

Broadway Junction

JUNE 25-26, 2014



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Executive Summary

The Urban Land Institute's New York District Council (ULI New York) convened the Broadway Junction Technical Assistance Panel (TAP) in June 2014, bringing together stakeholders, including New York City officials and community leaders, with a panel of land use and development professionals for a two-day session focused on exploring development opportunities for the area known as Broadway Junction. This transit-rich hub in eastern Brooklyn includes the East New York Metropolitan Transportation Authority (MTA) Long Island Rail Road (LIRR) station, the Broadway Junction New York City subway station for the A, C, L, J, and Z lines, and the Alabama Avenue subway station for the J and Z lines.

The New York City Department of City Planning (DCP) sponsored the TAP, which was made possible by an Urban Innovation Grant from the ULI Foundation. The TAP provided an opportunity for DCP to develop further implementation strategies related to its *Sustainable Communities East New York* report, released in 2014. This report, funded by a U.S. Department of Housing Preservation and Urban Development (HUD) Sustainable Communities Regional Planning Grant, proposes a plan for sustainable growth and development for the East New York community. The TAP provided market-based, objective strategies to incentivize large-scale and mixed-use development that would activate the core of Broadway Junction with the intention of strengthening it as an important crossroads and creating new employment, retail, and entertainment opportunities for the residential communities of Ocean Hill and Bushwick to the west and Cypress Hills and East New York to the east.

The report that follows, which summarizes the panel's analysis and recommendations, is comprised of 4 chapters:

Chapter 1: ULI and the TAP Process gives an overview of ULI New York and its TAP program and lists participants in the Broadway Junction TAP, including DCP officials, community stakeholders, and the volunteer panel of land use and development professionals.

Chapter 2: Background and Assignment provides relevant information about the Broadway Junction study area. Broadway Junction boasts plentiful transit connections with over 8,800 commuters passing through daily, and has the potential to capture these commuters and serve as a cultural and commercial destination of exchange.¹ However, elevated infrastructure, irregular street patterns that create small blocks, and a lack of street activity present challenges to new development. While many commuters passing

¹ In 2013 Broadway Junction served over 2,948,156 annual riders and 8,863 daily riders. MTA factfinder site: http://web.mta.info/nyct/facts/ridership_sub.htm.

through the study area are primarily making transit connections without exiting, the panel's recommendations for streetscape and access improvements and property assemblage would help activate the area, making it more attractive for development and commercial activity. This chapter also provides demographic data and existing land use information and reviews DCP's objectives for the TAP.

Chapter 3: Panel Observations and Recommendations presents the most significant insights that emerged from the panel's review of background materials, interviews with stakeholders, and a tour of the study area. The panel agreed that Broadway Junction occupies a valuable position in New York City's transit network and has untapped potential for public realm and economic development opportunities.

Thirteen key recommendations were made, organized in three broad categories: 1) Conduct appropriate rezoning and property assemblages to accommodate growth; 2) Connect large-scale and mixed-use development and promote a sense of place through a redesigned public realm; and 3) Leverage existing mass transit infrastructure to support and stimulate the community's economic growth. Recommendations are expressed in increments of time: Short Term (less than 5 years); Mid Term (5-10 years); and Long Term (more than 10 years).

Chapter 4: Conclusion provides a framework for follow up and further study.

ULI and the TAP Process

A. Urban Land Institute

The Urban Land Institute (ULI) is a 501 (c)(3) nonprofit research and education organization supported by its members. Founded in 1936, the Institute now has more than 32,000 members worldwide representing the entire spectrum of land use and real estate development disciplines, working in private enterprise and public service, including developers, architects, planners, lawyers, providers of capital, and economic development professionals.

As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better places. The mission of ULI is to provide leadership in the responsible use of land and to help sustain and create thriving communities. ULI's New York District Council (ULI New York) serves over 2,000 members throughout New York State and reflects best practices in leadership development, community service, and enhancement of land use policy and practice at the local level.

B. Technical Assistance Panels (TAPs)

ULI New York convenes Technical Assistance Panels (TAPs) at the request of public officials, community stakeholders, and nonprofit organizations facing complex land use challenges. TAPs provide objective, unbiased recommendations from a panel of diverse experts from ULI New York's membership who are assembled specifically for their expertise in the issues identified by the sponsor. Typically, TAP panelists spend one to two days visiting and analyzing existing conditions within the study area, identifying specific planning and development issues, and formulating realistic and actionable recommendations to move initiatives forward in a way consistent with the sponsor's goals and objectives.

C. Panelists and the TAP Process

Panel Members

At the request of the New York City Department of City Planning (DCP), ULI New York convened a panel of volunteer members representing a wide range of disciplines to propose strategies to incentivize large-scale and mixed-use development surrounding the Broadway Junction New York City subway station complex located at the border of the Ocean Hill and East New York neighborhoods of Brooklyn.

Disciplines represented included development, sustainability, architecture, finance, market analysis, and engineering. Panelists were selected who possess professional expertise relevant to DCP's objectives for this TAP.

The following individuals served as TAP panelists:

Janice Barnes

Global Discipline Leader, Principal, Perkins+Will (TAP Chair)

Anne Covell

Consultant, Groton Analytics

Connie Fishman

Senior Vice President – Real Estate, YMCA of Greater New York City

Anne Fletcher

Principal, HOK Architects

Michael Mifsud

Project Executive, Skanska Commercial Engineering

Alison Novak

Vice President, Development, The Hudson Companies

Robert Riggs

Senior Vice President, Community Preservation Corporation

Gary Sorge

Senior Principal, Stantec

Petr Vancura

Structural Engineer, Gilsanz Murray Steficek, LLP

Scott Walsh

Vice President, Forest City Ratner Companies

Daniel Windsor

Senior Urban Design Associate, Perkins+Will

Felix Ciampa, Executive Director of ULI New York, and Sarah Krautheim, Manager of ULI New York, provided organizational and technical support in preparation for and during the TAP process while Vanessa Smith, Co-Founder, 3x3 Design, served as a consulting technical writer.

Stakeholders

The TAP benefited from the participation of a diverse group of community stakeholders who met with the panel and shared information, ideas, and opinions on a range of issues relevant to the Broadway Junction study area.

The following individuals served as TAP stakeholder interviewees:

Jacob Balter

Senior Manager, Capital Program Development, MTA Long Island Rail Road

Richard Bearak

Director of Land Use, Office of the Brooklyn Borough President Eric L. Adams

Manuel Burgos

Executive Director, NY Real Estate Chamber

Catherine Green

Executive Director, Arts East New York

Shai Lauros

Director of Community Development, Cypress Hills Local Development Corporation

Celeste Leon

Office of New York City Council Member Rafael L. Espinal (District 37)

Ben Margolis

Senior Vice President, New York City Economic Development Corporation

Ramon Rodriguez

Chief Executive Officer, Wyckoff Heights Hospital

Andrew Steininger

Vice President, Brooklyn Chamber of Commerce

Bill Wilkins

Director of Development, Local Development Corporation of East New York

Sponsor

The following individuals from DCP supported the coordination and organization of the Broadway Junction TAP:

Carl Weisbrod

Commissioner, DCP and Chairman, City Planning Commission

Purnima Kapur

Executive Director (formerly Director, Brooklyn Office)

