

MONTAGUE STREET **Revitalization**

CITY OPTIONS GRANT • NATIONAL ENDOWMENT FOR THE ARTS



MONTAGUE STREET Revitalization

City Options Grant/National Endowment for the Arts
A New York City Bicentennial Project



City of New York
Abraham D. Beame, Mayor



Victor Marrero, Chairman
Department of City Planning

Office of Downtown Brooklyn Development

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National Endowment for the Arts. (A40-42-109B)

March 1976

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PREFACE

Every year the National Endowment for the Arts sponsors a competition on a planning theme -- open to individuals and municipalities -- with guidelines aimed at encouraging a better environment through urban design.

In September 1974 the New York City Department of City Planning received a \$50,000 grant from the NEA. The theme for that competition was "City Options," and the object was to produce designs that would improve city life. Special provisions for the handicapped and a focus on locations of historic importance were criteria for the projects.

New York City selected four historic neighborhoods for study and design proposals:

- Alexander Avenue, (Mott Haven District) the Bronx
- Montague Street (Brooklyn Heights Historic District), Brooklyn
- Union Square, Manhattan
- Chinatown, Manhattan

Alexander Avenue is an island in a sea of decay and urban renewal in historic Mott Haven in the South Bronx. Montague Street, by contrast, is the principal street of one of the city's more affluent neighborhoods. Union Square was once the hub of Manhattan and shows some signs of revival, but it has major problems such as difficult traffic

patterns and the deterioration and inaccessibility of the park. Chinatown is a booming area, experiencing rapid growth due to increased immigration from China and all the consequent problems of overcrowding on the streets and in apartments.

All four of the study areas have similar problems of circulation and amenities for pedestrians, just as all have in common a dynamic street life. The focus of all four studies has been on improving this street life.

The City has virtually no funds available for capital improvements, and these reports do not propose large-scale projects which we cannot afford. Our proposals are modest ones which can be carried out without special appropriations of funds and with available staff and materials. We have studied the problems in each neighborhood and outlined three levels of recommendations: short-term proposals which the City can afford; intermediate proposals which do not involve major spending but for which no funding is presently available; and long-term proposals which embody sound planning objectives but must wait for radical changes in the economic climate and the willingness of the Federal government to deal more thoroughly with urban problems.

We have sought the assistance of the State and Federal governments, and we have proposed solutions in which the private sector can cooperate.

In applying for this grant, the Planning Department indicated its goal in these neighborhoods:

- Cities contain many centers and communities rich in history and a sense of place. We seek to develop prototypical techniques by which the particular character of these areas can be reinforced so as to assist their preservation through increased safety, use and enjoyment. The specific focus will be how the street system can become the element which unifies the character of the community, strengthens the sense of place, and brings residents and visitors together to experience the positive qualities of city life.

This report on Montague Street is the third of four, one for each area, constituting the final proposal. It distills many months of work by the Department of City Planning, the Mayor's Office of Downtown Brooklyn Development, the Brooklyn Heights Association and the Brooklyn Heights Board of Trade. The City's Department of Traffic and the Long Island Historical Society also made valuable contributions to the report.

I thank the National Endowment for its support for restoring streets to people, for their pleasure and use.

Sincerely,



Victor Marrero, Chairman
New York Department of City Planning
March 1976

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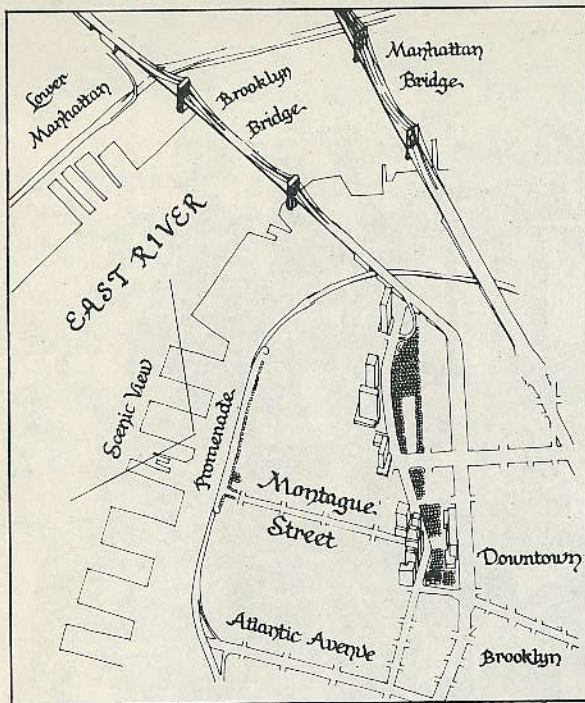
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COVER: "Montague Street in the Gay 90's" by Allen Doggett. Courtesy of the Brooklyn Club.

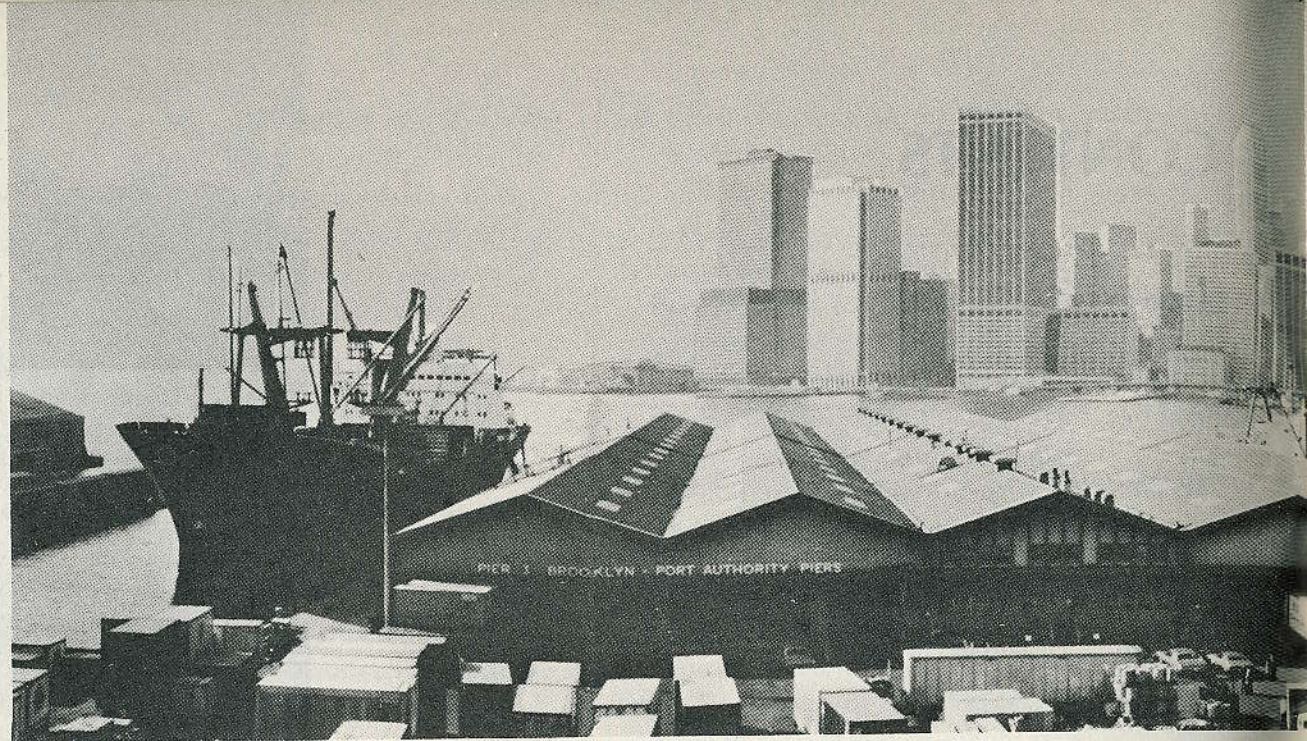
Pedestrians and street car riders waiting for the ferry at the foot of Montague Street for a short ride across the East River to Wall Street.

View of the entire length of Montague Street from Court Street to the harbor





Location of Montague Street and nearby landmarks



↖ STATUE OF LIBERTY

↑ THE BATTERY

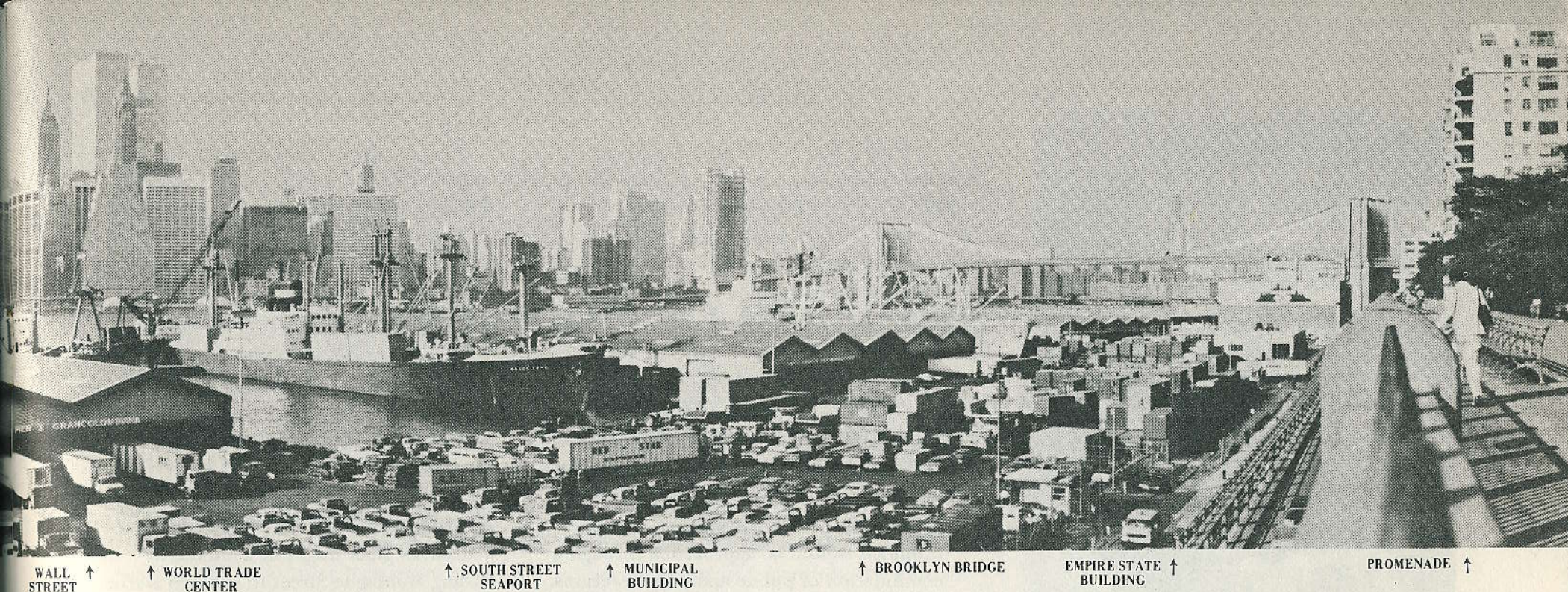
INTRODUCTION

Montague Street is the central shopping street in Brooklyn Heights. Brooklyn Heights lies west of the Downtown Brooklyn business district and north of Atlantic Avenue on a high plateau overlooking the harbor. A spectacular panorama of bridges, skyscrapers and ships can be seen from the wide Promenade built over the Brooklyn-Queens Expressway which forms part of the western boundary of the Heights. In 1974, a Special Scenic View District was added to the City's Zoning Resolution to "preserve, protect and prevent obstruction" of this magnificent waterfront view.

Beautiful rowhouses on tree-lined streets characterize the 50 blocks which comprise Brooklyn Heights. One-block streets, courts and mews provide picturesque variation in the gridiron street pattern. The principal architectural styles of the 19th century are well represented, and many blocks look much as they did before the Civil War.

There is a vivid transition, however, from the tranquility of the historic Brooklyn Heights neighborhood to the bustle of the borough's Civic Center when one walks along Montague Street. Montague Street is the four block long

Photo: This view from the Brooklyn Heights Promenade, at the western end of Montague Street, is protected by a special scenic view zoning district



commercial passage which links the two areas. It has a variety of shops and services which reflect the dual nature of its market area. The street's ability to continue to balance the needs of the working population and the needs of local residents is a matter of concern to the Brooklyn Heights community especially since all but one block of Montague Street (between Court and Clinton Streets) is within the designated Brooklyn Heights Historic District. A recent controversy over a fast-food restaurant planning to locate on Montague Street underscored the nature of the conflict.

In response, the Brooklyn Heights Association requested a thorough study of Montague Street, which was undertaken by the Brooklyn Office of the Department of City Planning and the Mayor's Office of Downtown Brooklyn Development under a City Options Grant from the National Endowment for the Arts. The goals of the study were to recommend actions which would improve Montague Street as a pedestrian environment, maintain its special character, alleviate problems caused by traffic congestion, and resolve land use conflicts resulting from the dual nature of the street's commercial activities. The study was conducted with the coopera-

tion of local community groups, notably the Brooklyn Heights Association and the Brooklyn Heights Board of Trade. The Brooklyn Office of the Department of City Planning was responsible for the sections of the report dealing with history, people, zoning and commercial development of the Heights, as well as the merchant and pedestrian surveys. The Mayor's Office of Downtown Brooklyn Development conducted the transportation analysis and designed the street improvements. Although various local groups cooperated in the study, the recommendations are those of the City agencies involved. Public hearings will be held before any aspect of the proposal would be implemented. ■

SUMMARY OF FINDINGS

■ Problems of the Pedestrian Environment:

The problems include litter, noise, overcrowded sidewalks and traffic congestion with its attendant noise and air pollution. There is also a lack of greenery. These problems should be approached through a combination of public and private actions.

First, the analysis points to the need for a concerted effort by the merchants to change methods of garbage collection and street sweeping, to promote better building maintenance and to improve business signs.

At the same time, the initiation of an urban design scheme is proposed which would widen the sidewalks of the two blocks of Montague Street which have the greatest number of shops and restaurants. The widened sidewalk would provide room for additional pedestrian circulation as well as benches, planters and other amenities. This would be coupled with tree plantings on the two blocks where sidewalk widening is not recommended.

An attractive four-block pedestrian environment would be created which would enhance Montague Street's special character.

A further improvement to the street as a pedestrian place might be achieved by closing Montague Street to through traffic between Clinton and Hicks Streets from 11 A.M. to 2 P.M. on weekdays, when foot traffic is heaviest. This could be accomplished without a significant disruption of traffic flow in the area.



■ Traffic Circulation and Parking Problems:

Most of the traffic congestion and circulation problems on Montague Street and its adjacent streets result from a demand for parking which exceeds the present capacity by 330 spaces. This demand would be increased slightly by the elimination of the curb spaces on the two blocks of Montague Street where sidewalk widening is proposed.

A municipal parking garage on a City-owned site at Pierrepont and Clinton Streets would significantly reduce the problem of traffic congestion. This site was acquired for that purpose in 1974 but is now being leased on a temporary basis to a private parking lot operator. Though some Heights groups disagree, this study proposes that such a short-term municipal parking garage* should be built with a capacity of 500 spaces. It would be built as part of a multi-purpose complex incorporating commercial, residential, and/or recreational activity above parking levels.

The city's fiscal problems, however, make such garage construction unlikely at the present time. It might still be possible, nevertheless, to implement the proposed pedestrian amenities in the absence of increased parking capacity after a careful reconsideration of traffic flow and parking regulations.

*The Traffic Department considers shortterm parking to be between fifteen minutes and four hours.

■ Problems of Conflicting Land Use:

Montague Street is the major local shopping street for Brooklyn Heights and an important service street for the Civic Center's working population. Some local residents fear the intrusion of commercial uses serving only the latter group, particularly fast food establishments. Nevertheless, Montague Street continues to provide approximately the same range of goods and services as it did 40 years ago, though the number of retail food stores and certain types of convenience shops has declined since the late 1930's.

The present zoning and Historic District legislation provide controls over exterior design, signs, height and basic use categories, but cannot totally prevent certain types of uses considered by some to be disturbing to the character of the street.

The creation of a special zoning district to confront the problem of fast food restaurants and similar uses was carefully considered. A special district with use regulations was nevertheless found to be an ineffective and legally tenuous approach. Use definition present two major problems: 1) overinclusiveness -- subjecting to regulation a class of commercial uses which include activities which are not objectionable to the community, e.g., a popular pizza shop vs. a hamburger take-out, and 2) arbitrariness -- selecting for regulation a class of



commercial uses which the community may find objectionable, but which is functionally, or in nuisance potential, indistinguishable from permitted activities, e.g., a fast food restaurant vs. a supermarket.

An alternative approach which would require a special permit for certain commercial establishments was also found to be inappropriate. Special permit requirements generally contain design and performance standards which may ordinarily be met more easily by well-financed national franchises than by local merchants.

The community's concern over this issue cannot be addressed effectively using our existing zoning tools. It is hoped that the Department of City Planning's continued exploration of new zoning approaches and techniques will ultimately lead to a solution satisfactory to all.

BROOKLYN-
QUEENS
EXPRESSWAY ↓

THE
PROMENADE ↓

COLUMBIA
HEIGHTS

WILLOW
STREET

HICKS
STREET

COLLEGE
PLACE

HENRY
STREET

PIERREPONT
STREET

MONTAGUE
STREET

REMSEN
STREET

GRACE
COURT

JORALEMON
STREET



BROOKLYN-
QUEENS
EXPRESSWAY

HICKS
STREET

HENRY
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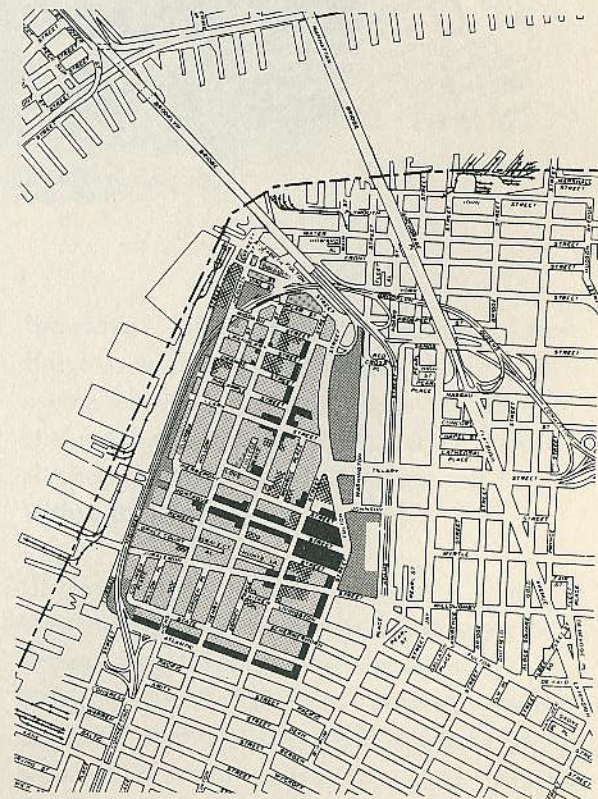


CLINTON
STREET

COURT
STREET

BOERUM
PLACE

LAND USE



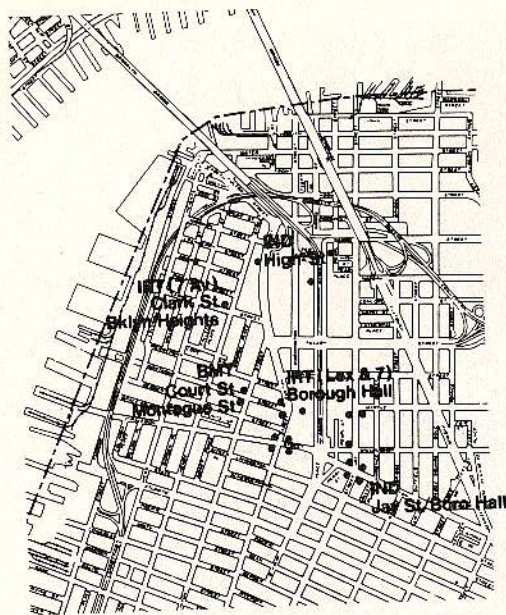
■ PARKS

▨ INSTITUTIONAL

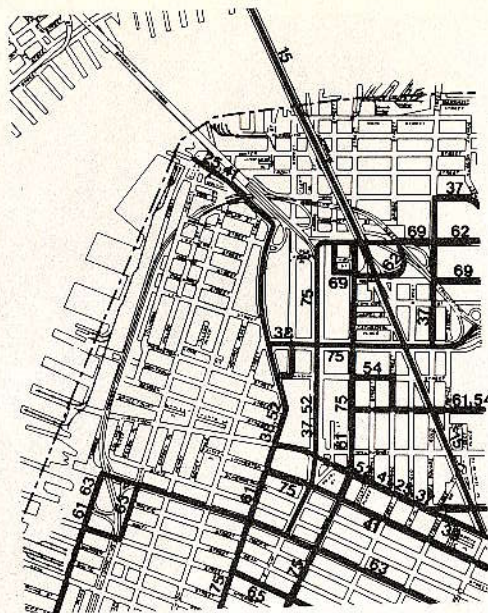
▧ RESIDENTIAL

■ COMMERCIAL

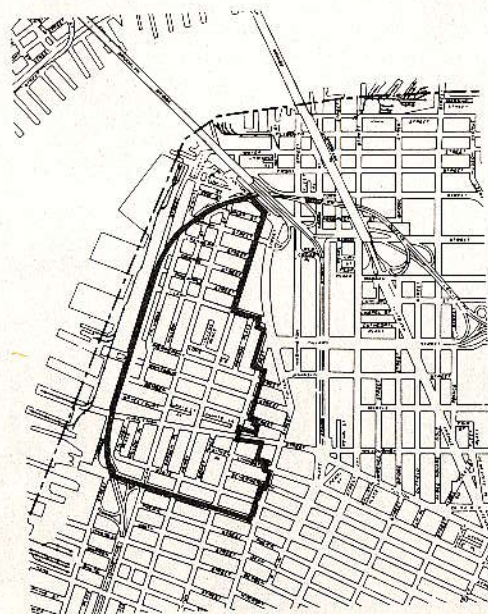
▩ MANUFACTURING, AUTOMOTIVE



Subway Stations



Bus Routes

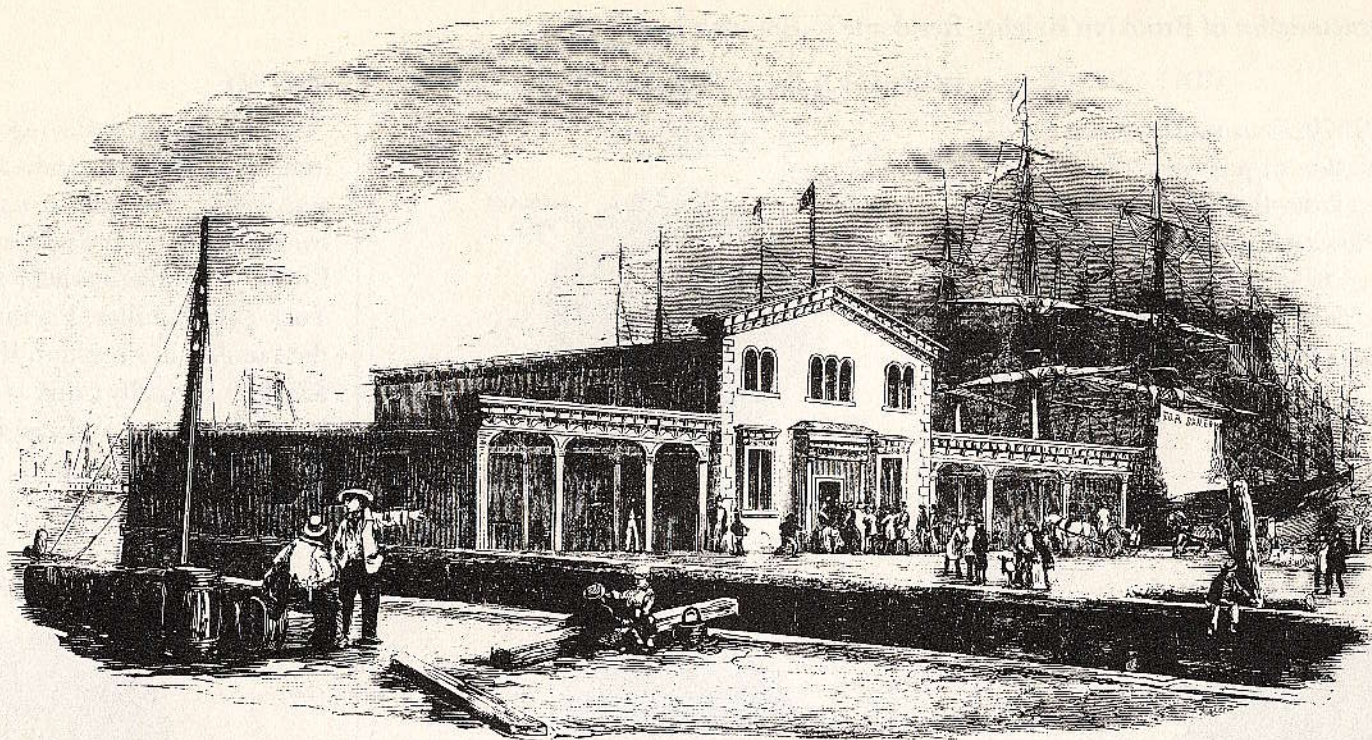


Brooklyn Heights Historic District

BROOKLYN HEIGHTS

With the opening of ferry service between Manhattan and Brooklyn in the early 1800's, wealthy traders and shipowners seeking a change from the bustle of lower Manhattan made Brooklyn Heights a suburban retreat. They built large homes with expansive gardens. By 1890, there was scarcely a vacant lot remaining in the Heights. It was one of the wealthiest communities in the nation.

