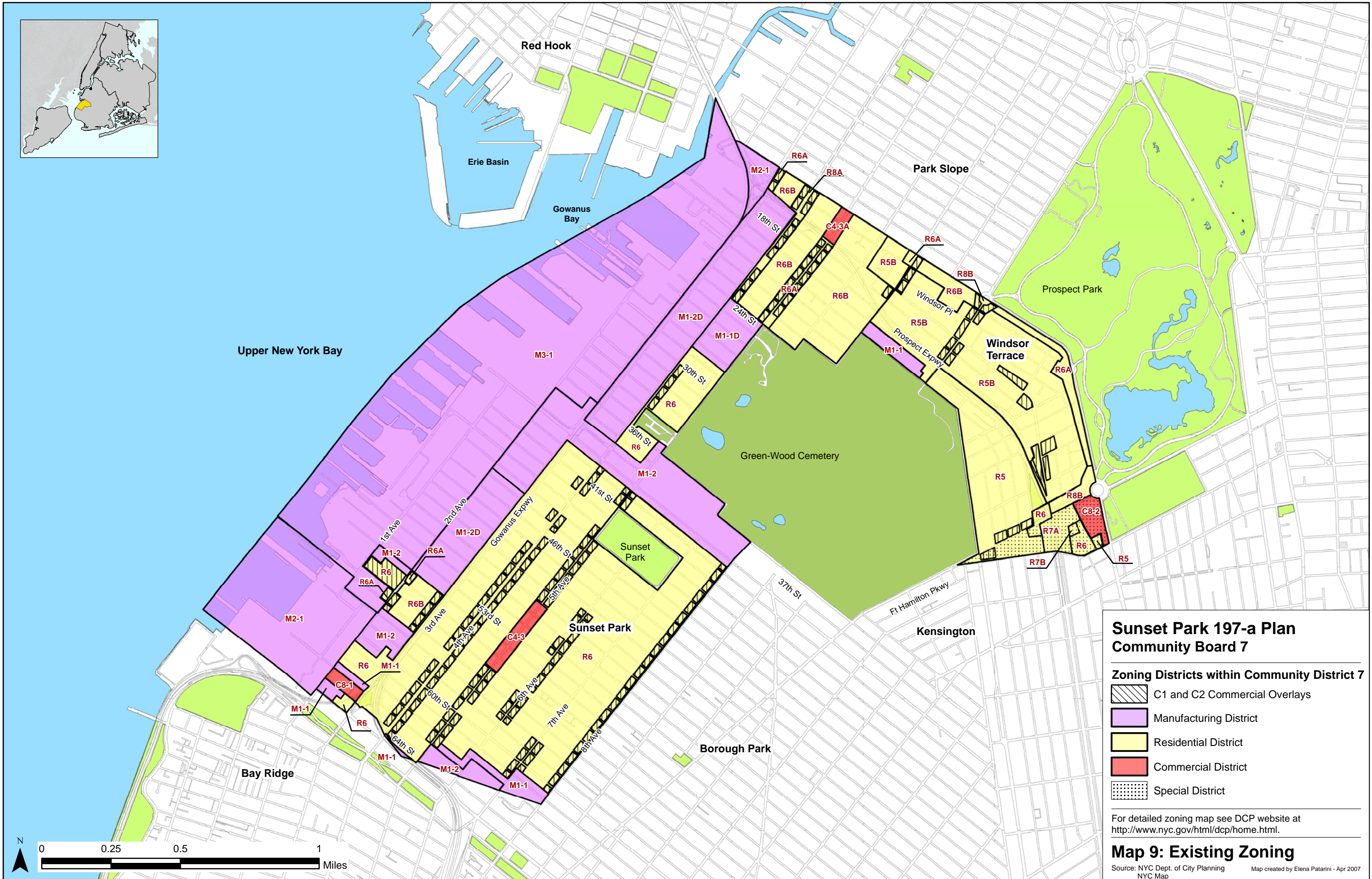
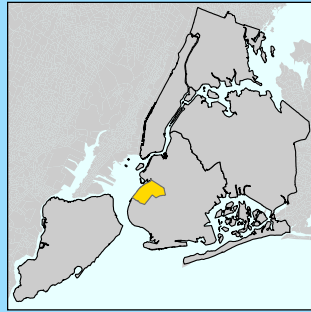
A medium manufacturing district (**M2-1**) encompasses both the Brooklyn Army Terminal and the 65th Street Rail Yard in the southern portion of the study area. Manufacturing uses in Use Group 17 are

¹ There are growing concerns regarding the use of performance standards to determine land use. Current performance standards are seriously outdated. They have not been revised since 1961, when the present Zoning Resolution was adopted, and they predate and sometimes contradict most environmental laws and regulations. Also, enforcement of performance standards is generally lax.

² New York City Zoning Maps 16(b), 16(d), 22(a)

³ Use Group 17 uses range from electrical appliance manufacturing to bottling works, contractors' yards, cosmetics or toiletries manufacturing, newspaper publishing, food processing (except for meat slaughtering or preparation of fish for packing), furniture manufacturing, wholesale produce or meat markets and research laboratories. Use Group 18 uses include foundries, electric and steam generating facilities, slaughterhouses, breweries, junk yards, metal processing or refining establishments, gas storage facilities, leather tanning, curing, finishing or dyeing establishments, gypsum manufacturing and stone processing.

⁴ Retail and commercial uses in Use Groups 6 to 11 range from art metal craft shops and auction rooms to wholesale establishments, trade schools for adults, business, professional or government offices, bowling alleys, eating or drinking establishments, stationary stores, drug stores, and grocery stores. Recreational uses in Use Groups 12 to 14 range from bowling alleys, indoor recreation centers and skating rinks to stadiums, auditoriums, launching facilities for non-commercial boats and small amusement parks. General service uses include wholesale storage facilities, warehouses, animal hospitals, household or office equipment repair shops, public transit yards, dry cleaning and dyeing establishments, horses' stables, and large-scale photo developing and printing services.



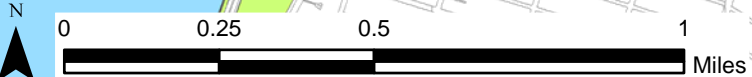
Sunset Park 197-a Plan Community Board 7

- Zoning Districts within Community District 7**
- C1 and C2 Commercial Overlays
 - Manufacturing District
 - Residential District
 - Commercial District
 - Special District

For detailed zoning map see DCP website at <http://www.nyc.gov/html/dcp/home.html>.

Map 9: Existing Zoning

Source: NYC Dept. of City Planning NYC Map Map created by Elena Patarini - Apr 2007



permitted in M2 districts as-of-right.⁵ While M2 districts have higher performance standards than M3 districts, they are generally less restrictive than M1 districts with regard to the amount of noise, dust, heat, vibration, odor, etc. that may be emitted. They also permit unenclosed industrial uses, such as port and rail facilities that are engaged in the movement and storage of goods. As in heavy manufacturing districts, new residential and community facility uses are not permitted in M2 districts while retail and commercial uses in Use Groups 6 to 11, recreational uses in Use Groups 12 to 14 and general service uses are permitted as-of-right.⁶

Table 3: Use Groups Permitted in Manufacturing Districts

Manufacturing Districts			Light (M1)	Medium (M2)	Heavy (M3)
Use Groups	Community Facility	3			
		4	X		
	Retail & Commercial	5	X		
		6	X	X	X
		7	X	X	X
		8	X	X	X
		9	X	X	X
		10	X	X	X
		11	X	X	X
		12	X	X	X
	Recreational	13	X	X	X
		14	X	X	X
		15			
	General Services	16	X	X	X
	Manufacturing	17	X	X	X
		18			X

Light manufacturing districts (**M1-1, M1-2**), located between First, Second and Third Avenues in the southern portion of the study area and between Second and Third Avenues in the middle of the study area provide a buffer between the heavy and medium manufacturing districts on the waterfront and adjacent residence districts. M1 districts permit a wide range of industrial uses in Use Groups 16 and 17, including warehousing and distribution facilities. They also permit most commercial uses, although there are size limitations for certain types of stores, including food and grocery stores, carpet stores, furniture stores, and appliance stores, which may not be larger than 10,000 square feet unless they are granted a special permit. New residential and community facility uses are not permitted in these districts, although some community facilities, such as schools, hospitals and clinics may be allowed by special permit. M1-1 and M1-2 districts differ by the amount of buildable floor area. M1-1 districts permit a maximum floor area ratio (FAR) of 1, while M1-2 districts permit a maximum FAR of 2.⁷

Mixed-use districts

Several blocks along Third Avenue that contain both residential and light manufacturing uses have been zoned for mixed-use (**M1-2D**). The M1-2D designation is essentially the same as M1-2, except that it

⁵ While Use Group 18 uses are generally restricted to M3 districts they may be permitted in M2 or even M1 districts if they comply with all of the applicable performance standards for such districts.

⁶ M2 districts are more restrictive with regard to non-industrial uses than M1 districts in that there is no special permit available for food and grocery stores or variety stores larger than 10,000 square feet or for community facilities.

⁷ Floor area ratio or FAR is the amount of square footage permitted to be developed on a lot, expressed as a multiple of the lot size, e.g.: a building on a 50' X 100' lot with a FAR of 2.0 may have a maximum floor area of 10,000 square feet.

permits limited new residential uses, by authorization of the City Planning Commission, on blocks that meet certain criteria such as occupancy of 25% or more of the block fronts by zoning lots that contain residential or community facility uses.⁸ One M1-2D district, located within the waterfront study area, runs between Second and Third Avenues, from midway between 45th and 46th Streets to 54th Street. The other M1-2D district runs along the east side of Third Avenue just outside the study area, from the Prospect Expressway to midway between 37th and 38th Streets.

Residence districts

As-of-right residential development is confined to the southern portion of the waterfront study area in two small contextual residence districts (R6A and R6B) between Second and Third Avenues, a small R6 district between First and Second Avenues – occupied by Lutheran Medical Center - and portions of a much larger R6 district extending across Third Avenue from the upland area. R6 districts permit medium density residential development with a FAR of 0.78 to 2.43, resulting in buildings that are usually between three and twelve stories in height and densities up to 176 units per acre. Parking must be provided for 70 percent of the dwelling units.

R6A and R6B districts permit medium density residential development that is in context, in terms of height and bulk, with the surrounding neighborhood.⁹ These districts are mapped primarily in the older neighborhoods of Brooklyn and Queens. The maximum FAR in R6A districts is 3.0. While this is somewhat higher than the FAR in R6 districts, greater permissible lot coverage and modified height and setback regulations typically produce six-story apartment buildings that are compatible with existing buildings, with maximum densities of 192 dwelling units per acre. The maximum FAR in R6B districts is 2.0, which typically produces shorter four- and five-story row houses or apartment buildings and maximum densities of 129 dwelling units per acre. While the Quality Housing Program is optional in R6 districts it is mandatory in both R6A and R6B districts.¹⁰ Parking is required for 50% of the dwelling units in R6A and R6B districts. Community facility uses (Use Groups 3 and 4), such as schools, houses of worship, hospitals or clinics, and nursing homes, are permitted as-of-right in residence districts. However, commercial uses are not permitted except where a C1 or C2 commercial district has been mapped as an overlay along an avenue within the district.

Commercial districts

Since most retail and commercial uses are permitted in manufacturing districts there are few designated commercial districts in the waterfront study area. They are limited to a **C1** commercial overlay in the R6, R6A and R6B districts between First and Third Avenues and a **C8-1** district mapped on the block between Second and Third Avenues and 63rd and 64th Streets occupied by the armory. C1 commercial overlays permit a range of local commercial uses such as restaurants, banks and bars, and personal services such as barbers or nail salons either on the ground floor of residential buildings or as generally small one- and two-story commercial buildings.¹¹ Since these overlays are in R6 districts they have a maximum commercial FAR of 2.0. C8-1 is a low-density general service commercial district that is generally mapped

⁸ Zoning Resolution, Article IV: 42-03, 42-47

⁹ When medium and higher density residence districts were drafted in 1961, the intention was to encourage relatively tall buildings that would be surrounded by open space, providing light and air to apartment windows. Unfortunately, such buildings are out of context in row house neighborhoods such as Sunset Park, and they are impractical on small lots. In the mid-1980s the Zoning Resolution was amended to establish a number of new and revised residence districts, generally identified with the suffix A, B, X or 1, that would permit greater lot coverage while limiting building height. These districts are termed “contextual” because they maintain the physical character of the neighborhood - by fixing height limits and the location and height of streetwalls - while continuing to provide appropriate development opportunities.

¹⁰ The Quality Housing Program was established as part of the 1987 amendments to the Zoning Resolution aimed at encouraging development of multifamily housing in a way that recognizes the relationship between building design and quality of life in a dense urban environment. The Quality Housing Program, which is optional in standard residence districts, requires that all residential buildings developed under the medium and higher density contextual bulk regulations must also comply with the four major elements of the Quality Housing Program, namely: Neighborhood Impact; Recreation Space; Safety and Security; and Building Interior.

¹¹ C1-1 through C1-5 and C2-1 through C2-5 commercial districts are mapped as overlays within residence districts to serve local retail needs.

along major traffic arteries and associated with automotive uses.¹² It has a commercial FAR of 1.0. Residential uses are prohibited in C8 districts.

Waterfront zoning

Much of the study area lies on the waterfront and is therefore subject to waterfront zoning. This set of regulations, adopted in 1993, applies to any waterfront area, regardless of the underlying zoning and covers use, bulk, view corridors, and public access.¹³ Waterfront zoning also allows the creation of waterfront access plans (WAPs).¹⁴ These plans tailor generic public access standards and height and setback requirements of waterfront zoning to the unique characteristics of a particular stretch of shoreline. WAPs are adopted through the same process as any other zoning text change, and can be initiated by a community board, the Department of City Planning, or other city agencies.¹⁵

It should be noted, however, that requirements regarding view corridors and public access apply only to new waterfront development projects with commercial uses or medium- to high-density residential uses. They do not apply to industrial and semi-industrial developments, commercial developments of less than 1 FAR in an M1 district, and most water-dependent uses in manufacturing and C8 districts.

Community District 7 Context Area

While the Sunset Park waterfront is zoned primarily for industrial use the upland portion of CD7 is zoned primarily for moderate density residential use (R5, R5B, R6, R6A).¹⁶ Almost all of Sunset Park east of Third Avenue and south of 40th Street is zoned R6. Two small R8B districts, one at Bartel Prichard Square and the other at Park Circle adjacent to Prospect Park permit higher density contextual development with a maximum FAR of 4.0. The maximum street wall height of 60 feet is intended to line up with traditional rowhouses prevalent in neighborhoods such as Windsor Terrace.

C1 and C2 commercial overlays are mapped along portions of Fourth Avenue, Sunset Park's mass transportation spine, as well as Fifth, Sixth, Seventh, and Eighth Avenues and Prospect Park West.¹⁷ Fifth Avenue, the district's major shopping street is mapped C4-3 between 50th and 56th Streets. C4-3 districts permit shopping centers and offices as well as residential uses with a maximum residential FAR equivalent to R6. There is also a small C8-2 general service district along Coney Island Avenue in the far east corner of CD7. C8-2 districts have a commercial FAR of 2.0 and generally include automobile showrooms and offices.

M1-1 and M1-2 manufacturing districts in the upland portion of CD7 are concentrated along the Bay Ridge rail corridor on the border of Community District 10 and the BMT rail yard alongside Green-Wood Cemetery. Two mixed use (M1-1D and M1-2D) districts along Third and Fourth Avenues west of Green-Wood Cemetery permit limited new residential uses under specific criteria and subject to authorization by the City Planning Commission.

¹² C8-1 districts permit a wide range of uses in addition to automotive uses, including warehouses, transit yards, stables, tool and die shops, sign painting, custom manufacturing (e.g. bookbinding), kennels and skating rinks.

¹³ Waterfront regulations apply to all portions of any block that includes shoreline, except for any zoning lots on the block that are not at least partly within 1,200 feet of the shoreline.

¹⁴ Zoning Resolution, Article VI: 62-80

¹⁵ WAPs establish exactly where public access will be provided when a site is developed or redeveloped. They can consolidate or disperse the amount of space dedicated to public access on a piece of property, but they cannot increase the total amount of area devoted to public access beyond the generic standards. WAPs can also establish design standards, such as the choice of trees and shrubs, or the type of paving to be used, as long as these fall within the standards permitted under the waterfront zoning regulations. The WAP is a document that includes a map identifying the plan area and illustrating the location of all the features of the plan. It also includes text describing each of the elements on the map, as well as any minimum design standards.

¹⁶ New York City Zoning Maps 16(b), 16(d), 22(a), 22(c)

¹⁷ A C2 commercial overlay permits a greater range of uses than C1, including home maintenance and repair services, theaters, bowling alleys, small lumberyards, public parking lots and garages, and art and music studios. As in C1 districts, commercial uses are limited to one or two floors.

Land Use

Waterfront Study Area

As indicated on Map 12, The Sunset Park waterfront study area mostly contains transportation and industrial uses, reflecting its historic development as a maritime and industrial center and continued importance as a Significant Maritime and Industrial Area. It occupies a substantial portion of New York State's Southwest Brooklyn Empire Zone as well as the city's Southwest Brooklyn Industrial Business Zone. (Maps 15 and 16)

Data provided by Department of City Planning MISLAND reports were used to analyze current land uses in the waterfront study area as well as CD7 as a whole.¹

Up to 59% of the total lot area in Census Tracts 2, 18, 20, and 22 - which comprise the study area - is occupied by transportation and utility uses and 27% is occupied by industrial/manufacturing uses. (Table 4A) Although there are pockets of residential use in the study area, primarily in the mixed-use district and small residence districts between Second and Third Avenues, they account for only 5% of the total lot area.² The remaining lot area is comprised of commercial/office uses (3%); public facilities and institutions (1%); open space and outdoor recreation (1%), parking facilities (2%) and vacant land (1%).³

Table 4A: Primary Land Uses by Lot Area - Waterfront Study Area and CD7, 2006

Census Tract/Area	2		18		20		22		Total Waterfront Area		CD7	
	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area
Total Lot Area*	1,825		25,157		990		2,414		30,386		83,835	
One and two-family Residential	46	5	0	0	75	14	150	14	271	2	6,840	16
Multi-family Residential	17	2	0	0	45	9	111	18	173	2	3,523	11
Mixed Residential and Commercial	40	5	2	0	19	4	32	3	93	1	1,274	3
Commercial/Office	14	22	14	2	8	2	8	1	44	3	283	3
Industrial/Manufacturing	116	56	105	24	102	55	47	30	370	27	656	13
Transportation and Utility	5	1	24	70	8	3	5	2	42	59	104	22
Public Facilities and Institutions	1	0	2	1	4	4	4	8	11	1	157	3
Open Space and Outdoor Recreation	0	0	3	1	0	0	3	9	6	1	35	27
Parking Facilities	35	6	8	1	10	4	41	11	94	2	278	1
Vacant Land	10	2	8	1	14	3	23	2	55	1	255	1

* Lot area is in thousands of square feet. (Source: MISLAND Report: AREACT, AREACD, New York City DCP, 8/17/06)

Comparison with 2004 land use data in Table 4B below shows little change in the number of lots occupied by residential, transportation and utility, public facilities and institutions, and open space and

¹ MISLAND reports created 08/31/04 and 08/17/06, New York City Department of City Planning.

² Including one- and two-family, multi-family, and mixed residential and commercial uses.

³ Percentages do not quite add up to 100% due to rounding error.

outdoor recreation uses in the waterfront study area. However, significant changes can be seen over the two year period in the number of lots occupied by industrial and manufacturing uses, parking, and vacant land, although this does not necessarily change the proportion of total lot area devoted to these uses.

The number of lots occupied by industrial and manufacturing uses has increased by 20 since 2004, the largest changes occurring in Census Tracts 18 and 20. Up to 18 more lots are currently used for parking, primarily in Census Tracts 22 and 2. The substantial decrease in the number of vacant lots in the study area – from 84 in 2004 to 55 in 2006 is indicative of increased development activity on the waterfront, primarily in Census Tracts 20 and 22. Since the proportion of total lot area described as vacant land has not changed since 2004 it is likely that most of these lots are small infill parcels in the residence and mixed use districts.⁴

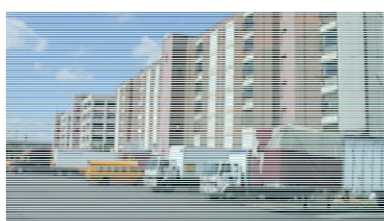
Table 4B: Primary Land Uses by Lot Area - Waterfront Study Area and CD7, 2004

Census Tract/Area	2		18		20		22		Total Waterfront Area		CD7	
	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area	# of Lots	% Total Lot Area
Total Lot Area*	1,823		25,226		982		2,432		30,463		83,801	
One and two-family Residential	46	5	0	0	76	15	151	14	273	2	6,863	16
Multi-family Residential	16	2	0	0	44	9	112	18	172	2	3,473	11
Mixed Residential and Commercial	41	5	3	0	20	5	30	3	94	1	1,297	3
Commercial/Office	12	22	13	2	6	2	9	1	40	3	234	2
Industrial/Manufacturing	120	57	91	24	93	51	46	29	350	27	660	13
Transportation and Utility	4	1	23	70	8	3	5	2	40	58	124	22
Public Facilities and Institutions	1	0	2	1	3	4	4	8	10	1	157	3
Open Space and Outdoor Recreation	0	0	3	1	0	0	3	9	6	1	37	27
Parking Facilities	30	5	6	0	10	5	30	10	76	2	203	1
Vacant Land	13	3	12	1	22	5	37	4	84	1	344	1

* Lot area is in thousands of square feet. (Source: MISLAND Report. New York City DCP, 8/31/04)



LaFarge Cement Terminal - 25th Street



Bush Terminal Warehouses



First Avenue Rail Yard

⁴ Data cleanup and reclassification of land uses from one year to the next may also contribute to changes in the number of lots.



**Sunset Park 197-a Plan
Community Board 7**

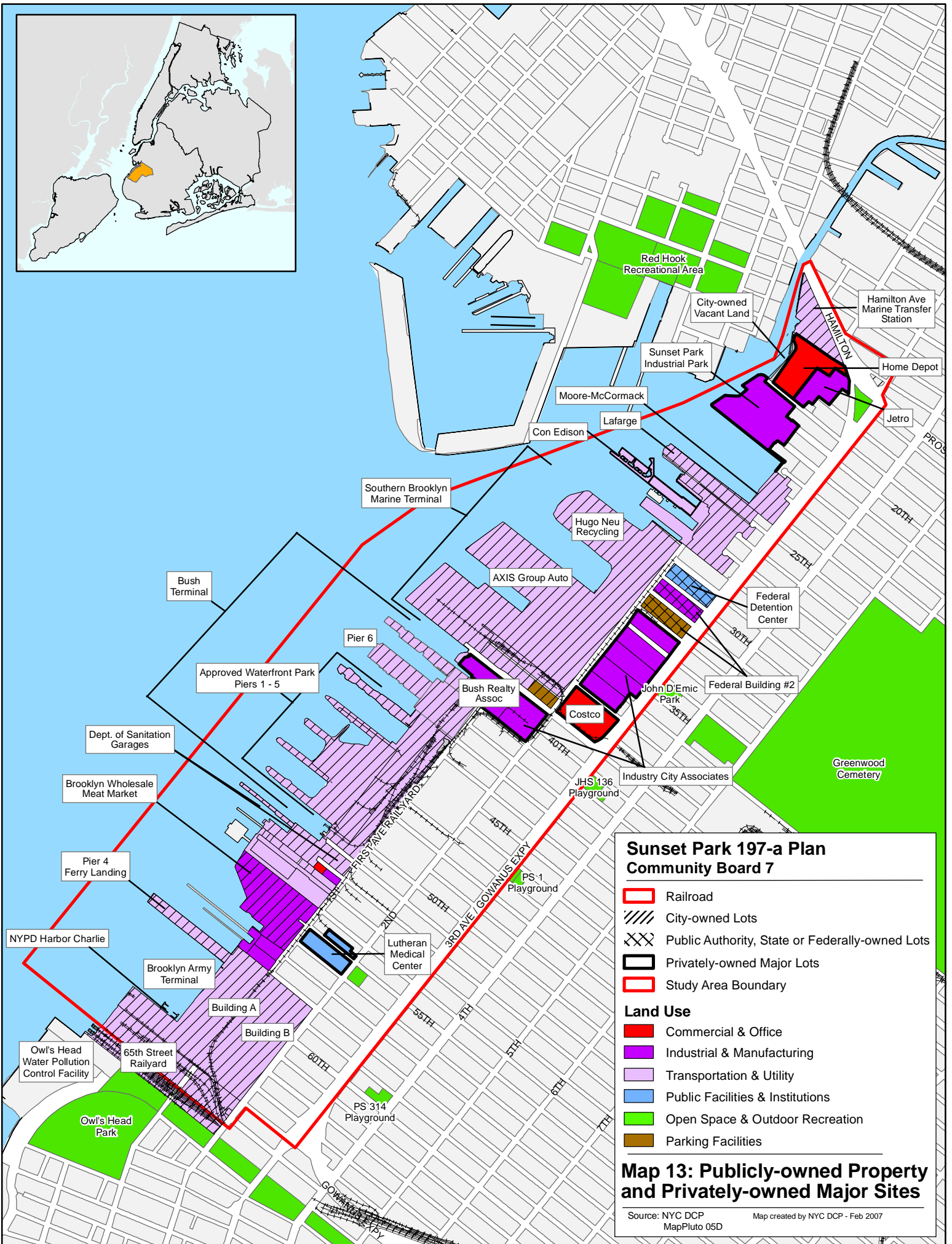
**Map 12: Community District 7
Existing Land Use**

Source: NYC DCP
MapPluto 05D
Map created by NYC DCP

Community District 7 Boundary

Land Use

- One & Two Family
- Multi-Family Walk-up
- Multi-Family Elevator
- Mixed Residential & Commercial
- Commercial & Office
- Public Facilities & Institutions
- Industrial & Manufacturing
- Open Space & Outdoor Recreation
- Parking Facilities
- Transportation & Utility
- Vacant Land
- No Data



**Sunset Park 197-a Plan
Community Board 7**

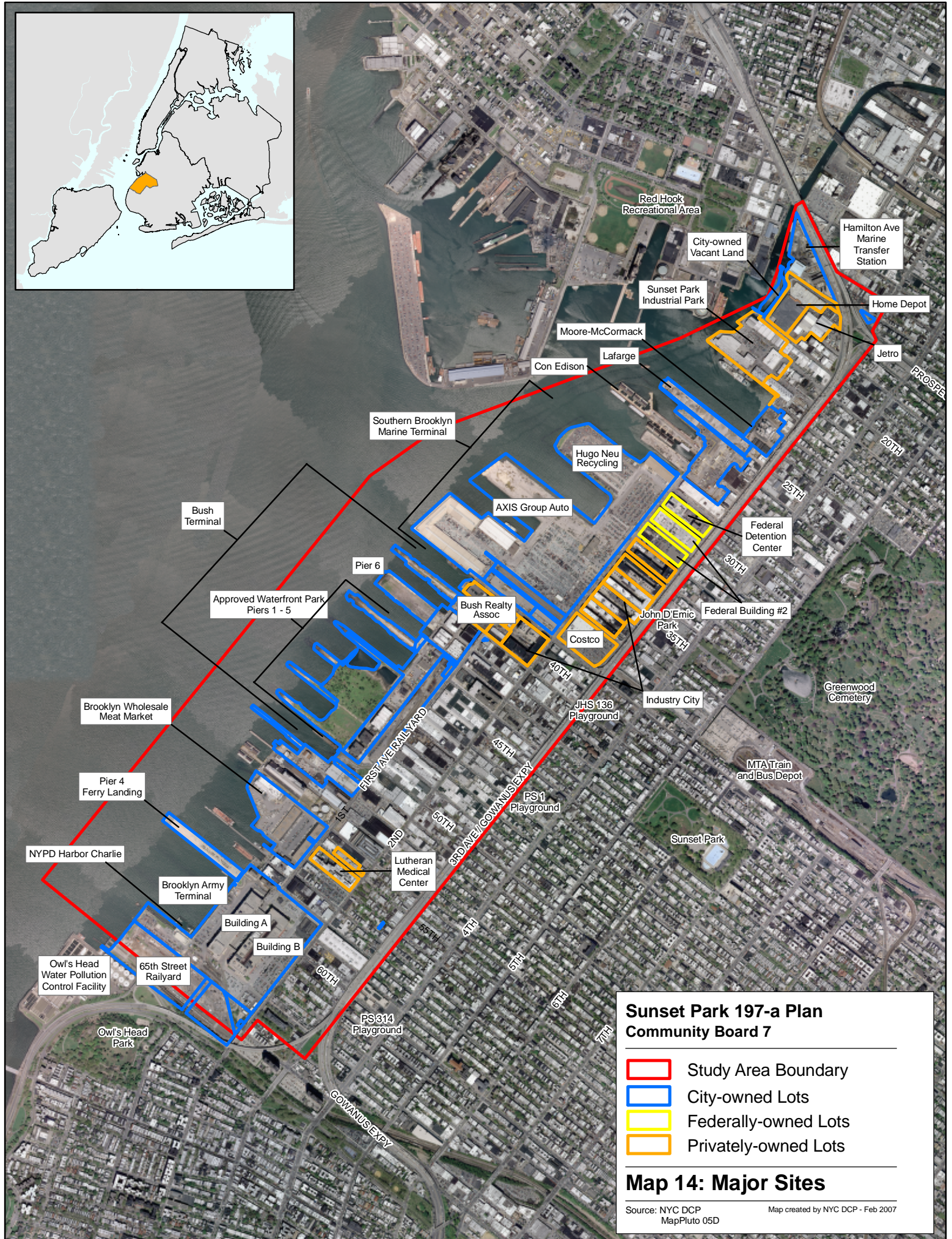
- Railroad
- City-owned Lots
- Public Authority, State or Federally-owned Lots
- Privately-owned Major Lots
- Study Area Boundary

Land Use

- Commercial & Office
- Industrial & Manufacturing
- Transportation & Utility
- Public Facilities & Institutions
- Open Space & Outdoor Recreation
- Parking Facilities

Map 13: Publicly-owned Property and Privately-owned Major Sites

Source: NYC DCP MapPluto 05D Map created by NYC DCP - Feb 2007



**Sunset Park 197-a Plan
Community Board 7**

- Study Area Boundary
- City-owned Lots
- Federally-owned Lots
- Privately-owned Lots

Map 14: Major Sites

Source: NYC DCP
MapPluto 05D
Map created by NYC DCP - Feb 2007

City-Owned Property

As indicated on Maps 13 and 14, the study area contains a high proportion of city-owned property, much of it concentrated along the waterfront. While some of this is in active use, including Bush Terminal, the Brooklyn Army Terminal (BAT), the Brooklyn Wholesale Meat Market, and the BK7/BK10 Sanitation Garage, most of it is underutilized or awaiting development.

After decades of inactivity, exacerbated, to a large extent, by uncertainties regarding long-term port development, the city is moving forward with plans to redevelop the waterfront and return it to profitable use.⁵

- The Hamilton Avenue Marine Transfer Station and the adjacent Hamilton Avenue Incinerator site are awaiting development of a barge-based containerized waste export facility under the city's recently adopted Comprehensive Solid Waste Management Plan;
- EDC has issued an RFP for the development of heavy industrial and high performance manufacturing uses on a city-owned site between 23rd and 25th Streets on Third Avenue;
- Lafarge North America recently opened a barge-based cement storage and distribution facility on the 25th Street Pier, under a 20-year lease agreement with the city;
- EDC and the Brooklyn Economic Development Corporation (BEDC) have issued a joint RFP for the disposition and redevelopment of the vacant Federal Building #2 at 850 Third Avenue as affordable industrial space;
- Plans by Sims Hugo Neu Company, LLC for the development and operation of a new barge-based recycling facility on the 30th Street Pier at SBMT are in the environmental review process;⁶
- EDC recently signed a lease with the Axis Group, Inc. for the development and operation of an auto port and general cargo facility at the South Brooklyn Marine Terminal (SBMT);
- Negotiations are underway with C.P. Cemento for the development and operation of a cement import facility on Bush Terminal Pier 6;
- EDC is working with a consultant team headed by Donna Walcavage Landscape Architecture + Urban Design on final plans for a new 23-acre park at Bush Terminal Piers 1 through 5;
- EDC has issued RFPs for the disposition and redevelopment of several sites in the Bush Terminal Industrial Complex for light industrial uses, including manufacturing (see below); and
- In early 2005 EDC issued an (RFP) for development of the northern portion of the 65th Street Rail Yard for intermodal rail or waterborne uses.

Industrial/Manufacturing Uses

Major industrial/manufacturing land uses in the study area include, from north to south:

Jetro: The national wholesaler, located between 17th and 19th Streets off Third Avenue, sells groceries and food service and catering supplies to a wide variety of commercial enterprises, including small grocery stores and delicatessens in CD7.

Sunset Industrial Park: This private industrial complex managed by Sunset Industrial Park Associates, LLC, contains approximately 324,000 square feet of rentable industrial space in several buildings between 19th Street and 22nd Street at the mouth of the Gowanus Canal. Up to 20 firms currently occupy space in the industrial park, which is nearly filled to capacity.

⁵ The deteriorated state of the waterfront itself has also posed significant obstacles to redevelopment. The waterfront primarily consists of large parcels of land, formerly used for shipping, and a number of "finger piers," which have decayed to such an extent over the last several decades, that they have begun to collapse into the water. Deterioration of the piers has, ironically, been accelerated with the cleaning up of the harbor, which has made it possible for the "marine borer," a wood eating worm, to return and undermine the pilings. The Army Corps of Engineers has been pursuing a "harbor drift" program over the past several years to remove derelict piers and other harbor structures.

⁶ The city intends to commit to a long-term 20-year contract with Sims Hugo Neu Company LLC for the operation of a major recycling facility on Pier 30 at the SBMT. The new facility will process metal, glass, plastics and certain amounts of paper. It will be primarily barge-fed from Hugo Neu sites in Queens, the Bronx and a potential DSNY location in Manhattan. Recyclable materials from Brooklyn will be delivered directly by DSNY trucks. Processed materials will leave the plant by barge.

- **25th Street Pier:** Lafarge North America's barge-based cement storage and distribution facility on the 6.8-acre 25th Street Pier is expected to create about 30 new jobs on the Brooklyn waterfront.
- **Federal Building #2:** The eight-story 1.1 million square foot industrial loft building at 850 Third Avenue, owned by the federal government and administered by the General Services Administration (GSA), has been vacant and unutilized for a number of years. BEDC is working with EDC to acquire this substantial industrial resource for redevelopment as a light manufacturing incubator, with the possibility of limited retail uses on the ground floor of the building or as part of development on the adjoining block.
- **Industry City:** Industry City is the largest private industrial complex in Sunset Park. It consists of 10 multi-story industrial loft buildings stretching from 33rd Street to 37th Street between Second and Third Avenues, with a total of 5.5 million square feet of industrial floor area. It houses approximately 150 firms mainly involved in manufacturing and warehousing operations. Industry City is owned and managed by 1-10 Industry City Associates.
- **3915-4000 First Avenue:** Bush Realty Associates owns and manages a group of three eight-story industrial loft buildings between 39th Street and 41st Street, First Avenue and the waterfront. The 1.1 million square foot industrial complex houses approximately 20 firms. It is currently fully occupied.
- **4002 Second Avenue:** 19-20 Industry City Associates owns the U-shaped group of eight-story industrial loft buildings between 39th and 41st Streets fronting on Second Avenue, as well as the single-story building at 4023 First Avenue between 40th and 41st Streets.
- **Bush Terminal Pier 6:** Pier 6, at the foot of 42nd Street, has been vacant and unutilized for a number of years. As the largest and least deteriorated of the Bush Terminal piers it has significant development potential. The pier itself is approximately 910 feet long and 180 feet wide. Together with the upland area it provides a total of 5.2 acres of developable space.
- **Bush Terminal Industrial Complex:** The city-owned Bush Terminal Industrial Complex, administered by EDC and managed by Turner Construction, comprises a number of buildings between 41st and 50th Streets, First Avenue and the waterfront. They include: Units A, B, C and D between 41st and 43rd Streets; the Bush Terminal Office Building (administration building) and the former Bush Terminal Longshoremen's Center (restaurant building) at the foot of 43rd Street; Building #45 at the foot of 47th Street; Building G at the foot of 48th Street; Building #57 at the foot of 49th Street; Building #58 at the foot of 50th Street; and a number of smaller buildings and lots along the Marginal Street between 44th and 47th Streets. This complex houses close to 100 firms with up to 950 employees engaged in manufacturing and warehouse/distribution operations. It is almost fully occupied.
- **IESI NY Corporation:** This private waste transfer facility located on the corner of 50th Street and First Avenue operates under contract with the City of New York for the removal of municipal solid waste.
- **Brooklyn Wholesale Meat Market:** The cooperative meat market at 5600 First Avenue, between 54th and 57th Streets, has approximately 25 tenants, including meat and poultry wholesalers and a processor and distributor of frozen meats. It is managed by EDC.
- **Brooklyn Army Terminal:** The Brooklyn Army Terminal (BAT), located between 58th Street and the 65th Street Rail Yard, Second Avenue and the waterfront, covers approximately 97 acres of land and contains over 4 million square feet of industrial loft space in two buildings, Building A (1.8 million sq. ft.) and Building B (2.2 million sq. ft.). The facility has been operated by EDC since it was purchased from the U.S. Government in the early 1980s and has undergone extensive rehabilitation. Over the past 20 years EDC has renovated more than 3.1 million square feet of space in the two BAT buildings. Building B is completely occupied and Building A, which is still undergoing rehabilitation, is currently being leased. Brooklyn Army Terminal has become one of Brooklyn's largest industrial parks. It houses approximately 70 firms ranging from light manufacturing, warehouse and distribution businesses to back-office operations, with more than 3,000 employees. Current tenants include Best Case Accessories, Andre Fabrics, Depository Trust Company, Citigroup/Salomon Smith Barney, and Dee & Dee Stores. It includes an on-site daycare center, a cafeteria, parking, and security services. Various city agencies also have facilities at BAT, including the Department of Transportation (NYC

DOT) and the Police Department (Harbor Charlie at Pier #1, Transit Bureau, and Canine Unit). EDC is currently marketing space in Building A for bioscience development.

Note: Bush Terminal Industrial Complex and the Brooklyn Army Terminal appear as Transportation and Utility Uses on the Existing Land Use map (Map 12) in reference to their historic functions as shipping, warehousing and distribution facilities. These functions have changed to a large extent and they now support a range of light manufacturing activities as well as warehousing and commercial uses.

Transportation and Utilities

As indicated in Table 4A and on Map 12 transportation and utility uses, which occupy relatively few of the 1,159 lots in the study area, consume almost two-thirds of the total lot area.

Major transportation and utility land uses in the study area, other than Bush Terminal Industrial Complex and the Brooklyn Army Terminal noted above, include, from north to south:

- **Hamilton Avenue Municipal Asphalt Plant:** The Hamilton Avenue Municipal Asphalt Plant, at 14th Street and Hamilton Avenue, is an active NYC DOT facility. It is the only plant run by the city and produces 60% of the city's asphalt.
- **Hamilton Avenue Marine Transfer Station:** This facility has been inactive since the city changed its solid waste export plans and closed the Fresh Kills Landfill on Staten Island.⁷ It is designated for expansion and upgrading under the city's Comprehensive Solid Waste Management Plan.
- **Hamilton Avenue Incinerator:** The decommissioned Hamilton Avenue was demolished and the site it occupies is part of the Hamilton Avenue Marine Transfer Station expansion plan.
- **Electric Generating Facilities:** There are three electric generating facilities in the waterfront study area. They include:
 - **New York Power Authority's PowerNow! Plant:** The two 44 MWatt natural gas-powered turbines at Third Avenue and 23rd Street, with a combined capacity of 88 MWatts, are part of the New York Power Authority's PowerNow! Project.⁸ They comprise two of the eleven small "peaker power plants" installed in six locations in or near New York City in the summer of 2001 to provide additional power for the city's wholesale energy market during periods of peak demand.⁹
 - **Gowanus Generating Station:** The 572 MWatt Gowanus Station consists of 32 barge-mounted combustion turbine units, fired primarily with #2 fuel oil. It covers approximately 25 acres of piers and underwater property between 25th and 28th Streets on the waterfront.
 - **Narrows Generating Station:** The 297 MWatt Narrows facility at 53rd Street and First Avenue consists of 16 barge-mounted combustion turbine units as well as oil storage tanks.
- **South Brooklyn Marine Terminal (SBMT):** The 88-acre South Brooklyn Marine Terminal has been largely underutilized for a number of years. Its most recent operations include a cocoa port – at the southern edge of the terminal, a tow pound, and an auto storage and surface parking facility.
- **First Avenue Rail Yard and float bridge:** The New York Cross Harbor Railroad Terminal Corporation operated the First Avenue Rail Yard (Bush Terminal Yard) and the rail float bridge at 51st Street under a lease agreement with New York City until July 2006, when it was taken over by Mid Atlantic New England Rail, LLC and its operating rights and common carrier obligations were transferred to New York New Jersey Rail, LLC, a subsidiary.

⁷ Legislation enacted in 1996 mandated the closing of the Staten Island Fresh Kills Landfill, which had operated as a "temporary" facility since its opening in 1948. Although the landfill was closed in 2001, the Hamilton Avenue marine transfer facility in Sunset Park continued to be used for a short time thereafter.

⁸ Each 44 MWatt turbine was constructed as a separate facility, to keep the project below the 80 MWatt level, which would have triggered a lengthy public review process under Article X of New York State Public Service Law.

⁹ Peaker power plants use natural gas to produce electricity. They generally operate only when there is a high demand for electricity - known as peak demand - such as in the summer months when air conditioning load is high.

- **BK7/BK10 Sanitation Garage:** This DSNY facility, located at the bottom of 51st Street serves Community District 10 as well as Community District 7.
- **BAT Pier 4.** Pier 4 at the foot of 58th Street is currently in active use as a ferry terminal and commuter parking facility as well as a recreational pier.
- **65th Street Rail Yard and float bridges:** In 2005 EDC issued an RFP for development of the northern 14.9 acres of the 33-acre rail yard for intermodal rail or waterborne uses, as part of a comprehensive rail improvement program for Sunset Park. Two new electric gantry rail float bridges, constructed in 1999 have yet to be put into service.

Note: The area occupied by Bush Terminal Piers 1 through 4 is represented as Transportation and Utility Use on Map 12, in reference to its historic maritime and transportation function as part of the Bush Terminal warehouse complex. The piers and partial landfill between the piers have been inactive since the mid-1970s and are more indicative of vacant land. Plans to develop Piers 1 to 4 and adjacent Pier 5 as public open space have been underway since the 1997 Community Planning Workshop at the start of the 197-a planning process, when Bush Terminal Piers was identified as the preferred site.

Residential Uses

Residential uses are limited to the southern portion of the waterfront study area. They are mostly comprised of one- and two-family rowhouses on the side streets between Second and Third Avenues and multi-family residential or mixed residential and commercial buildings along Third Avenue and, to a lesser extent, along Second Avenue. They are distributed from south to north as follows:

- The four blocks from 63rd to 59th Streets between Second and Third Avenues contain a substantial amount of residential uses, with one- and two-family homes and 3-story rowhouses concentrated on 61st and 62nd Streets.
- The blocks from 58th to 49th Streets between Second and Third Avenues contain a mix of uses, characterized by one- and two-family homes and vacant lots interspersed with industrial buildings. The bulk of residential land use in this area lies between 58th and 54th Streets in the R6, R6A and R6B districts surrounding Lutheran Medical Center (LMC). Harbor Hill Senior Housing developed by LMC is located at 57th Street and Second Avenue. The block between 54th and 53rd Streets in the M1-2D district immediately to the north also contains a large number of residential lots. However, 52nd Street is mostly lined with warehouses, including some that have been recently constructed. It is the first major break in the residential fabric between Second and Third Avenues. Residential uses pick up once again on 51st Street and 50th Street, where more than 25% of the uses are residential.
- The five blocks between 49th and 44th Streets in the M1-2D district together contain less than 25% residential uses. 45th Street, however, contains a significant number of residential buildings, primarily two-story rowhouses and multi-family walk-ups.
- There are a number of mixed residential and commercial buildings interspersed with industrial uses along the west side of Third Avenue, from 36th Street as far as 62nd Street.

Note: There has been little residential development in the mixed-use district between 44th and 54th Streets. This may be due to constraints under zoning, which provides few opportunities for residential development in M1-2D districts beyond expansion or rebuilding of existing homes. The Gowanus Expressway/Third Avenue corridor may also exert a negative influence. In contrast, there has been a significant amount of industrial development in the area.

Commercial and Office Uses

While commercial and office uses occupy only 3% of total lot area in the waterfront study area, there are considerably more of these uses throughout the waterfront on lots that historically may have supported solely industrial or transportation uses but now house a variety of different uses. Major commercial and office uses in the study area include, from north to south:

- **Home Depot:** The home improvement superstore, which opened in 1998, is located at the mouth of the Gowanus Canal, roughly between 19th Street and 16th Street. It has approximately 250 employees.
- **Costco:** The 150,000 square foot big box regional retail facility, constructed in 1996, occupies the entire area between 37th and 39th Streets and Third and Second Avenues. It accounts for the high percentage of lot area occupied by commercial and office uses in Census Tract 2. It has approximately 350 employees and space for more than 475 cars on an approximately 4.5 acre, partially landscaped parking lot.
- **East of HollywoodNY:** The East of HollywoodNY film studio has occupied a site on 52nd Street west of First Avenue for several years. It is used to capacity for the production of feature films, videos and commercials.
- Both city-owned and privately-owned industrial properties are being marketed for back-office operations in addition to manufacturing and industrial uses, including Industry City, the Brooklyn Army Terminal, and Bush Terminal Industrial Complex.

Public Facilities and Institutions

Public facilities and institutions occupy only 11 lots in the study area, representing a mere 1% of total lot area. This belies the actual number of such uses scattered throughout the waterfront, in buildings that have traditionally supported only industrial or transportation uses.

The largest public facility and institutional uses in the area, in terms of lot coverage, are the 476-bed Lutheran Medical Center and adjacent 240-bed Lutheran Augustana Center for Extended Care and Rehabilitation, located on Second Avenue, between 55th and 56th Streets, and the 1,000-bed Metropolitan Detention Center between Second and Third Avenues on 29th Street.

Lutheran HealthCare's development of a Family Health Center between 56th and 57th Streets and First and Second Avenues, on a lot that is currently used for employee and visitor parking (Block 836, Lot19), will expand institutional land uses somewhat.

Open Space and Outdoor Recreation

Open space and outdoor recreation uses account for less than 1% of total lot area in the waterfront study area. While DCP data indicate that there are 6 lots with 415,000 square feet devoted to open space and outdoor recreation on the waterfront, it is actually much less, since some of these lots are in the small part of Census Tract 22 that falls outside of Community District 7. The only open spaces of any significance in the study area are the 1.51-acre John Allen Payne Park and Playground between 64th and 65th Streets on Third Avenue and the 0.91-acre Martin Luther Playground between 55th and 56th Streets on Second Avenue. BAT Pier 4 at the foot of 58th Street should also be considered as public open space.

Parking Facilities

Up to 2% of total lot area in the waterfront study area is occupied by parking facilities. These are mostly private parking garages or accessory parking lots associated with adjacent businesses and institutional uses such as Lutheran Medical Center. In addition to parking facilities identified in the DCP data and existing land use map it is important to take into consideration the amount of land used for municipal parking under the Gowanus Expressway viaduct along Third Avenue and the significant amount of lot area devoted to parking at major retail outlets such as Home Depot and Costco and facilities such as the Brooklyn Army Terminal. Surface parking has also been provided at the SBMT.

Vacant Land

There are 55 vacant lots in the study area, representing just over 1% of total lot area. None of these lots are of any substantial size. Apart from a few moderately sized lots in the manufacturing district, they are mostly smaller infill lots between Second and Third Avenues, in the M1, M1-2D, and R6B districts, and between First and Second Avenues in the R6A district.

Community District 7 Context Area

While **residential land uses** comprise only a small fraction of the waterfront study area, they occupy up to 30% of total lot area in the district as a whole, with one- and two-family homes, multi-family apartment buildings, and mixed residential and commercial uses accounting for 16%, 11% and 3% of total lot area, respectively. (Table 4A) Most of the land to the east of Third Avenue and south of 38th Street is occupied by residential uses, ranging from three- and four-story limestone apartment buildings to brownstones and brick row houses, with ground floor retail and commercial uses along the avenues. The Sunset Park Historic District, which extends from 38th to 64th Streets, between Fourth and Seventh Avenues, encompasses much of this area. However, there are several mixed-use blocks from 17th to 38th Streets between Third and Fourth Avenues that contain both residential and industrial uses, with small row houses interspersed among single-story factories and warehouses.



Eighth Avenue



New housing on Fourth Avenue



Sunset Park Historic District – 43rd Street

Open space and outdoor recreation uses are shown in the city's land use map and real property files as comprising a significant portion of the district's total lot area – up to 27%. However, this is largely a reflection of the 478-acre Green-Wood Cemetery and provides an inaccurate picture of public open space and recreational uses in the district. Although CD7 had 1.02 acres of public open space per 1,000 residents in 1996, significant increases in population over the past ten years have reduced the ratio to 0.89. This is significantly lower than DCP's open space standard of 2.5 acres per 1,000 residents. In reality, CD7 has only 0.45 acres of parkland per 1,000 residents if we exclude 10% of Prospect Park that is apportioned to the district. (See p. 121 under Open Space and Waterfront Access)

Transportation and utility uses and **industrial/manufacturing uses** account for only 22% and 13% of the district's total lot area respectively. As in the study area, these uses generally conform to zoning.

Commercial and office uses also correspond closely to zoning. They are generally located in C1 and C2 commercial overlays along Third, Fourth, Fifth, Sixth, Seventh and Eighth Avenues, and Prospect Park West in Windsor Terrace, with a concentration in and around the C4-3 district between 50th and 56th Streets on Fifth Avenue and a C4-3A district along Fifth Avenue in South Park Slope.

The fact that there is very little **vacant land** in Community District 7 - only 1% of the total lot area in the district is categorized as vacant - is of considerable concern in light of residential development needs.

Trends and Issues

Maritime Uses

Although Sunset Park is a designated Significant Maritime and Industrial Area there has been a substantial reduction in maritime related uses on the waterfront over the past few decades. Current uses are limited to the rail float bridge at 51st Street; Bouchard Barge Company operations at the 57th Street Pier; the ferry landing at BAT Pier 4; and gas turbine generator barges at the Gowanus Generating Station between 25th and 28th Streets and the Narrows Generating Station at 53rd Street. The city's current efforts to revitalize the Sunset Park waterfront give preference to maritime and water-dependent

uses. Redevelopment of the SBMT for auto processing, general cargo and barge-based recycling operations, development of barge-based cement distribution facilities on the 25th Street Pier and Bush Terminal Pier 6, reactivation of the Hamilton Avenue Marine Transfer Station, and activation of rail float operations at the 65th Street Rail Yard will substantially increase maritime activity in the area.

Non-Conforming Uses

While zoning and land use generally match there are numerous non-conforming land uses in the study area - primarily residential - that were in existence prior to the current zoning designation. While these legally non-conforming uses are allowed to remain, they are restricted from future expansion or redevelopment.

Environmental Compatibility

The close proximity of industrial and residential uses in the mixed-use and residence districts along the Third Avenue corridor and small residence districts toward the south raises concerns regarding the environmental impacts of expanded industrial operations on the health and safety of residents. Inadequate performance standards and enforcement measures may expose residents to unacceptable levels of air and noise pollution as well as other hazards.

Residential Conversions

The increasing amount of residential conversion activity in industrial areas in New York City in recent years has had a substantial impact on the availability and affordability of industrial space and has prompted the city to adopt measures in its new industrial policy that discourage illegal conversions and reduce the possibility of residential rezoning in certain industrial areas.¹⁰

As part of the recently designated Southwest Brooklyn Industrial Business Zone, Sunset Park's industrial waterfront is protected to a large extent from residential conversions. However, the M1-1D and M1-2D districts to the east of Third Avenue may still be vulnerable to both legal and illegal residential conversions as a result of housing development pressures in CD7 and adjacent districts.

Demolition of the Gowanus Expressway viaduct, if the elevated highway is replaced with a tunnel, may also have a substantial impact on industrial land use in terms of increasing land values and potential for residential conversions along the Third Avenue corridor.

Description of Existing Land Uses

As noted above, the city's land use data and map do not present a comprehensive or accurate picture of current land uses in the waterfront study area. Much of the information relates to older uses that have since disappeared. In addition, by focusing on lot area and not building area, many uses that occur on the upper floors of buildings escape recognition.



Residential and industrial uses in Sunset Park's mixed-use districts

¹⁰ New York City Industrial Policy: Protecting and Growing New York City's Industrial Job Base. January 2005. pp.15,18.

Economic Development

Introduction

The Sunset Park waterfront is one of New York City's most active industrial areas and plays an important role in both the local and regional economy. It has undergone substantial revitalization in the past three decades, driven by local institutions and organizations such as Lutheran HealthCare and the Southwest Brooklyn Industrial Development Corporation (SWBIDC), and bolstered by numerous city, state and federal economic development initiatives and programs aimed at stemming the loss of jobs and encouraging growth. It is one of New York City's six Significant Maritime and Industrial Areas (SMIA)¹; it comprises a significant portion of the recently designated Southwest Brooklyn Industrial Business Zone, described below, as well as New York State's Southwest Brooklyn Empire Zone²; and qualifies as a federal "HubZone" (Census Tracts 20, 18 and 2).³ Businesses relocating to Sunset Park benefit from the city's Commercial Expansion Program (CEP).⁴ Eligible companies also have access to tax-exempt financing and tax benefits through the city's Industrial Development Agency (IDA)⁵. (Maps 15 and 16)

Current efforts by New York City's Economic Development Corporation (EDC) to redevelop and reactivate major city-owned assets on the waterfront, including the South Brooklyn Marine Terminal (SBMT), the 25th Street Pier, Bush Terminal Pier 6, and the 65th Street Rail Yard, will further strengthen the industrial area, stimulating new business activity and creating employment opportunities.

New York City Industrial Policy 2005

Sunset Park stands to benefit substantially from the Bloomberg Administration's New Industrial Policy, announced in January 2005, aimed at strengthening New York City's industrial sector and retaining viable industrial businesses and jobs.⁶ Under the Mayor's new policy Industrial Business Zones (IBZ) and Industrial Ombudsman Areas (IOA) replace the city's In-Place Industrial Parks and include new industrial areas in order to better reflect existing land uses and provide enhanced protection and public support for industrial business development and expansion in New York City. A new Office of Industrial and Manufacturing Businesses (IMB) has been established to oversee and coordinate policy implementation and service delivery across all related agencies. The boundaries of the Southwest Brooklyn IBZ, approved by the city's IBZ Boundary Zone Commission on April 6, 2006, encompass much of the Sunset Park waterfront and also include parts of Red Hook and Gowanus.

¹ New York City's Comprehensive Waterfront Plan (CWP), published in 1992, designated six SMIA's in New York City "...to protect and facilitate concentrated working waterfront uses, and to ensure sufficient industrially zoned land to accommodate future growth of these uses, including municipal and water-dependent activities." In addition to the Sunset Park/Erie Basin SMIA, the other SMIA's are: the South Bronx, Newtown Creek, the Brooklyn Navy Yard, Red Hook, and Kill van Kull.

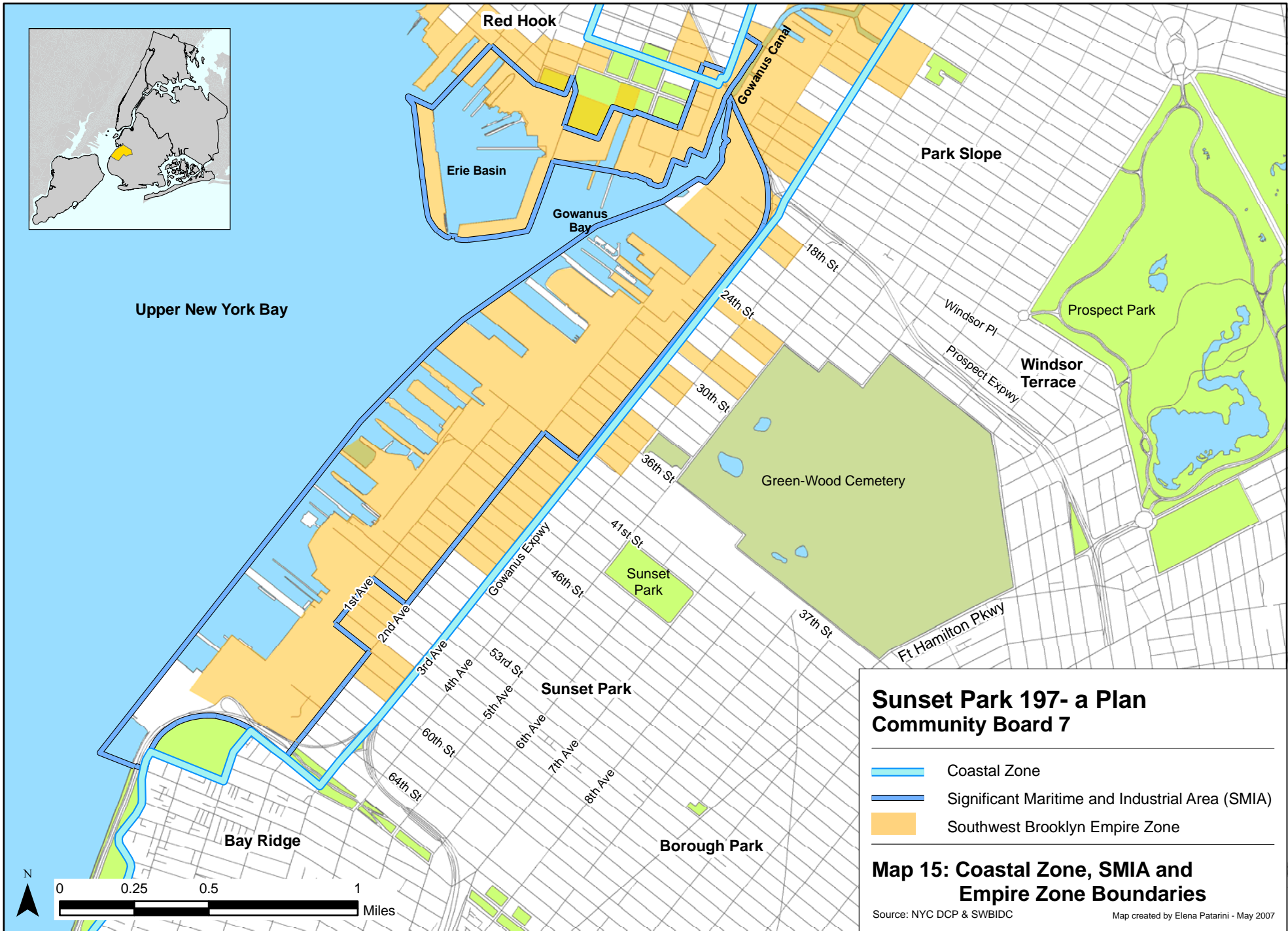
² The Southwest Brooklyn Empire Zone - formerly the Southwest Brooklyn Economic Development Zone - was established in 1994 by former Governor Mario Cuomo. It encompasses the Sunset Park waterfront, Red Hook and Gowanus Canal and is administered by SWBIDC. It is part of the New York State Empire Zone Program, established in 1986 as the New York State Economic Development Zone Program in an attempt to stem the outflow of jobs and encourage business development and expansion in economically disadvantaged areas of New York State. The program offers state aid, tax credit incentives and sales tax refunds to promote capital investment and help businesses reduce operating costs. The boundaries of the Empire Zone were changed recently. Although most of the waterfront west of Third Avenue is still included in the Zone - with the exception of some blocks in the M1-2D and residence districts between Second and Third Avenues, many blocks between Third and Fifth Avenues have been excluded.

³ The HUB Zone Empowerment Contracting program was enacted into law as part of the Small Business Reauthorization Act of 1997. This program, administered by the Small Business Administration, provides federal contracting opportunities for qualified small businesses located in distressed areas - to help empower communities, create jobs and attract private investment.

⁴ The CEP provides benefits to businesses relocating to selected areas throughout New York City, including: real estate tax reductions; annual credit against city business tax liability of up to \$3,000 per eligible employee relocating as part of the Relocation and Employment Assistance Program (REAP); rent credits; and discounts on electricity and natural gas costs.

⁵ The New York City Industrial Development Agency (NYCIDA) provides eligible projects with access to double and triple tax-exempt bond financing and tax benefits that include mortgage recording tax waivers, real estate tax reductions and sales tax abatements.

⁶ *New York City Industrial Policy: Protecting and Growing New York City's Industrial Job Base*, January 2005



Map 16: Southwest Brooklyn Industrial Business Area



Data Source: MapFLUTO copyrighted by the New York City Department of City Planning
 Prepared by the Mayor's Office of Industrial and Manufacturing Businesses, March 2006
http://www.nyc.gov/html/imb/downloads/pdf/southwest_brooklyn_map.pdf



Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Terrace

Green-Wood Cemetery

Sunset Park

Sunset Park

Borough Park

Bay Ridge

1st Ave

2nd Ave

3rd Ave

4th Ave

5th Ave

6th Ave

7th Ave

8th Ave

Gowanus Expwy

46th St

41st St

36th St

30th St

24th St

18th St

37th St

Ft Hamilton Pkwy

Windsor Pl

Prospect Expwy

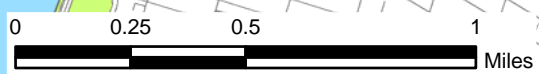
Sunset Park 197- a Plan Community Board 7

 Sunset Park In-Place Industrial Park (IPIP)

Map 17: Former Sunset Park In-Place Industrial Park

Source: NYC DCP & SWBIDC

Map created by Elena Patarini - May 2007



The Sunset Park portion of the Southwest Brooklyn IBZ replaces the entire Sunset Park In-Place Industrial Park.⁷ (Maps 16 and 17) As part of the IBZ Sunset Park will continue to benefit from existing economic development and tax incentive programs. However, several new initiatives have been targeted to the area that: (a) protect against residential rezoning; (b) provide new relocation credit for industrial businesses; (c) market the IBZ to new, expanding or relocating businesses; and (d) are based upon planning studies that identify issues and opportunities specific to Sunset Park. Additional objectives aimed at preserving the supply of industrial space and creating a more friendly business environment include leveraging city-owned assets for industrial businesses and lowering the cost of real estate development and expansion – by expanding NYCIDA assistance for developers of rental space, enhancing the CEP for industrial tenants, and promoting existing incentive programs.⁸

Regional Context

The Sunset Park waterfront plays an important role in regional port development and freight improvement plans. The South Brooklyn Marine Terminal was one of a number of facilities on both sides of the harbor considered in the Comprehensive Port Improvement Plan (CPIP) for the Port of New York and New Jersey. This long-term, multi-agency planning initiative, completed in September 2005, proposed several development scenarios for SBMT, ranging from a general cargo facility to an auto port and container terminal. The 65th Street Rail Yard further south is a key component of EDC's Cross Harbor Freight Movement Project, whether it is developed with enhanced rail float capacity or is part of the rail tunnel alternative. It is important to note that development of a container terminal in Sunset Park under the CPIP is contingent upon development of a cross harbor rail freight tunnel.