Winston Von Engel

Deputy Director, Brooklyn Office

Sarah Goldwyn

Director, Planning Coordination

Eugenia Di Girolamo

Urban Designer, Brooklyn Office

Koren Manning

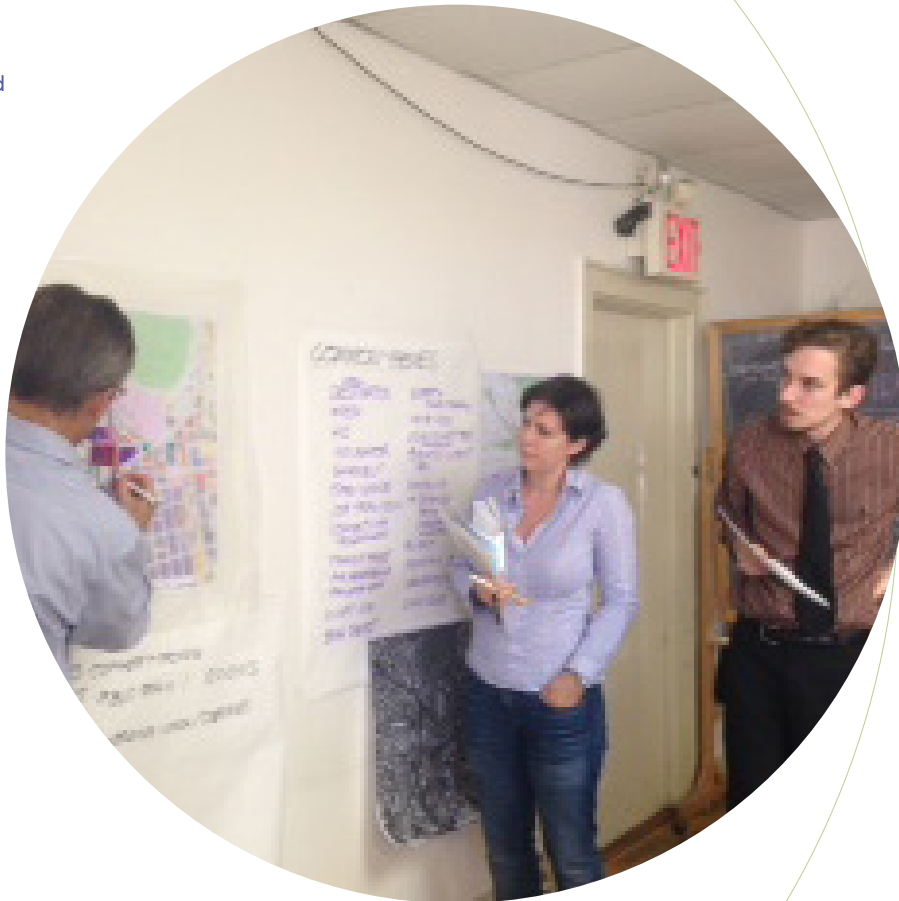
City Planner, Brooklyn Office

TAP Process

The Broadway Junction TAP was held on June 25 and 26, 2014 at the offices of the Local Development Corporation of East New York in Brooklyn, New York.

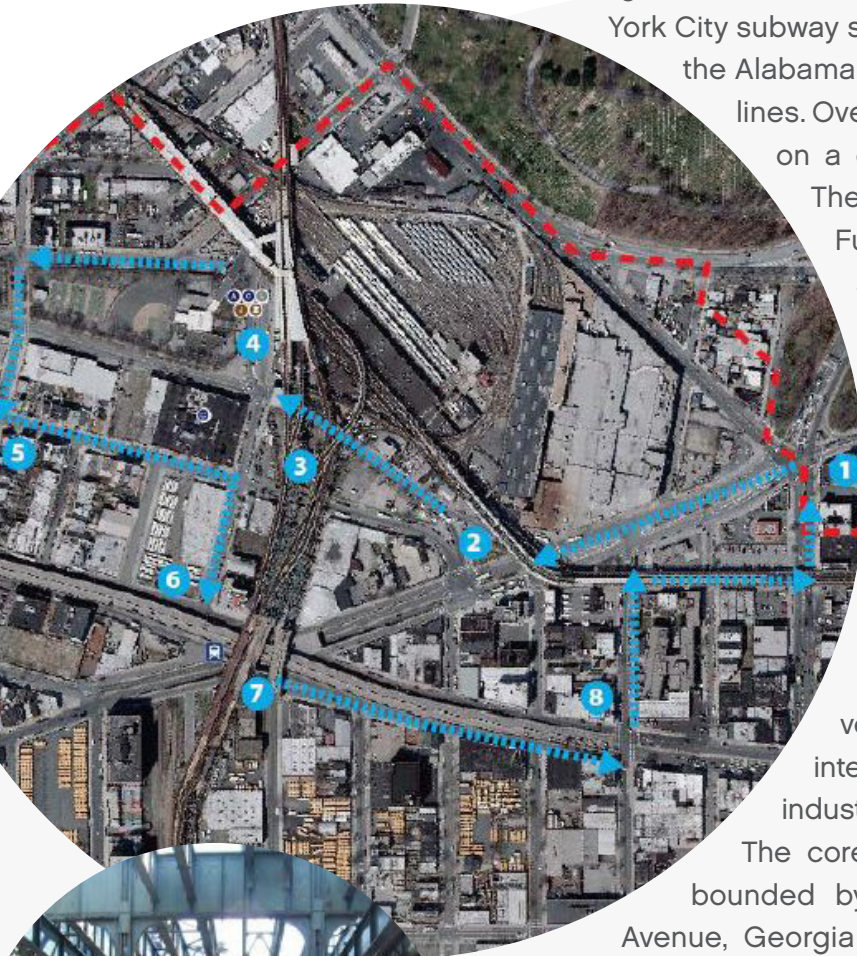
On the morning of June 25, the panel joined a tour of the study area led by Eugenia Di Girolamo, Koren Manning, and Winston Von Engel of DCP's Brooklyn Office. After the tour, the panel interviewed diverse stakeholders to gain a better understanding of relevant issues, dynamics, challenges, and opportunities in the area. The panel then engaged in an intensive charrette to develop a long-term vision for the study area, strategies, and recommendations for action and further study. The final presentation is available electronically at the ULI New York website (<http://newyork.uli.org>).

TAP panelists participated in a design charrette, part of a two-day TAP process leading to the recommendations in this report.



A. Study Area and Location

An aerial shot of the Broadway Junction study area. Photo courtesy of DCP.



An example of elevated transportation infrastructure in the Broadway Junction study area. Photo courtesy of DCP.

The Broadway Junction study area is a transit-rich hub in eastern Brooklyn near the border of the Ocean Hill and East New York neighborhoods. The area includes the East New York Metropolitan Transportation Authority (MTA) Long Island Rail Road (LIRR) station, the Broadway Junction New York City subway station for the A, C, L, J, and Z subway lines, and the Alabama Avenue subway station for the J and Z subway lines. Over 8,800 commuters pass through the study area on a daily basis to make their transit connections. The 20-block study area is roughly bounded by Fulton Street to the north, Atlantic Avenue to the south, Georgia Avenue to the east, and Havens Place to the west.

B. Existing Land Uses and Zoning

The study area presently is characterized by elevated infrastructure and underutilized parcels of land. Stakeholders interviewed described the existing land uses within the area as “disjointed” and noted the area’s poor vehicular flows and seemingly unsafe pedestrian intersections. There are residential, commercial, and industrial uses with a large number of vacant parcels.