The opening of the Brooklyn Bridge and the new elevated transit service at the end of the century brought more residents to the area, but it was not until 1908 with construction of the IRT that a substantial migration occurred.



Wall Street Ferry Building

White-collar workers, discovering a pleasant haven 10 minutes from downtown Manhattan offices, chose the Heights as a home. Successful writers and artists were also prominent citizens of Brooklyn Heights since the 1900's. The character of the neighborhood changed, but many old families remained.

As the neighborhood aged and other sections of the city grew, many Brooklyn Heights homes were converted into apartments or rooming houses which attracted lower-income residents. After World War II, the area was rediscovered by upwardly mobile young adults who rejected the suburbs and regarded Brooklyn Heights as a desirable alternative to Manhattan's scarce and expensive apartments.

They restored or remodeled old homes, and their enthusiasm contributed to the area's sense of pride and prestige.

During the 1960's, the streets north and east of the Heights were redeveloped with high-rise middle-income housing funded through City and Federal urban renewal programs. At the same time, several modern municipal buildings were constructed in the Civic Center also east of the Heights.

The desirability of the Heights is due to both its ambience and its excellent location. Subways link the Heights both with the east and west sides of Manhattan and the rest of

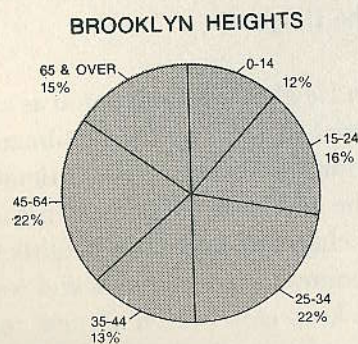
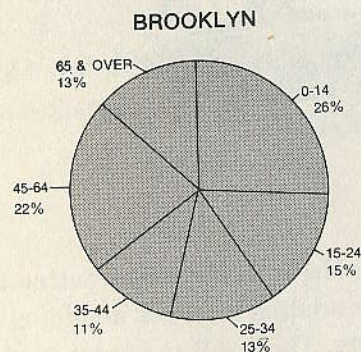
Brooklyn. Major traffic routes surround the Heights, insulating it as well as adding to its accessibility. The result is a quiet residential enclave that is largely self-contained; virtually all shopping and household needs can be filled within the Heights.

Brooklyn Heights was designated as an historic district in 1965 by the Landmarks Preservation Commission. The intimate streets, the well-maintained brownstones and the quiet charm of Brooklyn Heights foster a sense of community awareness and well-being. Residents keep close watch on new construction or renovation which might violate the neighborhood's historic character. ■

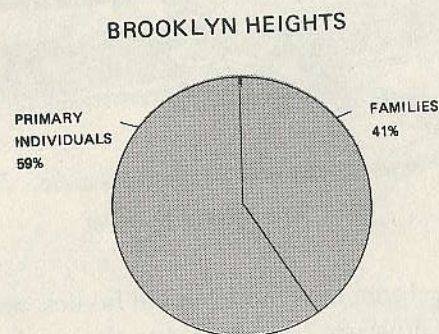
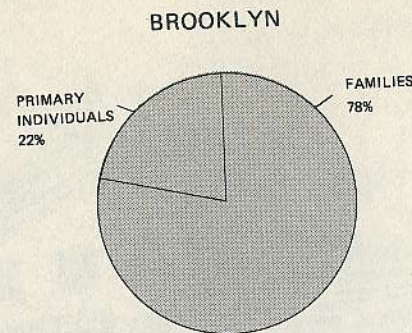
Comparison of Characteristics of Brooklyn Heights Residents to Borough Residents.

AGE

According to the 1970 Census, Brooklyn Heights has a population of just over 22,300 people, a slight drop from the 22,700 people recorded in the 1960 Census. Fully half of the people living in Heights are under 35 years of age; 35 per cent are between 35 and 65, and 15 per cent are over 65.



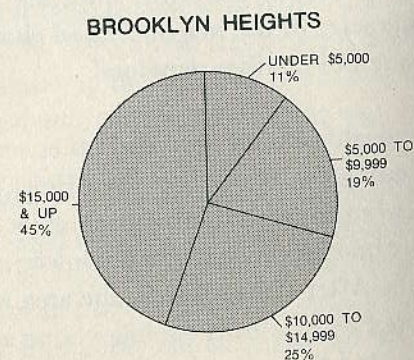
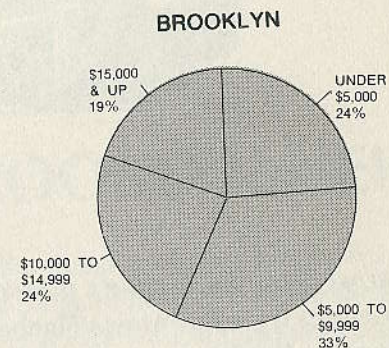
HOUSEHOLD COMPOSITION



The Heights has an unusually high proportion of households headed by single persons: 59 per cent compared to a city-wide average of 28 per cent and a Brooklyn average of 22 per cent. Husband-wife households account for only 35 per cent of the population in the Heights, while they account for 57 per cent of the city-wide population and 60 per cent in Brooklyn as a whole. The number of unmarried and widowed people in the Heights is also well above the city and borough averages. Fifty-four per cent of the Heights adult population is not married, compared to 41 per cent city-wide and 40 per cent for Brooklyn.

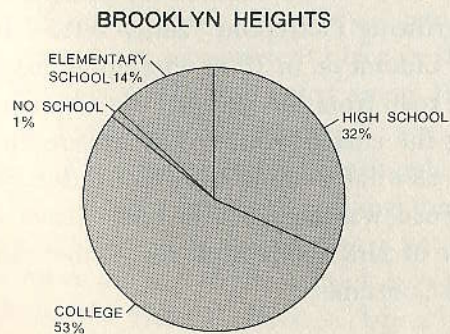
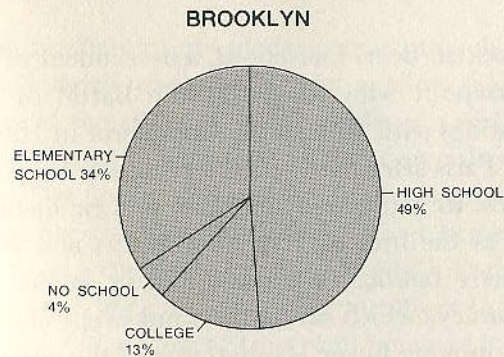
INCOME

The Heights also distinguishes itself as an unusually affluent community. Forty-five per cent of Heights families had annual incomes over \$15,000, compared with 19 per cent of Brooklyn families and 24 per cent of all New York City families. Further, 16 per cent of the families in Brooklyn Heights earned over \$25,000 annually; this is four times the borough average and nearly three times the city average.

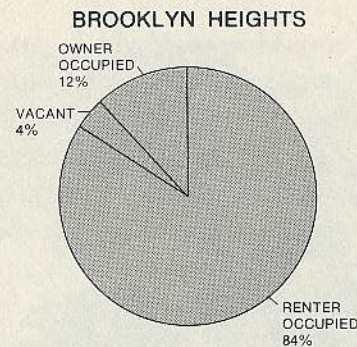
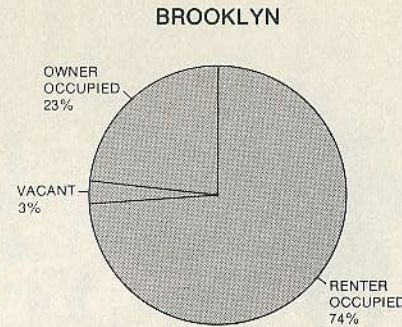


EDUCATION

The educational level of Heights residents is well above borough and city norms; 53 per cent of the Heights population is college educated, compared to 13 per cent for the borough and 19 per cent for the city.



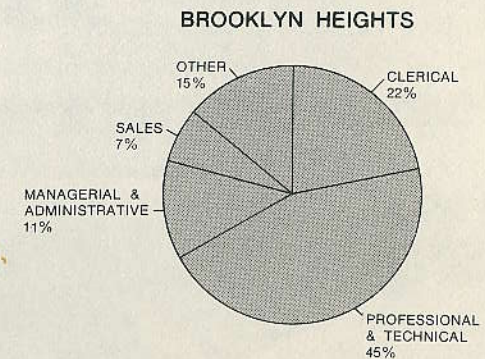
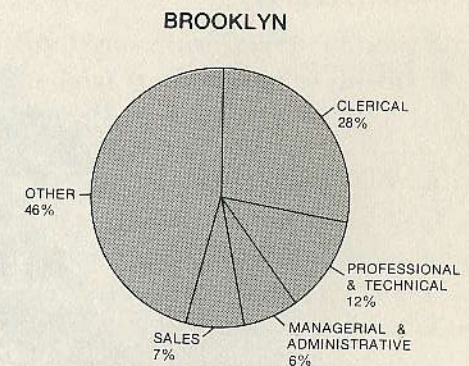
HOUSING OCCUPANCY



Perhaps because of the proportion of higher income, well-educated single individuals, Heights residents are also unusually mobile. Only 51 per cent of the Heights population was living in the same house in 1970 as in 1965. The percentage for the city and the borough is close to 60 per cent. Contrary to the traditional wisdom, the percentage of owner occupancy in the Heights is below the borough and city averages. Of the 12,200 housing units in the Heights, only 1400 are owner occupied. This represents 12 per cent of the housing stock, just half the city and Brooklyn average of 23 per cent.

OCCUPATION

A higher than average proportion of the Brooklyn Heights labor force works in professional and managerial positions: 56 per cent compared to 24 per cent city-wide and 18 per cent in Brooklyn.



Four Chimneys in 1796



HISTORY OF MONTAGUE STREET

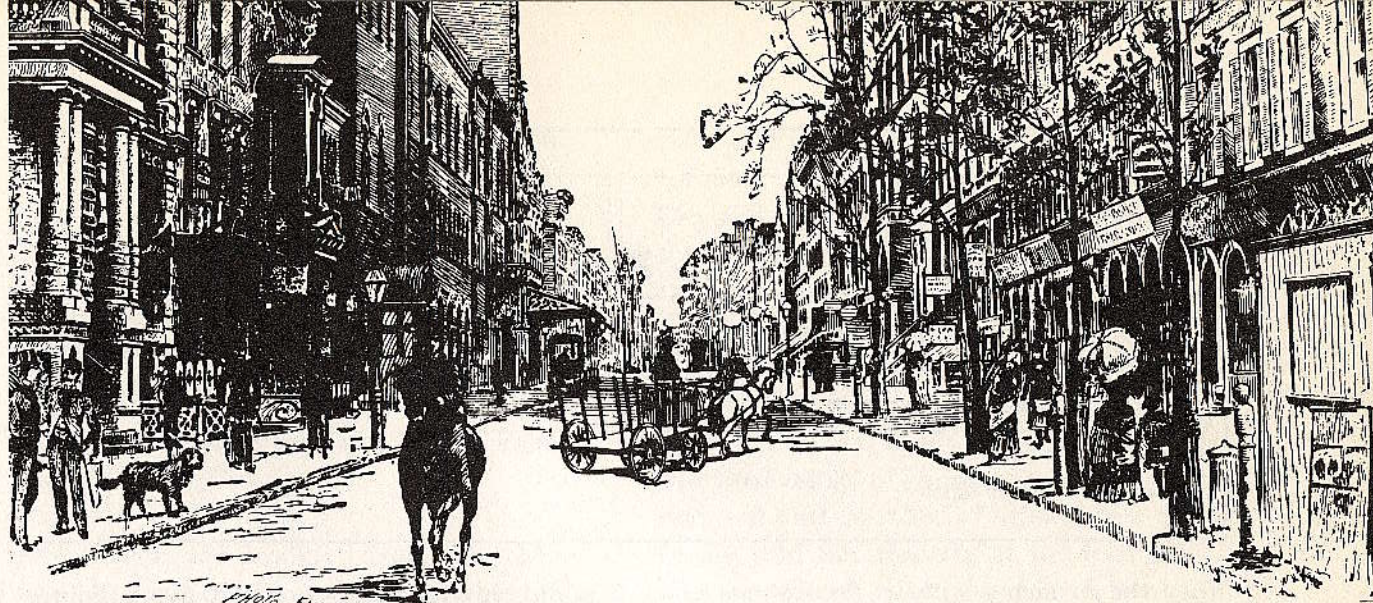
Hezekiah Beers Pierrepont, a descendent of a Pierrepont who fought at the Battle of Hastings with William the Conqueror in 1066, left Paris after the French Revolution for New York. He purchased a brewery and gin distillery at the foot of Joralemon Street and an already famous farmhouse known as Four Chimneys which sat on the wind-swept bluffs overlooking lower Manhattan and the river.

Hezekiah Pierrepont's brewery prospered as the growing Pierrepont family settled into Four Chimneys. In 1828, Pierrepont mapped out a road from the rear of Four Chimneys along the current route of Montague Street as far as what we now know as Clinton Street. The road was named Constable Street in honor of Mrs. Pierrepont, the former Anna Maria Constable.

Eighteen years later, in 1856, the now wealthy Hezekiah Pierrepont died and Constable Street was given to his heirs. Although the

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Montague Street in 1889



younger Pierreponts pledged never to sell their father's road, they agreed to allow the street to remain open to the public at a width of 60 feet with eight-foot setbacks on either side. The family chose these generous setbacks because they wished the street to be bordered with "lush, gay flowerbeds." At the same time, they also extended the street to its current end at Court Street, and renamed it Montague Place in honor of a prominent English cousin of the Pierreponts, Lady Mary Wortley Montagu. Lady Mary's wit and beauty earned her a prominent place in the early 18th century English court scene. Her husband, Lord Edward Montagu, was appointed Ambassador to Constantinople in 1716. Lady Mary's letters describing their two-year assignment in the East won her a reputation as a letter writer second only to the renowned Mme. de Sevigne. Upon her return to England, Lady Mary fought to introduce the Eastern technique of variolation against smallpox, a precursor to vaccination.

Unfortunately, Lady Mary and Lord Edward are also remembered as the objects of a series of insulting satiric poems by Alexander Pope. What caused such animosity remains a mystery, although an ill-starred romantic involvement between Lady Mary and the poet is suggested by some sources.

In 1762, at the age of 93, Lady Mary died at her daughter's home in London.

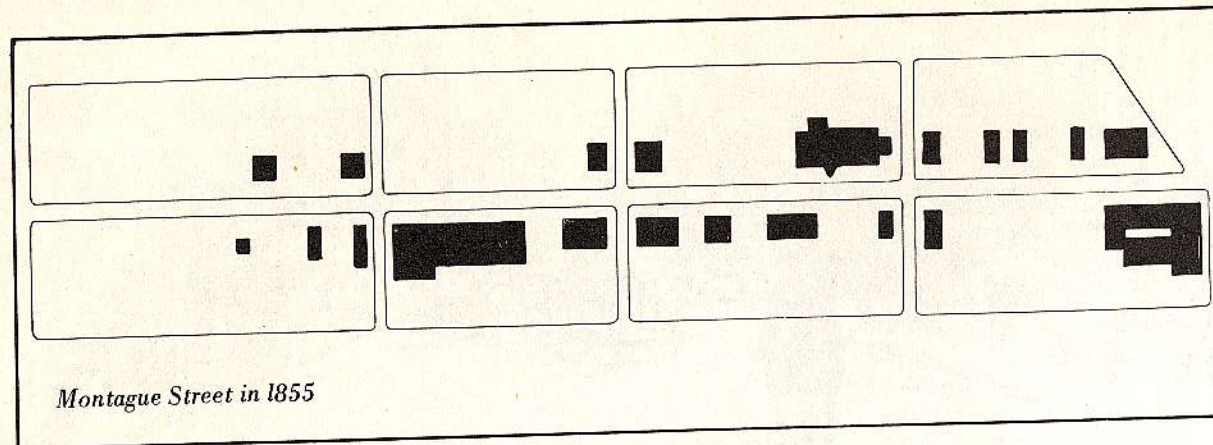
The Brooklyn street bearing the Montagu name developed rapidly throughout the last half of the 19th century. In 1853 Hezekiah Pierrepont, who had become Director of the Fulton Ferry operation in addition to the brewery, built a ferry house at the foot of Montague Street below the bluff where Four Chimneys stood. The commuter ferry line which operated from this site was called the Wall Street Ferry, and the Brooklyn Eagle reported that it was extremely popular with the Brooklyn bankers and brokers who hurried

down Montague Street every morning to catch the boat to the financial district in lower Manhattan.

During the ferry's heyday, in 1859, a company was granted a franchise by the City to operate cable cars along Montague Street to the Ferry House. The eight-car line was sometimes pulled by horses but most often operated by a system of pulleys.

Following the opening of the Brooklyn Bridge in 1883, the ferry line began to decline. Service was terminated in 1912, and in 1924 the trolley service was also discontinued.

Non-Brooklynites were also drawn to Montague Street before the turn-of-the-century because of the construction of the 2,200-seat Brooklyn Academy of Music at 174 Montague. The Academy was completed in 1861, five years after Hezekiah's passing, and its opening was hailed by critics and citizens alike.



Montague Street in 1855

When the Academy with its decorations of Dorchester stone and gothic windows was destroyed by fire in 1903, the Brooklyn Eagle eulogized that "Brooklyn has lost that by which it was almost as well known as the Navy Yard and Plymouth Church."

Survey atlases from 1855 and 1860 record many commercial and municipal uses along Montague Street and in the Civic Center area. Montague Street already had two hotels – the four-story Montague Hall on the southeast corner of Hicks Street and the six-story Pierrepont House on the southwest corner of Hicks Street. Pierrepont House, which opened in 1853, was reputed to be the leading mid-19th century hostelry in the borough.

The Mechanics Bank Building was constructed on the northeast corner of Court and Montague in 1852, and in 1859 the Brooklyn Post Office moved into a three-story wing of the bank building. Holy Trinity Episcopal Church at the northwest corner of Clinton Street was designed and constructed by Minard LeFevre in 1844. Today, the church

is the only remaining pre-Civil War building on Montague Street.

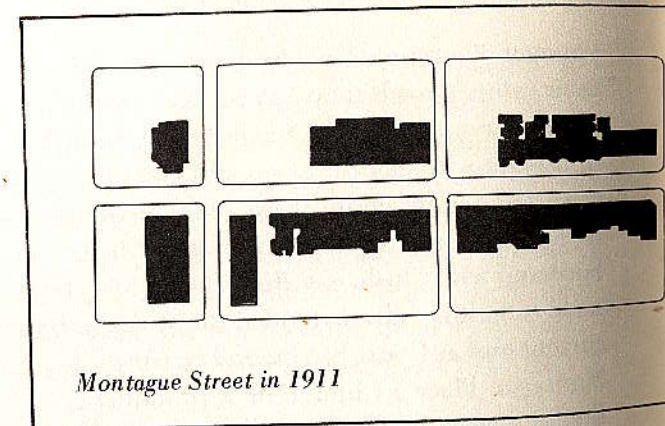
The 1860 maps also show seven commercial establishments and more than 50 stone and brick residential buildings, three and a half to five stories high. The Civic Center area east of Court Street was under development at this time, and soon the City Hall, the Municipal Building and the Court House had been constructed.

Early records show that Montague Street catered to many tastes. John McGroaty's Saloon and Billiard Room was located at 196 Montague Street, just up the block from the Brooklyn Academy of Music. This establishment, founded in the 1860's by Andrew Suydam, also offered customers a grill and bowling alleys.

The 1893 atlas shows Montague Street as fully developed from Court Street to Montague Terrace. The four-story Brooklyn Library, the eleven-story Real Estate Exchange Building, the five-story Continental Insurance Building, and the nine-story Franklin Trust

Building had gone up on the blocks between Court and Clinton Streets. Three eight-story apartment houses, the Grosvenor, the Berkeley and the Montague had been constructed on the northside of the Henry-Hicks Street block.

The vigorous growth of Montague Street during the last half of the 19th century evidently alarmed at least one of the Pierrepont heirs. Newspaper accounts report that in 1895 a Pierrepont put up chains across the entrance to Montague Street as a symbol of



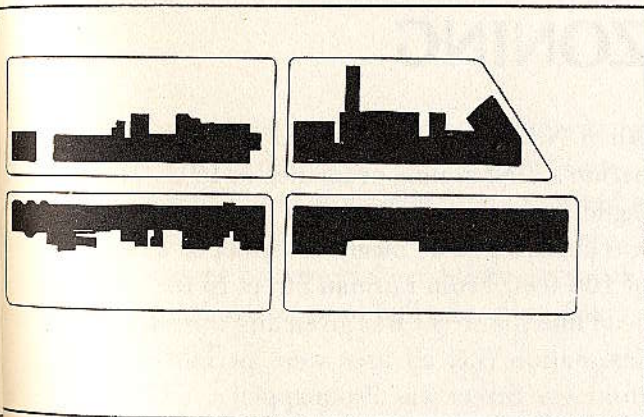
Montague Street in 1911

the family's continued ownership of the street. The local constabulary removed the chains, and the issue of the street's ownership seems not to have come up again until the 1930's.

