Chapter 7: Historic Resources

A. INTRODUCTION

This chapter considers the potential for the proposed Brooklyn Bridge Park project to affect historic resources, both archaeological and architectural. The proposed location of the park, or the project area, is Brooklyn’s East River waterfront between Jay Street on the north and Atlantic Avenue on the south. Furman, Water, and Plymouth Streets generally form the eastern boundary with extensions east of Furman Street at Atlantic Avenue and between Cranberry and Middagh Streets.

This waterfront area played an important role in both the history of New York City and the United States from the 17th century when the Dutch settled Brooklyn as a farming colony. The project area contains the Fulton Ferry and D.U.M.B.O. (“Down Under the Manhattan Bridge Overpass”) Historic Districts and may be the location of buried resources related to the historic development of the waterfront. The northern portion of the project area is located beneath the Brooklyn and Manhattan Bridges; while the southern portion is close to the Brooklyn Heights Historic District. Therefore, historic resources are of particular interest for this project.

As described below, although it is expected that the former National Cold Storage buildings will be demolished absent the proposed project, its proposed demolition as a result of the proposed actions would by definition constitute a significant adverse impact on architectural resources. Therefore, mitigation measures will be developed in consultation with the New York State Office of Parks, Recreation and Historic Preservation (OPRHP). It is not expected that the proposed project would have significant adverse impacts on any other architectural resources in the project area. The proposed project would implement a Construction Protection Plan to protect resources within 90 feet of proposed construction activities in the project area and in the study area. The proposed project would not block significant views of any resource, or adversely alter the visual setting of any resource, in the study area.

B. METHODOLOGY

ARCHAEOLOGICAL RESOURCES

Archaeological resources are physical remains, usually buried, of past activities on a site. They can include remains from Native American people who used or occupied a site, including tools, refuse from tool-making activities, habitation sites, etc. These resources are also referred to as “precontact,” since they were deposited before Native Americans’ contact with European settlers. Archaeological resources can also include remains from activities that occurred during the historic period (beginning with European colonization of the New York area in the 17th century), that include European contact with Native Americans, as well as battle sites, foundations, wells, and privies.
Archaeological resources in developed areas may have been disturbed or destroyed subsequently by grading, excavation, and infrastructure installation and improvements. However, some resources do survive in an urban environment. Deposits may have been protected either by being paved over or by having a building with a shallow foundation constructed above them. In both scenarios, archaeological deposits may have been sealed beneath the surface and thereby protected from further disturbance.

The study area for archaeological resources is the area that would be disturbed for project construction, i.e., the project area itself. The New York City Landmarks Preservation Commission (LPC) and OPRHP were contacted for their preliminary evaluation of the project area’s archaeological sensitivity. Based on this review, a Phase 1A Archaeological Study for the project area was prepared and reviewed by OPRHP and LPC. Its conclusions are summarized below under “Existing Conditions.”

ARCHITECTURAL RESOURCES

The study area for architectural resources is known as the Area of Potential Effect (APE) of the proposed project on architectural resources, which accounts for both direct physical impacts and indirect impacts. Direct impacts include demolition of a resource and alterations to a resource that change it such that it appears to be significantly different from its original structure. A resource could also be damaged by construction activities such as blasting, pile driving, falling objects, subsidence, collapse, or damage from construction machinery unless proper protection measures are put in place. Construction activity that would occur within 90 feet of an architectural resource, as defined in the New York City Department of Buildings (DOB) Technical Policy and Procedure Notice (TPPN) #10/88, may cause such damage.

Indirect impacts are contextual or visual impacts that could result from project construction or operation. As described in the CEQR Technical Manual, indirect impacts could result from blocking significant public views of a resource; isolating a resource from its setting or relationship to the streetscape; altering the setting of a resource; introducing incompatible visual, audible, or atmospheric elements to a resource’s setting; or introducing shadows over a historic landscape or an architectural resource with sun-sensitive features that contribute to that resource’s significance (i.e., a church with stained glass windows). Significant adverse direct or indirect impacts can occur if a project would cause a change in the quality of a property that qualifies it for listing on the State and National Registers of Historic Places (S/NR) or for designation as a New York City Landmark (NYCL).

To account for potential physical and contextual impacts, the architectural resources study area for the Brooklyn Bridge Park project is defined as the project area itself where the Brooklyn-Queens Expressway serves as a physical and visual barrier to areas east. Elsewhere, the study area was determined based on the potential visibility of the proposed project. This area of visibility differs from approximately 400 to 800 feet beyond the project area (see Figure 7-1).

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1. Phase 1A Archaeological Assessment, Brooklyn Bridge Park Project, Brooklyn, Kings County, New York, prepared by Historical Perspectives, Inc. & Raber Associates in April 2005.

2. TPPN #10/88 was issued by DOB on June 6, 1988, to supplement Building Code regulations with regard to historic structures. TPPN #10/88 outlines procedures for the avoidance of damage to historic structures resulting from adjacent construction, defined as construction within a lateral distance of 90 feet from the historic resource.
Chapter 7: Historic Resources

CRITERIA AND REGULATIONS

Once the study area was determined, an inventory of officially recognized architectural resources in the APE was compiled (“Architectural Resources”).

Criteria for inclusion on the National Register are listed in the Code of Federal Regulations, Title 36, Part 63. Districts, sites, buildings, structures, and objects are eligible for the National Register if they possess integrity of location, design, setting, materials, workmanship, feeling and association, and:

A. Are associated with events that have made a significant contribution to the broad patterns of history;

B. Are associated with significant people;

C. Embody distinctive characteristics of a type, period, or method of construction, represent the work of a master, possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. May yield [archaeological] information important in prehistory or history.

Properties that are less than 50 years of age are ordinarily not eligible, unless they have achieved exceptional significance. Determinations of eligibility are made by OPRHP.

LPC designates historically significant properties or areas in New York City as NYCLs and/or Historic Districts, following the criteria provided in the Local Laws of the City of New York, New York City Charter, Administrative Code, Title 25, Chapter 3. Buildings, properties, or objects are eligible for landmark status when they are at least 30 years old. Landmarks have a special character or special historical or aesthetic interest or value as part of the development, heritage, or cultural characteristics of the city, state, or nation. There are four types of landmarks: individual landmarks, interior landmarks, scenic landmarks, and historic districts.

In addition to identifying officially recognized architectural resources in the study area (S/NR listed and eligible properties, NYCLs and Historic Districts (NYCHD) and properties determined eligible for landmark designation), an inventory was compiled of other buildings that could warrant recognition as architectural resources (i.e., properties that could be eligible for S/NR listing or NYCL designation) in compliance with CEQR and SEQRA guidelines (“Potential Architectural Resources”). For this project, potential architectural resources were those that appeared to meet one or more of the National Register criteria (described above). These were identified based on site visits and by using historical sources including local repositories, texts, images, and maps.

Once the historic resources in the study area were identified, the proposed project was assessed for its potential for direct physical impacts and indirect contextual impacts on architectural resources.

C. HISTORICAL OVERVIEW

The area that became the village of Brooklyn, including the project area, was purchased from the local Native Americans by the Dutch West India Company between 1638 and 1640. Land was then sold to European settlers, one of whom opened a ferry service between what is now Cadman Plaza West and Manhattan in 1642. A village subsequently grew up around the ferry landing, known as “het Veer” or “the Ferry.” The village became incorporated into the town of Breuckelen four years later.
With the English capture of New Netherland in 1664, the Dutch colony of New Amsterdam became New York, and Breukelen was changed to Brookland, and eventually, Brooklyn. During the late 17th century, structures were built along what would later be Fulton Street/Cadman Plaza West, then known as “Road to the Ferry” or the “Road to Jamaica.” Much of the remainder of the project area was still under the East River. By the time of the American Revolution, the area around the ferry landing had been developed as a busy marketplace with industries such as slaughterhouses breweries, and businesses such as shops, inns, and taverns. During the Revolution, George Washington and the Continental Army escaped to Manhattan after the Battle of Long Island.

In 1796, a second ferry service—known as both the “new ferry” and “Catherine Street Ferry” (named after its docking point in Manhattan)—was established at the foot of Main Street where it joins with Water Street. The Village of Brooklyn was incorporated in 1816. Two years prior to that, Robert Fulton, the steamboat pioneer, had established the first steamboat ferry running from Brooklyn to Manhattan, and the “Road to the Ferry” was renamed in his honor. At the time of Brooklyn's incorporation, landfilling had extended as far as the line of newly created Plymouth Street, located a block north of Water Street. During the 1820s, the waterfront began to be developed with new docks, stores, and warehouses in addition to the slaughterhouses, taverns, and manufacturing plants that already lined the river. Also at that time, Brooklyn Heights began to be developed as a residential district, with typically two- to three-story frame and brick houses built east of what is now Furman Street. In 1834, Brooklyn was granted a municipal charter, and became a city. Two years later, a permanent water line was established along the shoreline to accommodate the growing landfilled area's bulkheads, particularly east of the ferry landing.