Industrial Profile

Methodology

The following analysis of economic conditions and trends in CD7 and in the waterfront study area is based upon three levels of information:

1. Aggregate data for Zip Codes 11220 and 11232 are used to describe conditions and trends in the district and compare them with Brooklyn and New York City as a whole.⁹ New York State Department of Labor (DOL) ES-202 Covered Employment Data, based upon the North American Industry Classification System (NAICS), were obtained from SWBIDC.¹⁰ Historic data were generally derived from the U.S. Census Bureau's Zip Code Business Patterns database and the 2002 Economic Census.
2. Annual Reports submitted by zone certified businesses in the Southwest Brooklyn Empire Zone - which includes Sunset Park, Red Hook and Gowanus provide a closer view of business and employment activity in Sunset Park.
3. Quantitative, as well as qualitative information supplied by EDC and by SWBIDC, which manages the Southwest Brooklyn IBZ as well as the state Empire Zone, are used to describe specific conditions in the waterfront study area.

⁷ The SP IPIP was part of the city's In-Place Industrial Park (IPIP) program launched in 1980. It was managed by SWBIDC with funding from EDC. SWBIDC provided assistance of various kinds to businesses, including financial and technical assistance, problem solving, education and information. It also provided a full-time job developer to help pre-screen job candidates.

⁸ The CEP currently only applies to buildings built before January 1, 1999, with an aggregate floor area of 25,000 square feet or more. Legislative approval is being sought under the Mayor's 2005 Industrial Policy to revise the CEP to "bolster the industrial rental market, support long-term leases and enable more industrial businesses to obtain CEP benefits." The revised program would expand eligibility for companies outside of Manhattan without regard to building location, size or age; expand eligibility to industrial companies in the Garment Center; eliminate benefit phase-out, providing constant benefits over the eligibility period; and extend the benefit schedule up to ten years for longer leases.

⁹ This information covers the private sector only and does not include data on government employment or self-employment.

¹⁰ ES-202 information is screened to ensure confidentiality.



Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Pl

Prospect Expwy

Windsor Terrace

11215

11232

Green-Wood Cemetery

11218

11220

Sunset Park

Sunset Park

Kensington

Borough Park

Bay Ridge

1st Ave

2nd Ave

3rd Ave

4th Ave

5th Ave

6th Ave

7th Ave

8th Ave

60th St

64th St

53rd St

46th St

41st St

36th St

30th St

24th St

18th St

37th St

Ft Hamilton Pkwy

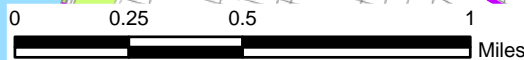
Sunset Park 197- a Plan Community Board 7

 Zip Code Boundary

 Community District 7

Map 18: Zip Codes

Source: NYC Map, ESRI 2002 Data Map created by Elena Patarini - May 2007



1. Community District 7 (Zip Codes 11220 and 11232)

There were 2,670 firms providing 33,880 jobs in Zip Codes 11220 and 11232 combined in the Third Quarter of 2004.¹¹ These firms generated close to \$282 million in wages. As indicated in Tables 5A and 5B on page 81, most of the jobs were in the Health Care and Social Assistance Sector, which employed 10,298 workers, 30.4% of the total. Lutheran HealthCare, the largest employer in the waterfront study area and one of the top twenty employers in Brooklyn, employed at least one-third of these workers.¹² This sector also generated a significant portion – close to 35% - of all wages in the district. Manufacturing, once the mainstay of the local economy, accounted for only 6,814 (20.1%) of the jobs in 2004. Manufacturing jobs may be somewhat under-reported, however, since many of them may go to undocumented workers. The third largest employer in 2004 was Retail Trade, accounting for a total of 3,890 jobs (11.5%), followed by Wholesale Trade, with 3,215 employees (9.5%) and Construction, with 2,313 employees (6.8%).

Retail and service sector firms and jobs were concentrated in Zip Code 11220, which encompasses the southern half of CD7, including the Lutheran Medical Center complex and the Fifth Avenue and Eighth Avenue commercial corridors, while manufacturing and wholesale trade establishments and jobs were concentrated in Zip Code 11232, which covers the northern part of the district, including much of the industrial waterfront as well as light manufacturing and mixed use upland districts.

Trends

In March 2003 the North American Industry Classification System (NAICS) replaced the Standard Industrial Classification (SIC) as the structure for classifying business activity in the United States. Since business data classified under NAICS are not compatible with data based on the SIC, it is difficult to make historic comparisons.¹³ The following analysis of industrial and business trends in CD7 draws upon a number of earlier studies conducted under the SIC system as well as recent – post 1998 - data from the US Census Bureau based on the NAICS to describe trends over the past thirty years.

Manufacturing

While economic development incentives have helped strengthen the district's industrial base since the late 1970s, supporting a large number of existing firms and promoting new development, the manufacturing sector has declined significantly, reflecting both local and national trends.

Manufacturing Jobs

The decline of manufacturing in New York City and in other urban centers throughout the United States is well documented. Changes in the structure of the city's economy beginning in the 1960s, and departure of large-scale heavy industry for areas with lower production costs resulted in a substantial loss of manufacturing jobs in New York City as a whole, Brooklyn in particular. From 1963 to 1987, the city lost 52.6% of its manufacturing jobs whereas Brooklyn lost up to 64.6%.¹⁴ A 1992 planning, urban design and marketing study for Bush Terminal indicates that manufacturing employment in Brooklyn declined by an additional 18% between 1987 and 1992. At the same time non-manufacturing employment increased by 4%.¹⁵ CD7 suffered even greater losses during this period. While warehouse and distribution employment in the district rose 16%, manufacturing employment decreased by 34%.¹⁶

¹¹ NYS Department of Labor: ES-202 3Q 2004. This number reflects insured employment only. There may be a significant amount of uninsured, part-time or informal employment in the area.

¹² Lutheran HealthCare, comprised of Lutheran Medical Center, the Lutheran Family Health Centers network, the Lutheran Augustana Center for Extended Care and Rehabilitation, the Community Care Organization, Health Plus, and senior housing facilities, had up to 3,360 employees in 2005, according to its 2005 Annual Report.

¹³ While historical Current Employment Statistics (CES) data were reconstructed on a NAICS basis for the period 1990 to 2000, this information is only available for the state, metropolitan areas, and counties outside metropolitan areas. It is not yet available at the Zip Code level.

¹⁴ Citywide Industry Study, Industry Trends Technical Report, New York City Department of City Planning, January 1993

¹⁵ Bush Terminal (Planning, Urban Design & Marketing Study), Buckhurst Fish Hutton Katz & Jacquemart, Inc. August 25, 1992

¹⁶ Ibid

The *Manufacturing Land Use and Zoning Initiative*, a study undertaken by the Pratt Institute Center for Community and Environmental Development (PICCED) in 2001 for the Municipal Art Society of New York City (MAS), shows that the district continued to lose manufacturing jobs through the 1990s, although it was much less than in previous years and at a lower rate than New York City as a whole.¹⁷ There were 10,223 manufacturing jobs in Zip Codes 11220 and 11232 in 1992. That figure dropped to 9,461 in 1999, a 7.5% decrease compared with 15% for the city.¹⁸ However, more recent DOL statistics indicate that between 2000 and 2002, CD7 experienced a much steeper 22% decline in manufacturing jobs – from 8,957 in 2000, to 6,989 in 2002.¹⁹ There seems to have been some leveling off since then, with 6,814 manufacturing jobs recorded in 2004.

Manufacturing Establishments

Loss of manufacturing jobs in CD7 corresponds to a general decline in the number of manufacturing establishments. (Table 6) There were 472 manufacturing establishments in the district in 1998 and 383 in 2004, a drop of 18.9%. Manufacturing also represents a smaller share of all establishments – 13.5% in 2004 compared with 19.7% in 1998.

The largest manufacturing employer by far is the garment industry (NAICS Industry Code 315). Data from the US Census Bureau indicate that 187 (48.8%) of the 383 manufacturing establishments in Zip Codes 11220 and 11232 in 2004 were garment manufacturers.²⁰ Up to 152 (81.3%) of these were in the 315212 NAICS Industry Code (Women's, girls', & infants, cut, & sew apparel).

As pointed out in a 2001 study of immigrant enclaves in Sunset Park, the garment industry – along with retail and services – is a central component of Sunset Park's neighborhood economy.²¹ It is concentrated in two distinct areas: the industrial waterfront, where primarily White-owned firms focus on a diverse range of products; and the rapidly expanding Chinese immigrant neighborhood centered on Eighth Avenue, where a growing number of small, primarily Chinese-owned businesses focus on women's sportswear – a highly volatile sector of the industry.²² The fact that most of the garment shops in Sunset Park are non-unionized and are operating in a highly competitive environment raises concern about the reemergence of "sweatshops" and increasing labor and health violations in the area.²³

Although apparel manufacturing establishments comprise a large share of the manufacturing industry in CD7 their numbers have dropped by almost 30% in recent years – from 262 in 1998 to 187 in 2004. This loss is largely responsible for the continuing decline in the manufacturing sector in Sunset Park. The only manufacturing sector that appears to have had any significant gains since 1998 is Furniture and Related Product Manufacturing (NAICS Industry Code 337), which grew from 25 establishments in 1998 to 32 in 2004, an increase of 28%.²⁴

¹⁷ Making it in New York: The Manufacturing Land Use and Zoning Initiative, Volume II, Appendix E. Prepared by the Pratt Institute Center for Community and Environmental Development for the Municipal Art Society of New York, June 2001.

¹⁸ Zip Code 11220, identified as the **South Sunset Park** sub area in PICCED's study, had a net loss of about 200 manufacturing jobs (6%) during this period. The Miscellaneous Manufacturing sector (SIC 39) suffered the most losses, losing 248 jobs, 91% of its base, while Textiles (Sic 22) lost 155 jobs, a decrease of 86%. At the same time Apparel (SIC 23) gained 147 jobs, an increase of 8% and Electronic & Other Electrical Equipment (SIC 36) gained 138 jobs, a 203% increase.

Zip Code 11232, identified as the **Sunset Park** sub area had a net loss of 568 manufacturing jobs (8%) between 1992 and 1999. Miscellaneous Manufacturing (SIC 39) lost 291 jobs (35%) while Textiles (SIC 22) lost 328 jobs (72%). Apparel (SIC 23), the largest manufacturing employer in this sub area, gained 446 jobs and Chemicals (SIC 28), the second largest employer, gained 105 jobs, both increasing by 19%.

¹⁹ Brooklyn: Economic Development and the State of Its Economy, February 2004, New York State Office of the State Comptroller Alan G. Hevesi, February 2004. p.19.

²⁰ US Census Bureau Zip Code Business Patterns (NAICS) 2004 Industry Code Summary. Zip Codes 11220 and 11232, Brooklyn, NY. (NAICS Industry Code 315)

²¹ Hum, T., *Immigrant Economies and Neighborhood Revitalization: A Case Study of Sunset Park, Brooklyn*, Department of Urban Studies, Queens College, City University of New York, April 2001. p.15

²² Ibid, p.16

²³ Ibid, p.16

²⁴ US Census Bureau Zip Code Business Patterns (NAICS) 2004 Industry Code Summary. Zip Codes 11220 and 11232, Brooklyn, NY. (NAICS Industry Code 337)

Diversification

While manufacturing employment has declined in recent years increased economic diversification in Sunset Park has kept private sector employment levels relatively stable, with particularly high levels of job growth in the Health Care and Social Assistance Sector and in the Finance and Insurance, and Real Estate, Rental and Leasing Sectors.²⁵ Health Care and Social Assistance employment in Sunset Park increased by 15% between 2000 and 2002 - well above the 5% increase for Brooklyn as a whole.²⁶ Jobs in the financial activities sectors (Finance and Insurance; Real Estate, Rental & Leasing) increased by 72%.²⁷ While the financial activities sectors account for a relatively small fraction of private sector jobs in Sunset Park, they continue to show relatively high growth levels, with employment in the Third Quarter of 2004 reaching 2,010, an increase of 29% over 2002. (Tables 5A and 5B) Growth in the Retail Sector – with regional retailers such as Costco and Home Depot opening “big box” stores on the Sunset Park waterfront, and renovation of the Brooklyn Army Terminal - which has opened up more than three million square feet of space suitable for a range of industrial and commercial uses, including biotech, have also contributed to increased economic diversification.

Table 6, showing the total number of establishments by industry code for the years 1998 to 2004, provides further insight into the economic shifts occurring in CD7. Significant changes are seen in the proportionate share of Manufacturing establishments, which *decreased* from 19.7% of all establishments in 1998 to only 13.5% in 2004, and Retail Trade establishments, which *increased* from 17.6% to 19.3% of all establishments during the same period.²⁸ Real Estate, Rental and Leasing establishments, whose numbers increased by 65.0% during the six year period, also represented a somewhat higher share of total establishments in 2004 (5.8%), as did Wholesale Trade (16.4%); Transportation and Warehousing (3.5%); and Health Care and Social Assistance establishments (6.0%), whose absolute numbers increased by 31.6%, 78.6%, and 42.9% respectively.²⁹



²⁵ *Brooklyn: Economic Development and the State of Its Economy*, New York State Office of the State Comptroller Alan G. Hevesi, February 2004.

²⁶ Ibid

²⁷ Ibid

²⁸ While the proportion of manufacturing establishments in CD7 declined between 1998 and 2004, it was still substantially higher in 2004 than in Brooklyn as a whole, where the number of manufacturing establishments represented only 5.1% of total establishments. Retail Trade, on the other hand, had almost equal representation in the district and borough-wide in 2004 – 19.3% and 19.0% respectively. (US Census Bureau: 2004 County Business Patterns (NAICS), Kings County, NY.)

²⁹ While the Health Care and Social Assistance sector represented 6.0 % of all establishments in CD7 in 2004 this was still much lower than the 12.5% industry share borough-wide. Real Estate, Rental and Leasing Services also had a much larger borough-wide representation in 2004, 9.5% compared with 5.8%. Wholesale Trade, on the other hand, had a much larger representation in the district than in Brooklyn in 2004, 16.4% compared with 8.1%. Transportation and Warehousing had a slightly higher representation in the district than the borough, 3.5% compared with 2.9%. (US Census Bureau: 2004 County Business Patterns (NAICS), Kings County, NY.)

Table 5A: Insured Employment by Zip Code, New York City, 3Q 2004
Zip Code 11220

NAICS -digit	Industry	Firms	Employed	Wages
0	All Private Employment	1,603	17,445	\$158,250,846
5	Construction	137	1,132	\$11,724,916
6	Manufacturing	135	2,492	\$13,949,786
7	Wholesale Trade	121	1,043	\$8,747,830
8	Retail Trade	345	2,324	\$16,953,275
9	Transport & Warehousing	49	341	\$2,441,457
10	Information	11	58	\$450,695
11	Finance & Insurance	49	819	\$11,081,480
12	Real Estate & Rental & Leasing	87	215	\$1,387,148
13	Professional Scientific & Technical	50	169	\$1,504,734
14	Management of Companies	2	D	D
15	Administrative & Support Services	36	712	\$3,370,330
16	Educational Services	19	185	\$730,276
17	Health Care & Social Assistance	133	6,459	\$80,268,669
18	Arts Entertainment & Recreation	4	9	\$33,810
19	Accommodation & Food Service	113	719	\$2,004,604
20	Other Services	144	499	\$2,513,438
21	Unclassified	168	219	\$685,943

Source: SWBIDC, based upon NYS DOL ES-202 data. (Note: The "D" value in the "Employed" and "Wages" columns is used to protect confidentiality when there are less than three firms in a given sector.)

Table 5B: Insured Employment by Zip Code, New York City, 3Q 2004
Zip Code 11232

NAICS 2-digit	Industry	Firms	Employed	Wages
0	All Private Employment	1,067	16,435	\$123,439,505
2	Agriculture Forestry Fishing	1	D	D
4	Utilities	2	D	D
5	Construction	95	1,181	\$14,706,904
6	Manufacturing	242	4,322	\$26,736,075
7	Wholesale Trade	213	2,172	\$21,291,613
8	Retail Trade	128	1,566	\$12,202,879
9	Transport & Warehousing	36	629	\$5,120,285
10	Information	9	261	\$4,555,114
11	Finance & Insurance	7	670	\$8,069,825
12	Real Estate & Rental & Leasing	59	306	\$2,441,056
13	Professional Scientific & Technical	14	134	\$964,319
14	Management of Companies	2	D	D
15	Administrative & Support Services	19	227	\$1,595,560
16	Educational Services	6	10	\$42,949
17	Health Care & Social Assistance	27	3,839	\$17,696,112
18	Arts Entertainment & Recreation	6	50	\$160,863
19	Accommodation & Food Service	39	255	\$761,741
20	Other Services	71	587	\$4,808,301
21	Unclassified	91	148	\$517,237

Source: SWBIDC, based upon NYS DOL ES-202 data. (Note: The "D" value in the "Employed" and "Wages" columns is used to protect confidentiality when there are less than three firms in a given sector.)

**Table 6: Industrial Trends in Community District 7 (Zip Codes 11220 and 11232)
By Number of Establishments and Industry Share, 1998 to 2004**

Code	Industry Code Description ⁽ⁱ⁾	Total Establishments and Industry Share, by Year													
		1998	%	1999	%	2000	%	2001	%	2002	%	2003	%	2004	%
	Total (+18.9%)	2391	100	2415	100	2462	100	2500	100	2691	100	2800	100	2844	100
11	Forestry, Fishing & Agriculture (n/c)	0	0	0	0	0	0	0	0	1	0.04	0	0	0	0
22	Utilities (+100%)	2	0.08	2	0.08	3	0.1	4	0.2	4	0.1	5	0.2	4	0.1
23	Construction (+18.4%)	212	8.9	208	8.6	219	8.9	215	8.6	228	8.5	242	8.6	251	8.8
31	Manufacturing (-18.9%)	472	19.7	465	19.3	424	17.2	412	16.5	419	15.6	413	14.8	383	13.5
42	Wholesale Trade (+31.6%)	354	14.8	382	15.8	369	15.0	379	15.2	423	15.7	457	16.3	466	16.4
44	Retail Trade (+30.5%)	420	17.6	415	17.2	437	17.7	446	17.8	516	19.2	547	19.5	548	19.3
48	Transportation & Warehousing (+78.6%)	56	2.3	54	2.2	51	2.1	62	2.5	75	2.8	90	3.2	100	3.5
51	Information (n/c)	24	1.0	19	0.8	23	0.9	24	1.0	21	0.8	24	0.9	24	0.8
52	Finance & Insurance (-1.5%)	66	2.8	60	2.5	67	2.7	63	2.5	55	2.0	54	1.9	65	2.3
53	Real Estate & Rental & Leasing (+65.0%)	100	4.2	104	4.3	124	5.0	129	5.2	140	5.2	154	5.5	165	5.8
54	Professional, Scientific & Technical Services (+34.4%)	61	2.6	63	2.6	69	2.8	84	3.4	87	3.2	87	3.1	82	2.9
55	Management of Companies & Enterprises (-40.0%)	5	0.2	3	0.1	3	0.1	3	0.1	2	0.1	3	0.1	3	0.1
56	Admin, Support, Waste Mgmt, Remediation Services (+19.4%)	67	2.8	68	2.8	68	2.8	76	3.0	78	2.9	83	3.0	80	2.8
61	Educational Services (+44.4%)	18	0.8	18	0.7	20	0.8	21	0.8	26	1.0	26	0.9	26	0.9
62	Health Care & Social Assistance (+42.9%)	119	5.0	122	5.1	128	5.2	134	5.4	165	6.1	167	6.0	170	6.0
71	Arts, Entertainment & Recreation (+114.3%)	7	0.3	7	0.3	9	0.4	9	0.4	14	0.5	16	0.6	15	0.5
72	Accommodation & Food Services (+34.1%)	135	5.6	137	5.7	152	6.2	153	6.1	170	6.3	168	6.0	181	6.4
81	Other Services (except public administration) (+17.1%)	217	9.1	216	8.9	226	9.2	235	9.4	245	9.1	248	8.9	254	8.9
95	Auxiliaries (except corporate, subsidiary and ...) (-100.0%)	1	0.04	2	0.08	1	0.04	1	0.04	1	0.04	0	0.0	0	0.0
99	Unclassified Establishments (-50.1%)	55	2.3	70	2.9	69	2.8	50	2.0	21	0.8	16	0.6	27	0.9

Source: US Census Bureau. Zip Code Business Patterns (NAICS), 1998 to 2004.
(i) Showing the overall rate of increase for each industry between 1998 and 2004.

Table 7: Southwest Brooklyn Empire Zone – Certified Businesses, 2004

Area	Businesses	Employees ³⁰	Wages ³¹	New Investment ³²	New Jobs ³³
Entire Zone	305	7,338	\$238,630,364	\$102,222,142	869
Sunset Park ³⁴	208	5,174	164,189,148	67,020,797	414
Red Hook	80	1,619	53,938,391	11,241,049	208
Gowanus	17	545	20,502,825	23,960,296	247

Source: SWBIDC, June 2005

Table 8: Southwest Brooklyn Empire Zone – Total Jobs, Investment Reported Since 1996

Reporting Year	New Jobs	Investment in Reporting Year
1996	325	no data
1997	720	22,609,261
1998	-297	51,659,868
1999	246	16,976,868
2000	173	26,752,129
2001	-292	80,348,595
2002	306	40,189,437
2003	1387	45,993,393
2004	869	102,222,142
Total (Gross)	4026	386,751,693
Total (Net)	3437	N/A

Source: SWBIDC, June 2005

2. Southwest Brooklyn Empire Zone

According to SWBIDC there were 305 zone certified businesses in the Empire Zone in 2004, employing a total of 7,338 workers and generating close to \$239 million in wages. Up to 208 (68.2%) of these businesses and 5,174 (70.5%) employees were located in the Sunset Park portion of the Empire Zone (including all of the waterfront study area as well as locations east of Third Avenue) (Map 15).³⁵ This is only a small fraction - 12.1% - of the 1,725 businesses (27,326 employees) reported by SWBIDC to be located in the Sunset Park portion of the Empire Zone in 2005, 1,182 of which were located in the waterfront study area and 543 of which lay east of Third Avenue.³⁶

³⁰ Based upon the number of hours that people work and not the number of people working. For instance, 1 person working 35 hours per week is considered a full time employee. 2 people each working 17.5 hours per week is also considered a full-time employee.

³¹ Gross payroll

³² Investment refers to business acquisitions, new construction, renovations, land acquisitions, office equipment, vehicles, production, and real property taxes.

³³ Aggregate increase

³⁴ Comprising the SP IPIP (now the Sunset Park portion of the Southwest Brooklyn IBZ) and portion of the Empire Zone east of Third Avenue.

³⁵ Business Annual Reports prepared by Empire Zone certified businesses in Sunset Park. June 2005

³⁶ SWBIDC, June 2005. Of the 543 businesses east of Third Avenue, 361 were industrial, auto, or professional (e.g. law and dentistry offices) while 182 were retail, restaurant or service-based (e.g. hair and nail salons).

Despite New York City's recent economic downturn, Sunset Park businesses are expanding and making significant investments in new construction and rehabilitation.³⁷ Empire Zone certified businesses in Southwest Brooklyn invested a total of \$102.2 million in 2004 and hired an additional 869 employees, a substantial increase over previous years. Approximately 900 businesses had been certified since the Zone was established in 1994. Zone certified businesses invested close to \$387 million in this area between 1996, the first year of reporting, and 2004, and created up to 4,026 new jobs.

3. Southwest Brooklyn Industrial Business Zone - Sunset Park

The Sunset Park portion of the Southwest Brooklyn Industrial Business Zone (IBZ) encompasses most of the waterfront study area, extending from 15th to 65th Streets, between Third Avenue and the pierhead line. It covers approximately 650 acres of land and includes 16 million square feet of industrial floor area. A survey conducted by SWBIDC in early 2005 for the Mayor's Office of Industrial and Manufacturing Businesses, as part of the groundwork for establishing the Southwest Brooklyn IBZ, recorded a total of 1,182 businesses in the area, employing up to 18,912 workers. This is more than double the number of firms and almost 25% more employees than in 1991, when there were 557 firms and 15,179 employees on the Sunset Park waterfront.³⁸ It is interesting to note the large increase in business establishments relative to employees since 1991, indicating that newer businesses are more likely to employ fewer workers.

Further analysis of 808 of the businesses surveyed by SWBIDC revealed that close to 40% were in the Warehousing and Storage; Wholesale Trade, Durable Goods; and Apparel Manufacturing sectors.³⁹ According to SWBIDC, an estimated 35% of privately-owned loft space (above ground floor level) in the study area was occupied by garment manufacturers and 26% was occupied by warehousing and storage establishments in 2005.⁴⁰

Size of Establishment

There are several large employers in the waterfront study area. Lutheran HealthCare, the largest, has 3,360 employees.⁴¹ Others include Commodore Manufacturing (250 employees), Maramount Corporation (237 employees), and Virginia Dare - a food extract company that has been in the area for over 100 years (170 employees). Costco Wholesale and Home Depot, notable newcomers to Sunset Park, employ up to 350 and 250 full- and part-time workers respectively.⁴²

The typical Sunset Park firm, however, is a small to medium-sized family-owned firm that employs less than 20 workers on average. The US Census Bureau's Industry Code Summary indicates that up to 76.5% of business establishments in Zip Codes 11220 and 11232 combined employed less than 10

³⁷ As described in a recent report on the Brooklyn economy issued by the Office of State Comptroller Alan G. Hevesi (*Brooklyn: Economic Development and the state of Its Economy, February 2004, New York State Office of the State Comptroller Alan G. Hevesi*), the national recession and fall of the financial markets in 2001 had less of an impact on Brooklyn than New York City as a whole, largely because of Brooklyn's locally oriented service economy but also because Brooklyn's rate of job growth in the late 1990s lagged behind the rate in other parts of the city. Brooklyn experienced an employment decline of only 0.3% between 2000 and 2002 – 5% of the jobs gained in the 1990s – compared with Manhattan, which lost over half the jobs created in the boom years of the 1990s and Queens, which lost one fifth of its new jobs.

³⁸ Plan for the Brooklyn Waterfront, City of New York Department of City Planning, Fall 1994, based upon NYS DOL ES-202 Covered Employment Data, 3Q, 1991.

³⁹ The survey included 129 companies in the Brooklyn Army Terminal, 199 companies in Industry City, and 480 companies elsewhere on the waterfront. The top ten industry sub sectors represented include: Warehousing and Storage (18.7%), Wholesale Trade, Durable Goods (11.8%), Apparel Manufacturing (8.7%), Repair and Maintenance (6.2%); Special Trade Contractors (5.9%); Wholesale Trade, Nondurable Goods (4.5%); Furniture and Related Product Manufacturing (1.7%); Administrative and Support and Waste Management and Remediation Services (1.7%); Printing and Related Support Activities (0.7%); and Miscellaneous Manufacturing (0.6%).

⁴⁰ SWBIDC, July 2005.

⁴¹ Lutheran HealthCare Annual Report, 2005.

⁴² Other large firms - with number of employees in parentheses - include: Federal Express (135); Gusco Manufacturing (130); American Leather Specialists (130); Aladdin Bakers (131); Italian Bakerite (130); Jandon Industries (100); Royal Industries (97); Davidson Pipe (85); Kamco (72); and The Tie King (70).

workers in 2004 and 87.3% employed less than 20 workers.⁴³ These figures are somewhat indicative of the large number of Retail Trade establishments in CD7, characterized, to a large extent, by immigrant owned firms with a small number of workers.

Real Estate Demand

The vacancy rate in the waterfront study area has been relatively low for the past several years – between 5% and 10% according to SWBIDC - reflecting a steady high demand for industrial space in Southwest Brooklyn.⁴⁴ The New York City Economic Development Corporation indicated that in June 2008 its facilities at BAT and Bush Terminal were at 98-99 percent of capacity.⁴⁵ Conditions are not much better in nearby Red Hook and Gowanus where the vacancy rate, estimated at 3%, is also very low. While the city is pursuing maritime and industrial development on large city-owned waterfront parcels and piers, there are few privately-owned vacant lots available for new construction in the area. However, there is a substantial amount of space in both publicly- and privately-owned vacant or underutilized industrial buildings, such as Federal Building #2 at 850 Third Avenue, that could be renovated to accommodate a wide range of uses. The following observations can be made with regard to current spatial needs, based on local conditions and citywide trends:

- There has been increased demand over the past several years for single-story warehouse space from which goods are distributed to local and regional markets. In fact, much of the recent infill development that has occurred in the M1-2D mixed-use district between Second and Third Avenues has been single-story warehouse construction.
- While demand for manufacturing space in Sunset Park has been substantially less than demand for warehousing/distribution space in recent years, it is likely to increase with the continuing erosion of affordable manufacturing space in other parts of the city.
- Since there is a limited amount of single-story manufacturing and warehouse space on the waterfront and few opportunities for new development, there is a growing demand for space in Sunset Park's industrial loft buildings, with garment manufacturing and warehousing firms competing against back office operations and high-tech industries, including information technology and biotech.

Assets and Opportunities

Competitive Advantages

Sunset Park has been able to sustain certain industries and has attracted new industries in the past several years because it has certain competitive advantages, including:

- **Proximity to Manhattan:** According to SWBIDC, Sunset Park's single greatest asset is its strategic location approximately 2.5 miles from the southern tip of Manhattan, in close proximity to a diverse marketplace and a large volume of firms requiring goods and services.
- **Proximity of sub-contractors, suppliers and support services:** Within the garment industry, for instance, one may find clusters of businesses that cut fabric in close proximity to businesses that sew.
- **Relatively affordable industrial and warehousing space:** Despite some speculation in the industrial property market the Sunset Park waterfront still provides a relatively high level of affordability. Rents for ground floor space averaged between \$9 and \$12 per square foot in 2005 while space on upper floors rented for \$3 to \$8 per square foot.⁴⁶ Space at the city-owned Brooklyn

⁴³ US Census Bureau Zip Code Business Patterns (NAICS). 2004 Industry Code Summary, Zip Codes 11220 and 11232, Brooklyn, NY. These figures are slightly lower than Brooklyn as a whole, where 82.4% of businesses in 2004 had less than 10 employees and up to 91.1% had fewer than 20 employees.

⁴⁴ SWBIDC, May 2004.

⁴⁵ SWBIDC, July, 2005.

⁴⁶ SWBIDC, July 2005

Army Terminal rented for \$3.50 to \$8.00 per square foot at the time, depending on the location in the building and the lease term. Similar conditions were found at the city-owned Bush Terminal Industrial Complex, where rents ranged from \$4 to \$8 per square foot. Rents at Industry City, which is privately-owned, were somewhat higher, up to \$12 per square foot.

There are indications that real estate costs have risen, however. An October 2006 study of industrial rents in Brooklyn by Massey Knakel Realty Services shows rents of \$6 to \$8 per square foot in the area north of 43rd Street – largely occupied by the city-owned SBMT – and south of 58th Street – largely occupied by the Brooklyn Army Terminal. Rents of \$13 to \$14 per square foot were found in the remainder of the waterfront, except for a portion north of 39th Street between Second and Third Avenues – primarily occupied by Industry City - where rents were as high as \$17 to \$19 per square foot. These rents were comparable with parts of Greenpoint and East Williamsburg although substantially lower than rents of \$22 to \$29 per square foot in the area surrounding Bushwick Inlet in CD1, which is under intense development pressure.

- **Freight access:** Firms in Sunset Park benefit from proximity to the Gowanus Expressway (I-278), which provides truck access to regional markets, international airports and air cargo facilities. There is also potential access to the rail float bridge at 51st Street, operated by the New York Cross Harbor Railroad Terminal Corporation, and the rail float facility at the 65th Street Rail Yard, once it becomes operational.
- **Convenient mass transit for employees:** The Fourth Avenue subway lines provide public transportation access along the entire length of the industrial area. A number of bus lines also terminate at the waterfront. A commuter ferry service to Lower Manhattan operates out of Pier 4 at the Brooklyn Army Terminal.
- **Good hydrological characteristics that can support most maritime activities:** The 40-foot deep Bay Ridge Channel, off the Sunset Park waterfront, can accommodate all but the largest container ships.
- **Access to a large local labor pool:** Sunset Park has historically provided a large pool of both skilled and unskilled entry-level workers to support maritime and industrial operations on the waterfront. Up to 14.2% of workers aged 16 and over in CD7 walked to work in 1999, compared with 9.0% in Brooklyn and 10.7% in New York City. Residents in the waterfront study area had a much higher walk to work ratio - 20.3% - indicating a high level of local employment.⁴⁷ According to SWBIDC a large proportion of employees on the waterfront - working at jobs ranging from machinery operation and shipping/receiving to health services, computer-aided design, administration and back office support - reside in the immediate area.

Industrial Development and Expansion Efforts

There is significant potential for increased development of industrial property in Sunset Park, primarily through the rehabilitation and reactivation of underutilized industrial buildings and development of vacant city-owned sites. Lutheran HealthCare spearheaded revitalization efforts in 1969 when it negotiated the purchase of the vacant American Machine and Foundry Building on Second Avenue for its new location, moving into the building in 1977. There have been considerable efforts since then to increase opportunities for business development and expansion in the area and strengthen Sunset Park's industrial base. The most recent efforts - from north to south - include:

25th Street Pier: Lafarge in North America has developed a barge-based cement storage and distribution facility on the 6.8-acre pier under a 20-year lease agreement with the City.

Federal Building #2: The Brooklyn Economic Development Corporation (BEDC), with support from Congresswoman Nydia Velazquez and Congressman Jerrold Nadler as well as the Brooklyn Borough President's Office, has led a broad community-based effort over the past four years to acquire the vacant 1.1 million square foot, eight-story industrial loft building at 850 Third Avenue and redevelop it as a

⁴⁷ Infoshare: 2000 Census

manufacturing incubator, providing affordable industrial space to small light manufacturers. In December 2005 EDC and BEDC issued a joint Request for Proposals from qualified developers to partner with BEDC in redeveloping the building as well as an adjacent 100,000 square foot parcel. The building will be reclaimed primarily for industrial use, although a limited amount of retail space may be included on the lower floors - and on the adjacent lot - to improve the streetscape and provide supportive services. Retail uses are expected to be sensitive and subordinate to industrial uses.⁴⁸ EDC is currently negotiating with the General Services Administration (GSA), which administers the building for the federal government, to assume ownership and will take title to the property prior to disposition to the selected developer and BEDC.

South Brooklyn Marine Terminal: Plans have been developed to reactivate SBMT as a multi-purpose maritime facility with Axis Group, Inc. as the anchor tenant (autos via barge and auto carrier vessels) and Sims Hugo Neu Company, LLC (recyclables via barge) and General Stevedore (break bulk cargo via deep-sea vessels) as the two remaining tenants.⁴⁹ The First Avenue rail line will be reconfigured and extended into the marine terminal and one of the rail float bridges from the 65th Street Rail Yard will be relocated to the terminal as part of this initiative.

The auto port is expected to generate 165 auto-processing jobs and more than 140 jobs related to stevedoring, warehousing and associated activities. Construction of the facility is expected to create over 300 additional, albeit temporary, jobs. There have been some concerns, both at the local and borough-wide level, that the operations of an auto port are not sufficiently job intensive and may not adequately address local needs. Widespread opinion in Community Board 7 is that interim and long-term waterfront uses should provide a significant number of jobs for local residents.

The recycling facility, which is being developed as part of the city's Comprehensive Solid Waste Management Plan, is expected to create 160 construction jobs and over 100 permanent jobs. It will receive all of the metal, glass and plastic and a portion of the mixed paper from DSNY's residential curbside recycling program for the next 20 years.⁵⁰ Most of the materials will be transported by barge.⁵¹

The Brooklyn Information Technology Center (BITC): The BITC opened in 2001 as the flagship of the newly created Sunset Park Technology District. It was expected to provide up to 2.3 million square feet of low-cost, pre-built, digitally wired loft space to high technology firms, creating the largest technology district nationwide. Industries targeted included information technology, new media, software, computer service and telecommunications. This effort to attract high technology firms to Sunset Park was undertaken by SWBIDC in collaboration with Cushman Wakefield and 1-10 Industry Associates through the Digital NYC: Wired to the World marketing program sponsored by EDC. Although the BITC was a successful project and brought much needed IT infrastructure to Sunset Park it has since been terminated, along with the Digital NYC program. SWBIDC reports that there is still demand for office space in Sunset Park with high speed internet connection. However, there is a higher demand for industrial space.

Bush Terminal Pier 6: EDC issued a Request for Expressions of Interest (RFEI) in mid-2004 for maritime/industrial and/or recreational uses on Bush Terminal Pier 6. EDC is currently negotiating a lease agreement with C.P. Cemento for the development and operation of a cement import facility on the pier.

Brooklyn Mills: The Brooklyn Chamber of Commerce established Brooklyn Mills, a garment manufacturing incubator in 1999, based on recommendations in *Brooklyn Can Sew Up the Garment Industry*, a 1997 report issued by Borough President Howard Golden. The 27,000 square foot facility,

⁴⁸ NYC Economic Development Corporation Seeks Development of Industrial Site in Sunset Park. EDC News Release, December 14, 2005.

⁴⁹ Axis plans to develop SBMT in three phases as follows: Phase 1 (18 months) – domestic automobile storage and processing, general cargo; Phase 2 (2-3 years) – barge service of foreign and domestic vehicles from New Jersey rail and port facilities; Phase 3 (year five) – full operation (auto carrier vessel calls, 100,000 vehicles per year)

⁵⁰ NYC EDC News Release, September 14, 2003

⁵¹ According to Hugo Neu, up to 85% of inbound traffic and 75% of outbound traffic would be served by barge. The facility would also generate approximately 25 Brooklyn DSNY collection trucks per day.

located at Bush Terminal, was run by the Brooklyn Alliance, the non-profit affiliate of the Brooklyn Chamber of Commerce until three years ago, when the Chamber turned the property over to EDC for management. Participating firms benefited from affordable rents, technical support and shared manufacturing production services and equipment. The Brooklyn Mills Quick Sew Training Center offered classes in several languages to help garment workers obtain the skills required to retain jobs and advance in the garment industry. According to EDC, most of the original subtenants remain. However, rather than being involved in manufacturing they are primarily involved in warehousing and distribution.

Bush Terminal Industrial Complex: EDC issued a request for proposals (RFP) in summer 2006 for the disposition and redevelopment of Units B, C and D as rental space for job-intensive industrial uses, including manufacturing. These industrial loft buildings provide a total of 460,000 square feet of industrial space. They house 26 companies and are currently fully occupied.⁵²

A more recent RFP issued in March 2007, seeks proposals for the purchase and development of all or part of a 130,000 square foot site in Bush Terminal for light industrial uses. The site, bounded by 43rd Street, the First Avenue Rail Yard, 47th Street and Marginal Street, contains Buildings 39/40 and 45. These buildings, currently occupied, are expected to be demolished for new development.

East of HollywoodNY: A film studio, East of HollywoodNY, has occupied space on 52nd Street, just west of First Avenue for a number of years. The facility is used for shooting large production movies, such as "Perfect Strangers" starring Bruce Willis and Halle Berry, as well as videos and commercials. The owners are seeking to acquire the adjacent derelict building – the "Bliss Building" - on First Avenue and redeveloping it as an extension of the studio and a training center for the film and related industries.

Brooklyn Army Terminal: The Brooklyn Army Terminal (BAT) has been undergoing extensive renovations since the 1980s, when the city acquired it from the federal government. Up to 3.1 million square feet of the 4 million square foot industrial facility now houses approximately 70 firms, including garment and accessory manufacturers, furniture manufacturers, and manufacturers of electronics and other specialty products as well as warehouse/distribution firms and back-office operations, that together employ more than 3,000 workers. The Brooklyn Army Terminal is one of seven proposed commercial bioscience development sites identified in the New York Bioscience Initiative, an effort by the Partnership for New York City to promote expansion of the biotech industry in New York City.

65th Street Rail Yard: Efforts to reactivate the 65th Street Rail Yard over the past several years include the construction of two new electric gantry rail float bridges, which have yet to be put into service. The Canadian Pacific Railroad is currently operating the yard with the New York & Atlantic Railway serving as subcontractor. In January 2005 EDC issued a Request for Proposals (RFP) for development of the northern portion of the rail yard for intermodal rail or waterborne uses.

Issues

Despite Sunset Park's significant resources and development potential, a number of issues confront existing businesses in the area and inhibit industrial development and expansion. In addition to development uncertainties, availability and cost of industrial real estate, space limitations, and potential impacts of waterfront development and transportation improvements, Sunset Park businesses have expressed concern about workforce capacity, business development constraints, high insurance costs, increasing energy needs and costs, and quality of the work environment. In many respects these concerns echo the findings of the Economic Development Task Force convened by Mayor Michael R. Bloomberg and Deputy Mayor Daniel L. Doctoroff to develop a citywide industrial policy, which describe space constraints and real estate uncertainty; the high cost of doing business; and obstacles to a supportive business environment as the three most important challenges facing New York City's industrial sector.⁵³ They also reflect concerns expressed in the fall 2004 Member Issues Survey conducted by the

⁵² NYC EDC Press Release, June 30, 2006

⁵³ New York City Industrial Policy: Protecting and Growing New York City's Industrial Job Base, January 2005.

Brooklyn Chamber of Commerce in which members were asked to rank the top obstacles to business growth in the borough. While the top issues cited related to increased costs of health insurance, liability insurance and workers' compensation the survey revealed that finding and hiring reliable workers, increasing real estate prices, and burdensome and confusing government regulations were becoming more of an issue.⁵⁴

Of critical importance, aside from issues facing the business community, is the need for well paid, secure, entry level jobs for Sunset Park's growing immigrant population.

1. Development Uncertainties

Years of uncertainty regarding land use, particularly along the waterfront, as well as transportation improvements have had a dampening effect on business development and expansion in Sunset Park. Most businesses rent space and are reluctant to invest in that space if they are uncertain about their future.⁵⁵ The city's current waterfront revitalization efforts, coupled with IBZ protections and incentives, create a much more stable and supportive business environment and should spur private investment in the area. However, there are still uncertainties with regard to long-term transportation plans, including the Gowanus Expressway Project and the Cross Harbor Freight Improvement Project that may affect local business decisions.

2. Availability and Cost of Industrial Real Estate

Availability and affordability of industrial space for many years attracted businesses to Sunset Park, and facilitated expansion efforts. However, according to SWBIDC, the primary concern for businesses on the Sunset Park waterfront these days is the limited amount of available industrial space and the rising cost of real estate. While rehabilitation of the Brooklyn Army Terminal has produced a significant amount of industrial floor area in the past two decades there is still substantial demand. Other city-owned property at the Bush Terminal Industrial Complex is also fully occupied. This situation is likely to worsen as a consequence of rezoning actions and market pressures in other parts of the city.

Real estate speculation in Sunset Park, fueled by impending waterfront development, competition from big box retailers and office uses - which can generally afford higher rents, and citywide residential conversion trends, has increased the cost of industrial real estate in recent years. Further increases can be expected as long as there is high demand, although city-owned property such as the Brooklyn Army Terminal, the Brooklyn Wholesale Meat Market, and the Bush Terminal Industrial Complex may still provide a reasonable level of affordability.

3. Space Limitations

Advances in technology have made the multi-story loft structures common in Sunset Park unsuited for many modern manufacturing needs. Most light manufacturing and warehousing firms these days prefer single-story spaces with high ceilings, relatively uncommon in the industrial area. However, as previously noted, increased real estate demand from both the industrial and non-industrial sectors is fueling the renovation and adaptive reuse of Sunset Park's older industrial buildings. Although loft space may not be optimum for many firms they may be attracted to the lower rents and more favorable terms associated with space on the upper floors. To provide appropriate space for today's smaller industrial business firms, large buildings might need to be subdivided into smaller, more efficiently configured spaces. Innovative approaches may be needed to make retrofitting and modernizing older loft buildings economically feasible.

4. Impact of Waterfront Development and Transportation Improvements

While most Sunset Park businesses welcome proposed improvements to the Gowanus Expressway and redevelopment of the Sunset Park waterfront, there are significant concerns regarding construction

⁵⁴ Brooklyn Chamber of Commerce, 2004 Fall Member Issues Survey Results

⁵⁵ According to a citywide industry study by The Parthenon Group, LLC, which informed New York City's new industrial policy, more than 60 percent of the city's industrial businesses lease their space.

impacts. Sunset Park businesses rely heavily on the Gowanus Expressway for the movement of goods and services and should benefit substantially from improved efficiency as a result of improvements to the highway. However, while reconstruction or tunneling of the Gowanus will improve vehicular movement in the long term, traffic disruptions and rerouting during construction may adversely affect many local businesses. Similarly, while new maritime, industrial and recreational uses on the waterfront will improve the quality of the industrial area and potentially create new business opportunities, large-scale construction activity may also create significant obstacles to doing business.

5. Workforce Capacity

Proximity to a large labor pool has always been a major attraction for local businesses. However, there is growing concern about the gap between the skill level of local residents - many of them recent immigrants with little command of English and relatively low levels of education - and skills required in new and emerging high-tech industries in the area. This suggests the need for additional workforce training, both at the basic level - in terms of command of English, and at a more advanced level - in terms of developing appropriate technical skills.

6. Business Development Constraints

There is an ongoing need for effective entrepreneurial assistance for start-up companies in Sunset Park. While new businesses bring creative and entrepreneurial energy they often lack sophisticated marketing, business planning and financial skills. They may have difficulty negotiating New York City's complex laws and regulations, including zoning, sanitation, and environmental protection regulations and health, building and fire codes. They may also be unaware of the wide range of business support services that are available.

Of particular importance when considering business development in Sunset Park is the local immigrant community. In her 2001 study of immigrant economies and neighborhood revitalization in Sunset Park, Queens College Professor Tarry Hum notes that small business ownership is common among new Latino and Asian immigrants and that an extensive neighborhood economy has been established in the upland areas based on garment factories, restaurants, grocery stores and retail stores.⁵⁶ However, while these businesses provide employment opportunities for many new immigrants and serve the needs of local ethnic communities, they are often based on low-wage, part-time employment with limited or no health insurance and provide few opportunities for upward mobility.⁵⁷ One of the major questions raised in this study is whether Sunset Park's locally oriented immigrant economy, based on a downgraded manufacturing sector comprised of small garment subcontractors, and ethnic-specific retail and services does more to generate working poverty and sweatshop conditions than promote economic growth and sustainable community development.⁵⁸ The study concludes by emphasizing the need to "...develop an entrepreneurial base with skills that are better matched to external market opportunities..." and points to redevelopment of Sunset Park's industrial waterfront as an "...opportunity to build meaningful linkages among its multiple economies including the immigrant sector."⁵⁹

7. High Insurance Costs

The high cost of health insurance and workers compensation are reported by SWBIDC to be significant issues confronting Sunset Park businesses. This is consistent with findings in the Parthenon Study, which describe general liability insurance and employee health coverage as the two most onerous costs facing industrial businesses citywide.⁶⁰

8. Increasing Energy and Telecommunications Needs and Costs

⁵⁶ Hum, T., *Immigrant Economies and Neighborhood Revitalization: A Case Study of Sunset Park, Brooklyn*, Department of Urban Studies, Queens College, City University of New York, April 2001.

⁵⁷ Ibid

⁵⁸ Ibid

⁵⁹ Ibid

⁶⁰ New York City Industrial Policy: Protecting and Growing New York City's Industrial Job Base, January 2005.

Sunset Park businesses have cited high energy costs as a major factor contributing to the increased cost of doing business, particularly in the summer months when additional capacity is required and rates are generally higher.⁶¹ Again, this reflects findings in the Parthenon Study: High utility costs were the fifth most significant cost facing business owners citywide and were seen as a competitive disadvantage, along with high real estate costs, of doing business in New York City.⁶² Local businesses have also expressed frustration with Sunset Park's older industrial infrastructure, which does not satisfy modern telecommunication needs and increased reliance on high-speed Internet access.

9. Quality of the Business and Work Environment

As in other industrial areas throughout New York City, the Sunset Park waterfront suffers from the poor image it projects: streets and buildings are often dirty and in poor condition, creating an impression of stagnation and neglect, even though this is one of the city's most active industrial neighborhoods. Not only is the area intimidating and unwelcoming to visitors from outside, a number of factors - listed below - contribute to a poor business and work environment.

- **Deteriorated building facades:** Although most of the industrial buildings in Sunset Park are occupied, their exteriors are often poorly maintained.
- **Deteriorated roadbeds:** Many of the streets along the waterfront, including designated truck routes that carry a high volume of truck traffic, are in serious disrepair. Sunset Park's antiquated and deteriorated road infrastructure not only impedes freight movement but also hinders technological upgrades.
- **Unkempt streets and sidewalks:** Refuse from production and construction often spills over onto streets and sidewalks. Many businesses in the waterfront study area do not have sufficient space on their property to store trash receptacles and have difficulty complying with the city's dumpster regulations. In addition, there are no trash receptacles on First, Second and Third Avenues. Although SWBIDC, in conjunction with EDC, manages a part-time clean-up crew to address these issues, additional services are needed.
- **Illegal dumping:** According to the 72nd Precinct, there is a relatively high incidence of illegal dumping in the waterfront study area, particularly during evening and weekend hours, when it is largely deserted.
- **Inadequate security:** Businesses have expressed concern over inadequate security measures in the industrial area and potential for criminal activity.
- **Poor lighting:** Inadequate lighting throughout the industrial area also increases the potential for criminal activity.
- **Limited local retail services:** Aside from Community Capital Bank which has opened a branch at the Brooklyn Army Terminal, there are few retail services in the area west of Third Avenue. Local workers must go up to Third Avenue and beyond to access delis, restaurants, banks, check cashing establishments, drug stores, the post office and other services.
- **Limited parking:** Restrictive parking regulations limit customer and employee parking throughout the waterfront. They also hamper industrial fleet operations, particularly where there are no designated loading zones or bays and trucks must park at the curbside.

10. Increased Need for Local Entry-Level Jobs

Population growth in CD7 has fueled the need for local entry-level jobs, preferably the kind of secure, blue collar, union jobs provided by industry. The district's predominantly Hispanic and Asian population

⁶¹ Close to 60% of respondents in an informal survey of businesses in the SP IPIP, conducted by Community Board 7 in collaboration with SWBIDC in 2001, cited the cost of electricity and heating as one of their most pressing problems.

⁶² York City Industrial Policy: Protecting and Growing New York City's Industrial Job Base, January 2005, p.14.

has a high proportion of recent immigrants with relatively low levels of educational attainment and limited proficiency in English. This population group has traditionally found employment in the industrial sector.⁶³

However, most of the job growth in Brooklyn in the past few years has been in the service sector. Entry level service sector jobs are generally not as well paid as those in the industrial sector. Moreover, service sector employment is often on a part-time basis with little or no health benefits and few opportunities for advancement.

A February 2004 report from the Office of New York State Comptroller Alan G. Hevesi notes that industries that added the most jobs between 2002 and 2003 in Brooklyn were all service related, trade, or education related industries, primarily serving the local population.⁶⁴ CD7 has likewise seen a substantial growth in service sector jobs, with a 15% growth in Health Care and Social Assistance employment between 2000 and 2002.⁶⁵ This sector, along with Retail Trade accounted for close to 42% of jobs in the district in 2004. (Tables 5A and 5B)

Sunset Park's historic development as an industrial center is closely tied to its immigrant population, with mutual benefits derived from a local pool of both skilled and unskilled labor on the one hand, and access to entry level jobs on the other. Clearly any economic revitalization strategy for the waterfront should build upon this relationship and take into consideration the economic and community development needs of its upland immigrant communities in addition to serving the business sector. SWBIDC has taken steps to increase job opportunities for local residents and at the same time address some of the workforce concerns of local businesses by pursuing a partnership arrangement with several local social service providers, including the Center for Family Life, Opportunities for a Better Tomorrow, Turning Point, and Neighbors Helping Neighbors, that have workforce development programs and services.

⁶³ As indicated in the New York City Industrial Policy white paper, 30% of New York City residents with no more than a high school diploma are employed in the industrial sector, accounting for more than 58% of the sector's employment base. The industrial sector is also an important source of employment for those with limited English proficiency – 18.5% of all those employed in the industrial sector have limited English compared to merely 7.9% of those employed in the non-industrial sector. Hispanic and Asian ethnic groups also have a significantly higher representation in industrial sector jobs.

The same is true for Sunset Park, where more than half of Asian and Latino workers hold a service, operator or laborer job, compared to less than one-quarter of Non-Hispanic Whites. In the study of immigrant economies and neighborhood revitalization in Sunset Park, mentioned above, Professor Hum notes that "Manufacturing industries and retail trade are central to Asian and Latino workers, while Non-Hispanic Whites concentrate in service and FIRE industries." She further notes that the occupational composition of both Chinese and Dominican immigrants, the two largest groups of newcomers to Sunset Park, indicates a largely low-skilled labor force, with more than two-fifths of Dominican immigrants who held a job prior to migration employed as laborers and more than one-half of Chinese immigrants who held a job prior to migration employed as laborers or agricultural workers

⁶⁴ Brooklyn: Economic Development and the State of Its Economy, February 2004, New York State Office of the State Comptroller Alan G. Hevesi, February 2004.

⁶⁵ Ibid. p.19

Transportation

Introduction

The Sunset Park waterfront is defined to a large extent by transportation land uses. The neighborhood's early industrial development relied heavily on rail and marine infrastructure for the transport of goods and services. Since the 1950s, however, there has been increased dependence on highways for the movement of freight. The waterfront is surrounded by a network of interstates and arterials that not only connect to other parts of New York City, but also to the regional and federal highway system. The Gowanus Expressway (I-278) brings thousands of vehicles through the neighborhood every day. While it provides good accessibility for businesses in Sunset Park that rely on trucking it has become increasingly congested and deteriorated and also contributes to air and noise pollution.

Road Infrastructure

1. The Gowanus Expressway (Interstate Route I-278)

The Gowanus Expressway, a limited access elevated highway, is part of the Brooklyn-Queens Expressway (BQE). It plays a critical role in the metropolitan and regional transportation network, connecting the Verrazano-Narrows Bridge, Shore Parkway, Prospect Expressway, BQE and Brooklyn Battery Tunnel, and serving the boroughs of Brooklyn, Manhattan, Queens and Staten Island. The Expressway was constructed in 1941 as part of Robert Moses' massive highway expansion program, replacing the old BMT subway line that ran above Third Avenue. Subsequent widening of the roadway in the early 1960s required the demolition of several thousand units of housing and led to the destruction of a viable neighborhood retail district. The dark inhospitable environment created along Third Avenue effectively cuts the community off from its industrial base as well as the waterfront.

Traffic congestion on the elevated highway and along Third Avenue below constrains vehicular and pedestrian movement in the area and results in high levels of air pollution, threatening the health of the surrounding community. The elevated structure also impacts adjacent land uses and view corridors. Besides concerns regarding quality of life and the environment, local residents and businesses have expressed widespread dissatisfaction with the current state and efficiency of the elevated highway, citing inadequate access in Sunset Park, roadway deterioration and traffic congestion.

While the Expressway has off-ramps at 38th and 39th Streets, there are no **access** points through the entire length of the Sunset Park waterfront. Outbound traffic is forced to go north to Hamilton Avenue or south to 65th Street to get onto the highway. This causes excessive congestion on Third Avenue and use of non-designated residential streets by through truck traffic.

The Gowanus Expressway has not undergone a major rehabilitation since it was widened and there is extensive deterioration of the steel infrastructure and roadbed. Ongoing emergency repair operations cause frequent traffic disruptions and severely restrict capacity, both on the elevated highway and on Third Avenue below. The New York State Department of Transportation (NYS DOT) and the Federal Highway Administration (FHWA) have plans to completely overhaul the Expressway. In addition to analyzing reconstruction of the viaduct in preparing the Draft Environmental Impact Statement (DEIS), they are also investigating the feasibility of replacing the highway with a tunnel.





2. The Gowanus Expressway Reconstruction / Tunneling Project

NYS DOT's plan to reconstruct the Gowanus Expressway has been in the making since the early 1990s. Construction was initially slated to begin in the mid-1990s and continue for at least ten years. In 1997 the Regional Plan Association (RPA) published an initial feasibility study for the development of a tunnel as an alternative to NYS DOT's Expressway rehabilitation plan.¹ While cost estimates for the tunnel

¹ *A Gowanus Tunnel: An Initial Feasibility Study*, Regional Plan Association, July 1, 1997

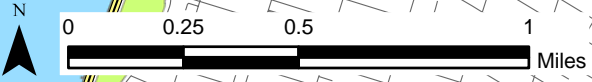


Sunset Park 197- a Plan Community Board 7

-  Through Truck Routes
-  Local Truck Routes
-  Major Highways
-  Railroad Lines

Map 19: Transportation

Source: NYC Map, MTA Maps
Map created by Elena Patarini - May 2007

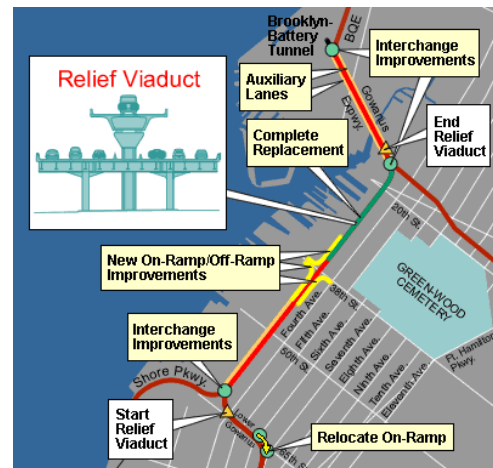


were significantly higher than the estimated cost of reconstruction, the RPA argued that the added quality of life benefits for the borough and city, both during and after construction, as well as a tunnel life expectancy that is twice as long as an elevated highway would make the tunnel a better investment. RPA's plan gained substantial support from community groups and elected officials. Members of the Gowanus Expressway Community Coalition joined together to file a lawsuit to force the state to weigh all possible solutions, including a tunnel, and to create a more meaningful community participation process. In a settlement reached on January 19, 2001, NYS DOT agreed to consider the tunnel option and to provide a technical advisor to act as liaison between the agency and affected communities. The Gowanus Project Stakeholders Group, which includes NYC DOT and Community Board 7, is now working with the agency to ensure that all community needs and issues are addressed.

NYS DOT is currently evaluating the preferred bulkhead tunnel alignment as one of the alternatives in the DEIS, with respect to transportation needs, project goals and community concerns.² (Map 20) The other alternatives under consideration are: the No-Build/Maintenance Alternative; the Rehabilitation with Operational and Safety Improvements Alternative (Complete Replacement); and the Relief Viaduct with Partial Replacement Alternative, shown below.



Source: NYS DOT



Source: NYS DOT

Advantages of a tunnel

While the Community Board has not yet taken an official position on the tunnel, the tunnel alternative is generally preferred over the other three alternatives. Construction of a tunnel could conceivably solve some of the problems that the 197-a Plan seeks to address and ultimately also be cost effective. For instance, traffic could continue to flow uninterrupted along the current Gowanus Expressway while construction takes place. This would eliminate many of the problems that would be caused by the rerouting of traffic during reconstruction of the highway, including increased congestion on local streets, higher levels of air pollution, and disruptions for local residents and businesses alike.

A major long-term advantage of building a tunnel would be that Sunset Park's waterfront and upland residential neighborhoods would be reunited. This could lead to revitalization of the Third and Fourth Avenue corridors and encourage public access to the proposed waterfront park at Bush Terminal Piers. Third Avenue could be redesigned as a boulevard or local street, and with state-of-the-art pollution control technology, the tunnel would also reduce air pollution in the long-term.

In addition, by removing the viaduct the city could potentially recapture more than one million square feet of residential and commercial space along Third Avenue that was lost in the 1960s with the widening of the highway.

² See the NYS DOT website at www.dot.state.ny.us/reg/r11/gowanus/index.html for current information on the project.

Map 20: Gowanus Expressway Project Tunnel Alternative for the DEIS (NYS DOT)



Source: NYS DOT (<https://www.nysdot.gov/portal/page/portal/regional-offices/region11/projects/gowanus-project/gowanus-project-iframe>)

Disadvantages of a tunnel

While the community generally prefers the concept of a tunnel, there are still concerns about the impact this will have on the neighborhood. Tunnel entrances and exits (including new centrally located on-ramps) and connections to other roadways such as the Prospect Expressway may result in more extensive property loss, displacement, and construction impacts than reconstruction of the viaduct. The prohibition of trucks carrying hazardous materials could have a major impact on Sunset Park's local streets. The placement of tunnel ventilation shafts could also be an issue. The cost factor must also be taken into consideration since construction of the tunnel may be more expensive in the short term than the other alternatives.

Gowanus Expressway Repair and Interim Deck Replacement Project

The Gowanus Expressway Project DEIS will not be completed until 2010 and construction, which is not expected to start before 2013, may take many years to finish. NYS DOT has initiated the Gowanus Expressway Repair and Interim Deck Replacement Project in the meantime in order to maintain the integrity and safety of the structure until a permanent long-term replacement is built. Construction contracts for the Gowanus Expressway Viaduct; the Shore Parkway Interchange; and the Prospect Expressway Interchange – those stages of the project that directly affect Sunset Park – are scheduled to run from Summer 2006 to Summer 2009; 2009 to 2011; and Summer 2008 to Fall 2010 respectively.

3. Local Streets

Many of the streets west of Third Avenue are in poor condition due to heavy truck traffic. The street grid is interrupted in many places by industrial complexes occupying more than one block and by private streets and street closures, making east-west navigation difficult.