The core of the area, defined by the central blocks bounded by Van Sinderen Avenue, Broadway, Jamaica Avenue, Georgia Avenue, and Atlantic Avenue, is constrained by irregular street patterns that create small blocks, also impacted by elevated infrastructure. These constraints may discourage development in the area and explain a preponderance of vacant lots and lots used for parking, and a lack of street and business activity within the neighborhood.²

The majority of parcels in the study area are zoned for light manufacturing uses (M1-2). East of Georgia Avenue between Jamaica and Atlantic Avenues lie a number of parcels designated for low-density commercial and auto uses (CB-2) and low-density regional commercial uses (C4-1). Adjacent to the study area is the 100-acre East New York Industrial Business Zone (East New York IBZ), home to 45 industrial and manufacturing businesses

² New York City Department of City Planning. “Sustainable Communities East New York.” 2014.

primarily in the steel and metal fabrication, transportation, warehouse/distribution, woodworking, and vinyl manufacturing industries.³ A growing number of businesses are in the artisanal food and beverage industry.

Despite being primarily zoned for industrial and manufacturing uses, the study area does contain other uses. There are pockets of low-rise residential development, primarily on the western portion toward the Ocean Hill neighborhood. Residential, parking, community spaces, and other commercial uses are found on the eastern edge between Atlantic, Jamaica, and Pennsylvania Avenues. The MTA New York City Transit East New York bus depot and railyard take up a large portion of the study area on a block bounded by Jamaica Avenue, Broadway, Bushwick Avenue, and Conway Street.

C. Demographics

The Broadway Junction study area's census tract currently has 10,794 residents, with 253,511 more residents within a one-mile radius of the 20-block study area in the adjacent neighborhoods in East New York, Ocean Hill, and Brownsville. The study area boasts a culturally diverse population. The majority of residents in the Broadway Junction census tract are African American (51%) or Hispanic (40%) with a younger average age than the rest of the borough (36% under age 20 in East New York compared with 26% in Brooklyn overall). The median household income in Broadway Junction's census tract within a one-mile radius is significantly lower than Brooklyn overall, at \$34,698 compared to an overall median of \$45,215 for the entire borough.⁴ The unemployment rate within a one-mile radius of Broadway Junction is 13.9%, compared to 10.3% in Brooklyn overall.⁵

D. Objectives for the TAP

DCP charged the panel with proposing strategies to incentivize large-scale and mixed-use development that would activate the core of Broadway Junction along the key blocks between Fulton Street and Atlantic Avenue with the intention of creating new employment, retail, and entertainment opportunities for the surrounding residential communities of Ocean Hill and Bushwick to the west and Cypress Hills and East New York to the east. DCP asked the panel to address the following issues:

1. Zoning

³ New York City Economic Development Corporation. <http://www.nycedc.com/project/east-new-york-industrial-business-zone>.

⁴ US Census Bureau, American Community Survey Five-Year Estimates, 2005-2010.

⁵ US Census Bureau, American Community Survey Five-Year Estimates, 2005-2010.

Propose zoning changes that would be necessary to facilitate and catalyze the desired large-scale and mixed-use development in the core of Broadway Junction.

2. Public Access

Propose public-access improvements that would be necessary to facilitate the desired mix of development in the core.

3. Infrastructure

Propose innovative economic-generating infrastructure improvements that will enliven and activate the street-level experience to incentivize pedestrian activity.

4. Reuse

Consider the feasibility of the adaptive reuse of the vacant MTA LIRR substation, located at the junction of East New York and Snediker Avenues, as an activity center as well as a north-south connection between the East New York IBZ to the south and new public spaces and mixed-use development to the north.

Panel Observations and Recommendations

Broadway Junction occupies a significant position in New York City's transit network, and is the crossroads for over 8,800 New Yorkers' daily commute. The neighborhoods surrounding this regional transit hub have immense opportunities to capture the activity of thousands of transit employees who work in Broadway Junction and commuters who do not routinely stop at Broadway Junction. Its untapped potential for public realm improvements is substantial and has the potential to spur economic development of the surrounding area and its adjacent communities. There are unique opportunities to leverage, as well as significant challenges to address for a cohesive vision for the area. Previous studies conducted by DCP and community groups resulted in the development of key objectives to support a new vision for Broadway Junction.

The panel incorporated previous studies and goals into their concentrated two-day analysis. The output is the following 13 recommendations, which are categorized under three broad sections to capture the panel's overarching

vision:

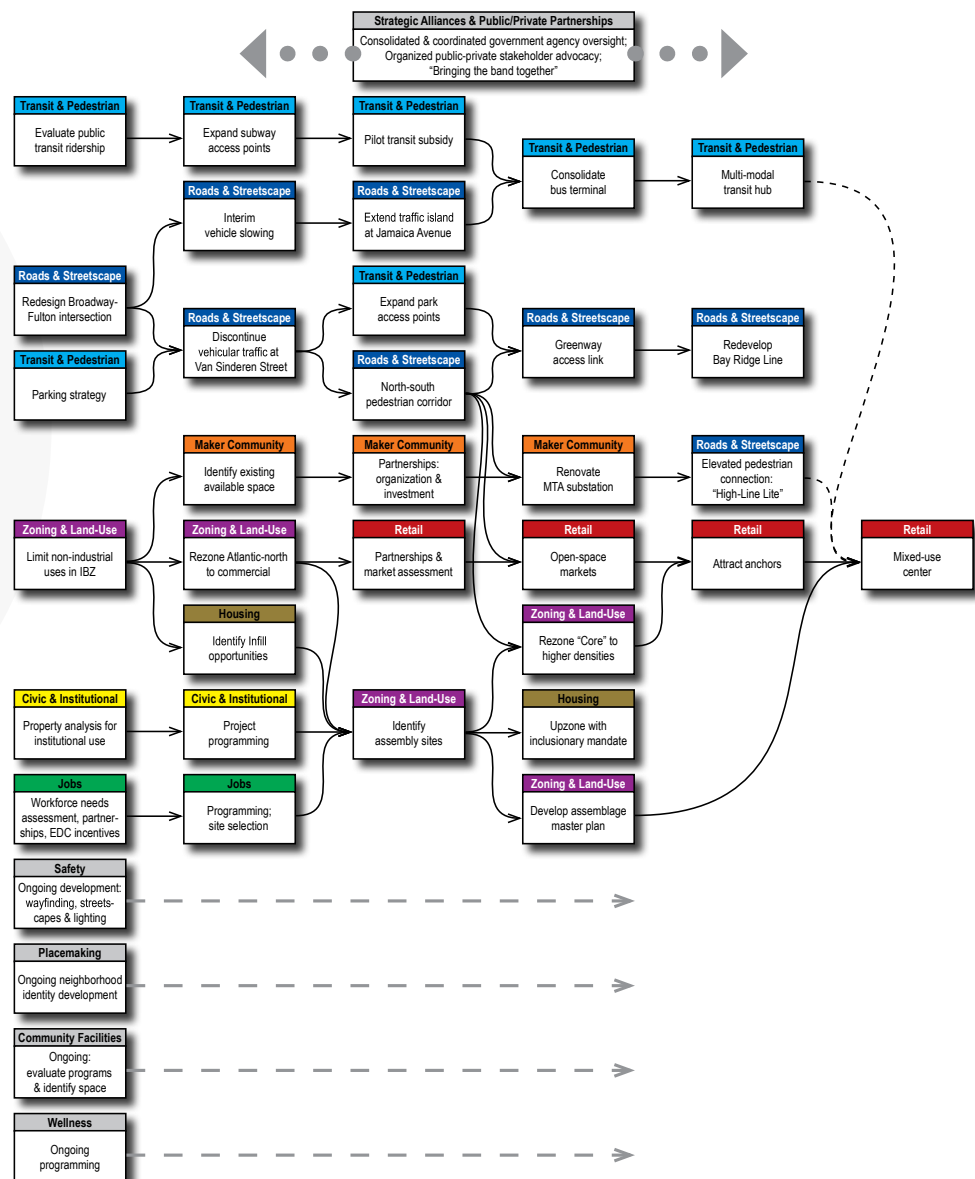
- I. Conduct appropriate rezoning and property assemblages to accommodate growth.
- II. Connect large-scale and mixed-use development and promote a sense of place through a redesigned public realm.
- III. Leverage existing mass transit infrastructure to support and stimulate the community's economic growth.