Brooklyn continued to grow through the mid-19th century. New railroad service was brought into the Fulton Ferry landing area by the Brooklyn City Railroad Company. By the 1860s, many streets had been laid with municipal water and sewer pipes. Development during this time consisted of mostly warehouses and stores associated with maritime activity south of the ferry landing, with lumber, coal, and stone yards located north of the ferry landing.

Following the Civil War, for a period of approximately 15 years, there was a surge of warehouse construction along the waterfront. These included the Empire Stores, built in stages between 1870 and 1885 on Plymouth Street, and the Martin’s Stores, built circa 1876-1879 on the west side of Furman Street between Poplar and Cranberry Streets. By 1880, the Furman Street waterfront was completely covered by brick warehouses that stored a variety of food items such as coffee, tobacco, and sugar, giving this portion of Brooklyn the name “the walled city.”

The construction of the Brooklyn Bridge in 1883 was a significant engineering feat and served as the first physical link between the independent cities of Brooklyn and New York (which were consolidated in 1898). However, it led to the demise of the ferries, which were the lifeblood of the Fulton Landing area. The bridge also bypassed the waterfront, with new commercial development instead occurring farther inland. In 1900, the New York Dock Company, which had emerged as one of many Brooklyn marine warehouse firms in the 1850s, consolidated almost all the waterfront property between Fulton Street and the Erie Basin. At its peak, the New York Dock Company owned or managed over 40 piers and approximately 150 stores and warehouses, making it the largest private freight terminal in the world. During the first decades of the 20th century, the company rebuilt or enlarged nearly all the piers and bulkheads along the waterfront, and expanded local rail lines to service all the waterfront stores. In 1917, the company erected a three-story office building at the northwest corner of Furman and Joralemon.
Streets, which is still present. It also erected a ten-story warehouse, known as the Trade Facilities Building, at 360 Furman Street to be leased by manufacturing tenants. Also during this time, the Kings County Refrigerating Company leased the former Martin’s Stores from the New York Dock Company and built a cold storage plant at 66 Furman Street, which consisted of an eight-story reinforced concrete structure. The remaining Martin’s Stores were retrofitted for cold storage use.

In 1909, the Manhattan Bridge opened, further diverting traffic and commercial development away from the waterfront. In 1924, the Fulton Ferry ceased operations. The combination of these changes, along with the construction of subway and automobile tunnels under the East River, led to the eventual economic decline of Brooklyn’s waterfront.

Numerous changes occurred in the 1950s that changed the character of Brooklyn’s waterfront. These include the construction of the Brooklyn Heights Esplanade in 1950, and the construction of the Brooklyn-Queens Expressway three years later. The construction of this highway—an approximately 60-foot-high elevated structure—resulted in the demolition of numerous residential buildings in Brooklyn Heights, most specifically the northwest part of the neighborhood south of Old Fulton Street. It also separated Brooklyn Heights from the waterfront since the Brooklyn-Queens Expressway extends along and east of Furman Street, creating both a physical and visual barrier between areas east and west. Also in the 1950s, the New York Dock Company sold its holdings to the Port of New York Authority (PONYA), now the Port Authority of New York-New Jersey (PANYNJ). PONYA removed approximately 25 old finger piers and demolished over 130 storage warehouses once operated by the New York Dock Company to build its Brooklyn Marine Terminal, stretching from Fulton Street to the Atlantic Basin. This terminal consisted of 13 new piers built between 1956 and 1964 and was designed with wide piers and upland areas to combine break-bulk cargo handling and to accommodate truck traffic. Within the project area, these include five piers built for the terminal, Piers 1-3, 5 and 6. Pier 2 was completed in 1958, Piers 1 and 3 in 1959, Pier 6 in 1961, and Pier 5 in 1964. While PONYA viewed the Brooklyn Marine Terminal project as their largest and most ambitious in the Port of New York, it was almost immediately surpassed in size by the construction of PONYA’s Port-Newark-Port Elizabeth container terminals, begun in 1958. Therefore, although waterfront activity increased, it was only for a short time as the switch to container shipping, which PONYA moved to its New Jersey ports from Brooklyn, again impacted the economic viability of the waterfront and led to the obsolescence of the Brooklyn Marine Terminal by the late 1970s. Though most of the late 19th century storage warehouses south of Fulton Street had been demolished by PONYA by the 1960s to build the Brooklyn Marine Terminal, the Kings Country Refrigerating Plant, which was taken over by the National Cold Storage Company in 1914, operated until 1991. The structures that make up this plant are presently standing, though vacant since 1992.

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1 The information that follows pertaining to the development of the Brooklyn Marine Terminal is courtesy of Michael S. Raber of Raber Associates, April 2005.
D. EXISTING CONDITIONS

PROJECT AREA

ARCHAEOLOGICAL RESOURCES

The conclusions of the Phase 1A Archaeological Study prepared for the project area are summarized below. The Phase 1A Study focuses first on potential prehistoric (Native American) archaeological resources and then on those from the historic period (beginning in the 17th century).

Precontact Resources

Precontact sites are often characterized by their proximity to a water source, fresh game, and exploitable natural resources such as plants, raw materials for stone tools, clay veins, etc. These sites are typically placed into three categories, primary site (campsites or villages), secondary site (tool manufacturing, food processing), and isolated finds (a single or very few artifacts). Primary sites are often situated in areas that are easily defended against both weather and enemies. Secondary sites are often found in proximity to locations of exploitable resources such as shell fish (near the water) and lithic raw materials. Isolated finds generally indicate that artifacts were probably dropped or discarded through a temporary activity, such as someone passing through the area.

No precontact sites have been recorded in the project area, nor within a one mile radius of downtown Brooklyn. The only sites that have been recently documented are in such places as Governors Island and Staten Island, which have not experienced substantial subsurface disturbance. The project site has been developed continuously since the 17th century, when large portions of it were originally in the East River. Since the natural shoreline of the East River has been completely altered through historic and modern development including landfilling, the likelihood of encountering intact precontact archaeological sensitivity in the project area is extremely low.

In terms of potential resources under the East River, though researchers have recently written about the possibility that precontact sites—once located along ancient river shorelines but now inundated due to higher water levels—may be preserved in areas now under the waters in and near New York Harbor, it is unlikely that any such sites exist in the project area. Soil borings indicate that former ground surfaces have been disturbed, likely due to a combination of strong river currents, filling, and dredging to deepen waterways.

Consequently, the project area is not considered sensitive for precontact resources, and no further analysis of such resources in the project area is warranted.

Historic-Period Resources

The project area has the potential to contain significant archaeological resources related to the 17th, 18th, and 19th century development of the Brooklyn waterfront that have not been disturbed through later development. The locations, types, and depths of these resources are presented in Table 7-1 below and include landfilling devices, building foundations, and potential remains of a Revolutionary War ship, which could be present at the foot of Joralemon Street.
### Table 7-1