Third Avenue

The entire length of Third Avenue from Flatbush Avenue to 65th Street is a designated local truck route, carrying a high volume of truck traffic in both directions. The Sunset Park portion of Third Avenue is often heavily impacted by the Gowanus Expressway. Not only does it carry local traffic to the 65th Street and Hamilton Avenue access ramps and to downtown Brooklyn, it also carries traffic avoiding congestion on the highway. Lane closures along Third Avenue are common in conjunction with emergency repairs on the Expressway above. The roadway itself is in moderate condition. However, reduced visibility due to poor lighting and obstruction of views by the Expressway's support columns create a potential for accidents involving pedestrians as well as traffic. This is a significant problem, particularly in the southern portion of the study area. The 60th Street intersection, where PS 314 is located, is of particular concern. CB7 has repeatedly called for improved safety measures at this location. Further discussion of this issue can be found on page 105.

There is insufficient lighting beneath the Gowanus Expressway along the entire length of Third Avenue. Although NYC DOT has recently installed high intensity lighting under a section of the viaduct, between 45th and 65th Streets, it is unclear whether this will be extended.

Second Avenue

Portions of Second Avenue are in need of resurfacing, particularly between 29th Street and 42nd Street, where the railroad tracks share the roadbed. EDC plans to remove these tracks as part of its First Avenue Rail Improvement Plan, described in more detail below. While only a small part of Second Avenue, from 58th Street to 60th Street is a designated local truck route there is a substantial volume of truck traffic along the entire length of the roadway serving the large number of industrial businesses in the area.

First Avenue

First Avenue, between 39th Street and 58th Street is a designated local truck route. It is heavily utilized by local truck traffic, particularly large trailer trucks collecting municipal waste from the IESI waste transfer facility on 50th Street. It is common to see a number of these trucks lined up along First Avenue, often with

their motors running, waiting to access the facility. This has become a substantial problem for neighboring businesses because of the odors, noise and impacts on traffic circulation.

Portions of First Avenue are in need of substantial repair, particularly between 40th and 43rd Streets. A combination of rail lines, cobblestones, cracks, potholes and an uneven patchwork of repairs contribute to the poor roadway surface. Railway tracks currently run along the middle of First Avenue, from 58th Street to 41st Street, where they curve up and continue north along Second Avenue. In addition, the privately-owned portion of First Avenue between 39th Street and 41st Street is in poor condition.

East-West Streets

Some of the streets sloping down to the waterfront are in need of repair, with broken water mains and sewers a common occurrence. The streets between 29th and 42nd Streets are in particularly poor condition. This is complicated by the fact that many of them are privately-owned. The roadway along 29th Street, between Second and Third Avenues, has been closed to traffic and provides parking for the Federal Bureau of Prisons.

4. Parking

The Gowanus Municipal Parking Field beneath the Gowanus Expressway viaduct provides 644 parking spaces between 20th and 40th Streets along Third Avenue. Some of the spaces are free, while others are metered or require a permit. This facility is not well utilized, however, and the Community Board has suggested better signage to encourage use. Parking spots are also frequently occupied by construction equipment used in Gowanus Expressway repair contracts. The extent to which the Gowanus Expressway Repair and Interim Deck Replacement Project or future reconstruction or tunneling of the highway will impact this facility is unclear.

There is little accessory parking for customers or employees west of Third Avenue, aside from Lutheran Medical Center's lot at 56th Street and Second Avenue, the Brooklyn Army Terminal parking lot, and Costco's field between 37th and 39th Streets on Third Avenue. Two interim private parking lots at SBMT are likely to be displaced with development of the auto port and recycling facility. Pier 4 at the Brooklyn Army Terminal provides commuter parking for ferry customers.

On-street parking, permitted on most of the public streets in the study area, is utilized to capacity. Much of CD7 - the area bounded by 15th and 65th Streets, First and Sixth Avenues has been on a four day per week street sweeping schedule due to poor cleanliness ratings. This has made curbside parking very difficult for both residents and businesses. The community board has long advocated for a two day per week sweeping schedule throughout the district, coupled with a public education campaign.

While there is general agreement on the need for additional parking in the area, there is also concern that this will bring more cars into the neighborhood and increase traffic congestion. Improving mass transit access and intermodal connections instead of providing more parking could improve circulation and travel times without creating as much traffic.

Freight Movement

1. Truck Freight

As an active industrial area, the Sunset Park waterfront is served by a number of through and local truck routes. The Gowanus and Prospect Expressways are segments of the city's through truck route network. The local truck route network comprises Third Avenue and portions of First, Second, Fourth and Fifth Avenues as well as portions of 20th, 39th, 43rd, 58th, 60th, and 65th Streets. (Map 19)

Businesses in the waterfront study area are almost entirely dependent on trucks for the movement of freight. A 1996 survey by SWBIDC found that there were approximately 15,500 truck trips to and from those businesses daily, most of them via the Gowanus Expressway. The majority of trips took place between the hours of 5 am and 3 pm, and vehicles were about evenly split between large trailers (exceeding 24 feet in length) and smaller trucks. Volumes are likely to have increased substantially since then as Sunset Park businesses have grown significantly in both size and number. IESI's waste transfer

facility on First Avenue and 50th Street, which was awarded an export contract under the city's Interim Export Plan in the late 1990s, itself generates a substantial amount of truck traffic – both sanitation trucks delivering municipal waste and long-haul transfer trailers exporting the waste to out-of-city disposal sites. Big-box stores - Costco and Home Depot - also generate a large amount of truck traffic.

As in other inner-city industrial areas, truck movement on the Sunset Park waterfront is heavily affected by local and regional traffic conditions and poor highway access. Through truck traffic often travels along Third Avenue to avoid congestion on the Gowanus Expressway above. Third Avenue also carries local truck traffic heading for the Gowanus access ramps at Hamilton Avenue to the north and 65th Street to the south. Although trucks serving Sunset Park businesses are required to use the local truck route network drivers frequently ignore these routes and travel on other roadways in the study area.



Widespread use of non-designated streets by through and local truck traffic causes deterioration of roadbeds and sidewalks; creates noise and air quality problems for local residents; and threatens pedestrian safety throughout the study area. Violation of the 55-foot size limit for city streets - 85-foot tractor-trailers are common - exacerbates traffic congestion and roadway deterioration.

Future maritime and industrial development on the waterfront - including the proposed auto port and recycling facility at SBMT, rehabilitation of Federal Building #2, and reactivation of the Hamilton Avenue Marine Transfer Station – will result in higher volumes of truck traffic in the area and is likely to further increase the number of trucks using non-designated routes. The Bush Terminal/Sunset Park waterfront, identified as one of the major truck Origin and Destination zones in Brooklyn in NYC DOT's recently completed ***New York City Truck Route Management and Community Impact Reduction Study***, is expected to generate up to 800 truck trip ends during the morning (AM) peak period in 2025.³

According to NYC DOT's study, which forecasts volume to capacity (v/c) ratios for through and local truck routes in New York City during the AM peak hour period for the year 2025, conditions on the severely congested Prospect Expressway will continue to worsen over the next 18 years.⁴ A number of local truck routes are also forecast to be severely congested by then, including 20th Street – between Fourth Avenue and McDonald Avenue; Fourth Avenue – between 39th Street and Prospect Avenue; and sections of Third Avenue - at the Gowanus Expressway/Prospect Expressway interchange to the north and around the 65th Street exits off the Gowanus Expressway to the south. The Sunset Park segment of the Gowanus Expressway, which is already operating at capacity during the peak hours, is forecast to be as congested in 2025. Conditions on the Gowanus are exacerbated however, by the high volume of tractor-trailers exceeding 55 feet in length. Through truck traffic entering and traversing Brooklyn is limited to two routes: the Gowanus Expressway/Brooklyn-Queens Expressway or Atlantic Avenue. Since vehicles exceeding the 55 foot length/96 inch width restriction for trucks operating on city roads may not use Atlantic Avenue, they must use the Gowanus.⁵

There have been many complaints from the community regarding conditions on 20th Street, a relatively narrow two-way street which carries a high volume of truck traffic. An in-depth investigation of the 20th Street truck route as part of NYC DOT's study revealed that most trucks and tractor-trailers travel

³ *New York City Truck Route Management and Community Impact Reduction Study, Final Technical Memorandum 2 – Truck Routing Analysis*, p.69 (Fig 4-3).Edwards and Kelcey Engineers, Inc., New York City Department of Transportation, March 2007. The final report is available on the NYC DOT website at: www.nyc.gov/html/dot/html/motorist/truckrtemgmt.html

⁴ *Ibid*, p. 67, (Fig. 4-2)

⁵ *Ibid*, p. 69

eastbound on 20th Street, entering at Third Avenue and heading toward McDonald Avenue. The 20th Street/Fourth Avenue intersection also attracts the majority of truck traffic in the area, due to the proximity of the Gowanus and Prospect Expressways and high levels of local truck traffic on 20th Street and Fourth Avenue. Signage improvements are recommended in the study as a way of alleviating truck traffic congestion along 20th Street, particularly at the intersections with Third and Fourth Avenues.⁶

Recommendations for the industrial area west of Third Avenue include: signal timing improvements at the intersection of Second Avenue and 58th Street; truck route designation signage at particular intersections along Second and Third Avenues; restrictions on curbside parking along designated truck routes during daytime hours on weekdays; and designation of 44th Street as an eastbound local truck route to provide an alternative access to Third Avenue southbound.⁷ 51st and 52nd Streets are also recommended for consideration as local truck routes.

Aside from placing truck route designation signs at certain intersections, there are no recommendations in the truck route study for improving traffic safety along Third Avenue, which is of concern. According to NYPD there were 26 on-route truck accidents along the 2.5 mile Third Avenue corridor - between 11th Street and 60th Street - during a two month period (October/November) in 2003.⁸ This is a relatively high number of accidents and should be taken into consideration with respect to potential increases in truck traffic on Third Avenue resulting from industrial growth and development on the waterfront.

By focusing on Bush Terminal as the main truck generator in Sunset Park, NYC DOT's study ignores economic revitalization efforts occurring elsewhere on the waterfront that may generate significant levels of truck traffic in the future. 39th Street, a relatively narrow two-way street, is acknowledged as a major route used by truckers accessing Bush Terminal, and both the Second Avenue and Third Avenue intersections on 39th Street are identified as critical intersections in terms of traffic volume and level of service. A large number of accidents have been recorded at the Second Avenue intersection, which also includes an exit ramp off the Gowanus Expressway. However, in examining conditions on 39th Street the study does not take into consideration proposed development at SBMT - the main entrance to the auto port is expected to be at 39th Street and First Avenue - nor the fact that NYS DOT is considering new on-ramps to the Gowanus Expressway in this location, for both the tunnel and reconstruction alternatives.

2. Rail Freight

Rail freight operations in Sunset Park are served by two waterfront rail yards: the 65th Street Rail Yard and the First Avenue Rail Yard - also referred to as the Bush Terminal Yard or 51st Street Rail Yard. Both yards have "float bridges" where rail cars can be loaded onto barges and shipped to New Jersey or other parts of Brooklyn. Additional float bridges may be constructed at SBMT as part of its redevelopment.

65th Street Rail Yard

The Bay Ridge branch of the Long Island Rail Road terminates at the 65th Street Rail Yard at the southern end of the study area. This freight line is part of the regional rail freight system on the east side of the Hudson (Map 19). Two new rail float bridges have recently been built as part of the reactivation of the 65th Street Rail Yard in order to facilitate freight movement between Brooklyn and New Jersey on the west side of the New York Harbor. However, they have not yet been put into service.⁹ The Canadian Pacific Railroad is currently operating the yard with the New York & Atlantic Railway serving as a subcontractor.

First Avenue Rail Yard

The New York Cross Harbor Railroad Terminal Corporation (NYCH), a subsidiary of New York Regional Rail (NYRR), operates a local rail freight service in Sunset Park. The NYCH operation includes Bush Terminal Yard - the rail yard along First Avenue between 51st and 43rd Streets, leased from New York City, and a float bridge at 51st Street, where rail freight cars are loaded onto barges and transported to the

⁶ Ibid, pp. 97,98

⁷ Ibid, p.150

⁸ Ibid, Table 4-1

⁹ EDC is planning to relocate one of the two rail float bridges at the 65th Street Rail Yard to the South Brooklyn Marine Terminal.

Greenville Yards float bridge facility in Jersey City - and occasionally to other destinations, such as Atlantic Basin in Brooklyn - and vice versa.¹⁰

First Avenue Rail Line

NYCH also operates the First Avenue Rail Line running south to the Brooklyn Army Terminal and the 65th Street Rail Yard and north, via 41st Street, to Second Avenue. This rail line served many businesses in Sunset Park during the peak of industrial activity in the early 20th Century, with tracks leading right into Bush Terminal and other industrial/warehouse complexes lining First and Second Avenues. Today, it is only lightly used, and the tracks are in marginal condition.

EDC is currently undertaking a project to upgrade local rail freight capacity and improve safety conditions on the First Avenue Rail Line. This construction project will remove the "S" curve that currently exists at 41st and 38th Streets - where the line runs from First to Second Avenue - and extend the line down First Avenue into the South Brooklyn Marine Terminal.

Current use of rail freight service in Sunset Park is limited to 5,000 cars a year, most of which are in-bound. Until recently the Cocoa Port at 39th Street was one of the principle sources of rail traffic. Another source, until recently, was dewatered sludge headed for the Greenville Yards in New Jersey. Local customers currently include Davidson Pipe Supply Company and Franklin Poly Corporation. NYCH has also recently begun to move fresh produce directly from New Jersey to Brooklyn markets via Sunset Park, avoiding congestion at the Hunts Point Produce Market in the Bronx.

3. Waterborne Transport

Waterborne transportation facilities on the Sunset Park waterfront are limited to the float bridges described above, the Bouchard Barge Company pier at 57th Street, and the Hamilton Avenue Marine Transfer Station at the northern end of the study area. Lafarge in North America recently signed a long-term lease with the city for the 25th Street Pier and has developed the 6.8-acre site as a storage and shipping terminal for its cement products, which will primarily arrive by barge. According to EDC this is the first long-term maritime contract executed by the city since the late 1980s.¹¹ Revitalization of SBMT will return the site to maritime use: an auto port, where domestic and foreign vehicles will be unloaded from barges and auto carrier vessels and processed before being shipped out to dealers; a break bulk facility for non-containerized cargo ships; and a recycling facility that would use both barges and trucks for transporting recyclable and recycled materials.

4. Cross Harbor Freight Movement Project

EDC has developed alternative proposals for a rail freight connection between the Bay Ridge line in Brooklyn and the regional and national rail freight network on the west side of the Hudson, aimed at improving the efficiency of freight movement and substantially reducing the level of truck traffic and fuel emissions in the region.

The Cross Harbor Freight Movement Major Investment Study (MIS) was completed in June 2000. The Cross Harbor Freight Movement Project Draft Environmental Impact Statement (DEIS), evaluating several alternatives, including expanded float bridge capacity and a rail freight tunnel – was completed in April 2004. The tunnel alternative, spearheaded by Congressman Jerrold Nadler, could cost between \$4.8 and \$7.4 million, depending on width, and take up to ten years to complete.

Construction of a rail freight tunnel from New Jersey or Staten Island to Brooklyn could result in 870,000 fewer annual truck trips across the Hudson, many of which go via the Verrazano-Narrows Bridge and the

¹⁰ "NYCH operates from its 27 acre Greenville Terminal Yard in Jersey City, New Jersey, and its 6 acre Bush Terminal Yard in Brooklyn, New York. On the west side of the New York Harbor, the Company exchanges (interchanges) rail cars destined for the CSX Transportation and Norfolk Southern railroads at Conrail Shared Assets Operations Oak Island Interchange Yard, New Jersey. On the east side of the New York Harbor the Company interchanges rail cars with the New York and Atlantic Railroad in Brooklyn, New York for railcars whose destinations are Long Island, the Northeast United States, or Canada." - New York Regional Rail Corporation (www.nyrr.com)

¹¹ NYC EDC News Release, April 11, 2005

Gowanus Expressway. This would be of substantial benefit to Sunset Park in terms of reductions in through truck traffic and improved air quality along the Gowanus/Third Avenue corridor.

Although improved rail freight connections may attract new industrial uses that ship by rail to Sunset Park, it is unclear to what extent existing businesses in the waterfront study area would use improved rail service and if connection to the tunnel via the 65th Street Rail Yard would significantly reduce *local* truck traffic levels. Further study of the different commodities carried to and from Sunset Park businesses - including points of origin and destination - is warranted, to determine if they would be suitable for rail transport. On the other hand, construction of the tunnel could significantly *increase* the amount of truck traffic on local streets if it resulted in the establishment of a rail to truck intermodal facility at the 65th Street Yard.

The freight tunnel is also considered essential for the development of a container port in Sunset Park, proposed as a long-term scenario by both EDC and the Port Authority of New York and New Jersey and one of the alternatives in the Comprehensive Port Improvement Plan.¹² The Sunset Park waterfront has limited landside capacity for container handling and storage. A rail spur connecting to the tunnel would make it possible to transport containers directly from the ships to inland intermodal freight facilities by shuttle train.

\$100 million has been appropriated in the recently approved federal transportation spending bill (TEA-LU) for design and engineering studies related to the tunnel. However, there is considerable opposition to the tunnel from residents of Maspeth, Queens who fear the construction of an inland freight terminal in their neighborhood, and the city is no longer supporting the tunnel alternative.

Public Transit

1. Bus Service

The waterfront study area is served by five bus routes: the B11, B35, B37, B63 and B70. Two of these routes - the B35 and B70 - run east-west along 39th Street, and one - the B11 - runs east-west along 55th Street, providing access to the waterfront. (Map 21) The B63 runs north-south along Fifth Avenue and the B37 runs north-south along Third Avenue. There are no north-south bus routes west of Third Avenue. Bus service in the area is infrequent, particularly on the B37 route north-south along Third Avenue and on the B70 east-west along 39th Street, which both operate only 3-4 buses per hour in the peak hours.



Economic revitalization on the Sunset Park waterfront is increasing demand for east-west transit options, better connections to the Fourth Avenue subway, and service along First Avenue. According to the 2000 Census, 7.7% of Sunset Park residents and 11.7% of Sunset Park workers use the bus as their primary mode of transportation to work. Ridership might be higher if service were expanded to accommodate recent economic growth. A circulator bus route, for instance, could link Fourth Avenue subway stations to points west of Third Avenue and to the New York Water Taxi stop at the Brooklyn Army Terminal. B11 riders currently have to walk down from the B11 stop at First Avenue. After September 11, 2001, Command Bus Service operated a free shuttle bus to bring commuters from Bay Ridge to the ferry, but the service was later discontinued. The Transit Authority may extend one of the existing routes to Bush Terminal Piers, once the waterfront park has been developed. However, the level of route modification would likely depend on the level of activity and the number of people using this resource.

¹² While development of a full-scale container port in Sunset Park, following EDC's 2001 plan, is included as one scenario in the CPIP, it is the least desirable scenario in terms of cost/benefits.



Upper New York Bay

Red Hook

Erie Basin

Gowanus Bay

Gowanus Canal

Park Slope

Prospect Park

Windsor Terrace

Green-Wood Cemetery

Sunset Park

Sunset Park





Kensington

Borough Park

Bay Ridge

58th St Ferry Terminal Water Taxi

Sunset Park 197- a Plan Community Board 7

-  Subway Station
-  Subway Line
-  Express Bus Route
-  Local Bus Route

Map 21: Public Transit

Source: NYC Map, MTA Maps

Map created by Elena Patarini - May 2007

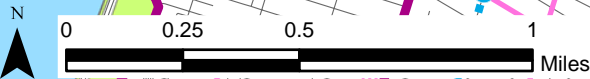


Table 9: Bus Routes

Bus #	Direction	Streets Served	Frequency of Peak Service
B11	east-west	Starting at First Ave & 58 th St., north on Second Ave to 49 th & 50 th Streets, and east across Borough Park to Brooklyn College.	Every 11 minutes
B35	east-west	39th from First Ave to Church Ave. to Rockaway Ave in Brownsville	a.m. every 10 minutes p.m. every 8 minutes
B37	north-south	Third Ave from Shore Road to Brooklyn Borough Hall	a.m. every 17 minutes p.m. every 20 minutes
B63	north-south	Fifth Ave from Bay Ridge to Brooklyn Heights	a.m. every 9 minutes p.m. every 11 minutes
B70	north-south and east-west	Eighth Ave (both directions) and 39th Street from First to Seventh Ave. (VA Hospital)	a.m. every 17 minutes p.m. every 23 minutes

2. Subway Service

The waterfront study area is served by four subway lines: the BMT D and N Express lines, the R local line and the M local line (rush hour only). While these lines provide direct access to Downtown Brooklyn, Lower Manhattan and Manhattan's Chinatown, the public perception is that subway service is too infrequent.

Parts of Sunset Park west of Third Avenue and along the waterfront are not an easy walk from the subway. The psychological and physical barriers of the Gowanus Expressway and Third Avenue, the incline between the waterfront and Fourth Avenue, and the industrial character of the east-west streets most likely add to the community's perception that transportation to, and circulation along the waterfront is inadequate. The 36th Street subway station, a major express and transfer stop, has only one entrance. Other stations with two entrances have only one entrance open during off-hours, increasing the walk for some commuters and creating potential difficulties for elderly passengers and those with small children.

Table 10: Subway Lines

Line	Local / Express	Stops in Sunset Park	Frequency of Service
D	Express	36 th St.	
N	Express	59th St, 36 th St.	
M	Local	36th, 25 th	Rush Hours Only
R	Local	59th, 53rd, 45th, 36 th , 25 th	

Ferry service

The 69th Street Pier in Bay Ridge, just south of Sunset Park, provided ferry service between Southwest Brooklyn and Manhattan until 1996, when it had to be closed for major repairs. Ferry service resumed in 1997 at the newly reconstructed Pier 4 at the Brooklyn Army Terminal. Ferry operators found difficulty making the service profitable and it was terminated in August 2001. However, it resumed shortly thereafter, following the September 11 attack on the World Trade Center and disruption of major transit connections to Manhattan.

Pier 4 is currently licensed to New York Water Taxi, which runs vessels to Lower Manhattan every 20 minutes during rush hours. It operates as a park and sail facility, with space for about 480 cars and

provision for bus service and public access. While ferry service is now used by up to 1,000 riders per day it is still operating below capacity.

CB7 and SWIBDC have for several years suggested additional ferry service to Manhattan from the 39th Street Pier. However, due to the low residential population of the area, the existing ferry service at the Brooklyn Army Terminal and proximity to the 36th Street express subway stop on Fourth Avenue, DOT has not explored this option in great detail.

Pedestrian and Bicycle Movement

1. Pedestrian Movement

Pedestrian traffic is relatively light in the waterfront study area. Even though there are pockets of residential use west of Third Avenue, people choose not to walk in some parts because of unfavorable conditions. The Gowanus Expressway/Third Avenue corridor creates a substantial barrier between the residential areas to the east and the waterfront and industrial areas to the west. Third Avenue is especially unwelcoming to pedestrians as the roadway has a high volume of fast-moving traffic and is too wide in some places to cross in a single "walk" cycle. There are a number of dangerous intersections on Third Avenue, particularly toward the southern end of the study area, where poor visibility and signal timing combine to create hazardous conditions. The 60th Street intersection, at the confluence of three truck routes, is particularly dangerous. It is the first traffic light on Third Avenue for trucks taking the westbound 65th Street exit off the Gowanus Expressway. It is also the junction between 60th Street and Third Avenue, both local truck routes. The general speed of traffic on Third Avenue, high level of congestion – especially when there are delays on the Expressway – and considerable width of the roadway combine to make this a particularly hazardous pedestrian crossing. According to Transportation Alternatives, which tracks pedestrian and bicycle accidents throughout New York City, there were 15 pedestrian injuries and one fatality at this location between 1995 and 2001 as a result of traffic accidents.¹³ There are also frequent truck accidents at the 60th Street intersection. It was ranked #46 out of the top 115 intersections in New York City with the most truck-related accidents between 1999 and 2001.¹⁴

Traffic conditions at 60th Street and Third Avenue have raised considerable concern for children attending P.S. 314 on the northeast corner of the intersection as well as those attending Young Dancers in Repertory and Magical Years Day Care Center nearby. P.S. 314 was one of 46 "priority" school locations in Brooklyn identified by NYC DOT for in-depth treatment under the agency's "Safe Routes to Schools" program in 2004. This program is aimed at identifying traffic hazards children confront on the way to school and undertaking appropriate traffic safety improvements.

2. Bicycle Movement

There is little accommodation for cycling in Sunset Park, whether for recreation or commuting purposes. However, NYC DOT has recently installed a bikeway connecting Prospect Park in the northeast of CD7 to Lief Erikson Park in the south and the Shore Parkway Bike Path beyond. (Map 23) In addition to serving a recreational purpose, a viable, well-marked bikeway, connecting Sunset Park to other communities in the borough should encourage people to use alternative means of transportation besides automobiles and result in some alleviation of traffic congestion and pollution in the area. By providing alternative commuter opportunities for residents, it may also help mitigate disruptions caused by future reconstruction or tunneling of the Gowanus Expressway. Efforts should be made to link this bikeway with the proposed park at Bush Terminal Piers and integrate it with a greenway, or greenway-blueway system being proposed by UPROSE, that will run the length of the Sunset Park waterfront. (See Open Space recommendations)

¹³ Pedestrian Injuries and Fatalities by Brooklyn Zip Code, 1995-2001. See www.transalt.org/crashmaps/brooklynpedzips.html

¹⁴ *New York City Truck Route Management and Community Impact Reduction Study, Final Technical Memorandum 2 – Truck Routing Analysis*, p.148.

Environment and Public Health

Introduction

Although environmental impacts from the Gowanus Expressway are a major source of concern in Sunset Park, local residents also face other environmental challenges. They have struggled for years, for instance, against the siting of waste transfer stations, power plants and similar noxious facilities on the waterfront. While supportive of economic revitalization and job development efforts they have also expressed fears about the potential environmental impacts of future maritime and industrial development and operations, including increased truck traffic and threats to water quality and marine life.

Heavy industrial uses and dumping of hazardous and other materials on the Sunset Park waterfront since the late 1800s have resulted in widespread environmental contamination, raising additional concerns about public health and safety and creating substantial constraints to development. Creation of public open space at Bush Terminal Piers, and rehabilitation of industrial buildings such as the Brooklyn Army Terminal boiler building, the E. W. Bliss building on First Avenue and 52nd Street, and Federal Building #2 will all require varying levels of remediation.

Environmental and public health considerations in Sunset Park can be grouped into four main categories: air quality, waste management, contaminated buildings and sites, and waterfront redevelopment.

Air Quality

Air quality is determined to a large extent by the presence, type and amount of emissions generated in a particular area and the degree to which these emissions are regulated and contained or mitigated. Sources of emissions include “mobile” sources, such as cars and trucks, and “point” sources, such as power plants and industrial activities.

1. Mobile Source Emissions

The Gowanus Expressway, which carries a high volume of truck traffic, is a major source of emissions in Sunset Park. Extensive auto and truck congestion on the elevated highway creates higher than average levels of unhealthy pollutants that are considered to be contributing factors to high asthma hospitalization rates. According to the New York City Department of Health and Mental Hygiene’s Community Health Profiles, there were 85 asthma hospitalizations among children in Sunset Park in 2001.¹ While this is a lower asthma hospitalization rate than in New York City as a whole – 3 per 1,000 children 14 years and younger versus 6 per 1,000 - industrial development and increased trucking could lead to substantial increases. Asthma hospitalization rates among adults are much higher in Sunset Park than in New York City, however, with 322 versus 262 admissions per 100,000 people in 2001, a difference of 25%. The EPA recently completed an air quality study in Sunset Park, in coordination with Community Board 7, to investigate how emissions along major roadways such as the Gowanus affect air quality in nearby neighborhoods, using both fixed and mobile air quality monitoring equipment as well as traffic congestion video monitors and counting devices.²

The high volume of truck traffic in the waterfront study area in general also contributes to poor air quality. Through trucks often use local streets to avoid congestion on the Gowanus Expressway. Ongoing maintenance of the elevated highway frequently results in detours onto Third Avenue and other local streets, increasing congestion and stop-and-go traffic, and causing higher levels of car and truck emissions.

¹ Karpati A, Lu X, Mostashari F, Thorpe L, Frieden T.R., *The Health of Sunset Park*. NYC Community Health Profiles 2003; 1 (12):1-12.

² The results of this study, which focused on 33rd Street between Third and Fifth Avenues, have not yet been made available to the Community Board.

In addition to those that pass through the neighborhood, thousands of trucks service local companies daily, creating “hot spots” in certain areas and often running their engines while waiting to load or unload. Sanitation trucks and municipal waste haulers waiting to access the IESI waste transfer facility and the DSNY sanitation garage create particular problems between 49th and 51st Streets on First Avenue, where they queue and double-park, many with their engines running.

Future development plans for the area also bring concerns about worsening air quality. Reconstruction of the Gowanus Expressway viaduct, for instance, would require detours throughout the district for a number of years. Substantial increases in truck traffic can also be expected from development of the auto port, break bulk terminal and recycling facility at SBMT, expansion and reactivation of the Hamilton Avenue Marine Transfer Station, and redevelopment of Pier 6 for cement import and distribution.

2. Point Source Emissions

(a) Power Plants

The siting of power plants is often seen as an environmental justice issue, as minority and low-income communities seem to be more frequently targeted for development of these noxious uses. Applications for the siting of new power plants in CD7 have faced mounting opposition from the Community Board, groups such as UPROSE, and local elected officials. The Sunset Park waterfront currently houses the following electric generating facilities:

- The 297 MWatt barge-mounted Narrows Generating Station at 53rd Street.
- The 572 MWatt barge-mounted Gowanus Generating Station at Third Avenue and 28th Street.
- New York Power Authority's PowerNow! peaker power plant. Despite intense community opposition, NYPA constructed two 44-megawatt natural gas-powered turbines at Third Avenue and 23rd Street in 2001, in close proximity to a residential area.

In July 2000, Sunset Energy Fleet submitted an application for a 520-megawatt natural gas-fired floating power plant at the 22nd Street Pier. The application was denied in January 2004 on the grounds that the applicant failed to adequately consult the community, as required under Article X of New York State Public Service Law. In addition to increasing the level of air pollution in the area, this plant would have adversely affected surrounding waters as a result of hot water discharges from the barges' cooling system.

(b) Other Point Sources

In part due to its heavily industrialized waterfront, Sunset Park has numerous sources of hazardous waste, air releases, and toxic releases. The Toxics Release Inventory (TRI), maintained by the U.S. Environmental Protection Agency (EPA), provides information to the public on releases of nearly 650 chemicals and chemical categories from various industries, including manufacturing, metal and coal mining, electric utilities, and commercial hazardous waste treatment. The TRI database was begun in 1988 under the federal Emergency Planning and Community Right to Know Act (EPCRA), which requires facilities in certain industries that manufacture, process, or use significant amounts of toxic chemicals, to report annually on their releases of these chemicals to air, water and land and to provide information on the quantities of toxic chemicals sent to other facilities for waste management.³ It is important to note that TRI data reflect releases and waste management of chemicals, not whether (or to what degree) the public has been exposed to those chemicals or whether there have been any adverse impacts on public health and the environment. TRI regulated facilities are only a small part of the potential pollution sources, however. Many other sources of pollution go unreported.

Table 11 summarizes information available from the EPA about point sources in Sunset Park. The two facilities authorized to discharge to U.S. waters in Table 11 are the Owl's Head Water Pollution Control Plant just to the south in CD10 – which releases clean effluent, and the barge-mounted Narrows Generating Station at 53rd Street. The decommissioned Hamilton Avenue Incinerator is the sole

³ <http://www.epa.gov/tri/>

Superfund site in CD7, although it is not on the National Priorities List.⁴ The incinerator is to be demolished in order for the site to be developed as part of DSNY's proposed Hamilton Avenue Marine Transfer Station upgrade.

Table 11: Point Sources in Sunset Park

Facilities that produce and release air pollutants (AIRS/AFS)	61
Facilities that have reported toxic releases (TRI)	14
Facilities that have reported hazardous waste activities	254
Transporters of toxic waste	12
Facilities issued permits to discharge to US waters	2
Potential hazardous waste sites that are part of Superfund	1

Source: US EPA Envirofacts Information for zip codes 11220 and 11232 (10/29/06)

Power plants, i.e. the Gowanus and Narrows generating stations and the NYPA peaker plant, are the largest individual point sources of air pollution in the district. Other sources include New York City DOT's Hamilton Avenue Asphalt Plant and a range of manufacturers as well as smaller sources such as dry cleaners and service stations. Toxic releases have been reported for the Narrows Generating Station as well as industrial businesses that produce or work with a range of toxic materials.⁵

Table 12 and Table 13 below list the TRI sites in CD7 as well as air pollution sources from the AIRS Facility Subsystem (AFS) database.⁶ Map 22 shows the location and concentration of these point sources, by reference letter and number.

Table 12: EPA- Regulated Facilities in TRI, Zip Codes 11220 and 11232, 2004

MAP 22 REFERENCE	PLANT NAME	ADDRESS
A	NARROWS GENERATING STATION	53 RD ST. & FIRST AVE.
B	ALPHA COATINGS	254 36 TH ST.
C	ARTHUR MATNEY COMPANY INC.	4014 FIRST AVE.
D	BAR RAY PRODUCTS INC.	237 25 TH ST.
E	COLONIAL MIRROR & GLASS CORP.	142 19 TH ST.
F	GALAXCO INC.	33 34 TH ST.
G	INDUSTRIAL FINISHING PRODUCTS INC.	214 40 TH ST.
H	INTERDYNAMICS INC.	80 39 TH ST.
I	NEW YORK HARDBOARD & PLYWOOD CORP.	230-234 25 TH ST.
J	PETROCON MARINE & INDUSTRIAL CHEMICAL CORP.	243 44 TH ST.
K	TEKNI PLEX INC.	68 35 TH ST.
L	VIRGINIA DARE EXTRACT COMPANY INC.	882 THIRD AVE.
M	IEH CORP.	140 58 TH ST.
N	MARINO POLISHING & PLATING INC.	244-254 59 TH ST.

Source: US EPA, Based on data extracted on October 10, 2006

⁴ The Superfund Program, administered by the US EPA, in cooperation with individual states and tribal governments, was established with the signing of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA or Superfund) in an effort to clean up the nation's uncontrolled hazardous waste sites. The National Priorities list (NPL) serves primarily to inform the states and the public of sites that appear to warrant remedial actions. Inclusion on the NPL does not require property owners or operators to undertake any action, nor does it assign liability.

⁵ EPA's Toxics Release Inventory for 2004 indicates on-site releases of polycyclic aromatic compounds and dioxin and dioxin-like compounds at the Narrows Generating Station.

⁶ The Aerometric Information Retrieval System (AIRS) is a computer-based repository for information about air pollution in the United States. Such information is reported by stationary sources of air pollution such as electric power plants, factories and research institutions. Data on air pollution point sources are included in the AIRS Facility Subsystem (AFS), and are used by the states to prepare State Implementation Plans, track compliance with regulations, and report air emissions estimates for pollutants regulated under the Clean Air Act.

Table 13: Air Releases (AIRS/AFS), Zip Codes 11220 and 11232, 2006

MAP 22 REFERENCE	FACILITY NAME	ADDRESS
1	NY POWER AUTH - 23RD & 3RD PLANT	NW COR THIRD AVE. & 24TH ST
2	820 FOURTH AVENUE BUILDING	820 FOURTH AVE.
3	825 4 TH AVE P 172	825 FOURTH AVE.
4	AMOCO-508220962005	764 FOURTH AVE. & 26TH ST
5	CREATIVELY BUILT CABINETS	232 42ND ST
6	DELTA PACKAGING SPECIALTIES	87 35TH ST.
7	DYNA COTE INDUSTRIES 20 TH ST. FACILITY	149 20TH ST.
8	EASTERN POLY PACKAGING COMPANY INC.	149 47TH ST
9	EXCELLO FILM PAK INC.	166 25TH ST.
10	FRANKLIN POLY CORPORATION	4601 SECOND AVE.
11	GOWANUS GENERATING STATION	27 TH St. & THIRD AVE.
12	INDUSTRY CITY ASSOCIATES	254 36TH ST.
13	INTERDYNAMICS INC.	80 39TH ST.
14	JOHN WYNNE SERVICE STATION	4001-4011 FOURTH AVE.
15	JUN DRY CLEANERS	706 39TH ST
16	LOS ANGELES AUTO REPAIR	4923-B SECOND AVE.
17	METROPOLITAN DETENTION CENTER	100 29TH ST.
18	NARROWS GENERATING STATION	53 RD ST. & FIRST AVE.
19	NEW YORK HARDBOARD & PLYWOOD CORP.	230-234 25TH ST.
20	NYC DOT - HAMILTON AVE. ASPHALT PLANT	448 HAMILTON AVE./14 TH STREET
21	DSNY – HAMILTON AVE MTS	500 HAMILTON AVE./GOWANUS CANAL
22	NYCTA JACKIE GLEASON BUS DEPOT	871 FIFTH AVE.
23	PARADISE PLASTICS, LLC	116 39 TH ST.
24	PRECISE METAL PRODUCTS	262 44TH ST
25	SHELL OIL – ODESA SVCE CTR	833 FOURTH AVE.
26	SUNRISE BAKING COMPANY LLC.	4564 SECOND AVE.
27	SUNSET ENERGY FACILITY	BARGE AT 50 21ST ST.
28	SUPREME EQUIPMENT & SYSTEMS CO.	49-02 SECOND AVE.
29	SUPREME EQUIPMENT & SYSTEMS CO.	170 53RD ST.
30	SUPREME EQUIPMENT & SYSTEMS CO.	5302 SECOND AVE.
31	T & K PRINTING INC.	262 44TH ST
32	TEKNI PLEX INC.	68 35TH ST.
33	TOROS AUTO BODY	4224 THIRD AVE.
34	140 58TH ST BUILDING	140 58TH ST
35	AMOCO SERVICE STATION – 56230115005	6401 FOURTH AVE.
36	M BANNY'S CLEANERS	5021 SIXTH AVE.
37	BAY RIDGE FRENCH CLEANERS	4414 FIFTH AVE.
38	CITIGROUP GLOBAL MARKETS INC.	140 58 TH ST.
39	E B DESIGNS LTD.	140 58TH ST.
40	FRANICK DRY CLEANERS	4824 FOURTH AVE.
41	HOLLYWOOD CLEANERS	5609 FIFTH AVE.
42	ILANA ENTERPRISES LTD.	5701 SECOND AVE.
43	LUCKY CLEANERS	5512 FOURTH AVE.
44	LUTHERAN MEDICAL CENTER	150 55TH ST
45	MARINO POLISHING & PLATING INC.	244-254 59TH ST.
46	MEAD & JOSIPOVICH INC.	140 58TH ST.
47	NEW M & L FRENCH CLEANERS	6022 FOURTH AVE.
48	NYC DEP – OWLS HEAD WPCP	6700 SHORE ROAD
49	QUALITY CHINESE LAUNDRY	267-269 45TH ST.
50	SB GRAPHICS CORP.	140 58TH ST.

Source: US EPA



Upper New York Bay

Red Hook

Erie Basin

Hamilton Avenue
Municipal Asphalt Plant
20/21

OH-006

Hamilton Avenue
Marine Transfer
Station

Park Slope

Gowanus Bay

Gowanus Generating
Station

NYPA
Power Plant

SBMT
(proposed)

OH-023

Con Edison

OH-022

17

30th St

9

4/19

2/3

D/M

25

13/H

23

C

K

6/32

12/B

G

5

26

8

10

49

16/28

29/30

44

42

43

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41

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36

OH-003

DOS
Sanitation
Garage

18/A

Narrows
Generating Station

OH-002

34/38/39
46/50/M

48

48

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48

Truck Route

Gowanus
Expressway

Truck Route

Gowanus Canal

18th St

Windsor Pl

Prospect Expwy

Windsor
Terrace

Prospect Park

Green-Wood Cemetery

36th St

41st St

46th St

49th St

53rd St

57th St

60th St

64th St

68th St

72nd St

76th St

80th St

84th St

88th St

92nd St

96th St

100th St

104th St

108th St

112th St

116th St

120th St

124th St

128th St

132th St

136th St

140th St

144th St

148th St

152th St

156th St

160th St

Ft. Hamilton Pkwy

Owl's Head Water
Pollution Control Facility

48

Bay Ridge

Sunset Park

Borough Park

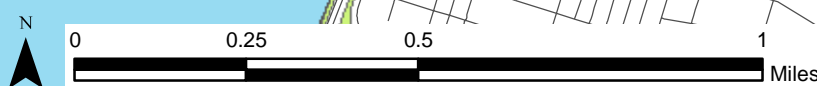
Sunset Park 197-a Plan Community Board 7

- Water Pollution Control Facilities
- Water Pollution Facilities
- Combined Sewer Outfalls
- Air Pollutant Facilities
- Waste Facilities
- Power Generating Facilities
- Toxics Release Inventory (TRI) Site
- Mobile Source Emissions
- Superfund Sites

See Tables 12 and 13 for keys to numbers and letters.

Map 22: Environmental Conditions

Source: EPA, NYC Map
Map created by Elena Patarini - May 2007



3. Lack of Vegetation

Trees, shrubs and ground cover help substantially to clean the air of particulates, absorb carbon dioxide and other gases, and reduce the heat load in an area. While Green-Wood Cemetery and Sunset Park provide substantial air quality benefits in the upland neighborhoods, essentially serving as “carbon sinks,” there is a shortage of green space and tree canopy west of Fifth Avenue.⁷ This is especially critical in the waterfront study area, which has practically no vegetation and suffers from a concentration of emissions, particularly along the Gowanus Expressway/Third Avenue corridor.

Waste Management

1. Solid Waste

There are two solid waste transfer facilities in the waterfront study area, the city-owned Hamilton Avenue Marine Transfer Station, which is currently not in service, and the private IESI facility on 50th Street. A Department of Sanitation garage on the 52nd Street Pier serves both BK7 and BK10. DSNY's Comprehensive Solid Waste Management Plan, approved by the New York City Council on July 19, 2006, includes a new metal, glass and plastics recycling facility at SBMT and upgrading of the Hamilton Avenue plant for containerized export of municipal solid waste. Although the jobs associated with these facilities are welcome in Sunset Park, heightened waste management activity on the waterfront is of considerable concern to the community, particularly with respect to increased truck traffic, noise and odors that may be generated.

- **Hamilton Avenue Marine Transfer Station.** One of the city's largest marine transfer stations is located at Hamilton Avenue and 15th Street. In the past, waste was transferred from truck to barge at this facility for the short trip to the Fresh Kills Landfill on Staten Island. The Hamilton Avenue MTS is being converted under the city's new Solid Waste Management Plan to allow for containerization of waste and export by barge to more distant disposal sites or to intermodal facilities for transference to rail cars. It is expected to serve as the "wasteshed" facility for over half of the sanitation districts in Brooklyn (BKs 2, 6, 7, 8, 9, 10, 14, 16, 17, and 18). The city will contract with one or more private firms for the acceptance, transport and disposal of containerized waste from this site.
- **IESI NY Corporation.** This private waste transfer facility at First Avenue and 50th Street has been operating at increased capacity since the closing of Fresh Kills, under contract with the City of New York, as part of the city's interim municipal waste export plan. It currently has a putrescible transfer station permit for 1,000 tons of waste per day. The increase in daily throughput from 250 to 1,000 tons has created substantial truck traffic congestion in the area, with municipal sanitation trucks arriving to discharge their load and long haul tractor trailers lining up on First Avenue to access the facility. Noise and odors associated with these operations have a considerable impact on surrounding businesses, particularly those associated with the food industry. There are concerns in the community that reactivation of the Hamilton Avenue MTS will not alleviate conditions in this location and that increased capacity will be transferred to commercial waste operations. This would have a considerable impact on access to and enjoyment of the planned waterfront park at Bush Terminal Piers.
- **DSNY Sanitation Garage.** New York City's sanitation districts and community districts are largely coterminous. For the most part each sanitation district has its own sanitation garage. However, DSNY's garage on 51st Street and First Avenue serves both Community District 7 (BK7) and neighboring Community District 10 (BK10). The large number of trucks using this facility, combined with those accessing the nearby IESI facility, exacerbate traffic conditions in the area. Community Board 7 has long advocated for the relocation of BK10 in consideration of the city's "Fair Share" criteria.⁸

⁷ The term "carbon sink" refers to forests and other ecosystems that absorb carbon, removing it from the atmosphere and offsetting CO₂ emissions.

⁸ *Criteria for the Location of City Facilities*, "Fair Share" siting guidelines and procedures pursuant to Section 203 of the New York City Charter, 1990.

- **SBMT Recycling Facility.** Hugo Neu's proposed recycling facility on the 30th Street Pier at SBMT will receive all of the plastic, glass and metal, and some of the mixed paper from the city's residential curbside recycling program for the next 20 years. It is expected to create up to 108 permanent jobs, including equipment operators, sorters and supervisors. The majority of recyclables will be transported to and from the facility by barge.⁹ The Hugo Neu facility serves as a model for sustainable industrial development in Sunset Park, with on-site stormwater management and green building design as well as a visitor information center and connections to the proposed Sunset Park Greenway.



Hamilton Avenue Marine Transfer Station



Proposed Hugo Neu Recycling Facility
Weisz + Yoes Architects



IESI Corporation (municipal waste transfer)

2. Wastewater Systems

- **Sewage treatment.** The Owls Head Water Pollution Control Plant (WPCP), located south of the 65th Street Rail Yard and west of Owls Head Park, serves communities in southwest Brooklyn, including Sunset Park and Bay Ridge. It was constructed in 1952 and upgraded to secondary treatment in 1995.¹⁰ It has a capacity of 120 million gallons per day.
- **Sewage infrastructure.** Many of the sewer pipes in the waterfront study area have been in place for over 100 years and pose a constant threat of breakage. While new sewer lines are being installed along First Avenue in association with EDC's First Avenue Rail Improvement Project, there is a need for more widespread infrastructure improvements, particularly considering the steep grade of certain streets leading down to the waterfront and the constant flow of heavy truck traffic throughout the area.
- **Combined sewer overflows.** While water quality in the vicinity of Sunset Park has improved considerably since completion of the Red Hook WPCP in 1987, which ended the last permitted dry weather discharge of raw sewage into New York Harbor, and upgrades at Owls Head WPCP, there are still problems with combined sewer overflows (CSOs).

Most of the sewers in New York City carry both sanitary waste and stormwater runoff.¹¹ During periods of intense rainfall or snowmelt the capacity of the combined sewer system becomes overwhelmed and untreated human and industrial waste - in addition to floatable debris - is discharged directly into local waterways.

Pathogen contamination and floatable debris, which stem primarily from CSOs, were among five priority areas of concern in the Comprehensive Conservation and Management Plan (CCMP) for the New York harbor, prepared by DEC and the New York State Department of State.¹² With more than

⁹ Up to 85% of inbound materials and up to 75% of outbound materials will be transported by barge, with connections to other Hugo Neu and municipal transfer facilities in Queens, the Bronx, Manhattan and Jersey City. The facility is also expected to generate approximately 25 Brooklyn DSNY collection trucks per day.

¹⁰ Secondary treatment refers to the process whereby air and "seed" sludge from the plant's treatment process are added to the wastewater to stimulate the growth of oxygen-using bacteria and other tiny organisms that are naturally present in sewage. These microorganisms digest most of the remaining organic materials in the water producing heavier particles that will settle later in the treatment process.

¹¹ Combined sewer systems are remnants of the country's early infrastructure and are typically found in older communities.

¹² The Comprehensive Conservation and Management Plan (CCMP) for the harbor, prepared by the New York State Department of Environmental Conservation (DEC) and the New York State Department of State and finalized in 1996, presents five priority areas

700 discharge points CSOs are considered to be the single largest source of pathogens – disease causing organisms – to the New York/New Jersey Harbor.¹³

There are five CSO discharge points or outfalls along the bulkhead in Sunset Park: OH-006, at the entrance to the Gowanus Canal, in line with 19th Street; OH-023, between 27th and 28th Streets; OH-022 in line with 32nd Street; OH-003 in line with 49th Street; and OH-002, at the 65th Street Rail Yard, in line with 63rd Street. (Map 22) All of these outfalls have Discharging Notification signs installed on or next to them. DEP has no reported incidents of dry-weather overflows at these locations. However, there is some concern in the community about stormwater runoff carrying toxic materials from industrial operations. Consideration also needs to be given to the large volume of floatables (plastic bottles and bags, cans and other water borne litter) that collect around the outfalls after heavy rains, particularly at the 49th Street outfall, which lies within the proposed park at Bush Terminal Piers.

Various CSO abatement projects are being undertaken by New York and New Jersey to reduce the amount of CSOs and impacts in the harbor and coastal areas. They include CSO elimination – the physical separation of combined sewer systems, expansion of waste treatment plants, and creation of retention tanks that will hold stormwater runoff until the storm has subsided and it can be pumped to the treatment plant. There are 36 CSO abatement and improvement projects in New York City alone, with completion dates between 2002 and 2010.¹⁴ The five largest projects are concentrated on the East River, Jamaica Bay, Paerdegat Basin, Inner Harbor, and Coney Island Creek. There are currently no CSO abatement or floatable reduction projects in Sunset Park.



Combined sewer outfall – 49th Street



Gowanus Generating Station



BAT boiler building – potential brownfield

Contaminated Buildings and Sites

1. Brownfields

Unutilized former industrial and commercial sites that may contain hazardous substances, pollutants or contaminants are referred to as brownfields. After more than a century of maritime, industrial and related transportation uses on the Sunset Park waterfront most vacant and unutilized industrial property can be expected to have some level of contamination that may require remediation prior to redevelopment, depending on whether it poses a threat to public health or the environment. However, aside from the Hamilton Avenue incinerator - a designated Superfund site, and partial landfill at Bush Terminal Piers 1-4 - listed as an Inactive Hazardous Waste Site in the 1980s, there is no official documentation of potentially contaminated brownfield sites in Sunset Park.

The costs of environmental remediation, lack of clearly defined standards and procedures, and potential liabilities have served to discourage brownfield redevelopment in the past in New York City and elsewhere. Current federal and state brownfields legislation seeks to remove some of these obstacles and encourage redevelopment and productive reuse of abandoned contaminated industrial sites.

of concern: (1) Habitat loss and degradation; (2) Toxic contamination/Dredged materials management; (3) Pathogen contamination; (4) Floatable debris; and (5) Nutrient and organic enrichment.

¹³ 2003 New York Harbor Water Quality Report, New York City Department of Environmental Protection.

¹⁴ NY/NJ Clean Ocean and Shore Trust (COAST)

The EPA offers grants to states and localities under the federal Small Business Liability Relief Act and the Brownfields Revitalization Act, both signed into law on January 11, 2002.¹⁵ Federal tax credit and tax incentive programs are also available to support cleanup and redevelopment efforts for both small-scale and large-scale brownfield projects.

The New York State Clean Water/Clean Air Bond Act of 1996 provides funding for environmental projects that restore the state's air, water, and natural resources. New York City has received substantial funding under the municipal Environmental Restoration Program, funded through the Bond Act, for site investigation and environmental remediation at Bush Terminal Piers 1-4 in preparation for development of the waterfront park. Close to \$800,000 was awarded to EDC in 1997 to undertake a comprehensive investigation of environmental contamination at the 14 acre site, classified as a Class 3 hazardous waste disposal site, and a further \$17.8 million was awarded in April 2006 for site remediation, the largest grant ever awarded by the State for the remediation of a brownfield. See the Public Open Space and Waterfront Access chapter for additional discussion on the Bush Terminal Piers Open Space Project.

While the city has actively pursued funding for remediation of Bush Terminal Piers 1-4 and development of the waterfront park, private property owners have yet to take advantage of financial assistance and tax benefits available under state and federal brownfield programs.

New York State's Superfund/Brownfield law, enacted in October 2003, created the Brownfield Cleanup Program (BCP), successor to the Voluntary Cleanup Program, to address the environmental, legal, and financial constraints to private sector remediation and redevelopment of brownfield sites. The BCP, managed by the New York State Department of Environmental Conservation (DEC) includes tax credits to offset costs associated with site preparation, property improvements, groundwater cleanup, real property taxes, and insurance. Enhanced tax credits are available for sites within designated Environmental Zones (En-Zones) - limited to census tracts with a poverty rate of at least 20% according to the 2000 Census, and an unemployment rate of at least 125% of the New York State average, or a poverty rate of at least double the rate for the county in which the tract is located. Although the waterfront study area contains eligible census tracts - 0002, 0020 and 0022 - there have been no Brownfield Cleanup Agreements in the area to date.

New York State's Brownfield Opportunity Areas Program, made possible by the Superfund/Brownfield law, provides grants of up to \$50,000 to community-based organizations to study where remediation and redevelopment is most needed in their communities and to identify potential developers. UPROSE was recently awarded funding under this program to undertake a community-based planning study reviewing all of the development plans and initiatives in the waterfront study area that may reveal opportunities for brownfield redevelopment, particularly for parkland and public open space.

2. Lead Poisoning

Lead is a significant health hazard, particularly for young children, who are more susceptible to its effects and more likely to ingest it. Primary sources of lead in the environment include deteriorating lead-based paint (often in older apartments), lead-contaminated dust, and lead-contaminated soil. Lead can also be released into the air through industrial activities. It is more likely to become pulverized (and therefore airborne or ingestible) when lead paint is peeling, or when landlords or property owners undertake lead paint abatement procedures without proper containment. The waterfront study area contains many of Sunset Parks older residential buildings, constructed in the early 20th Century, that may still contain significant amounts of lead-based paint. Sunset Park youth have a high incidence of lead poisoning, much higher than the citywide average. Up to 134 children under the age of eighteen were newly diagnosed with lead poisoning in Sunset Park in 2001, a rate of 21 children per 1,000 tested compared with 15 in New York City as a whole.¹⁶

¹⁵ New York City was recently awarded \$600,000 in EPA Brownfield grants to investigate sites contaminated with petroleum and hazardous substances and to initiate cleanup of Mariners Marsh in Staten Island. This is in addition to existing EPA Assessment Grants amounting to \$870,000 and a \$750,000 Revolving Loan Fund grant to leverage private investment in the NY Metro Brownfields Redevelopment Fund.

¹⁶ Karpati A, et al, The Health of Sunset Park. NYC Community Health Profiles 2003, p.7

Lead paint is not the only health hazard confronting local residents, including those in the waterfront study area. A large number of low-income families in Sunset Park who live in poor housing with conditions like mold and cockroach infestation also suffer from a range of respiratory illnesses, including asthma, bronchitis, pneumonia, chronic allergies and other breathing problems, according to a recent study by the Fifth Avenue Committee.¹⁷ Many of these families are also recent immigrants with little knowledge of housing laws and their rights as tenants. Illegal immigrants are particularly vulnerable as they are reluctant to report violations, for fear of reprisals.

Waterfront Development

Redevelopment of maritime and industrial uses will contribute to the revitalization of Sunset Park's waterfront. However, without proper planning, these developments can also have negative effects on public health and plant and wildlife habitats.

1. Increased Emissions

As previously mentioned, industrial redevelopment is likely to lead to an increase in vehicular traffic. Truck traffic is of particular concern because of the air and noise pollution it generates. However, careful consideration should also be given to emissions from tugboats and ships serving new maritime uses on the Sunset Park waterfront. Reactivation of maritime and water-dependent industrial uses will increase the amount of shipping activity considerably – with tugboats and ocean going vessels serving the auto port, recycling facility, and break bulk terminal at SBMT, as well as the Hamilton Avenue Marine Transfer Station, rail float operations at 51st and 65th Streets, and cement terminals at the 25th Street Pier and Bush Terminal Pier 6. Although the 197-a Plan supports maritime and industrial development in the waterfront study area, there are considerable concerns regarding the cumulative impact of both increased trucking and shipping operations on public health.

2. Impact on plant and wildlife habitats

Increased shipping activity at SBMT and Pier 6 could also threaten the delicate natural environment that EDC is seeking to preserve at Bush Terminal Piers. Tugboats and large ocean going vessels may create substantial wakes, even at low speeds, and disturb marine plant and wildlife habitats that exist in the intertidal pools and naturalized shoreline. Significant "natural" environments are scarce in Sunset Park. However, the area between Bush Terminal Piers 1 and 4 has been recognized by environmentalists as a "significant" habitat - the only such habitat from the Brooklyn Bridge to the Verrazano-Narrows Bridge.¹⁸ This natural environment grew from a failed landfill operation in the mid-1970s that created two intertidal pools and a large area of fill. The landfill has since become naturalized and the intertidal pools are now populated by underwater grasses and attract crabs, fish, and birds. In 1992, Sunset Park Restoration began an intensive avian census of the Bush Terminal Piers site, identifying more than 50 species of birds. Their findings contributed to the decision to develop the site as parkland rather than for noxious uses as had previously been proposed. EDC's plans for the park include a natural habitat preserve between Piers 1 and 4.

There are also considerable concerns regarding the effects of increased stormwater runoff from industrial sites and potential discharges from ships on the quality of surrounding waters.

Finally, a substantial amount of dredging will need to occur, both in the Bay Ridge Channel and alongside piers to accommodate deep draft, ocean going vessels. Dredging has become a critical issue for the harbor. It is required to maintain and improve shipping channels and to support an active working waterfront, however, the material that is dredged up - the so-called "dredge spoil" - can be highly contaminated. Aside from difficulties associated with disposal, disturbance of contaminated materials at dredge sites could have a substantial impact on local water quality.

¹⁷ *Unhealthy Apartments*, City Limits Weekly, # 535, May 15, 2006

¹⁸ Bush Terminal has been identified as a natural area in the Natural Areas Initiative, a joint program of New York City Audubon and New Yorkers for Parks aimed at protecting and effectively managing New York City's natural areas.

Open Space and Waterfront Access

Introduction

While Community District 7 borders on Prospect Park, a major city park immediately to the northeast, and Owls Head Park and Leif Ericson Park to the south, many of its residents, particularly in the densely populated Sunset Park neighborhood, lack immediate access to public open space. Although Greenwood Cemetery served as public parkland in the days before Prospect Park it is no longer perceived as a recreational resource. And while the district's two-and-a-half miles of shoreline offer dramatic views of New York Harbor and the Manhattan skyline, there is limited public access to the waterfront.



Bush Terminal Pier 5



52nd Street Pier

Poor access to open space has significant public health implications. According to New York City's Department of Health and Mental Hygiene (DHMH), 57% of Sunset Park residents get no physical exercise compared with 43% of residents citywide and only 31% report exercising three or more days a week.¹ Lack of exercise and an increasingly sedentary lifestyle can lead to obesity and increased risk of diabetes and heart disease. Up to 20% of Sunset Park's adult population is obese, reflecting trends in New York City and nationwide, and up to 9% has diabetes.² The national goal for diabetes, by comparison, is less than 2.5%.

Of greater concern are increasing rates of childhood obesity in New York City, particularly in low-income minority communities like Sunset Park. Childhood obesity increases the likelihood of adult obesity and associated diseases such as asthma, diabetes, heart disease and cancer. A May 2003 survey of nearly 3,000 elementary school children in New York City's public schools by DHMH found that 24% were obese and 19% were overweight.³ Obesity was more prevalent among Black and Hispanic children, affecting 23% of Blacks and 31% of Hispanics compared with 14% of Asians and 16% of Whites. There are similar findings in the very young population. A more recent report by DHMH indicates that 27% of *Head Start* children in New York City are obese and 15% are overweight.⁴ Again, Black and Hispanic children are disproportionately affected. Up to 25% of Black children and 31% of Hispanic children in *Head Start* are obese compared with 15% of Asians and 12% of Whites.

While steps are being taken to improve school lunches and provide more nutrition education in the classroom there is not enough emphasis on physical education in New York City public schools and many

¹ Olson EC, Van Wye G, Kerker B, Thorpe L, Frieden TR. *Take Care Sunset Park*. NYC Community Health Profiles, Second Edition; 2006; 12(42):1-16.

² *Ibid*, p.7. Type 2 diabetes, which is strongly associated with obesity, accounts for about 95% of diabetes cases.

³ *NYC Vital Signs*, NYC Department of Health and Mental Hygiene, June 2003, V. 2, No.5.

⁴ *NYC Vital Signs*, March 2006, V. 5, No.2.

parents cannot afford to send their children to private after-school sports and recreation programs. Children's lives are also becoming more sedentary, focused on computers, video games and television. In addition to good nutrition Sunset Park residents, particularly children also need access to public open space and sports facilities that provide opportunities for active recreation.

PlaNYC, Mayor Michael R. Bloomberg's recently released broad strategy, or blueprint, for building a sustainable New York City by the year 2030, emphasizes the importance of open space access not only to satisfy recreational needs but also to improve public health.⁵ Sunset Park residents would clearly benefit from PlaNYC's goal of ensuring that "...all New Yorkers live within a 10-minute walk of a park."

Current Assets

Parks and Recreation Facilities

According to the Department of City Planning CD7 currently has 106.21 acres of parkland.⁶ This is slightly higher than the 104.3 acres of parkland reported in 1996, when the district ranked 12th out of Brooklyn's 18 community districts in the amount of acreage devoted to parkland.⁷ It is important to note that only half of this parkland (53.58 acres) actually falls within the district. The remaining half (52.63 acres) represents 10% of Prospect Park that has been apportioned to the district. (Table 14, Map 23)

Sunset Park, comprising 24.5 acres, is the largest public park within the district and is heavily utilized. It includes a hardtop softball field, handball courts, a recreation center and two outdoor swimming pools: an Olympic-sized pool that is only open between July 4th and Labor Day; and a 16-foot deep diving pool that is currently fenced off and out of use. The Sunset Park Recreation Center, located on Seventh Avenue and 43rd Street, supports after school programs and contains basketball, bodybuilding and aerobics facilities as well as a weight room. However, it is closed during the summer. In its FY 2005 Community District Needs Statement CB7 requested increased funding for recreational programs at the Recreation Center as well as increased access to the swimming pools.



Sunset Park, tower of St. Michael's R.C. Church in the background

⁵ PlaNYC, released on April 22, 2007, can be found at: <http://www.nyc.gov/html/planyc2030/html/plan/download.shtml>

⁶ *Selected Facilities and Program Sites in New York City, 2002-2005: Brooklyn Community District 7*, NYC DCP.

⁷ *Recreation and Open Space in New York City: Brooklyn*, NYC DCP, Fall 1996. The discrepancy in total park acreage between 1996 and 2002-2005 is because of the addition of East 4th Street Garden (0.184 acres) and Col. Donald Cook Square (0.191 acres) and inclusion of the full 1.71 acres of Bartel Pritchard Square in the 2002-2005 listing.