The panel's recommendations are intended to complement and build off of one another to support sustainable long-term growth (see below). The recommendations are expressed in increments of time:

Short Term: less than 5 years

Mid Term: 5-10 years

Recommended sequencing of panel recommendations.



Long Term: more than 10 years

Prior to implementing any recommendations, strong partnerships should be developed between New York City government agencies and community organizations to coordinate and advance existing and future efforts in and around Broadway Junction. A clear community vision and aligned public sector commitment will create a stable environment for positive change, complementary development practices, and holistic neighborhood growth.

I. Conduct appropriate rezoning and property assemblages to accommodate growth.

1. Zoning

Exercise appropriate zoning strategies to connect surrounding neighborhoods, attract an array of uses and densities, define new residential zones where residential use has already occurred, and protect the manufacturing core south of Broadway Junction.

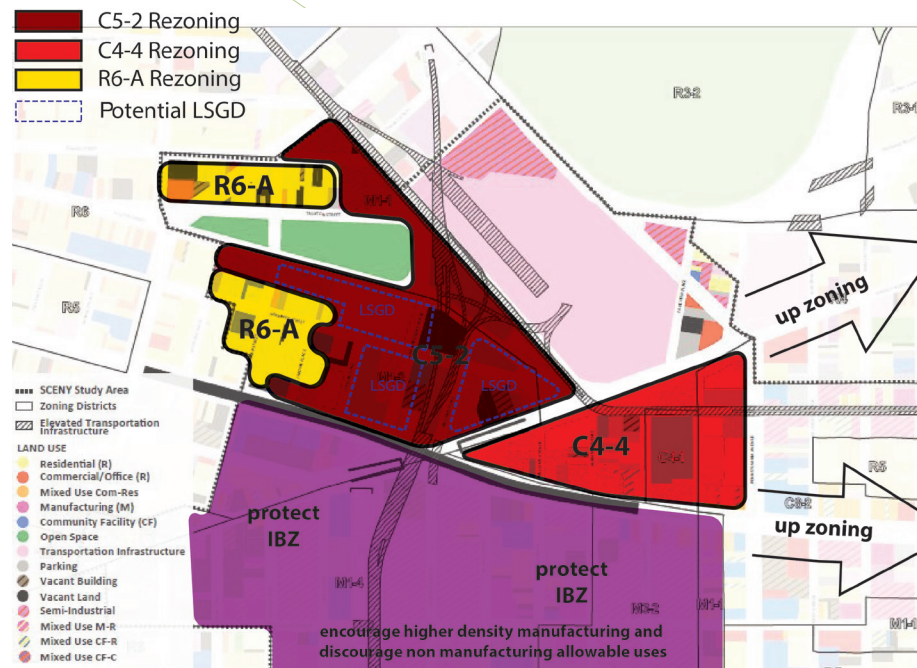
Short Term

Perform comprehensive community engagement to inform and solicit feedback from various communities and stakeholders to fully understand needs and opportunities.

- **Reinforce and strengthen the industrial core in the East New York IBZ south of Atlantic Avenue.** It is important to maintain local community jobs and limit non-industrial uses, such as hotels and homeless shelters.
- **Protect residential units in the western section of Broadway Junction.** DCP should consider creating an R6A residential district (see Recommended Zoning Strategy map on page 14) to prevent out-of-context development and integrate the physical character of the area with the adjacent neighborhood of Ocean Hill.
- **Rezone the M1-2 blocks north of Atlantic Avenue for commercial activity.** This would be essential to create a flexible mixed-use commercial core that is responsive to market demands and stimulates increased retail and pedestrian activity.

- **Incorporate C5-2 and C4-4 zoning to allow commercial, residential, and community facilities as-of-right.** A mix of uses could then be developed depending on market conditions. C5-2 rezoning should occur around Broadway Junction to allow significant density to establish a nexus of activity and uses, and C4-4 rezoning should radiate from the eastern side of Broadway Junction to create a gateway of slightly higher density into East New York and Cypress Hills (see Recommended Zoning Strategy map). This approach would reinforce current upzoning strategies by DCP along Jamaica and Atlantic Avenues.
- **Conduct an evaluation of large-scale development benefits to facilitate long-term goals of mixed-use development and an active commercial corridor.** A large-scale development would allow Floor Area Ratio (FAR) sharing, parking, and density. This will create a higher control over design and bulk.

Recommended
Zoning Strategy.



- **Rezone desolate streetscapes and underdeveloped parcels.** Rezoning would create new development opportunities to stimulate a rich, active New York City transit hub.



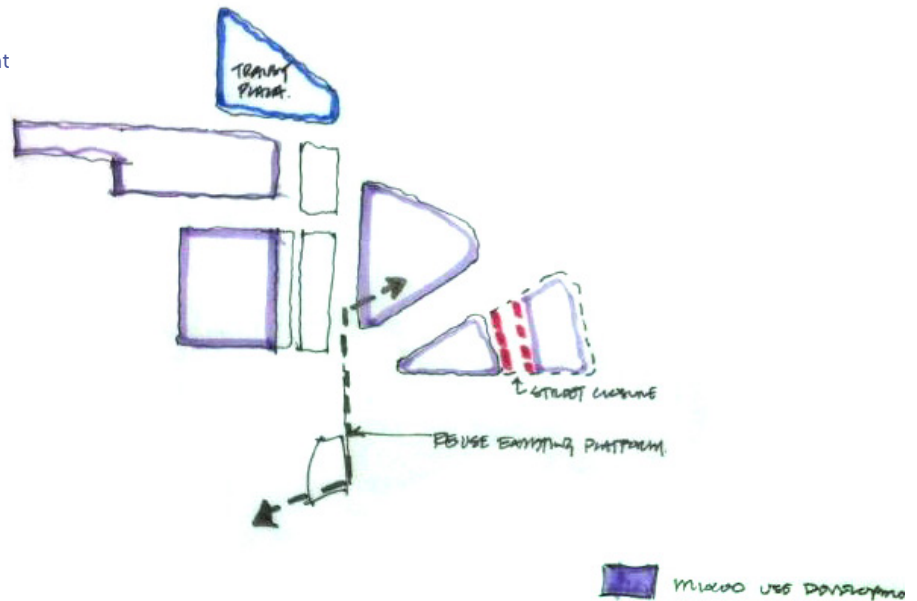
Rendering of Seward Park in Manhattan, the result of a city-issued RFP for large-scale development at assemblage sites. Something similar could be considered for Broadway Junction. *Photo courtesy of EDC.*

Mid Term

Assess if large-scale development is viable at assemblage sites. If viable, the City of New York will use the Uniform Land Use Review Procedure (ULURP) process to create a community-based design and performance framework, zoning modifications, and regulations for the large-scale development.