**Potential Historic-Period Archaeological Resources in the Project Area**

<table>
<thead>
<tr>
<th>Location*</th>
<th>Type of Resource</th>
<th>Potential Depth Below the Surface**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Block 1 and Pearl Street</td>
<td>Foundations from the former early 20th century Arbuckle Bros. sugar refinery buildings beneath Block 1</td>
<td>Expected commencing below the first foot beneath the surface</td>
</tr>
<tr>
<td></td>
<td>Pre- and post-1840 landfilling devices (timber bulkheads) beneath Block 1 and Pearl Street</td>
<td>Top of landfilling devices beneath Arbuckle Bros. foundations. Bottom of landfilling devices ca. 20-25 feet below the surface</td>
</tr>
<tr>
<td></td>
<td>Remains of an early 19th century pier beneath Block 1 and Pearl Street</td>
<td>Approximately 5-10 feet below the surface</td>
</tr>
<tr>
<td>Block 7 and Washington Street</td>
<td>Pre- and post-1840 landfilling retaining devices (timber bulkheads) beneath Block 7 and Washington Street</td>
<td>Top of landfilling devices beneath existing building foundations. Bottom of landfilling device ca. 20-25 feet below the surface</td>
</tr>
<tr>
<td>Block 16</td>
<td>Pre-1850s and post 1850s Catherine Street Ferry structures</td>
<td>Ferry landing expected at ca. 14 feet below the surface</td>
</tr>
<tr>
<td>Block 25 and New Dock Street</td>
<td>Remains from the Fulton Stores and the Tobacco Warehouses beneath New Dock Street</td>
<td>Expected commencing below the first foot beneath the surface</td>
</tr>
<tr>
<td></td>
<td>Pre- and post-1840 landfilling devices (timber bulkheads)</td>
<td>Top of landfilling devices ca. 5-10 feet below grade. Bottom of landfilling devices ca. 20-25 feet below the surface</td>
</tr>
<tr>
<td></td>
<td>Remains of 19th century piers</td>
<td>Approximately 5-10 feet beneath the surface</td>
</tr>
<tr>
<td>Block 26</td>
<td>Resources associated with the Empire Stores***</td>
<td>Expected commencing below the first foot beneath the surface</td>
</tr>
<tr>
<td></td>
<td>Foundation remains of the Fulton Stores and Tobacco Warehouses north of the existing Tobacco Warehouses</td>
<td>Expected commencing below the first foot beneath the surface</td>
</tr>
<tr>
<td></td>
<td>Pre- and post-1840 landfilling devices (timber bulkheads)</td>
<td>Top of landfilling devices ca. 5-10 feet below grade. Bottom of landfilling devices ca. 20-25 feet below the surface</td>
</tr>
<tr>
<td>Block 199</td>
<td>Pre- and post-1840 landfilling devices (timber bulkheads)</td>
<td>Top of landfilling devices approximately 5-10 feet below grade. Bottom of landfilling devices approximately 20-25 feet below the surface</td>
</tr>
<tr>
<td></td>
<td>Remains of early 19th century piers</td>
<td>Approximately 5-10 feet below the surface</td>
</tr>
<tr>
<td></td>
<td>Circa 1850-1910 flour mill foundation remains (just south of Old Fulton Street)</td>
<td>Depths not known, but sensitivity could commence below the first foot beneath the surface</td>
</tr>
<tr>
<td></td>
<td>Remains of 19th century storehouse foundations</td>
<td>Depths not known, but sensitivity could commence below the first foot beneath the surface</td>
</tr>
<tr>
<td>Block 208</td>
<td>No sensitivity</td>
<td>N/A</td>
</tr>
</tbody>
</table>
Table 7-1 (cont’d)

<table>
<thead>
<tr>
<th>Location*</th>
<th>Type of Resource</th>
<th>Potential Depth Below the Surface**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Block 245</td>
<td>Pre-and post-1840 landfilling devices (timber bulkheads)</td>
<td>Top of landfilling devices approximately 5-10 feet below grade. Bottom of landfilling devices approximately 20-25 feet below the surface</td>
</tr>
<tr>
<td></td>
<td>Early 19th century piers</td>
<td>Approximately 5-10 feet below the surface</td>
</tr>
<tr>
<td></td>
<td>Revolutionary War warship remains (foot of Joralemon Street on Lot 15)</td>
<td>Approximately 8-12 feet below the surface</td>
</tr>
<tr>
<td></td>
<td>19th century warehouse foundations</td>
<td>Expected commencing below the first foot beneath the surface</td>
</tr>
<tr>
<td></td>
<td>19th-20th century South Ferry complex (Lot 29)</td>
<td>Expected commencing below the first foot beneath the surface</td>
</tr>
<tr>
<td>Block 258</td>
<td>Pre-and post-1840 landfilling devices (timber bulkheads)</td>
<td>Bottom of landfilling devices approximately 20-25 feet beneath the surface</td>
</tr>
</tbody>
</table>

Notes:
* Corresponds to Figures 7-2 through 7-5.
** It is assumed that the first 12 inches beneath the surface has been disturbed by prior development and grading and does not have the potential to contain significant intact archaeological resources.
*** The Empire Stores have been subject to a number of archaeological investigations that have yielded information regarding foundation engineering and uncovered artifacts dating from the 18th-20th centuries. The Empire Stores–Fulton Ferry State Park is listed as an archaeological site with OPRHP.

ARCHITECTURAL RESOURCES

The project area contains five architectural resources (see Table 7-2). Four of these resources—the Brooklyn Bridge, the Manhattan Bridge, and portions of the Fulton Ferry and D.U.M.B.O. historic districts—also extend outside of the project area into the study area. The former National Cold Storage buildings were determined by OPRHP to meet eligibility criteria for listing on the S/NR as part of their review of the proposed project.

*Brooklyn Bridge (NHL, S/NR, NYCL).* The Brooklyn Bridge spans the East River between Cadman Plaza, Brooklyn, and City Hall Park, Manhattan. The bridge is an instantly recognizable symbol of New York City, and has a strong visual impact on the surrounding neighborhoods, especially the Fulton Ferry Historic District (see Figure 7-6). The proposed park would include the area underneath the bridge, near its Brooklyn tower (an area that has largely been already developed as a public park). Construction of the steel suspension bridge was originally conceived in 1867 by John A. Roebling, a German immigrant engineer who invented wire cable and was an accomplished bridge builder. When John Roebling died in 1869 from an injury sustained during construction of the bridge, his son, Washington, took over construction. Although paralyzed by caisson disease in 1872, Washington continued—with the help of his wife Emily—to oversee construction of the bridge from the window of a house in Brooklyn Heights.
Areas of Potential Archaeological Sensitivity
Commercial, Industrial, and Landfill Sites—Southern Portion

Figure 7-2
Areas of Potential Archaeological Sensitivity
Timber Bulkheads—Southern Portion

Figure 7-3
Areas of Potential Archaeological Sensitivity
Commercial, Industrial, and Landfill Sites—Northern Portion

Figure 7-4
Areas of Potential Archaeological Sensitivity
Timber Bulkheads—Northern Portion

Figure 7-5
The Brooklyn Bridge, view northeast from Old Fulton Street  

The Brooklyn Bridge, view northwest from Empire-Fulton Ferry State Park  

Historic Resources — Brooklyn Bridge  

Figure 7-6
## Table 7-2
Known Historic Resources in the Project Area and in the Study Area*

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Name</th>
<th>Address</th>
<th>NYCL</th>
<th>SR</th>
<th>NR</th>
<th>NHL</th>
<th>Pending NYCL</th>
<th>S/NR Eligible</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Brooklyn Bridge</td>
<td>Spans East River between Brooklyn and Manhattan</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2**</td>
<td>Manhattan Bridge</td>
<td>Spans East River between Brooklyn and Manhattan</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Fulton Ferry Historic District</td>
<td>Roughly bounded by the East River and Doughty, Water, Front and Main Streets</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>D.U.M.B.O. Historic District</td>
<td>Roughly bounded by the East River and John Street, Front and York Streets, Main and Washington Streets, and Jay and Bridge Streets</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Former National Cold Storage Buildings</td>
<td>66 Furman Street</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>6</td>
<td>Atlantic Avenue Tunnel</td>
<td>Runs underground along Atlantic Avenue between Columbia Street and Boerum Place</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Brooklyn Heights Historic District</td>
<td>Roughly bounded by Cadman Plaza West (Old Fulton Street), Atlantic Avenue and Furman, Henry, Clinton and Court Streets</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Brooklyn City Railroad Company Building***</td>
<td>8 Cadman Plaza West</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

** Notes:**
NYCL = New York City Landmark.
SR = New York State Register of Historic Places.
NR = National Register of Historic Places.
NHL = National Historic Landmark.
Pending NYCL = Site has been considered for a public hearing about its designation as a New York City Landmark or heard for designation as such.
S/NR Eligible = Site has been found eligible for listing on the New York State and National Registers of Historic Places.
* Corresponds to Figure 7-1.
** LPC has indicated that the entire bridge structure appears to meet criteria for NYCL designation (NYCL-eligible).
*** The Manhattan Bridge Arch and Colonnade in Manhattan is a NYCL.

The Brooklyn Bridge was the first physical link between Brooklyn and Manhattan. It opened in 1883 and was the longest suspension bridge at the time of its completion, spanning 1,595.5 feet.
between towers. The bridge was described as the “new eighth wonder of the world” and is considered one of the greatest engineering feats of the 19th century. It is characterized by two massive granite-clad towers with pointed Gothic arches and a network of steel cables and vertical wires.