Table 14: Parks and Playgrounds in CD7, 2002 to 2005

#	Property Name/ <i>Sign Name</i>	Location	Acres	Facilities
1	Sunset Park	41 st to 44 th Sts, Fifth to Seventh Aves.	24.50	Softball Field; Recreation Center; Sunset Pool (two outdoor swimming pools: 265'x165' and 140'x118')
2	Prospect Park (10%)	Flatbush Ave., Parkside Ave, Prospect Park West, Ocean Ave.	52.63	Fields for baseball, little league, softball, and football/soccer; tennis courts; running trails; bridle paths; bike path; pedal boats; ice-skating rink; environmental center; wildlife conservation center; botanical garden.
3	Bartel Pritchard Square	Prospect Park West at 15 th St.	1.71	Traffic circle at the intersection of Prospect Park West, 15th Street and Prospect Park Southwest. Trees, landscaping, benches.
4	MS 136 Playground & Park/Playground Three-Forty *	40 th to 41 st Sts, Third Ave.	1.24	Playground; softball field
5	John Allen Payne Park/ <i>Payne Park</i>	64 th to 65 th Sts, Third Ave.	1.51	Playground
6	John D'Emic Sr. Memorial Park/ <i>John D'Emic Sr. Park</i>	34 th to 35 th Sts, Third Ave.	1.13	Playground
7	Old PS 146 Playground/ <i>Slope Park</i>	18 th to 19 th Sts, Sixth (Seventh?) Ave.	0.69	Playground
8	Rainbow Park	55 th to 56 th Sts, Sixth Ave.	0.46	Playground
9	PS 1 Playground **	46 th to 47 th Sts, Third Ave.	1.55	Playground
10	Ft Hamilton Playground/ <i>Greenwood Playground</i>	Fort Hamilton Parkway, Prospect Ave, Greenwood Ave.	3.19	Playground
11	55 th St. Playground/ <i>Martin Luther King Playground</i>	55 th to 56 th Sts, Second Ave.	0.91	Playground
12	Detective Joseph Mayrose Park	n/s Prospect Expwy. At 17 th St, between Sixth and Seventh Aves.	1.31	Benches
13	East 4 th Street Garden	E. 4 th St, Caton Ave, Fort Hamilton Pkwy.	0.18	Garden
14	Col. Donald Cook Square	Fort Hamilton Pkwy, Caton Ave, McDonald Ave.	0.191	
Total acreage			91.20	

Source: NYC DCP: Selected Facilities and Program Sites in New York City, 2002-2005: Brooklyn Community District 7.

* Renamed Placencia Playground

** Renamed Pena-Herrera Playground

The balance of open space in the district is made up of several smaller neighborhood parks and school playgrounds, as well as a number of park strips, triangles, malls and sitting areas located primarily alongside highways and expressways. (Table 15) Most of the parks and playgrounds have been paved. The 64th Street Community Garden, maintained by the 63rd and 64th Streets Block Association provides additional neighborhood open space on the southern border of the district.

CD7 is currently the only district in Brooklyn without a baseball field. It also has no football/soccer fields or tennis courts. While Sunset Park and a number of schoolyards have hardtop softball fields, there is only one grass surface softball field in the district. It recently replaced the hardtop softball field at MS 136 Playground & Park on Third Avenue and 41st Street, now known as Placencia Playground.

Table 15: Triangles, Park Strips, Sitting Areas, and Greenstreets in CD 7, 2002 to 2005

#	Property Name/Sign Name	Location	Acres	Facilities
15	Park strip	e/s Prospect Expwy, Seeley St. to Greenwood Ave.	0.93	
16	Park strip	n/s Gowanus Expwy, Fourth Ave.	NA (00.0)	
17	Park strip	n/s Gowanus Expwy, 65 th and 66 th Sts.	NA (0.00)	
18	Park strip	e/s Gowanus Expwy, 63 rd to 64 th Sts.	NA (0.00)	
19	Park strip	s/s Prospect Expwy, between Fourth and Fifth Aves.	0.18	
20	Park	e/s Prospect Expwy, at 18 th St, Eleventh Ave. to Seeley St.	0.44	Benches
21	Park	Gowanus Expwy, 16 th St, Third Ave, Hamilton Ave.	0.28	
22	Park	n/s Prospect Expwy, east of Seventh Ave.	0.44	Benches
23	Park	n/s Prospect Expwy, Tenth Ave, Prospect Park West.	0.06	Benches
24	Park	n/s Ocean Parkway, Sherman St.	0.21	Benches
25	Park	n/s Prospect Expwy, west of Sixth Ave, at Prospect Ave.	0.28	
26	Park	s/s Ocean Parkway, East 8 th St.	0.12	Benches
27	Park	w/s Prospect Expwy, s/s Vanderbilt St.	0.48	Benches
28	Park/Seeley Street Park	w/s Prospect Expwy, Seeley to Vanderbilt Sts.	0.36	
29	Sitting area/Cement Corner	18 th St, Hamilton Ave, Third Ave.	1.08	Benches
30	Sitting area	s/s Prospect Expwy, Fifth and Sixth Aves., 17 th St.	0.71	Benches
31	Sitting area	s/s Prospect Expwy, Sixth and Seventh Aves.	0.74	Benches
32	Thomas J. Cuite Park	w/s Prospect Expwy, Eleventh Ave. to Seeley St, at 19 th St.	0.49	Benches
33	Greenstreets Program	Seventh Ave., 18 th St.	NA	
34	Greenstreets Program	Third Ave, 39 th St.	NA	
35	Greenstreets Program	Third Ave, 16 th St.	NA	
36	Prospect Expressway Parks *	Parkside Ave. to Third Ave.	8.21	
Total acreage			15.01	

Source: NYC DCP: Selected Facilities and Program Sites in New York City, 2002-2005: Brooklyn Community District 7.

* Multiple park strips alongside the expressway.

Condition of Local Parks

Most of the district's parks and playgrounds have been renovated in the past ten years and are generally in good condition. Sunset Park, Rainbow Park, John D'Emic Sr. Memorial Park and MS 136 Playground & Park (Placencia Playground) are the most recent to have undergone renovation. Improvements in Sunset Park include replacement of the Recreation Center's roof, repairs to the Sunset Park pool, repaved paths and sidewalks, and an extensive upgrade of the park's drainage system.



Upper New York Bay

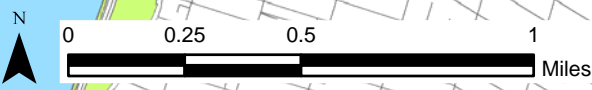


Sunset Park 197- a Plan Community Board 7

- Parks
- Playgrounds
- Community Gardens
- Waterfront Access
- DOT Bike Connector
- Natural Area Initiative Site (NYC Audubon / New Yorkers for Parks)

Map 23: Public Open Space and Waterfront Access

Source: NYC, NYSDOT & OasisNYC Maps Map created by Elena Patarini - May 2007



Waterfront Open Space

Brooklyn Army Terminal Pier 4 at the foot of 58th Street provides the only formal public access to the waterfront. Pier 4 was reconstructed as a ferry service pier in the late 1990s to replace the rotting 69th Street pier in Bay Ridge. It includes bike racks and a commuter parking lot with space for approximately 500 cars. Public open space on the pier is limited to a narrow access corridor along its northern edge and approximately 4,500 square feet at the pierhead beyond the commuter parking area.

Green-Wood Cemetery

The 478-acre Green-Wood Cemetery, established in 1838, occupies a significant portion of CD7. Its Gothic brownstone gatehouse is a New York City landmark. A number of prominent individuals are buried here, including Margaret Sanger, founder of Planned Parenthood; Samuel Morse, inventor of the telegraph; composer/conductor Leonard Bernstein; Charles Ebbetts, owner of the Brooklyn Dodgers; De Witt Clinton, former governor of New York; and Alice Roosevelt, first wife of US President Theodore Roosevelt. Green-Wood Cemetery is open to visitors every day from 8:00 a.m. to 4:00 p.m. Both guided tours and self-guided tours are available to the public. Although the cemetery's miles of pathways, four lakes, landscaped and forested areas provide opportunities for passive recreation and quiet reflection, this valuable open space resource is not utilized as such.

Adjacent Parkland

Prospect Park (526.3 acres) is a major city park serving a wide community. It contains a large variety of recreational and sports facilities, including baseball/softball diamonds; soccer/football fields; tennis courts; running trails; a bridle path; bicycle trails; pedal boat rental; and an ice skating rink. It also includes extensive natural areas and houses the Prospect Park Wildlife Conservation Center.

Leif Ericson Park and Square (16.8 acres), also classified as a major city park, lies on the border with Bay Ridge in CD10. It contains a number of recreational facilities, including two regulation baseball fields, three softball fields, a football/soccer field, and nine hard surface tennis courts.

Owl's Head Park (27.1-acres) lies in Bay Ridge immediately to the south of the 65th Street Rail Yard and across Shore Parkway from the Owl's Head Water Pollution Control Plant. The Shore Parkway bike path, a Class 1 bicycle trail that is physically separated from motor vehicles, starts here and a skateboard park, constructed in 2001 now attracts over 100 visitors a day.

While Prospect Park, Leif Ericson Park and Square and Owl's Head Park are significant open space and recreation resources, the first primarily serves Windsor Terrace and the latter two serve the southern portion of CD7. They are not readily accessible to the densely populated Sunset Park neighborhood in the center of the district. Green-Wood Cemetery and the Prospect and Gowanus Expressways create substantial physical barriers to Prospect Park. Leif Ericson Park and Owl's Head Park are separated from Sunset Park by the rail cut, the Gowanus Expressway, and heavy traffic on 65th Street. They are also largely perceived as Bay Ridge parks.

Issues

1. Insufficient Public Open Space

The Department of City Planning uses a ratio of 2.5 acres of public open space (2.0 acres of passive open space and 0.5 acres of active open space) for every 1,000 residents, as a standard for comparing levels of public open space across New York City. The citywide parkland to population ratio is currently 3.8 acres per 1,000 residents. This may seem adequate overall, however there are significant discrepancies at the local level. For example, the current open space ratio for CD7, based on the 2000 Census, is only 0.89 acres per 1,000 residents. This is just over one third of the citywide open space standard and less than one quarter of the average for New York City as whole. It is also substantially less than the ratio of 1.02 reported in 1996, primarily as a result of the 16.9% increase in the district's population between the 1990 and 2000 Census.

2. Limited Amount of Green Open Space

Most of the parks and playgrounds in CD7, aside from Sunset Park, are hard surface parks, serving active recreation needs. There is a need for more green open space for both active and passive recreation, particularly at the neighborhood level.

3. Inadequate Funding for Park Maintenance

While most of the district's parks and playgrounds are in fair condition as a result of recent improvements, they all suffer from low levels of upkeep. Most of them do not have full time staff but are maintained by mobile crews on a part-time basis. The significant population increase in recent years is placing additional stress on the district's limited open space resources. There is considerable concern that current maintenance levels will be insufficient to cope with the extra wear and tear from heavy utilization and that many of the recent improvements will be soon be negated.

CD7 is not alone in having to cope with low levels of park maintenance. This is a citywide problem resulting from dramatic declines in the Department of Parks and Recreation's expense budget over a period of more than ten years. The amount of city funds allocated to DPR decreased by 36.4% between FY 1990, when it was \$258.5 million and FY 2004, when it amounted to \$164.4 million. The department's full time staff, including gardeners, recreation specialists, plumbers and other skilled workers, was reduced by 60% during this period. This led to significant declines in maintenance levels and quality of neighborhood parks throughout the city and increased reliance upon private sources of funding.⁸

Although there has been a steady increase in DPR's expense budget over the past three years it has not yet attained previous levels. The allocation of \$201.3 million in city funds for FY 2005 was 22.5% more than in FY 2004.⁹ The FY 2006 adopted budget included \$212.9 million (5.8% more than in FY 2005) and the FY 2007 adopted budget included \$234.2 million (an increase of 10% over FY 2006). The number of full time budgeted employees has also increased somewhat, from 1,897 in FY 2004 to 3,079 in FY 2007, with those responsible for maintenance and operations increasing from 1,397 to 2,306. However, there is still a strong emphasis on hiring part-time, seasonal and hourly labor.

4. Loss of views and view corridors

Sunset Park has always had a strong visual connection with the waters of New York Harbor as well as Lower Manhattan, Staten Island and New Jersey beyond. However, increasing development pressure in the area threatens to destroy this unique relationship. Much of Sunset Park, including the low-rise Sunset Park Historic District, is zoned R6, which permits buildings up to 13 stories in height. While there is a critical need for affordable housing in CD7, higher density multi-story development could have a significant impact on views and view corridors. This is of particular concern with regard to major public open space and historic resources such as Sunset Park and Green-Wood Cemetery.



Lower Manhattan from Sunset Park



Upper New York Bay from Sunset Park



Statue of Minerva to Statue of Liberty.
Photo credit: Nicholas Pisano/Green-Wood Cemetery

⁸ New Yorkers for Parks - <http://www.ny4p.org/>

⁹ Department of Parks and Recreation: Agency Expense Budget Summary, Fiscal Years 2004, 2005, 2006, 2007

Sunset Park, CD7's major public open space, is treasured for its sweeping views of Upper New York Bay - from the Verrazano-Narrows Bridge to the Lower Manhattan skyline. The unique juxtaposition of near and distant views from the slopes of Sunset Park adds an important dimension in a neighborhood that has limited public parkland and often crowded housing conditions. Preserving these wide open vistas and maintaining Sunset Park's connection to the water is a priority.

Green-Wood Cemetery, like Sunset Park, also has great panoramic views of the New York Harbor. Battle Hill, the highest natural point in Brooklyn, lies within its walls. However, views from the cemetery also have historic significance. The Statue of Minerva, a monument commemorating the first battle of the Revolutionary War and honoring the first Americans to give their lives for their country, is located on Battle Hill. For the past 86 years Minerva has faced the Statue of Liberty, her arm raised in salute, acknowledging this worldwide symbol of freedom.

The rush to develop multi-story residential buildings in South Park Slope prior to contextual rezoning in 2005 raised concerns that out-of-context development in the vicinity would not only compromise views from one of Brooklyn's major historic resources, but could potentially destroy the visual connection between the two statues. Green-Wood Cemetery has developed a proposal to create a Special Scenic View District for Sunset Park under Article 10, Chapter 2 of the Zoning Resolution - the Battle Hill Scenic View District - that would preserve the view corridor between the Statue of Minerva on Battle Hill and the Statue of Liberty in New York Harbor and maintain their important relationship.

5. Limited Waterfront Open Space

There is virtually no public open space on the Sunset Park waterfront. Historic use of the waterfront for maritime and industrial purposes and industrial retention policies following the decline of port related uses in the 1960s and 1970s have kept this important natural resource out of the community's reach.

While there are currently large stretches of underutilized city-owned land along the waterfront, providing unobstructed views of the New York harbor, much of this is fenced off for safety reasons or because it is being used for storage or other interim uses. Brooklyn Army Terminal Pier 4 is the only location providing public access.

6. Limited Use of BAT Pier 4

Sunset Park residents are largely unaware of the existence of Pier 4. The pier and ferry landing are hidden from view behind the vacant BAT boiler building and adjacent "administration" building – and the route from First Avenue is circuitous. Although signage indicating public waterfront access is required under Waterfront Zoning (ZR62-674), there are only a couple of small signs providing directions to the ferry. While the pier affords excellent views of the waterfront, Staten Island and the New York harbor, it provides no shade and has no amenities besides benches and lighting. With the exception of a few fishing regulars it is largely underutilized.

7. Constraints to Waterfront Access

The waterfront's historic industrial and transportation infrastructure and ongoing industrial operations pose significant barriers to waterfront access.

a. Gowanus/Third Avenue corridor

The polluted, noisy, dark environment under the Gowanus Expressway and difficulty crossing Third Avenue create both psychological and physical barriers between Sunset Park's upland neighborhoods and the waterfront. Third Avenue carries heavy, high-speed car and truck traffic, much of it excess capacity from the Gowanus Expressway or heading for the on-ramps at 65th Street or Hamilton Avenue. The absence of traffic lights at certain intersections - at 24th, 27th, 30th, and 31st Streets, for example - and short pedestrian signal at others make it difficult to cross Third Avenue. Flooding of catch basins, lack of curb cuts and presence of jersey barriers in certain locations also impede pedestrian movement. The Gowanus Expressway supports create blind spots along the length of Third Avenue, producing dangerous conditions for drivers as well as pedestrians.



Third Avenue under the viaduct



Third Avenue and 60th Street

b. Lack of clearly defined access routes

Although streets sloping up from the waterfront permit views of the harbor beyond the Gowanus Expressway, there are no signs on any of these streets suggesting public access to the waterfront.

c. Closed street ends

Many of the streets in Sunset Park do not run through to the shoreline. Some streets end where they meet large industrial complexes or rail yards. Streets lying north of 39th Street and south of 58th Street, for instance, end on Second Avenue - at the South Brooklyn Marine Terminal, the Brooklyn Army Terminal, and the 65th Street Rail Yard. The remaining streets end on First Avenue, except for 39th, 51st, and 58th Streets, which go all the way down to the water.

d. Few pedestrian-friendly streets

There are few streets in the study area where pedestrians can feel secure and comfortable. Factories and warehouses present long expanses of blank masonry wall along certain streets. Broken pavement, dirt and debris create unsafe conditions and reinforce negative perceptions of the industrial area. Heavy truck traffic and frequency of loading bays also impede pedestrian movement.

e. Conflict with maritime/industrial operations and freight movement

The city's plans for a waterfront park at Bush Terminal Piers demonstrate its commitment to providing public access to the Sunset Park waterfront. However, there are concerns that development of an auto port, break bulk facility and recycling plant at SBMT, creation of a cement terminal on Pier 6, and improvements to the First Avenue Rail Line will hamper access to and enjoyment of the park. These concerns apply not only to the construction phase but also the operation of these facilities, which will result in increased rail and truck traffic throughout the area.

While existing businesses are generally supportive of public open space development on the waterfront, they have also expressed concern that increased pedestrian activity in the area will interfere with industrial operations and impede truck loading and unloading activities.

Although development of waterfront parkland and provision of waterfront access may appear to conflict with the city's economic development plans for Sunset Park, there is no reason that they cannot coexist. Careful planning and design of public waterfront access is needed, in consultation with the local business community, to minimize potential conflicts and provide maximum benefit.

8. Limited Identity with the Waterfront.

Sunset Park residents have historically been cut off from their waterfront and are generally unaware of the public open space opportunities it presents. Unless they work on the waterfront, shop at Costco or Home Depot, visit Lutheran Medical Center or live in the mixed-use district or small pockets of residential use in the industrial area, most residents of CD7 do not venture west of Third Avenue and do not identify with the waterfront. Although BAT Pier 4 provides public access, the waterfront is generally perceived as an inhospitable, derelict industrial environment and not a place to congregate or recreate.

Opportunities

There are few opportunities for public open space development in CD7. Only 1.2% of lot area in the district is vacant land and very little of this is city-owned.¹⁰ The only sizeable amount of city-owned land suitable for the creation of *significant* public parkland is on the waterfront, an area that has historically been off-limits to neighboring communities and is now the subject of intense economic revitalization efforts by the city. Community representatives have advocated since the mid-1980s for public open space on this long-neglected industrial shoreline, citing feasible opportunities that would not compromise long-term economic development goals. Both EDC and the Port Authority of New York and New Jersey recognized these opportunities and responded to increased demand by incorporating public open space and waterfront access in their plans for port development in Sunset Park.¹¹

1. Bush Terminal Piers 1 through 5

Site

EDC has targeted Bush Terminal Piers 1 through 5 and adjacent land along Marginal Street for the development of a new waterfront park and recreational pier, with 43rd Street and 51st Street serving as waterfront access corridors. The project area extends from the end of 45th Street to the end of 50th Street along Upper New York Bay. It is approximately 23 acres in size, with Piers 1-4 comprising 17 acres and Pier 5 the remaining 6 acres.

Piers 1-4 were originally part of the Bush Terminal industrial complex and were in active use until 1974 when the city contracted with a private company to fill in the area between the piers with construction-related fill in preparation for the development of a container terminal. Landfill operations were halted in 1978 when the company was cited for dumping alleged illegal hazardous waste, including oils, sludge and wastewater on the site.¹² Approximately 14 acres of landfill had been created by that time, substantially filling in the space between Piers 1, 2 and 3 and partially filling in the space between Piers 3 and 4. Bush Terminal Piers 1-4 was listed as an Inactive Hazardous Waste Site by the New York State Department of Environmental Conservation (DEC) in the 1980s and has since remained undeveloped.

This site, with its panoramic views of the New York Harbor, has undergone substantial naturalization over the past 28 years and is a natural choice for public parkland. It includes two ponds between Piers 3 and 4, shoreline wetlands, an elevated forest and meadow areas. It supports many different kinds of plants and is home to a wide variety of birds. Pier 5, which was not part of the landfill operation, is significantly less deteriorated than the other four piers.



Naturalized landfill



Site visit



Pier 5 with Bush Terminal office building in background.

¹⁰ Department of Finance Real Property File (April 2004), modified by the NYC DCP

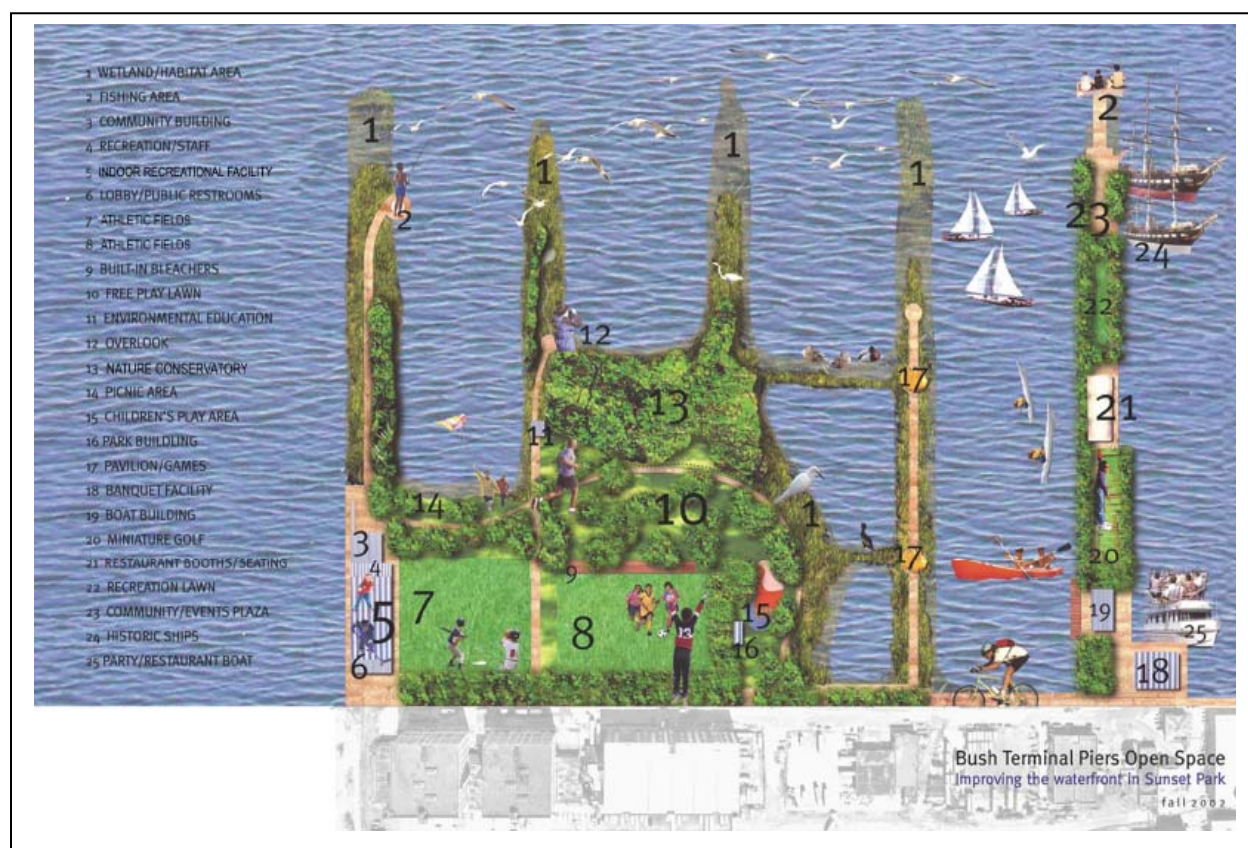
¹¹ *Strategic Plan for the Redevelopment of the Port of New York*, New York City Economic Development Corporation, February 1999. *Building a 21st Century Port*, Port Authority of New York and New Jersey, 2000.

¹² As a result of illegal dumping activities, on-site soils, groundwater, fill material and sediments are contaminated with PAHs and metals.

Design

In 2001 EDC contracted with Donna Walcavage Landscape Architecture+Urban Design to develop a master plan for the park, including public access improvements and strategies for funding ongoing park maintenance. The consultants held extensive meetings with community stakeholders over the next two years to solicit comments and ideas for the park. The conceptual design, completed in 2003, proposes three layers of recreational use on Piers 1-4, with more active uses such as playgrounds and athletic fields close to Marginal Street and more passive uses in the naturalized areas closer to the water. (Map 24) Pier 5 is envisioned as an active pier supporting a range of uses including a boat launch, restaurant booths, miniature golf, historic ship moorage, and outdoor space for community events. Primary vehicular and pedestrian access is to be provided at 43rd Street and First Avenue with secondary access for cyclists, pedestrians, and maintenance vehicles located at 51st Street.

Map 24: Bush Terminal Piers Open Space Project



Source: NYC EDC, Donna Walcavage Landscape Architecture + Urban Design

Remediation

As a Class 3 hazardous waste site Bush Terminal Piers 1-4 will require a certain level of remediation in order to be suitable for public use.¹³ In March 2004, following a detailed site investigation and remedial alternatives report by EDC, New York State DEC issued a Record of Decision for a cleanup plan, identifying the preferred alternative to be used in preparing the site for development as a waterfront

¹³ Class 3 designation means that the site as presently off limits to use, does not present a significant threat to public health or the environment and remedial action may be deferred.

park.¹⁴ This paved the way for final design and implementation of the project, with remediation and construction expected to occur simultaneously.¹⁵

Final Design and Construction

EDC expects development of the waterfront park to occur in two phases, with the initial phase focusing on elements of Piers 1-4, such as playfields, playgrounds, landscaping and park buildings, and the second phase focusing on redevelopment of Pier 5 and remaining improvements on Piers 1-4. EDC and its consultants have held numerous meetings with local stakeholders over the past year to solicit comments and obtain consensus on the conceptual plan. Final design documents for Phase I improvements are expected to be completed in late 2007. Phase I construction, which may begin in late 2008, could take another two to three years to complete.

Funding

EDC has obtained \$36 million in federal, state and local funds for Phase 1 design, site remediation, transportation-related improvements, and open space improvements, including a \$17.8 million grant from the state Environmental Restoration Program; a \$700,000 grant from the state Environmental Protection Fund; \$9 million from New York City; \$8 million secured by Congresswoman Nydia Velasquez through the federal Transportation Equity Act (TEA-LU); and \$500,000 secured by Councilmember Sara Gonzalez.¹⁶ The Army Corps of Engineers has also expressed interest and could provide an additional \$5 million for wetland redevelopment. Funding for Phase II improvements, expected to cost an additional \$26 to \$34 million, has yet to be obtained.

Up to \$1 million per year may be required for maintenance of the park. A large portion of this may have to come from concessions such as seasonal restaurant booths, a banquet hall and sports facilities. Funding commitments may also be obtained from waterfront developers. Both Sims Hugo Neu Company, LLC and the Axis Group have committed to contributing funds for park maintenance on an ongoing basis.

2. Brooklyn Waterfront Greenway - Sunset Park Greenway-Blueway

Current efforts to develop a Brooklyn waterfront greenway running from the Newtown Creek in Greenpoint to the Shore Parkway Esplanade and Bike Path in Bay Ridge provide opportunities for integrating existing and proposed public open space on the Sunset Park waterfront into a larger public open space network and could trigger the development of additional public parkland in CD7.¹⁷

For the past several years the Regional Plan Association (RPA) and the Brooklyn Greenway Initiative have been working with the Brooklyn Borough President's Office, Community Boards 1, 2, 6, and 7, and a broad coalition of public and private agencies to identify a potential route for the greenway and promote its development.¹⁸ (Map 25)

UPROSE is playing an important role in this effort. It has developed a community-based plan, with funding from the New York State Department of State's Local Waterfront Revitalization Program and technical assistance provided by the Pratt Center for Community Development, for a comprehensive "greenway-blueway" for Sunset Park, incorporating waterfront access and water-based recreational activities in addition to pedestrian and bicycle pathways.¹⁹

¹⁴ The full cleanup plan for the Bush Terminal Piers site can be found on DEC's website: <http://www.dec.state.ny.us/website/der/projects/bush/>

¹⁵ The Final Environmental Assessment Statement (EAS) for the Bush Terminal Piers Open Space Project was completed in fall 2004.

¹⁶ April 20, 2006 Press Release: "Governor and Mayor Bloomberg Announce \$36 Million for Environmental Cleanup and Redevelopment of Bush Piers" - <http://www.ny.gov/governor/press/06/0420063.html>

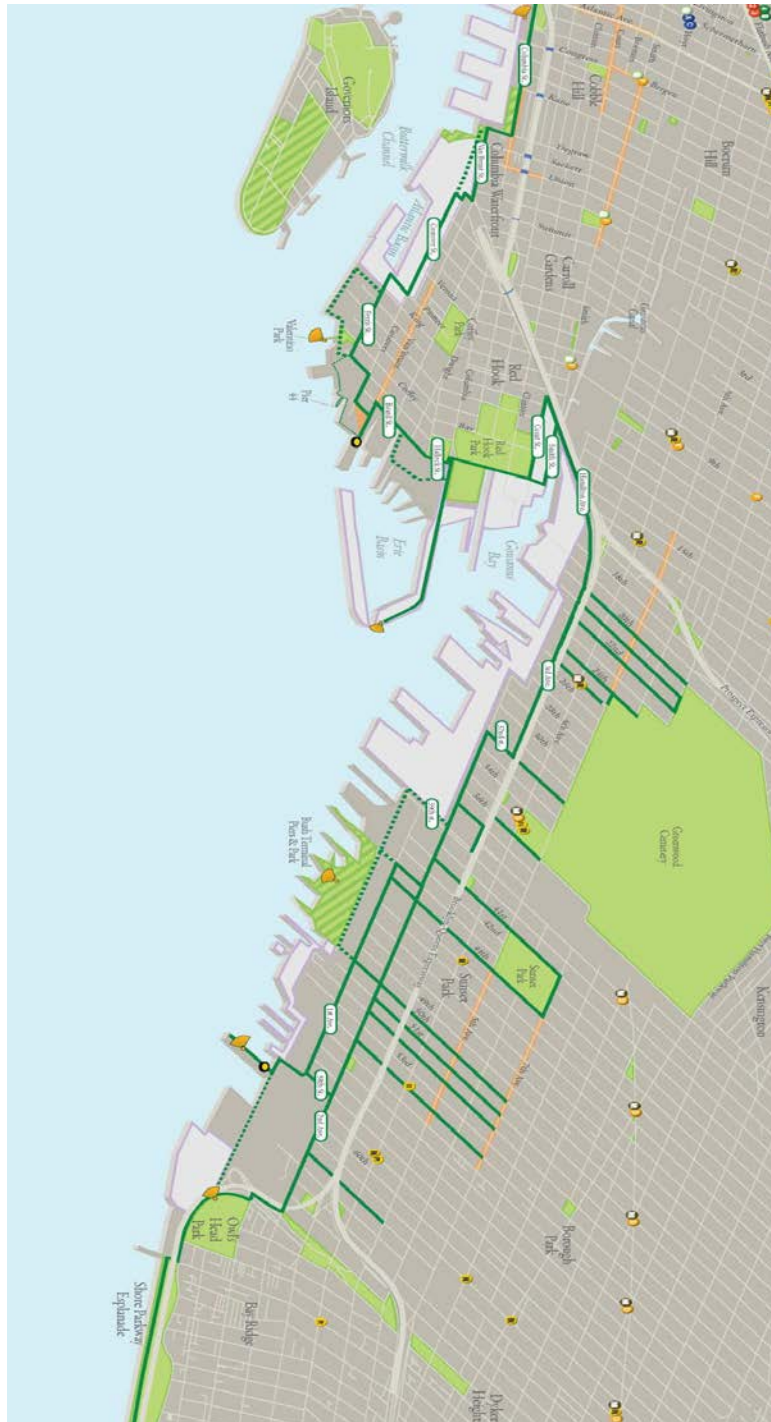
¹⁷ The Brooklyn Waterfront Greenway was originally conceived by the Departments of City Planning and Transportation as a 5-mile dedicated off-street bike and pedestrian path connecting the Manhattan and Brooklyn Bridges with communities in Cobble Hill, Columbia Street, Carroll Gardens and Red Hook.

¹⁸ The Brooklyn Greenway Initiative, incorporated in 2004, is working with RPA's Brooklyn Waterfront Working Group to identify a potential route for the 18-mile long Brooklyn Waterfront Greenway. It was originally formed in 1998 as the Brooklyn Waterfront Greenway Task Force to advocate for the implementation and expansion of a 5-mile greenway proposed by the Departments of City Planning and Transportation.

¹⁹ See www.uprose.org for further information on UPROSE's Sunset Park Greenway-Blueway project.

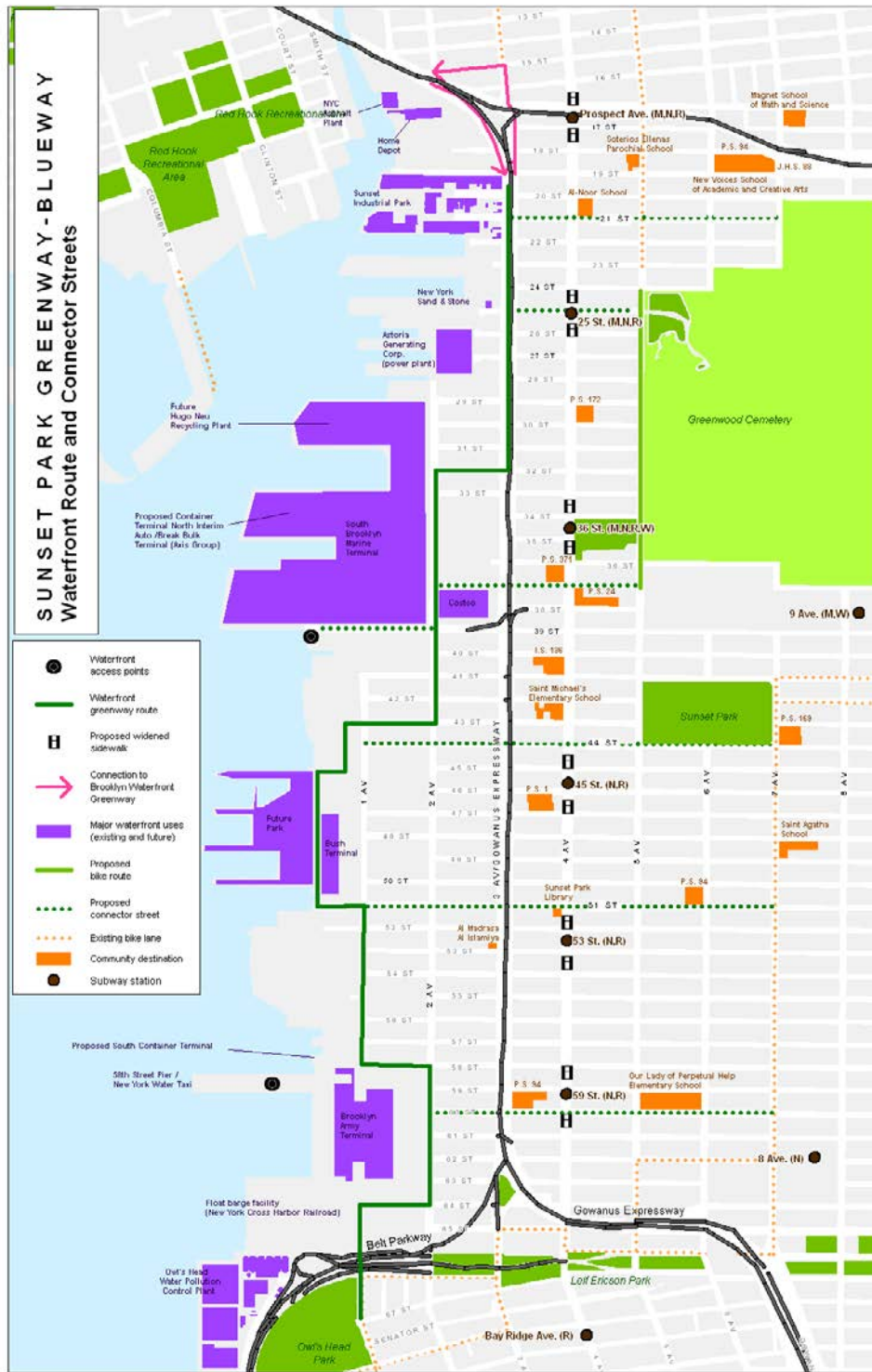
Map 25: Proposed Brooklyn Waterfront Greenway Plan (Red Hook and Sunset Park portions)

Brooklyn Greenway Initiative and the Regional Plan Association



Reproduced with permission from the Regional Plan Association (RPA).
For the full Greenway Plan see: <http://www.rpa.org/pdf/temp/BWGmap.pdf>

Map 26: Proposed Sunset Park Greenway-Blueway



Reproduced with permission from the Pratt Center for Community Development (PCCD)
 For more information on the Blueway-Greenway Project see www.uprose.org

Map 26 shows a potential greenway-blueway route along First, Second and Third Avenues with connections to Green-Wood Cemetery, Sunset Park, the proposed waterfront park, existing bike routes, and Owl's Head Park. A Sunset Park greenway - or greenway-blueway as proposed by UPROSE – would serve as a critical link in the Brooklyn Waterfront Greenway.²⁰ It could potentially also connect to Prospect Park, Leif Ericson Park and the larger Brooklyn-Queens Greenway.²¹

3. Additional Open Space Opportunities

Several other open space development opportunities have been identified, both in the waterfront study area and the district as a whole. They include:

a. BAT Pier 4

BAT Pier 4 has considerable potential for expanded recreational use, particularly on weekends when the commuter parking area is not fully utilized. CB7 and groups such as UPROSE have taken steps in recent years to increase awareness of the Sunset Park waterfront and promote increased use of the pier. The Community Board has held annual Waterfront Festivals on the pier since 1997 and for the past two years UPROSE has staged an "Air Festival" on the pier, building public awareness of environmental issues and promoting environmentally sustainable practices such as the use of alternative fuels by van fleets.

b. BAT Waterfront

The 100-foot deep shoreline in front of BAT Building A is currently fenced off and used, to a limited extent, for parking. By shifting parking closer to the building it may be possible to open up the waterfront for public access and recreational use. This would enhance the existing public open space at BAT Pier 4 and create a potential greenway route.

c. 52nd Street Pier

The 52nd Street Pier immediately to the south of the proposed park at Bush Terminal Piers currently houses the DSNY sanitation garage for BK7 and BK10. CB7 has long advocated for the relocation of this facility and provision of waterfront access, recreational activities and related uses such as parking on the pier.

d. Sustainable Development Practices

Environmentally sustainable approaches to maritime/industrial development and transportation improvements on the waterfront may create new possibilities for public parkland and waterfront access. Green buffers used to mitigate noise and air pollution could serve as landscaped perimeter sidewalks or greenways, connecting public open space along the waterfront and beyond. While maritime/industrial development is exempt from the public access requirements of waterfront zoning, green buffers may facilitate point access at the edge of port development, for example at 39th and 29th Streets.

e. Gowanus Expressway/Third Avenue Corridor

Demolition of the Gowanus Expressway viaduct and replacement with a tunnel would open up opportunities for development along Third Avenue that includes public open space. The Third Avenue right-of-way presently consists of six moving lanes, two parking lanes, highway support structures and parking islands. Reprogramming and redesign of Third Avenue could incorporate significant landscaping and public open space integrated with existing parks and playgrounds along and adjacent to Third Avenue.

f. Vacant Lots

Vacant lots, including brownfield sites that are too small or poorly configured for housing, commercial or industrial development could potentially be developed as pocket parks or as part of the city's Greenstreets program and integrated with waterfront access corridors and greenways.

²⁰ Other segments of the Brooklyn Waterfront Greenway initiative include the Red Hook Greenway in CD6, proposed by the Brooklyn Waterfront Greenway Coalition, and Riverroute, covering Williamsburg and Greenpoint in CD1, proposed by the Brooklyn Borough President's Office.

²¹ http://www.nycgovparks.org/sub_things_to_do/facilities/images/Brooklyn_Queens_Greenway_Guide.pdf

Housing

Introduction

Housing is the predominant form of land use in CD7, accounting for 30% of total lot area. (Table 4A) However, it represents only 5% of total lot area in the waterfront study area. (Map 27) High rates of immigration in recent years have exacerbated the need for housing throughout the district. Since there are relatively few housing units west of Third Avenue and limited opportunity for residential development, analysis of housing conditions, issues and opportunities covers the district as a whole. This analysis is based primarily upon data from the 2000 Census, provided by Infoshare, and the triennial New York City Housing and Vacancy Survey (HVS). It also draws upon analysis of housing and neighborhoods by the Furman Center for Real Estate and Urban Policy at New York University.¹

The HVS uses sub-borough areas rather than community districts to describe conditions at the local level, both to meet the Census Bureau's confidentiality requirements and to address the incompatibility between community district and census tract boundaries. The sub-borough area referred to as Sunset Park in the HVS and in the Furman Center's analysis of the HVS essentially corresponds with Community District 7.

Housing Stock

Number

There were 41,051 housing units in CD7 in the 2000 Census - an increase of 9.5% over the 1990 total of 37,483 units. (Table 16) Up to 39,187 of these (95.5%) were occupied.² Only 2,114 housing units, representing 5.1% of the district's housing stock, were located west of Third Avenue, in small residential pockets near Lutheran Medical Center and in the mixed use (M1-2D) district between Second and Third Avenues.³ While this is a substantial increase of 14.2% over the 1,851 units reported in the 1990 Census, it is based on small figures and primarily reflects the construction of senior housing by Lutheran Medical Center. Up to 2,019 (95.5%) of these units were occupied.

There were 942 vacant units available for rent in CD7 at the time of the 2000 Census, representing 3.2% of the total number of rental units (occupied units plus vacant units available for rent) in the district.⁴ The waterfront study area had a somewhat higher rental vacancy rate of 5.7% in 2000 - 95 vacant units available for rent out of a total of 1,669 rental units.⁵ The district-wide rate of 3.2% is comparable with a rental vacancy rate of 3.5% for both Brooklyn and New York City in 2000.⁶ However, it is somewhat lower than the 1990 and 1980 rates of 4.2% and 4.1% for the district, indicating a tighter rental market. Although it is based on a sample and not absolute numbers, the 2005 HVS indicates a continuing downward trend, with a rental vacancy rate for the district of only 2.3% in 2005 versus 2.8% for the borough and 3.1% citywide.⁷

¹ There are substantial differences between the Housing and Vacancy Survey and the US Census. The HVS is a sample survey, i.e. only households in the selected sample were interviewed, while the census is a complete count of all people and housing units. The HVS also excludes people in group quarters. The 1999 HVS sample was selected from the 1990 Census. 2002 and 2005 HVS samples were selected from the 2000 Census, updated to reflect newly constructed units and converted units.

² DCP's profile for Community District 7 - which differs slightly from Infoshare in the allocation of data to partial census tracts, where census tracts fall in more than one district - indicates a total of 40,831 housing units in CD7. The 2002 HVS reports a total of 46,978 housing units in the 39 census tracts comprising the Sunset Park sub-borough area. The 2005 HVS reports a total of 48,032 housing units in the area.

³ These figures do not include the federal Metropolitan Detention Center at 80 29th Street, classified as institutionalized group quarters in the Census.

⁴ Infoshare Online: Vacancy Status - 2000 Census ("Long Form") - Community District BK7 - Sunset Park.

⁵ Ibid - Census Tracts 0002, 0018, 0020, 0022 (partial)

⁶ Ibid - Brooklyn, New York City. (Note: The 1999 HVS reports slightly lower rental vacancy rates of 3.3% and 3.2% for Brooklyn and New York City - see Housing New York City 1999, Tables 5.1 and 5.2.)

⁷ *State of New York City's Housing and Neighborhoods 2005*, The Furman Center for Real Estate and Urban Policy, New York University, pp. 28, 48, 56



Sunset Park 197- a Plan Community Board 7

- Community District 7 Boundary
- Land Use**
- One & Two Family
- Multi-Family Walk-Up
- Multi-Family Elevator
- Mixed Residential & Commercial

Map 27: Residential Land Use Community District 7

Source: NYC Dept. of City Planning
NYC Map

Map created by Municipal Art Society
Revised by Elena Patarini - May 2007

Table 16: Housing Trends in Brooklyn CD7, 1980 - 2000

	1980	1990	2000
Number of units*	37,270**	37,483	41,051
Percent change	--	0.6%	9.5%
Occupied units	35,234	35,354	39,187
Vacant units	2,036	2,129	1,864
Renter occupied units	26,037	25,267	28,928
Percent renter occupied	73.9%	71.5%	73.8%
Vacant units available for rent	1101	1103	942
Rental vacancy rate***	4.1%	4.2%	3.2%
Owner occupied units	9,197	10,087	10,260
Percent owner occupied	26.1%	28.5%	26.2%
Percent households paying 35% or more of income for rent	40.1%	38.0%	36.8%

Source: Infoshare Online: Housing – 1980-2000 Census (“Long Form”)

* Not including group quarters accommodation

** Total year round housing units (not including seasonal or migratory units)

*** Vacant units available for rent divided by the sum of renter occupied units and vacant units available for rent.

Type

About 58% of the housing units in CD7 are in 1-4 family buildings, typically two- to four-story attached row houses prevalent on east-west streets.⁸ The remaining units are in multi-family buildings, primarily located on the avenues. Most of the housing in the waterfront study area consists of three-story 1 or 2 family homes, although there are also a few multiple dwellings, including five-story walkups along the west side of Third Avenue and larger buildings such as Lutheran HealthCare’s Harbor Hill senior housing facility on Second Avenue. According to the 1999 HVS 46.6% of the available housing units in CD7 are in Old Law and New Law tenements (built before 1929); 6.6% are in multiple dwellings built after 1929 (including public housing)⁹; 8.2% are in other multiple dwellings (including apartment hotels built before 1929, 1-2 family dwellings converted to apartments, non-residential buildings converted to apartments, tenement buildings used for single room occupancy, 1-2 family dwellings converted to rooming houses, and miscellaneous class B structures); and 38.6% are in 1-2 family homes.¹⁰



Mixed-use district - waterfront study area



Eighth Avenue



Sunset Park Historic District

Age

Much of the housing stock in the district is relatively old. According to the 2000 Census, 59% of housing units were constructed before 1940 and 85% were constructed before 1950. CD7 is home to the largest historic district in New York State, with 3,237 buildings in the area bounded by Fourth Avenue, 38th Street, Seventh Avenue, and 64th Street listed on the National Register of Historic Places.

⁸ Infoshare Online: Units in Structure – 2000 Census (“Long form”)

⁹ While public housing is included in this classification there are no public housing units in Community District 7.

¹⁰ *Housing New York City 1999*, Table A.15, p. 460

Tenure

Most of the housing in CD7 is privately-owned. There are no public housing units, although there are 985 Section 8 Voucher units.¹¹ About three-quarters of the housing stock in both the district and the waterfront study area is renter-occupied. According to Infoshare, there were 28,928 renter-occupied units in the district (73.8% of the total number of occupied units) and 1,574 renter-occupied units in the study area (78% of the total) at the time of the 2000 Census.

There has been a slow but steady increase in homeownership in Sunset Park in recent years however, from 26.2% owner-occupancy in 2000 to 27.3% in 2002 and 28.0% in 2005, reflecting borough and citywide trends.¹² 81.6% of owner-occupied units in Sunset Park were in conventional ownership in 2002, while 17.3% were cooperative apartments and 1.1% were condominiums.¹³

Group Quarters

There are several group housing facilities in the district, including subsidized senior citizen housing such as Harbor Hill (87 units), constructed by Lutheran HealthCare, and Msgr. Mullaney Apartments (15 units), sponsored by Catholic Charities. These assisted living facilities have waiting lists of up to seven years. There are also several small substance abuse rehabilitation, mental health and residential facilities operated by Lutheran HealthCare and various social service organizations, such as the Salvation Army (9 beds), Young Adult Institute (10 beds), Turning Point (37 beds) and Samaritan House (11 family units). These facilities are described in greater detail in the Community Facilities and Services chapter starting on page 142. The Federal Bureau of Prisons operates the 1,000-bed Metropolitan Detention Center on 29th Street, between Second and Third Avenues.

Housing Trends and Issues

History of Disinvestment around Third Avenue

Since 1941, when the Gowanus Expressway replaced the Third Avenue elevated rail line, the area around Third Avenue has been subject to deterioration. Construction of the viaduct and widening of the street below for truck traffic required the demolition of all homes and businesses between 39th Street and Hamilton Avenue on the east side of Third Avenue. Expansion of the Expressway in the early 1960s required additional demolition on the east side of Third Avenue – this time between 39th Street and 65th Street, resulting in the displacement of 1,300 families and more than 100 stores.¹⁴

Widespread housing disinvestment and abandonment that followed in the late 1960s is described in “The People of Brooklyn,” which includes a history of Sunset Park.¹⁵

“...several hundred ... houses were abandoned in Sunset Park, particularly in the area adjacent to the Gowanus Expressway. ...Real estate speculators often used block-busting tactics to purchase homes, then obtained inflated appraisals and mortgage insurance from the Federal Housing Administration (FHA). The overpriced and poorly rehabilitated homes were then sold to families who, finding they could not afford the maintenance, often ... [went into foreclosure], thus leaving the promoters to collect the insured mortgage balance from the FHA. Even though intensive investigation led to the indictment for fraud of several principals of finance corporations as well as FHA officials, the resulting abandonment could not be reversed.”

¹¹ *State of New York City's Housing and Neighborhoods 2004*, The Furman Center for Real Estate and Urban Policy, New York University. Neighborhood Table 4-6, p. 131.

¹² *State of New York City's Housing and Neighborhoods 2005*, pp. 28, 48, and 56. Brooklyn owner-occupancy rates increased from 27.1% in 2000 to 28.7% in 2002 and 29.2% in 2005. Owner-occupancy rates in New York City increased from 30.2% in 2000 to 32.7% in 2002 and 33.3% in 2005.

¹³ *State of New York City's Housing and Neighborhoods 2004*, Neighborhood Table 1-3, p.54

¹⁴ *City Limits*, January 1999

¹⁵ Ment, David and Mary Donovan. *The People of Brooklyn: A History of Two Neighborhoods*. The Brooklyn Educational and Cultural Alliance, 1980.

The decline in manufacturing and subsequent loss of population in the late 1960s led to further deterioration in the housing stock. While these trends have stabilized, the Gowanus Expressway/Third Avenue corridor continues to exert a negative influence. Ongoing industrial operations and increased truck traffic have further contributed to the area's image as a less desirable residential location.

Housing Market

Community District 7 has an increasingly tight rental housing market, as evidenced by rising rents and a vacancy rate that is even lower than the citywide average. Several factors, including population growth and change and lack of available development sites, have influenced the market.

Immigration

Sunset Park is a major destination for new immigrants to the United States. Up to 15,615 immigrants settled in Zip Codes 11220 and 11232 during the peak immigration period between 1991 and 1997, equal to 15.3% of the 1990 population of the area.¹⁶ Chinese and Latino immigrants were particularly dominant. Close to 30% of immigrants to the United States during this period listing Sunset Park as their destination came from China (primarily Mainland China) and 20% came from the Dominican Republic.¹⁷ As noted in the Population chapter, there has also been a substantial increase in the number of immigrants from Mexico in recent years, largely coming from other points of entry in the United States.

As described in *The Newest New Yorkers*, new immigrants tend to live in housing that is easily "accessible," that is, readily available rental housing.¹⁸ They are less likely than other New Yorkers to live in public housing or other government-subsidized housing that may have long waiting lists. Areas like Sunset Park that have a relatively high level of accessible housing are therefore likely destinations.

Citywide Migration

In addition to serving as a "gateway" neighborhood Sunset Park also attracts residents from other parts of the city. There are two 'hot' real estate markets in the neighborhoods to the north and south of CD7 – Park Slope in CD6 and Bay Ridge in CD10. Windsor Terrace, in the northeast portion of the district and, increasingly, Sunset Park have become attractive to households priced out of these markets.

Sunset Park's Chinatown not only attracts new immigrants, but also families relocating from Manhattan's Chinatown and other neighborhoods as these areas have become too crowded or too expensive. As the Orthodox Jewish community in nearby Borough Park continues to form new households it may seek housing west of its traditional boundaries in Sunset Park.

Demand for Senior Housing

Demand for senior housing has grown rapidly in recent years with the increasing number of elderly New Yorkers. Of particular importance is the growing need for affordable assisted living facilities for low and middle-income seniors.¹⁹ Lutheran HealthCare has developed a substantial amount of affordable senior housing in Sunset Park in response to local need, including Harbor Hill, an 87-unit facility on Second Avenue and 56th Street, and Marien-Heim Sunset Park, a 168-unit facility on Fourth Avenue. Their latest venture, Sunset Gardens Supportive Housing for Older Adults, being developed at 405 44th Street, will provide a further 80 affordable housing units.²⁰ However, judging from long waiting lists at these and other senior housing and assisted living facilities throughout New York City, there is still considerable need.

¹⁶ Infoshare Online: Total Immigration – Immigration Trend, Zip Codes 11220 – Sunset Park and 11232 – Industry City/Sunset Park.

¹⁷ Infoshare Online: Immigration Trend, by Country of Birth, Zip Codes 11220 – Sunset Park and 11232 – Industry City/Sunset Park.

¹⁸ *The Newest New Yorkers 1990-1994*, NYC DCP, December 1996, p.158

¹⁹ *Bridging the Affordability Gap in Assisted Living: Putting the Pieces Together in New York*, Council of Senior Centers & Services, of New York City, Inc., November 2003

²⁰ "Lutheran HealthCare Breaks Ground on New Senior Housing Facility in Brooklyn," Lutheran HealthCare Press Release, November 20, 2006.

Housing Investment

Aside from senior housing there has been relatively little housing investment in CD7 over the past two decades, either through new construction or substantial rehabilitation. According to DCP a total of 366 new housing units were issued certificates of occupancy in the district between 1994 and 2003, only 2.2% of the certificates of occupancy issued in Brooklyn as a whole.²¹ A total of 976 housing units, amounting to 2.4% of existing units in CD7 in 2000, were developed through New York City Capital Programs between 1987 and 2003.²² While these programs provide opportunities for new construction of owner-occupied and rental housing, development in CD7 was entirely limited to the rehabilitation of vacant and occupied *in rem* and privately-owned housing units.²³ It also represented a mere 1.7% of total housing units assisted through New York City Capital Programs borough wide.

There are signs, however, of increased residential development activity in the district. Seventy-six certificates of occupancy for residential units were issued in 2004 and 124 in 2005, compared with a total of 108 in the previous two-years.²⁴ While Community District 7 ranked 57th out of all community districts in the number of certificates of occupancy issued in 2002, it was 39th in 2004/2005. Up to 173 units were authorized by new residential building permits in 2004, a substantial increase over the 2003 level of 75 units and just over the 170 units authorized in 2002.²⁵

New residential development tends to favor medium sized and larger buildings. Table 17 below shows that most building permits for new construction between 1996 and 2003 were issued for buildings of three and four units – a total of 43 buildings and 134 units. While only 34 buildings with five or more units were issued permits during this period, they accounted for many more units - a total of 448. Very few buildings of less than three units were issued permits during the eight years – only 3 buildings and 5 units by comparison. Table 17 also indicates an increasing trend in the annual number of building permits issued for three and four unit buildings as well as larger buildings.

Table 17: Building Permits by Building Size, 1996-2003

Year	1 & 2 Unit Buildings		3 & 4 Unit Buildings		5+ Unit Buildings		Total Buildings	Total Units
	Buildings	Units	Buildings	Units	Buildings	Units		
1996	0	0	0	0	0	0	0	0
1997	0	0	3	9	0	0	3	9
1998	1	2	2	6	2	84	5	92
1999	0	0	7	22	7	67	14	89
2000	0	0	8	25	4	52	12	77
2001	2	3	10	31	3	22	15	56
2002	0	0	7	23	9	142	16	165
2003	0	0	6	18	9	81	15	99
TOTAL	3	5	43	134	34	448	80	587

Source: Community District Profiles, Brooklyn CD7, NYC DCP, December 2004. (New York City Department of Buildings data)

Sunset Park is reported to be one of the few neighborhoods in New York City that has experienced an increase in the percentage of rent regulated or subsidized units in the past three years – from 40.5% in 2002 to 43.1% in 2005.²⁶ The South Park Slope Rezoning, adopted in November 2005, has prompted new development activity along Fourth Avenue as well as further upland. There has also been some as-

²¹ *State of New York City's Housing and Neighborhoods 2004*, Neighborhood Table 2-1, pp. 71, 72

²² *Ibid*, Neighborhood Table 2-8, p. 92

²³ *Ibid*, Neighborhood Tables 2-2 to 2-7, pp. 74-89

²⁴ *State of New York City's Housing and Neighborhoods 2005*, p.56

²⁵ *Ibid*

²⁶ *Ibid*

of-right residential development in the waterfront study area to the south, including a luxury rental development on Second Avenue and 54th Street.

Out-of-Scale Development

The rush to develop higher density residential buildings as-of-right prior to contextual rezoning in South Park Slope in August 2005 resulted in buildings that are out-of-scale and character with the surrounding low-rise neighborhood. There is considerable concern in the community that other predominantly low-rise neighborhoods in CD7 that are currently zoned R6, including the Sunset Park Historic District, are vulnerable to the same out-of-context residential development. Additional concerns have been expressed about the potential impact of such development on unique views of the New York Harbor, Lower Manhattan and landmarks such as the Statue of Liberty from Sunset Park, Green-Wood Cemetery and upland neighborhoods. Further discussion regarding view corridors can be found on page 122 under Open Space and Waterfront Access.

The community's fears were borne out recently with the proposed as-of-right development of a 12-story residential building between Fourth and Fifth Avenues on 42nd Street in the historic district, that not only would have dwarfed surrounding buildings but would also have obscured views of the distinctive tower of St. Michael's Roman Catholic Church on 42nd Street and Fourth Avenue. The development has since been scaled down, although this does not preclude the possibility of similar proposals in the future.

While acknowledging the critical need for additional housing in CD7 Sunset Park residents have coalesced around this issue. Up to 2,000 signatures were collected in early 2007 petitioning for a district-wide contextual zoning study aimed at protecting Sunset Park's low-rise neighborhoods from out-of-scale development. At Mayor Michael R. Bloomberg's Town Hall meeting in Sunset Park on March 27, 2007, City Planning Director, Amanda M. Burden announced that the Department of City Planning would undertake such a study. Her April 4, 2007 letter to Community Board Chair Randolph Peers reaffirms this commitment. (Appendix 11) At the April 18, 2007 meeting of the Community Board, board members voted unanimously in support of a resolution requesting this study. The full text of the resolution can be seen in Appendix 12.

New residential development



Fourth Avenue - South Park Slope



Fourth Avenue and 21st Street



Second Avenue and 54th Street

Affordability

The combination of increasing demand and low supply seriously impacts housing affordability. As expressed in the Community Board's FY 2005 District Needs Statement "...the biggest area of concern regarding housing locally is in the availability of affordable low-income and senior housing."

Housing Costs

The median monthly rent in CD7 was \$750 in 2002, up from \$700 in 1999 (adjusted for inflation) and somewhat higher than the median monthly rent of \$700 for the city as a whole.²⁷ The district's median

²⁷ *State of New York City's Housing and Neighborhoods 2004*, Neighborhood Table 3-1, p.98

monthly rent increased to \$892 in 2005, close to the citywide figure of \$900, according to the most recent HVS.²⁸

CD7 residents, on average, spent 25.2% of their household income on rent in 2002.²⁹ This compares with a citywide average of 26.5%. However, a significant fraction of the population pays substantially more for their housing. 36.8% of renter households in the district paid 35% or more of their income for rent while 24.3% paid 50% or more at the time of the 2000 Census.³⁰ Figures were higher in the waterfront study area, where 40.4% of renters paid 35% or more of their income for rent and 26.1% paid 50% or more. By comparison, 33.7% and 22.3% of renter households citywide paid 35% or more and 50% or more of their income for rent respectively. (Table 18)

While the proportion of renters in CD7 paying 35% or more of their income for rent in 1999 is higher than the citywide level, it has decreased somewhat since 1980, when it amounted to 40.1% - in contrast to the citywide ratio, which increased slightly from 31.4% in 1980.

Table 18: Rent to Income Ratios, 2000

	Community District 7	Waterfront Study Area	NYC
Rental households paying 35% or more of their income for rent	36.8%	40.4%	33.7%
Rental households paying 50% or more of their income for rent	24.3%	26.1%	22.3%

Source: Infoshare Online: Gross Rent as Percent of household Income in 1999 - 2000 Census ("Long Form")

Owner households also appear to bear significant housing costs. According to the HVS up to 29.7% of the district's owner households had housing costs greater than 60% of income in 2002. This is substantially higher than the figure of 20.6% reported in the 1999 HVS and is more than double the 14.3% reported citywide.³¹ The influx of new immigrants and residents from other neighborhoods seeking affordable homeownership opportunities in Sunset Park has had a dramatic impact on housing prices in the district, which increased by 48% between 2002 and 2004.³² CD7 now ranks 6th – in terms of price appreciation of 2-4 family houses – out of 32 districts in New York City with a predominance of 2-4 family buildings.³³

Few Rent Regulated Units

Rent regulation provides a certain measure of protection against rent increases and residential displacement. However, CD7 has relatively few rent regulated units. Only 2.9% of rental units in the district were rent controlled and 34.7% were rent stabilized at the time of the 2002 Housing and Vacancy Survey. These figures were substantially lower than the 3.2% rent controlled and 48.8% rent stabilized units reported in the 1999 HVS. Despite recent increases in the number of rent regulated and subsidized units in CD7, 56.9% of rental units are unregulated, meaning they are neither rent controlled nor rent stabilized, and do not receive other forms of government subsidy or support that would carry restrictions.³⁴ This is significantly higher than the citywide rate of 33% and may have serious consequences for low-income Sunset Park residents as the private real estate market responds to increased housing demand.

²⁸ *State of New York City's Housing and Neighborhoods 2005*, pp. 28, 56.