- Issue a public Request for Proposals (RFP) — potentially through the New York City Economic Development Corporation (EDC) — for a master developer team to consider multiple Broadway Junction sites that could share FAR, develop needed parking, manage density, and create an overall flexible development framework.
- Establish community-based design and performance guidelines to educate and engage the community.
- Develop a cohesive public realm strategy to complement, connect, and enhance existing physical assets.

Potential development sites.



2. Property Assembly

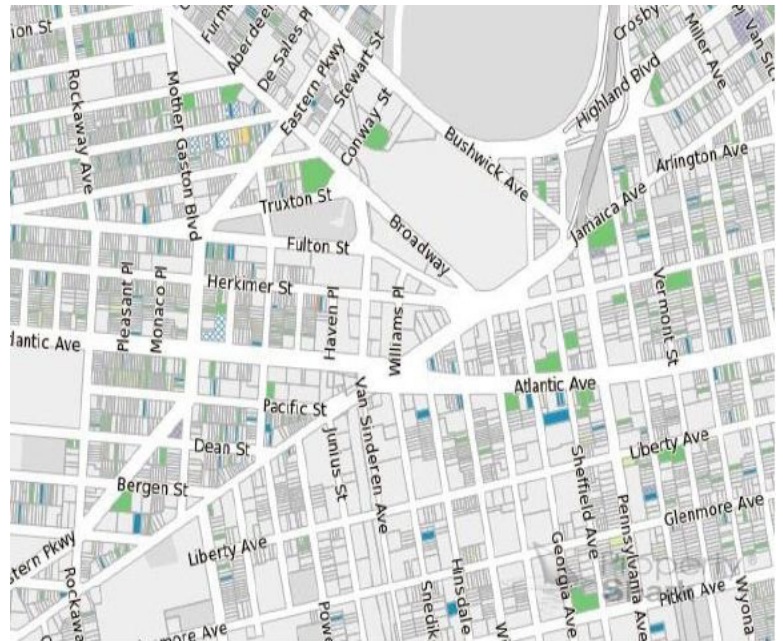
Locate opportunities for a large catalyst project of higher densities and scale, determine potential assemblage sites, and identify acquisition costs. Identifying potential property assemblages will spark opportunities for

regionally significant development that can reconfigure the area's irregular street patterns to expand pedestrian connectors, improve streetscapes, and enhance open space.

Short Term

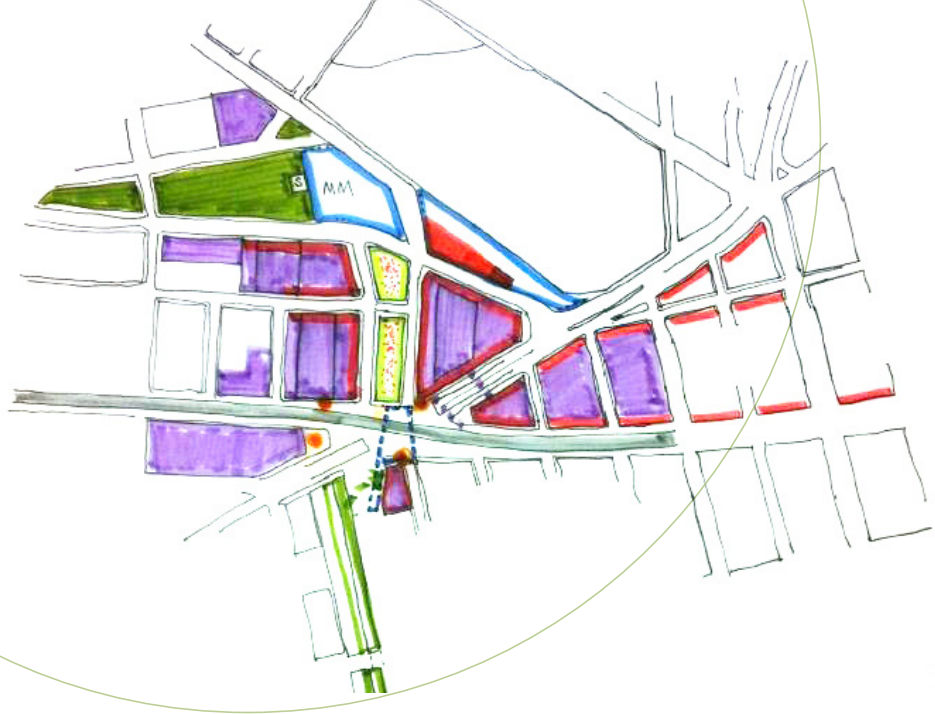
- **Explore opportunities to reconfigure parcels within Broadway Junction's central core blocks.** The goal would be to create and incentivize highly desirable development parcels to attract redevelopment.
- **Identify opportunities to incorporate large civic or educational institutions into mixed-use site assemblages.** This could create dynamic synergies and address community needs. Potential acquisition costs per square foot (PSF) are mapped below, with blue indicating < \$100 PSF and green indicating \$100-\$200 PSF.

Proposed property assemblages and potential acquisition costs.



Currently, the East New York IBZ reports vacant lot sales at \$40-\$60 PSF and sales of industrial buildings at \$140-\$160 PSF. Acquisition costs for potential subject sites should be assumed at \$150 PSF. Three key development sites range from \$8 million - \$12 million per site.

The panel's vision for reconfiguring the study area to accommodate public improvements and new development.



II. Connect large-scale and mixed-use development and promote a sense of place through a redesigned public realm.

3. Roadways and Streetscapes

Expand and strengthen a network of public open space and enhance neighborhood connectivity through integrated streetscapes.

Short Term

DCP should partner with the New York City Department of Transportation (DOT) to pinpoint street redundancies and give specific streets back to pedestrians, widen sidewalks, and reconfigure streets to promote wayfinding.

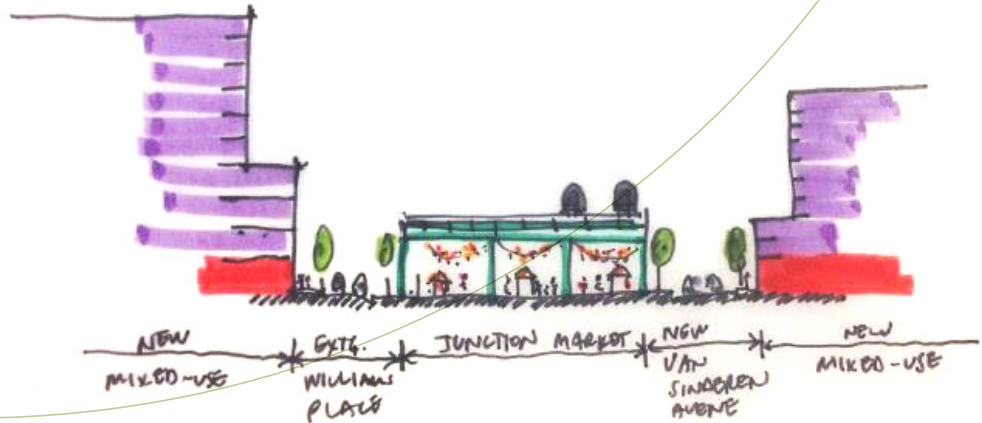
- **Redesign the intersection at Broadway and Fulton Street and consolidate the roadway intersection at Fulton Street, Broadway, and Jamaica Avenue.** Because this corridor suffers from poor vehicular traffic flows, a reconfiguration will help consolidate the vehicular traffic flow. Land in front of the MTA New York City Transit East New York bus depot and railyard should be transferred to the MTA in exchange for non-contiguous areas, thereby creating a wider frontage, which would be safer for pedestrians.
- **Explore interim streetscape interventions to slow vehicular traffic and encourage pedestrian activity.** These interventions could include closing streets to create temporary plazas. DOT's Times Square street closure and public space expansion project increased pedestrian safety and streamlined traffic flows and perhaps could serve as a model for Broadway Junction.