**Manhattan Bridge (S/NR, NYCL-eligible).** The Manhattan Bridge is a two-level, steel suspension bridge that spans the East River between Canal Street in Manhattan and Flatbush Avenue in Brooklyn (see Figure 7-7). It is located northeast of the Brooklyn Bridge, crossing the northeastern section of the proposed park. The final design of the bridge was the result of the work of several engineers and architects. Early plans for the bridge were designed by R.S. Buck, but in 1903 plans for the bridge were revised by Gustav Lindenthal in collaboration with Henry Hornbostel. These plans were later rejected, and the final design for the bridge was developed by Leon Moisseiff in 1904. Carrere & Hastings replaced Hornbostel as architectural consultants, but retained much of Hornbostel’s design for the towers and anchorages. The bridge opened in 1909.

A grand arch and flanking colonnades designed by Carrere and Hastings is located at the bridge entrance on Canal Street in Manhattan and is a designated NYCL. The bridge is 6,855 feet long, with a main span of 1,470 feet. It clears the East River at 135 feet. The upper level has four lanes and a pedestrian walk while the lower level has three vehicular lanes and four subway tracks.

**Fulton Ferry Historic District (S/NR, NYCHD).** Part of the Fulton Ferry Historic District (see Figures 7-8 and 7-9) is located within the northern boundary of the proposed park, near the Brooklyn Bridge. It developed as a commercial area following the initiation of steam powered ferry service between Brooklyn and Manhattan in 1814. Many new commercial structures were built as a result of the ferry’s success and its associated commuter traffic. During most of the 19th century, the district’s waterfront was lined with stores and warehouses that were used for the storage of goods that were shipped through the port. Buildings erected in the district were designed in Greek Revival, Italianate, and Romanesque Revival styles. The completion of the Brooklyn Bridge in 1883 doomed the ferry and the economy of the Fulton Street area. The area was revived in the 1970s when many buildings in the district were rehabilitated and adaptively reused.

The boundaries for the NYCHD are slightly different than those of the S/NR district; the NYCHD excludes the southeast corner of Block 26 (where the Empire Stores are located), and it also excludes a parking lot at the northwest corner of Plymouth and Washington Streets. There are also slight differences in the boundaries along the shoreline. (Figure 7-1 shows the larger boundary of the district, including the S/NR boundaries.)

The historic district contains a concentration of 19th century commercial buildings centered around Old Fulton Street (see photograph 3a of Figure 7-8), including the Long Island Insurance Company (1835), thought to be New York City’s earliest surviving office building; a row of Greek Revival buildings erected after the street was widened in 1835; the cast-iron Long Island Safe Deposit Company (1868-1869); and the massive Eagle Warehouse, a Romanesque Revival brick structure designed in 1893 by Frank Freeman. Also included within the historic district is the Brooklyn City Railroad Company Building, an individual NYCL.

While the National Register nomination form for the Fulton Ferry Historic District (prepared in 1974) makes no reference to any particular buildings within the district, noteworthy structures within the project area include the Empire Stores and the Tobacco Inspection Warehouses located on the north side of Water Street. The Empire Stores were constructed in 1870 and 1885.
The Manhattan Bridge, view northeast from Empire-Fulton State Park
Figure 7-8

3a Fulton Ferry Historic District, view north of buildings on Front and Old Fulton Streets

3b The Empire Stores, view northeast along Water Street

Historic Resources – Fulton Ferry Historic District

BROOKLYN BRIDGE PARK
The Tobacco Inspection Warehouse, view south from Empire-Fulton State Park  3c

The New York City Department of Purchase Storehouse, view northwest  3d

Historic Resources — Fulton Ferry Historic District

Figure 7-9
Chapter 7: Historic Resources

and are actually seven warehouses linked by a continuous brick facade with arched openings (see photograph 3b of Figure 7-8). Only two of the original five-stories of the Tobacco Inspection Warehouse remain; the building is without a roof and open to the elements (see photograph 3c of Figure 7-9). Both buildings are typical of the mid-19th century brick warehouses constructed to house goods coming into the flourishing Brooklyn port.

The New York City Department of Purchase Storehouse ("the Purchase Building"), located at Water and Dock Streets under the Brooklyn Bridge anchorage, is also included in the historic district boundary and in the project area. Funded by the Emergency Relief Appropriation Act of 1935, it was built by laborers from the Works Progress Administration (WPA) under WPA engineer Claxton N. Bly. Erected in 1936, the two-story steel-framed building has steel strip windows and horizontal concrete bands and coping (see photograph 3d of Figure 7-9). The building post-dates the construction of the mid-late 19th and turn of the 20th century buildings in the historic district that reflect Brooklyn's maritime and commercial history. The building has been substantially altered through the removal of its original windows and the recladding of its north façade in aluminum siding. There is also a brick boiler house with a chimney located southeast of the Purchase Building and two plain, one-story brick storage buildings. In comments dated June 21, 2005, OPRHP determined that the Purchase Building and its associated outbuildings post-date the historic district's period of significance of 1830-1915 and that these structures are not contributing elements in the Fulton Ferry Historic District. OPRHP further noted that the building is not individually eligible for S/NR listing as a result of its alterations. In a study of the Purchase Building prepared by Beyer Blinder Belle in March 1999 and submitted to the New York City Landmarks Preservation Commission, Beyer Blinder Belle concluded that this building is inconsistent with the historically commercial nature of the Fulton Ferry area and the 19th and early-20th century buildings that compose it, and that other buildings in New York City, including the Starett-Lehigh Building, are much better examples of International Style and Art Deco architecture. The 1977 New York City Landmarks Preservation Commission designation report for the Fulton Ferry Historic District describes all the properties within the boundaries of the historic district, including the Purchase Building and the recently (at the time) completed Fulton Ferry Park. However, the report does not distinguish between contributing and non-contributing buildings.

D.U.M.B.O. Historic District (S/NR). “D.U.M.B.O.” is an area located on both sides of the Manhattan Bridge. The D.U.M.B.O. Historic District (see Figure 7-10), encompassing the northeastern portion of the proposed park, includes industrial buildings located on roughly 25 blocks beneath the Manhattan Bridge. The district is bounded by the East River to the north, vacant lots adjoining the Brooklyn-Queens Expressway to the south, the Fulton Ferry Historic District (S/NR, NYCHD) to the west, and the Vinegar Hill Historic District (NYCHD) and various buildings and lots to the east. Most of the extant factories in the D.U.M.B.O. district were built between 1880 and the first decades of the 20th century. A few low-rise residential and commercial structures also are located in the district. Industrial buildings range in height from one to twelve stories and include foundry, manufacturing, storage and loft buildings. Factories in the district were also designed by prominent Brooklyn architects, including William Tubby, the Parfitt Brothers and William Higginson, who was responsible for most of the major reinforced-concrete buildings in the district.

Although some factory buildings that were built in the D.U.M.B.O. neighborhood were constructed by small firms, most were constructed by large companies that erected substantial buildings and employed large numbers of workers. Companies that had a major presence in D.U.M.B.O. included the E.W. Bliss Co., machinery manufacturer; the Hanan & Son Shoe
D.U.M.B.O. Historic District, view north of Jay Street from Water Street 4a

D.U.M.B.O. Historic District, view west of Water Street (the Manhattan Bridge pier is visible in the background) 4b

Historic Resources — D.U.M.B.O. Historic District
Company; the Arbuckle Company, a leading American coffee roaster and sugar refiner; John W. Masury & Son, one of the country’s leading manufacturers of paints and varnishes; S. Sternau & Co., who manufactured small alcohol burning devices that came to be known as “sternaus;” the Kirkman Soap Company; the W.H. Sweeney Manufacturing Company, which made copper kitchen utensils; the Grand Union Tea Company; and the Robert Gair Company, which manufactured folded paper boxes and did lithography, printing and engraving.

The Robert Gair Company changed the building material that was used in the area—brick—when it introduced reinforced concrete construction in 1900. Gair erected a series of concrete buildings that, along with concrete buildings erected by the Sweeney Company, the Arbuckle Company and others, forms one of the earliest and densest concentrations of reinforced concrete buildings in the nation. These buildings are located in the area bounded by Main Street and the Manhattan Bridge.