²⁹ *State of New York City's Housing and Neighborhoods 2004*, Neighborhood Table 4-1, p.121

³⁰ Infoshare Online: Gross Rent as Percent of Household Income in 1999 - 2000 Census ("Long Form") – Community District BK7 – Sunset Park.

³¹ *State of New York City's Housing and Neighborhoods 2004*, Neighborhood Table 4-3, p.125

³² *State of New York City's Housing and Neighborhoods 2005*, p.56

³³ *State of New York City's Housing and Neighborhoods 2006*, The Furman Center for Real Estate and Urban Policy, New York University. p.64

³⁴ *Ibid*, pp. 36, 64. There are also no public housing units in CD7.

Housing Conditions

Increased demand for housing in CD7 offers property owners great opportunities to profit but little motivation to maintain their property or even provide services. Residents of illegal SRO's in particular suffer from housing maintenance problems and unsafe conditions. Inadequate code enforcement and overcrowding exacerbate the situation.

Maintenance Deficiencies

CD7 has a relatively old housing stock, requiring high levels of maintenance and repair. Up to 72.2% of housing units in the district were built before 1930, compared with 41.4% citywide.³⁵ Despite the age of its housing stock the district has not had the same level of maintenance deficiencies as other neighborhoods in New York City. 2.6% of housing units in Sunset Park had five or more maintenance deficiencies in 2002, down from 4.8% reported in 1999. This is substantially lower than 8.6% reported for North Crown Heights/Prospect Heights in Brooklyn and 9.9% reported for University Heights/Fordham in the Bronx - neighborhoods with the highest level of maintenance deficiencies.³⁶

The number of serious housing code violations per 1,000 rental units has also been relatively low in Sunset Park – 32.6 in 2003, compared with 112.1 in Belmont/East Tremont, the Bronx and 193 in Bushwick, Brooklyn - the most heavily impacted neighborhoods.³⁷ However, this figure rose to 50 in 2005. This may be due to increased complaints received by the New York City Department of Housing Preservation and Development (HPD). According to a recently published report by the CUNY Center for Urban Research and Communities for Housing Equity, housing complaints to HPD increased by 60% citywide between 2001 and 2005.³⁸ This is largely attributed to the launch in March 2003 of the city's 311 Call Center, which serves as an avenue for public enquiries and complaints regarding city services - including housing - and the city's aggressive promotion of this new resource. The rate of complaints in Sunset Park increased from 100-200 per 1,000 units in 2003 to 200-300 per 1,000 units in 2005.³⁹ However, as noted in the report, recent immigrants with low levels of English proficiency, who are more likely to have lower incomes, fewer housing choices and poor housing conditions are not making use of this service. In "gateway" neighborhoods such as Sunset Park, housing related complaints are less likely to come from recent immigrants than from long-term residents who have some English proficiency and have learned to navigate the system.

Housing deterioration in the waterfront study area is as much a reflection of the age of the buildings as disinvestment that occurred in the 1960s and 1970s and the ongoing blighting effect of the Gowanus Expressway. The tight rental housing market also provides few incentives for property owners, many of them absentee landlords, to maintain their building or provide adequate services. Advocates at the Center for Family Life, Neighbors Helping Neighbors and other community-based organizations observe that the potential for exploitation by landlords throughout the district is further heightened because many apartment seekers are immigrants, who often do not know their housing rights or are afraid to demand them. Limited English proficiency, as noted above, is also a major obstacle to obtaining information and accessing housing services.

Dominican immigrants, who comprise 17.1% of Sunset Park's foreign-born population, are found to have the worst housing conditions citywide. A 1998 study of housing conditions of immigrants in New York City found that 50.5% of foreign-born Dominican households lived in housing with two or more maintenance deficiencies while 23.5% lived in housing with four or more maintenance deficiencies, compared with 18.4% and 3.9% of native-born, White, non-Hispanic households.⁴⁰

³⁵ *State of New York City's Housing and Neighborhoods 2004*, Neighborhood Table 8-1, p.233

³⁶ *Ibid*, Neighborhood Table 8-3, p. 237

³⁷ *Ibid*, Neighborhood Table 8-5, p. 241

³⁸ *Living in Isolation: Issues of access to City housing services among Immigrant New Yorkers*, CUNY Center for Urban Research and Communities for Housing Equity, March 5, 2007, p.13

³⁹ *Ibid*, p. 3

⁴⁰ Schill, Michael H., et al, *The Housing Conditions of Immigrants in New York City*, Journal of Housing Research, Volume 9, Issue 2, Fannie Mae Foundation, 1998. Table 4, p. 216.

Overcrowding

While the population of CD7 increased by 17% between 1990 and 2000, the number of rental units in the district increased by only 9%. Up to 19.1% of Sunset Park households were reported to be crowded (more than 1 person/room) in the 1999 Housing and Vacancy Survey, compared with 11% citywide and up to 6.1% were reported to be severely crowded (greater than 1.5 persons/room) compared with 3.9% citywide. Both of these figures represent a significant increase over the 1996 rates of crowding for Sunset Park. However, the 2002 HVS indicates a substantial drop in the percentage of severely overcrowded households - down to 3.6%. It is important to remember, however, that HVS data are often based on a small number of observations and may be unreliable at times.

Overcrowding is particularly prevalent in the city's foreign-born population, with some households comprised of large extended families and others comprised of unrelated individuals sharing the rent burden. Up to 25.4% of foreign-born households lived in overcrowded conditions in 2000, defined by federal standards as more than one person per room in a housing unit, compared with only 7.5% of native-born households.⁴¹ Chinese, Dominican, Mexican and Ecuadorian immigrants, the four largest foreign-born groups in Sunset Park, have particularly high levels of overcrowding. Up to 34.2% of Chinese households, 38.0% of Dominican households, and 41.7% of Ecuadorian households citywide lived in overcrowded conditions in 2000. Mexicans had the most acute level of overcrowding in the city, with 66.1% of households living in overcrowded conditions.

Table 19: Rates of Overcrowding, 1999

	Community District 7	New York City
Households with more than 1 person per room	19.1%	11%
Households with more than 1.5 persons per room	6.1%	3.9%

Source: 1999 Housing and Vacancy Survey

One factor contributing to overcrowding is the carving up of individual houses to create illegal single room occupancy (SRO) dwellings. This type of accommodation typically appeals to new immigrants or low-income single residents because it is accessible and less costly than traditional rental housing. However, many such dwellings are out of compliance with the Building and Fire Codes. They are likely to be subject to unsafe conditions and maintenance deficiencies, which may go unreported.

Development Opportunities

There are limited sites available in CD7 for new housing development and few remaining city-owned parcels where affordable housing could be built.⁴² Most of the city-owned land in the area is comprised of large waterfront parcels zoned for industrial use. Any vacant or underutilized property suitable for housing development and/or rehabilitation is generally privately-owned, limiting the amount of affordable housing that can be created by conventional means.

In 2002, Mayor Bloomberg announced the *New Housing Marketplace*, a plan to create 65,000 new homes citywide through 2008. The plan was recently expanded to a ten year plan to create and preserve 165,000 units of affordable housing by 2013. The *New Housing Marketplace* uses a variety of financing mechanisms for large and small developments and rehabilitation projects.

Given the abundance of city-owned land and underutilized industrial property on the Sunset Park waterfront, it is theoretically possible to provide for a substantial amount of housing development in the waterfront study area. However, it is the policy of Community Board 7, its elected officials and the City to develop the property for state-of-the-art, job-intensive, and environmentally benign maritime/industrial uses and for public open space.

⁴¹ *The Newest New Yorkers 2000: Immigrant New York in the New Millennium, Briefing Booklet*, New York City Department of City Planning, October 2004, p. 30.

⁴² As of January 2005, HPD had only one small infill parcel in CD7 in its inventory – slated for the development of two dwelling units in 2006 - and plans for the rehabilitation of 31 units in 7 buildings.

Although limited residential development is permitted in the M1-2D district between 45th and 54th Streets within the study area, there are currently few parcels available for residential use. A waterfront study sponsored by the Sunset Park Restoration Committee in 1991 identified sites along 43rd and 51st Streets, between Second and Third Avenues that could be developed as infill housing. However, many of these opportunities have since been lost to private industrial and commercial development.

There may be development opportunities elsewhere in the district that should be explored. For example, much of Fourth Avenue is not built to the current R6 designation, which permits mid- to high-rise buildings and densities up to 176 units per acre. There are also reports of underutilized residential uses along Fifth Avenue. In 1999 Neighbors Helping Neighbors surveyed Sunset Park's Fifth Avenue and identified 32 properties between 41st and 58th Streets, where the upper floors were completely vacant or were being used for storage. Fifth Avenue also has a number of under-built sites. It should be noted, however, that private sector development of underutilized areas like Fourth and Fifth Avenues will only take place if there is a strong demand for market rate rentals or sales, and most likely will not be affordable to most of the current residents, unless there are substantial incentives.

The Department of City Planning's recent upzoning of Fourth Avenue, between 15th and 24th Streets, to R8A and rezoning of Fifth Avenue, between 15th Street and the Prospect Expressway, to C4-3A have expanded residential development opportunities. Incentives provided under an Inclusionary Housing program as part of this rezoning increase the potential for affordable housing development and preservation. (See page 59 and Maps 10 and 11 under Zoning)

Decking the rail cut on the south side of 38th Street, between Fourth and Fifth Avenues, if feasible, would also expand development opportunities.

Finally, replacement of the elevated Gowanus Expressway with a tunnel may provide the opportunity to reduce the Third Avenue right-of-way from its current width of 180 feet to its original width of 80 feet. While many possibilities could be considered for use of this space, one option would be to construct new affordable housing, replacing that which was lost for construction of the highway. Many of the 42 blocks between 19th Street and 61st Street currently do not have frontage on the east side of Third Avenue. Narrowing of the right-of-way could potentially create a substantial number of new lots on these blocks.

Potential housing opportunities



Fourth Avenue



East side of Third Avenue



38th Street rail cut

Community Facilities and Services / Quality of Life

Introduction

Close to 17% population growth between the 1990 and 2000 Census has increased demand for community facilities such as schools and day care centers in Community District 7 as well as health, immigrant, youth and elderly programs and placed increased pressure on the Community Board to ensure the adequate and effective delivery of municipal services.

The City has closed most of its community-based field operations in recent years and restricted them to borough or citywide offices. It has also contracted with local non-profit organizations for the delivery of health and social services. Although police, sanitation and fire protection services are administered locally in CD7 there is no local authority in charge of public health issues, building maintenance and oversight, and environmental and other service areas. It has been up to the Community Board to serve as liaison and advocate for such services on the community's behalf.

The Human Services Cabinet of Community Board 7 plays a crucial role in these efforts. This initiative, the first of its kind in New York City, is comprised of representatives of non-profit organizations and institutions throughout the community. It was convened in 1982 by the non-profit sector, the Human Resources Administration and the Community Board with the aim of coordinating the public human service agencies and local non-profits in order to improve the delivery of services and quality of life for residents in the district. The Human Services Cabinet has identified health care, housing and education as areas of greatest need in the district and believes that "...services for immigrants encompass all of these issues and are of extreme importance in this community of many and diverse immigrant populations."¹

Existing Resources, Issues and Needs

Schools

Most of CD7 falls within Community School District 15 (Instructional Region No. 8). However, the southern portion of the district lies in Community School District 20 (Instructional Region 7).² There are currently eighteen public schools in CD7, with a total enrollment of 10,893 in the 2004-2005 school year.³ Of these, twelve are elementary schools (K-6); four are middle schools, covering 6th through 8th Grade; and two are special education schools. There are currently no public high schools in the district. Private and parochial school enrollment amounted to 3,117 in 2005.⁴ Parochial schools have experienced declining enrollment over the past few years. Our Lady of Perpetual Help High School at 550 59th Street closed several years ago. The buildings are still being maintained and there has been some discussion about using this site as a resource for local schools. Early in 2005 the Roman Catholic Diocese of Brooklyn announced the closure of 26 elementary schools in Brooklyn and Queens, including St. Michael's School on Fourth Avenue, due to falling enrollment and increased operating costs. As shown on Map 28, there are no schools in the waterfront study area. However, there are twelve schools in close proximity, i.e. between Third and Fifth Avenues. **Note: Numbers in the first column of Tables 20 and 21 correspond to the numbers on Map 28.**

¹ *Community District Needs, Brooklyn, Fiscal Year 2005*, NYC DCP, December 2003. p.174

² New York City's school system is now organized into ten regions. Each Region contains 2, 3 or 4 Community School Districts, as well as the high schools located within their geographic boundaries.

³ *Enrollment-Capacity-Utilization Report, 2004-2005 School Year*, NYC Department of Education, 08/08/05 (Districts 1-31, School Utilization Profile, Based Upon 10/31/2004 Audited Registers)

⁴ *Selected Facilities and Program Sites in New York City, 2002-2005*. NYC Department of City Planning, **Note:** This includes St. Michael's School, which closed at the end of the 2004/2005 school year. It is likely that most of the 163 pupils that are shown to be enrolled in the school are attending other schools in the area, so that total enrollment for the district would not have changed significantly.

**Table 20: Public Schools, 2004-2005 School Year
Brooklyn Community District 7**

Map #	Block	Lot	R/CSD ⁱ	Building/Organization	Address	Building Enrollment	Building Capacity ⁽ⁱⁱ⁾	Utilization Rate (%) ⁽ⁱⁱⁱ⁾
Elementary Schools								
1	755	22	8/15	P.S. 1 - Bergen School (Beacon Program)	309 47 th St.	897	815	110
1			8/15	P.S. 1 Annex		115	119	97
1			8/15	P.S. 1 Mini School		87	158	55
2	869	1	8/15	P.S. 10 (Magnet School of Math, Science and Design Technology)	511 Seventh Ave.	576	683	84
3	792	26	8/15	P.S. 94 - Henry Longfellow School	5010 Sixth Ave.	1,293	1,108	117
4	5319	1	8/15	P.S. 130 – Parkside School	70 Ocean Pkwy.	517	548	94
5	5257	1	8/15	P.S. 154 – Windsor Terrace School	1625 Eleventh Ave.	374	373	100
6	732	1	8/15	P.S. 169 – Sunset Park School	4305 Seventh Ave.	1,070	1,172	91
7	669	1	8/15	P.S. 172 - Beacon School of Excellence	825 Fourth Ave.	521	429	121
8	880	1	8/15	P.S. 295	330 18 th St.	362	420	86
9	862	12	7/20	P.S. 314 - Luis Munoz Marin School ^{iv} (Beacon Program)	330 59 th St.	1,707	1,500	114
10	701	1	8/15	P.S. 24	427 38 th St.	706	687	103
13				P.S. 24 (at I.S. 136 Temp. C.R. Building)		130	111	117
Intermediate/Junior High Schools [6th through 8th Grade]								
11	880	1	8/15	I.S. 443 (New Voices School)	330 18 th St.	398	557	71
12	880	1	8/15	I.S. 88 (Peter Rouget Junior High School)	544 Seventh Ave.	919	1,338	69
13	713	20	8/15	I.S. 136 (Charles O. Dewey School)	4004 Fourth Ave.	701	885	79
13				I.S. 821		315	258	122
Special Education/Other Schools								
14	696	31	D75	P.S. 231 / K371 SPED (Lillian L. Rashkis School)	355 37 th St.	102	96	106
12	880	1		I.S. 88 / K053 SPED	544 Seventh Ave.	103	84	123

Source: Enrollment-Capacity-Utilization Report, 2004-2005 School Year, NYC Department of Education, 08/08/05 (Districts 1-31, School Utilization Profile, Based Upon 10/31/2004 Audited Registers)

⁽ⁱ⁾ Instructional Region/Community School District








⁽ⁱⁱ⁾ Using a preferred "Target Method" for determining building capacity rather than the Historical Method. The Department of Education's *2004-2005 Utilization Profiles* (Blue Book) contains two sets of capacity/utilization figures. The Historical Method - or traditional method - is based upon a maximum room capacity of 25 children for Kindergarten through 3rd Grade. The Target Method reflects a school's anticipated capacity if Early Grade (K-3) Class Size Reduction, with a maximum of 20 children per class, could be fully implemented.

⁽ⁱⁱⁱ⁾ The utilization rate of a school building is calculated by dividing enrollment in that building by its adjusted capacity (the potential number of students that could be accommodated in the building based on the number of instructional rooms available, grade levels and programs, and Building Code standards).

^(iv) P.S. 314 has recently been split into two schools: P.S. 503 and P.S. 506, each with an enrollment of 900 students.



Sunset Park 197- a Plan Community Board 7

- | | | | |
|---|--------------------------|---|----------------------|
|  | School District Boundary |  | High School |
|  | Elementary School |  | K-12 School & JHS/HS |
|  | Middle School |  | Other Schools |
| | |  | Public Library |

See Tables 20 and 21 for key to map numbers.

Map 28: Educational Facilities

**Table 21: Private and Parochial Elementary and Secondary Schools, 2005
Brooklyn Community District 7**

Map #	Block	Lot	Name	Address	Enrollment
15	640	1	Al-Noor Junior/Senior HS	675 Fourth Ave.	680
16	1114	1	Holy Name of Jesus School	241 Prospect Park West	197
17	5316	1	Immaculate Heart of Mary School	3002 Fort Hamilton Pkwy	191
18	634	34	Soterios Ellenas Parochial School	224 18 th St.	113
19	777	1	St. Agatha School	736 48 th St	241
20	723	25	St. Michael's ES (Closed in June 2005)	4222 Fourth Ave.	163
21	864	1	Our Lady of Perpetual Help ES	5902 Sixth Ave.	248
22	889	1	Bishop Ford Ctr. Catholic HS	500 19 th St.	1,098
23	805	49	Al Madrasa Al Islamiya (K-12)	5224 Third Ave.	186

Source: *Selected Facilities and Program Sites in New York City, 2002-2005*, NYC Department of City Planning.

Enrollment Trends

The school population in CD7 grew substantially between the 1990 and 2000 Census. Up to 32,850 children 3 years and over were enrolled in school in 2000 compared with 28,773 in 1990, an increase of 14.2%.⁵ While enrollments in elementary or high school increased by a moderate 7.6% during that period – from 19,871 in 1990 to 21,388 in 2000, it is in the very young population that we see a significant difference. Up to 3,837 children were enrolled in nursery school, preschool or kindergarten in 2000 compared with 1,083 in 1990, an increase of 254.3%.⁶ This is substantially larger than the increase of 145% in this population for Brooklyn and 149.7% for the city as a whole and should be carefully considered in terms of school planning and capacity building, despite predictions of declining enrollment in New York City public schools. Chart 5 on page 48 also indicates a relatively large population of children under the age of five that will shortly enter the school system.

A 2004 report prepared by the Grier Partnership for the New York City Department of Education indicates declining enrollments in elementary and middle schools for New York City as a whole between 2003 and 2013, with 756,670 actual enrollments in 2003 and 719,126 projected enrollments in 2013.⁷ Predictions vary widely by School District, however. Enrollments in CSD 15, for instance, are projected to decline by 4.8% between 2003 and 2013, whereas enrollments in CSD 20 are projected to increase by as much as 21.9% during the same period.⁸ High school enrollments for Brooklyn as a whole also indicate a downward trend, with a projected enrollment of 82,225 students in 2013 compared to actual enrollment of 93,832 students in 2003.⁹

However, as stated in the report, projections can change over time - as a result of changes in migration and birth patterns, changes in the city's economy, and policy decisions. Local conditions and trends, including housing development and economic revitalization also play an important role.

CD7 has attracted increasing numbers of immigrants in recent years. More than half of the 28,788 immigrants settling in the district between 1988 and 2002 arrived in the United States between 1991 and 1997.¹⁰ The relatively young age of Latino immigrants, which comprise up to 40% of the district's foreign born population, has further implications in terms of population growth.¹¹ According to *The Newest New Yorkers*, DCP's analysis of immigration trends in New York City, "...Immigrant groups are

⁵ DCP Population Data: Socioeconomic Profile Social Characteristics - Brooklyn Community District 7. U.S. Census Bureau, 2000 Census SF3, 1990 Census STF3 and STF4

⁶ Ibid

⁷ *Enrollment Projections 2004 to 2013. New York City Public Schools. Volume II.* The Grier Partnership, August 2004. Appendix B.

⁸ Ibid - Appendix C

⁹ Ibid - Appendix D

¹⁰ Zip Codes 11220 and 11232.

¹¹ *The Newest New Yorkers, 2000*, Appendix Tables 4-1a and 4-1b

disproportionately between the ages of 18 to 44, when most childbearing occurs. 52.2 percent of all immigrants in New York City were in this age group in 2000, while the native-born population rate was 37.8%.”¹² Up to 51.6% of all births in New York City in 2000 were to foreign born mothers. Close to a third of these mothers came from the Dominican Republic, Mexico, Ecuador and Colombia.¹³

Current economic revitalization and development efforts on the Sunset Park waterfront will provide additional local jobs that may attract more residents to the area. Higher density residential development as a result of the recent upzoning of Fourth Avenue in South Park Slope and other potential rezoning actions elsewhere in the district may also increase population growth. These factors should be carefully considered when projecting school enrollment trends.



Ongoing Need for a Local High School

CD7 is one of only two community districts citywide without a public high school. Although many New York City high school students choose not to attend schools in their immediate neighborhood, Sunset Park students have no choice. The nearest public high schools are Telecommunication Arts and Technology High School (R7/CSD20) at 350 67th Street in Bay Ridge, which had an enrollment of 1,290 in 2004, and Fort Hamilton High School (R7/CSD20) at 8301 Shore Road, also in Bay Ridge, which had an enrollment of 4,769 in 2004.¹⁴ Telecommunication Arts, which has a building capacity of 1,117 and a building utilization rate of 115%, is moderately crowded. However, severe overcrowding at Fort Hamilton High School, which has a capacity of only 2,400 and a building utilization rate of 169%, is of considerable concern since it may impede learning as well as personal growth for many students. The John Jay Educational Campus, at 237 Seventh Avenue in Park Slope, which houses three secondary schools (Grades 6 through 12) also provides an option, although it is somewhat further away for Sunset Park residents. With a total enrollment of 1,543 in 2004 and a capacity for 2,177 students, it was somewhat underutilized.¹⁵

The New York City Department of Education, responding to increased pressure from local residents for a high school in Sunset Park, included the construction of a new 1,650 seat facility in its *2005-2009 Five Year Capital Plan* (Project DSF0000010242).¹⁶ After reviewing several locations in CD7 the School Construction Authority (SCA) selected a 48,500 square foot site adjacent to John D’Emic Park on the block bounded by 34th Street, 35th Street, Third and Fourth Avenues (Block 688, Lots 26 and 44). Site preparations have begun and the school is expected to be ready for occupancy in September 2009.

Maintenance and Repairs

High building utilization rates have a substantial impact on school infrastructure and put a premium on maintenance and preservation efforts. Most of the public schools in CD7 are in fair condition and a few

¹² Ibid, p.150

¹³ *The Newest New Yorkers, 2000. Briefing Booklet.* NYC Department of City Planning, October 2004, p.34.

¹⁴ *Enrollment, Capacity, Utilization Report, 2004-2005 School Year*, NYC Department of Education, 08/08/05. (School Utilization Profile, Based Upon 10/31/2004 Audited Registers - High Schools.)

¹⁵ Ibid

¹⁶ *Children First: 2005-2009 Five-Year Capital Plan, Proposed 2006 Amendment*, December 2005, City of New York, Department of Education.

have recently undergone renovation. PS 169, north of Sunset Park has received a new boiler; PS 94 has had window and façade improvements; and new air-conditioning units have been installed at PS 134. PS 24, completed in 1999, has already required major repairs due to shoddy construction, including the replacement of exterior masonry on the entire school. Many of the schools in the district are slated for building improvements and system upgrades - ranging from auditorium upgrades to electrical systems, toilet fixtures, exterior windows and exterior roofing - in DOE's 2005-2009 Five-Year Capital Plan, including P.S. 1, P.S. 1 Mini School, P.S.10, P.S. 130, P.S. 154, P.S. 169, P.S. 295, P.S. 314, I.S. 88 and I.S. 136.

After School and Youth Programs

The number of residents under the age of 18 in CD7 increased by 13.1% between the 1990 and 2000 Census, placing increased demand on existing after school activities and programs. (See Population, page 48)

Organizations such as the Center for Family Life, UPROSE, Young Dancers in Repertory, the Chinese American Planning Council, and Together We Help offer a range of services to young children and adolescents, including art and dance classes, tutoring, computer training, youth leadership training, teen evenings, recreation and athletic programs, and summer day camps.

The Center for Family Life stresses the importance of "community schools" that function beyond the regular school day and serve the needs and interest of the broader community. It has a longstanding relationship with P.S. 314, where it serves as the lead agency for the Beacon Program, administered by the Department of Youth and Community Development (DYCD), and has recently started a Beacon Community Center at P.S. 1.¹⁷

After school and summer programs are essential for developing the social skills as well as job and life skills of young people in Sunset Park, particularly since many parents are working and absent from the home for many hours of the day. They are also important for counteracting negative influences such as drug use and association with gangs.

Of considerable concern throughout New York City is the plight of "disconnected" youth, i.e. 16 through 24 year-olds who are neither attending school nor participating in the labor force and are more susceptible to destructive and anti-social activities. A January 2005 study by the Community Service Society of New York found that nearly one-sixth of New York City's youth is disconnected, and that disconnection among New York City males (16.2%) is more than twice the national level (7.7%).¹⁸ The disconnection rate for females in New York City (15.8%) is close to the national rate (13.2%). The study also found much higher disconnected rates among both male and female African American and Latino youth than among Non-Hispanic Whites and Asians. Finally, the report stresses the need to accompany improvements in New York City's education system with "...employment-based programs that address the needs of the city's out of school and out of work youth."

The CSS study has much bearing on CD7, which has a large Latino population, a high proportion of recent immigrants, and relatively low educational attainment levels. It underscores the importance of local youth employment and job training and placement programs, such as those run by the Center for Family Life (DYCD SYEP, School-to-Work (STW), Youth-to-Work, and DYCD In-School Youth Employment Program), Opportunities for a Better Tomorrow (DYCD Out-of-School Youth Employment Program) and SCO Family of Services (DYCD In-School Youth Employment Program), and the need to expand these programs.¹⁹

¹⁷ The Beacon Program, housed in the city's Department of Youth and Community Development (DYCD), operates in local schools after school hours, and provides a range of activities to both children and adults aimed at educational advancement, community building, recreation and empowerment, including high school/college prep, basketball and other sports, ESOL, GED, parenting skills, and tenant education and advocacy.

¹⁸ Levitan, Mark, *Out of School, Out of Work...Out of Luck? New York City's Disconnected Youth*, Community Service Society of New York, January 2005.

¹⁹ The SYEP offers up to 7 weeks of summer employment to young people between the ages of 14 and 21; the OSY program offers job training and employment services to 16 to 21 year old youth who are not enrolled in school; the ISY program provides a wide range of employment-related services to young people aged 14 to 18 who are enrolled in school.

Adult Education

High immigration rates and increasing language diversity in CD7 have created obstacles in terms of education, employment and income. Close to 50% of the population of the district (Zip Codes 11220 and 11232) was foreign born at the time of the 2000 Census. Half of this population came in the 1990s alone.²⁰ Up to 28% of the population aged 18 to 64 in CD7 reported speaking no English or very little English in 2000 compared with 13% in Brooklyn and 13.1% in the city as a whole.²¹ There is clearly a great need for bilingual education and English for Speakers of Other Languages (ESOL) courses in CD7, not only for schoolchildren but also for the adult population.

A number of local community organizations and institutions provide services to new immigrants as well as the broader population of Sunset Park, such as ESOL, job training/job placement programs, and computer classes. They include SWBIDC, the Center for Family Life, Together We Help, UPROSE, Lutheran Medical Center, Neighbors Helping Neighbors, the Chinese American Planning Council, and Opportunities for a Better Tomorrow.²² The Sunset Park and Windsor Terrace branches of the Brooklyn Public Library provide computer and Internet access as well as ESOL classes.

Both local organizations and the local business community have stressed the need for additional training programs, not only for developing computer and job readiness skills but also for developing the skills required in modern manufacturing and high tech industries. They have also expressed the need for greater training and job opportunities for people with disabilities.

Health Services

Note: Numbers in parentheses in the following section and numbers in the first column of Tables 22, 23, 24 and 26 correspond to the numbers on Map 29.

Hospitals and Nursing Homes

Lutheran HealthCare, the largest health care provider in CD7, has two major inpatient facilities in the waterfront study area: **Lutheran Medical Center (1)**, a 501-bed hospital located at 150 55th Street;²³ and **Lutheran Augustana Center for Extended Care and Rehabilitation (2)**, a 240-bed skilled nursing facility at 5434 Second Avenue that opened in 1995 and is connected by an enclosed bridge to the Medical Center.

Ambulatory Health Care Facilities and Programs

Lutheran HealthCare also includes **Lutheran Family Health Centers**, a community-oriented delivery system that is one of the largest and most comprehensive in the country. It consists of 10 neighborhood primary care sites, 12 community partnerships, 11 school health programs, and a diverse range of community-based programs with more than 90,000 active patients and more than 600,000 medical and dental outpatient visits a year. Primary care sites in CD7 include: **Sunset Park Family Health Center (3)** at 150 55th Street; **Brooklyn-Chinese Family Health Center (4)**, just outside the district at 812 54th Street – the first Chinese health care unit in Brooklyn, targeted specifically to the needs of Sunset Park's growing Chinese community; **Family Physician Family Health Center (5)** at 5616 Sixth Avenue; **Park Ridge Family Health Center (6)** at 6311 Fourth Avenue, which opened July 1997; and **Sunset Terrace Family Health Center (7)** at 514 49th Street.

²⁰ NYC DCP Population Division (Jan 2003) - Table [SF3 SB P-306](#): Year of Entry for the Foreign-born Population, New York City Community Districts, 2000.

²¹ Infoshare Online: Language and Ability to Speak English by Age – 2000 Census (“Long Form”) – Community District BK7 – Sunset Park; Brooklyn, New York City.

²² The recently formed **Sunset Park Coalition for New Immigrants**, comprised of the Center for Family Life, the Chinese American Planning Council, the Fifth Avenue Committee, Lutheran HealthCare's Family Support Center, and Turning Point, is aimed at training new immigrant community members to participate in community board meetings and other venues where they may have input in matters affecting them.

²³ Lutheran Medical Center is a major teaching affiliate of the State University of New York Health Science Center at Brooklyn and a clinical campus for primary care education.

Lutheran's school-based ambulatory care facilities in Sunset Park are located at PS 172, PS 136, Sunset Park Head Start, St. Michael's School, PS 169, PS 1, PS 94, and PS 314.

There are several other ambulatory care facilities in the district besides those operated by Lutheran HealthCare, including: the **Ambulatory Surgery Center of Brooklyn, LLC (8)**, a free standing health center located at 313 43rd Street; the **Brooklyn Primary Care Center (9)**, a community clinic established by NYU Downtown Hospital, located at 5222 Eighth Avenue; and **Bay Ridge Sunset Park Dialysis (10)** at Brooklyn Army Terminal Building B, 140 58th Street.

Health Plus, a prepaid health plan for Medicaid recipients, with offices at 241 37th Street and 815 58th Street was established by Lutheran HealthCare in 1984 to provide coordinated quality health care and improved access to care for a diverse and growing number of uninsured residents in Southwest Brooklyn.

Lutheran also operates **Community Care Organization, Inc.**, a licensed home health agency that provides supervised and supportive home care to the frail elderly.

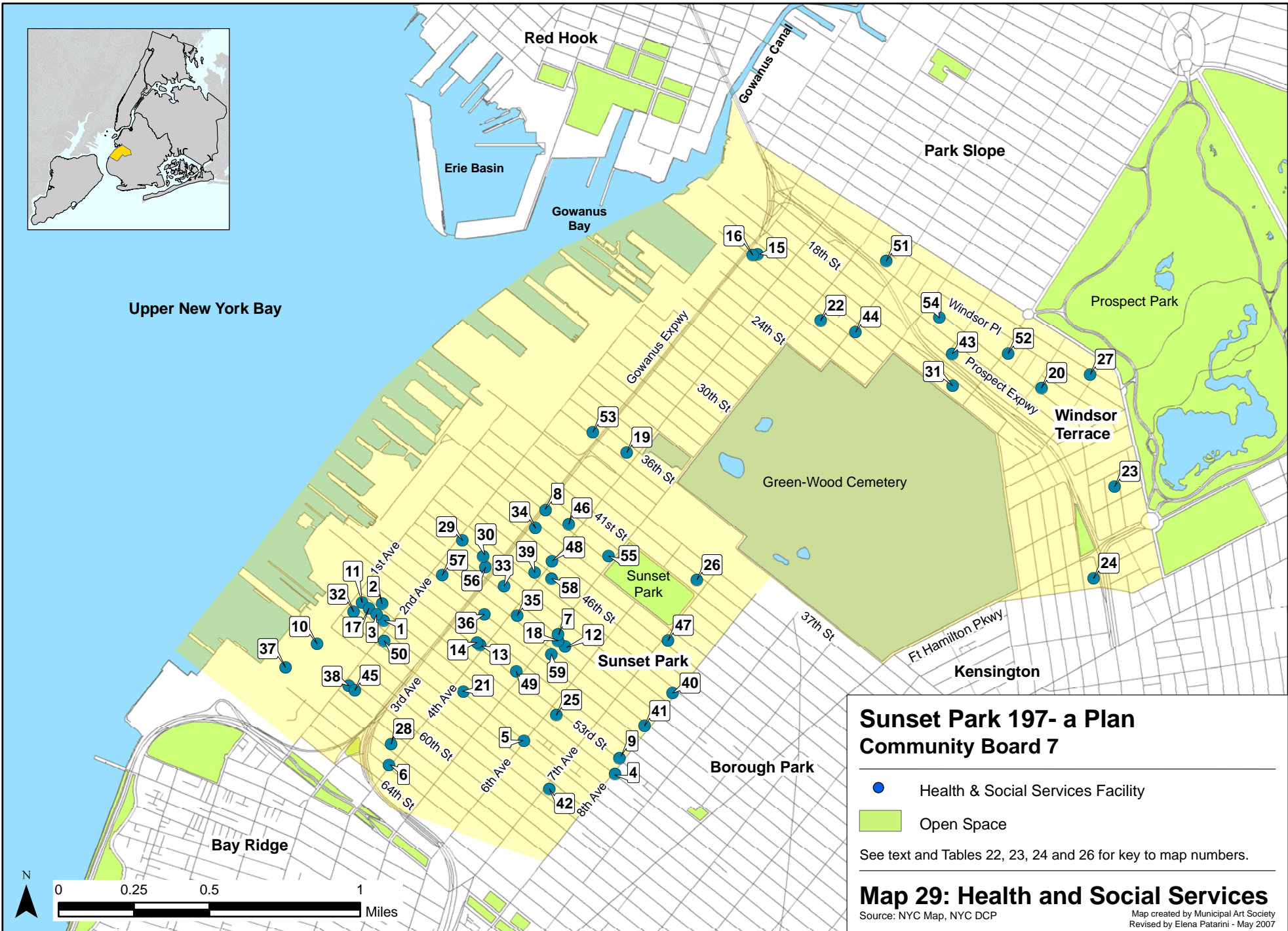


Lutheran Medical Center on Second Avenue and 55th Street

Residential and Non-Residential Mental Health and Substance Abuse Services

CD7 is home to a relatively high number of alcoholism and substance abuse services, both residential and non-residential, as well as mental health services, mental retardation and developmental disabilities services, and residential facilities and programs for (homeless) adults and families. Lutheran HealthCare also operates a 12-bed group foster home at 339 49th Street. There are 171 residential beds/units in total in the district.

While Sunset Park has numerous health facilities and programs responding to a wide variety of needs, greater emphasis must be placed on researching and addressing public health issues such as asthma, lead poisoning and diabetes. Public reporting and accountability on major sources of air pollution - the Gowanus Expressway for example - and distribution of multi-lingual informational resources are essential to build public awareness and ensure that the area is not overburdened with noxious uses.



Sunset Park 197- a Plan Community Board 7

- Health & Social Services Facility
- Open Space

See text and Tables 22, 23, 24 and 26 for key to map numbers.

Map 29: Health and Social Services

Source: NYC Map, NYC DCP
Map created by Municipal Art Society
Revised by Elena Patarini - May 2007

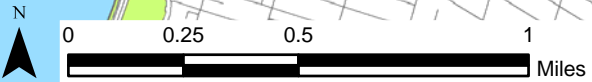


Table 22: Residential and Non-Residential Mental Health and Substance Abuse Services

Map #	Facility Name	Block	Lot	Address	Service	Capacity/ Caseload
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Alcoholism and Substance Abuse Services (NYS OASAS)

Residential

11	Lutheran Medical Center	828	1	150 55 th St.	Hospital-based detox / rehabilitation	19 beds
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Non-Residential

12	Lutheran Medical Center	784	10	519 49 th St.	Medically supervised outpatient services	200
13	Turning Point	806	46	5220 Fourth Ave.	Non-medically supervised outpatient services	210
14	NYC Dept. of Probation – Discipleship Ministries	806	46	5220 Fourth Ave.	Non-medically supervised outpatient services	160
15	S. Brooklyn Medical Admin. Services	639	60	685 Third Ave.	Outpatient methadone treatment	50
16	S. Brooklyn Medical Admin Services	639	60	685 Third Ave.	Methadone treatment clinic	1000

Mental Health Services (NYS OMH)

Residential

17	Lutheran Medical Center	828	1	150 55 th St.	Hospital-based inpatient care	26
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Non-Residential

18	Sunset Park Mental Health Center	784	10	514 49 th St.	Mental health clinic / day treatment	NA
19	Steinway Day Treatment Program	696	31	355 37 th St.	Mental health clinic / day treatment	70
20	Interfaith Medical Center	1116	75	555 Prospect Ave.	Mental health clinic / day treatment	50

Mental Retardation and Developmental Disabilities Services (NYS OMRDD)

Residential

21	Salvation Army	839	14	426 56 th St.	Intermediate care facility-MR/DD	9 beds
22	Young Adult Institute	897	13	259 22 nd St.	Intermediate care facility- MR/DD	10 beds
23	Lifespire, Inc.	5278	33	254 Sherman St	Intermediate care facility- MR/DD	10 beds
24	UCPA of New York State, Inc.	5319	24	100 Ocean Parkway	Intermediate care facility- MR/DD	4 beds
25	Brooklyn DDSO	817	11	614 53 rd St.	Residential alternative	10 beds
26	Brooklyn DDSO	918	35	668 40 th St.	Residential alternative	7 beds
27	Assn. for Help of Retarded Children	1111	42	558 16 th St.	Residential alternative	10 beds
28	Center for Family Support, Inc.	5790	49	359 62 nd S.	Residential alternative	6 beds

Non-Residential

29	Lifespire, Inc.	763	69	213 48 th St.	Clinic/Day treatment – MR/DD	110
30	Lifespire, Inc.	772	19	254 48 th St.	Clinic/Day treatment – MR/DD	160
31	Lifespire, Inc.	888	25	450 19 th St.	Clinic/Day treatment – MR/DD	100
32	HASC Center, Inc.	836	5	5601 First Ave.	Day training/Workshop – MR/DD	107

Source: *Selected Facilities and Program Sites in New York City, 2002-2005*, NYC Department of City Planning

Day Care Facilities

Sunset Park is largely a working class community where parents often work more than one job, or where both parents must work, in order to pay housing costs and support their families. There are currently insufficient day care facilities to accommodate the needs of working parents, many of whom are recent immigrants working hard to establish themselves in a new country.

Day care services are currently provided by a number of different agencies as well as private operators. There is a wide range in level and quality of service and no coordination in terms of operating guidelines and requirements, building and fire code compliance and policy/operation functions. It can also be very hard to navigate the bureaucracy.

Table 23: Day Care and Residential Facilities for Children

Map #	Facility Name	Block	Lot	Address	Service	Capacity/ Caseload
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Residential (NYC Administration for Children's Services)

33	Lutheran Community Service	773	58	339 49 th St.	Group Foster Home	12 beds
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Day Care and Head Start Facilities (NYC Department of Health and Mental Hygiene/ACS)

34	Bay Ridge Day Nursery	737	14	314-322 44 th St.	Group Day Care - Public	90
35	St. Andrews Community Day Care Center	783	1	4917 Fourth Ave.	Group Day Care - Public	35
36	Children's Growing Place	798	31	362 51 st St.	Group Day Care – Public	15
37	Georgia L. Mc Murray BATKids Center	5778	1	140 58 th St.	Group Day Care – Public	67
38	Magical Years Early Childhood	5780	6	230 60 th St.	Group Day Care – Public	38
39	Sunset Park Children's School	755	6	4616 Fourth Ave.	Group Day Care – Private	36
40	Christian Day Care Center	768	40	4702 Eighth Ave.	Group Day Care – Private	29
41	Brooklyn Chinese American Association	794	39	5002 Eighth Ave.	Group Day Care – Private	54
42	Red Apple Child Development Center	850	4	5715 Seventh Ave.	Group Day Care – Private	111
43	Therapy and Learning Center	876	1	1723 Eighth Ave.	Group Day Care – Private	158
44	Avalon Academy Preparatory School	892	1	695-705 Sixth Ave.	Group Day Care – Private	134
45	Magical Years Early Childhood	5780	6	230 60 th St.	Group Day Care – Private	13
46	Sunset Park Head Start	723	25	4222 Fourth Ave.	Head Start Center – Public	152
47	Christ United Methodist Head Start	741	1	4419 Seventh Ave.	Head Start Center- Public	45

Source: *Selected Facilities and Program Sites in New York City, 2002-2005*, NYC Department of City Planning

Senior Facilities and Services

Lutheran HealthCare operates several residential facilities for seniors in Brooklyn, including Harbor Hill at 5613 Second Avenue (87 units) and Marien-Heim Sunset Park at 4520 Fourth Avenue (168 units) in CD7, and is developing a further 81 affordable housing units, Sunset Gardens Supportive Housing for Older Adults, at 405 44th Street.

In addition, Catholic Charities Brooklyn Diocese operates a 200-unit senior residence, the Bishop Boardman Apartments at 1615 Eighth Avenue. In addition to the residential facilities listed above there are several senior centers in the district with nutrition programs and day service programs that include recreation, educational and cultural activities.

Table 24: Senior Centers (NYC DFTA)

Map #	Facility Name	Block	Lot	Address	Meals/month
48	Sunset Park Senior Citizens Center	746	39	4520 Fourth Ave.	2400
49	United Senior Citizens Center	807	46	475 53 rd St.	4560
50	Harbor Hill Senior Center	837	1	5613 Second St.	510
51	Prospect Hill Senior Services	1053	73	283 Prospect Ave.	2040
52	Windsor Terrace Senior Services	1114	7	245 Prospect Park West	1200

Source: *Selected Facilities and Program Sites in New York City, 2002-2005*, NYC Department of City Planning

Social/Human Services

According to the Human Resources Administration's District Resource Statement for Fiscal Year 2007, only 3.3% of the Census 2000 population of CD7 received public assistance in October 2006, compared with 5.2% in Brooklyn and 4.8% citywide.²⁴ However, up to 43.5% of the district's population was enrolled in Medicaid in 2006 compared with 36.5% in Brooklyn and 32.1% citywide, and 14.5% received food stamps compared with 17.0% in Brooklyn and 13.5% citywide.

Although the number of public assistance recipients in CD7 has decreased somewhat in the past few years, the number of Medicaid enrollees and food stamp recipients has increased significantly – from 32.7% and 11.1% of the Census 2000 population in 2002 - reflecting conditions in the borough and New York City as a whole. 31.0 percent and 26.3% of the borough and citywide populations were enrolled in Medicaid in 2002, while 13.5% and 10.4% received food stamps.

Table 25: Public Assistance Trends, 2002 - 2006

Indicator	NYC		Brooklyn		CD7	
	2002	2006	2002	2006	2002	2006
Percent of Census 2000 Population						
Receiving Public Assistance	5.3%	4.8%	6.0%	5.2%	4.4%	3.3%
Enrolled in Medicaid	26.3%	32.1%	31.0%	36.5%	32.7%	43.5%
Receiving Food Stamps	10.4%	13.5%	13.5%	17.0%	11.1%	14.5%

Source: *District Resource Statements*, Fiscal Years 2003 and 2007, NYC Human Resources Administration.

The city's Human Resources Administration (HRA) administers a range of welfare programs and services assisting eligible individuals and families with social and economic needs, including the Welfare to Work Program, the Work Experience Program, Food Stamps, Medicaid, AIDS services, Adult Protection Services, and Child Care Services.

However, despite the relatively high level of poverty in CD7 and the high proportion of residents receiving Medicaid and other services, there is no HRA District Service Office in Sunset Park. The closest office is the Bay Ridge Job Center at 6740 Fourth Avenue in CD10. The closest food stamp office is the New Utrecht Food Stamp Center, also at 6740 Fourth Avenue. HRA contracts with Family Home Care Services of Brooklyn and Queens, Inc., located at 241 37th Street in the study area, to provide services.

²⁴ NYC HRA, *District Resource Statement*, Fiscal Year 2007.

While HRA's HIV/AIDS Services Administration (HASA) administers scatter site AIDS housing located in the district, most residential facilities and social service programs are operated by private non-profit entities.

Table 26: Residential Facilities and Food Programs for Adults and Families

Map #	Name	Block	Lot	Address	Services/Programs	Capacity	Oversight Agency
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Residential

53	Turning Point	695	46	968 Third Ave.	Shelter for Singles – DHS Contracted	37 beds	NYC DHS
54	Samaritan House	869	18	388 Prospect Ave.	Family Homeless Facility – by DHS referral	11 family units	NA

Food Programs and Drop-In Centers

55	Sunset Park Emergency Food Program.	724	45	4224 Fifth Ave.	Food Pantry	NA	NA
56	Iglesia Luz Del Mundo	772	39	4812 Third Ave.	Food Pantry	NA	NA
57	Mission of Mercy	789	69	221-233 51 st St.	Food Pantry	NA	NA
58	Iglesia Pent. El Camino	756	12	416 46 th St.	Joint Soup Kitchen and Food Pantry	NA	NA
59	The Salvation Army Soup Kitchen	792	12	520 50 th St.	Joint Soup Kitchen and Food Pantry	NA	NA

Source: *Selected Facilities and Program Sites in New York City, 2002-2005*, NYC Department of City Planning

Cultural and Recreational Facilities

Libraries

There are two branches of the Brooklyn Public Library in CD7: the recently renovated Sunset Park branch at 5108 Fourth Avenue had an annual circulation in FY 05 of 326,613, up from 270,848 in FY 04. The Windsor Terrace branch at 160 East 5th Street had an annual circulation of 187,765 in FY 05, up from 148,073 in FY 04.²⁵ These figures cover all circulation materials, including books, videos, and DVDs. The libraries provide access to computers and the Internet and offer ESOL classes. They also host cultural programs and children's activities, mostly on weekends. (Map 28)

Community Centers

There are no community centers in the district. While the Sunset Park Recreation Center, the public libraries and Beacon Schools function to some extent as community centers, there is a need for multi-cultural community centers that could be used for meetings and cultural and social events.

Indoor Recreation

CD7 has limited indoor recreation space. The Sunset Park Recreation Center on Seventh Avenue and 43rd Street, run by the Department of Parks and Recreation (DPR), offers several different programs, including basketball, weightlifting, Tai Chi, dance, and aerobics.²⁶ John Franco's Sports Facility on Third Avenue at 27th Street provides a range of indoor recreational activities. However, it is a private sports facility and not readily accessible to residents with limited income. Some of the churches, such as Our

²⁵ Brooklyn Public Library, February 2006.

²⁶ *Recreation and Open Space in New York City: Brooklyn*, NYC Department of City Planning. Fall, 1996

Lady of Perpetual Help, have youth sports leagues, and the Beacon Schools - PS 314 and PS 1 - have recreation and athletic programs.

Over 26% of the population in Sunset Park is under the age of eighteen. The large number of recent immigrants, many of them in their childbearing years suggests an increasing demand for indoor recreation and sports facilities in the area. CB7 has been trying for years to establish a YMCA or YWCA recreational and athletic facility in the district.

There have been several discussions over the past few years about decking the rail cut on the south side of 38th Street, between Fourth and Fifth Avenues – across the street from P.S. 24 - to provide additional space for recreational facilities such as basketball and handball courts. This site has taken on increased significance with the development of the high school across Fourth Avenue at 35th Street since it could potentially also serve the school's athletic needs.

Neighborhood Retail Services

While Fourth, Fifth and Eighth Avenues have a wide range of retail uses there are few neighborhood stores and services west of Third Avenue. They are limited to Community Capital Bank at the Brooklyn Army Terminal; U.S. Post Office 11232, between 33rd and 34th Streets on Third Avenue; and a number of small grocery stores, drugstores, delis and restaurants – primarily along Third Avenue.

Government Facilities (Map 30)

Criminal Justice Facilities:

- 72nd Precinct at 830 Fourth Avenue.
- NYPD facilities at the Brooklyn Army Terminal (140 58th Street) - "Harbor Charlie," Harbor "SCUBA", and the Canine Team.
- 1,000-bed federal Metropolitan Detention Center (80 29th Street)

Fire Houses:

- Engine 228 at 436 39th Street
- Engine 201 at 5113 Fourth Avenue
- Ladder 114 at 5209 Fifth Avenue
- Engine 240 at 1307 Prospect Avenue

There are plans to construct a new fire house at 5113 Fourth Avenue, the present location of Engine 201, and to locate Engine 201 as well as Ladder 114 and Battalion 40 on this site.

Sanitation Facilities:

- The **DSNY sanitation garage** at 51st Street and First Avenue serves neighboring CD10 as well as CD7.
- The **Hamilton Avenue Marine Transfer Station** at the entrance to the Gowanus Canal is one of 8 marine transfer stations in New York City and one of the largest. It is currently inactive, but is slated to re-open as a containerization and barge facility under the city's long-term solid waste management plan.
- The **IESI Corporation** operates a waste transfer station at First Avenue and 50th Street with a capacity of 1,000 tons per day. This facility accepts DOS managed municipal waste as part of the city's Interim Solid Waste Management Plan. While refurbishment and reuse of the Hamilton Avenue Marine Transfer Station will eliminate the processing of municipal waste at the IESI facility there is considerable concern that IESI will still have the same permitted capacity and may seek commercial contracts to increase profitability. This may actually increase the amount of garbage coming into the community and exacerbate truck congestion on First Avenue.



**BK7/BK10
SANITATION GARAGE**

**IESI CORPORATION
(Municipal Waste
Contract)**

72nd PRECINCT

**HAMILTON AVENUE
MUNICIPAL ASPHALT PLANT**

**HAMILTON AVENUE
MARINE TRANSFER STATION**

**"PEAKER"
POWER PLANT**

**METROPOLITAN DETENTION
CENTER**

Prospect Park

**Windsor
Terrace**

Green-Wood Cemetery

ENGINE 240

ENGINE 228

ENGINE 201

Sunset Park

LADDER 114








OTHER NYPD FACILITIES

**OWLS HEAD
WATER POLLUTION
CONTROL PLANT**

Bay Ridge

Borough P...

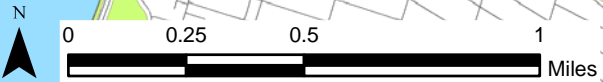
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-  DSNY
-  NYPD
-  NYC DEP
-  NYC DOT
-  FDNY
-  Federal Bureau of Prisons
-  NYS Power Authority

Map 30: Government Facilities

Source: NYC Maps, NYC DCP

Map created by Municipal Art Society
Revised by Elena Patarini - May 2007



Transportation Facilities:

New York City DOT operates the Hamilton Avenue Municipal Asphalt Plant at 14th Street and Hamilton Avenue.

Electric Generating Facilities:

The New York Power Authority's PowerNow! facility, located at Third Avenue and 23rd Street, provides power during periods of peak demand.

Quality of Life Issues

Adult Entertainment Establishments

There was a proliferation of adult entertainment businesses and adult related signage on Third Avenue and in the industrial area west of Third Avenue after the New York City zoning regulations were changed in 1995 to permit such uses in manufacturing zones. This was largely the result of loopholes in the regulations that permitted operators to circumvent the intent of the zoning and remain in business at prohibited locations.²⁷ Amendments adopted in 2001 clarify and strengthen the adult use zoning regulations. However, they are currently in litigation and the number of adult uses in the area has grown and new adult video stores are opening up all the time. This is of great concern to business owners and local residents, particularly those who live in the mixed-use areas alongside Third Avenue and whose children pass these facilities on their way to and from school every day.

Criminal Activity

There have been significant declines in criminal activity in the 72nd Precinct since 1990, reflecting trends for the City and the country as a whole.²⁸ Recent NYPD statistics for the Precinct indicate substantial decreases in all major crime categories - except rape - during the 15 year period, with murders down by 75.0% (6 in 2005 compared with 24 in 1990); robberies down by 69.9% (311 in 2005 versus 1,035 in 1990); felony assaults down by 51.1% (235 in 2005 versus 481 in 1990); burglaries down by 77.8% (365 in 2005 versus 1,645 in 1990); grand larceny down by 25.4% (430 in 2005 versus 577 in 1990); and G.L.A. down by 82.0% (288 in 2004 versus 1,602 in 1990). While the number of rapes in 2005 (22) is lower than the number of rapes in 2001 (32), it remains equal to the 1990 level.²⁹ This is in contrast to 49.3% decrease in the number of rapes in Brooklyn as a whole since 1990.

The 72nd Precinct has two beat officers assigned to the waterfront.³⁰ According to Community Affairs, there is not much criminal activity in this area, aside from occasional break-ins and burglaries at isolated warehouses, and some illegal dumping and vandalism.³¹ This is largely attributed to the fact that the area is primarily industrial and is unpopulated at night. Additional officers will be most likely be assigned to the waterfront once the new park at Bush Terminal Piers has been developed, since that location is particularly isolated. The Precinct is working with DSNY to address car abandonment and illegal dumping activity. Its Anti-Graffiti Division largely deals with graffiti along Third Avenue. Despite the growth in adult entertainment establishments along Third Avenue and concerns expressed by the community, the level of prostitution on the Sunset Park waterfront is apparently not as high as it was six or seven years ago. Prostitution is generally concentrated between 58th and 65th Streets on Third Avenue and, according to the Precinct, is not particularly related to the adult establishments and video shops.³²

²⁷ Adult sex shops used legal loopholes in the 1995 regulations permitting them to operate in proximity to residential areas by limiting their sex-oriented content to 40% of their stock or floor space. There were 136 adult establishments in NYC in 2000, with 101 or 74% consisting of "60/40" establishments, including bookstores, eating or drinking establishments, and theaters.

²⁸ The 72nd Precinct boundary is largely coterminous with the Community District 7 boundary.

²⁹ CompStat. Volume 13, Number 48. Report Covering the Week of 11/27/2006 through 12/03/2006. NYPD CompStat Unit.

³⁰ Beat 1 and Beat 16 encompass the area west of Third Avenue between 15th and 65th Streets.

³¹ 72nd Precinct Community Affairs - 1/30/06 telephone interview

³² Ibid

Traffic Safety

Heavy vehicular traffic on Third Avenue, coupled with poor lighting and poor visibility have resulted in a significant number of pedestrian accidents. According to Transportation Alternatives, there were 1,322 vehicular accidents resulting in pedestrian injuries and 27 resulting in pedestrian fatalities in Zip Codes 11220 and 11323 (CD7) between 1995 and 2001. While 194 (14.7%) of the injuries occurred on Third Avenue, up to 12 (44.4%) of the fatalities occurred along this street.³³ Fourth Avenue is also the site of many accidents, with six fatalities during the same period. There is a need for greater traffic control in the waterfront study area, both on the avenues and on residential side streets, as well as greater enforcement of truck routes. In particular, more effective safety measures are needed at or near school crossings on Third and Fourth Avenues. Both of these are wide streets with many lanes of traffic. See page 105 under Transportation for further discussion on pedestrian safety.

Signage

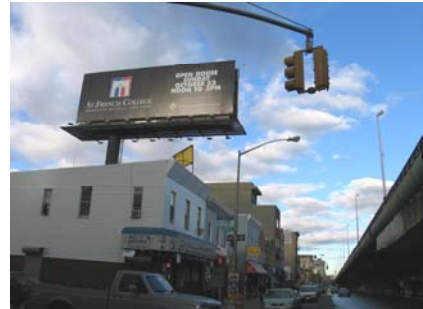
Large billboards on buildings alongside the Gowanus Expressway feature prominently on the Sunset Park skyline and have a substantial impact on views of the New York Harbor from upland residential neighborhoods. Similarly, illuminated signs advertising adult entertainment establishments and video stores along the Third Avenue corridor contribute to a reduced quality of life at street level.



60th Street and Third Avenue



Adult establishments - Third Avenue



Signage - Third Avenue

³³ Pedestrian Injuries & Fatalities by Brooklyn Zip Code, 1995-2001, Transportation Alternatives.
<http://www.transalt.org/crashmaps/brooklynpedzips.html>

Historic Preservation

Introduction

Since early Native American and Colonial times, people have lived and worked on the Sunset Park waterfront. While nothing remains of these early settlements, there are a number of buildings and sites in Sunset Park that describe its development as a maritime and industrial center and working class immigrant neighborhood. Some of these sites have achieved recognition and landmark status. However many others, particularly along the waterfront, are in danger of being lost or significantly altered as a result of revitalization and development efforts. Map 31 shows the location of historically and architecturally significant buildings and sites in the waterfront study area as well as upland. These resources are identified and described below by map number.

Historic Resources

West of Third Avenue

Sunset Park's rich maritime and industrial history is reflected in many of the old industrial loft buildings and developments situated west of Third Avenue. Cobblestones along First Avenue and the remnants of piers and railway lines that once supported a vibrant shipping, warehousing and distribution center also evoke memories of a not-too-distant past.

Post-war declines in heavy manufacturing and water dependent uses in New York City led to substantial disinvestment along the waterfront and deterioration of the industrial infrastructure, the slow decay of buildings and piers hidden for years behind the elevated Gowanus Expressway. Economic revitalization efforts begun in the late -1970s have revived industry in the area and put many of the older industrial structures back into use. However, despite their architectural and historic significance many of these structures have not been given the recognition they deserve. Historically significant buildings and sites on the Sunset Park waterfront include:

1. Bush Terminal Complex

The Bush Terminal complex comprises a substantial number of multi-story loft buildings, piers, rail yards and other industrial structures stretching from 32nd Street to 50th Street between Third Avenue and the U.S. pierhead line.¹ The development of Bush Terminal by Irving T. Bush began in 1895 as a speculative venture. In its initial stages it consisted of one pier, a warehouse, a railroad engine and a tugboat.² The industrial complex expanded over the next few decades to cover nearly 200 acres between 27th Street and 50th Street and contributed significantly to the economic boom of the area in the early 20th Century.³

"Seven deepwater piers extending out from the South Brooklyn shore into Upper New York Bay, leased to various cargo or steamship lines, were the foundation of the terminal... Behind these piers, Bush provided a working bulkhead for handling cargoes going to and from the steamers at the piers, and to and from the harbor lighters that once handled tremendous amounts of intraport traffic within the Port of New York. Back of the bulkhead lay more than one hundred warehouses for the temporary storage of freight from steamships, awaiting distribution. Behind the warehouses was a large railroad yard, the central sorting point for freight cars from all portions of the terminal. Bush Terminal Railroad...was the circulatory system of the terminal and the key element of its

¹ Bush Terminal covers large portions of the Sunset Park waterfront: from 32nd to 37th Street between Second and Third Avenues - with the exception of buildings between 36th and 37th Streets that front on Third Avenue; from 39th to 41st Street and from 44th to 50th Street between Second and First Avenues; and from 39th to 51st Street between First Avenue and the waterfront on Upper New York Bay, including land underwater as far as the U.S. pierhead line. The complex also includes tracks of the Bush Terminal Railroad located in adjacent portions of First and Second Avenues.

² Snyder-Grenier, Ellen M., *Brooklyn! An Illustrated History*, Temple University Press, 1996. p. 156

³ Jackson, Kenneth T., ed. *The Encyclopedia of New York City*, Yale University Press, 1995. p.171

integration...it helped industrialize this whole section of Brooklyn by allowing shippers in or near the terminal to send freight via any North American railroad through a local railroad company. Behind the railroad yard were 15 multi-story industrial loft buildings providing affordable space in any amount to industrial tenants.”⁴

Bush Terminal was the first example in the United States of a planned multi-tenant industrial district. The integration of manufacturing and warehousing activities with rail and water transportation in one terminal under unified management served as a model for what would come to be known as the “industrial park”. Many of the Bush Terminal buildings, particularly those north of 39th Street, are handsome loft structures with fine architectural detailing. A 1986 study for the U.S. Army Corps of Engineers provided documentation of the entire Bush Terminal complex for determination of eligibility on the National Register of Historic Places.⁵

“In addition to the relatively undocumented engineering significance of the piers, Bush’s warehouses and factory loft buildings are a significant collection of commercial structures, reflecting several periods of design and innovation...the 6-story reinforced concrete loft (factory) buildings begun in 1904 attracted attention at the time for their design and rapid construction. Lofts 2-8, completed by 1914, emphasized simple but effective ornament, large window space made possible by reinforced concrete, and fireproof construction...These factory lofts remain essentially unchanged and form a striking and harmonious grouping, whether seen from the water or from the Gowanus Expressway over Third Avenue.”⁶

Growing reliance on trucks for shipping freight in the mid-twentieth century, increased containerization, and movement of shipping to the New Jersey side of the harbor - which had greater landside capacity - undermined the success of the terminal. The city’s efforts to revitalize Bush Terminal in the 1970s by creating landfill between the piers came to a standstill in 1974 when it was discovered that the private company contracted to fill in the space from Piers 1 to 4 was using hazardous waste as landfill.

2. Bush Terminal Office Building (1895)

This three-story brick administration building at the foot of 43rd Street on Gowanus Bay is currently occupied by EDC’s Bush Terminal management office. A statue of Irving T. Bush, who at one time owned much of the waterfront, is located in front of the building.⁷ DCP’s Plan for the Brooklyn Waterfront identifies this building for potential designation as a New York City landmark or listing on the National Register of Historic Places.⁸

3. Bush Terminal Longshoremen's Center

This one-story brick building at the foot of 43rd Street, across the cobblestone yard from the Bush Terminal Office Building was used most recently as a restaurant and for special events.

4. Industry City (Bush Terminal Lofts 1 to 10) (1904-1918)

Loft No. 1, built in 1904, was the first of the multi-story loft buildings comprising that part of the Bush Terminal complex now known as Industry City. This six story industrial building, located at 37th Street, between Second and Third Avenues has a brick exterior and is built in a style that is reminiscent of New England textile mills.⁹ It measures 600 feet by 75 feet and covers virtually half of the block.