The 1911 Atlas of Brooklyn illustrates an additional aspect of the commercial development along Montague Street by pinpointing those residential buildings which had stores below them. Between Clinton and Henry Streets, there were 17 residential buildings

with stores below them, much like the land use pattern which exists on these streets today. Between Henry and Hicks Streets there were five buildings with stores on the ground floor. The six-story Pierrepont House had been razed to make way for the 12-story Bossert Hotel, and the Montague apartment house had been converted to the Montague Hotel.

In addition, seven of nine residential buildings on the southside of the block between Hicks and Montague Terrace had commercial uses



on their lower floors. Across the street the Heights Casino, an eight-story apartment building, had been constructed. These records indicate that by the early 20th century Montague Street already had substantial commercial, municipal and residential activity along its four-block length. The line drawings of the time show an attractive and active mixture of uses toward the Court Street terminus and a succession of lovely homes with manicured lawns and large trees along the western edges of the street.

The question of the street's ownership came to a head in 1932 when the Eighteen Pierrepont Corporation filed plans to construct a 14-story residential building at 65 Montague. Needing to know the legal width of the street in order to determine the setback of the building, the Corporation discovered that Montague Street was a "municipal fiction," that is, it had never been acquired or legally mapped by the City.

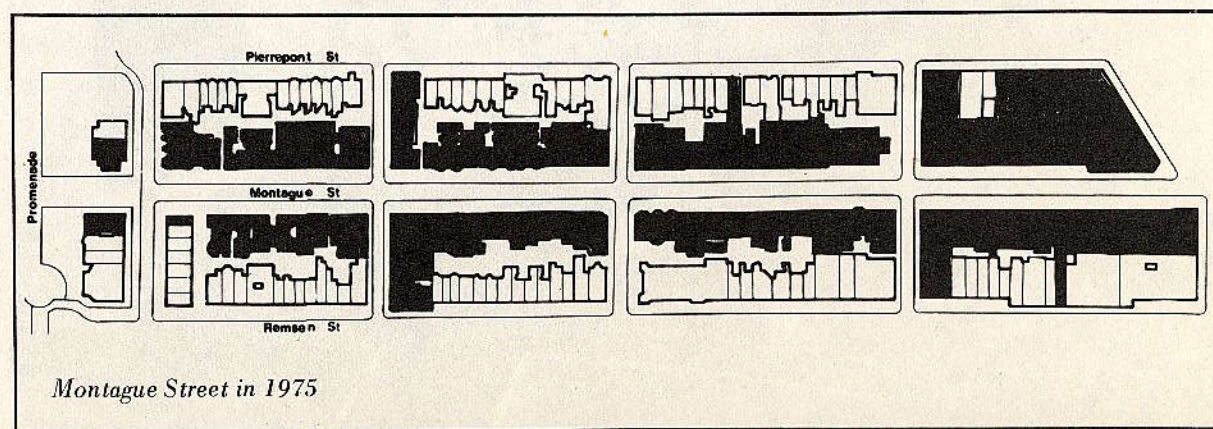
According to the Brooklyn Eagle, "Brooklynites....had simply preempted the thoroughfare by a series of easements. The police had put up the street signs, and the heirs of old Hezekiah Beers Pierrepont who had agreed never to sell the lane they left open to the public as a convenience, were bequeathed one court fight after another as a regard for their benefaction."

The Eighteen Pierrepont Corporation went to court to get their building permit based on evidence that the street had been in public use since 1857 at a width of 76 feet. The court

ruled that if a street had been in public use for more than 20 years it could revert to the City and become a legally mapped street. But, the court upheld the City's contention that the street should be mapped at the conventional 60 feet rather than the 76 feet the Pierrepont family had originally designated for the street and the flowerbeds.

The final vestige of Pierrepont ownership was removed on December 17, 1942 when the family sold the property at the foot of Montague Street to the City for the sum of \$120,000.

Today, a stone at the entrance to the Promenade marks the location of Four Chimneys and commemorates General George Washington's residence in the house during the Battle of Long Island, where it is reported that the General planned his troops' withdrawal at a War Council on August 29, 1776. ■



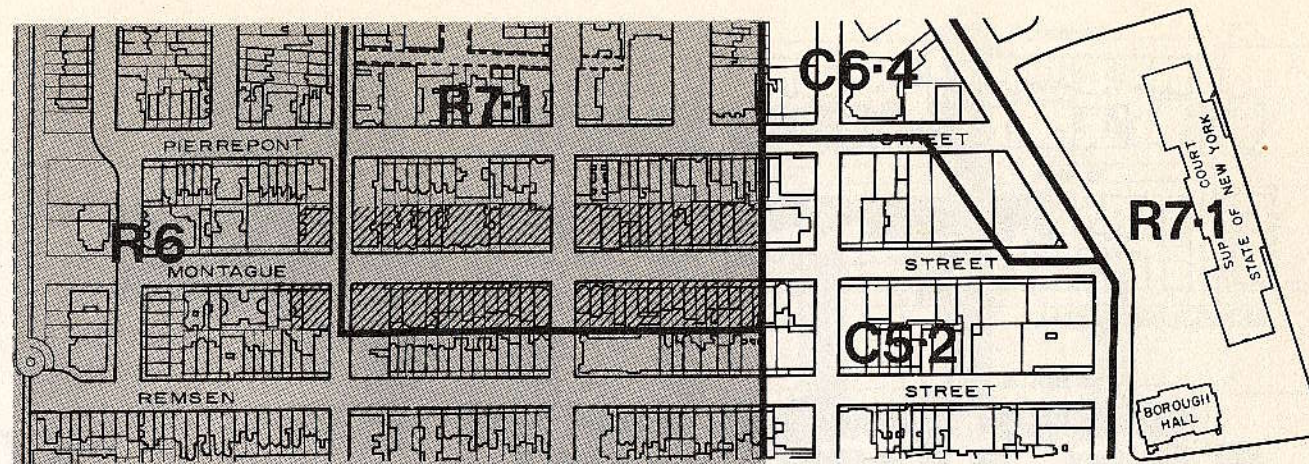


Montague Street on a busy afternoon

ZONING

When New York City passed its, and the nation's, first zoning ordinance in 1916, Montague Street from Court to Furman Streets was classified as a "business" street to a depth of 100 feet. From Furman Street to the bulkhead line the street was given an "unrestricted designation (i.e. all uses were permitted). Montague Street was also mapped as a Class 2 height district. This meant that buildings on the street could be built at a maximum height of one and a half times the width of the street. For each one foot that a building or a portion of a building was set back, an additional three feet could be added to the height of the building. The maximum height district at that time was a Class 2-1/2 which permitted a building to be erected to a height twice the width of the street.

Subsequent zoning maps issued in 1924, 1927, 1937 and 1947 did not significantly



EXISTING ZONING

▨ LOCAL RETAIL (C1-3)

■ LIMITED HEIGHT DISTRICT

alter the original 1916 mapping. There were refinements in definitions of the term "Business District," and Montague Street received a "Restricted Retail" designation which prohibited some commercial establishments such as movie theatres, pool halls, bowling alleys and cabarets.

In 1953, the retail zoning was changed to residential from Furman to Hicks Street, and between Court and Clinton Streets the zoning was changed to make the entire block on either side of Montague Street retail.

In 1961, the City adopted the comprehensive revision of the zoning ordinance which is still in effect today. It coordinated use and bulk regulations and introduced the concept of Floor Area Ratio* in determining the size of new buildings. Montague Street was zoned C1-3 from Clinton to Hicks Streets and C6-4

from Court to Clinton Streets. The remainder of the street was zoned R6, the predominant zone throughout Brooklyn Heights.

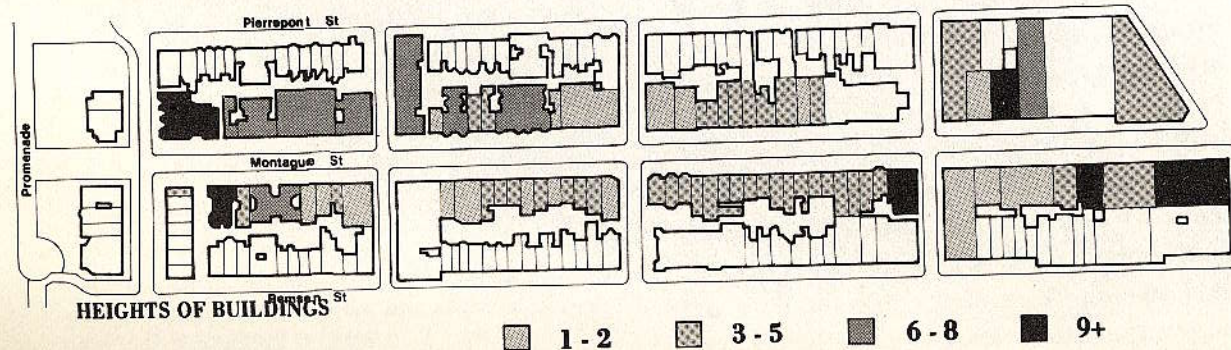
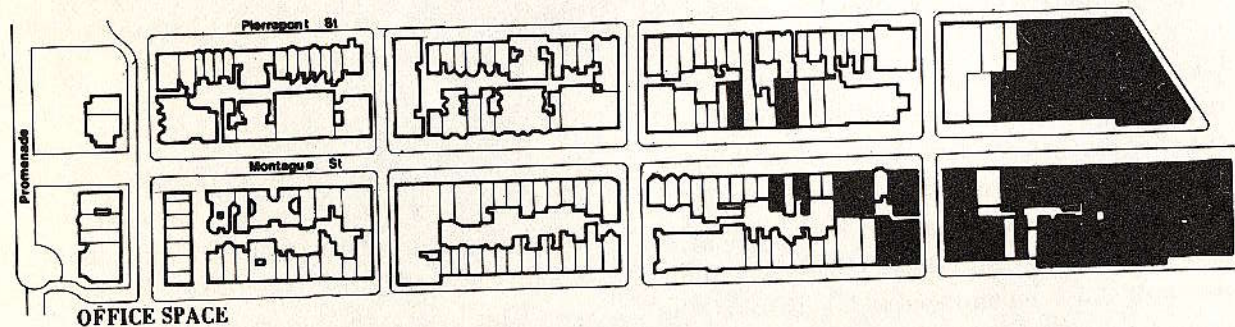
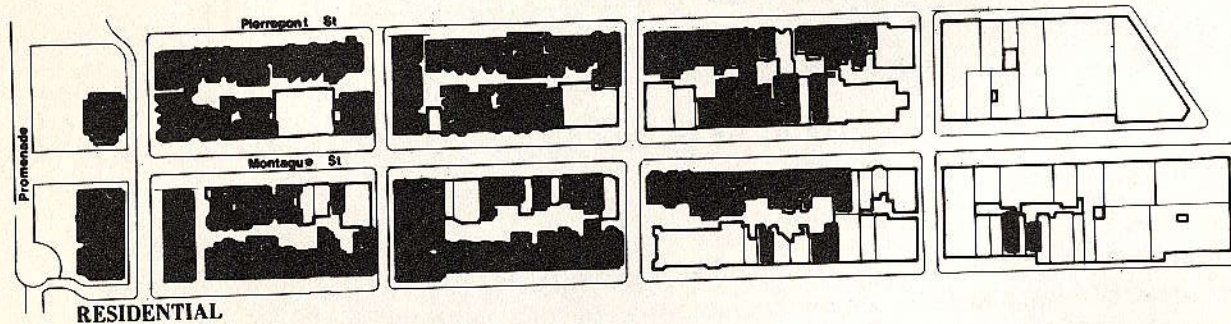
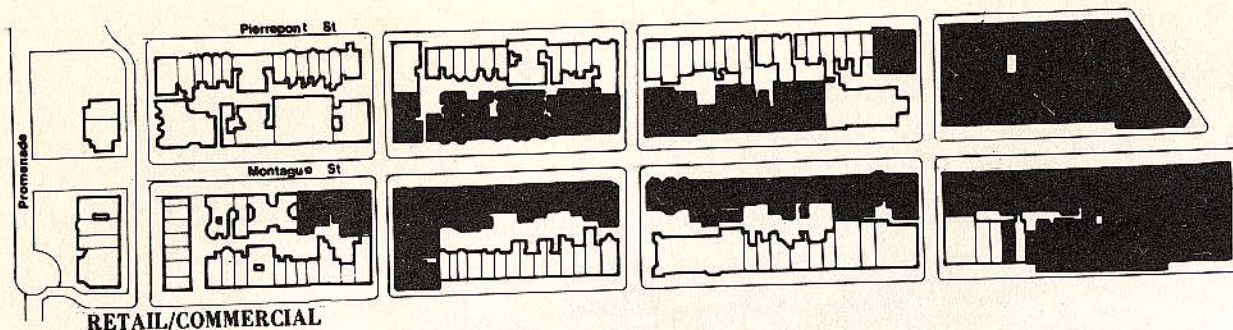
C1 districts are commercial areas mapped in residential neighborhoods to accommodate the shops and services needed by such communities. Typical uses include small grocery stores, dry cleaners, bakeries, barber shops and restaurants. Continuous clustered retail development is encouraged in C1 districts; the maximum FAR is 2.* C6-4 areas are zoned for medium bulk commercial uses such as office space. The FAR of such a district is 6.

In 1964, the C6-4 portion of Montague Street was rezoned to C5-2. C5 designations are intended for commercial uses which serve metropolitan regions. This district is mapped exclusively in Midtown and Lower Manhattan and in Downtown Brooklyn. Activities in C5

districts are exempt from parking requirements because of the availability of public transportation. The maximum floor area ratio in a C5-2 district is 10.

In addition to the standard zoning controls, development along Montague Street is governed by a Special Height Limitation District and the administrative regulations of the City's Landmarks Preservation Commission. The Landmarks Preservation Commission, since the Heights became an historic district in 1965, must issue a Certificate of Appropriateness prior to any alteration of a building exterior in the area. In 1967 the City Planning Commission restricted the heights in the community to 50 feet. ■

*Floor Area Ratio (FAR): The ratio between the area of a building lot and the total usable floor area of a building. An FAR of 2 means that the maximum floor space of a building cannot be greater than twice the area of the building lot.

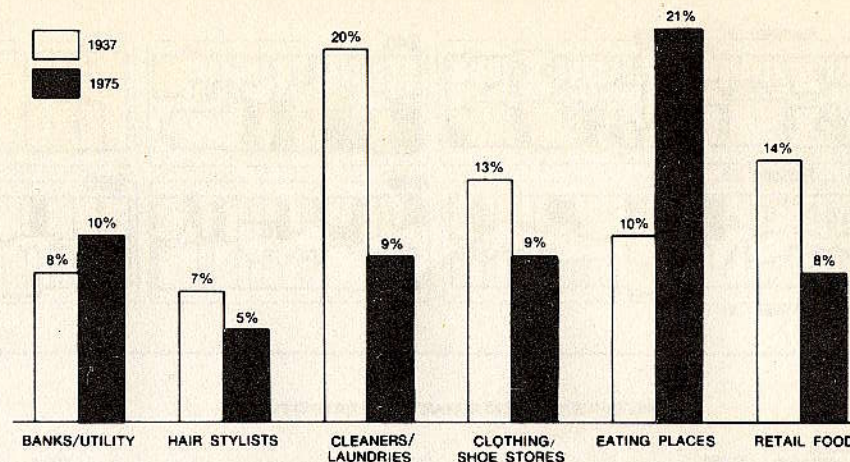


1-2
 3-5
 6-8
 9+

COMMERCIAL DEVELOPMENT

Today, Montague Street has 114 commercial establishments, including 24 eating places, 10 banks, 9 retail food stores, 9 gift stores, 8 clothing stores, 8 cleaners, 6 hair stylists, 4 variety stores, 3 bookstores, 3 florists and 3 drug stores. Inlaid over this 4-block mosaic are 675 apartments and 1.2 million square feet of office space.

The buildings on Montague Street are from one to twenty-nine stories high, with both tall and small residential and commercial buildings along the length of the street. Each of the four blocks on Montague Street has its own unity. The Court Street - Clinton Street block consists mostly of offices, banks and services and it has the highest commercial and office density. The block between Clinton and Henry Street contains most of the three- to four-story mixed commercial and residential buildings; these blocks have the most architectural interest and historic flavor. From



COMPARISON OF MAJOR COMMERCIAL USES ON MONTAGUE STREET

Henry to Hicks Street the buildings are mixed in size; the tallest are residential structures and the smallest are convenience shopping stores. The final block of Montague Street leading to the Promenade has several tall residential buildings; a few one- to three-story commercial buildings are located near the Hicks Street intersection.

In the face of such density, it is no small achievement that Montague Street has managed to preserve its historic charm and small-town ambience. Double-stoops, wrought-iron staircases, casement windows, colorful awnings, multi-level shops and carved stone ornamentation on buildings all help to maintain its character.

In assessing the strength and appropriateness of the current commercial development along Montague Street, the types of stores on the street today were compared with those of

about 40 years ago. In 1937, B. Meredith Langstaff published a short history of Brooklyn Heights which included a directory of the stores in the Heights. Comparing today's shops and restaurants with those in Langstaff's directory, one finds that while there has been a small shift away from convenience goods to comparison goods, Montague Street continues to provide about the same range of goods and services it did 40 years ago.

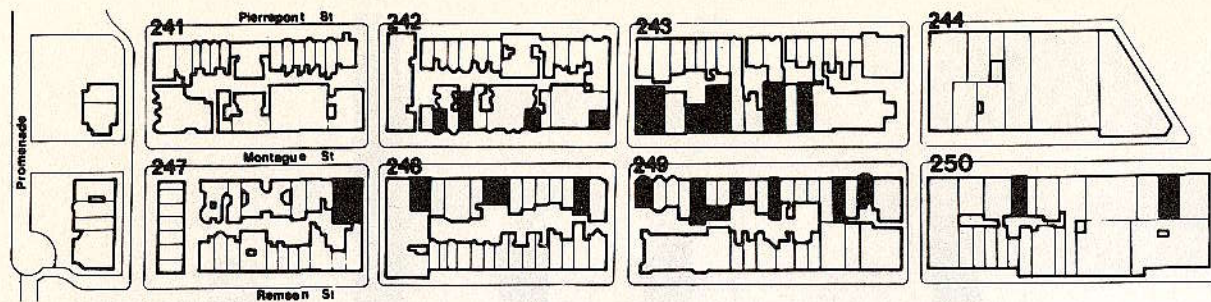
The shift from convenience shopping is most noticeable in the decrease in retail food stores -- from 13 in 1937 to 9 in 1975 -- and the increase in eating and drinking places -- from 9 in 1937 to 24 in 1975. Although this partially reflects the changes in shopping and social patterns which have occurred over the past 30 years, this seems to be the trend that most concerns local residents.

Restaurants with table service are the predom-

inant type (17 of 24) on Montague Street. Four establishments may be classified as "take-out" places, and 18 others provide some take-out service. Eight have counter service, and eight serve alcoholic beverages.

The frontages on Montague Street's eating and drinking establishments range from 12 to 40 feet. The "take-out" places have frontages which average between 12 and 25 feet wide, whereas many of the older, more established restaurants have 20 to 40 foot frontages.

Store frontages are one important criteria in determining the applicability of special district zoning legislation. Special commercial districts are often created to check the spread of certain uses which have larger frontages than the existing businesses on a street and uses which tend to interrupt or somehow disturb the existing use pattern of a commercial strip. Since the newer businesses on Montague



INVENTORY OF RESTAURANTS AND EATING PLACES

| ADDRESS ON MONTAGUE STREET | STORE FRONTAGE | ACTIVITY | TAKE-OUT SERVICE | COUNTER | TABLES | BAR | TABLE SERVICE |
|----------------------------|----------------|---------------------------|------------------|---------|--------|-----|---------------|
| BLOCK 242 | | | | | | | |
| 103 | 15' | PIANO BAR | | | | * | |
| 115 | 18' | OLD MEXICO RESTAURANT | | | * | * | * |
| 127 | 25' | BASKIN AND ROBBINS | * | | | | |
| BLOCK 243 | | | | | | | |
| 128 | 17' | KING GEORGE COFFEE SHOP | * | * | | | |
| 129 | 12' | KING GEORGE PIZZA STORE | * | * | | | |
| 129 | 12' | KING GEORGE ICE CREAM | * | | | | |
| 137 | 19' | CHINA TEA CUP RESTAURANT | * | | * | | * |
| 139 | 15' | HEBREW NATIONAL DELI | * | * | * | | * |
| 141 | 15' | HAMBURGER STOP RESTAURANT | * | * | * | | * |
| 143 | 14' | ARMANDO'S RESTAURANT | | | * | * | * |
| 149 | 12' | SOUVLAKI RESTAURANT | * | | * | | * |
| 151 | 14' | CAPULETS RESTAURANTS | | | * | * | * |
| 155 | 25' | POFFE RESTAURANT | | | * | * | * |
| BLOCK 247 | | | | | | | |
| 84 | 40' | PROMENADE RESTAURANT | * | * | * | * | * |
| BLOCK 248 | | | | | | | |
| 108 | 18' | DANNY'S BAR | | | | * | |
| 110 | 19' | CHINA CHILI RESTAURANT | * | | * | | * |
| 122 | 22' | PICCADELI RESTAURANT | * | | * | * | * |
| BLOCK 249 | | | | | | | |
| 128 | 20' | CHUAN YUAN RESTAURANT | * | | * | | * |
| 136 | 18' | LEAF 'N BEAN CAFE | * | | * | | * |
| 142 | 16' | CAFE DU RON RESTAURANT | | | * | | * |
| 148 | 14' | SNACK PIT RESTAURANT | * | * | * | | * |
| 158 | 18' | BLIMPIE'S RESTAURANT | * | | * | | |
| 162 | 15' | MICHAEL'S COFFEE SHOP | * | | * | | |
| BLOCK 250 | | | | | | | |
| 180 | 15' | BROOKLYN HTS. RESTAURANT | * | * | * | | * |
| COURT STREET | | | | | | | |
| 16 | in lobby | MARTIN'S COFFEE SHOP | * | * | * | | * |

Data reflects conditions as of July 1975

Street have not been altering the nature of commercial frontages along the street, special zoning restrictions based on this characteristic do not seem warranted. Since the design and appearance of frontages on Montague Street are under the jurisdiction of the Landmarks Preservation Commission, an effective mechanism exists already for reviewing and evaluating this aspect of the situation. Closer and more regular communication between the Landmarks Preservation Commission, the business and residential communities and the Brooklyn Planning Office ought to provide an appropriate way of dealing with difficulties.