The DCP-proposed Williams Place Market from *Sustainable East New York*. Image courtesy of DCP.

- **Discontinue vehicular use on Van Sinderen Avenue between Fulton Street and Herkimer Street to reduce traffic congestion and improve pedestrian safety.** Property here can be consolidated into a larger, more viable block, while a new street, adjacent to the DCP-proposed Williams Place Market, can be created to provide public frontage for future retail development.

The panel's vision for the proposed Williams Place Market.

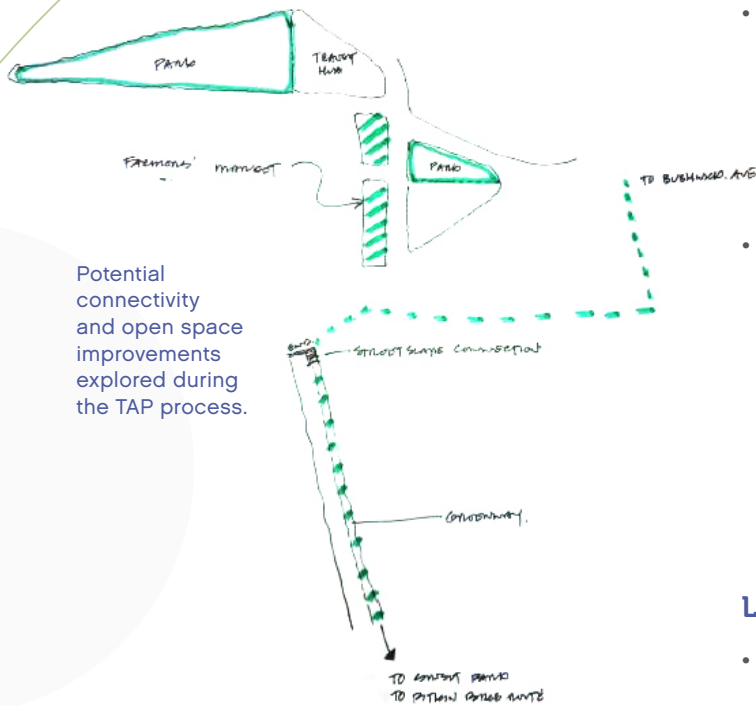


- **Consider traffic island extension to the west of Jamaica Avenue and Fulton Street.** Extending the island would improve streetscape design and provide strategic crosswalk connections to link bus stops at Fulton Street and Jamaica Avenue.
- **Provide additional streetscape amenities at key cross sections.** At the Broadway and Fulton Street intersection, on Pennsylvania Avenue between Jackie Robinson Parkway and Atlantic Avenue, as well as at Jamaica Avenue and East New York Avenue between the LIRR substation access point and Pennsylvania Avenue, improved visibility and wayfinding strategies will facilitate connectivity to transit options and adjacent neighborhoods.

Mid Term

Enhance green space and underutilized open space for improved pedestrian experience and pedestrian access to the Broadway Junction subway station.

- **Focus efforts on developing a greenway to promote and enhance open space for leisure activities and beautification.** A greenway will guide pedestrians and cyclists through Broadway Junction, while reducing the impact of vehicular traffic and intrusive transit infrastructure.



- **Establish a pedestrian corridor between Jamaica Avenue and transit access at the Broadway Junction subway station.** A pilot project of street closures would complement the short-term Roadways and Streetscapes recommendations.
- **Transform strategic sections of the former Bay Ridge branch of the LIRR into multi-modal links that promote recreation use.** A bike lane could extend from the Bay Ridge rail to Bushwick Avenue. Such open-space improvements will positively impact pedestrian connectivity, create new recreation opportunities, and improve access to transit options.

Long Term

- **Establish a multi-modal transit hub at the intersection of Broadway and Fulton Street.** The transit hub would be designed for safe and controlled boarding and stacking. A waiting area should be created at the bus stop adjacent to the subway entrance.
- **Repurpose the LIRR substation and create an elevated connection on the existing MTA L platform.** The former LIRR substation stands in close proximity to Broadway Junction and the Atlantic Avenue L train station, and is adjacent to the East New York LIRR station. An elevated connection would link to new development at the intersection of Fulton Street and Jamaica Avenue, and connect to the proposed Bay Ridge Greenway.

4. Public Transit and Pedestrian Flows

Promote transit use through access point improvements that balance open space and transportation operations.

Short Term

- **Enhance and expand the Broadway Junction subway entrance and the entrance to the adjacent Callahan-Kelly Playground.** These improvement would provide visual access to the subway entry for safety and ease of transfer to adjacent buses, thereby promoting public transit and enhancing the pedestrian experience.
- **Use wayfinding to promote the area's transit opportunities and latent assets that surround public open space.** Create additional

transit entrances or reopen closed entrances to the A and C lines on the west side of the Callahan-Kelly Playground while reinforcing the architectural presence of the main subway entrance. A uniform wayfinding strategy should clearly articulate local destinations, promote visual connections, and reinforce community identity (see Placemaking and Visual Identity recommendations) for pedestrians.

- **Create district parking strategies that complement pedestrian activity.** Street parking should be limited at key pedestrian areas, and a district parking lot should be created to promote park-and-ride activities to destinations with limited parking.
- **Evaluate ridership cost profiles and pilot a subsidy program.** Consider providing fare subsidies for LIRR trips between the East New York LIRR station and Atlantic Terminal while improving safety perceptions to increase ridership.

Mid Term

Reinforce north-south connectors to link the East New York IBZ south of Atlantic Avenue to neighborhood assets north of Atlantic Avenue.

- **Create a consolidated bus transfer terminal to improve access to transit while reducing the number of bus stops surrounding Broadway Junction.** This will balance public space and bus operations to maximize pedestrian experience and manage heavy flows of traffic, thereby improving overall safety.
- **Leverage a reimagined LIRR entrance.** It could be a catalyst for connecting the East New York IBZ with the proposed Williams Place Market or another public space.
- **Consider an art/light installation under the elevated bus terminal to enhance safety and provide an out-of-the-ordinary experience.**
- **A new elevator entrance should be developed to link Broadway Junction and the new consolidated bus terminal.**

5. Safety

Develop improved safety initiatives through physical revitalization efforts and strategic safety partnerships.

Short Term

Improve poor perception of pedestrian safety and transform community member and visitor opinions of Broadway Junction from an unsafe and deserted area to a walkable community.⁶

- **Identify strategic traffic-calming interventions.** Adding solutions, such as crosswalks, at strategic locations will slow vehicular traffic and promote a sense of safety and connectivity.
- **Introduce wayfinding, streetscape, and lighting improvements throughout the community, with a focus on transit entry points.** Improving lighting and adding signage will help pedestrians navigate the area and improve safety perceptions. Increased entrance point visibility through enhanced lighting and signage along Atlantic Avenue will invite pedestrian traffic through clearly marked and open entry points. Improving East New York LIRR station access and lighting in the pedestrian underpass below Atlantic Avenue should be priorities.
- **Conduct an assessment of subway access points at the north end of Broadway Junction.** Maximizing transit accessibility and enabling transfers between varied modes of transportation will improve safety.