Within the project area, the D.U.M.B.O Historic District includes only two buildings; the remainder of the land is vacant. These two buildings are one-story structures of brick and concrete which OPRHP has identified as non-contributing buildings.¹

Former National Cold Storage Buildings. The former National Cold Storage buildings consist of seven interconnected buildings located west of Furman Street just south of Old Fulton Street (see Figure 7-11). Six of these buildings are mid-to late-19th century modified brick storehouses. Located in between these warehouses is an eight-story reinforced concrete building erected in 1913. The brick storehouses were built circa 1876-1879 as part of Martin’s Stores. These buildings are six-stories tall, with primarily brick facades with round arched openings that have been sealed. The waterside façade of the northern three storehouses was reclad in concrete circa 1914-1915. The Furman Street facades of the southern three buildings have been rebuilt in brick with rectangular openings. Loading docks have also been inserted on the ground floors of the buildings. The central, concrete section of the complex was built by the Kings County Refrigerating Company, replacing two 19th century storehouses in that location. Operating under a long-term lease from the New York Dock Company, which owned the property, the Kings County Refrigerating Company erected the new concrete building and retrofitted the storehouses for the cold storage of perishable foods. It was utilized as a cold storage facility between 1913-1991 and was one of the largest public cold storage complexes built in New York City. Though it has been vacant since 1992 and is in fair to poor condition, it still retains cold storage equipment related to its function as an early- to mid-20th century ammonia-compression, brine circulation plant and appears to have the most complete surviving assemblage of equipment from this era.

The project area also contains a number of one- to three-story primarily industrial structures that are not architecturally distinguished or historically significant, including a three-story brick building and one-story garage which were built by the New York Dock Company north of Joralemon Street. A 10-story industrial building also built by the New York Dock Company at 360 Furman Street.

View south of the Furman Street facades of the former National Cold Storage Buildings 5a

View southeast of the waterside facades of the former National Cold Storage Buildings 5b
Chapter 7: Historic Resources

STUDY AREA

ARCHITECTURAL RESOURCES

In addition to the four known resources described above in the project area, the study area contains three architectural resources. These are the Atlantic Avenue Tunnel, Brooklyn Heights Historic District, and the Brooklyn City Railroad Company Building. The Atlantic Avenue Tunnel (S/NR). This brick and stone railroad tunnel is located approximately 35 feet beneath Atlantic Avenue, southeast of the proposed park. It is 2,517 feet long (including the tunnel itself, approach ramps and portals) and is sited parallel to the center line of Atlantic Avenue for approximately five blocks between Columbia Street and Boerum Place. The tunnel was built by the Long Island Rail Road in 1844 as a connection in the rail and ferry route between New York Harbor and Boston. It was designed by Asa Stebbins, architect, William Vibbert, engineer, and William Beard, a contractor with extensive railroad and aqueduct construction experience. It is of masonry construction, built of a single span barrel-vaulted brick arch that rests on massive rubble stone walls. The interior of the tunnel is 21 feet wide by 17 feet high and was built to accommodate two tracks. One of the tracks was removed in the 1850s in order to allow pedestrians and vehicles to pass through the tunnel adjacent to moving trains. The tunnel was closed and sealed in 1861 at which time stone walls were constructed inside the portals at either end of the tunnel, the ventilator shafts were capped and the portals and ramps were filled in with dirt. The navigable portion of the tunnel, approximately 2,000 feet long, can be seen occasionally when it is opened for public tours.

Brooklyn Heights Historic District (NHL, S/NR, NYCHD). Located south of the Brooklyn Bridge and east of the proposed park and between Furman Street and Cadman Plaza West, the Brooklyn Heights Historic District was New York City's first designated historic district. After the establishment of the steam-powered Fulton Ferry in 1814, the Heights became the first area of Brooklyn to be urbanized. The area contains a collection of various building styles and types that together represent New York’s urban residential development from the early 19th century to the present day (see Figure 7-12). During the 1820s and early 1830s, elegant two-and-one-half story Federal houses were built, primarily in the northern section of the Heights. By the 1830s and 1840s, large-scale speculative row-house construction took place in the area and many three-story brick Greek Revival houses were erected. Gothic Revival row houses were constructed in the 1840s, and by the 1860s individual Italianate row houses were being constructed. A few Queen Anne and Romanesque Revival row houses and mansions were built in the 1880s and 1890s. Beginning in the 1880s, the first middle-class apartment buildings were erected in the area. During the early 20th century and continuing into the following decades, many apartment houses, apartment buildings and apartment hotels were erected in the Heights in varying styles, including Beaux-Arts, English-Gothic, Romanesque and Colonial Revival. Art Deco structures were built in the 1930s and 1940s and modern structures were erected in the area during the post-World War II era.

Several important institutional buildings are also located in the district and include the Plymouth Congregational Church (1849-50), First Presbyterian Church (1846), First Unitarian Church of New York (1854-58), and the Brooklyn Academy of Music (1882-83).

2 A potential architectural resource identified in the DEIS—a former factory at 55-61 Furman Street—was determined not eligible for listing on the S/NR by OPRHP. LPC also indicated that the building is not NYCL-eligible.
Brooklyn Heights Historic District, view northeast of Henry Street, between State and Joralemon Streets

Brooklyn Heights Historic District, view southeast of Henry Street at Joralemon Street
Brooklyn, Church of the Savior (1842-44), Long Island Historical Society (1878-81), Holy Trinity Church (1844-47), Church of the Pilgrims (1844-46), Heights Casino and Casino Mansions Apartments (1905 & 1910), Grace Church (1847-49), Packer Collegiate Institute for Girls (1853-56) and Saint Ann’s Church (1866-69).

**Brooklyn City Railroad Company Building (NYCL).** Located at 8 Cadman Plaza West (Old Fulton Street), this Italianate brick structure (see Figure 7-13) was built in 1860-61 as the headquarters for the Brooklyn City Railroad Company. The Company was established in 1853 and operated horse-car lines that brought passengers to and from the Fulton Ferry terminal. The five-story building has granite trim and a cast-iron storefront and now functions as apartments. The building is also included in the Fulton Ferry Historic District (S/NR, NYCHD) and is located southwest of the Brooklyn Bridge.

**E. THE FUTURE WITHOUT THE PROPOSED PROJECT**

**PROJECT AREA**

**ARCHAEOLOGICAL RESOURCES**

In the future without the proposed project it is assumed that because the proposed project will not be built, any potential archaeological resources in the project area will remain undisturbed.

**ARCHITECTURAL RESOURCES**

In the future without the proposed project, it is assumed that the known architectural resources in the project area will essentially remain in their present condition with the exception of the former National Cold Storage buildings. It is anticipated that these vacant buildings will be demolished by PANYNJ due to the unwarranted costs of maintaining a deteriorated and unsafe building complex for which it has no use.

**STUDY AREA**

Historic resources that are listed on the State and National Registers or that have been found eligible for listing are given a measure of protection from the effects of state-sponsored or state-assisted projects under the State Historic Preservation Act. Although preservation is not mandated, state agencies must attempt to avoid adverse impacts on such resources through a notice, review, and consultation process. Private owners of properties eligible for, or even listed on, the Registers using private funds, can, however, alter or demolish their properties without such a review process. Privately owned properties that are NYCLs, in New York City Historic Districts, or pending designation as Landmarks are protected under the New York City Landmarks Law, which requires LPC review and approval before any alteration or demolition permit can be issued. Publicly-owned resources are also subject to review by LPC prior to the start of a project; however, LPC’s role with other City agencies is advisory only.

As described in Chapter 2, “Land Use, Zoning, and Public Policy” there are a number of projects planned for completion in the land use study area. Five of these projects will be developed in the architectural resources study area, and will directly affect architectural resources as they are located within the D.U.M.B.O., Fulton Ferry, and Brooklyn Heights Historic Districts. The planned residential developments at 4 Water Street, located in the Fulton Ferry Historic District and 20 Henry Street, located in the Brooklyn Heights Historic District, will be reviewed by LPC
The Brooklyn City Railroad Company Building, view southeast
under the New York City Landmarks Law since these districts are designated New York City historic districts.

Within the D.U.M.B.O. Historic District, three separate planned residential developments at 85 Adams Street, 84 Front Street, and 133-137 Water Street will result in either the demolition of contributing structures in the D.U.M.B.O. Historic District or alterations to convert the buildings to residential use. If these projects are being built as-of-right and are not seeking actions that will require environmental review (and therefore a review by OPRHP and/or LPC under SEQRA or CEQR, respectively), the historic character of the affected buildings could be significantly impacted through either demolition or unsympathetic alterations. Two other projects planned outside the architectural resources study area but also in the D.U.M.B.O. Historic District—the proposed enlargement of a contributing factory at 53 Bridge Street and proposed residential development at 85 Adams Street will also directly affect contributing architectural resources in this historic district. The proposed residential development at 100 Jay Street, also located outside the architectural resources study area but in the D.U.M.B.O. Historic District on the site of a parking lot may also have physical and visual impacts on surrounding buildings in the historic district.

F. THE FUTURE WITH THE PROPOSED PROJECT

The proposed project would create a new park that would mostly contain active and passive recreation areas, as well as a new marina and other boating facilities. It would also result in several new buildings, including two residential buildings in the Pier 6 upland area (between Atlantic Avenue and State Street), a hotel and residential development in the Pier 1 upland area (between Orange and Doughty Streets), a new restaurant on Pier 1, and a new residential building at the northwest corner of Pearl and John Streets.