Interviews with 33 Montague Street merchants reinforced this generally favorable assessment of commercial activity on the street. The results of this survey substantiate the initial observations on the economic strength of the street.

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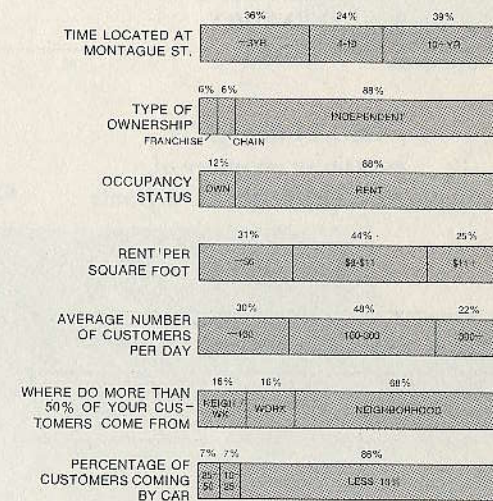
More than half of the merchants surveyed felt that business on Montague Street was increasing. Of those who felt that business was declining, several cited the general state of the economy rather than particular conditions on the street. A surprisingly large number of merchants could not cite any disadvantages in doing business on Montague Street. Many pointed to the friendly environment created by the Brooklyn Heights community and the favorable mix of business trade from the neighborhood and local office workers.

Rents proved to be a difficult subject, and most merchants did not wish to discuss their rent and operating costs. Those businesses which did provide such information indicated a wide variation in rents ranging from under \$5 to nearly \$20 a square foot. Seventeen per cent cited high rent as a disadvantage of doing business on Montague Street.

Nearly 90 per cent of these businessmen observed that fewer than 10 per cent of their customers came to shop by auto and many felt that the lack of customer parking affected their business adversely. They suggested that more parking should be provided to attract potential shoppers and to make shopping more convenient for their existing customers. Related difficulties with loading and unloading merchandise concerned more than half of the merchants.

Many proprietors also suggested improvements in sanitation, landscaping and signage control along the street. Some said that they would welcome an experimental closing of the street for several hours a day if it would permit more efficient street cleaning.

MERCHANT SURVEY



SUMMARY OF BUSINESS

183 Apartments

BUSINESS DIRECTORY

| Address | Activity | Name |
|-----------|-----------------|-----------------------------|
| 57 | Apartment House | 128 Units (The Breuklen) |
| 63 | Apartment House | 13 Units |
| 65 | Apartment House | 24 Units |
| 75 | Tennis Club | Height s Casino |
| 200 Hicks | Apartment House | 18 Units |

BLOCK FRONT INVENTORY INDEX

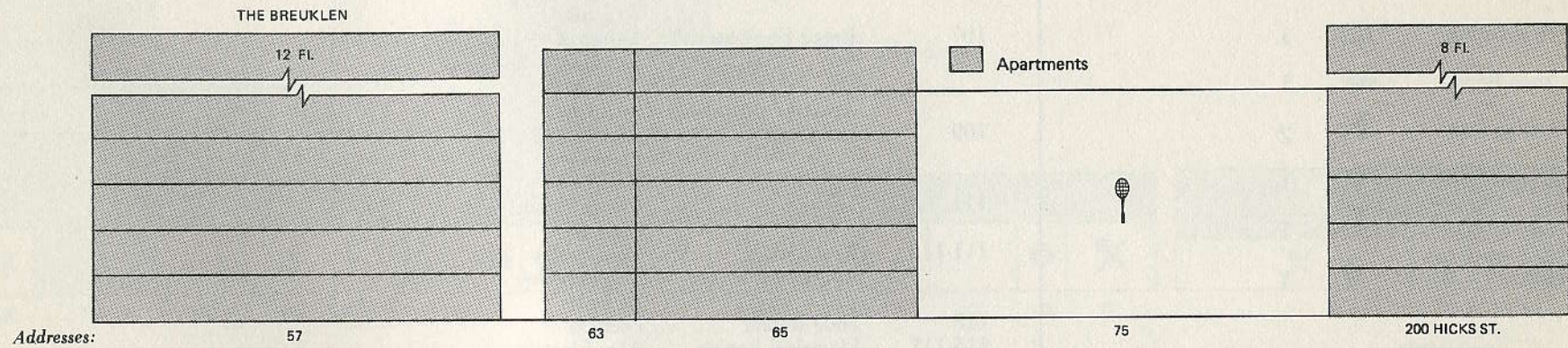
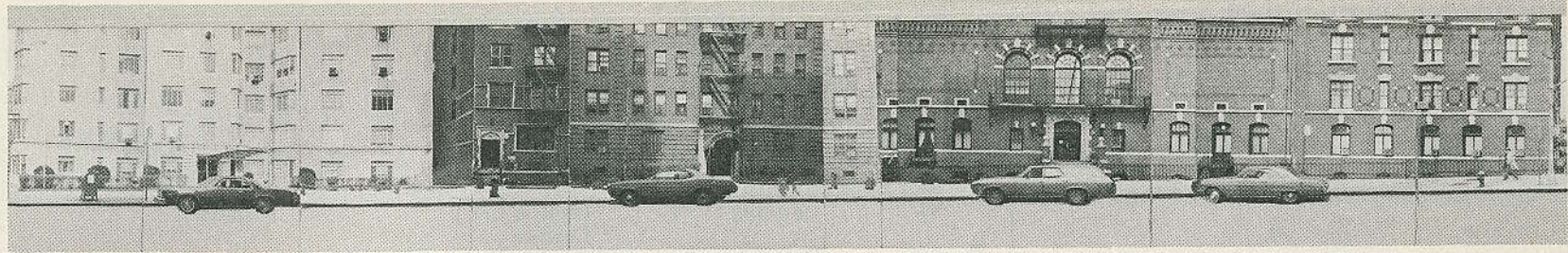
Pages 24 through 39
contain an inventory of
Montague Street's eight block fronts

| | | | |
|-------------|-------------|-------------|-------------|
| Pages 24-25 | Pages 26-27 | Pages 28-29 | Pages 30-31 |
| Pages 32-33 | Pages 34-35 | Pages 36-37 | Pages 38-39 |
| Hicks St. | Henry St. | Clinton St. | |

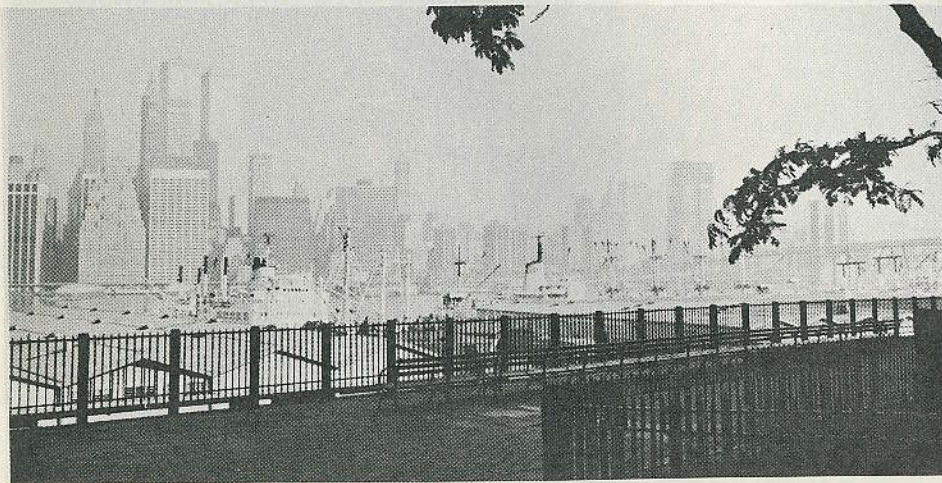
The Breuklen



North Side of Montague Street from Pierrepont Terrace to Hicks Street/Block 241



Lower Manhattan from end of Montague Street



Height's Casino Tennis Club



SUMMARY OF BUSINESS

| | | |
|-------------------|---|---|
| Drug Store |  | 2 |
| Shoe Store |  | 1 |
| Travel Agency |  | 1 |
| Gift Store |  | 4 |
| Bar |  | 1 |
| Retail Food Store |  | 1 |
| Real Estate |  | 1 |
| Shoe Repair |  | 1 |
| Eating Place |  | 2 |
| Record Store |  | 1 |
| Laundry |  | 1 |
| Electrical Repair |  | 1 |

147 Apartments

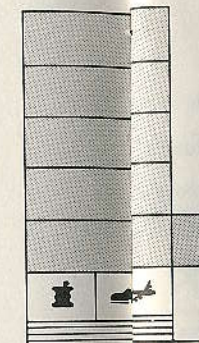
8,600 sq. ft. office space

BUSINESS DIRECTORY

| Address | Activity | Name |
|-----------|--------------------|----------------|
| 205 Hicks | Apartment House | 25 Units |
| 85 | Drug Store | Plymouth |
| 91 | Clothing Store | Hudson Bay |
| | | Leather |
| 93 | Travel Agency | Stewart Travel |
| 101 | Gift Store | Jomel's |
| 103 | Bar | Piano Bar |
| 105 | Hotel/Apartments | Hotel Montague |
| | | 39 Units |
| 107 | Retail Food Store* | Lassen & |
| | —** | Hennings* |
| | | Vacant** |
| | Apartment House | 9 Units |
| 109 | Drug Store | Kleinman's |
| | | Pharmacy |
| 111 | Apartments | 8 Units |
| | Laundry | Chaim Hand |
| | | Laundry |
| 111-113 | Real Estate | Boss Realty |
| | Apartment House | The Berkeley - |
| | | 28 Units |
| 113 | Shoe Repair | Peerless |
| 115-117 | Electrical Repair | Alco Electric |
| | Apartment House | 30 Units - |
| | | The Grosvenor |
| | Eating Place | Old Mexico |
| 119 | Retail Food Store | F and F |
| | | Delicatessen |
| | Apartments | 8 Units |
| 121 | Gift Store | All Season |
| | | Store |
| 123 | Variety Store* | Albert's |
| | | Discount* |
| | —** | Vacant** |
| 125 | Record Store | Music 1 |
| 127 | Eating Place | Baskin and |
| | | Robbins |
| 184 Henry | Gift Store | Hundred Acre |
| | | Wood |
| 182 | Gift Store | Yardstick |

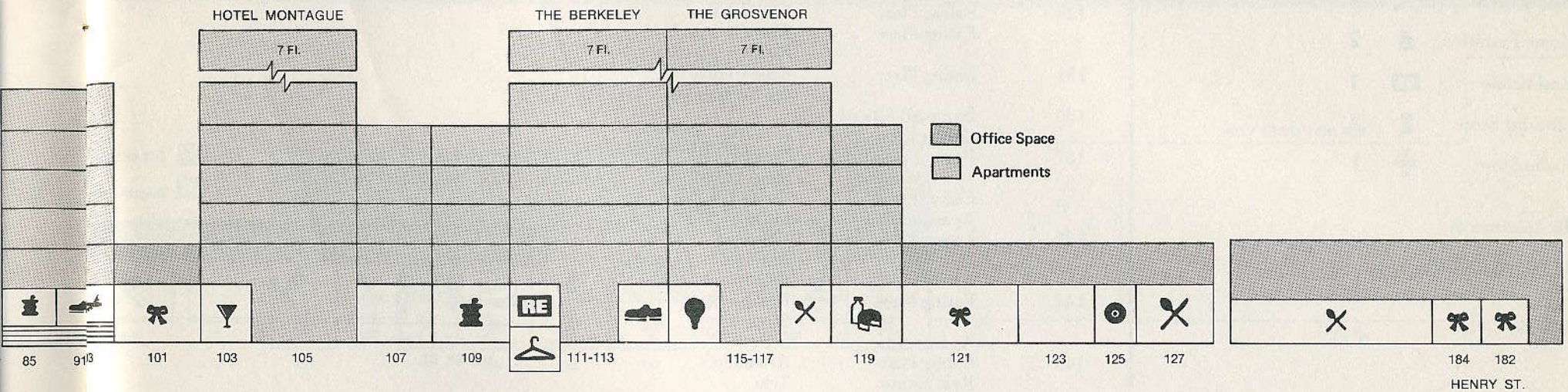
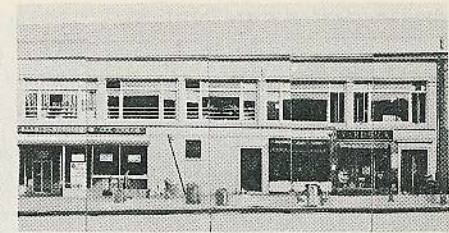
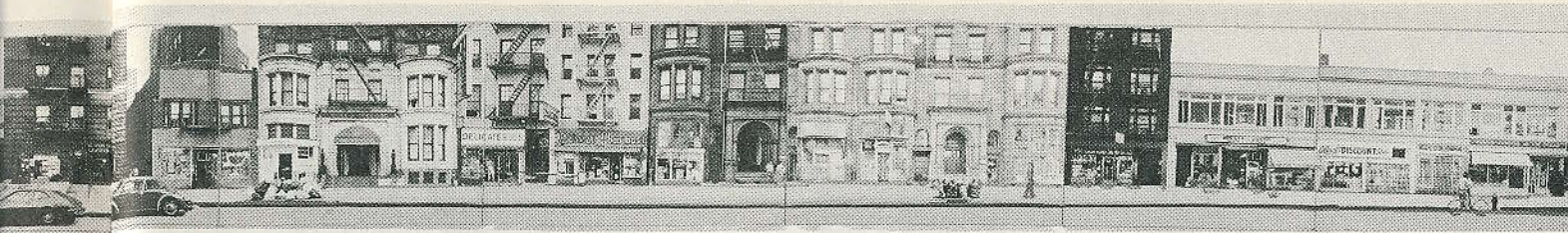
*Use at time of initial survey

**Use as of March 1976



Addresses: 85 913





Corner of Montague and Henry Streets



SUMMARY OF BUSINESS

| | | |
|-----------------|---|----|
| Cleaners |  | 2 |
| Florist |  | 1 |
| Hair Stylist |  | 2 |
| Eating Place |  | 10 |
| Home Furnishing |  | 2 |
| Real Estate |  | 1 |
| Clothing Store |  | 3 |
| Radio Store |  | 1 |

42 Apartments

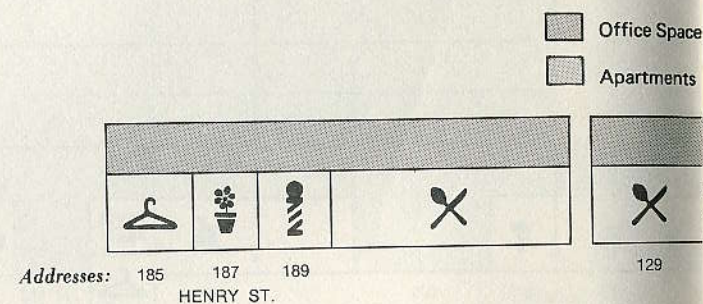
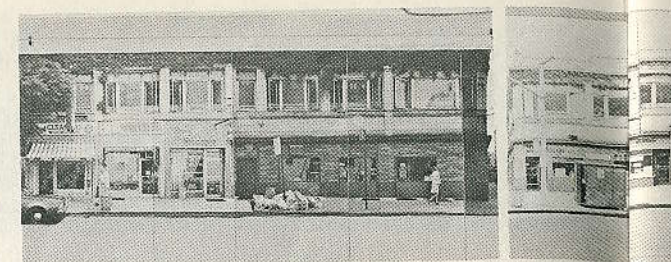
11,000 sq. ft. office space

**Use at time of initial survey*

***Use as of March 1976*

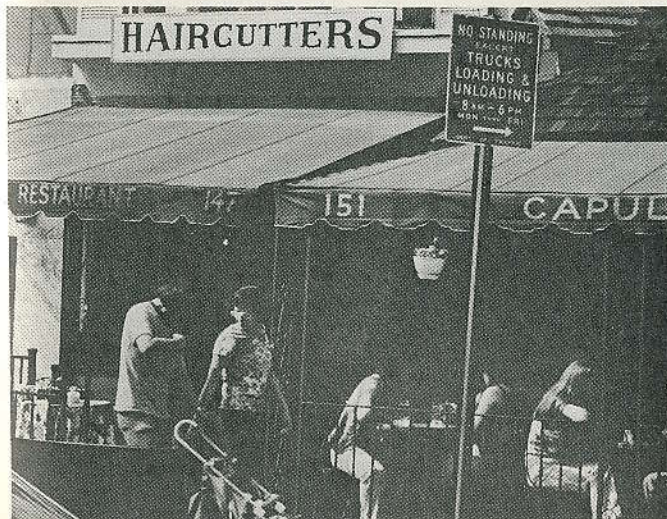
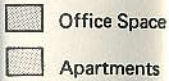
BUSINESS DIRECTORY

| Address | Activity | Name |
|-----------|---------------------|--------------------------|
| 185 Henry | Cleaners | Best Cleaners |
| 187 Henry | Florist | Sakelos |
| 189 Henry | Hair Stylist | Montague Hair Stylist |
| 129 | Eating Place | King George |
| | Eating Place | King George |
| | | Pizza |
| 131 | Eating Place | King George |
| | | Ice Cream |
| 135 | Proposed Site of | |
| | Burger King | |
| 137 | Home Furnishings | Decor Equip- ment Co. |
| | | China Tea Cup |
| 139 | Eating Place | 6 Units |
| | Apartment | Hebrew |
| | Eating Place | National |
| 141 | Apartment | 6 Units |
| | Eating Place | Hamburger |
| | | Stop |
| | Apartment | 6 Units |
| 143 | Eating Place | Armando's |
| | Real Estate | Trio |
| | Apartment | 7 Units |
| 145 | Children's Clothing | Crocus |
| | Women's Clothing* | Ginger Jar * |
| | Women's Clothing** | Tango ** |
| | Apartment | 3 Units |
| 147 | TV/Radio Store | St. George |
| | | Radio |
| | Apartment | 10 Units |
| 149 | Eating Place | Souvlaki |
| | Hair Stylist | Boondi |
| | Apartment | 1 Unit |
| 151 | Eating Place | Capulets |
| | Home Furnishings | Taurus |
| | Cleaners | Brooklyn |
| | | Heights Lau- |
| | | Dry Cleaners |
| | Women's Clothing | Estelle Charape |
| 155 | Eating Place | Foffe |
| | Apartment | 3 Units |
| 157-161 | Activity Hall | Charles Henry |
| | | Hall |
| | Church | Holy Trinity |
| | | Church |



Home Furnishings





SUMMARY OF BUSINESS

Bank \$ 6

Utility ♦ 1

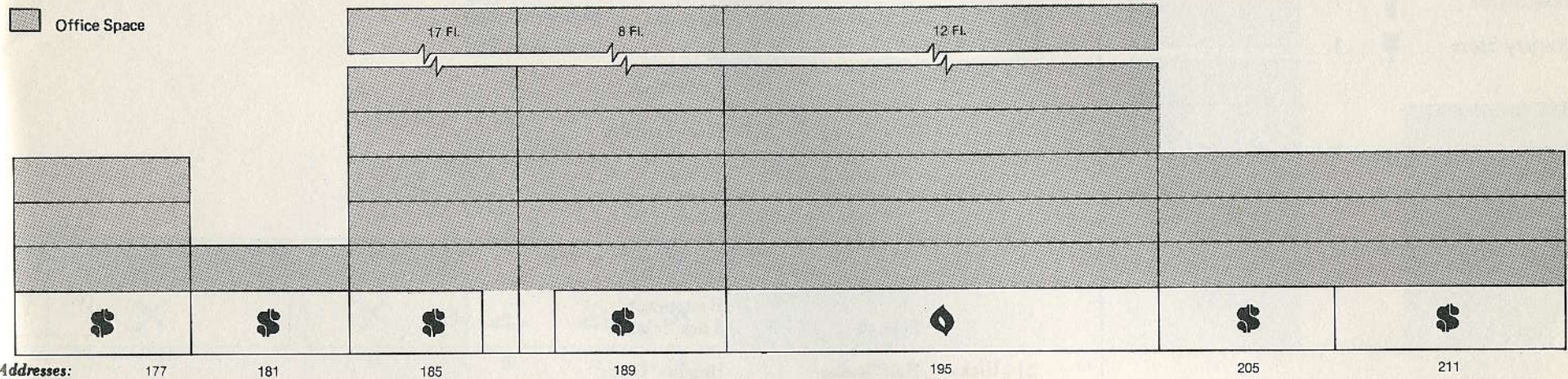
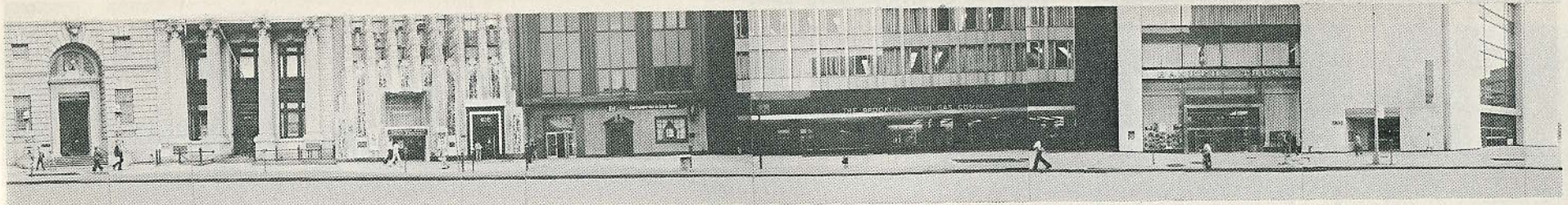
667,000 sq. ft. office space

BUSINESS DIRECTORY

| Address | Activity | Name |
|---------|----------|------------------------|
| 177 | Bank | Manufacturer's Hanover |
| 181 | Bank | First National City |
| 185 | Bank | American Bank & Trust |
| 189 | Bank | European American |
| 195 | Utility | Brooklyn Union Gas |
| 205 | Bank | Banker's Trust |
| 211 | Bank | Brooklyn Savings Bank |



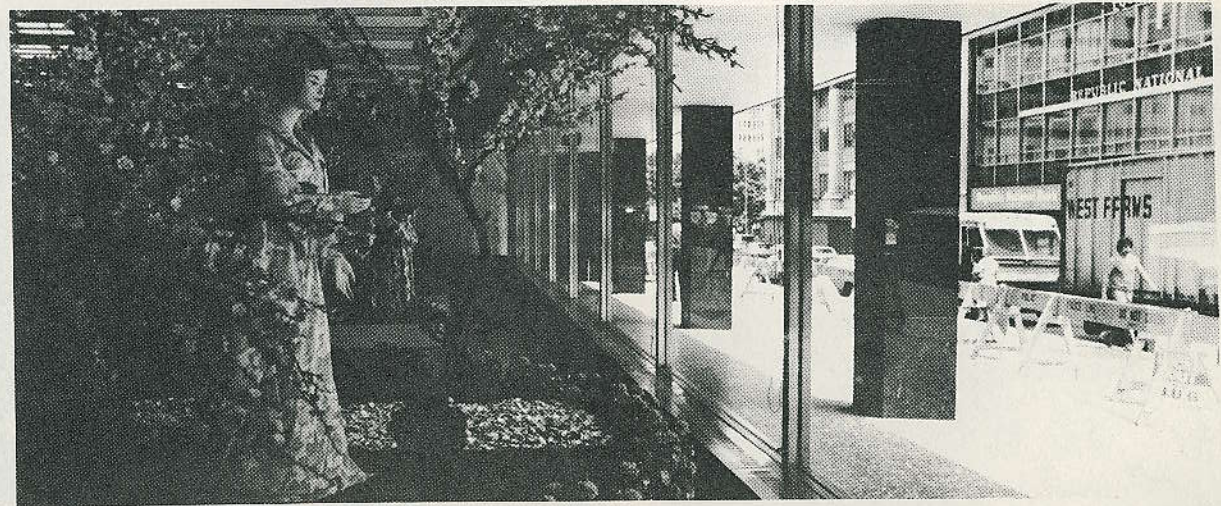
North Side of Montague Street from Clinton Street to Cadman Plaza West/Block 244