⁴ Flagg, Thomas R., and Raber, Michael S., *Documentation for Determination of Eligibility for Bush Terminal - Brooklyn, Kings County, New York*. May 1986. pp. 5,6.

⁵ Ibid. This report provides documentation for a formal determination of eligibility of the terminal as a whole for the National Register of Historic Places, and outlines recommendations for mitigative actions in the face of anticipated adverse project impacts.

⁶ Ibid. p.11

⁷ Irving T. Bush, who died in 1948, owned much of the waterfront from 29th to 50th Streets between First and Second Avenues in the early years of the 20th Century, including buildings, rail lines, piers and rail yards.

⁸ Plan for the Brooklyn Waterfront., Department of City Planning, City of New York, 1994, p.43

⁹ Flagg, p.9



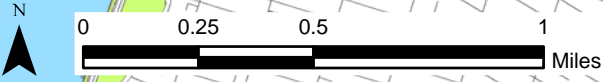
Sunset Park 197- a Plan Community Board 7

	Waterfront Study Area		NYC Landmarks
	Bush Terminal		National Register of Historic Places
	Brooklyn Army Terminal		Historic Building
	Historic District		Rail Infrastructure
	Greenwood Cemetery		

Note: Map numbers are keyed to building and site description in the text.

Map 31: Historic Resources

Source: Lotinfo, National Register of Historic Places, NYC Map
Map created by Elena Patarini - May 2007



Lofts No. 2 to No. 8 followed in succession between 1905 and 1915. These buildings, constructed of reinforced concrete, occupy entire city blocks from 33rd to 36th Streets, between Second and Third Avenues. Courtyards between the buildings provided easy access to rail spurs off Second Avenue. Lofts No. 9 and No. 10, between 32nd and 33rd Streets, were added from 1916 to 1918.¹⁰

Bush Terminal Lofts 1-10 and other buildings between 39th and 41st Streets on First and Second Avenues were acquired by Helmsley-Spear in 1965 under the name of 'Industry City at Bush Terminal.'¹¹ They are currently owned and managed by Industry City Associates.

5. Bush Terminal Warehouses (1907 - 1910)

Three reinforced concrete loft buildings, located along the Marginal Street between 47th and 50th Streets, originally formed part of a group of six multi-story warehouses fronting on Bush Terminal Piers 1 through 6. They were designed by C.P. Ash and built by Turner Construction Company, a renowned innovator in reinforced concrete. They are currently owned and leased by the city.

6. Bush Terminal Unit C (1895-1905)

This attractive four-story brick loft building, with its star-shaped anchor irons, is located at the foot of 43rd Street immediately adjacent to Pier 6. It was one of the original group of six multi-story warehouses situated just back of the bulkhead alongside Piers 1 through 6.



Bush Terminal office building



Bush Terminal Unit C



Bush Terminal Loft 1

7. Rail infrastructure

As described in the 1986 study of Bush Terminal, the first tracks of the Bush Terminal Railroad were laid in about 1896. Portions of the First Avenue Rail Yard were in place by 1902. Tracks connected to the existing piers and warehouses as well as a passenger ferry at 39th Street and a rail float bridge at the end of Pier 6. By 1915 Bush had moved the float bridge to the foot of 51st Street, obtained franchises from the city for tracks on First and Second Avenues, extended sidings to all piers, warehouses and loft buildings, and established public freight stations and team track yards at 29th, 37th, 39th, 48th, and 54th Streets. Most of the rail tracks went out of service in the 1970s. In 1971 Bush Terminal Railroad obtained permission from the Interstate Commerce Commission to abandon its operations entirely. The city acquired the railroad property in 1971-1973 and turned operations over to the New York Dock Railroad.¹² The New York Cross Harbor Railroad Terminal Corporation (NYCH), which succeeded New York Dock in 1983, operated the line until 2006, when it was taken over by Mid Atlantic New England Rail, LLC. Most of NYCH's operating rights and carrier obligations have been transferred to New York New Jersey Rail, LLC, a subsidiary.

¹⁰ Flagg, p. 9

¹¹ Ibid

¹² Flagg, p. 8

8. Brooklyn Army Terminal (1918) (NRHP- 9/23/83) (S/NR-eligible, NYCL-eligible)

The Brooklyn Army Terminal, officially known as the U.S. Army Military Ocean Terminal, lies on 97 acres of land between Second Avenue and the waterfront, from 58th Street to 65th Street. It was built for shipping supplies and soldiers to military bases throughout the country and overseas. As the “New York Port of Embarkation and Army Supply Base” the terminal handled nearly 80% of all American supplies and troops and employed nearly 10,000 civilian workers during World War 2. The terminal buildings were constructed in 1918. They were designed by Cass Gilbert, noted architect of the Woolworth Building in Manhattan. These huge concrete industrial warehouses, with their long sky lit central galleries occupy a total of 47 acres. The Brooklyn Army Terminal was listed on the National Register of Historic Places on September 23, 1983.

9. E.W. Bliss Company (1892)

This imposing brick industrial building located on the southwest corner of First Avenue and 52nd Street housed the E.W. Bliss Company founded by Eliphalet Williams Bliss in 1867.¹³ The company manufactured tools, presses, and dies for use in sheet metal work. It also manufactured shells and projectiles for the Navy. At the time of E.W. Bliss's death in 1903 the company employed 1,300 men.



E. W. Bliss building



Rail tracks - 41st Street and Second Ave.



Federal Building #2

10. American Can Company (1917 & 1927)

The five-story American Can Company building, located on Second Avenue, between 43rd and 44th Streets, is made of reinforced concrete and has Art Deco design elements.

11. American Machine and Foundry Building (1915-1916)

The block-long industrial loft building located at 55th Street, between First and Second Avenues has been occupied since the late-1970s by Lutheran Medical Center.

12. National Metal Company (1885 & 1907)

The two buildings housing the National Metal Company in the early 20th Century show the changes in building materials and technology at the time. The older building, on the southeast corner of First Avenue and 42nd Street, is made of brick while the newer building, on the northeast corner of First Avenue and 43rd Street, is made of reinforced concrete. A notable feature of this building is the crenellated neo-Gothic tower. Sahadi Foods has recently renovated both structures.

13. Monarch Wine Building (1906)

This one-story 125,000 square foot building with attractive brick detailing is located on Second Avenue, between 44th and 47th Streets. It was built as part of the Bush Terminal complex. Both 45th and 46th Streets between First and Second Avenues are privately owned streets, designed as service entries to the factory.

¹³ The Bliss family estate was located nearby in what is now Owls Head Park. Members of the Bliss family are buried in Green-Wood Cemetery.

14. Federal Building # 2 (1916)

This eight story, 1.1 million square foot brick and concrete warehouse is located between Second and Third Avenues and 30th and 31st Streets. It was originally built as a storage warehouse for the U.S. Navy. It has been vacant since 2000, when the Food and Drug Administration, its most recent occupant, moved its laboratories to Jamaica, Queens. The Brooklyn Economic Development Corporation has spearheaded efforts over the past few years to acquire the building from the federal government and rehabilitate it for use as a light manufacturing incubator.

15. New York State Arsenal (1925)

The New York State Arsenal on Second Avenue, between 63rd And 64th Streets, is a precast-concrete former ordnance and quartermaster facility with limestone quoins.¹⁴ This vast structure, built in 1925, is currently occupied by Keeper's Self Storage Warehouse.

16. Brooklyn Railroad Building

This block-long red brick building between 58th and 59th Streets and Second and Third Avenues used to be the Brooklyn-Manhattan Transit Car Barns. It is now occupied by various manufacturing and warehousing uses.

East of Third Avenue

17. Sunset Park Historic District (NRHP- 9/15/88)

The Sunset Park Historic District extends from 38th to 64th Streets, between Fourth and Seventh Avenues. It comprises 3,237 residential buildings, largely three and four story limestone, brownstone and brick row houses built in the late 19th and early 20th Centuries, and is the largest such district in the northeast United States. It was designated by the federal government on September 15th, 1988 and listed on the National Register of Historic Places following nomination by the Sunset Park Restoration Committee. The individual buildings were assessed as a “cultural resource worthy of preservation due to their significance to American history.”



Green-Wood Cemetery



Sunset Park Historic District



Our Lady of Perpetual Help Basilica

18. Former 68th Precinct Station House and Stables (NYC Landmark / NRHP- 6/3/82)

This striking Romanesque Revival building on the southwest corner of Fourth Avenue and 43rd Street is a New York City landmark. It is also listed on the National Register of Historic Places (June 3, 1982). It was designed by George Ingram and constructed between 1890 and 1892 as the 18th Police Precinct House and Stable. It has been vacant and unutilized for many years. The Brooklyn Chinese American Association, which currently has site control, has plans to restore the building and develop it for housing and community facilities.

¹⁴ White, Norval and Willensky, Elliot, *AIA Guide to New York City*, Fourth Edition, Three Rivers Press, 2000. p. 688

19. Green-Wood Cemetery (NRHP- 3/8/97)

Green-Wood Cemetery lies between 20th and 37th Streets along Fifth Avenue and stretches up to McDonald Avenue and Fort Hamilton Parkway. It has 478 acres of grassy hills, shade trees and ponds and contains a large number of remarkable monuments and mausoleums. This pastoral Victorian burial ground was opened in 1840 and served as Brooklyn's first park by default long before Prospect Park was developed.¹⁵ It was listed on the National Register of Historic Places on March 8, 1997. Battle Hill, the highest natural point in Brooklyn (219 feet above sea level) lies within the boundaries of the cemetery, offering sweeping views of the New York harbor. Many notable individuals are buried here, including Governor DeWitt Clinton, Peter Cooper, Samuel F.B. Morse, "Boss" Tweed, Henry Ward Beecher, Nathaniel Currier and James Ives. It was the first cemetery in New York, and second in the nation, to deviate from the traditional small churchyard format.

20. Green-Wood Cemetery Gate and Gatehouse (NYC Landmark)

Richard M. Upjohn designed Green-Wood Cemetery's Gothic Revival main entrance gate and gatehouse on Fifth Avenue, opposite 25th Street. It was constructed between 1861 and 1865 and is a New York City landmark.

21. Former Sunset Park Courthouse (NYC Landmark)

The former Sunset Park Courthouse, built in 1931 in the Classical Revival style, is located on the east side of Fourth Avenue, between 42nd and 43rd Streets. It currently houses the Community Board 7 office as well as the main applicant processing division of the New York City Police Department. It is one of only two courthouse buildings known to have been designed by the architect Mortimer Dickerson Metcalf, who assisted with the design of Grand Central Terminal. It was designated a New York City landmark on June 26, 2001.

22. Former Weir and Company Greenhouse (NRHP-5/10/84)

This greenhouse, resembling a miniature crystal palace, once served Green-Wood Cemetery. It is located on the southwest corner of Fifth Avenue and 25th Street. The building was designed by G. Curtis Gillespie and built in 1895. It was listed on the National Register of Historic Places on May 10, 1984.

23. Sunset Play Center, New York City Department of Parks and Recreation.

The Sunset Park Play Center, also known as the Sunset Park Recreation Center is located in Sunset Park at 7th Avenue, between 41st and 44th Streets. It was designed by architect Aymar Embury II and was constructed by the WPA in 1936, during the Great Depression.

24. Our Lady of Perpetual Help Basilica (1925)

Our Lady of Perpetual Help Basilica is located on Fifth Avenue between 59th and 60th Streets. This massive granite building, constructed in the Romanesque style, can be clearly seen from Upper New York Bay.

25. St. Michael's Roman Catholic Church

St. Michael's Church, located on the southwest corner of Fourth Avenue and 42nd Street, was designed by Raymond F. Almirall and built in 1905. This church, with its distinctive "beehive" spire dominates the Sunset Park skyline.

26. Our Lady of Czestochowa

This Roman Catholic Church at 183 25th Street, between Third and Fourth Avenues, was built in the late 19th Century. It was the center of worship for the early Polish community.

¹⁵ Ibid, p. 687

Recommendations

New Connections, New Opportunities

A 197-a Plan for the Sunset Park Waterfront

Community Vision

The Sunset Park 197-a Plan is built upon a vision of the Sunset Park waterfront as a sustainable mixed-use neighborhood that promotes regional and local economic development, fosters a healthy living and working environment, and reconnects upland residential communities to the water's edge.

Goals

- **To promote industrial redevelopment and job creation in Sunset Park while retaining existing industrial jobs.**
- **To maximize waterfront access and open space opportunities in combination with industrial and waterfront redevelopment.**
- **To preserve existing industrial, commercial and residential uses and fabric in the area east of First Avenue.**
- **To encourage development that places a minimal environmental burden on adjacent residential communities.**

Economic Development

Sunset Park's designation as a Significant Maritime and Industrial Area as well as a State Empire Zone, and its inclusion in the recently established Southwest Brooklyn Industrial Business Zone, signify its importance as an economic engine for the city and the region and its potential for economic development and growth. After a period of substantial decline in the 1960s and 1970s this industrial neighborhood is now on the rebound. While the waterfront itself has remained largely derelict and underutilized, a significant amount of new investment has occurred in the immediate upland areas. Construction of single story warehouses between Second and Third Avenues, capital expansion by Lutheran HealthCare, rehabilitation of Loft #1 at 37th Street by Bush Terminal Associates, and rehabilitation of the American Can Company building by Sahadi Foods on First Avenue and 43rd Street all indicate growing confidence in the area.

The importance of increasing and expanding economic revitalization efforts in Sunset Park is clear from the following:

- Redevelopment of the industrial waterfront has taken on heightened significance since the September 11, 2001 attack on the World Trade Center, particularly with respect to economic diversification and decentralization efforts in New York City.
- As a prime “gateway” neighborhood Sunset Park has a large local labor pool comprised of recent immigrants who would benefit substantially from increased economic activity on the waterfront.
- Sunset Park remains an important resource for maritime and industrial development and expansion at a time when other industrial waterfronts and manufacturing districts have succumbed to market forces and are being converted to residential and commercial use as well as public open space.

Development Principles

The following principles should guide economic development efforts in Sunset Park:

- Preference should be given to maritime or water-dependent uses on the waterfront that will maximize Sunset Park's hydrological assets and favorable location in the New York harbor;
- Both interim and long-term uses should generate a significant number of jobs;
- Maximum protection should be given to existing jobs and businesses in the area;
- Maximum opportunity should be provided for integrating Sunset Park's immigrant economies with the broader regional economy and creating upward mobility for immigrant workers.
- Wherever possible, revenue from the leasing of city-owned properties should be targeted to improvements within the area for the benefit of the local community.

Strategies

Community Board 7 (CB7) proposes the following broad strategies for economic revitalization on the Sunset Park waterfront:

Address regional and citywide economic development needs by capitalizing on available underutilized city-owned land on the waterfront; maximizing existing resources; and maintaining the affordability of industrial space.

Address local business needs and concerns by promoting business, job and workforce development; preserving and upgrading existing infrastructure; minimizing the impact of waterfront development, transportation improvements and infrastructure upgrades on existing businesses; and improving the quality of the business and work environment.

Recommendations

A. Capitalize on available underutilized city-owned land on the waterfront for job intensive, environmentally sustainable maritime or industrial development.

Continued use of the Sunset Park waterfront for maritime and water-dependent industrial activities is consistent with its designation as a Significant Maritime and Industrial Area and with New York City's New Waterfront Revitalization Program, specifically Policy 2, which states: "...Because SMIA's are ideally suited for water-dependent uses, priority would be given to maritime uses or uses that incorporate water-dependent activities."¹ However, there should be some allowance for other forms of industrial development, subject to extensive community consultation, in the event that there is a limited market for exclusively maritime uses, in order to return large parcels of underutilized land along the waterfront to profitable use.

- 1. The New York City Economic Development Corporation (EDC) should pursue development of job-intensive, high performance, state-of-the-art maritime, industrial and related transportation uses on vacant or underutilized city-owned waterfront property north of 43rd Street, including the South Brooklyn Marine Terminal (SBMT); east of Marginal Street, between 43rd and 51st Streets; and south of 52nd Street, in consultation with the community. The City should explore innovative strategies such as new approaches to property management and land uses to increase the activation of vacant industrial space without threatening or compromising the industrial integrity of the area.**

CB7 supports the development of port facilities on the waterfront, for the handling of automobiles, break bulk cargo or containers, where feasible, primarily for their job generating potential. However, such development must adhere to sustainable development principles aimed at reducing waste and pollution, increasing resource efficiency, enhancing public health and safety, and providing adequate opportunity for public access to and enjoyment of the waterfront.

Emphasis should be placed on "green port" and "eco-industrial" development that incorporates "high performance" or "green building" technology; use of alternative energy sources; and reliance on rail rather than trucks for the movement of freight. Appendix 3 provides examples of green port and eco-industrial park development and technology, both in the United States and abroad. (See Environment and Public Health recommendation A.1)

Note:

Although both EDC and the Port Authority of New York and New Jersey (PANY/NJ) proposed the development of a major container facility in Sunset Park several years ago, the recently completed Comprehensive Port Improvement Plan (CPIP) for the Port of New York and New Jersey presents that as a less likely development scenario than an auto port or general cargo facility for SBMT and the waterfront as a whole.

According to the CPIP even if a cross harbor rail tunnel were built there would be significant disadvantages to developing a container port in Sunset Park. The cost of development is the highest of all options studied - including autos, general cargo, dry bulk and liquid bulk; a significant amount of marine fill would be required to develop landside capacity; and highway access, for the majority of containers leaving by truck, is unsatisfactory.²

¹ *The New Waterfront Revitalization Program*, NYC DCP, 2002

² *Comprehensive Port Improvement Plan*, Volume 1 (p.406, Section 16.4.1), CPIP Consortium, Port of New York & New Jersey. Halcrow, Gannett Fleming, et al., September 2005.

Development of SBMT as an auto port and break bulk facility and for barge-based recycling seems a more viable option, both in the short-term and the long-term. The Community Board has endorsed the Axis Group's proposal for an auto port and break bulk facility in this location as well as Sims Hugo Neu's proposal for a barge-based recycling center and advocated long-term leases in both cases to ensure economic and job stability. These developments together will bring approximately 300 new jobs to the area. (Appendices 5, 7, 8 and 9)

CB7 would be receptive to the siting of a container facility on the Sunset Park waterfront, subject to construction of a cross harbor rail freight tunnel, if it were built to environmentally acceptable standards and ensured a significant amount of local jobs. However, it would need to be located in the southern portion of the waterfront, close to the 65th Street Rail Yard. This location is more suited to long-term container port development because it would provide immediate access to the rail freight network and minimize the use of local streets by truck traffic. While supporting maritime/industrial revitalization efforts on the Sunset Park waterfront the Community Board has consistently stated its opposition to development that will substantially increase local truck traffic and emissions in the area.

B. Maximize existing resources.

CB7 supports inclusion of the Sunset Park waterfront in the Southwest Brooklyn Industrial Business Zone (IBZ), the boundaries of which were approved by the city's IBZ boundary Zone Commission on April 6, 2006. This initiative, part of the city's new Industrial Policy, will address many of the concerns of the local community as well as citywide business interests by: protecting against real estate speculation and residential conversions; providing a stable environment for business investment and job development; providing relocation options for firms displaced from rapidly transitioning areas; and expanding the level of incentives and assistance programs available to businesses in the area.

1. Consider additional measures to strengthen the Southwest Brooklyn Industrial Business Zone and preserve affordable manufacturing and industrial space.

IBZs depend upon a range of incentives to encourage manufacturing business and job development and discourage other types of uses. However these may not be enough to protect against encroaching large-scale retail and office uses that can generally afford higher rents, and less desirable uses such as waste transfer facilities and power plants. Additional, enforceable protections may be needed to provide ongoing opportunities for the development and expansion of New York City's critical manufacturing and industrial sector.

Thought should be given to adopting a new kind of zoning tool that would strengthen Southwest Brooklyn and other IBZs in New York City such as the ***Industrial Employment District (IED)***, spearheaded by Zoning for Jobs, a coalition of groups including the New York Industrial Retention Network (NYIRN), the Pratt Center for Community Development, and the Municipal Art Society, currently being considered by the City Council.³

Resolution 141, introduced by Council Member Katz and other sponsors in March 2006, provides for the filing of an application by the City Council Land Use Committee for a text amendment to the New York City Zoning Resolution to create a Special Industrial Employment District "...designed to protect existing and encourage new manufacturing uses in certain parts of the city..." - moving beyond mere provision of incentives and financial assistance in IBZs to more permanent enforceable zoning regulations.⁴

We urge the city to consider the benefits of additional zoning restrictions in the Sunset Park portion of the Southwest Brooklyn IBZ and other manufacturing areas that may be threatened by

³ See *Zoning for Jobs* web page at: <http://www.nyirn.org/zfj/ied.php>

⁴ New York City Council: Res 0141-2006. Although the Land Use Subcommittee on Zoning and Franchises held a hearing on Resolution 141 in September 2006, it has not yet been voted out of committee. This is largely in response to a request by the Mayor's Office of Industrial and Manufacturing Businesses that sufficient time first be given to determine the effectiveness of the newly created IBZs.

competing uses. The following actions should be taken in the interim, as part of the IBZ initiative, to capitalize on existing available publicly- and privately-owned resources in the waterfront study area.

2. DCP and EDC should provide technical assistance and advice to community volunteers to conduct a lot by lot land use survey in the waterfront study area.

As stated in the land use analysis, the Sunset Park waterfront has experienced significant changes since the 1950s, with older maritime and transportation uses supplanted by new industrial uses as well as commercial and office uses. Multi-story industrial loft buildings now support a range of uses. Many of these changes may not be reflected in the city's current land use map.

3. Planning for the Sunset Park portion of the IBZ should involve the Community Board as well as local industrial and community development organizations and institutions and should consider the goals, strategies and recommendations set forth in the Sunset Park 197-a Plan.

4. EDC, IMB and SBS should work with Community Board 7, DCP, the Buildings Department and local business and community interests, as agency resources are available, to identify vacant or underutilized City-owned buildings and lots throughout the waterfront study area - based upon a thorough assessment of land uses - that may provide opportunities for (a) the development of new industrial businesses and services in Sunset Park; (b) the expansion of existing businesses; (c) relocation of businesses displaced from other parts of the city or by future port development or transportation improvements; and (d) supportive services such as a vocational training center, day-care facilities, local retail facilities, and parking.

Federal Building #2, the vacant General Services Administration property at 850 Third Avenue, serves as an example. CB7 strongly supports efforts by EDC and the Brooklyn Economic Development Corporation (BEDC) to acquire this property and rehabilitate it for a range of light industrial and supportive uses.

5. The City should promote the retrofitting of privately-owned multi-story industrial loft buildings through the provision or marketing of tax incentives, tax exempt bonds, and rehabilitation loans, to accommodate new manufacturing and industrial uses. The City should explore innovative strategies such as new approaches to property management and land uses to increase the activation of vacant industrial space without threatening or compromising the industrial integrity of the area.

To provide appropriate space for today's smaller industrial firms, large buildings might need to be subdivided into smaller, more efficiently configured spaces. Innovative approaches may be needed to make retrofitting and modernizing older loft buildings economically feasible. Many of the older, privately-owned industrial buildings in Sunset Park are not suited to current manufacturing processes and need substantial investment in order to be profitable. The Mayor's Office for Industrial and Manufacturing Businesses (IMB), working with EDC and the Southwest Brooklyn Industrial Development Corporation (SWBIDC), the Industrial Business Solutions Provider for the IBZ, should widely market existing financial incentive and rehabilitation loan programs to encourage refurbishment and upgrading of these buildings and facilitate their adaptation for a range of manufacturing uses.

The Industrial Commercial Incentive Program (ICIP), for instance, administered by the Department of Finance (DOF), provides partial exemptions from, or abatement of real estate taxes for eligible industrial or commercial buildings that are constructed, modernized, rehabilitated, expanded or otherwise physically improved. The Small Industry Incentive and

Industrial Incentive Programs, Manufacturing Facilities Bond Program, and Credit Enhanced Bond Program, administered by the New York City Industrial Development Agency (NYCIDA) facilitate the purchase, construction, or renovation of industrial real estate and the acquisition of new equipment.

- 6. EDC should expand redevelopment efforts at the city-owned Brooklyn Army Terminal to encompass the entire facility, in order to accommodate new or expanding as well as relocating industrial businesses.**

BAT Building A has recently undergone substantial renovation and is currently being marketed for commercial and light manufacturing use. Every effort should be made to fully develop the **entire** BAT complex, including the former laundry building and areas currently used for parking that may accommodate additional uses, in order to maximize this important existing resource and expand the supply of affordable industrial space.

C. Maintain the affordability of industrial space.

Competition for industrial space from office development and big box retail has encouraged speculation in the study area and led to higher rents that are out of reach for many start up companies and may potentially result in the displacement of existing industrial businesses.

- 1. The City should make every effort to preserve publicly-owned industrial property in the waterfront study area, managed by EDC or by non-profit entities, to ensure an ongoing supply of affordable rental space for small and medium-sized start-up companies and for businesses wishing to expand or relocate to Sunset Park.**

In addition to ongoing work at the Brooklyn Army Terminal and efforts to acquire and rehabilitate Federal Building #2, EDC should:

- a. refurbish and upgrade the city-owned Bush Terminal Industrial Complex to support existing businesses and maximize business development and expansion opportunities; and**
 - b. refurbish and upgrade the city-owned Brooklyn Wholesale Meat Market, in consultation with existing and prospective tenants.**
- 2. The City should encourage private development of affordable rental industrial space in Sunset Park through the provision of tax and other financial incentives.**

D. Promote business, job and workforce development.

- 1. The City should adequately fund SWBIDC, the Industrial Business Solutions Provider for the Southwest Brooklyn IBZ, to enable it to serve the needs of existing businesses and attract new businesses to Sunset Park in coordination with citywide efforts, per the city's new industrial policy.**

SWBIDC should be provided with sufficient funding to enable it to aggressively market relocation, tax incentive, and other programs offered by local, state and federal governments in order to attract new, job-intensive and environmentally beneficial businesses to Sunset Park and assist existing businesses in their expansion efforts.

⁵ Under the city's new industrial policy EDC is seeking to extend tax waivers and tax benefits available through NYCIDA and the Commercial Expansion Program to developers of industrial rental space outside of Manhattan and in the Industrial Business Zones.

- 2. EDC, the Department of Small Business Services (SBS) and SWBIDC should work with Community Board 7 and with local community and economic development organizations to market entrepreneurship opportunities on the waterfront to Sunset Park's upland immigrant communities.**

Entrepreneurship and job opportunities on the waterfront should be targeted to the upland immigrant communities, with particular emphasis on creating businesses and jobs that are linked to the regional economy and promote upward mobility rather than service-oriented jobs that merely serve local consumptive and service needs.

- 3. The City should explore the possibility of developing a vocational training center on the waterfront that would prepare students for jobs in maritime, manufacturing, green building and new hi-tech industries in the area.**

Unutilized or underutilized industrial space on the waterfront may be suitable for adaptive reuse as an educational facility. The vacant BAT "administration" building at the foot of 58th Street could serve such a purpose or space could be allocated in BAT Building A. The feasibility of including educational or training facilities in Federal Building #2 or underutilized space in the Bush Terminal Industrial Complex should also be explored.

As discussed in the existing conditions analysis, there is substantial need for job training and improvement of work skills not only among recent immigrants to Sunset Park but also among out-of-school and out-of-work youth.

The Sunset Park waterfront is an appropriate location for developing skills in established industries as well as new maritime and recycling operations at SBMT. It would also be a good training ground for jobs in the emerging bioscience, green manufacturing and green building industries that are being heavily promoted by the city and attracted to the area.⁶ Rather than conflict with educational uses, active maritime and industrial operations would provide valuable apprenticeship and internship opportunities and potential access to future jobs.

Development of a vocational training center could be accomplished through a public-private partnership involving EDC, SBS, IMB, SWBIDC, local community organizations and an academic institution such as Polytechnic University that may be interested in establishing a branch or campus in Sunset Park. Hunts Point Works, the recently established employment and training center at the relocated Fulton Fish Market in the Bronx, managed by the Hunts Point Economic Development Corporation, and Automotive High School in Brooklyn CD1 could serve as models.

- 4. The City should provide additional funding and/or resources for existing job training and entrepreneurship training programs.**

Adequate support should be provided for independent job training programs as well as on-the-job training. Particular consideration should be given to the language and cultural needs of new immigrants.

SWBIDC should work with SBS to develop a comprehensive list of job training and entrepreneurship training programs and actively promote these programs throughout CD7, targeting upland immigrant communities in particular.

- 5. The City should promote job training and job placement for persons with disabilities in Sunset Park.**

The Mayor's Office for People with Disabilities should work with SWBIDC, EDC, SBS and IMB to inform local residents and businesses of employment, education, training and information services, including New York State's Vocational and Educational Services for Individuals with

⁶ "Council launches initiative to grow environmentally friendly building industry" The Council of the City of New York, Office of Communications, August 15, 2006

Disabilities (VESID), available at New York City Workforce 1 Career Centers as well as community-based organizations and educational institutions throughout New York City.

- 6. *The Department of Youth and Community Development (DYCD) should maintain the expanded Summer Youth Employment Program in Sunset Park as well as the year-round employment program.***

E. Preserve and upgrade existing infrastructure.

Improvements to roadways, rail lines, piers and bulkheads, as well as water, sewer, telecommunications and utility lines are essential to the revitalization of Sunset Park's working waterfront as well as business development and expansion efforts in the study area as a whole. Recommendations for road and rail improvements are covered under Transportation. Recommendations regarding sewage infrastructure are covered under Environment and Public Health.

- 1. *IMB, EDC and SWBIDC should work closely with city and state agencies, as well as utility and telecommunications companies, to promote comprehensive infrastructure improvements and upgrades throughout the waterfront study area in coordination with economic revitalization efforts.***

Under the City's new industrial policy, each IBZ will undergo a planning study to identify issues and opportunities specific to that IBZ and develop targeted solutions. The Community Board strongly urges IMB to commence area planning for the Sunset Park portion of the Southwest Brooklyn IBZ as soon as possible and to coordinate with other agencies as well as utility and telecommunications companies, in order to maximize economic development opportunities and enhance revitalization efforts.

F. Minimize the impact of waterfront development, transportation improvements, and infrastructure upgrades on existing businesses.

- 1. *City and state agencies undertaking maritime, industrial and open space development or transportation and infrastructure improvements in the study area should continue their coordination with each other in the development of work plans, construction schedules and detouring strategies in close coordination with each other and in consultation with the local business community as well as the Community Board. They should also continue to coordinate with the MTA with regard to the rerouting or rescheduling of bus routes.***

G. Improve the quality of the business and work environment.

- 1. *The City (EDC, SBS, NYCIDA, and DOF) should encourage building owners to undertake façade and window improvements by developing – and/or promoting awareness of – rehabilitation loans and incentive programs.***
- 2. *The City (EDC, SBS) should encourage or offer incentives to building owners to repair their sidewalks, improve illumination along sidewalks and install trees and planters, where feasible, particularly along waterfront access corridors.***
- 3. *The City should establish a task force of relevant agencies to identify areas plagued by illegal dumping and expedite cleanup.***

Establishment of an inter-agency task force – that would consult with state and federal agencies where necessary - would ensure coordination among various entities with overlapping jurisdictions.



Federal Building #2




BAT parking lot along Second Avenue





Bush Terminal warehouses along Marginal Street





Major Recommendations


- 
 Sunset Park portion - Southwest Brooklyn Industrial Business Zone (IBZ)
 - Adopt additional measures to strengthen the IBZ and preserve manufacturing and industrial space.
 - Provide incentives for retrofitting privately-owned industrial loft buildings to accommodate new manufacturing and industrial uses.
 - Provide incentives for private development of affordable rental industrial space.
 - Ensure broad community participation in area planning. Consider goals, strategies and recommendations in the 197-a Plan.
 - Use floor area as well as lot area in assessing existing land uses, to provide a meaningful basis for area planning.


- 
 Develop underutilized city-owned waterfront property for job-intensive, high performance maritime, industrial and transportation uses.


- 
 Rehabilitate Federal Bldg #2 and identify other publicly- and privately-owned underutilized industrial properties that may provide space for business development and expansion.

- 
 Upgrade EDC leaseholds: Bush Terminal Industrial Complex (a), Brooklyn Wholesale Meat Market (b); and BAT Bldg A (c), to preserve existing affordable industrial space.

- 
 Expand redevelopment efforts at BAT to maximize opportunities for affordable industrial space.

- 
 Develop a vocational training center in the IBZ. Potential Sites: BAT "administration" Bldg. (1); BAT Bldg. A (2); Federal Bldg. #2 (3); Bush Terminal Industrial Complex (4)

- 
 Discourage retail and office development unless it directly supports or services industrial uses or reinforces waterfront access corridors

- 
 Undertake comprehensive telecommunications and utility upgrades throughout the study area, in coordination with economic revitalization efforts.

**Sunset Park 197- a Plan
Community Board 7**

**Map R-2
Economic Development**

Map created by Elena Patarini - May 2007



Transportation

Sunset Park's economic competitiveness is highly dependent upon a good local transportation infrastructure and easy access to the regional and national freight network. Increased industrial activity on the waterfront is expected to place increased demands on existing transportation systems. The ability to accommodate freight movement needs in the area without compromising the public need for higher environmental quality and waterfront access is central to any economic revitalization effort.

Development Principles

Improvements or additions to transportation infrastructure and services in Sunset Park should be guided by principles of public health and safety, environmental sustainability and quality of life as well as cost and operational efficiency.

Strategies

Address transportation issues and needs in Sunset Park by upgrading the street and highway infrastructure; improving the efficiency of freight movement to, from and within the area; improving public transportation services; and facilitating safe and easy pedestrian and bicycle access to the waterfront. The high number of transportation projects under different agencies and jurisdictions also suggests the need for a coordinated transportation improvement strategy for the area with a high level of communication among all parties.

Recommendations

A. Upgrade the street and highway infrastructure

The Gowanus Expressway

The Gowanus Expressway - Interstate I-278 - falls under the jurisdiction of the New York State Department of Transportation (NYS DOT) and is not within the scope of the 197-a Plan. However, since the elevated highway has such a powerful impact on Sunset Park – not only in terms of transportation but also in terms of economic development, public health and waterfront access, it is considered integral to the Community Board's comprehensive vision for waterfront revitalization. Appendix 10 includes additional recommendations aimed specifically at NYS DOT with respect to the Gowanus Expressway Project.

- 1. New York City's Department of Transportation (NYC DOT) should work with NYS DOT to improve access to and exit from the Gowanus Expressway in Sunset Park, whether the highway is tunneled or remains elevated.***
 - a. If the viaduct is reconstructed, the existing off-ramps at 38th and 39th Streets should be realigned to improve traffic flow and reduce the high rate of accidents in this location.***
 - b. On-ramps should be provided at a more central location in Sunset Park in order to reduce congestion along Third Avenue and other local streets.¹***
 - c. Consideration should be given to providing additional off-ramps south of 38th and 39th Streets to reduce the amount of traffic coming off the 65th Street exit onto Third Avenue and improve safety at the 60th Street intersection.***

¹ Construction of an outbound on-ramp to the elevated highway (toward Staten Island) in the vicinity of existing off-ramps at 38th and 39th Streets is feasible and would not result in the taking of property. However, development of an inbound on-ramp (toward Manhattan) in this location could result in takings and is less desirable.

- 2. NYC DOT should develop alternate routes for trucks that are denied access to a tunnel for safety or other reasons, in consultation with the community.**

Certain trucks will be denied access, if the Gowanus Expressway viaduct is replaced with a tunnel, because of the hazardous nature of the loads they carry. It is likely that these trucks will travel along Third or Fourth Avenue and through residential neighborhoods until they can reconnect to the highway at or above grade. Careful consideration should be given to the number of trucks that may be diverted onto local streets when determining the safest and most efficient routes.

Local Streets: Third Avenue

- 3. Plans by DCP and NYC DOT for the redevelopment of Third Avenue - if the Gowanus Expressway is replaced with a tunnel - should involve extensive community consultation and adhere closely to the principles, goals and objectives of the 197-a Plan.**

Demolition of the viaduct would remove one of the biggest barriers to the waterfront and stimulate the revitalization of Third Avenue. The width of the avenue could be reconsidered. Narrowing of the right-of-way would create a range of development opportunities. Careful planning would maximize these opportunities while protecting industrial and residential uses from potential displacement as a result of any increase in property values.

- 4. NYC DOT should seek permission from NYS DOT to undertake extensive improvements to lighting and street signage under the Gowanus Expressway viaduct if the highway is reconstructed rather than tunneled.**

The Community Board should be consulted in determining the kind of lighting and signage that should be installed.

Local Streets: West of Third Avenue

- 5. NYC DOT should undertake a study of roadway conditions throughout the waterfront study area and implement a comprehensive road repair and resurfacing program.**

This should be done in close coordination with the Department of Design and Construction (DDC) and other city agencies such as EDC, the Department of Environmental Protection (DEP) and the Department of Sanitation (DSNY), as well as utility and telecommunications companies.

Many of the streets in the waterfront study area are in deteriorated condition, particularly sections of First and Second Avenues that still contain cobblestones and rail lines, and streets sloping down to the waterfront between 29th and 42nd Streets. Deep ruts and potholes, missing or uneven cobblestones and rail track gullies impede traffic flow and make it difficult to conduct business. EDC is proceeding with construction plans to repair the First Avenue Rail Line and remove tracks on Second Avenue, as part of its First Avenue Rail Improvement Plan. These repairs will improve conditions along First and Second Avenues immeasurably. Repairs to water and sewer systems and utility upgrades will also affect roadway conditions and traffic circulation and should be integrated with the roadway improvement program.

- 6. EDC should encourage Bush Terminal Associates to reconstruct the private right-of-way on First Avenue, between 39th and 42nd Streets.**

EDC has acquired an easement between 39th Street and 41st Street on First Avenue currently owned by Bush Terminal Associates, in order to extend the First Avenue Rail Line to SBMT. The property owner should be encouraged to upgrade the portion of the roadway *outside* of the easement. Failure to do so should result in acquisition by the city.

Parking

Long-term measures:

- 7. DCP and NYC DOT should explore alternative locations for off-street public parking, in consultation with Community Board 7, if the Gowanus viaduct is demolished and Third Avenue becomes a boulevard.**

Demolition of the viaduct and reconstruction of Third Avenue would effectively eliminate all 644 available parking spaces in the Gowanus Municipal Parking Field and significantly increase competition for on-street parking on local streets.

- 8. EDC should ensure that there is adequate provision for parking in future development projects on city-owned property.**

Interim measures:

- 9. EDC and NYC DOT should explore appropriate locations for additional off-street public parking in the waterfront study area.**

Increased business activity in the industrial area and creation of recreational and cultural facilities on the waterfront will increase demand for parking.

- a. EDC, as recommended in the EDC Vision Plan, should consider decked parking and vertical parking structures, where feasible, to support economic development.**
- b. NYC DOT, along with DSNY, should explore the possibility of relocating the existing BK 10 and BK 7 sanitation garage at 51st Street and First Avenue to other locations in CD10 and CD7, and providing public parking - in addition to open space and recreational uses - at this location, to serve surrounding businesses as well as visitors to the proposed park and recreational facilities at Bush Terminal Piers.**

B. Improve the efficiency of freight movement to, from and within the area.

Truck Freight

- 1. EDC should work with NYC DOT to ensure that truck traffic associated with new maritime, industrial and municipal facilities in Sunset Park is accommodated in way that does not exacerbate congestion in the area or conflict with public waterfront access.**

Economic revitalization efforts on the Sunset Park waterfront could generate a significant amount of additional truck traffic in the area, despite plans for increased rail and barge transportation. This may have a substantial impact on both businesses and the general public, not only in terms of increased congestion on local streets and highways, but also in terms of potential conflicts with public waterfront access. CB7 has clearly stated its concerns regarding the amount of truck traffic that will be generated by the Hamilton Avenue Marine Transfer Station and the proposed recycling facility at SBMT.²

- a. EDC should coordinate with NYC DOT to ensure that the location and alignment of on- and off-ramps in plans for the Gowanus Expressway take increased, locally generated truck traffic into consideration. Special efforts should be made to provide the most**

² Community Board 7 Resolutions - Appendices 4 and 5

direct access for trucks serving new maritime and industrial uses at SBMT, whether the highway is tunneled or remains elevated.

- b. NYC DOT should coordinate truck route improvements in Sunset Park with EDC's economic development efforts as well as open space and greenway planning, in close consultation with Community Board 7 as well as local organizations, residents and businesses. (See Open Space and Waterfront Access Recommendation A.1)**

NYC DOT's *Truck Route Management and Community Impact Reduction Study*, released in March 2007, does not give sufficient regard to the potential increase in locally generated truck traffic in Sunset Park as a result of economic revitalization on the waterfront.³ Neither does it consider potential conflicts between truck traffic and visitors to the proposed waterfront park at Bush Terminal Piers or cyclists and pedestrians on the proposed Sunset Park Greenway.

- 2. NYC DOT should consider making 20th and 39th Streets one-way truck routes.**

20th Street and 39th Street are currently designated as two-way truck routes. However, both streets are narrow, carry heavy volumes of truck traffic, and are frequently congested. In addition to improving signage NYC DOT should consider making them one-way truck routes, with 20th Street possibly running eastbound and 39th Street possibly running westbound.

- 3. The City should explore alternative, more direct routes for freight traveling between Newark and JFK airports as a means of reducing the volume of truck traffic on the BQE/Gowanus corridor.**

Consider potential intermodal freight connections between Newark and JFK airports, utilizing the proposed cross harbor rail freight tunnel and the Bay Ridge line, as suggested by former Brooklyn Borough President, Howard Golden.⁴ Consider commercial ferry transport or utilization of the existing rail float bridges at the 65th Street Rail Yard as interim measures until such time as a rail freight tunnel may be developed.⁵

- 4. The City should provide funding to explore ways of consolidating freight delivery to reduce the volume of local trucking.**

Such a study could be undertaken by SWBIDC, in consultation with transportation and trucking consultants.

Rail Freight

While substantial improvements can be made to the movement of trucks throughout Sunset Park, emphasis should be placed on rail transportation in waterfront revitalization efforts. According to the New Waterfront Revitalization Program, "...Projects that facilitate, support, or result in the construction and operation of rail freight facilities and intermodal freight transportation are consistent with the goals and the intent of Sunset Park's designation as a Significant Maritime and Industrial Area."⁶

³ *New York City Truck Route Management and Community Impact Reduction Study*, Edwards and Kelcey Engineers, Inc., New York City Department of Transportation, March 2007. Final report available on the NYC DOT website at: www.nyc.gov/html/dot/html/motorist/truckrtmgmt.html

⁴ The Southern Brooklyn Transportation Investment Study (TIS) being conducted by the New York Metropolitan Transportation Council (NYMTC) includes the following categories: local circulation, auto travel, goods movement, and mass transit. Among the subjects suggested for study within each of these categories is the evaluation of potential rail freight access from a proposed cross harbor rail freight tunnel to JFK airport via the Bay Ridge line.

⁵ The Mayor's proposal for congestion pricing in PlaNYC, which includes a charge of \$21 for trucks entering Manhattan between 6am and 6pm on weekdays, would raise substantial funds for transportation improvements and help reduce the amount of truck traffic in Manhattan. It is not clear, however, to what extent this will alleviate truck traffic congestion on the Gowanus/BQE corridor. Appendix 10 includes a further strategy for reducing through truck traffic in this area, i.e. the return of a two-way toll on the Verrazano-Narrows Bridge.

⁶ *The New Waterfront Revitalization Program*, p.13

Long-term measures:

- 5. Support improvements to the regional rail freight network as a means of alleviating congestion on the Gowanus/BQE corridor and other through truck routes in New York City.**

Interim measures:

- 6. EDC should work with the Port Authority of New York and New Jersey (PANYNJ) to expedite rail float development and operations in Sunset Park.**

The Community Board supports the use of float bridges and rail lines to move freight as a means of reducing truck traffic in the area. Rail float operations at the 65th Street Rail Yard should be activated as soon as possible and efforts by EDC to develop additional rail float capacity at SBMT should be supported.

- 7. EDC should preserve and upgrade existing rail infrastructure in coordination with open space and greenway planning as well as the Gowanus Expressway Project.**

CB7 generally supports EDC's plans to rehabilitate the First Avenue Rail Line, including rehabilitation of Brooklyn Army Terminal (BAT) tracks; reconstruction or replacement of rail sections along First Avenue; removal of the "S" curve segment between First and Second Avenues at 41st Street; and continuation of the rail tracks north along First Avenue and the extension of First Avenue to a new on-dock rail yard at the South Brooklyn Marine Terminal. These efforts should be closely coordinated with the Bush Terminal Piers Open Space Project and with the planning and development of a Sunset Park greenway in order to address potential conflicts between freight operations and public access to and along the waterfront. Similarly, rail improvements should be coordinated with proposed ramp improvements and tunnel alignments for the Gowanus Expressway Project.

- 8. EDC should make better use of existing rail infrastructure by promoting rail service to businesses where, and if, feasible.**

EDC should work with IMB, SBS and SWBIDC to promote the use of existing rail lines and rail float operations by existing businesses as well as those considering locating in Sunset Park.

C. Improve Public Transportation

High priority should be given to public transportation improvements as a means of facilitating public access, reducing auto dependency and improving environmental quality in Sunset Park.

Bus service

- 1. NYC Transit, in consultation with Community Board 7, should develop plans to expand bus service in the waterfront study area in order to accommodate heightened industrial activity and waterfront access needs. Specific consideration should be given to:**
 - a. Explore, as recommended in the EDC Vision Plan, extension of the B-70 bus line from 39th Street and 1st Avenue to 59th, in conjunction with the opening of Bush Terminal Piers Park, and increased activity at both Bush Terminal and Brooklyn Army Terminal.**
 - b. Extending the B35 and B70 routes - which currently terminate at First Avenue and 39th Street - down First Avenue, with stops at 43^d Street and 51st Street, to provide public transit access to the proposed park at Bush Terminal Piers and related**

cultural/historic destinations. Alternatively, relocation of the bus turnaround at 39th Street and First Avenue to Marginal Street, in close proximity to the park.

- c. Extending the B11 route down 51st Street, with a stop at First Avenue, to provide access to the park and related cultural/historic destinations.*
- d. Connecting the B35 bus route - which currently runs down 39th Street - directly to the 36th Street subway station, to facilitate intermodal transfers.*

- 2. The City should accommodate, if NYCDOT and TLC standards are met, the establishment of a commuter van service operated by a private party authorized by the DOT and operating pursuant to TLC rules, connecting Fourth Avenue subway stations and upland neighborhoods to existing and new waterfront uses, including manufacturing centers, the 58th Street ferry terminal, potential additional ferry service at 39th Street, and the Bush Terminal Piers Waterfront Park.**

Jitney services provide more flexible transportation options than scheduled city bus service and are popular with low-income and elderly residents in many cities in the United States. The Regional Plan Association has advocated the use of jitneys or dollar vans to serve residents and employees on the Brooklyn waterfront. These would be privately operated vans or minibuses traveling along semi-fixed routes, with the possibility of a "Dial-a-Ride" feature offering door-to-door service.⁷

Subway service

- 3. The MTA should study potential increased demand for subway service in Community District 7 as a result of population growth as well as economic development and respond accordingly.**

The high rate of population growth in CD7 since the 1990 Census means that there may be significantly more congestion on local subway platforms and trains during peak hours. Subway ridership can be expected to increase further in the coming years with renewed economic activity on the waterfront.

- 4. The MTA should consider providing a second means of egress at the 36th Street station, if warranted.**

CB7 believes secondary egress is a safety issue that should not depend on utilization.

Ferry service

- 5. NYC DOT should work with ferry operators to promote the expansion of ferry service on the Sunset Park waterfront as part of a regional ferry transit network.**

Regional transit needs have grown in significance since the September 11, 2001 attack on the World Trade Center. People are not only commuting between Manhattan and New Jersey but also between Brooklyn and Long Island and New Jersey. Interest in waterborne transportation has also increased since September 11. The New York City Council's Select Committee on Waterfronts is exploring the feasibility of waterborne transportation in addressing regional commuting needs,⁸ and the Metropolitan Waterfront Alliance has proposed a "Harbor Loop Ferry System for the Upper New York Bay" connecting waterfront communities in Lower Manhattan,

⁷ *Bringing Transit to the Brooklyn Waterfront: Conceptual Options Report.* RPA, July 12, 2000.

⁸ *Oversight: The Fiscal Viability of Private Ferry Operators as a Mass Transit Conveyor to and from New York City,* Committee on Waterfronts, Committee on Transportation, NYC Council. December 9, 2004.

Brooklyn, Staten Island, Bayonne and Jersey City.⁹ Any efforts to create a regional ferry transit network should consider the following recommendations for Sunset Park:

- a. ***The City should explore, where feasible and warranted by utilization, common fare system for ferry, bus and subway modes.***
- b. ***Continue existing ferry service from BAT Pier 4 at 58th Street to Pier 11 in Manhattan.***
- c. ***Study the feasibility of an additional ferry service from the 39th Street Pier just north of the proposed waterfront park - or from Bush Terminal Pier 5 – to better serve Sunset Park commuters, provide additional options for park access, and directly link businesses in Industry City, Bush Terminal and other locations on the Sunset Park waterfront to Manhattan.***
- d. ***Study the feasibility of providing weekend and tourist connections from BAT Pier 4 and other points in Sunset Park to Battery Park, Governors Island, the Circle Line, Liberty State Park, Staten Island, and other points in the New York Harbor.***
- e. ***The MTA and NYC DOT should use creative measures to encourage ferry use, including connecting bus routes directly to the ferry and advertising ferry routes and schedules on buses and subway trains and at bus stops and subway stations. Tourist organizations such as NYC & Company and the Brooklyn Tourism Council should also promote ferry use through marketing and advertising campaigns.***

D. Facilitate Safe and Easy Pedestrian and Bicycle Access

1. ***NYC DOT should develop transportation and urban design solutions, in consultation with the Community Board, to improve conditions along Third Avenue for both pedestrians and cyclists and facilitate access to the waterfront.***

Specific measures should be considered for improving the safety of pedestrian crossings along Third Avenue, whether the Gowanus Expressway is reconstructed as an elevated highway or replaced with a tunnel, including:

- a. ***The installation of traffic signals at key intersections.***
- b. ***Improved signage and increased pedestrian signal timing at 60th Street, the site of frequent accidents; at 55th Street, en route to Lutheran Medical Center; and at 39th Street near Costco.*** Conditions at the 60th Street intersection – used by children attending P.S. 314, Young Dancers in Repertory, and Magical Years Day Care Center - require particular attention.
- c. ***The provision of expanded pedestrian zones or “safe havens” at waterfront access corridors and other significant pedestrian crossings.*** Creation of a layover or waiting area, such as the Broadway or Park Avenue malls, rather than a narrow median or traffic island will increase pedestrian safety and enhance Third Avenue. Such areas could be part of an expanded open space network if the viaduct is demolished.
- d. ***The provision of curb cuts on medians to facilitate crossing by persons in wheelchairs or with other physical disabilities, and for shopping carts, strollers and baby carriages.***

⁹ MWA's *Harbor Loop* proposal, submitted in December 2000, envisions a seven day a week operation that would connect 10 existing ferry terminals with 15 newly created stops. On weekdays, the loop would serve key job centers such as downtown Jersey City, Lower Manhattan, Downtown Brooklyn, St. George, the Brooklyn Army Terminal and other industrial centers in Sunset Park. On weekends, the same vessels would be used to serve cultural and recreational attractions such as Snug Harbor, Liberty State Park, Fulton Ferry Landing, Battery Park and the proposed Bush Terminal Piers Open Space in Sunset Park.



Existing 38th Street and 39th Street Gowanus off-ramps














Rail float bridges - 65th Street Rail Yard (Photo: Bernard Ente)



New York Water Taxi commuter ferry service - BAT Pier 4



Major Recommendations

-  Improve existing Gowanus off-ramps. Provide on-ramps at a more central location.
-  Facilitate direct truck access between SBMT and the Gowanus Expressway.
-  Redevelop Third Avenue - if the Gowanus is tunneled - in consultation with the community and in accordance with the 197-a Plan.
-  Explore opportunities for additional off-street public parking. Potential locations: BAT parking lot (deck/incorporate in new development); 52nd Street Pier (portion); Third Ave. (if viaduct remains.)
-  Consider making 20th and 39th Streets one-way truck routes.
-  Expedite rail float development and operations.
-  Preserve/upgrade existing rail infrastructure, in coordination with open space, economic and transportation improvements.
-  Expand bus service (B11, B35, B70) to access public open space and new industrial uses.
-  Establish a jitney/shuttle service connecting upland neighborhoods to the waterfront.
-  Expand ferry service - with stops at BAT Pier 4, 39th Street, and/or Bush Terminal Pier 5.
-  Improve traffic safety at Third Avenue intersections with waterfront access corridors.

Area-wide Recommendations

- 
 - Undertake comprehensive road repairs, in coordination with economic development, open space and infrastructure improvements.
 - Coordinate truck route improvements with economic development, open space and greenway planning, in consultation with the community.
 - Provide adequate parking in developments on city-owned property.

Sunset Park 197- a Plan Community Board 7

Map R-3 Transportation

Map created by Elena Patarini - May 2007
Map revised - September 2009



Environment and Public Health

As an active industrial area in close proximity to a large residential population the Sunset Park waterfront presents substantial challenges with regard to the environment and public health. More than a century of heavy industrial use has contributed to widespread environmental degradation on the waterfront in terms of air, soil and water pollution as well as building contamination. This environmental legacy must be addressed at a time when industrial development must also comply with stricter environmental regulations and standards. Growing concerns about environment related public health issues such as asthma and lead poisoning present additional challenges. The need for economic revitalization and job development must be balanced against the need for a healthy and sustainable living and working environment in Sunset Park.

Development Principles

All development or revitalization efforts in Sunset Park should be firmly grounded on principals of environmental sustainability and environmental justice, in addition to providing economic benefit. Every effort should be made to minimize or mitigate the impact of development on public health and the natural environment.

Strategies

Address environmental and related public health problems in Sunset Park through a comprehensive sustainable development strategy that includes: environmentally sound maritime/industrial development and operations; reduction in fuel emissions; fair and equitable distribution of municipal facilities; environmental remediation and enforcement; infrastructure upgrades; increased vegetation; and public education.

Recommendations

A. Pursue environmentally sound maritime and industrial development and operations.

NYC EDC should promote high performance maritime and industrial uses on the Sunset Park waterfront that not only reduce dependence on truck traffic but also use environmentally friendly technologies, recycled raw materials, green buffers, alternative fuels, and renewable energy sources to reduce environmental impacts on adjacent communities and habitats.

- 1. Building on the EDC Vision Plan's objectives, the Mayor's Office of Long Term Planning and Sustainability should continue to study green sustainable measures for industrial sites. If a pilot project in an industrial area is to be pursued, consider the CD 7 Sunset Park waterfront area for a pilot program or any innovative effort to serve as a model for environmentally sound industrial development and operations nationwide.***

The Southwest Brooklyn IBZ includes most of the Sunset Park waterfront in CD7 and also extends into Gowanus and Red Hook in CD6. The Sunset Park portion of the IBZ can serve as a valuable testing ground for sustainable industrial development and practice, with various technological and financial incentive programs targeted to businesses in the area. Students from the Pratt Institute Graduate Center for Planning and the Environment first presented the idea of a

“sustainable district “ in Sunset Park to the Community Board as part of a studio project in 2001.¹ The Sunset Park 197-a Plan has embraced this concept as a means of promoting and monitoring environmentally sound maritime and industrial development and operations and developing some measures of accountability. Appendix 3 provides examples of sustainable industrial development, including green ports and eco-industrial parks, both in the United States and abroad.

Mayor Michael R. Bloomberg has demonstrated his commitment to a healthier, more sustainable city by establishing the Office of Long Term Planning and Sustainability and initiating PlaNYC, a citywide effort aimed at developing strategies for transforming New York into a sustainable city by the year 2030.²

Sustainable industrial development, that balances critical economic and municipal infrastructure needs against public health, environmental and social equity needs aligns closely with the goals of PlaNYC, especially goals 7 through 10 - aimed at reducing global warming emissions by more than 30%; achieving the cleanest air of any big city in America; cleaning up all of the city’s contaminated land; and opening 90% of the city’s waterways for recreation by reducing water pollution and preserving natural areas.³

The “sustainable industrial district” - envisioned as an overlay on the Sunset Park portion of the Southwest Brooklyn IBZ - may be one strategy for achieving these goals. It provides the nexus for a number of local environmental and economic development strategies, including the following:

- a. ***All new construction or redevelopment in the IBZ should be encouraged to adhere to high performance green building standards, where feasible and resources are available.*** The Leadership in Energy and Environmental Design (LEED) standard developed by the U.S. Green Building Council (USGBC) incorporates water and energy conservation measures, the use of green building materials, and alternative, non-polluting energy sources. Various incentives, such as green building tax credits, should be made available to stimulate such development.
- b. ***EDC should take the lead in using green building standards and installing energy efficient systems in city-owned industrial properties and leaseholds in the IBZ, per recommendations by the NYC Energy Policy Task Force, where feasible and resources are available.*** Local Law 86, enacted in October 2005, will require many City-funded projects to achieve a LEED rating of Certified or Silver and, in many cases, to use energy and water more efficiently than current codes require.⁴ Although projects for industrial occupancy are exempt from Local Law 86’s LEED rating provisions, they may qualify as energy cost reduction projects and potable water use reduction projects.
- c. ***The City where feasible and resources are available should assist SWBIDC in promoting sustainable business practices such as closed-loop manufacturing that reduce waste, increase efficiency, and provide a safer work environment.***
- d. ***Where feasible and resources are available, Sunset Park should play a key role in supporting the emerging sustainable construction and “green manufacturing” fields by providing a location – and serving as a center - for new industries that develop green building materials and energy efficient appliances and equipment as well as businesses that use recyclables in their process, such as glass and plastic, which New York City produces in abundance.*** Considerable advantage could be gained from proximity to the planned Hugo Neu recycling facility at SBMT, which could supply the raw materials. EDC and SWBIDC should work with the New York City Council’s *Green Manufacturing*

¹ Max Benjamin, Tarek Bolden, Indradeep Chakrabarti, Sungwook Han, Paul Proulx, and Janice Rivera - under the leadership of Professor Ronald Shiffman.

² *Mayor Bloomberg Delivers Sustainability Challenges and Goals for New York City through 2030.* City of New York, Office of the Mayor, Press Release - 432-06. December 12, 2006.

³ The PlaNYC brochure can be found at: http://www.nyc.gov/html/planyc2030/downloads/pdf/planyc_brochure.pdf

The PlaNYC report, released on April 22, 2007, can be found at: <http://www.nyc.gov/html/planyc2030/html/plan/download.shtml>

⁴ Local Law 86: <http://www.nyc.gov/html/ddc/html/ddcgreen/ll86.html>

Initiative, headed by the New York Industrial Retention Network (NYIRN) and New York Apollo to identify opportunities on the waterfront for growth and development of the green manufacturing sector.⁵

- 2. As recommended in the EDC Vision Plan, a deepwater container port to increase efficient movement of goods should be developed in Sunset Park, contingent upon careful consideration of potential transportation impacts and options to mitigate such impacts.**

While the Community Board has not yet taken a position on the cross harbor tunnel it could support the tunnel as a prerequisite for port development and for the purpose of reducing through truck traffic and lowering pollution levels, as long as there is close community consultation in the process and proper environmental measures can be met. (See Economic Development recommendation A.1)

- 3. DEP should encourage that all maritime/industrial development, infrastructure improvements and open space development on the Sunset Park waterfront is consistent with the goals and objectives of the New York/New Jersey Harbor Estuary Program (HEP), as described in the Comprehensive Conservation Management Plan (CCMP), approved in 1996.**

HEP's Comprehensive Conservation Management Plan describes a series of objectives and specific actions to be taken with regard to the following environmental considerations and threats to the estuary: (a) habitat and living resources; (b) toxic contamination; (c) management of dredged materials; (d) pathogenic contamination; (e) floatable debris; (f) nutrients and organic enrichment; and (g) rainfall induced runoff.⁶ Every effort should be made with new maritime or industrial development in Sunset Park, to incorporate specific strategies that meet these objectives.

B. Reduce the level of fuel emissions in Sunset Park.

Pollutants such as particulate matter (PM), ozone-forming nitrogen oxides (NOx), and greenhouse gases such as carbon dioxide (CO₂) released by diesel fumes, may trigger asthma or lead to other serious respiratory illnesses and cause substantial harm to the environment. As an industrial area the Sunset Park waterfront generates a high volume of truck traffic, most of which is powered by diesel fuel. Reducing emissions from diesel engines is considered key to improving air quality and has been identified as a national priority by the US Environmental Protection Agency (EPA).

Improvements to the regional rail freight network and replacement of the Gowanus Expressway viaduct with a tunnel, if approved, could substantially reduce car and truck emissions in Sunset Park in the future. (Appendix 10) However, these are long-term measures that could take many years to implement. Renewed maritime, industrial and municipal operations on the waterfront will substantially increase the level of truck traffic in the interim. It will also generate increased tugboat activity, also powered by diesel. The following measures should be taken to achieve more immediate improvements in air quality and respond to increased pollution loads:

- 1. DEP, in consultation with DOH, should conduct a comprehensive, long-term air quality study in Sunset Park to determine current pollution levels and assess the impacts of increased industrial activity when resources are available.**

⁵ *Council launches initiative to grow environmentally friendly building industry.* The Council of the City of New York, Office of Communications. August 15, 2006

⁶ The New York/New Jersey Harbor Estuary Program (HEP) was authorized by the US Environmental Protection Agency in 1987 with the goal of protecting, conserving and restoring the New York/New Jersey harbor estuary. Participants in the HEP include representatives of local, state and federal government as well as public citizens and members of the business, scientific and environmental communities.

The waterfront study area contains a substantial number of point sources of air pollution, such as power plants, as well as mobile sources such as the Gowanus Expressway and local truck routes that have a considerable impact on local air quality. (Map 22)

CB7 has repeatedly called for air quality monitoring in its District Needs Statement in order to determine levels of air pollution in the area, particularly along the Gowanus Expressway. EPA's air quality study, conducted in 2005, focused on only a small sector of the district - along 33rd Street between Third and Fifth Avenues. A more comprehensive and ongoing evaluation is necessary in order to obtain a complete assessment and develop corrective measures. This is particularly important in light of increased truck traffic from renewed municipal and industrial operations on the waterfront, such as the Hamilton Avenue Marine Transfer Station and the Hugo Neu recycling facility, which are expected to generate a substantial number of additional truck trips per day.