Mid Term and Long Term

- **Identify new uses and design strategies for converting underutilized public space into inviting community hubs that complement transportation points.** These activated spaces will not only boost safety through public use, they will promote public transportation, enhance transit user experience, and provide a public good for pedestrians and surrounding businesses.
- **Create safety networks and partnerships by uniting police enforcement, developers, and community organizations.** Aligned and organized enforcement coupled with revitalization efforts can reduce crime by activating deserted spaces with new social and economic activities.



Example of DOT wayfinding signage in Tribeca, which could serve as a model for Broadway Junction. Photo courtesy of DOT.

⁶ While there has been a 12.77% drop in crime from 2001 to 2013, safety issues in the area remain. Statistics are based on NYPD CompStat Vol. 21 Num. 23, 75th Precinct.

- **Review the Local Initiatives Support Corporation (LISC) Community Safety Initiatives.** Other safety improvements and partnerships may be identified.

6. Public Sector Institution Development and Civic Investment

Assess feasibility of developing competitive public sector office space or civic facilities to drive increased institutional activity.

Short Term

- **Conduct city and state property analysis to identify opportunities to consolidate civic facilities in a lower rent district in East New York.** The development of a significant civic facility would be cost-effective for city agencies and would consequently transfer jobs to the area, increase pedestrian flows, and channel a new wave of customers, supporting retail and entertainment growth.

Mid Term

- **Determine if consolidation of a public-sector institution is appropriate and viable.** If plausible, develop programming and design for the long-term goal of constructing a civic public works project.

III. Leverage existing mass transit infrastructure to support and stimulate the community's economic growth.

7. Placemaking and Visual Identity

Improve the area's image and promote existing assets through a cohesive visual identity system.

Short Term

Identify placemaking strategies that will support and enhance existing cultural, institutional, and business assets.

- **Develop a Broadway Junction district identity that highlights the area's strengths as a transportation junction and the crossroads for culturally diverse neighborhoods.** This identity should include and promote existing industrial ventures and opportunities. A district branding identity will engender pride and unify varied businesses, organizations, and the community. This should inform and encourage

the development of a Broadway Junction Business Improvement District (BID) in the mid term, that would complement the existing adjacent East Brooklyn BID, which primarily supports East New York's light manufacturing and distribution businesses in the 40-block area bounded by Powell Street to the west, Atlantic Avenue to the north, Pennsylvania Avenue to the east, and Sutter Avenue to the south.

- **Conduct an overview demographic and economic analysis, including existing and forecast data, to support redevelopment initiatives.**

Mid Term

- **Investigate ways to refresh and update messaging and visuals to complement the evolving strategic planning framework and long-term vision.** Short-term success reporting should guide efforts and should be conducted by a monitoring agency or a local development corporation.
- **Create the Broadway Junction Business Improvement District (BID) and refine long-term placemaking strategies to ensure strategies maintain relevancy and effectiveness.** The BID should focus on placemaking efforts, neighborhood programming, and community building to promote cultural activities and encourage economic development.

8. Maker Community

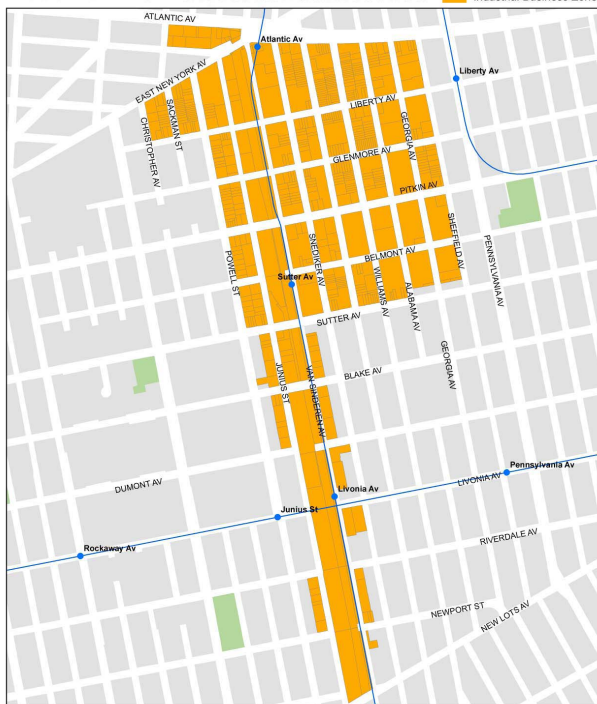
Create a “maker space”—a workspace that applies technology and encourages invention and prototyping—in the East New York IBZ and develop strong institutional and local partnerships to promote entrepreneurial growth for local residents and businesses.

Short Term

The DCP has identified potential opportunities to re-purpose the underused MTA-owned site on Williams Place, between Atlantic Avenue and Herkimer Street, for temporary activities.

- **Identify additional building space in the East New York IBZ for the maker community.** This would facilitate and encourage the growth of existing small- to mid-scale industries north of Glenmore Avenue.
- **Form partnerships with EDC to stimulate entrepreneurs and simultaneously identify additional building space.**

East New York Industrial Business Area



Data Source: MapPLUTO copyrighted by the New York City Department of City Planning
Prepared by the Mayor's Office of Industrial and Manufacturing Businesses, March 2006

- **Focus efforts on advancing emergent East New York businesses.** The budding artisanal food and beverage industry should be supported.
- **Consider partnerships with MTA's ARTS for Transit, ARTs East New York, and Art in Bushwick.** Partnerships could complement the maker space, promote local businesses and artists, and advance EDC efforts through direct understanding of local entrepreneurial activities and challenges.
 - ARTs East New York has shown a strong desire to expand arts education, community beautification, and special events. ARTs should pursue funding with the National Endowment for the Arts for space at the proposed Williams Place Market.
 - Partnership with the MTA's ARTS for Transit could further strengthen and expand existing efforts and arts partnerships.

Mid Term

- Renovate the vacant former LIRR substation at the junction of East New York and Snediker Avenues, owned by the MTA, for adaptive mixed-use activities guided by the desire to establish a maker community as previously discussed. This is a highly visible and unique building, and its reuse would support the economic growth of key industries in the area. For instance, setting up a demonstration kitchen and an event and community space would support the artisanal food and beverage businesses.

9. Community Space

Catalogue and map existing community programs and building use, and identify underutilized spaces that could be transformed into vibrant and efficient community facilities.

Short Term

- Conduct a capacity and location assessment of existing facilities to determine expansion potential and deepen DCP's understanding of local organizational activities and needs, establish capacity-building goals for the area, and develop methods to maximize existing facility use.



The vacant LIRR substation could be repurposed for mixed-use activities for the maker community.

Photo courtesy of DCP.

Mid Term

- Prepare a strategic development plan as demand for spaces increases to ensure spaces are provided to meet community needs.

10. Retail Improvements

Cultivate retail opportunities to satisfy market demand in a centralized retail destination and adjacent retail nodes.

Short Term

Undertake incremental steps to promote and attract retail activities.