Manufacturer's Hanover



Brooklyn Union Gas Company



SUMMARY OF BUSINESS

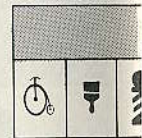
| | | |
|---------------|---|---|
| Antique Store |  | 2 |
| Cleaners |  | 2 |
| Eating Place |  | 1 |
| Gift Store |  | 1 |
| Hair Stylist |  | 1 |
| Variety Store |  | 1 |

127 Apartments

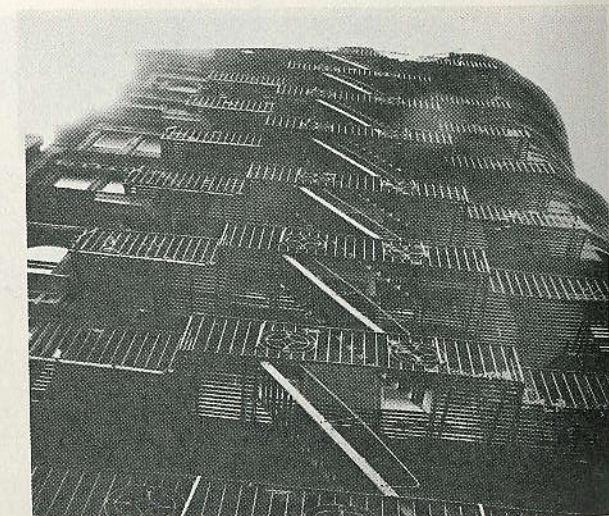
2,000 sq. ft. office space

BUSINESS DIRECTORY

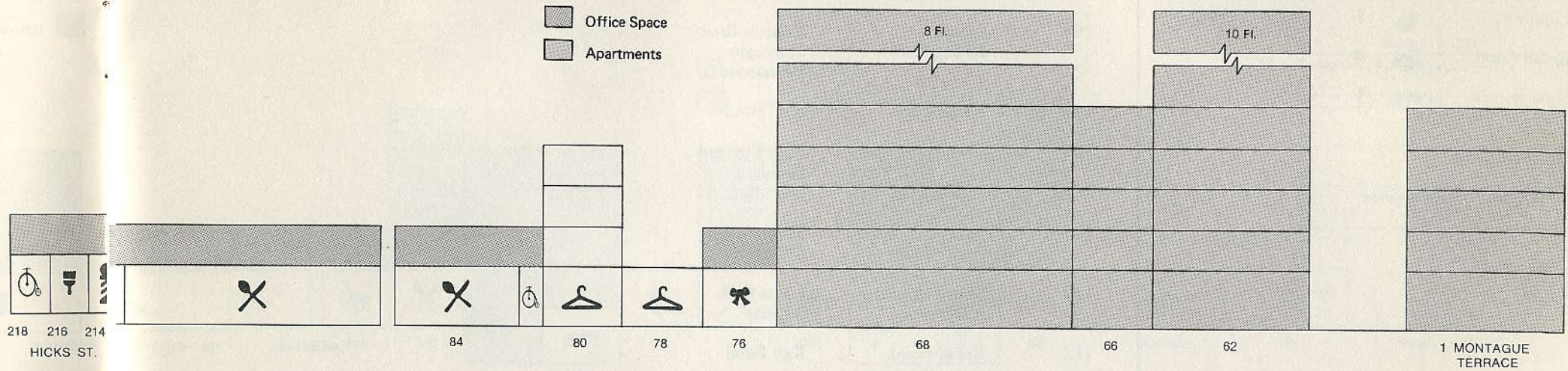
| Address | Activity | Name |
|-----------|-----------------|-------------------------------|
| 1 | Apartment House | 10 Units |
| 62 | Apartment House | 47 Units |
| 66 | Apartment House | 11 Units |
| 68 | Apartment House | 59 Units |
| 76 | Gift Store | Women's Exchange |
| 78 | Cleaners | Ideal Laundry |
| 80 | Cleaners | 1 Hour Martinizing |
| 84 | Antique Store | Montague Emporium |
| | Eating Place | Promenade Restaurant |
| | School | York School |
| 214 Hicks | Hair Stylist | Heights' Chair |
| 216 Hicks | Variety Store | Heights Paint & Wall Covering |
| 218 Hicks | Antique Store | Lee's |



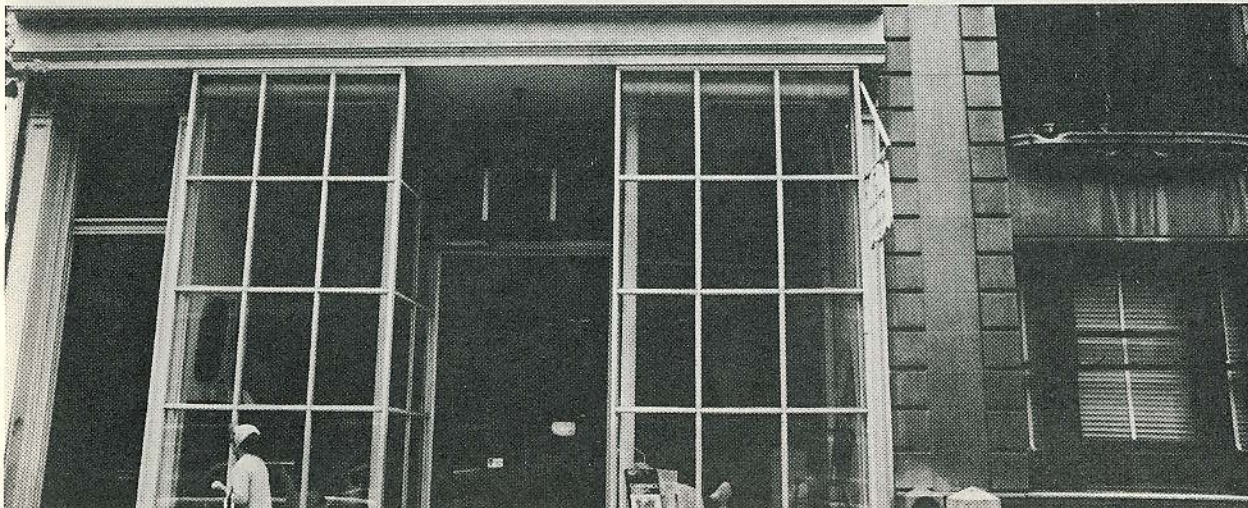
Addresses: 218 216 214
HICKS ST.



South Side of Montague Street from Hicks Street to Montague Terrace/Block 247



Entrance to Promenade



SUMMARY OF BUSINESS

| | | |
|--------------|---|---|
| Bar |  | 2 |
| Hair Stylist |  | 1 |
| Cleaners |  | 3 |
| Eating Place |  | 4 |
| Liquor |  | 1 |
| Retail Food |  | 4 |
| Shoe Repair |  | 1 |

50 Apartments

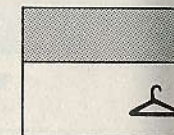
10,000 sq. ft. office space

BUSINESS DIRECTORY

| Address | Activity | Name |
|-----------|--------------------------------------|---|
| 86-98 | Hair Stylist | Bossert Hair Stylist |
| | 221 Rooms & 51 Apartments Bar | Bossert Hotel Bossert Bar |
| 100 | Cleaners Eating Place | Seaman Bros. Montague Restaurant |
| 102-104 | Retail Food | Key Food |
| 106 | Cleaners Apartments | New England Cleaners 2 Units |
| 108 | Bar Apartments | Danny's 5 Units |
| 110 | Eating Place Apartments | China Chili 9 Units |
| 112 | Retail Food | Key Food |
| 114 | ---* Eating Place** Apartments | Vacant* Lassen & Hennings** 3 Units |
| 116 | Liquor Store | Van Vleck |
| 118 | Shoe Repair Apartments | Montague Street Repair 14 Units |
| 120 | Apartments | 14 Units |
| 122 | Eating Place Apartments | Piccadeli 3 Units |
| 124 | Retail Food Retail Food | Sinclair's Bakery Montague Meat Market |
| 196 Henry | Cleaners | Tiffany's |

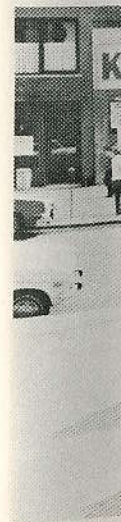
*Use at time of initial survey

**Use as of March 1976

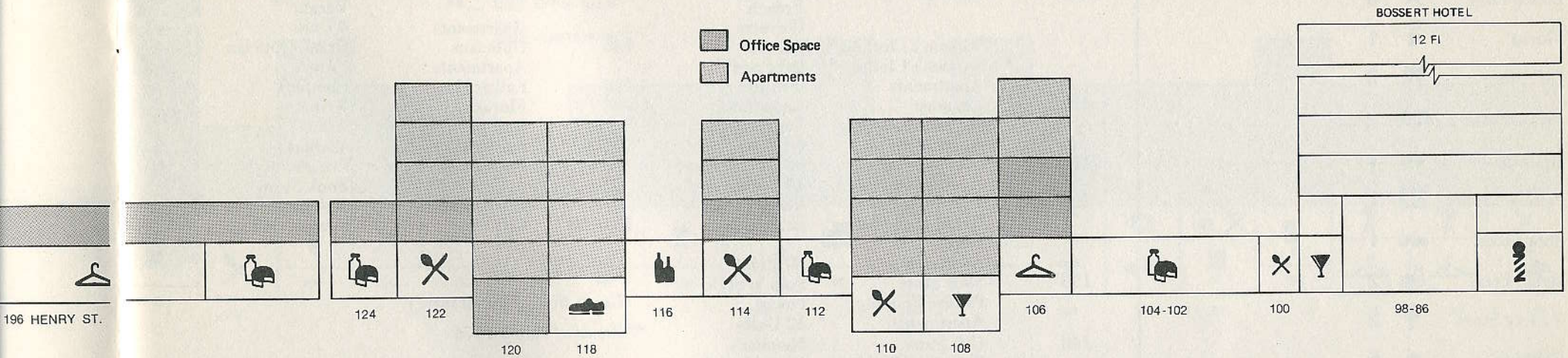


Addresses:

196 HENRY ST.



South Side of Montague Street from Henry Street to Hicks Street/Block 248



SUMMARY OF BUSINESS

| | | |
|-----------------|---|---|
| Hair Stylist |  | 1 |
| Book Store |  | 3 |
| Camera Store |  | 1 |
| Cleaners |  | 2 |
| Eating Place |  | 6 |
| Florist |  | 1 |
| Gift Store |  | 3 |
| Real Estate |  | 2 |
| Optician |  | 1 |
| Picture Framing |  | 1 |
| Shoe Store |  | 1 |
| Retail Food |  | 2 |
| Variety Store |  | 2 |
| Clothing |  | 5 |

126 Apartments

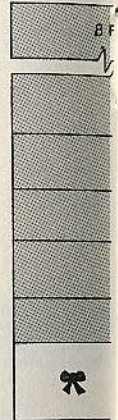
42,500 sq. ft. office space

BUSINESS DIRECTORY

| Address | Activity | Name | | | |
|---------|---|--|---------|---|---|
| 128 | Retail Food Florist* ___** | Cheese Cellar Middle Earth* Vacant** | 152 | Women's Clothing* ___** | Focus IV* Vacant** |
| | Eating Place Apartments Cleaner | Chuan Yuan 10 Units Montague French Cleaners Allegra* | 154 | Apartments Gift Store Book Store Real Estate* ___** | 10 Units The Store Boro Books Beacon Realty* Vacant** |
| 130 | | | | Apartments Opticians | 4 Units Grand Optician |
| | Women's Clothing* Women's Clothing** Apartments Laundry | Off-Price** 9 Units Laundrabrite | 156 | Apartments Eating Place | 6 Units Blimpie's |
| 132 | Women's Clothing Apartments Variety Store | Tango 6 Units S&H Hardware | 158 | Florist | Weir's |
| 134 | Apartments Variety Store | 15 Units Variety Mart | 160 | Real Estate Eating Place Book Store | Atkins Michael's Community Book Store |
| 136 | Retail Store/Eating Place Apartments Shoe Store Picture Framing Apartments | Lean 'n Bean 10 Units Step 'n Style Pincus 12 Units | 162 | | 3 Units Summa Gallery |
| | Gift Store Women's Clothing Apartments | Meunier's Casual Hutch 12 Units | 164-166 | Apartments Gift Shop | |
| 140 | Men's Clothing Eating Place Apartments | Clothing Depot Cafe du Ron 6 Units | | | |
| 142 | Book Store R.E. | Womrath's Cranford Heights 3 Units | | | |
| 144 | | | | | |
| | Apartments Camera Store Apartments | Boro Photo 8 Units | | | |
| 146 | Hair Stylist Eating Place Real Estate Apartments | Grants Snack Pit McCurdy 6 Units | | | |
| 148 | Retail Food* | Garden of Eden* | | | |
| 150 | Women's Clothing** Apartments | Zig Zag** 6 Units | | | |

*Use at time of initial survey

**Use as of March 1976



166-164

162





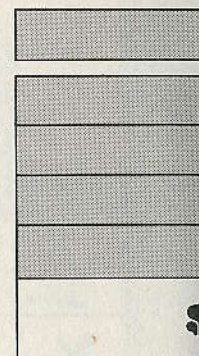
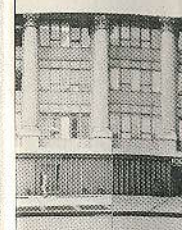
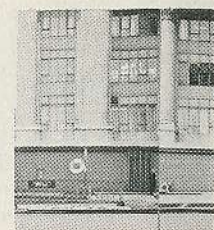
SUMMARY OF BUSINESS

| | | |
|----------------|---|---|
| Drug Store |  | 1 |
| Gift Store |  | 1 |
| Eating Place |  | 3 |
| Travel Agency |  | 1 |
| Bank |  | 4 |
| Jewelry Store |  | 1 |
| Tobacco Store |  | 1 |
| Hair Stylist |  | 1 |
| Betting Parlor |  | 1 |

455,000 sq. ft. office space

BUSINESS DIRECTORY

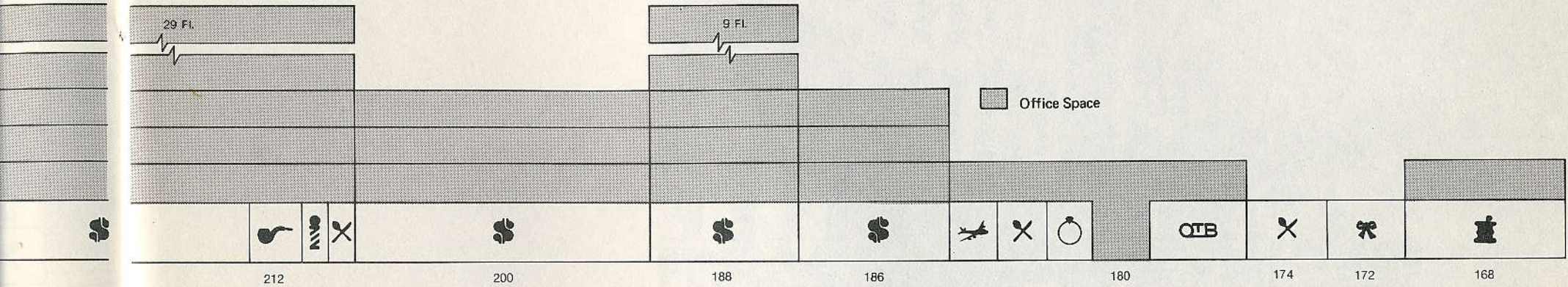
| Address | Activity | Name |
|----------|----------------|-----------------------------------|
| 168 | Drug Store | Whelans |
| 172 | Gift Store | Minimax |
| 174 | Eating Place | Pastry Gallery |
| 180 | Betting Parlor | OTB |
| | Jewelry Store | Imperial Jewelers |
| | Eating Place | Brooklyn Heights Restaurant |
| | Travel Agency | Liberty Travel |
| 186 | Bank | Atlantic Liberty Savings |
| 188 | Bank | Chemical Bank |
| 200 | Bank | Republic National Bank |
| 212 | Tobacco Store | Montague Smoke Shop |
| 16 Court | Bank | Chase Manhattan |
| | Hair Stylist | Galini's |
| | Eating Place | Martin's |



Addresses:

Civic Center

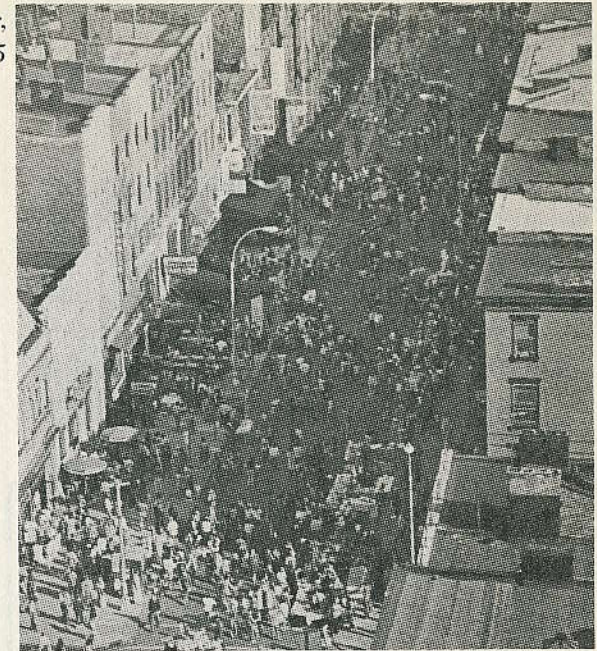






Another workday begins

*Montague Street Fair,
Fall 1975*



PEDESTRIAN SURVEY



Interviews were conducted with 416 people on Montague Street during a 9 A.M. - 6 P.M. period on Thursday, May 8, 1975. Six interviewers were stationed on Montague Street along the blocks between Court Street and Hicks Street. Pedestrians were stopped at random and asked a series of questions about travel and attitudes.

Of the 416 people surveyed, 205 (49 per cent) were residents of Brooklyn Heights. The remaining 211 people were nearly equally divided between people who work in the Montague Street area and people who were in the area for some other reason. Approximately 30 per cent of the interviews were con-

ducted between 9 and 11:29 A.M., 30 per cent between noon and 2:29 P.M., 30 per cent between 3 and 4:59 P.M. and 10 per cent between 5 P.M. and 6 P.M. Equal numbers of women and men were interviewed and the sample reflected the ethnic distribution of the study area.

The survey revealed the public's strong positive feelings towards Montague Street. In response to the question, "What are some of the things you dislike about Montague Street?", the most frequent answer was "nothing." Similarly, the questions, "Do you have any suggestions for improving Montague Street?" and "Are there any types of stores and services

not now on Montague Street which you would like to see here?" most often elicited "No" as a response.

There were some complaints, however, and the responses from Brooklyn Heights residents did differ somewhat from those of non-residents. More Heights people complained about dirty streets, discount stores, the overabundance of restaurants, and "undesirable" people loitering on the street.

Thus, while 37 per cent of the total pedestrians interviewed found nothing they dislike about Montague Street, only 24 per cent of Heights residents had no complaints. "Dirty Streets" was mentioned most often by Heights residents: 43 per cent complained about this condition compared to 22 per cent for non-residents.

Surprisingly, only eight people, all of them Heights residents, said there were too many

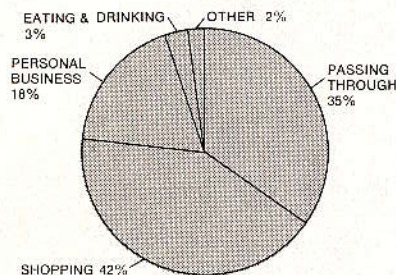
restaurants or too many fast food places on Montague Street. Discount stores were cited 27 times, 21 times by Heights residents. Other complaints mentioned most often by all pedestrians included noise and crowding, 14 per cent, and traffic and parking congestion, 10 per cent. One third of all pedestrians surveyed and one quarter of Heights residents had no suggestions for improving the appearance or functioning of the street. "Cleaner Streets," however, were mentioned by a number of people, 29 per cent of the total respondents and 39 per cent of local residents. "Trees and landscaping," "improved parking and traffic circulation" and "more attractive signs and storefronts" were also offered as suggestions by many people.

Sixty one per cent of the pedestrians surveyed could not suggest any additional types of stores or services they would like to see on Montague Street. Of those who did make suggestions, 19 per cent wanted more or better comparison shopping, 13 per cent more or better retail food shops and 10 per cent more or better restaurants and eating places. Not surprisingly, retail food shops were particularly in demand by Brooklyn Heights residents who rely on Montague Street to serve their day-to-day convenience shopping needs.

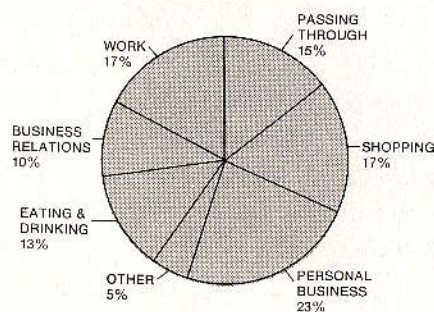
Among those things which people liked about Montague Street, both Heights residents and non-residents cited its ambience. In describing what they meant, many pedestrians spoke about the human scale of the stores and buildings on the block and the friendliness of the people and the shopkeepers.

PEDESTRIAN TRIP PURPOSE

BROOKLYN HEIGHTS RESIDENT

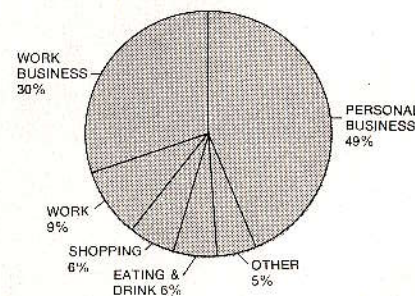


NON-RESIDENT

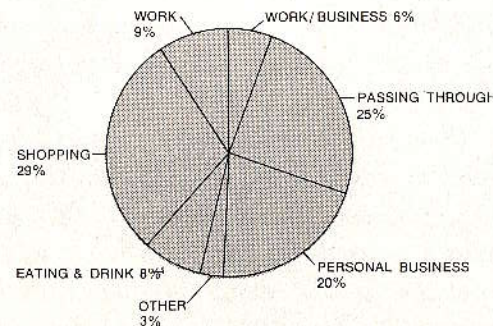


PARKER/PEDESTRIAN TRIP PURPOSE

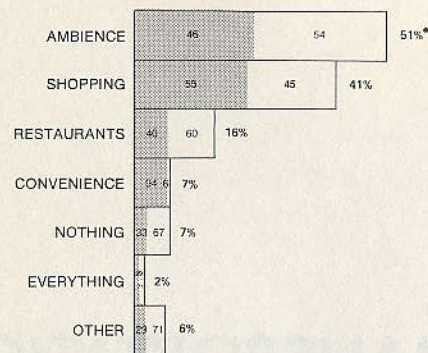
PARKER



PEDESTRIAN



WHAT DO YOU LIKE ABOUT MONTAGUE STREET?