ARCHAEOLOGICAL RESOURCES

Since no potential archaeological resources have been identified in the areas of the piers south of Old Fulton Street (piers 1-6), proposed work in these areas would have no significant adverse impacts on archaeological resources. It is assumed that the creation of lawns and parking lots planned in the Pier 1-6 upland areas and north of old Fulton Street would require little subsurface excavation. However, it is expected that deeper excavation, such as for planting trees (plantings could extend from 12 inches to 36 inches below grade), constructing drainage features such as a storm water retention basin, creating a new shallow water habitat (which would require cutting into the existing bulkhead and into the upland areas) and installation of associated new utilities, could impact potential archaeological resources located at the depths of the anticipated construction. It is also likely that the rehabilitation of the Empire Stores for commercial use would involve subsurface work to install utilities and perform foundation work. Since archaeological resources have been identified in the site during previous archaeological investigations, subsurface work could impact potential resources that could be present commencing one foot beneath the surface.

It is expected that the construction of the new residential buildings and hotel, which would require deep foundations, could impact potential archaeological resources as described in greater detail below.
PROPOSED RESIDENTIAL BUILDINGS IN THE PIER 6 UPLAND AREA

The proposed residential buildings could impact the following potential archaeological resources identified on Lot 29 of Block 245 if construction were to extend to the depths where resources may be located:

- Pre-and post-1840 landfilling devices (timber bulkheads) expected between 5 and 25 feet below grade;
- Early 19th century piers expected 5-10 feet below grade; and
- 19th-20th century South Ferry complex resources expected below the first foot beneath the surface.

The proposed buildings would not be expected to impact the potential remains of a Revolutionary Warship at the foot of Joralemon Street or the potential foundation remains of former 19th century warehouses, both of which are believed to be located north 360 Furman Street based on documentary research.

PROPOSED HOTEL/RESIDENTIAL DEVELOPMENT IN THE PIER 1 UPLAND AREA

The proposed hotel/residential development could impact the following resources identified on Lot 3 of Block 199 if construction were to extend to the depths where resources may be located:

- Pre- and post-1840 landfilling devices (timber bulkheads) expected 5-25 feet below grade;
- Remains of early 19th century piers expected 5-10 feet below grade; and
- Remains of 19th century storehouse foundations expected below the first foot beneath the surface.

The proposed hotel/residential development would not be expected to impact the circa 1850-1910 flour mill foundation remains since these are believed to lie north of Doughty Street.

PROPOSED RESIDENTIAL BUILDING AT PEARL AND JOHN STREETS

The proposed residential building at the northwest corner of Pearl and John Streets could impact the following resources identified on Block 1 if construction were to extend to depths where resources may be located:

- Foundations from the former early 20th century Arbuckle Bros. sugar refinery buildings expected below the first foot beneath the surface;
- Pre- and post- 1840 landfilling devices (timber bulkheads) expected beneath the former Arbuckle Bros. building foundations to a depth of approximately 25 feet below the surface; and
- Remains of an early 19th century pier expected 5-10 feet below grade.

RECOMMENDATIONS FOR ADDITIONAL STUDY

The plans for the proposed park have not been fully finalized. In addition, in order to get above the level of the floodplain, portions of the project area may need to be built up and construction could occur in the newly filled areas rather than extending into potentially sensitive strata.
Therefore, it is possible that some potential archaeological resources could be avoided through continuing project design.

In any case, once the horizontal and vertical impacts of the proposed construction have been finalized, they would be compared to the areas of potential archaeological sensitivity. Where potential impacts could not be avoided and potential archaeological resources would be impacted (i.e., where construction would extend to the depths of potential archaeological sensitivity), testing measures to determine whether archaeological resources may be present would be developed in consultation with LPC and OPRHP. Where testing confirms the presence of significant archaeological resources (i.e., resources that are eligible for the S/NR) in locations that would be disturbed by the proposed project, mitigation measures would be developed and implemented in consultation with OPRHP. In addition, further archaeological investigations will be carried out at the Empire Stores in any areas that would be impacted by subsurface construction. Any mitigation measures would be determined based on the characteristics and significance of the resource, and could include avoidance of the resource, if practicable, and archaeological excavation to record information about the find. The consultation process respecting archaeological resources would occur in accordance with a Letter of Resolution between the New York State Empire State Development Corporation (ESDC), Brooklyn Bridge Park Development Corporation (BBPDC), OPRHP, and the developer of the Empire Stores.

ARCHITECTURAL RESOURCES

PROJECT AREA

As described above, the project area contains several prominent architectural resources, a number of which would be directly affected by the proposed project.

*Brooklyn and Manhattan Bridges, Fulton Ferry and D.U.M.B.O Historic Districts*

The project proposes the removal of the Purchase Building, located beneath the Brooklyn Bridge, to link the north and south sections of the park. Plans have not yet been finalized as to whether the associated boiler house and two one-story brick buildings also on the site would be removed. To protect the Brooklyn Bridge’s stone piers during demolition, a Construction Protection Plan would be prepared in coordination with a licensed professional engineer and developed and implemented in consultation with OPRHP. This Construction Protection Plan would include provisions for the proper enclosure of the demolition site and requirements for protective barriers for the nearby structural components of the bridge.

The Purchase Building post-dates the construction of the Brooklyn Bridge and the period of significance of the Fulton Ferry Historic District. Therefore, it was determined by OPRHP to not be a contributing structure in the Fulton Ferry Historic District, and has also been determined to not be individually eligible for listing due to alterations. As described above, the New York City Landmarks Preservation Commission designation report for the Fulton Ferry Historic District does not distinguish between contributing and non-contributing buildings. Even if it were assumed that the Purchase Building was a contributing element to the historic district, its removal would not constitute a significant adverse impact to historic resources for the reasons OPRHP determined the Purchase Building to be non-contributing and not eligible for the Registers (discussed above).

The Purchase Building acts as a powerful barrier to unifying the northern and southern sections of the proposed park and achieving the full extent of the park. By removing it, two parks will
become one. In addition, its removal would allow for broad vistas of the Brooklyn Bridge’s stone piers as well as provide unencumbered views of the Manhattan Bridge in views north. It is expected that these changes would positively affect both the Brooklyn and Manhattan Bridges and would not significantly adversely affect the context of the Fulton Ferry Historic District. However, due to concerns raised regarding the potential architectural significance of this building, the demolition would be treated in the same manner as if it were to have a significant adverse impact and therefore, mitigation in the form of Historic American Buildings Survey (HABS) documentation would be undertaken and submitted to an appropriate public repository.

At this time, it is unclear if the two one-story structures located beneath and south of the Manhattan Bridge and presently occupied by the New York City Department of Environmental Protection (DEP) would be retained. If they were to be demolished, measures would be undertaken to protect the Manhattan Bridge from any inadvertent damage. The two buildings are considering non-contributing structures in the D.U.M.B.O. Historic District. Therefore, their removal would not result in significant adverse impacts to this historic resource. Since the remainder of the project area in the D.U.M.B.O. Historic District consists of existing parkland, which would be retained as part of the proposed project, and vacant land that would be developed with a residential building and landscaped, it is expected that the proposed project would have a positive effect on the portion of the D.U.M.B.O. Historic District located in the project area. BBPDC will share with OPRHP proposed renderings of the residential building to be built at John Street in the D.U.M.B.O. Historic District.

The proposed project would also retain the Tobacco Inspection Warehouses in Empire-Fulton Ferry State Park and proposes the adaptive reuse of the Empire Stores in the Fulton Ferry Historic District. Plans for reuse of the Empire Stores have not been finalized but are anticipated to include new retail, restaurant, and office space.

The goal of this project is to 1) create a vibrant streetscape that would attract visitors year round and that would be a link with the proposed new park, and 2) rehabilitate the Empire Stores in such a manner that is compatible with and respects the architectural and historic significance of this resource. In consultation with OPRHP, preliminary plans have been developed for the adaptive reuse of this historic resource. The plans envision a ground floor containing active retail uses and restaurants. It is also envisioned that outdoor terraces could be located along the park on the river side of the Empire Stores, as well as on the north, New Dock Street façade. The upper floors could potentially contain showroom, office, and retail spaces. It is envisioned that the roof of the building could contain outdoor seating associated with a restaurant or banquet facilities. To preserve the architectural qualities of this resource, the exterior of the building would be retained with most existing openings remaining unaltered. Any alterations to the façade, such as to create service entrances, would be designed in consultation with SHPO. New windows and entry doors would be designed in a manner appropriate to the historic character of the building. The majority of the interior spaces would also be retained, although changes would be required to potentially create double height spaces and to accommodate vertical and horizontal circulation within the building. Alterations would also be necessary to satisfy technical requirements for life safety including fireproofing and evacuation egress. Any interior modifications would also be designed in consultation with OPRHP.