- **Build upon population growth forecasts for the study area and adjacent neighborhoods and market demand to create opportunities for successful retail markets.** Consider primary and secondary customers within a 1-, 3-, 5-, and 10-mile radius of the study area to determine retail demand. For example, stakeholders noted that there is limited access to fresh produce and diverse retail. Leverage the area's high volume of transit users to drive the success of farmers markets in the numerous open spaces within Broadway Junction.
- **Consider Callahan-Kelly Playground as a potential farmers market site.** The site, bordered by Fulton and Truxton Streets, Van Sinderen Avenue and Eastern Parkway Extension, could become a farmers/open-air market, given its high visibility and direct proximity to the Broadway Junction subway station.
- **Identify an operator for the farmers market.** Partnering with GrowNYC's weekly Greenmarket program is an option that should be explored.
- **Seek advice from borough-area markets to gain best practices for creating and promoting successful open-air markets.** Brooklyn Flea and Smorgasburg should be consulted.
- **Expand retail options for local entrepreneurs.** Evaluate pop-up store programs and any required public assembly permits, and explore the viability of food trucks and mobile retail.
- **Conduct an updated market analysis.** As new markets prosper, it will be important to determine the existing and forecast retail demand beyond the primary and secondary market areas to support the demand for national retail stores, notably grocery chains.



Callahan Kelly Playground, a possible site for a farmers market. Photo courtesy of NYC Parks Department.

Mid Term

- **Encourage a diverse mix of retail along commercial corridors to reinforce the area's identity as a retail destination, while improving residents' access to retail and services within their neighborhood.** Space should be provided for new ventures and the relocation or expansion of popular retail stores, such as Cookies Kids, and displaced businesses from Fulton Mall or other area retail locations.
- **Support local ventures.** A scaled retail push should also encourage the growth of local retailers to expand local economic development and foster a unique retail identity. This should create opportunities to turn pop-up mobile businesses into brick-and-mortar tenants.
- **Consider a national grocery retailer as a key economic tool.** Such a retailer could provide new jobs and tax revenue while promoting area growth. This will be supported by proven demand for a national retailer and local residents' desire for a supermarket.
- **Consider alternative, complementary retail.** For example, pop-up mobile units can activate commercial corridors and improve links between the surrounding neighborhoods and the Broadway Junction district.

Long Term

Foster successful mixed-use retail venues that appeal to diverse community members and visitors alike.

- **Allow for a major mixed-use project that upholds and enhances the integrity of the streetscape and contributes to a vibrant retail corridor.** The project should be supported by national anchor tenants, while integrating local businesses. A major development at the MTA Broadway Junction subway station should be considered as retail proliferates over time.

11. Job Training

Conduct workforce development assessment and train local residents for growing industrial and business sectors.

Short Term

- **Perform an employment and job training needs assessment to effectively expand workforce development in the area.** This would begin to address the 13.9% unemployment in the area.⁷



A mobile health clinic in Downtown Brooklyn, NY, a method of delivering healthcare that could be tried in Broadway Junction.

- **Form a partnership with the Local Development Corporation of East New York for leading training efforts.** This would strengthen the area's human capital and address unemployment.
- **Evaluate EDC incentive and tax credit programs.** These programs should be analyzed for business development and investments around the existing and/or emerging industrial and business sectors: food and beverage, transportation, building products, pet services, and healthcare.
- **Discuss collaboration with Maimonides Medical Center or Wyckoff Heights Medical Center to expand the area's healthcare workforce.** Healthcare is a strong and expanding service and business sector of New York City's economy. It will be key to pinpoint the most appropriate agency to lead this effort. Furthermore, a partnership with the City University of New York or State University of New York systems should be solidified to utilize facilities for workforce development and training purposes.

Mid Term and Long Term

As workforce development programs expand, additional sites should be identified and secured. Long-term job training needs should be reevaluated with East New York partners as shifts in the area's economy occur.

12. Wellness Improvements

Invest in flexible all-inclusive health and wellness programs that target underserved areas.

Short Term

Develop healthcare facilities and expand servicing for the area's underserved population. An all-inclusive community health strategy should be established to prevent and mitigate lifestyle-related diseases, while promoting a holistic approach to strengthen bodies and minds.

- **Jumpstart a healthy foods program.** The goal of the program would be to combat nutrition-related diseases and increase wellness education and the availability of affordable, healthy food.
- **Consider alternative strategies for improving access to health clinics in Broadway Junction and the surrounding area.** A mobile health clinic would be a cost-effective way to deliver primary care and preventative services to the underserved.
- **Evaluate senior needs and consider appropriate ways to incorporate services into wellness efforts.** Regular visits from a mobile library bus would provide educational resources, activate underutilized space, and promote community identity and quality of life.

Mid Term

Shifts in healthcare needs will direct long-term health and wellness servicing, and frequent evaluation could advance successful efforts. As redevelopment efforts expand, active urban design strategies should be incorporated into new investments and complement existing wellness programming.

- **Evaluate the effectiveness of the healthy foods program and senior programming for future expansion.**
- **Forge a partnership with a regional healthcare provider to develop an ambulatory care facility.** Partnering with a healthcare provider, such as Maimonides Medical Center, will ensure improved access to primary and specialty care for residents' critical medical care.
- **Explore funding opportunities with the Robert Wood Johnson Foundation and other organizations.** Funding is needed to expand comprehensive mobile healthcare delivery for integrated and networked healthcare.

13. Housing

Strengthen and expand the supply of diverse housing stock under *Housing New York: A Five-Borough, Ten-Year Plan*.

Short Term

- **Follow Mayor Bill de Blasio's *Housing New York: A Five-Borough, Ten-Year Plan* to promote mixed-income housing.** This should occur along key transit corridors, specifically Atlantic Avenue.
- **Support upzoning with a strong affordable housing component.** The top income band for affordable housing should be set at 30% of Area Median Income.

Mid and Long Term

- **Identify infill opportunities for small residential buildings on the western edge of Broadway Junction.**
- **Utilize the New Foundations Program, a New York City Department of Housing Preservation & Development (HPD) homeownership program.** The program should be used to leverage current infill sites under development to promote mixed-income housing for affordable homeownership and income diversity.
- **Evaluate *Housing New York* and its complementary efforts over the long-term to ensure the preservation and growth of high-quality affordable housing for Broadway Junction's residents.**

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Conclusion

The proposed recommendations outlined in this report were developed to supplement the work of DCP and existing community organizations. The recommendations seek to activate existing transit assets and resources to facilitate mixed-use development and promote a new regional hub for retail, entertainment, wellness, and institutional uses. Community support and strong public-private partnerships will spur Broadway Junction's economy and generate new opportunities for job creation in its surrounding areas.

Land use changes and public realm improvements will enhance neighborhood connectivity, integrate transportation networks, and improve streetscape and public safety to enrich quality of life. The first steps to achieve a cohesive vision for Broadway Junction will be to align public agencies, coordinate efforts, and set mutual goals. Conversations with infrastructure-focused public agencies, such as the MTA and DOT, are crucial to springboard this process and garner the support of the area's largest and most influential stakeholders. The sequencing and interdependency of these recommendations is meant to build a sustainable and long-term vision for the area that expands on current efforts to gain momentum with and for a diverse range of stakeholders.

Understanding what can reasonably be achieved in initial stages will support stable incremental growth and promote longevity of efforts. Broadway Junction stands at a critical moment in New York City's growth; fostering a strong network of mixed-use development, public realm improvements, and economic activities will benefit Broadway Junction's residents, employees, and visitors for years to come.



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