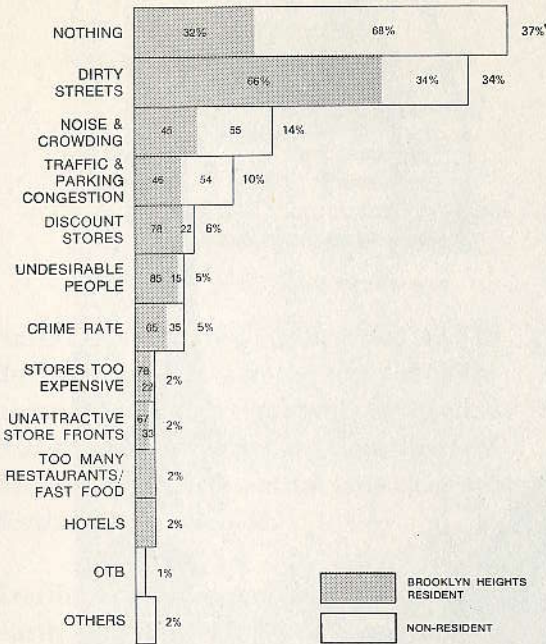


*PERCENT OF TOTAL RESPONSES

The quality and variety of shopping on Montague Street received the second largest number of positive responses. Restaurants and eating places were the street's next most frequently cited asset.

Fifty-eight per cent of the pedestrians visited Montague Street daily; among Heights residents the percentage was nearly 80 per cent.

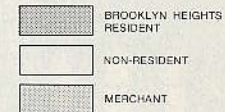
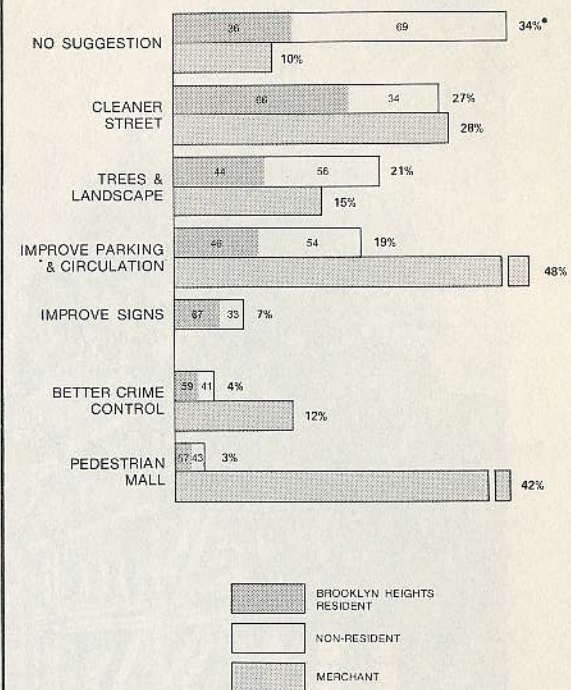
WHAT DO YOU DISLIKE ABOUT MONTAGUE STREET?



*PERCENT OF TOTAL RESPONSES

Shopping attracted the largest number of pedestrians to Montague Street: 29 per cent of those surveyed. People walking to mass transit or some other destination accounted for 25 per cent. Personal business such as visiting professional offices, the courts, municipal offices and banks and utilities brought 20 per cent of the pedestrian traffic to the street. Among non-residents who did

WHAT SUGGESTIONS DO YOU HAVE FOR IMPROVING MONTAGUE STREET?



*PERCENT OF TOTAL RESPONSES

not work in the area, the percentage coming for personal business rose to 34 per cent.

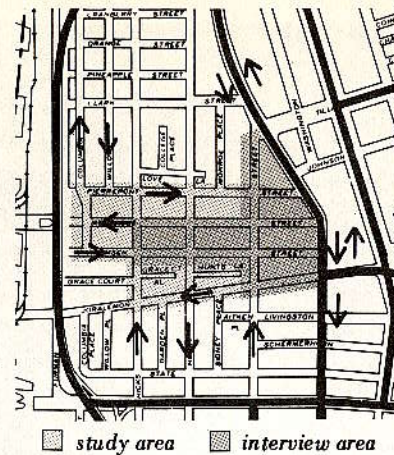
While most of the pedestrians interviewed had few complaints, community leaders believe that steps should be taken so that harmful trends do not endanger Montague Street's special role in the area and that its continued vitality is not threatened.



TRANSPORTATION

The study of transportation was concerned with vehicular/pedestrian movement, parking, and servicing of commercial establishments. The purpose of the study was to assess the impact of traffic on the Montague Street area and to evaluate the possibility of closing part or all of Montague Street to traffic. The study was conducted in a 12-block area of Brooklyn Heights surrounding and including Montague Street; this is referred to as the "study area." A smaller six-block area was defined for more intensive study; this is referred to as the "interview area." The interview area has a high concentration of office, banking, retail and restaurant uses which generate much of the traffic in the area. Data from the complete study is available from the Office of Downtown Brooklyn Development.

View of Montague Street from Court Street, showing the Academy of Music and Trinity Church



■ Traffic Flow and Street System

The street system in the study area is a conventional rectangular grid with the minor variation of Cadman Plaza West, which is skewed. Streets are one-way except for Court Street/Cadman Plaza West which is two-way north of Remsen Street. Curb parking is generally permitted on all streets except during certain periods to allow for street cleaning. On Clinton Street "no standing" regulations apply on the east side; from 8:00 to 10:00 A.M. they apply on the west side, reflecting heavy northbound traffic in the morning rush hour. Henry Street also has "no standing" restrictions on the west side to accommodate heavy evening rush hour flow. Of the 24 intersections within the study area, 14 are signalized.

In terms of traffic patterns, Court Street/Cadman Plaza West is the controlling factor. This is due to its high volume of

traffic and peak hour congestion and to the fact that streets in the study area are narrow and often temporarily blocked, so that most traffic stays on Court Street/Cadman Plaza West until it is as close to its destination as possible.

Traffic volume is most variable on the north-south streets, which carry most of the traffic to and through the area; the east-west streets carry relatively constant volumes of traffic during the day, with the exception of Pierrepont Street. Clinton and Hicks Streets carry most of the traffic during the morning peak hour (8:00 - 9:00 A.M.) when traffic is generally headed north-bound toward the Brooklyn Queens Expressway and the East River bridges into Manhattan. During the evening peak hour (5:00 - 6:00 P.M.) this flow reverses, with most of the traffic carried on Court Street/Cadman Plaza West and Henry Street. Montague Street appears to be used to some extent during peak periods to bypass the congested

southbound lanes of Court Street. Traffic on Montague Street peaks at midday, largely as a result of work-related and personal business trips (unlike the morning and evening peaks caused by commuter trips). The volume of traffic on Montague Street, however, is relatively constant at all times, suggesting that it acts primarily as a service street rather than as a through route.

Computations of traffic volume compared to street capacity for various time periods indicate that the street system in the study area operates at acceptable urban levels of service.*

*An acceptable urban level of service (Level C) is defined by the Highway Capacity Manual as one in which a driver may have to wait through more than one signal cycle at an intersection.

■ Mass Transit

Although the Downtown Brooklyn area is well served by mass transit, both surface and subway, access to the study area is limited to its eastern edge. Four bus lines run on Court Street/Cadman Plaza West. Subway access is provided by the 7th Ave. IRT, the Lexington Ave. IRT and the BMT Division RR and M trains -- all of which stop at the Borough Hall/Court Street

station at the intersection of Court Street and Montague Street. *

Even though mass transit is available, however, many people drive to the Montague Street area for various purposes. When drivers were asked their reasons for using the automobile instead of public transit, their responses included "less travel time,"

*Refer to maps on page 11.

that their car was "essential to business," and that they "wanted the value and convenience" of using an automobile in getting to a number of destinations.

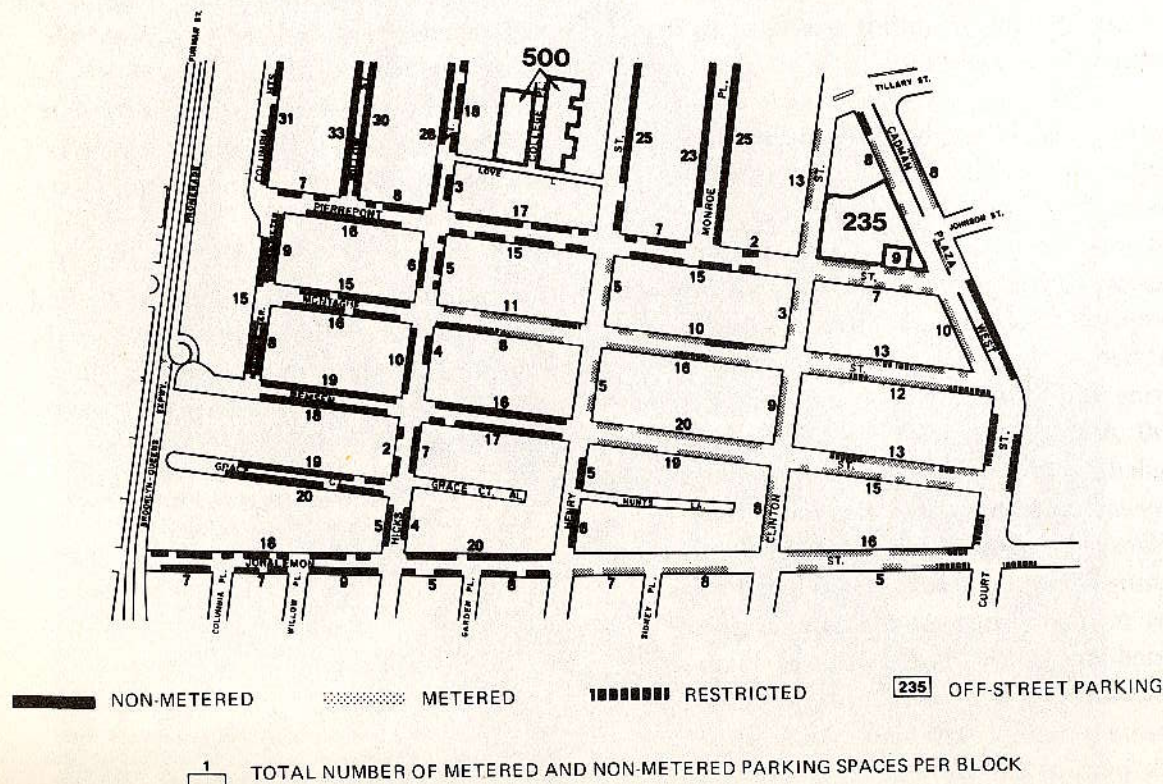
■ Parking

The study took an inventory of available parking, assessed parking usage and demand (accumulation of cars and turnover) and determined trip origin and purpose. Accumulation of cars and turnover (the number of cars using a parking space) were surveyed by recording license plate numbers at half hour intervals on typical weekdays from 9:00 A.M. to 5:00 P.M. Parkers trip origins and purposes were determined through interviews.

There are 815 parking spaces within the study area, of which 235 (29 per cent) are in an off-street lot, 255 (31 per cent) are metered curb spaces, either half hour or one hour meters, and the remaining 325 spaces (40 per cent) are unmetered curb spaces -- either alternate side or limited to authorized vehicles. Because of alternate side parking regulations, which limit parking on either side of some streets to permit street cleaning, only 729 spaces are available at any one time.

Metered parking rates range from \$0.25 per half hour to \$0.25 per hour. The several private garages and lots which are located in the area are primarily used by area residents and do not have any real

INVENTORY OF PARKING SPACES



commercial potential at present. One commercial lot provides for short- and long-term parking at a maximum daily rate of \$3.50. On a typical weekday, approximately 3,500 cars park in the study area; 2,800 of these cars park within the smaller interview area. Parking spaces both on and off street are used at a high level: accumulation reaches a peak of 116 per cent between 11:30 A.M. and 12 noon, but is uniformly high between 12 and 4:30 P.M., ranging from 102 to 113 per cent. Off-street parking shows a similar trend, but accumulation drops off after 3:00 P.M. Accumulation at curb spaces reaches 100 per cent at 10:00 A.M. and stays high throughout the day.

Accumulation in excess of 100 per cent indicates illegal parking. It is high in the study area, reaching 30 per cent of the total parked vehicles. By comparison, a study of the entire Downtown Brooklyn area showed illegal parking at an average of 9 per cent. This illegal parking in the study area has a significant impact on traffic congestion.

Turnover rates (the number of cars parking in a space in an eight hour day) vary from 1.1 to 12.1. Most of the turnover rates for metered curb spaces range from 5.8 to 8.6, which is fairly typical of Downtown Brooklyn. The lowest rate is for spaces in the off-street lot; the highest rate observed is on Montague Street between Court Street and Clinton Street, reflecting short-



duration trips to the banks and utility company located on that block. Eighty-four per cent of all parkers in the interview area stayed less than three hours, and 52 per cent stayed less than 30 minutes.

At the time of the study, lower-than-average turnover rates on Montague Street between Clinton and Hicks Streets indicated a certain amount of "meter feeding." This was probably caused by the low meter rates (\$1.60 for 8 hours at the curb versus \$3.50 for the same period in a long-term facility).

Interviews were conducted within the six-block "interview area" to gather data on trip origin, purpose and destination. Sixty per cent of all parkers' trips originated within Brooklyn and 15 per cent origi-

nated within Brooklyn Heights or the downtown area. Most trips were fairly short; 71 per cent started within four miles and 36 per cent within two miles of Montague Street. Of the trips which originated within a two-mile radius, 25 per cent were from Brooklyn Heights.

The interviews revealed that trip purposes were generally business-related rather than for shopping or eating. Personal business (bill paying, banking, visits to professional offices) accounted for 44 per cent of all trips; 30 per cent were work-related (sales or service calls, meetings) and 9 per cent were commuting trips (work trips). The remaining 17 per cent of trips were split evenly between shopping, going to restaurants and "other". These percentages were significantly different from those in the Downtown Brooklyn area, where similar surveys indicated that 39 per cent of the trips were for personal business, 24 per cent for shopping, and 17 per cent for commuting.

Trip destinations for parkers were distributed throughout the study area. Twenty-five per cent of all trip were to private offices. Banks and stores, which accounted for 16 per cent and 10 per cent respectively, made up another quarter of the trips. Courts, public agencies and restaurants generated 9 per cent, 5.5 per cent and 6.3 per cent respectively. The remaining 28 per cent were generated by a variety of other things.



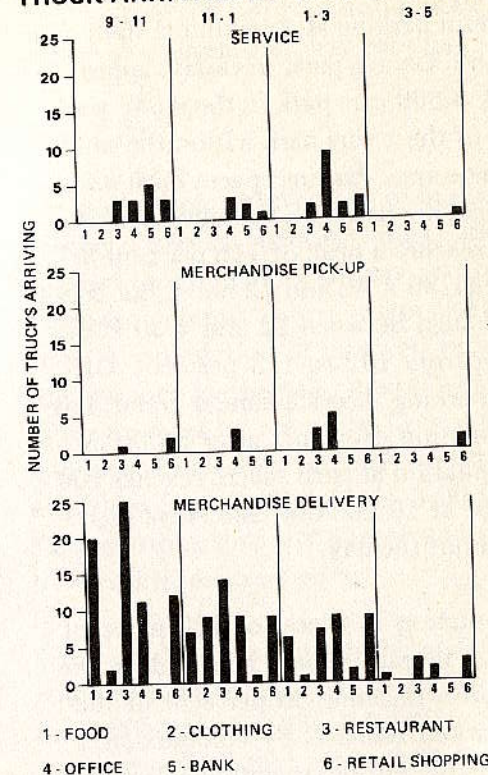
In projecting the demand for parking spaces, the destination of parkers was analyzed rather than the actual block parked on, since spaces were not always available near their destination. The count of drivers was based on the number of parkers on each block in the study area.

The analysis indicated a demand for 905 spaces, compared to a supply of 575 spaces. The heaviest demand was in the area between Court Street and Clinton Street from Joralemon Street to Pierrepont Street, reflecting the large number of professional offices and banks which generate most trips; here a supply of 140 spaces was contrasted with a demand for 670 spaces. There is surplus parking west of Clinton Street, but not enough to offset the deficiency in the first blocks. The present deficit is 330 spaces; this could increase to 375 spaces by 1980 given a five per cent increase in demand, which is not unreasonable based on present trends.

Several significant facts emerged from the parking study:

- as previously noted, most parking in the study area is generated by business trips rather than trips to the shops and restaurants which are the "heart" of Montague Street. The result is that curb parking intended for the convenience of shoppers is largely taken up by persons who cannot find space close to their business destination.
- There is considerable unmet demand for parking in the area, and this presents a serious obstacle to improving the environment of Montague Street. Illegal parking and cars jockeying for curb spaces create congestion and consequent air, noise and visual pollution, as do vehicles circulating in the wider study area in search of a parking space.

TRUCK ARRIVALS BY TYPE OF STORE



Deliveries

A study of trucks making deliveries to commercial establishments on Montague Street was conducted both to assess the impact on traffic and to determine the effect the possible closing of Montague Street might have on deliveries. The study showed that almost all deliveries occur on Montague Street itself since there are virtually no off-street loading facilities and parking regulations on the side streets are strictly enforced. There are designated truck loading zones on each block of Montague Street between Court Street and

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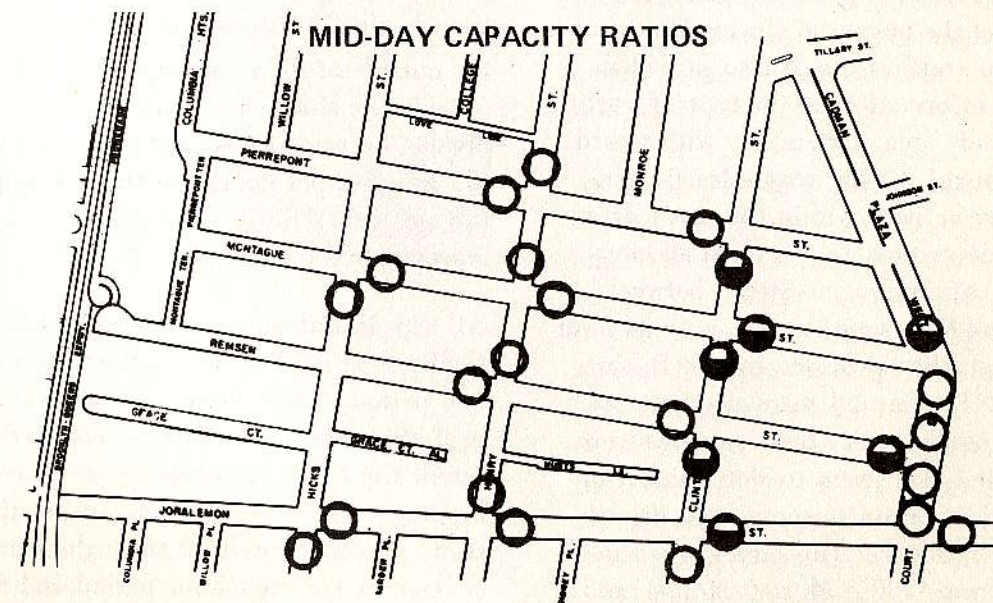
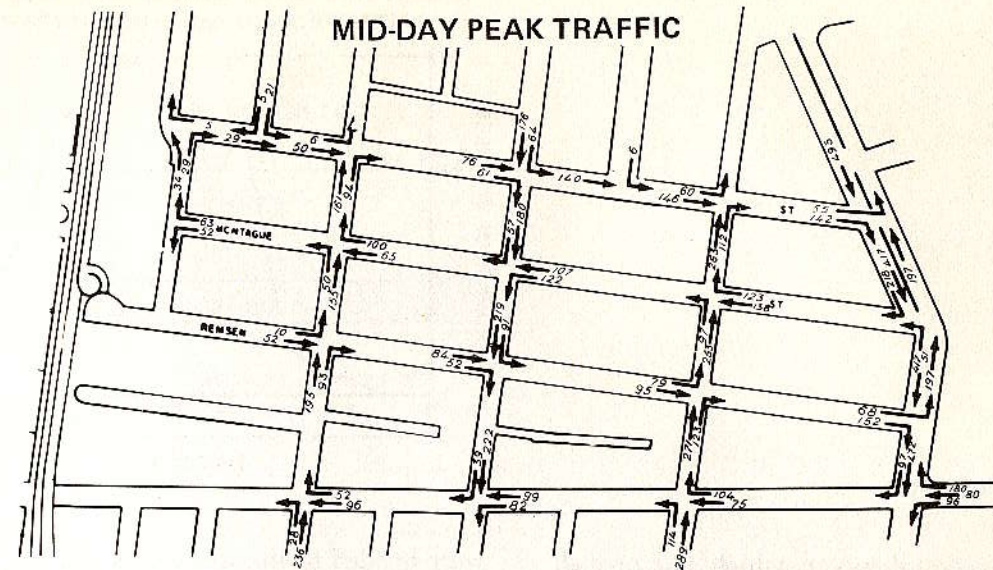
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Hicks Street, occupying 25 to 35 per cent of each block.

Accumulation varied, but never exceeded seven trucks per half hour on any block face. On the block between Court Street and Clinton Street, which is largely occupied by banks and offices, maximum accumulation occurred between 10:30 and 11:30 A.M. and between 1:30 and 2:30 P.M. Between Clinton and Hicks Streets maximum accumulation occurred from 11:30 A.M. to 1:00 P.M., reflecting deliveries to restaurants prior to lunch. Servicing drops off sharply after 3:00 P.M.

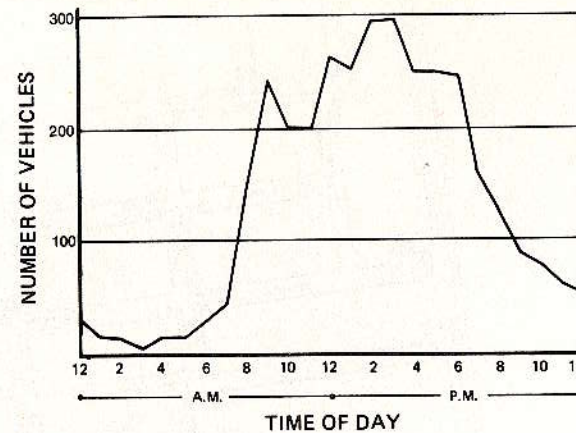
On the average, each establishment gets two to four deliveries or service stops per week. Typically, these delivery/service stops have a duration of 15-30 minutes, with the exception of office servicing stops which average 59 minutes.