To prepare the plan, a detailed cultural resources assessment was prepared for the property. Based on this assessment, a full restoration plan has also been developed. All work, including the restoration and construction to renovate the former coffee warehouses to the proposed new uses, would be undertaken in accordance with the Secretary of the Interior’s Standards for
Treatment of Historic Properties (contained in 36 CFR Part 67 of the Department of the Interior regulations). It is also anticipated that the rehabilitation of the building would allow for the installation of interpretive exhibits. These exhibits could include found objects, as well as former features of the building relating to its historic use as a coffee warehouse. Consultation would be in accordance with a Letter of Resolution between ESDC, BBPDC, the Empire Stores project sponsors, and OPRHP.

To avoid inadvertent construction-related damage to the adjacent Tobacco Inspection Warehouses from such damages as ground-borne construction-period vibrations, falling debris, and collapse, etc. the Tobacco Inspection Warehouses would be protected as part of the Construction Protection Plan developed for the proposed project. This Construction Protection Plan would include provisions for pre-and post-construction documentation, vibration monitoring, stop work orders, and general requirements regarding the reduction of construction dust and noise.

Former National Cold Storage Buildings

As described in Chapter 1, “Project Description,” two of the mandates of the Brooklyn Bridge Park Project are 1) that the park be financially self-sustaining, in that the ongoing maintenance and operations of the park be supported by development within the park, and, 2) that it preserve existing sightlines within a protected viewplane from the Brooklyn Heights Promenade. To generate revenue, the proposed park plan includes four residential buildings, a mixed-use commercial development, and a mixed-use residential and hotel development. Of these revenue generating buildings, four (including the mixed-use residential and hotel development) would be new structures and two would be conversions of existing buildings. These are the industrial building at 360 Furman Street and the vacant Empire Stores. Based on the goals of the project to maximize parkland, minimize new building footprints, and the restrictions placed on development within the park so that new structures fall outside the restricted view plane of the Brooklyn Heights Promenade, the potential locations for new buildings was severely limited to a handful of locations.

A mixed-use hotel/residential development is proposed partially on the site of the former National Cold Storage buildings, and falls outside of the Brooklyn Heights Promenade’s protected viewplane. As a result, the construction of a building in this area would not obstruct important views west towards the river and Manhattan. This location would allow for the development of a mixed-use building that includes a narrow hotel structure with double loaded corridors, which would constitute the most efficient hotel design while providing guests with magnificent views of the East River waterfront. It would also allow for a pedestrian bridge to connect the Pier 1 upland area with an existing, presently closed and underutilized city park, Squibb Park, on the east side of Furman Street. This connection would create a vital link between the new park and the Brooklyn Heights neighborhood. Since the former National Cold Storage buildings have been determined NR-eligible, a feasibility study was undertaken to determine whether 1) the required residential/hotel program could be accommodated in the existing structure, 2) if the existing building is appropriate for adaptive reuse, 3) if alterations to convert the building would impact its historic character, and 4) what the costs of such a conversion would entail. As described in greater detail below, this study concluded that the required program could not fit into the existing buildings. It also determined that the cost to retrofit the buildings to partially accommodate the proposed program and meet all applicable building, health and safety codes, would be of a significant higher cost than to build anew, and that the alterations required to convert the buildings to a mixed use hotel/residential use would
constitute a significant adverse impact on the historic character of the buildings. Characteristics of the former National Cold Storage buildings that make them unfeasible for conversion to hotel/residential uses are as follows:

- The structures fall within the protected viewplane of the Brooklyn Heights Esplanade and therefore is contrary to the mandate to protect sightlines from the Brooklyn Heights Promenade.

- The required residential/hotel program cannot be met in the existing buildings. These include a shortfall of 58 residential units of the 150 units required, and reduction by approximately 1/3 (10,000 square feet) of the required 30,000 square feet of hotel meeting space.

- The depth of the former National Cold Storage buildings and the lack of fenestration on the north and south facades and in the central reinforced concrete section pose a considerable obstacle in converting the complex to hotel/residential use. Adapting these buildings to hotel/residential use would require that 30 percent of the facades be windows, based on the 10 percent of floor area requirement contained in the New York City Housing Maintenance Code, which establishes minimum standards for health and safety, fire protection, light and ventilation, among other health concerns. To meet this requirement, the facades of the buildings would have to be substantially rebuilt. In addition, interior light courts would also have to be created, requiring demolition and further alterations to the structures. These changes have the potential to obliterate the historic appearance and character of the buildings.

- The lack of column-free spaces would make it impractical for required meeting facilities, ballrooms, restaurants, and other public spaces. In addition, existing column spacing would prohibit the laying out of standard sized hotel rooms, resulting in rooms designed with columns in the middle of the rooms.

- The existing structure of the buildings pose other design impediments that would result in costly renovations and would further alter the original design of the structures. These include floor plates at different levels in the three sections of the complex, which would require the construction of separate elevator/circulation cores and associated lobby spaces. Low ceilings on the ground floor, at approximately 6 to 8 feet in height, would require the removal of the second floor framing to make the space usable.

- The cost of repairing the buildings to meet the appropriate safety codes and modifying it for hotel use would constitute an extraordinary cost to the project. This would represent an approximately 30 percent increase over the cost to build anew. In addition, the cost to service hotel rooms and provide for maintenance would also be increased. Since one of the principle mandates of the park is that it be financially self-sustaining, this substantial cost increase would be prohibitive to the development of the park.

- While the north and south sections of the complex consist of post-Civil War era storehouses that once contributed to a historic wall of warehouses lining Furman Street from Old Fulton Street to Atlantic Avenue, the majority of the facades have had alterations that detract from the original design and attractiveness of the structures. These include refacing and rebuilding of facades, sealing of windows, and the introduction of ground floor loading docks. The Empire Stores, located north of Old Fulton Street, by contrast reflect a grouping of well preserved post-Civil War era warehouses.
Although it is expected that the former National Cold Storage buildings will be demolished by PANYNJ absent the proposed project, demolition of this complex under the proposed actions, would constitute a significant adverse impact on historic resources. OPRHP has concurred that the required residential/hotel program cannot be met in the existing buildings and that alterations to convert it to partially accommodate the necessary program would significantly adversely impact the historic character of the form National Cold Storage buildings.

Aside from the demolition of the former National Cold Storage buildings, OPRHP concurs that the proposed park design would overall benefit historic resources in the project area and as such the park design itself would to a large extent mitigate the significant adverse impact resulting from the demolition of the former National Cold Storage buildings. Most prominently, the historic Empire Stores would be rehabilitated and would serve as a “front porch” to the new park. Furthermore, as described in Chapter 1, “Project Description,” a number of industrial elements that relate to the waterfront history of the project area would be retained and reused. These include Piers 1, 2, 3, 5 and 6 and portions of the piershed structures located on these piers, which would be converted to shade canopies. The existing railroad float transfer bridge on Pier 4 would be retained, preserving a historic reminder of the waterfront’s commercial use. It is also possible that in addition to 360 Furman Street, other existing buildings in the project area could be retained and reused, including a three-story office building and one-story garage built by the New York Dock Company. While these buildings are not architecturally significant, they reflect the historic development of the Brooklyn waterfront. Other elements of the proposed park are designed to celebrate the history of the waterfront, including creating walkways below the level of the pier decks, which would allow visitors to view and appreciate the existing waterfront infrastructure.

Park design features including hills and new access roads would not result in any significant adverse impacts to historic resources. Access roads would be limited primarily to the perimeter of the park on Furman Street and near Joralemon Street. In addition, proposed landscaping elements, including rolling hills to be located in the upland areas between Piers 2 and 5, would not obstruct views from the legally protected view plane to the Brooklyn and Manhattan Bridges, and in fact create elevated locations from which to view these important historic structures. Other measures to mitigate the demolition of the former National Cold Storage buildings will be developed in consultation with OPRHP as stipulated in a Letter of Resolution among ESDC, BBPDC, OPRHP, and the developer of the Empire Stores.