- 2. NYC DOT should encourage city elected officials to create an incentive program to promote the use of emissions control devices or alternative fuels such as compressed natural gas or electricity, by truck and van fleets owned by or serving Sunset Park businesses or under city contract. Consideration should be given to setting up alternative fuel co-ops for local trucking operations.***

Both the New York State Energy Research Development Authority (NYSERDA) and the Empire State Development Corporation (ESDC) have programs offering incentives for fleets to convert to alternative fuels. Local businesses that use regular freight services should be encouraged to employ fleets that use alternative fuels or emissions control devices. Appendix 10 discusses the need for similar emissions reduction efforts for tugboats fleets, which will play an increasing role on the Sunset Park waterfront with respect to the movement of waste as well as materials and products.

C. Ensure fair and equitable distribution of municipal facilities.

Widespread rezoning of manufacturing land throughout New York City to permit residential and commercial use and access to the waterfront, means that there are fewer and fewer options available for the siting of noxious and undesirable municipal and industrial uses. This makes Sunset Park, as one of the few remaining areas zoned for heavy manufacturing, particularly vulnerable to environmental abuse. The principles of fair share must be applied in the siting of such uses throughout the city and every effort must be made to ensure that this community does not become the dumping ground for the city's environmental burdens.⁷ Appendix 10 addresses the need to extend the principles of fair share to non-municipal facilities such as power plants that provide a public service. Map 22 shows the location of noxious or potentially noxious municipal and industrial uses in CD7.

- 1. The City should assess health and land use impacts, and environmental justice implications, prior to siting new heavy industrial and municipal uses in the area.***
- 2. DSNY should make every effort to minimize adverse impacts from reactivation of the Hamilton Avenue Marine Transfer Station under the city's recently adopted Comprehensive Solid Waste Management Plan.***

The Solid Waste Management Plan (SWMP) approved by the New York City Council on July 19, 2006, calls for conversion of the city-owned Hamilton Avenue Marine Transfer Station to a

⁷ As indicated in CB7's 2007 Community District Needs Statement, the Sunset Park waterfront is already overburdened with noxious municipal facilities such as NYC DOT's Hamilton Avenue asphalt plant, DSNY's Hamilton Avenue Marine Transfer Station, a DSNY garage that serves CD7 as well as neighboring CD10, and the nearby Owl's Head Water Pollution Control Plant. A major recycling facility will soon be housed at SBMT under the city's new Solid Waste Management Plan. A number of other noxious facilities operated by other entities provide a public service, including the IESI waste transfer facility, the NYPA peaker power plant, and two barge-mounted electric generating facilities.

containerization and barge-export facility serving ten community boards in Brooklyn. While there is general support from the Community Board for this development there are substantial concerns regarding increased truck traffic and emissions and other environmental impacts. In its January 2005 resolution on the Draft Comprehensive Solid Waste Management Plan the Board voted to support reactivation of the Hamilton Avenue Marine Transfer Station, subject to a number of conditions, including a reduction in the number of community districts served. (Appendix 4)

Although the Hamilton Avenue service area is unchanged in the final SWMP, DSNY should work with CB7 to address other requirements set forth in its resolution. Consideration should also be given to expanding the scope of the truck impact study described in the SWMP to include Sunset Park.⁸

3. EDC and DSNY should work with Sims Hugo Neu Company, LLC to minimize environmental impacts from the proposed SBMT recycling facility and maximize community benefits, per Community Board 7's February 16, 2005 resolution.

CB7 supports development of the Hugo Neu recycling facility subject to conditions set forth in its February 16, 2005 resolution, including: daily monitoring of air quality in and around the plant; use of alternative and low-emission fuels for stationary equipment and vehicles; efforts to assist tugboat operators to convert to engines capable of using alternative, low emission fuels; participation in the development of a greenway; and consultation with the Community Advisory Board and Community Board 7 on any increase in truck traffic. (Appendix 5)

D. Pursue environmental remediation and enforcement.

1. The Mayor's Office of Environmental Remediation should continue to work with EDC, DCP and local organizations such as UPROSE to identify and assess brownfield sites in the waterfront study area and develop strategies for environmental remediation and reuse.

New York State's recently enacted Brownfields Legislation provides for the environmental remediation of unutilized industrial buildings and lots through a number of programs, including the Brownfield Cleanup Program, which facilitates private sector cleanups; the Environmental Restoration Program, which provides funding to municipalities for site investigation and remediation activities; and the Brownfield Opportunity Area program, which provides financial and technical assistance to municipalities and community-based organizations to conduct redevelopment planning for areas containing multiple brownfield sites. UPROSE recently received funding under the State's Brownfield Opportunity Area Program to conduct an assessment of the numerous planning and development initiatives underway in Sunset Park and how they interrelate in terms of providing opportunities through brownfield remediation for open space development. Ongoing support for planning studies and brownfield remediation efforts is critical for the revitalization of the industrial waterfront since it contains so many potentially contaminated sites.

2. The Mayor's Office of Environmental Remediation with SWBIDC should widely advertise the availability of tax credits under New York State's Brownfield Cleanup Program to encourage the remediation and redevelopment of privately-owned industrial property.

Census tracts 0002, 0020 and 0022 in the waterfront study area are eligible to receive tax credits for the remediation and redevelopment of brownfield sites under the Brownfield Cleanup Program.

⁸ *Comprehensive Solid Waste Management Plan*, Appendix G: Study to Reduce Impacts from Waste Truck Traffic. September 2006, DSNY.

- 3. The Mayor's Office of Environmental Remediation, with EDC, should, where funding is available, take immediate steps to remediate city-owned properties that are identified as brownfields to permit their rehabilitation and reuse.**

The Brooklyn Army Terminal boiler building and adjacent "administration" building at the foot of 58th Street are examples of potentially contaminated untapped resources.

- 4. The Department of Housing Preservation and Development (HPD) should undertake a comprehensive assessment of residential buildings throughout the waterfront study area to identify those with deteriorated lead-based paint and provide building owners with grants for remediation.**

The Primary Prevention Program, a joint initiative between HPD and the Department of Health and Mental Hygiene, offers grants to owners of apartment houses built before 1960, when New York City banned the use of lead-based paint, to undertake lead treatment.

- 5. Steps should be taken, where resources are available and subject to DEC review, to mitigate potential shoreline erosion at Bush Terminal Piers Waterfront Park, caused by the wakes of large ships docking at SBMT.**

A park maintenance fund established with assessments from developers of maritime/industrial facilities on the Sunset Park waterfront, e.g. the auto port and recycling facility at SBMT, should cover shoreline erosion as well as general park maintenance.

E. Improve sewage infrastructure

- 1. DEP and the Mayor's Office of Long Term Planning and Sustainability should continue to develop and implement strategies for the Sunset Park area, as resources are available, to encourage implementation of stormwater Best Management Practices that, dependant on penetration throughout a watershed, may help to achieve diverse benefits such as alleviating street flooding, reducing sewer back-ups, improving water quality, and reducing the volume and/or frequency of combined sewer overflows (CSOs).**

There are numerous combined sewer outfalls along the Sunset Park waterfront. These outfalls discharge untreated stormwater and sewage directly into the New York Harbor in times of heavy rainfall. Control of runoff from streets and industrial properties and removal of floatables is especially important in light of proposed increased industrial activity along the waterfront and construction of the waterfront park.

DEP currently has a program to replace combined stormwater sewers. However, no replacements are planned for Sunset Park in the near future.

- 2. DEP should consider studying the appropriate methods for the disposal of wastewater from ships docked at SBMT and other locations on the Sunset Park waterfront.**

Federal law currently allows ships to dump most wastewater except raw sewage directly into harbors and coastal waters. However, no monitoring or sampling is required to ensure that treatment standards are met. Instead of discharging into local waters, large ships such as container ships, cargo ships and tankers can hold wastes and either discharge out to sea or into landside facilities, as permitted by federal and international law. Connection to the Owls Head sewage treatment plant would facilitate such practice and protect water quality and marine life in Upper New York Bay.

F. Increase the amount of greenery and public open space along the waterfront.

- 1. Industrial, maritime and transportation related improvements in the waterfront study area should be combined with an extensive greening program that includes additional parkland, street trees, green buffers, permeable paving and green roofs, wherever feasible, to mitigate air pollution, reduce run-off, increase energy efficiency, and improve the quality of the environment.**

G. Promote public awareness of environmental issues.

- 1. The Mayor's Offices of Long Term Planning and Sustainability and Environmental Remediation, EDC and DEP should work with local businesses and organizations as well as academic and scientific institutions to promote public awareness and understanding of environmental sustainability through educational programs and exhibits on such topics as air, soil and water quality; environmental remediation; recycling; and green manufacturing; as well as natural habitats, bird migration, and marine life.**

CB7 strongly supports the development of an environmental center in conjunction with the proposed waterfront park at Bush Terminal Piers as well as the visitors' center to be developed at the Hugo New recycling facility at SBMT.⁹ Public education aimed at increasing awareness of environmental issues and concerns and promoting environmental stewardship is seen as an important function of a "Sustainable Industrial District."

⁹ One of the conditions for community support of the Hugo Neu Recycling facility at SBMT was the establishment of a visitor's center at the facility, with weekly tours available to schools and community groups.



Hamilton Avenue Marine Transfer Station
(Photo: DCP)



Green roof - Ford Dearborn Truck Assembly Plant, Michigan, W. McDonough + Partners, Architects



Tugboat with clean burning engines - Port of Oakland, California



Major Recommendations

Designate the Sunset Park portion of the Southwest Brooklyn IBZ a "Sustainable Industrial District."

Improve rail freight infrastructure as a means of reducing truck traffic and fuel emissions.

First Ave. Rail Line and Yard / 65th St. Rail Yard

Rail Float Operations.

Minimize adverse impacts from reactivation of the Hamilton Avenue MTS, per CB7 January 2005 Resolution.

Minimize adverse impacts from the proposed recycling facility at SBMT and maximize community benefits, per CB7 February 2005 resolution.

Increase the amount of greenery throughout the study area (street trees, green buffers, green roofs).

Develop environmental education centers in association with open space and industrial development.

Area-wide Recommendations

• Conduct a comprehensive, long-term air quality study to assess the impacts of increased maritime / industrial activity in Sunset Park.

• Fully assess health and land use impacts and environmental justice implications prior to siting new heavy industrial and municipal uses in the area.

• Support community-based efforts to identify and assess brownfield sites and develop strategies for remediation and reuse.

• Improve sewage infrastructure throughout the area in coordination with economic development and transportation improvements.

• Develop a stormwater management plan for the area aimed at reducing runoff and eliminating combined sewer outfalls.

Sunset Park 197- a Plan Community Board 7

Map R-4 Environment & Public Health

Map created by Elena Patarini - May 2007
Map revised - September 2009

Open Space and Waterfront Access

There is broad agreement on the need for additional public open space and recreational facilities in Sunset Park, particularly in light of substantial population growth in the district. One of the primary goals of the 197-a Plan is to reconcile Sunset Park's growing recreational needs with its considerable natural resources.

Development Principles

The development, preservation and use of public open space in Sunset Park should aim to enhance the quality of life, health and wellbeing of all members of the community. Management of public parkland should balance both active and passive recreational needs. It should encourage local stewardship and maximum use and enjoyment by local residents. Public parkland should be easily accessible by foot, bicycle and public transit. It should provide a secure, safe environment for play and social interaction.

Strategies

Address the open space and recreational needs of Sunset Park through a comprehensive strategy that incorporates public open space and waterfront access in future development efforts, capitalizing on available city owned land in and adjacent to the waterfront study area; maximizes existing resources; facilitates access to and along the waterfront; and promotes public-private partnerships.

Recommendations

A. Incorporate public open space and waterfront access in future development efforts, capitalizing on available city-owned land in and adjacent to the waterfront study area.

Sunset Park's designation as a Significant Maritime and Industrial Area, In-place Industrial Park, and New York State Empire Zone, and now an Industrial Business Zone means that the focus of development over the past three decades has been on sustaining the working waterfront and encouraging industrial/maritime use. The provision of public open space and waterfront access has, until recently, not been considered a priority. Yet public parkland is not necessarily incompatible with industrial use, as long as it does not impede business activity. There are many examples of this, not only in New York City's mixed use neighborhoods but throughout the United States. Open space and waterfront access can be provided on a small scale, such as the "Nature Walk" being developed along Newtown Creek and Whale Creek in north Brooklyn under the city's "Percent for Art" program, in association with the Newtown Creek Water Pollution Control Plant upgrade. On a much larger scale, the Port of Oakland has taken the lead in demonstrating how a major container port can still provide public access and parkland amid intensive industrial and container shipping activity. Port View Park, encompassing 4.5 acres, provides close-up views of working cranes and maritime operations at the Seventh Street Terminal in addition to spectacular views of San Francisco Bay and the San Francisco skyline.

1. DCP and DPR should explore all additional opportunities, beyond the new Bush Terminal Park, for public open space in the Sunset Park waterfront area where such a use would be compatible with existing businesses and municipal uses.

The vision of a mixed-use waterfront shared by the city and the local community, that includes public parkland as well as maritime and industrial uses calls for a comprehensive strategy that maximizes open space opportunities and promotes public waterfront access while minimizing

conflicts with industrial operations and freight movement. EDC and DCP should work with NYC DOT, DPR and other agencies as well as the local community to develop a comprehensive open space plan for the study area, that includes proposed and existing parkland, public access piers, public street ends, and a Sunset Park greenway connecting to the proposed Red Hook Greenway to the north and the Shore Parkway Bike Path to the south as well as the existing NYC DOT bike connector route between Prospect Park and Bay Ridge. All of the recommendations that follow should be considered as part of this plan.

2. EDC should expedite development of a waterfront park and recreational/multicultural facilities at Bush Terminal Piers 1 through 5.

CB7 strongly supports EDC's plans to develop a waterfront park and recreational/multicultural facilities at Bush Terminal Piers 1 through 5, with the understanding that park development should proceed as soon as possible irrespective of other land use improvements on the waterfront, and submits the following additional recommendations:

a. EDC should pursue all available funding sources to facilitate construction of the entire 23 acres of parkland at Bush Terminal Piers.

While \$35.9 million has been committed for Phase I construction (including final design, remediation, transportation related, and open space improvements on Piers 1 through 4), an estimated \$26 to \$34 million in additional funding is required for Phase II construction, including development of Pier 5 and remaining improvements on Piers 1 through 4. Given Sunset Park's substantial need for open space, recreational and multi-cultural facilities every effort should be made to develop the entire park as soon as possible.

b. EDC should ensure that active recreation and sports facilities included in open space development at Bush Terminal Piers are accessible to local residents as well as the broader community.

There are concerns in the community that low- and moderate-income residents of Sunset Park may not be able to access these facilities if they are based on fees or schedules.

c. EDC should encourage other destinations besides the park at Bush Terminal Piers, such as a maritime/industrial museum, historic ships, an environmental center, cultural/educational facilities, and a café or restaurant that will draw people down from the upland neighborhoods and help establish a sense of place and identity on the waterfront. (See Community Facilities recommendation A.7 and Historic Preservation recommendations B.1 and C.1)

In addition, ongoing activities and increased public presence will provide greater security not only around the waterfront park but also along the primary access corridors to the park.

d. EDC should work with NYC DOT to explore the possibility of rerouting the existing truck route between First and Third Avenues on 43rd Street in order to facilitate public access to the proposed waterfront park.

43rd Street is a natural connection between Sunset Park on Fifth Avenue and the entrance gate to Bush Terminal on First Avenue and has long been considered a potential waterfront access corridor.¹ However, between First and Third Avenues 43rd Street is also a designated local truck route. Although it is currently not as heavily utilized as the 39th Street truck route, 43rd Street may experience a substantial increase in truck traffic with development of a cement import facility at Bush Terminal Pier 6 and increased business activity at Bush Terminal Industrial Complex between 41st and 52nd Streets, west of First Avenue.

¹ New York City Comprehensive Waterfront Plan, 1992; Plan for the Brooklyn Waterfront, 1994.

NYC DOT should consider rerouting the 43rd Street truck route and limiting access to trucks serving local businesses. Although there are substantial loading and unloading operations along this street and a need to maintain local truck access, the amount of activity and hours of operation should not conflict with pedestrian and bicycle movement.

Careful thought should also be given to the need for waterfront access at the southern end of EDC's planned waterfront park when considering designation of 51st Street and 52nd Street as local truck routes – as recommended in NYC DOT's truck route study.²

e. *DPR and EDC should ensure adequate funding for park maintenance for Bush Terminal Piers Park while exploring other potential sources for direct funding of the park programming, maintenance and future enhancement.*

Continued cutbacks in the Parks Department's operating budget have increased the need for self-sustaining public open space in New York City. However, care should be taken in creating revenue-generating uses and concessions that they do not encroach on available public open space or restrict local access.

Expanded port operations and waterfront revitalization in Sunset Park should produce significant income for both the private and public sectors. Various mechanisms should be explored for allocating a percentage of these revenues to support park maintenance, including payment in lieu of taxes, and direct contributions to a dedicated trust, park maintenance fund or community benefit package, managed by a local development corporation, conservancy, or "Friends of Bush Terminal Piers Waterfront Park" group. (See Recommendation D.1 below.) One of the conditions for approval of the Hugo Neu recycling facility by the Community Board is a commitment on the part of Hugo Neu to provide financial support to the waterfront park. The Axis Group has also pledged to provide operating support for the park.

3. *EDC should explore other opportunities for open space development along the waterfront, to supplement Bush Terminal Piers Waterfront Park.*

EDC's original plan for a Sunset Park container port included substantial public open space at Bush Terminal Piers, subject to the creation of landfill. However, environmental and ecological considerations and uncertainties regarding port development, dredging and landfill promise far less open space than originally envisioned. Other opportunities for park expansion should be explored, including the 52nd Street pier immediately to the south, currently occupied by DSNY's BK7/BK10 garage. DSNY should consider relocating this facility to free up valuable city-owned property on the waterfront for public open space and related uses, including indoor recreation, accessory parking, and concessions.³ EDC should work with DSNY to identify alternative sites for BK7 trucks within Community District 7 and BK10 trucks should be relocated to Community District 10.

4. *EDC should permit public access to the Brooklyn Army Terminal waterfront.*

Remediation of landfill and development of a waterfront park at Bush Terminal Piers may take several years to accomplish. The BAT waterfront presents immediate opportunities for public waterfront access and recreational use until such time as additional port facilities may be developed. EDC should:

² *New York City Truck Route Management and Community Impact Reduction Study*, Final Technical Memorandum 2 – Truck Routing Analysis, p.150. Edwards and Kelcey Engineers, Inc., March 2007.

³ One of CB7's conditions for approval of the Hamilton Avenue Marine Transfer Station conversion and reactivation in its January 2005 resolution on DSNY's Draft Comprehensive Solid Waste Management Plan was the ceding of the 52nd Street Pier to EDC for inclusion in the waterfront park.

a. **EDC should explore possible public access within a 20 foot wide strip of land along the bulkhead to the west of BAT Building A to create a waterfront access corridor connecting the proposed Sunset Park Greenway to Owl's Head Park and the Shore Parkway bike path in Bay Ridge.** Since it would be difficult and prohibitively costly to bridge the 65th Street Rail Yard, the corridor/greenway could swing up to Second Avenue via 63rd Street.

b. **Explore the feasibility of installing a boat launch, not located adjacent to Pier 1 where Harbor Unit operations are located, for hand powered craft such as kayaks, canoes and rowboats in this location, with provision for boat storage and repair.** Aside from ferries accessing BAT Pier 4 and NYPD vessels the waters off the BAT waterfront are relatively clear of traffic. This area is less likely to be impacted by increased barging and shipping operations resulting from development at SBMT and reactivation of the Hamilton Avenue Marine Transfer Station than points further north. Submerged piers, which may be considered a hazard, could be clearly marked.

The Downtown Boathouse in Hudson River Park, Lower Manhattan serves as a model. Independent kayaking is permitted in a protected area in front of the Boathouse, while guided trips on the lower Hudson River are offered to more experienced paddlers. The Boathouse also runs a youth sailing program and makes its facilities available to the general public for storing and launching kayaks and other small hand powered boats.

c. **Consider use by a boatbuilding, rowing and sailing program serving local youth, such as "Rocking the Boat" in the Bronx, the Maritime Workshop, housed until recently at the Brooklyn Navy Yard, and "Floating the Apple" which has community boathouses in Red Hook, Manhattan and the Bronx.** Such a program might occupy space in the "boiler building", one of two unutilized BAT buildings at the foot of 58th Street.

5. **EDC should require public perimeter greenways in future maritime/industrial development wherever feasible, that would be integrated with a larger Sunset Park greenway.**

The inland perimeter of maritime or industrial facilities on the waterfront – the proposed auto port for example - should be designed to enhance the pedestrian experience and create a sense of place. Perimeter greenways, developed in consultation with the community, should be integrated with a larger Sunset Park greenway. Use of planting, decorative fencing and lighting along these boundaries should create a pleasing green buffer, improve security, and also mitigate noise and air pollution.

6. **EDC should provide waterfront access at appropriate street end locations, as follows:**

a. **29th Street at the northern edge of the SBMT.**

Sims Hugo Neu has already committed to creating public waterfront access and a visitor's education center in this vicinity – linked to a Sunset Park greenway – as part of the proposed SBMT recycling facility.

b. **39th Street, at the southern edge of the SBMT.**

39th Street provided an important connection to the waterfront and ferry service to Manhattan in the early 20th Century. It is currently one of only two east-west public transit connections between upland communities and the industrial area – both the B35 and B70 bus routes terminate at the end of 39th Street – and has potential for renewed ferry service. Although redevelopment of SBMT as an auto port and break bulk facility will increase the level of truck traffic on 39th Street, it is still being considered as a greenway route. Development of a small sitting and viewing area on the waterfront at the end of 39th Street would not only provide an

interesting viewpoint for people using the greenway and potential ferry service, it would also provide recreation space for workers in the area.

- 7. The City (DPR, NYC DOT, DOE) should expand existing schoolyards and parks along the east side of Third Avenue and develop additional public open space along Third Avenue, including a greenway, if the Gowanus Expressway viaduct is demolished and replaced with a tunnel.**
- 8. DOE/SCA should make provision for publicly accessible open space in future school construction and expansion efforts in Community District 7, where feasible.**

B. Maximize existing public open space resources.

- 1. EDC should promote, where funding is available, increased use of Brooklyn Army Terminal Pier 4 through the following:**
 - a. EDC should explore setting aside a portion of the parking area on BAT Pier 4 for transitory recreational activities such as roller-skating, roller-hockey, mini-golf and sand volleyball, as well as entertainment and cultural activities such as outdoor theater, movies, and dance performances;**
 - b. Install public restrooms on or adjacent to the pier;**
 - c. Increase maintenance and security on the pier;**
 - d. Improve visibility and access to the pier.** The vacant BAT boiler building and adjacent “administration” building at the foot of 58th Street block visibility and access to the pier. Until such time as they are either rehabilitated or demolished, EDC should consider using super graphics and signage on the east side of these buildings, facing up 58th Street, to mark access. Local youth could be commissioned to design these murals.
 - e. The City should encourage retail uses along 58th Street, between First and Fourth Avenues, with shops and restaurants serving businesses and employees at the Brooklyn Army Terminal and adjacent locations as well as ferry commuters and visitors to the pier.**

58th Street is an important connection between upland neighborhoods and the pier and ferry landing. It includes a portion of the B11 bus route and is close to the 60th Street subway station on Fourth Avenue. Expansion of services and amenities along this street would not only benefit local workers, but also increase public presence and encourage recreational use of the pier. (See recommendation C.6 below)
 - f. Use banners and other signage, landscaping and special paving on 58th Street to mark the route to the waterfront.**
- 2. The City (EDC, DPR, DCP, DCLA) should work with Community Board 7 and non-profit tourism and open space organizations to sponsor initiatives such as bus and walking tours, community notices and events on BAT Pier 4, that increase knowledge and awareness of existing and proposed public open space and historic sites on the Sunset Park waterfront.**

C. Facilitate public access to and along the waterfront

- 1. NYC DOT should coordinate with other city and state agencies to improve bicycle facilities in the Sunset Park waterfront area and pursue the creation of a greenway along the Sunset Park waterfront - in consultation with Community Board 7 and drawing on plans for a “greenway-blueway” developed by UPROSE and the Pratt Center for Community Development. The Sunset Park Greenway would link existing and proposed public open space and waterfront access corridors in CD7. It would form one segment of a continuous Brooklyn waterfront greenway that is being proposed by the Brooklyn Greenway Initiative and the Regional Plan Association.**

The Sunset Park Greenway would link the new waterfront park at Bush Terminal Piers to the proposed Red Hook Greenway in the north; Sunset Park, Green-Wood Cemetery, Prospect Park, and the Sunset Park Bike Connector Route in the east; and BAT Pier 4, Leif Erickson Park, Owls Head Park, and the Shore Parkway bike path in the south. It would include off-street and on-street bicycle paths, and signage, lighting, and landscaping elements, subject to local conditions and opportunities. The community-based non-profit entity created to manage and maintain the new waterfront park at Bush Terminal Piers could also be responsible for maintaining the greenway, in collaboration with local property owners.

- 2. NYC DOT, in coordination with DPR and EDC, should study the designation of specific east-west streets as waterfront access corridors, based upon existing land uses as well as interim and long-term waterfront development and transportation plans, and following extensive community consultation.**

NYC DOT should consider opportunities for the creation, where feasible, of special lighting, landscaping, signage, paving, and traffic calming measures should be installed on designated streets to create “**gateways**” to the waterfront, encourage and facilitate pedestrian and bicycle movement, and increase public safety. The following criteria should be used to identify potential waterfront access corridors:

- a. Streets that connect to significant waterfront destinations, such as the new waterfront park; important institutions, such as Lutheran Medical Center; employment centers, such as Industry City; or ferry landings, such as BAT Pier 4 at 58th Street.
- b. Streets that are “pedestrian friendly”: Significant here is the presence of housing which creates more of a sense of security and activity than streets that are exclusively industrial, and creates fewer conflicts with manufacturing, warehousing and distribution activities.
- c. Streets that are recognized as important local thoroughfares. For example, 39th Street was historically the main connecting street to the waterfront. It had its own dedicated trolley line and ferry landing. It still serves as a primary bus route to the waterfront.

A number of streets have already been suggested for consideration as waterfront access corridors, including 39th, 43rd and 52nd Streets – recommendations for Reach 14 in DCP’s *Plan for the Brooklyn Waterfront*; and 32nd, 51st and 58th Streets - identified during the 197-a planning process.⁴

- Proposed redevelopment of Federal Building #2 and an adjacent vacant parcel for light manufacturing use with ground floor retail has drawn attention to 32nd Street as a potential waterfront access corridor.

⁴ *Plan for the Brooklyn Waterfront*, NYC Department of City Planning, 1994. Reach 14 - p.91.

- While 39th Street has long been regarded as a waterfront access corridor, it serves as the west-bound exit from the Gowanus Expressway and is a heavily utilized local truck route. It is also considered the primary access point for the proposed auto port at SBMT.
- 43rd Street is considered the primary access route to Bush Terminal Piers Waterfront Park. It is also a local truck route. (See recommendation A.2.d above)
- 51st Street may be better suited for waterfront access than 52nd Street as it provides a direct connection to the southern end of the proposed waterfront park.
- 58th Street provides access to the Brooklyn Army Terminal and BAT Pier 4 as well as the Brooklyn Cooperative Meat Market on First Avenue and Lutheran Medical Center. Although it is a designated local truck route it carries less truck traffic than 39th Street.

3. Full handicap access should be provided, not only at existing and proposed public open space on the waterfront, but also along waterfront access corridors and greenway connections.

4. NYC DOT should enhance public safety at key intersections along waterfront access corridors. (See Transportation recommendation D.1)

As an active industrial area the Sunset Park waterfront generates a high level of truck traffic. This is expected to increase substantially as a result of economic revitalization and redevelopment. Since most of the proposed waterfront access corridors (58th, 43rd and 39th Streets) and intersecting streets (First and Third Avenues) are local truck routes NYC DOT should carefully assess conditions at each intersection on the way to the waterfront and determine what improvements must be made to ensure public safety.

5. NYC DOT and EDC should provide safe and easy pedestrian and bicycle crossings over the First Avenue railroad tracks, based upon interim and long-term rail infrastructure and port improvement plans, and establish alternate routes, through special paving, lighting and signage, where direct access is not possible.

6. EDC and SBS should provide incentives to business owners and property owners on waterfront access corridors, e.g. 43rd Street and 58th Street, to encourage ground floor commercial/retail development where feasible and appropriate, in order to increase sidewalk density, create a more active, secure street environment, and draw people down to the waterfront.

Neighborhood retail services such as cafes, stationery stores, grocery stores and pharmacies may be established in these locations with the aid of small business loans and grants as well as tax credits and benefits available through SBS, the New York State Empire Zone Program, the United States Small Business Administration (SBA) and other sources.

7. Where feasible, the City should make available existing programs such as the Industrial and Commercial Abatement Program (ICAP), for building owners to develop loading docks or retrofit existing loading docks to accommodate modern trucks in a manner that does not encroach on designated public waterfront access corridors.

8. NYC DOT should work with the local community to ensure that all implemented improvements are reflected in each annual update of the bike map and that maps are available in the community.

D. Promote public-private partnerships

- 1. DPR should coordinate with other agencies and the community to create, if appropriate, a local development corporation or trust to undertake the development and management of Bush Terminal Piers Waterfront Park as well as the Sunset Park Greenway.***

Consideration should be given to the creation of a park development and management entity such as the Brooklyn Bridge Park Development Corporation, the Hudson River Park Trust or the Bryant Park Corporation to oversee the development and operation of the proposed waterfront park and related uses, and manage funds generated from park concessions, port operations and fundraising efforts as well as those earmarked from other local EDC projects. Such an entity should have substantial representation from the local residential and business communities.

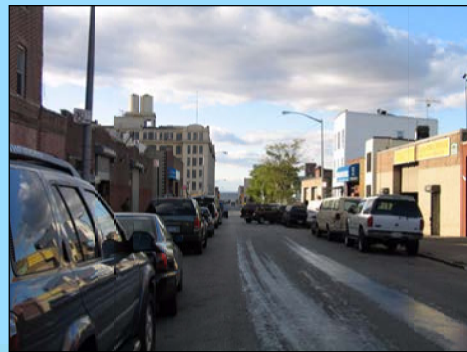
Alternatively, a conservancy or “Friends” group should be established that will be responsible for maintaining and programming the park and greenway once they have been developed.



Naturalized landfill-Bush Terminal Piers 1-4
















Waterfront-BAT Building A



43rd Street west of Third Avenue

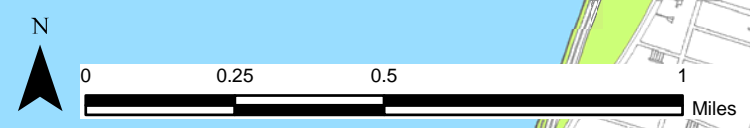


- ### Major Recommendations
-  Create a comprehensive open space plan for the waterfront that coordinates open space development and waterfront access with maritime, industrial and freight operations.
 -  Expedite development of the entire Bush Terminal Piers Waterfront Park.
 -  Develop cultural facilities near Bush Terminal Piers to enhance activity on the waterfront and draw people down. Potential sites: (1) Bush Terminal Office Bldg; (2) Longshoremen's Center; (3) Pier 5; (4) Pier 5 moorage (historic ships); (5) E. W. Bliss Bldg; (6) Bush Terminal.
 -  Designate waterfront access corridors. Consider 32nd, 39th, 43rd, 51st and 58th Streets.
 -  Improve safety of pedestrian crossings along waterfront access corridors.
 -  Ensure safe pedestrian and bicycle access over the First Avenue Rail Line.
 -  Encourage ground floor commercial/retail development, where feasible, on 43rd Street and 58th Street.
 -  Explore opportunities for open space development on the 52nd Street Pier.
 -  Permit public access on the BAT waterfront.
 -  Promote increased use of BAT Pier 4 for recreational, entertainment and cultural activities.
 -  Provide point access at the end of 39th and 29th Streets.
 -  Explore open space development opportunities along Third Avenue if the Gowanus Expressway viaduct is demolished.
 -  Create a greenway along the Sunset Park waterfront - drawing on plans for a Greenway-Blueway proposed by UPROSE - linked to a continuous Brooklyn Waterfront Greenway.

**Sunset Park 197- a Plan
Community Board 7**

**Map R-5
Open Space &
Waterfront Access**

Map created by Elena Patarini - May 2007



Housing

Population growth in CD7 over the past ten years has far exceeded the pace of residential development and placed a premium on existing housing. The high incidence of overcrowding, particularly among recent immigrants, illegal subdivision of homes into single room occupancy dwellings (SRO's), increasing rents, and maintenance deficiencies reflect acute housing shortages and an increasingly tight rental market. Fears of gentrification and displacement grow as residents squeezed out of high-rent neighborhoods elsewhere in New York City and higher income households pursuing homeownership opportunities seek housing in the area. Affordability is currently seen as the most pressing housing issue in the district. Lower-income households either cannot afford to move into the neighborhood or cannot sustain rent increases.

Development Principles

The following principles should guide housing preservation and development efforts in the waterfront study area and, by extension, the district as a whole.

- The highest priority must be given to maintaining affordability and preventing the displacement of existing residents.
- New residential development should conform to the scale and character of the existing residential fabric.
- Housing reinvestment should support and strengthen, rather than impede, viable economic activity on the waterfront. Preference should be given to development that is affordable to local employees, increases public presence on local streets, and supports local business development.
- Environmental sustainability measures, such as green building technology and energy efficiency, should be integral to any housing development effort.

Strategies

While there is an urgent need for additional housing in CD7, the emphasis on maintaining a working waterfront limits the amount of residential development that can occur in the study area. The recently created Southwest Brooklyn IBZ, which encompasses much of the waterfront, is specifically aimed at preserving industrial land use and preventing residential rezoning or conversions. Decisions on the Gowanus Expressway Project will determine to a large extent what opportunities exist for additional housing in the future. Given these limitations and uncertainties a number of broad strategies are proposed for meeting housing needs in the waterfront study area - and the district as a whole - building upon existing housing as a starting point:

- Preserve and maintain existing affordable housing in the waterfront study area.
- Maximize as-of-right development opportunities in the waterfront study area.
- Explore additional development opportunities and resources in other parts of Community District 7, balancing the need for affordable housing with the need to preserve neighborhood character and view corridors.
- Increase government support for affordable housing preservation and development in Community District 7 as a whole.

Recommendations

A. Preserve and maintain existing affordable housing in the waterfront study area.

- 1. The Department of Housing Preservation and Development (HPD) should work with local non-profit organizations to establish a comprehensive housing preservation program for the M1-2D and R districts west of Third Avenue, aimed at encouraging rehabilitation and improvement of the existing housing stock.**

A local housing preservation initiative, managed by non-profit community-based organizations such as Neighbors Helping Neighbors (NHN) and the Fifth Avenue Committee, would actively link property owners in the waterfront study area to building rehabilitation and home improvement loan programs administered by HPD - including the Home Improvement Program (HIP), the Senior Citizen Home Assistance Program (SCHAP), the 421-b Program, the Small Buildings Loan Program, the Article 8A Loan Program, the Participation Loan Program (PLP), and the New Partners Program - as well as rehabilitation loans offered by Neighborhood Housing Services (NHS), banks and other entities. It would also provide access to housing education courses and training programs offered by HPD. Consideration should be given to expanding such efforts throughout the district.

- 2. HPD should promote the Inclusionary Housing program's off-site affordable housing preservation option among developers on Fourth Avenue in South Park Slope - where the recently mapped R8A district includes an Inclusionary Housing bonus - as well as other potential upzonings in Community District 7 that may contain Inclusionary Housing provisions.**

Developers providing affordable housing under the Inclusionary Housing program are eligible for a floor area bonus, subject to certain height and bulk limitations. Affordable housing may be provided on-site as part of the development or off-site, through new construction or preservation of existing affordable units. Off-site affordable units must be located within the same community district or within a half-mile of the development that is receiving the floor area bonus. In addition to providing affordable housing on-site, developers should be encouraged to support housing preservation efforts in the mixed-use and residence districts on the waterfront and elsewhere in the district.

- 3. CB7 supports the inclusion of the blocks between 60th and 63rd Streets and Second and Third Avenues as part of the DCP Sunset Park contextual rezoning. (See Recommendation C.2 below.)**

Although blocks surrounding Lutheran Medical Center are zoned R6A and R6B, requiring new development to be similar in height and bulk with the surrounding neighborhood, the small residential enclave further south, comprising one- and two-family homes and two- and three-story rowhouses fronting on 61st and 62nd Streets, has no such protection. New buildings up to 13 stories in height are permitted as-of-right in R6 districts. Such development may have a significant adverse impact on the existing low-rise character of this neighborhood.

B. Maximize as-of-right development opportunities in the waterfront study area.

- 1. HPD should work with private as well as local non-profit housing developers to identify programs and resources available under the City's 10-year housing plan that can be applied to affordable housing development, where feasible, in the waterfront study area.**

New York City's New Housing Marketplace Plan contains a wide range of financial and tax incentive programs that can be used to develop affordable housing in existing residence districts and in the mixed-use (M1-2D) district, where feasible.¹ They include the Participation Loan Program (PLP), the Small Buildings Program, the Supportive Housing Loan Program, Housing Development Corporation (HDC) Loans, the Mixed-Income Rental Program, and the 421-a Property Tax Exemption Program. While the emphasis in the M1-2D district is on industrial land use, residential development and enlargements may be permitted by authorization of the City Planning Commission under certain circumstances.²

- 2. DCP, HPD and New York City's Housing Development Corporation (HDC), in consultation with the community, should explore opportunities for affordable housing development along the east side of Third Avenue if the Gowanus Expressway is demolished and replaced with a tunnel and if the Third Avenue right-of-way can be narrowed to create development parcels.***

Demolition of the viaduct would not only make Third Avenue more attractive and spur revitalization of existing underutilized properties, it would return city-owned land on the east side of Third Avenue for other types of uses, including affordable housing developed by public and/or non-profit entities. Twenty-six block faces from 39th Street to 65th Street on the east side of Third Avenue are currently zoned for residential use. Contextual, medium density development built to the existing R6 zoning could produce up to 57 units of family housing per block face. Even with relatively low-density development, such as an affordable homeownership project with ground floor retail uses and vest-pocket parks, this area could provide new homes for up to 500 families.³ If the right-of-way were to remain as is, redevelopment of *underutilized* properties along both sides of a new Third Avenue or boulevard could provide significant opportunities for housing.

C. Explore additional development opportunities and resources in other parts of Community District 7, balancing the need for affordable housing with the need to preserve neighborhood character and view corridors.

- 1. DCP, in consultation with Community Board 7 and its elected officials, and with support provided by HPD and HDC, should undertake a detailed study of zoning and land use in other parts of Community District 7 to identify areas that could support additional housing, and develop zoning and other strategies to promote affordable residential development in these locations.***

Rising housing costs as a result of increased demand may have severe consequences for existing low- and moderate-income residents in the district as well as new immigrants to Sunset Park - in terms of displacement and overcrowding. Preservation and development of affordable housing is therefore critical, both to enable existing residents to remain in the area and to adequately accommodate incoming households.

The recently adopted South Park Slope rezoning action creates opportunities for increased residential density and affordable housing development between 15th and 24th Streets along the Fourth Avenue corridor, which has been mapped R8A with an Inclusionary Housing bonus.

However, since Inclusionary Housing is a voluntary program, there are no guarantees that a significant amount of affordable housing will be developed, either on-site or off-site. Community Board 7 urges DCP and HPD to strengthen this program through mandatory affordable housing provisions.

¹ "The New Housing Marketplace: Creating Housing for the Next Generation. 2004-2013"

² *New York City Zoning Resolution*, Article IV, Chapter 2, Section 42-47

³ Assuming 20 foot wide, three story buildings with ground floor retail uses along the length of Third Avenue.

DCP should explore further opportunities for rezoning in CD7, to promote higher density residential development affordable to a range of income levels, taking care to protect low-rise midblocks in the historic district and other areas and encourage development on the avenues, with height restrictions to protect view corridors. Sections further south along Fourth Avenue, for instance, are not built to capacity under current zoning. As a wide thoroughfare and transit corridor Fourth Avenue should be able to support higher density development along its entire length.

NOTE: Additional measures would be explored in areas that are rezoned for higher density, to prevent harassment and displacement of existing tenants in non-rent-regulated buildings that may be targeted for redevelopment.

2. *CB 7 supports inclusion of a large portion of CD 7, including the Sunset Park Historic District, in DCP's Sunset Park contextual rezoning.*

The rash of out-of-context residential development in South Park Slope prior to rezoning and the recent proposal to develop a 12-story residential building on 42nd Street between Fourth and Fifth Avenues, in the low-rise Sunset Park Historic District, underscore the need for a comprehensive survey of CD7 to identify areas suitable for contextual rezoning, as well as views - of the Manhattan skyline, the New York Harbor and landmarks such as the Statue of Liberty and the historic tower of St. Michael's Roman Catholic Church - that need preservation.

DCP Director Amanda M. Burden committed to undertaking a contextual rezoning study of the Sunset Park neighborhood at Mayor Bloomberg's March 27, 2007 Town Hall meeting in Sunset Park in response to mounting concern within the community. She reaffirmed this commitment in her April 4, 2007 letter to CB7 Chair, Randy Peers. (Appendix 11) On April 18, 2007 the Community Board voted unanimously to formally request a contextual rezoning study of the area bounded by 25th Street to the north, the east side of Third Avenue to the west, the boundary of CD7 to the south, and the west side of Eighth Avenue to the east, as well as 61st and 62nd Streets between Second and Third Avenues. (Appendix 12) On May 16, 2009, CB 7 voted in favor of the 128-block Sunset Park Contextual Zoning Plan with two modifications.

3. *HPD, SBS and DOF should explore both tax and financial incentives to encourage owners of mixed-use buildings along Fifth Avenue to release the residential upper floors for occupancy.*

The residential upper floors of numerous mixed-use buildings along Fifth Avenue have been left vacant or are being used as storage for ground floor retail uses. Neighbors Helping Neighbors has identified up to 32 such properties between 41st and 58th Streets that could accommodate approximately 100 households if they were available for occupancy. HPD's New Partners Program could apply in this instance. This program provides low-cost loans to property owners working with non-profit organizations to bring vacant residential units in small mixed-use buildings back into the marketplace.

4. *DCP and HPD should explore the feasibility of decking the rail cut at 38th Street and Fourth Avenue to create additional space for housing development, affordable to a range of income levels.*

This site, opposite P.S. 24 and a few blocks away from Sunset Park's proposed new high school, is currently zoned M1-2. It could potentially house a large number of units as well as community facility uses.

D. Increase government support for affordable housing preservation and development in Community District 7.

1. The City should explore ways to provide additional funding and support for local non-profit organizations engaged in housing preservation and development.

There are already a number of community organizations in Sunset Park that advocate for and/or develop affordable housing, including senior and special needs housing. These organizations are as varied as Lutheran HealthCare which has already developed housing near its main building and Neighbors Helping Neighbors, Inc. (NHN) which promotes homeownership, administers home repair loans, mediates landlord/tenant disputes and offers foreclosure prevention services. Another organization, the Brooklyn Chinese American Association has plans to redevelop the landmark former 68th Precinct Station House on Fourth Avenue for housing and community facilities. Several non-profit housing developers in adjacent neighborhoods have also begun to play a role in Sunset Park, including the Fifth Avenue Committee (FAC) and Habitat for Humanity.

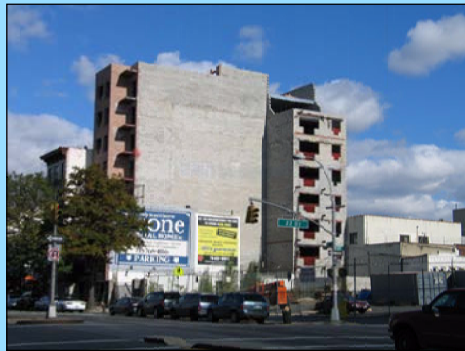
As demonstrated throughout New York City such organizations play a critical role in affordable housing preservation and development. They should be provided with sufficient resources to enable them to effectively carry out their mission.



Mixed residential and industrial uses between Second and Third Avenues













Potential for residential development on Third Avenue with Gowanus Expressway Project tunnel alternative



Higher density residential development in upzoned South Park Slope



Major Recommendations

-  Preserve existing housing stock in R districts west of Third Avenue and encourage affordable housing development as-of-right.
-  Consider contextual rezoning to preserve low-rise midblocks along 61st and 62nd Streets.
-  Preserve existing housing stock in the mixed use (M1-2D) district west of Third Avenue and permit affordable housing development, where feasible.
-  Explore opportunities for affordable housing development along the east side of Third Avenue if the Gowanus Expressway tunnel alternative is pursued.
-  Adopted South Park Slope Rezoning: Promote the Inclusionary Housing program's offsite affordable housing preservation option.
-  Identify areas east of Third Avenue suitable for higher density affordable residential development.
-  Identify areas east of Third Avenue for contextual rezoning to preserve neighborhood character, historic district and views.
-  Encourage full use of residential space in mixed-use buildings on Fifth Avenue.
-  Explore feasibility of decking the 38th Street rail cut to create housing development opportunities.
-  Sunset Park Historic District



Sunset Park 197- a Plan Community Board 7

Map R-6 Housing

Map created by Elena Patarini – May 2007

Community Facilities and Services / Quality of Life

Substantial population growth in Sunset Park over the past ten years, largely through immigration, has increased demand for community facilities such as schools and day-care as well as health, employment, recreational and senior services. In the absence of community-based field offices this demand must largely be met by local non-profit institutions and community organizations. Lutheran HealthCare, whose pioneering efforts over more than 30 years have spearheaded revitalization of the Sunset Park waterfront, has substantially expanded its programs and facilities since relocating to the former American Machine and Foundry Building on Second Avenue in the 1970s. It now operates several satellite sites, day-care facilities, and school-based health programs in the area and is developing housing for senior citizens. Other health, social service, youth and cultural organizations, including Turning Point, the Center for Family Life, Together We Help, and Young Dancers in Repertory now operate in the waterfront study area, providing a range of health, education, employment, immigrant, cultural and recreational services and programs.

Development Principles

While the focus of the 197-a Plan is on land use development and infrastructure improvements along the Sunset Park waterfront, these initiatives will have a major impact on the people who live and work in the immediate area and in adjacent upland neighborhoods. Principles of equity and community partnership should guide development efforts. Above all this plan is about people. This is a largely immigrant community with a wide range of employment, educational, health, social service and cultural needs. Local residents must have access to new jobs that become available on the waterfront, but they also need access to a range of facilities and programs that will prepare them for these jobs, keep them healthy, and support their culture and quality of life. Provision of educational, cultural, social and community facilities and programs must go hand in hand with land use and infrastructure improvements if the people of Sunset Park are to benefit from waterfront revitalization efforts.

Strategies

A number of strategies can be pursued, both in terms of land use development in and adjacent to the waterfront study area, and through policy changes and program expansion in CD7 as a whole, that will help to address Sunset Park's educational, social service, municipal and quality-of-life needs. They include: developing new facilities, where appropriate; expanding and/or improving existing facilities and resources; expanding the delivery of social, health and community services; and addressing quality-of-life issues through adequate enforcement and standards.

Recommendations

A. Develop new community facilities, where appropriate.

Educational facilities

1. DOE and SCA should continue to monitor the need for high school seats in the Sunset Park community.

The new Sunset Park High School building, with a capacity of 1,650 seats, opened for student occupancy in Fall, 2009. After considering several sites, both within the waterfront study area and further upland, SCA constructed a site between 34th and 35th Streets and Third and Fourth Avenues. The school has been developed with significant input from the local community through an open dialogue and planning process. The community's vision for the school's administration and themes has been embraced by DOE, in order to ensure the school not only addresses

educational needs but is also culturally in tune with the different communities that comprise Sunset Park.

Recreational facilities

- 2. EDC and DPR should work with Community Board 7 and local community organizations to identify sites in the study area suitable for the development of indoor recreation and sports facilities, accessible to local residents as well as the broader community.**

In addition to Bush Terminal Pier 1, the landside portion of which is being proposed for indoor recreation as part of the waterfront park development, consideration should be given to the Brooklyn Army Terminal “administration” building near BAT Pier 4, and the 52nd Street Pier, currently occupied by the DSNY sanitation garage. (See Open Space/Waterfront Access recommendation A.3.)

- 3. DOE/SCA should endeavor to provide, where feasible, both indoor and outdoor recreation and sports facilities in the development of schools in Sunset Park.**
- 4. DCP and DPR should explore the feasibility of including indoor recreation and sports facilities, such as handball and basketball courts - in conjunction with residential development - on a deck over the rail cut at 38th Street and Fourth Avenue. (See Housing recommendation C.4)**

Day-care centers

- 5. The Administration for Children’s Services (ACS) should explore opportunities for developing day-care and Head Start facilities in proximity to workplaces on the waterfront.**

ACS should work with EDC to determine potential locations for day-care and Head Start facilities in the Bush Terminal Industrial Complex and other city-owned properties on the waterfront.

- 6. EDC should consider expanding the Georgia L. McMurray BATKids Center in Brooklyn Army Terminal Building B or developing additional day-care facilities in Building A, which is currently undergoing renovation, to accommodate incoming employees.**

The Georgia L. McMurray BATKids Center in Building B provides a substantial amenity for businesses and employees at the Brooklyn Army Terminal. It currently has a capacity of 67 children. Rehabilitation of Building A in recent years has added 800,000 square feet of floor area to the 2.2 million square feet that is already fully occupied in Building B. A further 1 million square feet of space for light manufacturing, distribution, warehousing, and back-office operations will be available once Building A has been fully renovated. The provision of on-site child care would serve as an additional inducement for businesses considering locating in Building A.

Community/Cultural centers

- 7. DCLA should work with local community and cultural organizations to identify potential city-owned sites and/or sources of funding for community/cultural facilities in the waterfront study area or on waterfront access corridors.**

Space for meetings, cultural events, exhibitions, and music, theater and dance performances could be developed on Pier 5, as part of Bush Terminal Piers Waterfront Park, or in the adjacent Bush Terminal Office Building and Longshoremen’s Center. (Map 31)

Locations on potential waterfront access corridors such as 43rd Street and 58th Street should also be considered. Reuse of the Sunset Park Courthouse or the former 68th Precinct Station House at the intersection of 43rd Street and Fourth Avenue as community or cultural centers, for example, would enhance 43rd Street and strengthen the connection between upland neighborhoods and the waterfront park. (Map 31) The landmark courthouse, currently occupied by Community Board 7 and NYPD administrative offices, is poorly utilized. NYPD operations could be moved to the Brooklyn Army Terminal where several NYPD facilities are already housed to free up this building for community use. The station house, also a New York City landmark, has been vacant for many years. The Brooklyn Chinese American Association currently has site control and plans to renovate the building for housing and community facility uses.

The BAT "administration" building at the foot of 58th Street could also be adapted for cultural use, in addition to educational and recreational uses described above.

Funding for the development of cultural facilities in Sunset Park could be provided through DCLA's Capital Projects Unit and its Community Arts Development Program.

- 8. The City (DCLA/SBS) should encourage the development of a cultural corridor on 43rd Street that incorporates existing historic landmarks, in order to strengthen the connection between the proposed waterfront park, Sunset Park on Fifth Avenue, and upland communities.***

43rd Street, which runs from Sunset Park to the proposed Bush Terminal Piers Waterfront Park, could be developed as a cultural corridor, with community and cultural facilities, ethnic stores, studios and galleries, where feasible, leading to a maritime museum or educational/cultural complex on the waterfront.

B. Expand and/or improve existing facilities and resources.

- 1. DOE and SCA should evaluate existing elementary and middle schools in Community District 7 to determine their potential for expansion. If expansion is not feasible, these agencies should work with the Community Board to identify appropriate sites for new construction.***

DOE should explore the feasibility of building an extension to P.S. 94. Sites earlier submitted by CB7 for a high school should also be considered for elementary and middle schools.

- 2. The City should increase maintenance funding and expedite repairs and rehabilitation of all school structures to preserve existing resources and prevent further deterioration, where resources permit, in CD 7.***

C. Expand the delivery of social, health and community services.

- 1. As resources become available, the City should increase support for community-based non-profit organizations in Sunset Park to enable them to effectively deliver immigrant, literacy, job placement, youth, elderly and other services to the growing population.***
- 2. When feasible and subject to citywide needs, the City should provide funding for the development of a "one-stop" immigrant service in Community District 7 that takes care of legal issues and health issues as well as education, job training, employment and housing needs.***

SWBIDC should explore the feasibility of developing such a prototype in collaboration with the Center for Family Life and other organizations that provide immigrant services as well as the Mayor's Office of Immigrant Affairs, EDC, IMB and other city and state agencies.

There is a critical need for immigrant services of all kinds in Sunset Park. New immigrants often have no idea of their rights with respect to housing and jobs and are vulnerable to abuse by landlords and employers. Undocumented immigrants in particular are unlikely to complain about housing code violations or unfair employment practices. Poor command of English also limits access to information on legal, health, education and other services. Efforts should be made to conduct outreach in various languages and provide translation services where necessary.

3. *DYCD should support programs that engage local youth in neighborhood improvement efforts.*

DYCD should support after-school and summer programs run by local community-based organizations that engage young people in neighborhood revitalization efforts, build community identity and open up potential career paths. UPROSE already runs successful programs on environmental issues. Other programs could include landscape design, documentation of historic buildings and artifacts, design and construction of street furniture, murals and signage.

D. Address quality-of-life issues through adequate enforcement and standards.

1. *Litigation that has delayed the effective date of amendments to the adult entertainment zoning regulations should be settled as soon as possible.*

Amendments to the City's 1995 adult use zoning regulations, intended to go into effect October 31, 2002, eliminate loopholes that have permitted operators of adult establishments to circumvent the intent of the zoning and remain in business or open new businesses at prohibited locations. Enforcement of the amended regulations by DOB, once they become effective, would significantly reduce the number of adult entertainment establishments in Sunset Park.

The City should move as quickly as possible to implement the long delayed 2001 amendment to the definition of adult bookstores (which addresses 60/40 establishments, and pertains only to areas that are not in manufacturing districts). The City should rigorously enforce loitering and prostitution laws in and around adult entertainment establishments and 60/40 bookstores that are in manufacturing districts.



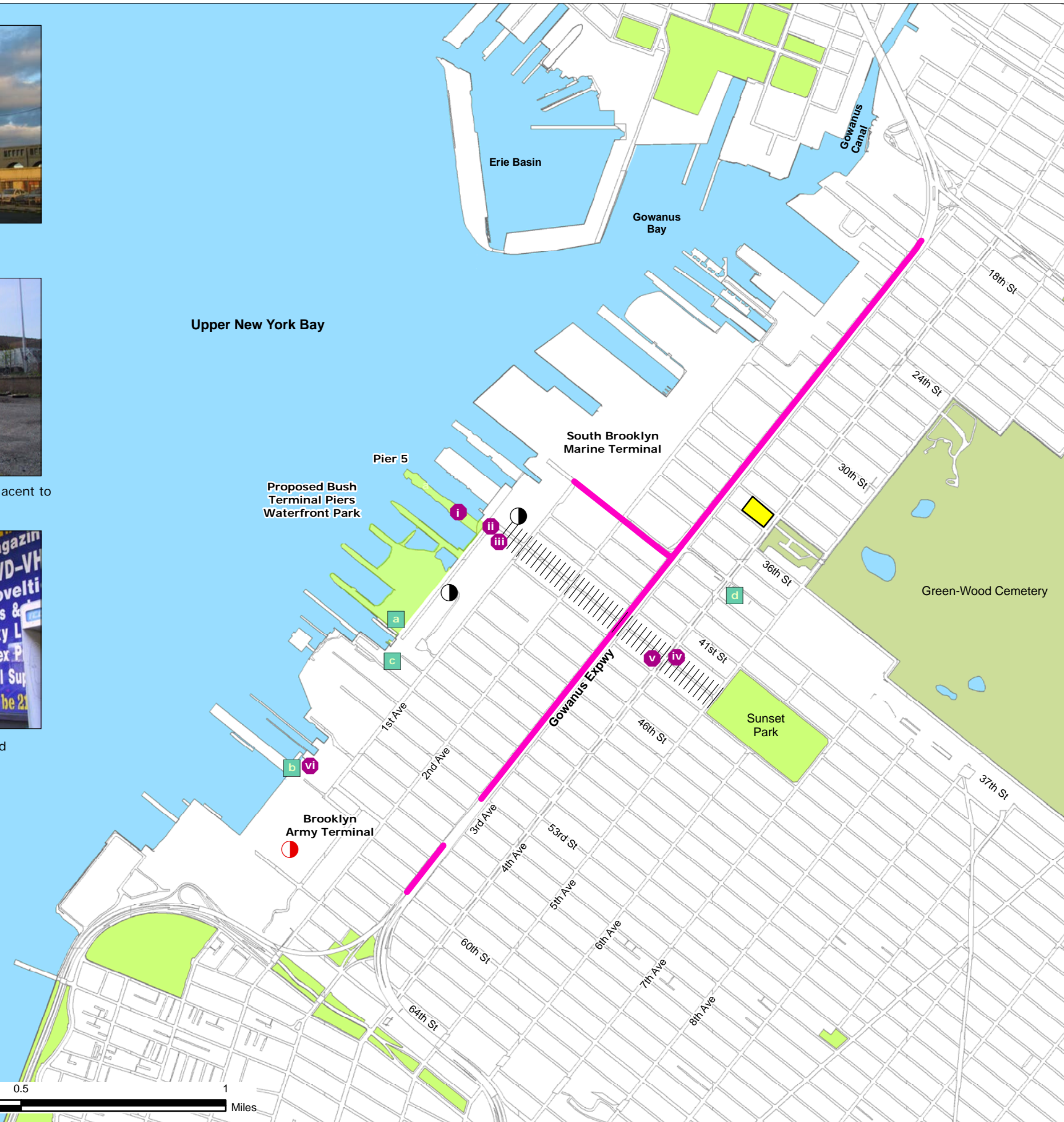
BAT "Administration" Building



DSNY garage at 52nd Street Pier, adjacent to First Avenue Rail Yard



Adult Entertainment uses along Third Avenue



Major Recommendations

- Expedite the development of a public high school in Sunset Park.
- Identify suitable sites for community/cultural facilities in the study area or on waterfront access corridors. Potential sites:
 - i. Bush Terminal Pier 5
 - ii. Bush Terminal Office Building
 - iii. Bush Terminal Longshoremen's Center
 - iv. Former Sunset Park Courthouse
 - v. Former 68th Precinct Station House
 - vi. BAT "administration" Building
- Create a cultural corridor on 43rd Street to strengthen the connection between Bush Terminal Piers Waterfront Park, Sunset Park and upland communities.
- Identify locations for indoor recreation and sports facilities, accessible to local residents as well as the broader community. Potential sites:
 - a. Bush Terminal Pier 1
 - b. BAT "administration" Building
 - c. 52nd Street Pier
 - d. 38th Street rail cut
- Explore opportunities for day-care facilities near workplaces, e.g. Bush Terminal Industrial Complex.
- Expand existing day-care facilities at the Brooklyn Army Terminal.
- Investigate the number, nature and use of adult entertainment establishments in Sunset Park and strictly enforce zoning regulations.

**Sunset Park 197- a Plan
Community Board 7**

**Map R-7
Community Facilities and
Services / Quality of Life**

Map created by Elena Patarini - May 2007



Historic Preservation

As a thriving maritime and industrial center Sunset Park played a significant role in the economic growth and development of New York City, as well as the nation in the late 19th and early 20th Centuries. It also played an important role in the movement of troops and supplies during World War 1 and World War 2. However, the decline in heavy manufacturing in New York City after World War 2 and movement of shipping to the New Jersey side of the harbor resulted in substantial deterioration of industrial buildings and transportation infrastructure on the waterfront. Current economic revitalization efforts pose a further threat to Sunset Park's historic industrial fabric.

Development Principles

Efforts should be made to connect local residents as well as New York City as a whole to Sunset Park's rich maritime and industrial heritage. Principles of historic preservation should help guide development on the waterfront.

Strategies

The following broad strategies are proposed to ensure that revitalization efforts on the Sunset Park waterfront, while important to the local and regional economy, are sensitive to the area's historic infrastructure and do not destroy our connection to its maritime and industrial past.

- Preserve historically significant buildings, sites and artifacts on the Sunset Park waterfront.
- Commemorate Sunset Park's maritime and industrial history and its significance in the economic growth and development of New York City and the region.
- Create a sense of place and identity on the waterfront that will draw local residents and visitors to the area.

Recommendations

Note: Numbers in parentheses in the following recommendations refer to locations on Map R-8. The Historic Preservation chapter – pages 160 to 166 - provides a brief description of each building or site by map number.

A. Preserve historically significant buildings, sites and artifacts on the Sunset Park waterfront.

1. The New York City Landmarks Preservation Commission (LPC) should consider historically and architecturally significant buildings in the waterfront study area for potential designation as New York City landmarks.

- E.W. Bliss Company (9)
- American Can Company (10)
- American Machine and Foundry Building (11)
- National Metal Company (12)
- New York State Arsenal (15)
- Brooklyn Railroad Building (16)

2. The City should preserve Sunset Park's historic infrastructure, wherever feasible, including railroad tracks (7), piers and cobblestone streets.

- a. Although EDC has initiated an upgrade of Sunset Park's rail infrastructure, efforts should be made to preserve certain sections or elements of historic interest, including parts of the First Avenue Rail Yard and First Avenue Rail Line, railway cars and engines, and tracks connecting to piers and warehouses.
- b. Belgian blocks - or cobblestones - that are dug up for First Avenue rail improvements should be recycled for pathways, walls and decorative features in the Bush Terminal Piers Waterfront Park as well as historic or cultural developments.

3. The City (EDC/LPC) should encourage the preservation of privately-owned historic or architecturally significant buildings in the study area, through the marketing and/or provision of tax and other financial incentives.

Every effort should be made to encourage private owners to maintain the historic or architectural integrity of their buildings or infrastructure in their rehabilitation efforts through the use of tax preservation and other incentives. The Federal Historic Rehabilitation Tax Credit administered by the New York State Office of Parks, Recreation and Historic Preservation (NYS OPRHP) is one program that owners should be made aware of.

B. Commemorate Sunset Park's maritime and industrial history and its significance in the economic growth and development of New York City and the region.

1. The City (EDC/DCLA) should consider assisting, as resources allow, non-profit organizations to create a maritime and industrial museum on the waterfront to promote awareness of Sunset Park's maritime and industrial past and the important contributions its immigrant communities have made to the local and regional economy.