While the volume of service trucking is small compared to the total vehicular volume and while accumulations are not great, the survey indicates that the number of trucks involved exceeds the capacity of the designated loading zones. The double parking which results causes serious congestion at times, which in turn affects the intersecting streets. If Montague Street were closed to traffic during certain hours, deliveries would occur in restricted periods with a concomitant increase in accumulation. This problem, however, might be solved by increasing the amount of curb space allocated for loading zones.



- | | |
|----------------------------------|--|
| ○ 0.00 - 0.60 (Free-Stable Flow) | ● 0.91 - 1.00 (Potential Problem) |
| ◐ 0.61 - 0.90 (Stable Flow) | ⊙ Above 1.00 (Approaching High Congestion) |

HOURLY TRAFFIC PATTERNS ON MONTAGUE STREET
BETWEEN COURT AND CLINTON STREETS



■ Cordon Count

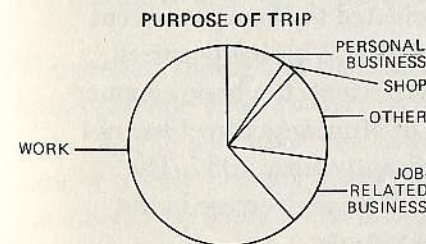
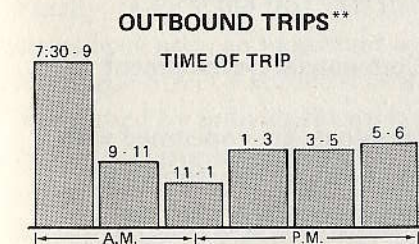
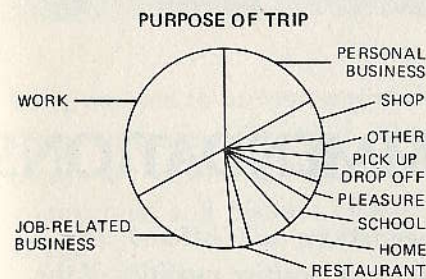
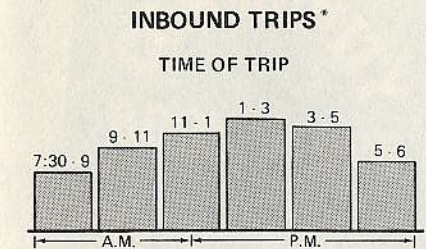
A cordon count survey, which measures all traffic entering or leaving a specific area, was undertaken to provide a basis on which to project the impact of closing Montague Street to traffic flow. It also provided detailed information on the type of traffic in the study area, particularly with regard to "through" traffic versus traffic generated by activity within the study area. The cordon count was set up at all intersections of Montague Street between Court and Montague Terrace, with 24 hour machine counts provided by the Department of Traffic and manual counts of turning movements. Questionnaires were distributed to drivers to determine trip origin, destination purpose, and driver's place of residence. The survey was conducted from 7:30 A.M. to 6:30 P.M. and 450 questionnaires were returned. During the survey day, 13,306 vehicles crossed the cordon line, of which 71 per cent (9,762)

were headed to the study area and 29 per cent (4,044) were either leaving the area or passing through it. Eighty per cent of the trips destined to Montague Street originated outside of the area. Trips to locations outside the study area were fairly evenly divided between those originating within the area (42 per cent) and through trips (58 per cent). Trips through the area represented 17 per cent of all trips.

All trips into the area were evenly distributed by time intervals throughout the survey period. While there was no overall peak there were, of course, peaks for different trip types and purposes. Trips to the Montague Street area from outside the study area accounted for the highest percentage in each two-hour period and for the entire day; they peaked between 1:00 and 3:00 P.M. Through trips represented the second highest percentage in the mid-

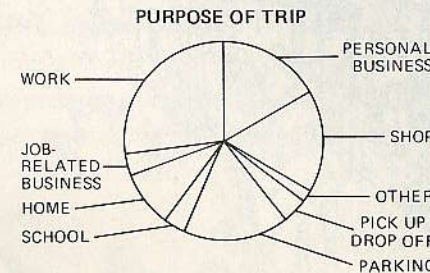
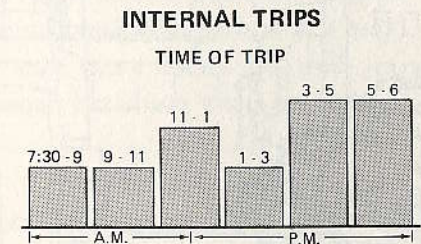
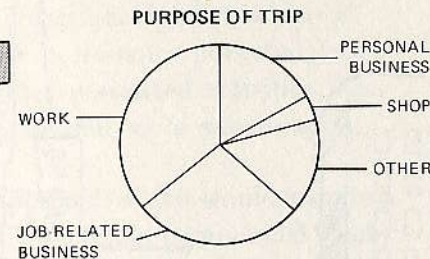
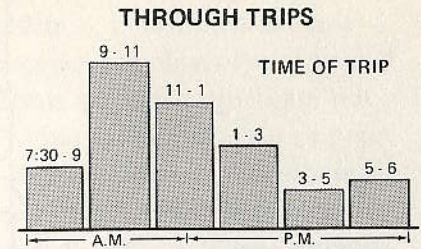
day and for the entire day, peaking between 9:00 and 11:00 A.M. Trips from the study area to outside were the second highest category in the early morning (7:30 to 9:00 A.M.), while internal trips peaked in the evening, reflecting area residents looking for parking spaces and shopping.

The primary purpose of all trips was commuting (36 per cent), followed by work-related trips (18 per cent) and personal business (16 per cent). Other trip purposes, such as shopping and going to restaurants, ranged from two to seven per cent. For trips within the study area, parking was the second most commonly cited purpose. Further analysis indicated that 41 per cent of the shopping trips for the entire day were made by non-residents. Work trips (commuting) peaked, interestingly enough, at mid-day while work-rela-



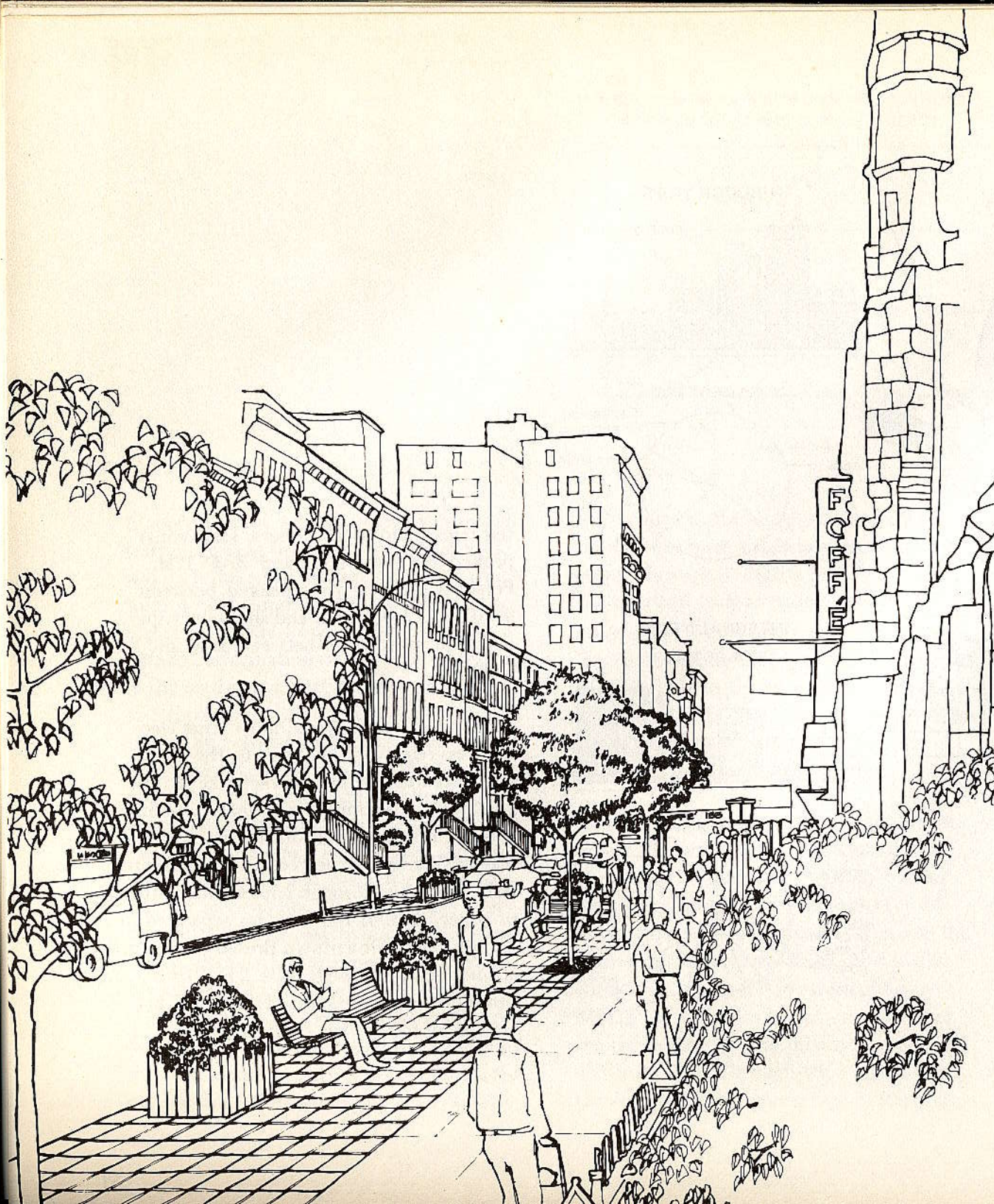
*By non-Heights residents.

**By Heights residents.



ted trips (deliveries, services, sales trips) peaked between 1:00 and 3:00 P.M. Personal business trips peaked between 9:00 and 11:00 A.M., and shopping trips occurred most often between 3:00 and 5:00 P.M.

As in the parking study, most trips were business-related rather than to the shops and restaurants which characterize Montague Street. The only unanticipated finding was the number of through trips, which was smaller than expected. This is particularly true when through trips to Manhattan or other parts of the City are separated from those to Downtown Brooklyn, which are not really through trips. The "true" through trips represent only about 8 per cent of all trips in the study area. ■



RECOMMENDATIONS

Our recommendations are offered to strengthen the many positive qualities of the street and ease some of its problems.

■ Zoning & Commercial Development

Many Heights residents are concerned with the gradual loss of retail food stores and convenience shops, and the replacement of these by restaurants, boutiques, and other stores more oriented to the non-resident working population. This has occurred, but to a limited extent; the basic commercial character of Montague Street has not changed significantly since 1937. The major shift has been an increase in the number of restaurants.

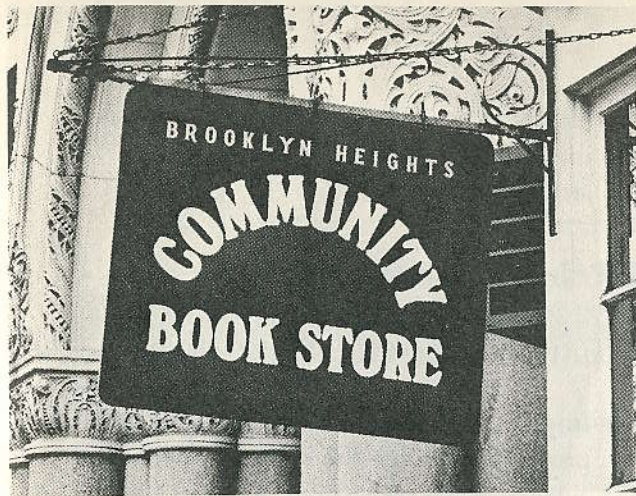
Residents and merchants are also concerned about the incursion of fast-food restaurants. Extensive community pressure is currently

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being exerted to prevent one such restaurant from locating on the street. These establishments are viewed as threats to both the commercial and historic character of the street.

Finally, there is the fear that the variety of street level uses, an important aspect of Montague Street's attractiveness, might be diminished by individual uses occupying large street frontages. Surveys, however, reveal that few of the new stores occupy large frontages; new uses on the street have not tended to alter the existing pattern.

The present zoning and Historic District legislation provide controls over exterior design, signs, height and basic use categories, but cannot totally prevent certain types of uses considered by some to be disturbing to the character of the street.

The creation of a special zoning district to confront the problem of fast food restaurants and similar uses was carefully considered. A

special district with use regulations was nevertheless found to be an ineffective and legally tenuous approach. Use definition presents two major problems: 1) overinclusiveness -- subjecting to regulation a class of commercial uses which include activities which are not objectionable to the community, e.g., a popular pizza shop vs. a hamburger take-out, and 2) arbitrariness -- selecting for regulation a class of commercial uses which the community may find objectionable, but which is functionally, or in nuisance potential, indistinguishable from permitted activities, e.g., a fast food restaurant vs. a supermarket.

An alternate approach which would require a special permit for certain commercial establishments was also found to be inappropriate. Special permit requirements generally contain design and performance standards which may ordinarily be met more easily by well-financed national franchises than by local merchants.

The community's concern over this issue cannot be addressed effectively using our existing zoning tools. It is hoped that the Department of City Planning's continued exploration of new zoning approaches and techniques will ultimately lead to a solution satisfactory to all.

■ Maintenance

Although Montague Street is an attractive street, a number of fairly simple and inexpensive actions could be taken to improve it. Some of the more glaring shortcomings



require local initiative. The most obvious case is litter and the problem of accumulated garbage awaiting collection. Like many commercial streets, Montague Street often appears dirty. It is a result of carelessness, inadequate cleaning, and the lack of trash receptacles - although the latter situation has improved recently with the purchase of receptacles by local merchants. This was coordinated by the Board of Trade and the Downtown Brooklyn Development Association.

The problem of maintenance is heightened by the difficulties associated with refuse collection from stores. This refuse is collected early in the morning by private carting companies from merchants who ordinarily leave their refuse in front of their stores at night. This is illegal and

unsightly. Refuse is strewn about before the carters arrive to collect it.

Through efforts by the Board of Trade, it might be possible to change refuse collection times to the evening, which ought to improve the situation. Another approach, already used successfully by several merchants associations in Downtown Brooklyn, would be to hire a part-time employee to assist individual store-owners with sanitation problems, to make certain they sweep the sidewalks in front of their stores, and to work with the Sanitation Department to insure that the street is cleaned and trash receptacles emptied regularly. Atlantic Avenue, Flatbush Avenue and Fulton Street have such field



forces which are extremely effective.

■ Architectural Quality

Another area requiring an organizational effort concerns the maintenance of the architectural character of Montague Street. Much of Montague Street's attractiveness is a function of its unique design, particularly in the two blocks between Clinton and Hicks Streets -- 19th century buildings, a number with two levels of shops, almost all with Victorian cornices, ironwork and storefronts. This architectural ensemble is, however, easily marred. Small things such as peeling paint, a garish sign, a poorly installed security gate -- all can harm the appearance of the street. While the Landmarks Preservation Commission must approve any alteration or sign, it cannot insure that buildings are well maintained. Furthermore, minor alterations or sign installations sometimes occur without the proper Landmarks approval.

Once again, the best solution would be an organized effort on the part of the business and residential community. Landlords and businessmen might be persuaded to better maintain their buildings; deteriorating or inappropriate signs could be removed and replaced. Montague Street has a number of examples of well-designed, properly located signs on stores and offices which enhance, rather than detract from, the street. There are several examples of sensitive renovation as well. Merchants and

residents have recently begun a program directed at creating a more attractive street.

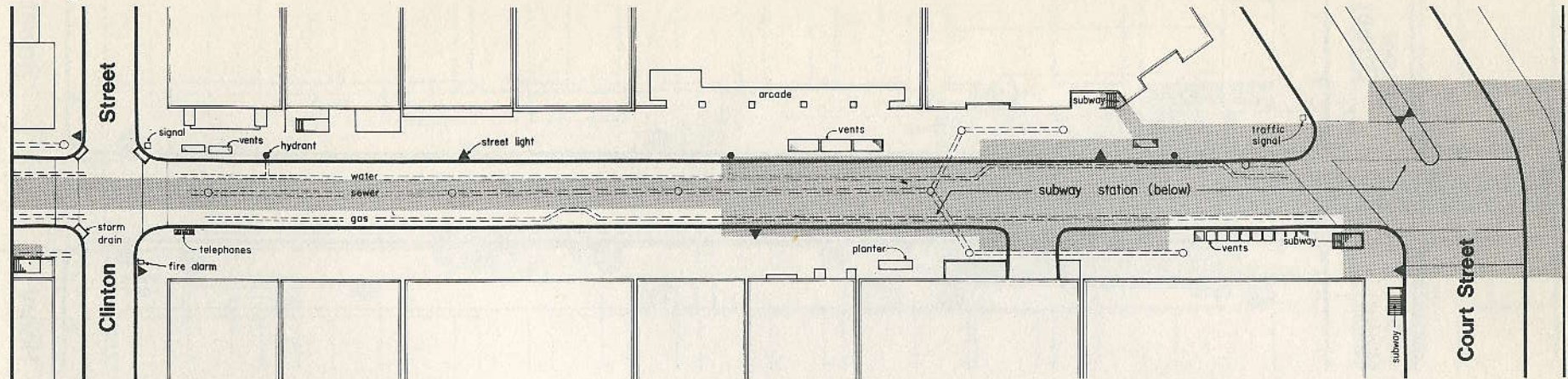
■ Pedestrian Improvements

There are two major recommendations:

- Implement a four-block urban design program to widen the sidewalks on both sides of Montague Street between Clinton Street and Hicks Street, add landscaping and provide more attractive and better situated signs for the entire length of the street.
- Close Montague Street to traffic, on an experimental basis, in the two blocks between Clinton Street and Hicks Street from 11:00 A.M. to 2:00 P.M. on weekdays.

For the pedestrian, the least attractive feature of Montague Street seems to be the street itself. The sidewalks are cluttered with signs, trash receptacles, parking meters, fire alarm boxes and other bits of street hardware. The sidewalks are narrow in many places because of projecting stoops, their adjacent area-ways, or sidewalk cafes, and are consequently crowded--particularly at lunch hour. There are few trees, and no places to sit except on railings. Landscaping and sidewalk widening are intended to alleviate these problems and to give Montague Street the sense of being a special place.

Existing



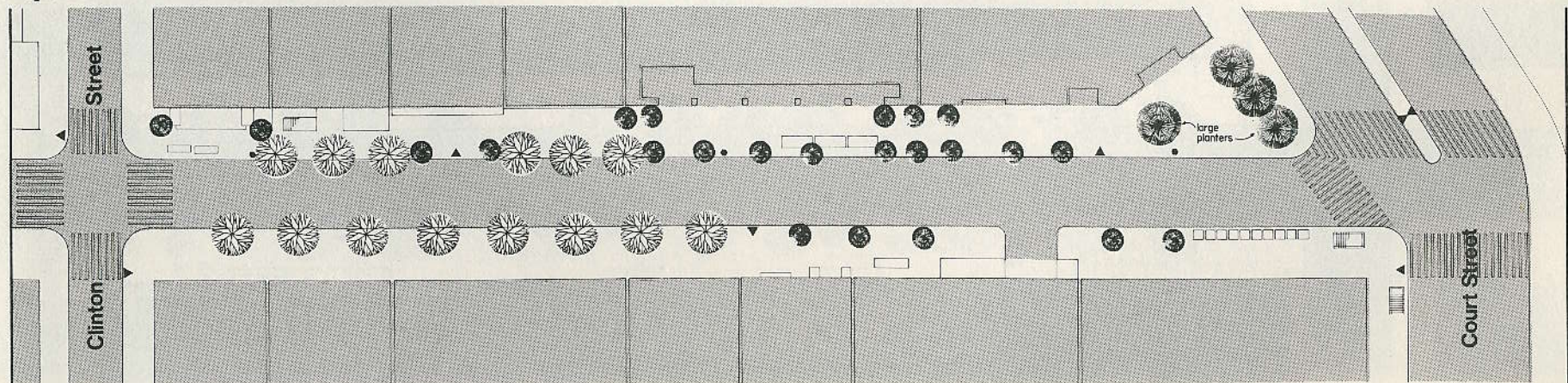
Court to Clinton Streets

The easternmost block of Montague Street, between Court Street and Clinton Street, is adjacent to the Civic Center and functions as an office and banking center rather than as a shopping street. Its concentration of banks and offices such as the Brooklyn Union Gas Company, attracts a large number of people on personal business or on job-related trips;

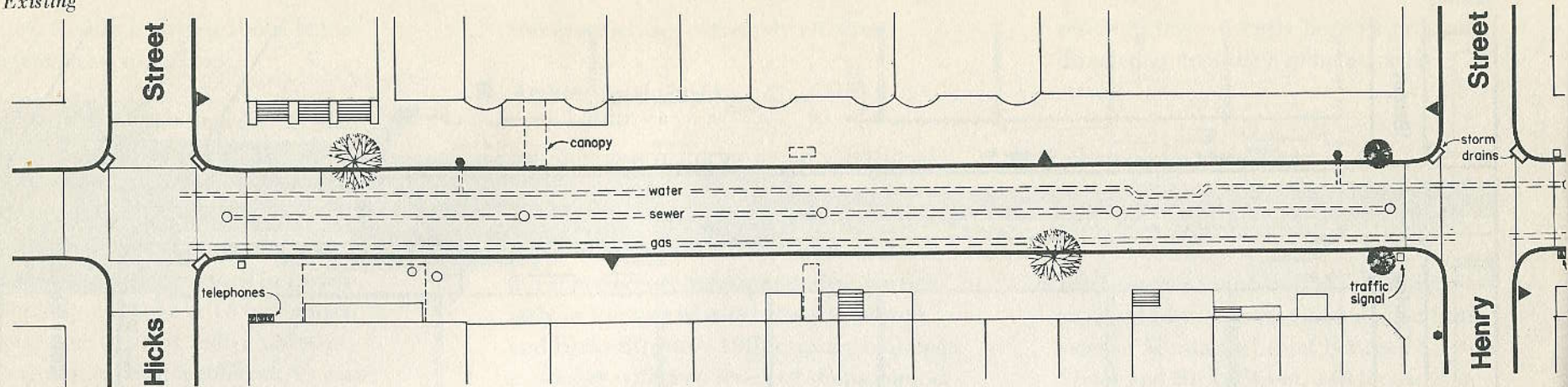
many of these people come by car. In view of the heavy traffic and the fact that the sidewalks are comparatively wide in this block, we do not propose widening these sidewalks. It is not feasible to plant trees directly in the sidewalk on the eastern half of this block because of the Court Street subway station under the street and the number of subway ventilation grates in the sidewalks. Instead, the installation of large and small planters on

the sidewalks in the eastern portion of the block would be more effective. The large planters would be concentrated at the Court Street corner where the sidewalk is very wide. They would accommodate fairly large trees and the planters would have seating around their perimeters. On the western portion of the block, trees could be planted directly in the sidewalk.