STUDY AREA

Architectural Resources

Potential Physical Impacts

Several architectural resources are located close enough (within 90 feet of projected construction activities) to the project area that they could be inadvertently affected by construction-related damages such as ground-borne construction-period vibrations, falling debris, and collapse. To avoid any such impacts, historic resources located within 90 feet of the proposed construction activities would be included in the Construction Protection Plan to be developed for the proposed project. Historic resources to be included in the Construction Plan include, but are not limited to, the nine-story factory at 10-18 Jay Street in the D.U.M.B.O. Historic District located approximately 50 feet (the width of Pearl Street) from the proposed residential building at the northwest corner of Pearl and John Streets, the former E.W. Bliss Company machine works complex consisting of those buildings at 2-20 John Street in the D.U.M.B.O. Historic District
located approximately 40 feet (the width of John Street) from the proposed building at the corner of Pearl and John Streets, and the Brooklyn City Railroad Company Building at 8 Old Fulton Street.

As described above, although the proposed plan for the rehabilitation and adaptive reuse of the Empire Stores has not yet been finalized, it is possible that construction impacts could extend beyond the confines of the site, and, therefore, it is also recommended that the contributing buildings within the D.U.M.B.O. Historic District across Main Street (a 12-story factory at 1 Main Street) and across Water Street (several two- to- ten story buildings at 56-86 Water Street) also be included in the Construction Protection Plan. In general, where heavy machinery would be utilized for earth moving activities and to break pavement, historic resources within 90 feet of these activities would be included in the Construction Protection Plan.

It is not expected that the proposed project would result in physical impacts to the buildings in the Brooklyn Heights Historic District. This large historic district is located east of Furman Street and the Brooklyn-Queens Expressway. As such, it is over 90 linear feet from the projected construction activities west of Furman Street as well as at an elevation change of approximately 45 feet. This is also the case with the Atlantic Avenue Tunnel, which, located between Columbia Place and Court Street east of the Brooklyn-Queens Expressway, is over 90 feet from the project site area. Since it is anticipated that construction vehicles would use designated truck routes in the area established by NYCDOT and truck traffic associated with park construction would not significantly increase traffic on these routes, it is not expected that project truck traffic would have any significant adverse impacts on architectural resources.

Potential Contextual Impacts

The proposed project would replace primarily vacant land parcels, parking lots, and buildings of utilitarian appearances with a new waterfront park. It is anticipated that the project would be an overall benefit to the architectural resources in the area, since there is little meaningful relationship between the existing waterfront uses and the architectural resources located in the study area. The lighting of the park areas, while not currently designed, is expected to be consistent with the lighting of other large-scale parks within the city, with both low-scale light fixtures providing ambient illumination and larger-scale fixtures surrounding playing fields and recreational facilities. Therefore, proposed new lighting would not be expected to significantly adversely impact architectural resources such as the Brooklyn Heights and D.U.M.B.O. Historic Districts.

It is not expected that the demolition of the former National Cold Storage buildings would substantially alter the setting of architectural resources in the study area. As has been described above, the Brooklyn-Queens Expressway serves as a physical and visual barrier between the project area and the buildings in the Brooklyn Heights Historic District. The Purchase Building also obstructs views to and from the former National Cold Storage buildings and the northern portion of the Fulton Ferry Historic District. In any case, views south from within the Fulton Ferry Historic District are in context of the fenced parking and loading facilities north of the former National Cold Storage buildings at Pier 1. The proposed new hotel/residential buildings at Orange/Doughty Streets would be built south of the Brooklyn City Railroad Building at 8 Old Fulton Street. Presently, the context of this building is mixed, and includes historic buildings in the Fulton Ferry Historic District to the east and north, as well as the fenced parking lot adjacent to the former National Cold Storage buildings, described above, across Furman Street to the west. Its context includes older, low-rise historic buildings, and more modern, taller structures, such as the Watchtower Building to the south. The Brooklyn City Railroad Company Building is
oriented towards Old Fulton Street, with its primary façade, ornamented with stone including a bracketed cornice, quoins, and pilasters at the ground level facing this street. It is not expected that construction of the new hotel/residential building, to be located south of this historic resource, partially in the area of a non-historic parking lot, would adversely impact the context of this historic building, which, as described above, is oriented north toward Old Fulton Street.

North of Old Fulton Street, the proposed park would remove the Purchase Building, and possibly remove two non-contributing structures located beneath and adjacent to the Manhattan Bridge in the D.U.M.B.O. Historic District. As has been described above, while it is not expected that the demolition of the Purchase Building would result in significant adverse impacts, absent a determination from LPC that the Purchase Building is not a contributing structure to the New York City Historic District, the demolition of the Purchase Building will be treated in the same manner as if it were to have a significant adverse impact and therefore, HABS documentation will be undertaken to record the building. The potential removal of the two non-contributing buildings in the D.U.M.B.O. Historic District and the proposed redevelopment of the vacant land with parkland and a new building at John Street in the D.U.M.B.O. Historic District would also not significantly adversely affect historic resources in the study area. While it is expected that the new residential building would constitute a new presence on the Brooklyn waterfront, there is presently no meaningful relationship between the vacant land in the project area and contributing buildings in the district in the study area. Due to the location of the proposed John Street residential building within the boundaries of the D.U.M.B.O. Historic District, BBPDC will share with OPRHP design proposals for this new building.

It is expected that the new residential buildings and hotel/residential buildings proposed respectively at Atlantic Avenue and at Orange/Doughty Streets would be visible in views west from the Brooklyn Heights Esplanade in the Brooklyn Heights Historic District. They would also be visible from the dead-ends of some of the streets in this historic district. However, these buildings would be located at the north and south ends of the project area, leaving the majority of the views of the East River and of Manhattan’s skyline from between State and Orange Streets unchanged, and would not impinge on the protected viewplane of the Brooklyn Heights Esplanade. In addition, the proposed two residential buildings at Atlantic Avenue would be located south of the existing 13-story building at 360 Furman Street, which has a main roof of 146 feet and a maximum height of 224 feet and already obstructs some views. In general, views would still be in context of the elevated Brooklyn–Queens Expressway structure, and it is expected that the creation of a landscaped park would positively affect views from the esplanade.

It is not expected that the new buildings proposed at the northern portions of the project area would significantly adversely affect views north of the Brooklyn and Manhattan Bridges. The proposed hotel/residential development would be visible at the extreme west end of this view. The proposed residential building at the northwest corner of Pearl and John Streets would be visible only in the distance beyond the Brooklyn and Manhattan Bridges.
CONCLUSION

As described above, the proposed project has the potential to adversely impact potential archaeological resources in portions of the project area that may be located at depths ranging from one- to 25- feet below the surface. To avoid significant adverse effects on potential archaeological resources, further testing, and if appropriate, mitigation measures, will be developed in consultation with OPRHP.

With the exception of the proposed demolition of the former National Cold Storage buildings, the proposed project would positively affect architectural resources, including opening up greater views of the Brooklyn Bridge and Manhattan Bridges. Though it is expected that the former National Cold Storage buildings would be demolished absent the proposed project, its demolition for the proposed project would constitute a significant adverse impact. Therefore, in addition to the overall park design, which would otherwise positively affect historic resources, measures to mitigate this significant adverse impact would be developed in consultation with OPRHP.

The rehabilitation of the Empire Stores into a mixed-use development is being planned in coordination with OPRHP, including the proposed restoration of its exterior and modifications to the interior to accommodate new uses. All changes to the building would be undertaken in accordance with the Secretary of the Interior’s Standards for Rehabilitation. It is expected that the proposed conversion of this historic structure from one that has stood vacant for over 50 years to a vibrant and publicly accessible commercial use would have a positive effect on this historic resource.

To avoid any inadvertent damage to nearby historic resources through construction-related activities, a Construction Protection Plan would be developed and implemented in consultation with OPRHP for historic resources located within 90 feet of project construction.

All protective and mitigation measures, including 1) procedures for archaeological testing to identify the presence/lack of presence of archaeological resources, 2) measures to mitigate significant adverse impacts to significant archaeological resources if necessary, 3) measures to mitigate the demolition of the former National Cold Storage buildings, 4) preparation of a Construction Protection Plan, 5) process for continued consultation with OPRHP regarding the rehabilitation of the Empire Stores, and 6) sharing with OPRHP design proposals for the new building to be built in the D.U.M.B.O. Historic District at John Street, would be undertaken in accordance with a Letter of Resolution among ESDC, BBPDC, OPRHP and, as appropriate, the sponsors of the Empire Stores rehabilitation project.

As project design proceeds, ESDC and BBPDC would continue to consult with OPRHP to avoid or minimize adverse impacts on architectural resources in accordance with the Letter of Resolution among ESDC, BBPDC, OPRHP, and the developer of the Empire Stores.