EDC should consider the adaptive reuse of historic industrial buildings such as the Bush Terminal Office Building (2) overlooking the proposed waterfront park, or the E.W. Bliss building (9) on First Avenue and 52nd Street, for the development of a maritime and industrial museum. EDC should pursue funding for development and maintenance of the museum through DCLA, the Mayor's Fund to Advance NYC, the State, the Hudson River Foundation and other sources. The Baltimore Museum of Industry in Baltimore, Maryland and the Independence Seaport Museum in Philadelphia serve as good examples.¹

The Bliss building, a potential brownfield site, has been derelict for many years and the owner is in substantial tax arrears. Creation of a Third Party Transfer program for tax-delinquent brownfields, as proposed in a bill recently introduced in the City Council would allow buildings such as the Bliss building to be transferred to a responsible third party such as a non-profit organization or developer for remediation and adaptive reuse as a cultural or historic facility tied to the waterfront park.²

¹ www.thebmi.org; www.phillyseaport.org

² Int 0582-2005, sponsored by council members David Yassky and James Genarro, proposes a Third Party Transfer program for tax delinquent brownfields similar to the Third Party Transfer program for occupied housing, whereby the city transfers tax-delinquent properties to responsible third parties for remediation and redevelopment, rather than selling the tax lien on such properties.

C. Create a sense of place and identity on the waterfront that will draw local residents and visitors to the area.

1. EDC should support the creation of a cultural/historic precinct on the water's edge, linking a maritime/industrial museum and other cultural, historic and educational facilities to the proposed Bush Terminal Piers Waterfront Park.

EDC should consider incorporating a maritime and industrial museum, significant historic buildings and public open space on the waterfront into New York State's Urban Cultural Parks / Heritage Area Program. There are about 16 Urban Cultural Parks in various cities around New York State, including New York City. Each Urban Cultural Park is developed around a central theme, such as transportation, the natural environment, and labor history. New York City's Urban Cultural Park focuses on New York Harbor and covers several sites, including Pier 1 near Battery Park and the South Street Seaport.

The Bush Terminal Office Building (2) and statue of Irving T. Bush, together with the Bush Terminal Longshoremen's Center (3) - which currently serves as a restaurant/lounge, the cobblestone street, and adjacent brick warehouses, create a historic enclave at the foot of 43rd Street that could be developed as a significant waterfront destination. Historic ships moored at Bush Terminal Pier 5 and historic and cultural activities on the pier would create an additional draw. The Waterfront Museum and Showboat Barge currently moored at Pier 44 in Red Hook is a good example.³ Development of a cultural corridor along 43rd Street would strengthen the connection to upland neighborhoods. A historic promenade along the eastern edge of the proposed waterfront park could link facilities at Bush Terminal to additional cultural and historic resources at the Bliss Building on First Avenue and 52nd Street, and to recreational and cultural facilities on the 52nd Street Pier.

2. Promote local tourism.

Local and citywide organizations such as SWBIDC, the Brooklyn Historical Society, the Municipal Art Society, and New York City's Department of Cultural Affairs, should work in collaboration with Community Board 7, to develop a guidebook and historic tours of the waterfront and other significant sites in Sunset Park, including Green-Wood Cemetery (19) and the Sunset Park Historic District (17). Local railroad enthusiasts and industrial archeology scholars should be approached to lead tours.

3. The City (DCLA) should encourage and support non-profit organizations to create a historic trail and map leading people from upland neighborhoods to and along the waterfront, using plaques to identify historic buildings and sites.

Careful attention should be paid, in opening up pedestrian corridors and historic trails along the waterfront, not to impede business activity and local freight movement in the area.

³ <http://www.waterfrontmuseum.org/>



E. W. Bliss Building
First Avenue and 52nd Street



Bush Terminal Office Building near
proposed waterfront park



Rail tracks and cobblestones on 41st
Street and Second Avenue



Major Recommendations

See Historic Preservation chapter for building and site descriptions by map key.

- Consider historically and architecturally significant buildings in the study area for potential designation as NYC landmarks: E.W. Bliss Company (9); American Can Company (10); American Machine and Foundry Building (11); National Metal Company (12); New York State Arsenal (15); Brooklyn Railroad Building (16).
- Other historic sites of interest: Bush Terminal Office Building (2); Bush Terminal Longshoremen's Center (3); Bush Terminal Loft No. 1 (4); Bush Terminal Warehouses (5); Bush Terminal Unit C (6); Monarch Wine Building (13); Federal Building # 2 (14).
- Pursue listing of Bush Terminal Complex (1) on the National Register of Historic Places.
- Consider designation of the Brooklyn Army Terminal (8) as a NYC Landmark or Historic District.
- Support creation of a maritime / industrial museum on the waterfront. Consider adaptive reuse of Bush Terminal Office Building (2) or E.W. Bliss Building (9).
- Create a cultural / historic precinct at Bush Terminal Piers in coordination with public open space development, incorporating a museum, community / cultural center, historic ships, etc.
- Create an historic trail connecting historic buildings and sites in upland neighborhoods with those on the waterfront. (potential route)
- Preserve Sunset Park's historic infrastructure wherever feasible, e.g. cobblestone streets, railroad tracks (7), and piers.
- Significant buildings and historic landmarks east of Third Avenue: Sunset Park Historic District (17); former 68th Precinct Station House and Stables (18); Green-Wood Cemetery (19); Green-Wood Cemetery Gate and Gatehouse (20); former Sunset Park Courthouse (21); former Weir and Company Greenhouse (22); Sunset Play Center (23); Our Lady of Perpetual Help Basilica (24); St. Michael's Roman Catholic Church (25); Our Lady of Czestochowa (26).

Sunset Park 197- a Plan Community Board 7

Map R-8 Historic Preservation

Map created by Elena Patarini – May 2007

District Service Cabinet Recommendations

The following recommendations, while integral to the Sunset Park 197-a Plan, relate to service delivery and can be addressed at the District Service Cabinet level.

Economic Development : Quality of the business and work environment

- 1. *DSNY should widely advertise its “Illegal Dumping Bounty Programs,” which provide monetary awards to members of the public who report observations of illegal dumping.***

The installation of surveillance cameras at certain locations would assist in detecting as well as preventing further illegal activities.

- 2. *DSNY, NYPD, NYC DOT, DOB and other agencies should work closely with Community Board 7 and SWBIDC, in consultation with the local business community, to address concerns and needs regarding sanitation, crime, condition of local streets and sidewalks, and quality of life issues, and ensure the effective and efficient delivery of municipal services as well as improved security throughout the industrial area.***

Transportation: Local streets, parking, truck movement, bus and subway service

- 1. *NYC DOT should seek permission from NYS DOT to improve lighting under the entire length of the Gowanus Expressway while long-term plans are being developed.***

While NYC DOT has installed high-intensity lights under certain sections of the Gowanus Viaduct, there are still areas where lighting is insufficient. NYC DOT should work with the Community Board to identify areas that still need lighting and complete the installation.

- 2. *NYC DOT should provide more streetlights along Third Avenue to improve visibility, particularly at busy intersections and waterfront access corridors.***
- 3. *NYC DOT and DEP should move swiftly to repair deteriorated streets that have been identified by CB7, in coordination with DDC and other city agencies.***

Some streets have already been identified by the Community Board as in need of repair, including:

- Second Avenue, between 29th and 42nd Streets;
- 29th Street, between Second and Third Avenues - currently used for parking by the Federal Bureau of Prisons, and;
- 39th, 40th, and 41st Streets, from First to Second Avenues.

- 4. *NYC DOT should work to improve current public parking provisions.***
 - a. *Explore ways to increase the number of parking spots under the Gowanus Expressway viaduct.***
 - b. *Consider possible changes in street sweeping regulations to permit additional curbside parking.*** Street sweeping regulations currently apply four days a week between First and Sixth Avenues and two days a week in the remainder of CD7. The Community Board has repeatedly called for a reduction in the number of street sweeping days district-wide to facilitate curbside

parking. This would be particularly useful in the industrial area between First and Third Avenues, where there is a dearth of parking spaces.

5. Immediate measures should be taken to improve the efficiency of truck movement throughout the waterfront study area, based upon NYC DOT's truck route study, with additional consideration for economic development efforts at SBMT and other locations north of 39th Street; reactivation of the Hamilton Avenue Marine Transfer Station; and public open space improvements at Bush Terminal.

- a. **NYC DOT should repair deteriorated local truck routes.** CB7 has already identified several sections that are in need of repair along First, Second, Third and Prospect Avenues, and 20th, 39th, 43rd, 58th and 60th Streets.
- b. **NYC DOT should improve truck route signage where necessary and stringently enforce truck routes and size limits.**
- c. **DSNY should improve scheduling of the 51st Street sanitation garage and the IESI waste transfer station at 50th Street, for as long as these facilities are operational, in order to alleviate truck traffic congestion in the immediate vicinity.**

Although on-site queuing is now required for all new waste transfer stations under the city's recently adopted Solid Waste Management Plan, this does not apply to existing facilities.¹ Lack of on-site queuing at IESI exacerbates conditions along First Avenue and on 51st Street. City sanitation trucks waiting to access the facility as well as the sanitation garage, and long haul municipal waste trucks lined up along First Avenue impede traffic flow and create substantial congestion in the area.

- d. **NYC DOT should restrict the hours of curbside parking in areas where curbside truck deliveries occur at frequent intervals, to prevent double parking and improve traffic flow.**
- e. **Off-street loading and unloading should be encouraged wherever feasible.**

6. NYC DOT should study all truck routes in CD7 to identify sensitive areas or intersections – near senior housing, senior centers, schools, playgrounds, medical facilities and places of worship – and install necessary safety enhancements.

7. NYC Transit should improve the current level of bus service in the waterfront study area.

NYC Transit, in consultation with CB7, should evaluate the level of bus service to and along the waterfront and make immediate scheduling improvements, where necessary, to support current uses and activities. Particular consideration should be given to the adequacy of bus service between Fourth Avenue subway stations and businesses on the waterfront and the need for enhanced bus service to the 58th Street Pier and ferry terminal to facilitate public access to the pier and encourage ferry use. NYC Transit should also coordinate with NYC DOT and the NYPD to improve signal timing and traffic enforcement in the area to facilitate the movement of buses.

8. The MTA should improve public access to Fourth Avenue subway stations, with turnstiles at both ends of the platform open on a full-time basis.

Currently, only one subway entrance is open at each station during off-peak periods, increasing the walking distance and creating potential difficulties for elderly passengers and families with small children. Installation of Metrocard turnstiles would allow all access points to remain open on a 24 hour basis.

¹ *Comprehensive Solid Waste Management Plan*, Chapter 4 - Commercial Waste Management, Section 4.4.2., September 2006, DSNY.

Environment: Fuel emissions, sewage infrastructure

- 1. NYC DOT and the NYPD should increase signage in the study area with respect to idling and strictly enforce idling regulations.***

Trucks and buses are often left idling to keep the engine warm and avoid start-up difficulties, especially in cold weather. However, unnecessary idling can contribute substantially to air pollution. According to the EPA a typical truck burns approximately one gallon of diesel fuel for each hour it is left idling.

Under New York City's idling law (NYC Administrative Code §24-163), trucks and buses may not idle for more than three consecutive minutes, except when the engine is powering a loading, unloading or processing device or the vehicle is a legally authorized emergency vehicle. While a certain amount of unnecessary idling occurs throughout the study area, it is of particular concern along First Avenue, in close proximity to the proposed park, where long-haul municipal waste trucks wait their turn to access the IESI waste transfer facility at 50th Street.

- 2. DEP should maintain Third Avenue catch basins on a more regular basis and replace hoods where necessary to prevent blockages and flooding at intersections.***

The slope of streets leading down to the waterfront creates substantial runoff in some locations – in the 20s and 30s for example. Despite repairs to catch basins in the 50s and 60s there are still a lot of complaints about flooding. In many instances flooding is exacerbated by heavy outflows from Gowanus Expressway drainpipes that terminate above ground. A clear and effective dialogue between the Community Board, DEP and other agencies in the District Service Cabinet would help to address such issues and arrive at effective solutions.

Open Space and Waterfront Access: Maintenance

- 1. DPR should increase staffing and maintenance levels at existing parks and playgrounds in Community District 7 to accommodate increased demand as a result of population growth and preserve the quality of existing public open space.***

Housing: Code violations, overcrowding

- 1. HPD and DOB should vigorously enforce code violations in multi-family residential buildings in the study area and impose maximum fines on negligent landlords.***
- 2. HPD should increase building inspections in the waterfront study area as a means to enforce overcrowding restrictions and occupancy standards under the City's Housing Maintenance Code.***

Note that, while this will remove illegal unsafe conversions it will also place tenants at risk of homelessness. Affordable housing opportunities must first be made available in Sunset Park to accommodate residents that may be displaced as a result of enforcement.

Community Facilities and Services/Quality of Life

- 1. NYC DOT should provide more streetlights throughout the waterfront study area to improve security.***
- 2. DSNY should provide more trash receptacles throughout the waterfront study area, particularly along commercial corridors.***

- 3. The NYPD should increase police patrols to deter crime and prostitution in the industrial area and advise Community Board 7 and its elected officials of deployment changes to address this issue.**
- 4. DOB should conduct an immediate investigation into the number, nature and use of adult entertainment establishments in Sunset Park and strictly enforce existing zoning regulations.**
- 5. DOB should strictly enforce its new registration program for outdoor advertising signage aimed at “...combating the proliferation of illegal signs near the city’s major arterial highways and parks.”²**

The new regulations - Rules of the City of New York, Chapter 49, Rule 49 – which took effect on August 25, 2006, implement provisions of Local Laws 14/2001 and 31/2005. They are not new signage laws. Rather, they ensure greater accountability and adherence to the existing laws through registration and enforcement.

² Press Release, New York City Department of Buildings, July 26, 2006.

Appendices

Appendix 1

Community Participation and Outreach

Year	Event	Distribution/Participants/Respondents	Date
1997	Two-day Community Planning and Design Workshop (Harbor Hill Houses), co-sponsored by the American Planning Association New York Metro Chapter and the Municipal Art Society Planning Center.	Estimated 100 participants, representing local community-based organizations, elected officials, business interests, and city and state agencies as well as facilitators (architects, planners, urban designers) and technical advisors.	12/5/97 12/6/97
	First Annual Waterfront Festival	120 questionnaires completed by attendees.	6/97
1998	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
1999	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
2000	197-a Plan Phase Two Kick-Off Meeting	Community Board and public (Approximately 75 attendees)	8/17/00
	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
	197-a Committee Update #1	Distribution to CB7 mailing list and at CB7	10/17/00
	Fall 2000 Focus Meetings:		
	Environmental Issues - Trinity Lutheran Church (Co-sponsored by UPROSE)	60 participants	11/8/00
	Businesses and Jobs – SWBIDC (Co-sponsored by SWBIDC)	32 participants	11/9/00
	Port and Park Development Plans – Community Board 7	100 participants	11/13/00
	Transportation – Community Board 7. (Co-sponsored by the Gowanus Expressway Community Coalition)	Approximately 45 participants	11/30/00
	Housing and Community Facilities – Harbor Hill Senior Residence. (Co-sponsored by Lutheran Medical Center and Neighbors Helping Neighbors)	Approximately 50 participants	12/7/00
	Open Space and Waterfront Access – Community Board 7	20 participants	12/13/00
2001	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
	197-a Committee Update #2	Distribution to CB7 mailing list and at CB7	2/01
	Business Forum, SWBIDC (Co-sponsor: SWBIDC)	Approximately 50 participants. Representatives from NYS DOT and NYC EDC in attendance to field questions.	3/15/01
	Newspaper: Twelve-page summary of the preliminary Sunset Park 197-a Plan, published as an insert in the home Reporter and Sunset News. (Including a one-page summary in Spanish.)*	Wide distribution throughout Sunset Park, Windsor Terrace, Park Slope. (Circulation approximately 20,000)	6/8/01
	Highlights of the Sunset Park 197-a Plan translated into Chinese and distributed in the Brooklyn Chinese American Association's monthly newspaper, <i>Brooklyn Chinese Monthly</i> .	Wide circulation throughout Brooklyn	6/01
	Community Forum and Exhibit on the 197-a Plan and related initiatives. St. Michael's School	Approximately 90 participants, including residents, community board members, and representatives of community organizations, local institutions, elected officials and government agencies.	6/12/01
	Follow-Up Workshop. Marien-Heim of Sunset Park	Approximately 90 participants.	6/27/01

Year	Event	Distribution/Participants/Respondents	Date
	197-a Committee Update #3	Distribution to CB7 mailing list and at CB7	8/18/01
	Sunset Park Hispanic Community Forums. Co-Sponsor: UPROSE	Approximately 40 people at each workshop. Included presentations by NYS DOT.	11/8/01 12/11/01
2002	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
	Sunset Park Chinese Community Forum. Co-Sponsor: Brooklyn Chinese American Association	70 participants	4/18/02
	Draft Recommendations	Over 100 copies distributed to 197-a Committee members, elected officials, city agencies, community board members and members of the District Health Cabinet.	7/02
2003	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
2004	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
	Sunset Park 197-a Plan Brochure and Questionnaire	Distributed at the Air Festival, sponsored by UPROSE, 58 th Street Pier	6/20/04
	Sunset Park 197-a Plan Brochure and Questionnaire	Distributed at CB7 Waterfront Festival (44 respondents)	9/18/04
	Existing Conditions Analysis (first half)	Distribution to Committee and Board Members for review	10/14/04
2005	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly
	Existing Conditions Analysis (second half)	Distribution to Committee and Board Members for review	1/6/05
	Draft Recommendations	Distribution to Committee and Board Members for review	2/10/05
	Draft Sunset Park 197-a Plan	PowerPoint presentation to CB7	3/16/05
2006	Regular 197-a Committee meetings	Sunset Park 197-a Committee and interested public	Monthly

* Regular reports on the Sunset Park 197-a Plan have been published by the Home Reporter and Sunset News since the start of the planning process.

Meetings with local institutions and community-based organizations

Many community-based organizations and institutions in Community District 7 have been involved in the 197-a planning process, either through direct representation on the 197-a Committee, scheduled meetings, or co-sponsorship of forums and workshops. They include:

Lutheran Medical Center
Brooklyn Public Library
Neighbors Helping Neighbors
Center for Family Life
Young Dancers in Repertory
Together We Help
UPROSE
SWBIDC
Sunset Park Restoration
Sunset Park United
United Senior Citizens of Sunset Park, Inc.
Brooklyn Chinese American Association
Chinese American Planning Council
Opportunities for a Better Tomorrow
Hispanic Young People's Association (HYPA)
Beacon Program
Academy for Democracy, Law, and Social Justice

The 197-a Committee has also met with more broad-based organizations and initiatives, such as the Brooklyn Economic Development Corporation, the Brooklyn Waterfront Greenway Coalition, and the Gowanus Expressway Community Coalition, on economic development, open space, and transportation improvement issues related to the Sunset Park waterfront.

Meetings with Elected Officials

Various meetings have been held with elected officials and their staff over the years to discuss the 197-a Plan, including NYS Assemblyman Felix Ortiz, NYS Senator Martin Connor, NYS Senator Diane Savino, NYS Assemblywoman Joan Millman, NYC Councilman Vincent Gentile, NYC Councilman Angel Rodriguez, NYC Councilwoman Sara Gonzalez, Congresswoman Nydia Velazquez, Congressman Jerrold Nadler, Brooklyn Borough President Howard Golden, and Brooklyn Borough President Marty Markowitz.

In addition to meeting on an individual basis, elected officials have been represented at all 197-a Committee meetings.

The Brooklyn Borough President's Office has been particularly helpful in providing technical assistance and advice throughout the planning process, both under Borough President Howard Golden as well as Borough President Marty Markowitz.

Appendix 2

Agency Meetings, Correspondence and Consultation

A number of city, state and federal agencies were contacted between 1999 and 2000 to notify them of the Sunset Park 197-a planning process. Early drafts of major issues and recommendations were distributed soliciting additional information and feedback. The following agencies were contacted:

City

DEP
DOB
HRA
HPD
NYC DOT
DPR
EDC
DSNY
NYPD (72nd Precinct)
MTA
DSBS
DOS
DOH
DOE
DCLA

State

NYS DOT
NYS DOL
PANY NJ
DEC

Federal

US HUD
Dept. of the Army

Follow-up meetings were held with several agencies to discuss specific aspects of the plan in greater detail, including HPD, NYS DOT (8/26/02), NYC DOT (1/7/02), DPR (2/20/02), MTA (7/10/02), NYPD (72nd Precinct), HRA (2/5/02), DSNY(8/2/02), (DEC (6/18/02), and DEP (4/3/02).

Meetings with DCP

The following meetings have been held to date with Department of City Planning staff from the Brooklyn Office as well as DCP's Office of Plan Coordination:

9/6/01: Presentation to DCP of draft 197-a Plan in summary form (Newspaper).
4/14/05: DCP comments on updated summary of the 197-a Plan.
5/18/06: DCP comments on the full draft 197-a Plan.
7/19/06: DCP comments on recommendations maps.
3/15/10: DCP threshold comments - maps.
3/27/07: DCP threshold comments - text.

Meetings with EDC

CB7 has had an ongoing dialogue with EDC on all aspects of waterfront development throughout the planning process, including Bush Terminal Piers Waterfront Park, the South Brooklyn Marine Terminal, the Cross Harbor Rail Improvement Project, the First Avenue Rail Line, and long term port improvement plans.

10/3/01: Meeting with EDC Open Space Planning and Design Consultants
1/23/02: EDC forum on Cross Harbor Freight Movement Project (CHFMP)
2/7/02: EDC staff at CB7
6/6/02: EDC presentation on SBMT at the Brooklyn Borough Presidents Office
6/26/02: Meeting on CHFMP at EDC
7/11/02: Site visit - Bush Terminal Piers Open Space Project (BTPOSP)
9/24/02: EDC and consultants presentation on BTPOSP at Harbor Hill
12/10/02: EDC presentation on BTPOSP at UPROSE
3/27/03: EDC presentation at UPROSE
1/8/04: EDC community meeting on BTPOSP at Harbor Hill
3/15/04: Meeting with Alyssa Cobb on BTPOSP
8/19/04: EDC staff at CB7
8/23/04: Laurie Raphael (BAT)
10/19/04: EDC presentation at CB7 on BTPOSP, SBMT, First Avenue rail improvements.
7/15/05: EDC update on 197-a Plan and BTPOSP
2/6/06: EDC briefing on BTPOSP at CB7

Correspondence

Letters from the Chair of the 197-a Committee, describing the Sunset Park 197-a Plan and soliciting support for various aspects of the plan were sent to: Deputy Mayor Doctoroff (6/3/02); and Joe Chan (6/24/02).

Participation on Task Forces and Stakeholder Groups

CB7 has participated as a local stakeholder on a number of initiatives related to development on the Sunset Park waterfront, including the Comprehensive Port Improvement Plan (CPIP), EDC's Bush Terminal Piers Open Space Project, NYS DOT's Gowanus Expressway Project, and rehabilitation and reuse of Federal Building #2.

- CPIP Stakeholders Group (4/18/02, 4/15/03, 6/9/05)
- Bush Terminal Piers Waterfront Park Task Force
- Gowanus Expressway Community Coalition (4/2/02 - regular meetings)
- Federal Building #2 Working Group: (BEDC, Congresswoman Nydia M. Velazquez, Congressman Jerrold Nadler) (1/28/02, 11/14/02, 5/20/03, 12/18/03, 8/19/04, 6/29/06)

Appendix 3

Sustainable Industrial Development

Green Ports

Rapid growth of containerization in the past few decades, increased competition for world trade and construction of larger and larger container ships requiring deeper navigation channels have driven port expansion and improvement efforts throughout the world. This has occurred at a time of increasing awareness of - and concern about - global environmental issues and reevaluation of what a port can and should be. Growing commitment to environmental sustainability, both in response to increased regulation and as sound business practice, has significantly influenced port development and expansion and contributed to the rise of “Green Ports” as a model for sustainable maritime development and operations.

Green port development and management practices include: brownfield remediation; fill avoidance and minimization; dredge avoidance and minimization; ecosystem restoration; wetland preservation; green building design and construction; green infrastructure/beneficial landscaping; public access; stormwater management; waste reduction and recycling; emissions reduction; energy conservation; community partnerships; and public education.

The first International Ports and Environments Conference held in Antwerp in February 2006 attests to increased interest in - and commitment to - environmentally sustainable port development and operations worldwide. Up to 115 participants from 21 countries attended the conference, which covered a range of issues including regulations, technical innovation, dredging, emissions, training and community relationships. A second conference is being planned for February 2007.¹

Examples of green port development and operations in the United States include the Port of Long Beach, the Port of Los Angeles, the Port of Oakland, and the Port of San Diego in California; the Port of Seattle in Washington; and the Port of New York/New Jersey.

- **The Port of Long Beach** recently entered into an “historic” green lease agreement that includes the use of shore-side electricity (cold-ironing) and other environmentally friendly technologies aimed at reducing emissions of nitrogen oxides (NOx) and diesel related particulate matter from ships at berth and from cargo-handling equipment used at the container terminal.
- **The Port of Los Angeles** has worked to reduce air emissions from marine engines (tugboat engine retrofits), initiated recycling programs, and encouraged the use of zero emission electric and compressed natural gas vehicles.
- **The Port of Oakland**, the fourth largest container port in the United States, has committed to retrofitting buses, cargo equipment and tugboats with cleaner-running engines. The Port’s Vision 2000 project to transform a closed military base – the Naval Fleet Operations and Supply Center Oakland (FISCO) in Middle Harbor into two new marine terminals and an intermodal rail terminal also features major environmental and public amenities such as the creation of tidal wetlands and public parkland. The 30-acre Middle Harbor Shoreline Park was designed in collaboration with the Oakland community.
- Green port initiatives at the **Port of San Diego** include reduced air emissions; management of runoff into San Diego Bay; installation of oil-water separators at the airport; use of alternative fuel vehicles; and adoption of a formal integrated pest management policy.
- **The Port of Seattle** has undertaken industrial expansion and cargo container capacity building in coordination with wetland revitalization, creation of fish and wildlife habitat, and public access. The Port has also signed a voluntary agreement with the Washington State Department of Ecology and

¹ http://www.green-port.net/index.php?page_number=8

Northwest Cruise Ship Association that sets standards for wastewater treatment and discharge that exceed federal requirements.

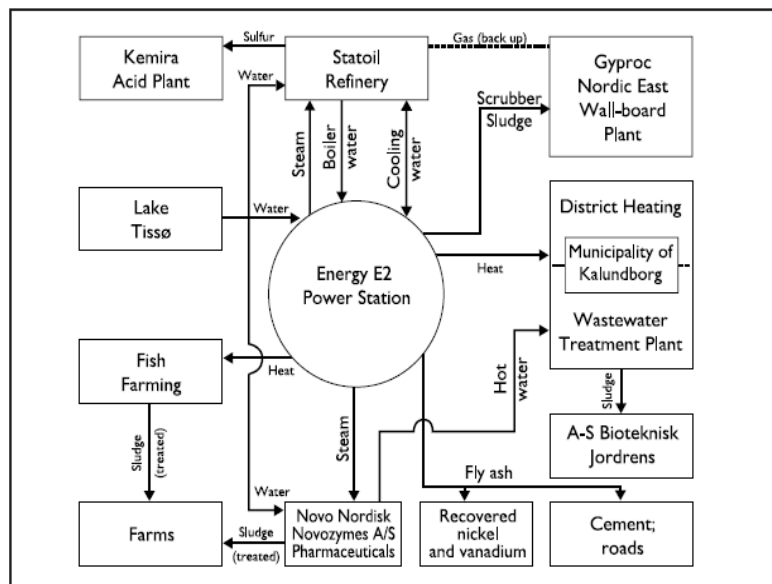
- The American Association of Port Authorities recently honored the **Port Authority of New York and New Jersey** for community participation in a program entitled “Green Ports Tenant Environmental Awareness Training,” aimed at building environmental awareness in the seaport community. The Port Authority has also tested the use of permeable paving in Howland Hook Marine Terminal as a means of reducing stormwater runoff.

Eco-Industrial Parks

Eco-industrial parks (EIPs) came into being in the early 1990s, fueled by growing concern for the health of the planet and the need for a more sustainable model of industrial development – one that balances environmental, economic and social needs. Environmental sustainability was a central concern of the Clinton administration. In June 1993 President Clinton established the President's Council on Sustainable Development (PCSD) to advise him on sustainable development issues and develop a national sustainable development action strategy. One of the models for sustainable industrial development examined by the PCSD was the eco-industrial park, defined as “...A group of businesses that work together and with the community to efficiently share resources (materials, water, energy, infrastructure, natural habitat and information), enhance economic prosperity and improve the environment.”²

The concept of eco-industrial parks is broadly based on the idea that waste from one company can be used as raw materials by another company. It derives from the growing field of industrial ecology, which views industrial systems “...in concert with their surroundings, not in isolation from them...,” and is modeled upon a form of industrial symbiosis developed in Kalundberg, a small town in Denmark, where a number of large and small industrial firms have been working together for more than 30 years exchanging waste materials and energy and sharing resources.³

Industrial Symbiosis at Kalundberg, Denmark



Source: Klee, Robert J., *Eco-Industrial Primer*, Yale School of Forestry and Environmental Studies

² President's Council on Sustainable Development - <http://clinton4.nara.gov/PCSD/>

³ Klee, Robert J., *Eco-Industrial Primer*, *Developing Industrial Ecosystems: Approaches, Cases, and Tools*, Marian Chertow, Editor, Yale School of Forestry and Environmental Studies, 2002.

EIPs fall into three broad categories: **Resource Recovery Parks**, where reuse, recycling, composting, manufacturing, and retail businesses receive and sell materials and products in one location; **Zero Emission Parks**, where a group of businesses in one location work together to reduce or eliminate emissions and waste; and **Virtual Eco-Parks**, comprised of businesses that are geographically separate, but still work together to minimize their impact on the environment. They are characterized by a number of different activities and uses, including green manufacturing (manufacture of green products), closed-loop (zero emissions) manufacturing, by-product exchange (where companies utilize each others by-products rather than disposing of them as waste), renewable energy, resource recovery, green infrastructure (landscaping), green building design, cleaner production, pollution prevention, energy efficiency, and partnerships between companies.

A number of eco-industrial parks have been developed in the United States in the past several years, displaying a wide variety of approaches to sustainable development. They include the following:

- **Port of Cape Charles Sustainable Technologies Industrial Park**, Eastville, Virginia: a closed-loop, zero emissions manufacturing EIP, aimed at the total elimination of waste. Designed by the community as part of a Sustainable Development Action Strategy. Includes mixed residential, commercial and industrial uses as well as a nature preserve.
- **Fairfield Ecological Industrial Park**, Baltimore, Maryland: More than 1,300 acres zoned for heavy industry in South Baltimore's Empowerment Zone. Approximately 60 businesses within the EIP's primary boundary. Focus on brownfield redevelopment, closed loop production processes, coordination of inter-modal transportation and mass transit options with economic redevelopment, establishment of business information networks, and identification of education and job training needs.
- **Brownsville Eco-Industrial Park**, Brownsville, Texas: Example of a *virtual eco-park*. Developed as one component of a regional "industrial symbiosis," promoting materials exchange on a regional basis. Design of an industrial process database to help identify linkages among existing and potential new companies.
- **East Bay Eco-Industrial Park**, Greater Oakland Region, CA: Centered on a resource recovery cluster of reuse, recycling, remanufacturing and composting companies.
- **Green Institute Eco-Industrial Park**, Minneapolis, MN: Developed through a grassroots effort. Promotion of material and energy exchanges among existing companies in the immediate vicinity. Emphasis on local employment, environmental education and youth participation.
- **Trenton Eco-Industrial Complex**, Trenton, New Jersey: Network of businesses, not necessarily in one location, with opportunities for linkages. Guided by the Eco-Industrial Roundtable, a multi-stakeholder steering committee.
- **The Volunteer Site**, Chattanooga, Tennessee: On 7,000 acres of land that was formerly a TNT manufacturing plant. Targeting warehouse/distribution companies, heavy and light manufacturers, environmental companies, and companies that re-manufacture and re-use existing products. Emphasis on sharing of wastes. Includes a national environmental test center to develop environmental technologies.

The Sustainable Communities Network - <http://www.sustainable.org/> - provides additional information on these and other EIPs, including website addresses and contact names.

Other resources include the EPA website - <http://www.epa.gov/> - and the Indigo Development web site - <http://www.indigodev.com/Ecoparks.html>.

Dagenham Dock, UK

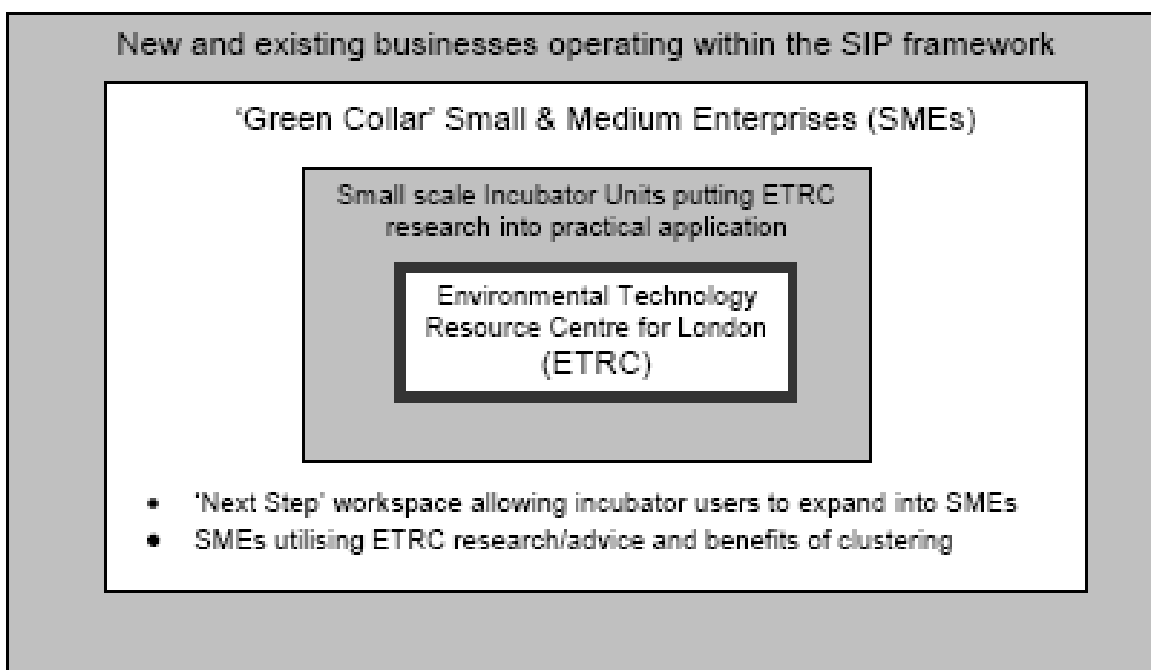
Another example of sustainable industrial development comes from the United Kingdom. Dagenham Dock, covering 133 hectares of brownfield land along the River Thames in London is being developed as a sustainable industrial park (SIP) in a partnership between the London Borough of Barking and

Dagenham (LBBD) and the London Development Agency (LDA), as part of the wider London Riverside regeneration.

The SIP will meet the definition of an eco-industrial park in creating "...a community of businesses that cooperate with one another and with the local community to efficiently share resources." It will include an environmental research center serving the UK, European and international communities; it will serve as a virtual EIP for London and the South East; it will serve as a "green business park" for Dagenham Dock and Thames Gateway; it will promote 'green chains' between businesses, where waste products from one business become resources for other businesses; and it will serve as a local resource for the Barking and Dagenham community, promoting local employment and involving residents, schools, colleges and universities in education and training.

An Environmental Technology Resource Center is being developed as the flagship project. It will focus on reclamation, recycling and waste reprocessing research and coordinate different elements of the industrial park for environmental and manufacturing companies.

Dagenham Dock Sustainable Industrial Park Components



Source: Dagenham Dock: Interim Planning Guidance for a Sustainable Industrial Park (SIP), April 2003, Development Projects Planning Services, London Borough of Barking & Dagenham

For further information on Dagenham Dock see the **Borough of Barking and Dagenham** web site at: <http://www.barking-dagenham.gov.uk/5-work/regeneration/riverside/dagenham-dock/dag-dock-menu.html> and the **London Development Agency** web site at: <http://www.lda.gov.uk/server/show/ConWebDoc.925>.

Appendix 4

CB7 Resolution: Hamilton Avenue Marine Transfer Station

Hamilton Avenue Resolution: January 19, 2004 Board Meeting

To support the site selection and reactivation of the Hamilton Avenue WTS with the following conditions:

1. Reduce the numbers of Community Boards being serviced by Hamilton Avenue from 10 to 5.
2. Support the creation of a community advisory committee, which will have monitoring access to the facility with the cooperation of the Sanitation Department. Visits may be unannounced.
3. Put an indefinite moratorium on an increase in tonnage served by the facility other than what is currently proposed in the plan including additional commercial garbage.
4. Install electronic sensors to count incoming truck traffic into the facility. The sensors will be located at the main gate.
5. Cede the 52nd Street pier to EDC for the express purpose of being included in the CB 7 park plan.
6. Plant trees around the community (locations to be determined later) to beautify Sunset Park and to enhance overall air quality.
7. Install an air meter along the Gowanus corridor to continually monitor air quality.
8. Ensure that the 65th Street rail yards are no longer part of the SWMP.
9. Place a prohibition on any garbage from outside of the borough of Brooklyn.

Time: 8:00 pm

Roll Call Vote: 22-In Favor, 6-Opposed, 7-Abstentions

Appendix 5

CB7 Resolution: SBMT Recycling Facility (Sims Hugo Neu Company, LLC)

Hugo Neu Resolution: February 19, 2005 Board Meeting

Community Board #7 supports the Hugo Neu Recycling Plant at the 30th Street pier with the following conditions:

1. That Air Quality in and around the plant is monitored on a daily basis.
2. That Hugo Neu utilize alternative and low-emission fuels for its stationary equipment and vehicles, and make a strong effort to assist the tugboat operators to convert to engines capable of using alternative low emission fuels.
3. That Hugo Neu commits to assist CB7 and community groups with the set-up of and to conduct regular meetings with a community Advisory committee, as well as regularly report to Community Board 7's Sanitation Committee.
4. That Hugo Neu engage in collaborative and active recruitment of local (Sunset Park) community members, with an emphasis on diversity. We suggest they start by collaborating with community employment programs such as the following: Center for Family Life Adult Employment Services and Opportunities for a Better Tomorrow.
5. That Hugo Neu agrees to provide financial support to fund the Sunset Park Waterfront Park to be negotiated at a later date.
6. That Hugo Neu agrees to provide recycling bins in the new Waterfront Park and existing Sunset Park parks, and to negotiate with the New York City Department of Sanitation and the Parks Department for regular pick-up from those bins, and to support the education necessary to make these bins effective.
7. That Hugo Neu commit to a visitors center at their facility with weekly tours available to school groups and community groups.
8. That Hugo Neu commits to planting trees around their site where feasible, as well as additional effected streets to be determined by the community advisory committee at a later date.
9. That Hugo Neu agrees to participate in the greenway to the water front park.
10. That Hugo Neu designates a community liaison to meet with the groups outlined in #3.
11. And finally, that Hugo Neu agrees to revisit the number of trucks entering and leaving the site (maximum 50 trucks per day) with the Community Advisory Board and Community Board 7 before any additional truck traffic occurs.

Time: 8:05pm

Roll Call Vote: 18- Favor, 14-Opposed, 2-Abstentions

Appendix 6

CB7 197-a Committee Resolution: 52nd Street Pier

Resolution of the 197-a Committee: April 19, 2004

Whereas, Community Board 7 has been working on a 197-A plan for the redevelopment of it's waterfront since 1996 and as, the Economic Development Corporation and Community Board 7 both recognized the need for recreational use of the waterfront in Sunset Park Community and as, the Economic Development Corporation is currently working on a plan to develop Bush Terminal Piers 1 through 5 and as, NYC Sanitation Department owns the 57th Street pier, next to Bush Terminal Pier 1 and as, the City of New York has just condemned the 57th Street pier and as, 5200 1st Avenue is a vacant industrial site adjacent to the 52nd Street pier and as, the Economic Development Corporation has to recognize the industrial and commercial potential of 5200 1st Avenue and as, the Water park maintenance would have to be paid for through commercial and economic activities in and around the park, now therefore be it resolved, that Community Board 7 calls upon the City of New York and the Economic Development Corporation to acquire 5200 1st Avenue and to incorporate that building and the 52nd Street pier into the Bush Terminal Piers Waterfront Park project

Time: 8:40 pm

Roll Call Vote: 40-In favor, 0-Opposed, 0-Abstention

Appendix 7

CB7 Resolution: Axis Group Lease

Axis Auto Resolution: March 20, 2005 Board Meeting

Community Board 7 and its Economic Development Committee resolves to give the Axis Group Community Board 7 s whole support in obtaining this lease to use the South Brooklyn Marine Terminal facilities, based upon it's commitment to reach out to the community and seek 100% Sunset Park resident work force, and to reduce truck traffic by the use of barges over the waterways, and for it's commitment to use environmentally friendly vehicles and it's support of the greenway along the waterfront

Time: 8:00pm

Roll Call Vote: 28-In Favor, 2-Opposed, 0-Abstention

Appendix 8

CB7 Testimony on Axis Group's Lease Agreement for the South Brooklyn Marine Terminal, June 20, 2006

Testimony of Randolph Peers, Chairperson of Community Board 7 in Brooklyn Regarding the Lease for Axis Group at the South Brooklyn Marine Terminal

June 20th, 2006

On behalf of the members of Community Board Seven in Brooklyn representing the neighborhoods of Sunset Park, Windsor Terrace and Greenwood Heights, I want to thank Chairwoman Lappin and all of the committee members for allowing me the opportunity to address the committee in regards Axis Group's request to lease the South Brooklyn Marine Terminal for the development of an auto port and break bulk facility.

On April 20th, 2005, the full community board voted to support the project by a vote of 28 in favor and only two opposed. The text of the resolution was as follows:

Community Board 7 resolves to give the Axis Group its whole support in obtaining a lease to use the South Brooklyn Marine Terminal facilities based upon their commitment to: 1) reach out to the community and seek a 100% Sunset Park resident workforce; 2) to reduce truck traffic by making use of barges and other water-based transportation and; 3) support the greenway along the waterfront.

Since the passage of this resolution, we have also solicited Axis Group's support for the waterfront park that will be developed in Sunset Park at the current Bush Terminal site – 43rd street to 51st street. We are pleased to see that EDC, as part of the lease agreement, will be committing 3% of the lease payments annually for the on-going maintenance of the park.

We are also satisfied that the Axis Group, which has been working closely with Councilwoman Gonzalez, the 5th Avenue Committee, and a coalition of other community groups that serve the Sunset Park community, is developing a process to ensure local hiring for the 165 jobs in which the hiring will be directly controlled by Axis. Such positions include Assembly Technicians, Paint and Body Work Specialists, Mechanics, Inspectors, Truck Drivers and Security Guards. These positions represent good paying jobs that fit well into the skill set of many of the community's residents. These jobs, along with those that will eventually be created as a result of the Sims Hugo Neu recycling facility, represent the type of investment in new job creation through appropriate maritime and industrial uses that our Board has consistently advocated for.

It is also important to note that I believe that a thirty-year lease agreement is appropriate for this site because it ensures long-term stability and investment. A thirty year lease will preclude the development of a container port in Sunset Park if market conditions warrant such a development. The Board's 197A Plan, which will be submitted to City Planning in the near future, supports the construction of container port only if the Cross Harbor Rail Freight Tunnel is built. Should the tunnel be built, then the placement of the container port should be south of SBMT, closer to the Brooklyn Army Terminal and near the 65th Street Rail Yards.

In sum, we urge the City Council to support Axis Group's request to lease space SBMT. We see this project as providing multiple benefits to the community and we look forward to working with them as partners in the redevelopment of our waterfront.

Appendix 9

CB 7 Testimony on South Brooklyn's Working Waterfront, December 14, 2006

Testimony of Randolph Peers, Chairperson of Community Board 7 in Brooklyn Regarding South Brooklyn's Working Waterfront

December 14th, 2006

On behalf of the members of Community Board Seven in Brooklyn representing the neighborhoods of Sunset Park, Windsor Terrace, South Park Slope and Greenwood Heights, I want to thank Chairperson Lappin, Councilwoman Sara Gonzales and all of the committee members for allowing me the opportunity to speak about Sunset Park's waterfront and the many exciting projects within our community.

To start with, I am very pleased to inform you that our community's 197A plan is almost complete and is scheduled to be officially submitted to the NYC Department of City Planning in January. This plan, which was began under my predecessors, Joseph Longobardi and Sara Gonzalez, very much reflects our emphasis on maintaining a healthy industrial and manufacturing jobs base in Sunset Park. Point in fact – Sunset Park is one of the few remaining neighborhoods in NYC where a large percentage of people who live in the community also work in the community. Sunset Park is also home to a large immigrant workforce that relies on decent paying industrial jobs the enable them to support a family. Our 197A plan is very much an effort to both retain and expand the numbers of jobs along our industrial waterfront.

To that end, CB 7 has voted to endorse two important projects that will bring approximately 300 new jobs to our community – Axis Auto Group's Processing Center and break bulk facility, and the SIMMS/Hugo Neu Recycling Plant. Both of these projects will be located at a refurbished South Brooklyn Marine Terminal, and the City Council has already approved the lease agreement for Axis. We were disappointed to hear, however, that in spite of this approval, EDC has yet to sign off on the lease agreement.

Another exiting project the Board supports is the leasing of dock space at the 58th Street pier for Unitel, a company that is proposing to provide high speed ferry service between Sunset Park and Atlantic City. Many older residents in the community want to see this project happen since it will provide them with an alternative to the charter busses that make the run daily to Atlantic City. In addition to the Unitel project being an appropriate maritime use, the company has pledged to hire locally and provide free shuttle service for Sunset Park residents.

It is also important to note that the companies representing all three of these new projects – Axis, Hugo Neu and Unitel, have pledged to provide operating support for our 23-acre waterfront park that will be on the waterfront at Bush Terminal. (Joseph Longobardi will speak more about the Park plan in his testimony, but I do want to underscore that we are all very excited about recapturing open space along the waterfront through the creation of this park! The waterfront park is the most important waterfront priority for CB 7 at this time.)

Lastly, I need to clarify the Board's position on siting a large-scale container port in Sunset Park. Consistent with our soon to be submitted 197A plan and the port plan from ten years ago, CB 7 supports the construction of container port only if the Cross Harbor Rail Freight Tunnel is built as prerequisite. Furthermore, should the tunnel be built, then the placement of the container port should be south of SBMT, closer to the Brooklyn Army Terminal and near the 65th Street Rail Yards. Our reasoning for this is simple, we are very concerned about the massive amount of truck traffic that will be generated by the port and will use our local streets, many of which have been designated as truck routes, for transit and transportation purposes.

In sum, Community Board Seven and the many residents of Sunset Park are firmly united in their belief that our waterfront should continue to support jobs generating purposes as well as provide a new source of recreational activity that will be afforded through the new park.

Appendix 10

The Gowanus Expressway and Other Considerations

Control of emissions – from mobile sources such as trucks as well as point sources such as power plants and industrial uses – is integral to a comprehensive sustainable revitalization strategy for the Sunset Park waterfront. Though not within the scope of a 197-a plan, the Gowanus Expressway Project, Cross Harbor Freight Improvement Project, reinstatement of a two-way toll on the Verrazano-Narrows Bridge, reduction in tugboat emissions, and consideration of fair share in the siting of electric generating facilities, are important components in such a strategy.

A. The Gowanus Expressway Project (NYS DOT)

- 1. The Gowanus Expressway Project should move forward as quickly as possible in full consultation with the community.***

It is widely acknowledged that there are significant problems with the Gowanus Expressway that require serious long-term solutions. However, planning for permanent improvements to the Expressway, started in the early 1990s is not expected to be completed until 2010. While the Gowanus Expressway Repair and Interim Deck Replacement Project will prevent further deterioration on the elevated highway in the meantime it is still a stop-gap measure.

- 2. NYS DOT should evaluate long-term costs and benefits for the community and the environment in addition to development costs when considering the economic viability of the tunnel alternative in the Gowanus Expressway Project Environmental Impact Statement (EIS).***

Although Community Board 7 has not yet taken an official position on the Gowanus Expressway, there is general support in the community for the development of a tunnel rather than reconstruction of the viaduct, primarily as a means of reducing fuel emissions in the area.

- 3. An evaluation of mixed-income housing development, based upon narrowing of the existing Third Avenue right-of-way and rehabilitation and preservation of existing housing along the west side of Third Avenue should be included in all environmental impact assessments and other planning work surrounding the potential tunneling of the Gowanus Expressway.***

The potential for developing mixed-income housing, including affordable senior and supportive housing on the east side of Third Avenue should be factored into the Gowanus Project Environmental Impact Statement and any decisions concerning reconstruction or tunneling of the expressway.

In addition to meeting housing needs, the creation of new residential and mixed-use blocks along Third Avenue and rehabilitation and preservation of existing housing west of Third Avenue would help achieve the goal of reconnecting the waterfront with upland neighborhoods. The presence of stable residential communities in proximity to the waterfront will encourage a more active street life and provide safe pedestrian access to the proposed new waterfront park at Bush Terminal Piers.

- 4. Particular consideration should be given to minimizing the taking of private property either for the construction of a tunnel or for ramps to or from the tunnel or elevated highway.***
- 5. The Community Board is completely opposed to adding another level to the Gowanus Expressway if it is to be reconstructed - per the "Relief Viaduct Alternative"- as this will increase traffic volumes, add to pollution, and create an even more substantial visual barrier to the waterfront.***

- 6. *NYS DOT should develop a construction schedule and detouring strategy for the Gowanus Expressway Project in coordination with NYC DOT and in full consultation with the community.***

A significant amount of detouring of through and local traffic will be necessary with reconstruction of the expressway, whether it results from lane closures on the viaduct or the creation of new tunnel interchanges. Decisions concerning construction scheduling and detouring should be open to comment from both the business and residential communities in order to minimize adverse impacts and gain acceptance of the project. NYS DOT should work with NYC DOT to ensure that necessary improvements have been made along detour corridors prior to commencement of work on the Gowanus.

- 7. *NYS DOT should minimize traffic congestion and disruptions on the expressway caused by reconstruction of the viaduct.***

If, after consideration of all alternatives, reconstruction of the viaduct is deemed the most viable option, staging plans should allow for three lanes to be kept open in each direction, as provided during reconstruction of the Maspeth section of the Long Island Expressway and the Greenpoint section of the BQE.

- 8. *NYS DOT should incorporate noise abatement features in reconstruction efforts.***

NYS DOT should consider the installation of sound barriers along the elevated highway if the viaduct is reconstructed, as long as they do not hamper view corridors.

B. Cross Harbor Freight Movement Project

- 1. *The City should support the cross harbor rail freight tunnel alternative as a long term strategy for improving the regional rail freight network, reducing dependency on trucks for the movement of freight, and reducing fuel emissions in New York City.***

Although CB7 has not yet taken an official position on the cross harbor tunnel there is general consensus in the community that the tunnel alternative provides a clear long-term solution to improving the efficiency of regional freight movement and alleviating truck traffic congestion and emissions in the area. The tunnel is also considered a prerequisite to development of a container facility in Sunset Park.

- 2. *Use of local rail infrastructure should be limited to environmentally benign industries.***

Community forums and rallies over the past few years have demonstrated overwhelming opposition to use of the 65th Street Rail Yard, the First Avenue Rail Yard and the First Avenue Rail Line for the removal of municipal solid waste or other environmentally noxious activities.

- 3. *Intermodal transfers at the 65th Street Rail Yard should be limited to rail float operations and trucks serving local industries.***

CB7 supports use of the 65th Street Rail Yard for intermodal rail float operations and as an important link to maritime/industrial uses on the waterfront. However, there is considerable concern that transfers between railcars and trucks, if permitted in this location, will substantially increase the level of truck traffic and emissions in Sunset Park. Such operations should be limited wherever possible, to trucks serving local industries and adequate steps should be taken to mitigate subsequent increases in local truck traffic.

C. Verrazano-Narrows Bridge

1. ***Consideration should be given to reinstating the two-way toll on the Verrazano Narrows Bridge to discourage use of the Gowanus Expressway/BQE corridor by through truck traffic seeking the cheapest route between New York and New Jersey.***

Congressman Jerrold Nadler and other elected officials are seeking a return of two-way tolls on the Verrazano Bridge, citing congestion, safety and air pollution concerns in Brooklyn and lower Manhattan resulting from east bound trucks and commercial vehicles seeking to avoid tolls at other New York and New Jersey crossings, and westbound traffic seeking to avoid the high one-way toll on the Verrazano Bridge.¹

D. Tugboat Emissions

1. ***The City should encourage the Port Authority of New York and New Jersey (PANYNJ) to develop a pilot incentive program for retrofitting private tugboat fleets with cleaner burning or alternative fuel engines, building on current efforts to retrofit the Staten Island ferry fleet and the work of the Northeast Diesel Collaborative.***²

Increased use of barges for the movement of freight as well as commercial and municipal waste and recyclables will result in higher levels of pollution from tugboats, most of which use diesel fuel. Concerted efforts should be made to ensure that gains in truck traffic reductions are not negated by increased tugboat emissions.

The Port Authority and NYC DOT are in the midst of a pilot program aimed at cleaning up diesel emissions from the Staten Island ferry fleet as part of a region-wide effort to clean up the ports in the Northeast. Up to five passenger ferries will be retrofitted with selective catalytic reduction (SCR) technology and engine upgrades as part of the Staten Island Ferry Demonstration Project, with the goal of reducing NOx emissions by 130.5 tons per vessel per year.³

E. Power Plants

1. ***Support by the city administration for new electric generating facilities in Sunset Park should be based upon a comprehensive assessment of citywide and local energy needs and guided by the same fair share criteria that govern the siting of new municipal facilities in New York City.***
2. ***The Mayor should direct a city agency to explore extending the principal of fair share to private development of facilities providing a public benefit or service.***

Although electric generating facilities – power plants - are privately owned, they provide a public or municipal service. New York City's Fair Share Criteria should be taken into consideration in power plant siting decisions, particularly in communities that already have a concentration of heavy industrial and municipal uses.

¹ The Verrazano Narrows Bridge originally had two-way tolls. However, in 1986, in response to complaints from Staten Island residents about increased air pollution from eastbound traffic backed up at the bridge toll plaza and Staten Island Expressway, the Tri-borough Bridge and Tunnel Authority (TBTA) changed the toll collection procedure. Eastbound drivers into Brooklyn do not pay a toll while westbound drivers into Staten Island and New Jersey now pay the full toll. This has had a significant impact on communities in Brooklyn and lower Manhattan. East bound trucks and commercial vehicles avoid tolls at other New York and New Jersey crossings by using the Verrazano Narrows Bridge to enter New York City. West bound truckers and motorists can avoid the high one-way Verrazano toll by detouring along the Gowanus Expressway and through lower Manhattan and taking the Holland Tunnel free into New Jersey. Congressman Jerrold Nadler (D-Manhattan) introduced legislation in 2001 and again in 2003 to have MTA Bridges and Tunnels reinstate two-way tolls on the Verrazano Bridge.

² The Northeast Diesel Collaborative, formed in 2005, is a partnership of private, non-profit and government groups in New York, New Jersey and the six New England states working to reduce diesel emissions in the Northeast United States.

³ US EPA Region 2: <http://www.epa.gov/cgi-bin/epaprintonly.cgi>
Northeast Diesel Collaborative: <http://www.northeastdiesel.org/ports.htm>

F. Industrial Space

1. *Where The City should discourage large-scale retail and office development on the Sunset Park waterfront in order to maximize industrial development and employment opportunities.*

Large-scale retail and commercial uses such as big-box stores and back-office operations can generally afford higher rents than manufacturing and industrial businesses and pose a significant threat to industrial development and expansion in an area such as the waterfront. While they occupy large floor plates big-box stores tend to employ far fewer workers than industrial businesses. They also require a substantial amount of space for parking.

CB7 strongly recommends limiting retail and office development in the waterfront study area unless it directly supports or services industrial uses or reinforces waterfront access corridors. This may require special provisions in the Zoning Resolution.

The proposed zoning text amendment creating Industrial Employment Districts mentioned above protects against large-scale retail and office uses in manufacturing districts by permitting Use Groups 6 through 14 only by special permit of the City Planning Commission, including "...Any retail use in Use Group 6A that occupies floor area greater than 10,000 square feet [and any] office use in Use Group 6B uses that occupies floor area greater than 6,000 square feet."⁴

At the same time there is a need for local retail services in the area to support the expanding business community. Development of additional small-scale retail uses, including cafes, restaurants, pharmacies, stationery stores, and delis should be concentrated along waterfront access corridors in order to strengthen the connection between upland areas and public open space on the waterfront. (See Open Space and Waterfront Access recommendation C.6)

G. Subway Service

1. *The MTA should provide full handicap accessibility at all stations.*

There are currently no ADA-compliant subway stations in CD7. The 59th Street station on the N and R lines is the only station in the district scheduled for ADA compliance renovations. The MTA should include the 36th Street station and other stations along Fourth Avenue for ADA compliance in future capital plans.

H. Historic Preservation

1. *The City (EDC/LPC) should explore the feasibility of historic district designation for certain parts of the Sunset Park waterfront, e.g. the Bush Terminal Complex and the Brooklyn Army Terminal.*

- a.** The Bush Terminal Complex (1) was considered eligible for the National Register of Historic Places in the mid-1980s. However application for inclusion on the Register was not pursued at the time.⁵
- b.** The Brooklyn Army Terminal (8) is currently listed on the National Register of Historic Places. It should also be considered for designation as a New York City historic landmark or district.

⁴ New York City Council: Res 0141-2006. (Proposed Zoning Resolution text amendment - Article XII, Chapter 4, Section 124-03 – Special Use Regulations)

⁵ Documentation for Determination of Eligibility for Bush Terminal - Brooklyn, Kings County, New York. Thomas R. Flagg, Principal Investigator, Michael S. Raber, Consultant. May 1986.

I. Environment and Public Health

- 1. DEP should conduct a comprehensive assessment of sewage infrastructure in the waterfront study area, some of which has been in place for more than 100 years, and undertake sewer repairs and upgrades in coordination with other city agencies, utility companies, and developers, and with full community consultation.***

While the sewers along First Avenue will be upgraded as part of the First Avenue Rail Improvement Project, the general age of the waterfront sewers and steep incline of streets leading down to the waterfront suggest the need for a comprehensive area-wide assessment and upgrade.

Appendix 11

April 4, 2007 letter to CB7 from DCP Director Amanda M. Burden regarding contextual rezoning in Sunset Park



JP

DEPARTMENT OF CITY PLANNING
CITY OF NEW YORK
OFFICE OF THE DIRECTOR

April 4, 2007

Mr. Randolph Peers
Chairman
Community Board #7, Brooklyn
4201 Fourth Avenue
Brooklyn, NY 11232-3605

RECEIVED APR 13 2007

Dear Mr. Peers,

Mayor Bloomberg shared with me your recent letter of February 22nd, and I wanted to take a moment to formally address the concerns of the community board.

While the proposed development at 420 42nd Street was being constructed as-of-right, my understanding is that the developer of that property has come to an understanding with local elected officials and community organizations, and will accordingly reduce the scale of the building to better respect the neighborhood's existing built character.

In addition, as you know, at Mayor Bloomberg's Town Hall meeting, held March 27th at the Sunset Park Recreation Center in conjunction with the Council of Neighborhood Organizations, I responded to your inquiries by announcing that the Department will undertake a contextual zoning study of the Sunset Park neighborhood. We intend to schedule a kick off meeting later this month, and will be in touch with you to arrange an appropriate time. The Department anticipates that we can release preliminary recommendations by the end of the year.

I share your commitment to the people of Sunset Park, and I look forward to working with the community board, elected officials, and community organizations as we move towards developing a consensus on a plan that best protects and enhances the area's special character.

Very sincerely,

Amanda M. Burden

Cc: Ellen Ryan
Purnima Kapur

Amanda M. Burden, AICP, Director
22 Reade Street, New York, NY 10007-1216
(212) 720-3200 FAX (212) 720-3219
nyc.gov/planning

Appendix 12

April 27, 2007 letter from CB7 to DCP Director Amanda M. Burden requesting a contextual rezoning study in Sunset Park



Randolph Peers
Chairperson

Jeremy Laufer
District Manager

THE CITY OF NEW YORK
BOROUGH OF BROOKLYN
COMMUNITY BOARD #7

MARTY MARKOWITZ
Borough President

April 27, 2007

Ms. Amanda Burden
Commissioner
Department of City Planning
22 Reade Street
New York, New York 10007

Dear Commissioner Burden:

At the April 19, 2007 meeting of Community Board # 7, our Board Members voted in favor of the following resolution:

Community Board 7 requests and supports a study concerning the contextual zoning of Sunset Park from 25th Street from the North to the LIRR cut to the south from the eastside of Third Avenue from the West to the westside of Eight Avenue to the East to the Southern boundary of the Community Board and also 61st and 62nd Streets between 2nd and 3rd Avenues.

Community Board 7 supports the request of the members of our community who have shown their overwhelming support for this study by presenting close to 2,000 signatures on petitions called for the contextual zoning of our community.

Furthermore, Community Board 7 calls on City Planning to be aware that the members of the community wish to preserve and protect the architectural and historic integrity and scale of the buildings in the study area and that contextual zoning be recommended where appropriate to meet the goals of the community while balancing the future needs of the community.

The vote was 29- in favor, 0-Opposed with 0-Abstentions.

The unanimous support of our Board Members can be attributed to the efforts of numerous community residents who volunteered their own time and money to organize, advocate and collect more than 2,000 signatures from around the neighborhood. We are most pleased that the community has come together to advocate for change.

4201 Fourth Avenue, Brooklyn, NY 11232 (718) 854-0003 FAX (718) 436-1142

E-mail: Communityboard7@yahoo.com

Serving Sunset Park, Greenwood and Windsor Terrace

We are very happy that you and Mayor Bloomberg have committed to conduct a study, to be completed by the end of the year. We applaud your responsiveness and interest in our community's needs.

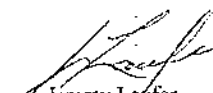
We wholeheartedly support this study and are eager to see its results. At the same time, we look forward to working with you to ensure that our community's needs are met.

We thank you for your interest and your support.

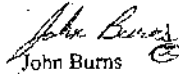
Sincerely,



Randolph Peters
Chairman



Jeremy Laufer
District Manager



John Burns
Land-Use Committee Chair