Proposed



Existing



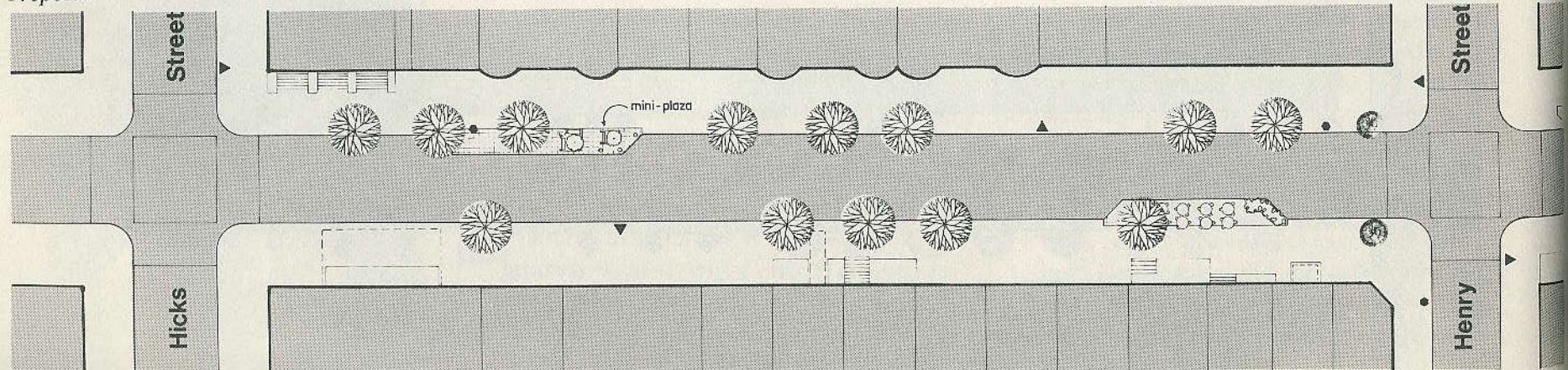
Hicks to Clinton Streets

The two blocks between Clinton Street and Hicks Street contain the bulk of Montague Street's shops and restaurants, and attract the greatest number of pedestrians from Brooklyn Heights and the Civic Center. It is also in these two blocks that the sidewalks are most constricted by stairs, cafe enclosures, and projecting area-ways. The sidewalks on these two blocks should be widened in addition to

tree planting to provide more circulation space and to permit the installation of planters, seating areas, information kiosks and other types of street furniture without constraining pedestrian circulation.

Two alternative schemes for both blocks were developed. Scheme B, although the more expensive of the two, is preferable to Scheme A, on several counts.

Proposed



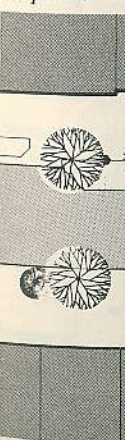
Existing



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Proposed

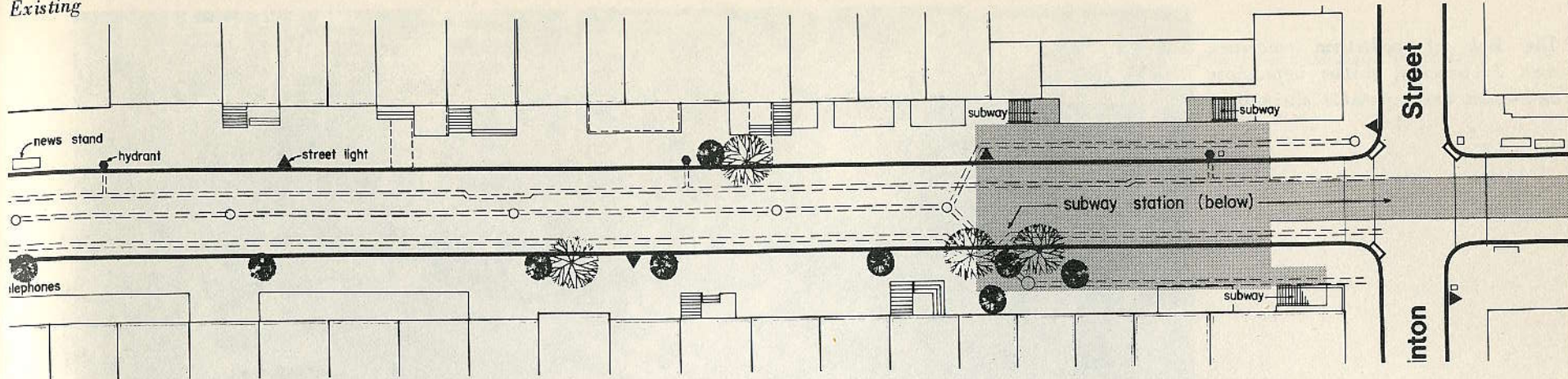


Street

storm drains

Henry

Existing



Scheme A

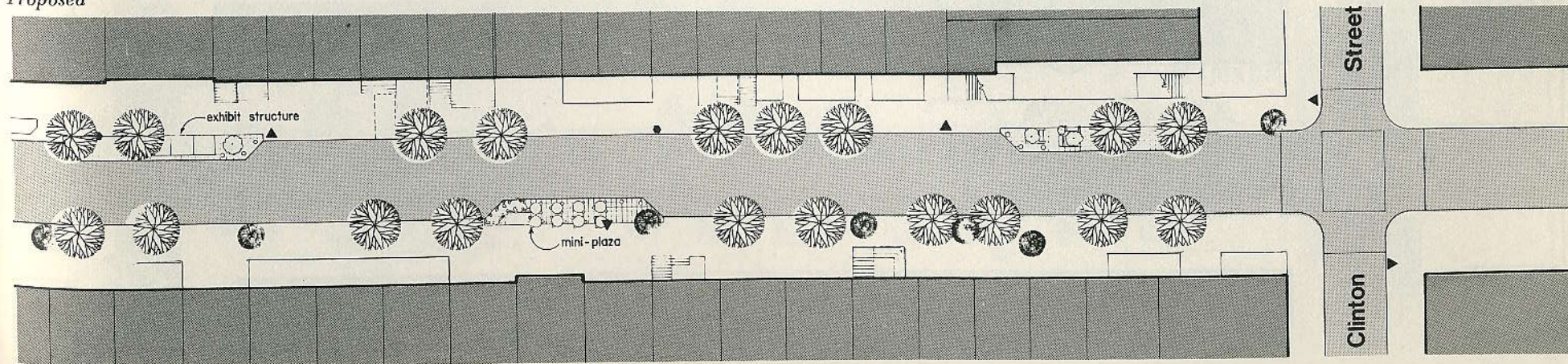
Scheme A calls for creating five seating areas on the two blocks by extending the sidewalk into the roadway. Each area is seven feet wide and approximately sixty-five feet long, taking up three parking spaces. The roadway would have an unobstructed width of sixteen feet. The seating areas could accommodate benches, information kiosks, planters and even small cafe areas. They would be pro-

tected from the street by planters and bollards. Scheme A retains most of the 45 curb parking spaces in the two blocks and provides adequate loading zone space.

Proposed

Street

Henry



The lack of pedestrian amenities, such as benches, fosters impromptu and often uncomfortable alternatives.



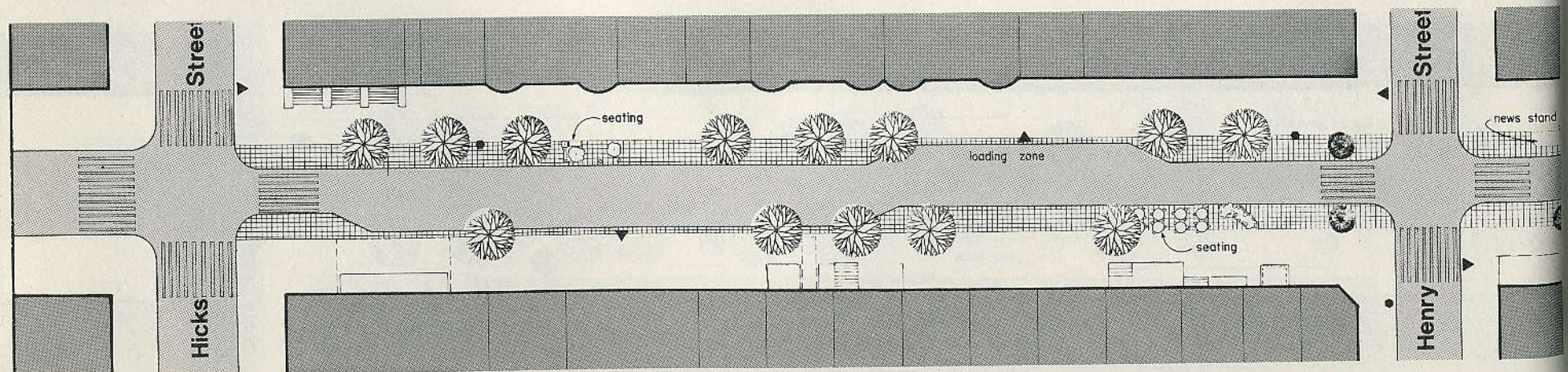
Scheme B

Scheme B expands on the urban design concept of Scheme A, calling for much more extensive sidewalk widening. It involves widening the sidewalks on both sides of the street by seven feet, leaving a sixteen foot wide roadway. Laybys for truck loading would be provided, their location and size determined by the relative

service demands of different commercial establishments. At these locations the sidewalk would remain at its present width. Curb parking would be eliminated in Scheme B, although it may be possible to provide some metered spaces in the loading zones, assuming that parking would be limited to those hours when servicing does not occur. The details of this concept require further study.

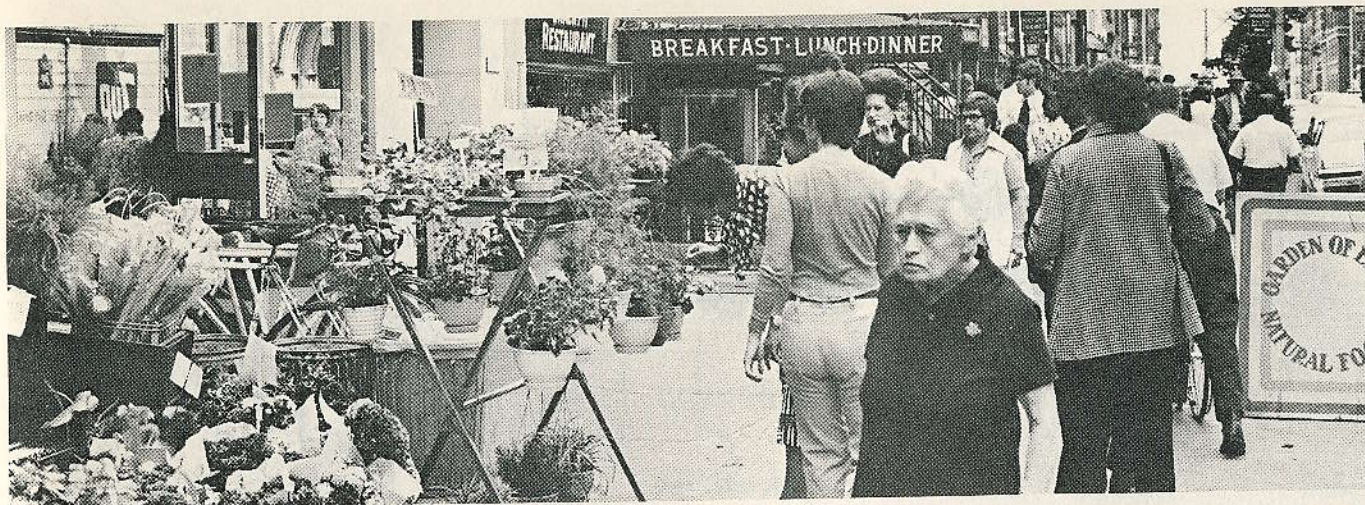
The widened sidewalks provide space for street furniture, including more seating, planters and kiosks, than Scheme A. It also provides for planting trees in the sidewalks on both blocks, in addition to planting in tubs.

Both schemes were reviewed by the City's Department of Traffic. The department's staff concluded that Scheme B



Proposed

Proposed

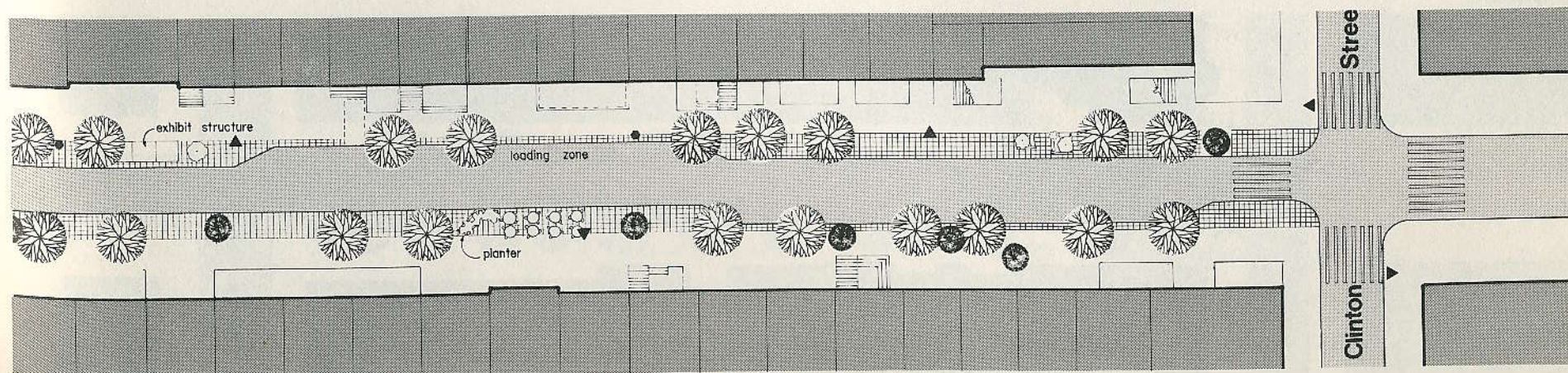


Lunch hour sidewalk congestion

was more desirable than Scheme A, largely because the more extensive sidewalk widening provides a well-defined lane for moving traffic. In addition, the elimination of parking in Scheme B would improve traffic flow. Scheme B provides more area for circulation and street furniture and permits a more consistent and attractive sidewalk treatment than does Scheme A. In both schemes, drain-

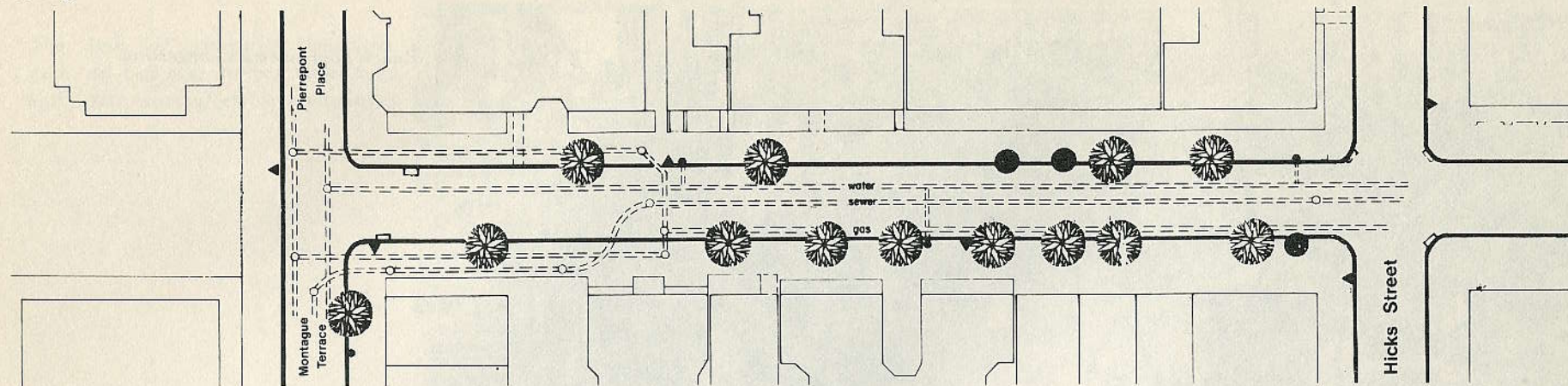
age and utility line location were taken into account. Changing the curb alignment will require additional storm sewer inlets to insure proper drainage. Telephone and electric lines are generally located near the present curbs and therefore will be under the new sections of sidewalk. This limits tree planting to the area of the existing sidewalk and also affects the sidewalk paving materials

used. Unit paving would be necessary and bluestone would be ideal since it is the material originally used in Brooklyn Heights and is favored by the Landmarks Commission for Historic Districts. Unit paving has the advantage of being easily removable (and replaceable) when access to utility lines under the sidewalk is needed, unlike concrete which must be patched.



Proposed

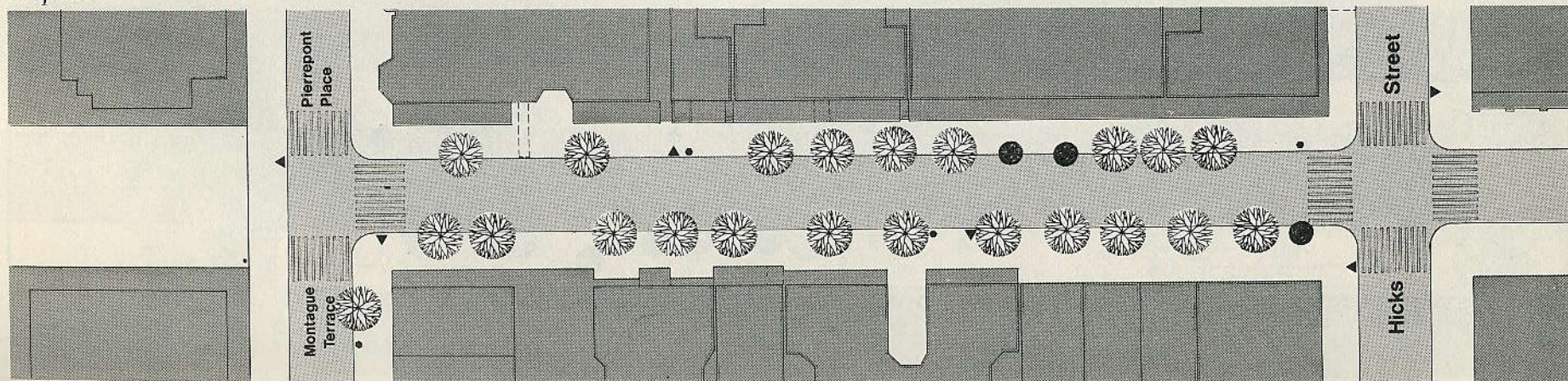
Existing



Hicks Street to Montague Terrace

In the case of the westernmost block of Montague Street, which is largely residential in character, new trees should be planted in addition to the existing ones. Widening the sidewalks in this block is not necessary since there is a low volume of pedestrian traffic and it is desirable for residents to have some curb parking available close to their buildings.

Proposed



COST ESTIMATES

Scheme A

Street Work

| | |
|---|----------|
| New Sidewalk Unit Pavings (2,500 S.F.) | \$12,500 |
| New Curbs (500 Linear Feet) | 6,000 |
| 4 Catch Basins | * |

Street Furniture/Planting

| | |
|--|----------|
| 2 Large Planters with Seats | \$ 2,950 |
| 2 Large Planters without Seats | .950 |
| 36 Small Planters | 14,000 |
| 50 Trees, 4" Caliper | 15,000 |
| 30 Trees, 1-1/2" Caliper | 4,500 |
| 8 Benches, 8 Feet Long | 3,200 |
| 1 Exhibit Structure | 2,500 |
| 2 Information Kiosks | 4,000 |
| 15 Signposts with Graphics | * |

Total Cost \$65,600

**These items will be supplied by New York City.*

Scheme B

Street Work

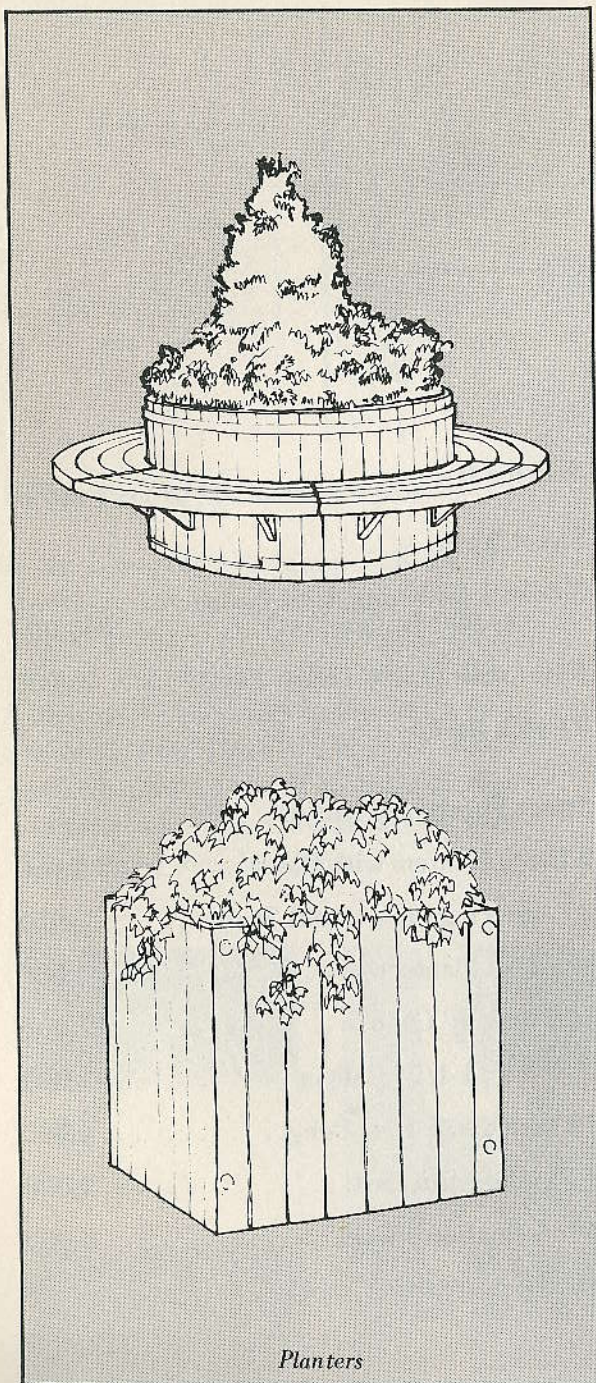
| | |
|---|----------|
| Sidewalk Widening, Unit Paving (9,000 Square Feet) | \$45,000 |
| New Curbs (1,300 Linear Feet) | 15,600 |
| 4 Catch Basins | * |

Street Furniture/Planting

| | |
|--|----------|
| 2 Large Planters with Seats | \$ 2,950 |
| 2 Large Planters without Seats | .950 |
| 36 Small Planters | 14,000 |
| 50 Trees, 4" Caliper | 15,000 |
| 30 Trees, 1-1/2" Caliper | 4,500 |
| 12 Benches, 8 Feet Long | 4,800 |
| 1 Exhibit Structure | 2,500 |
| 4 Information Kiosks | 8,000 |
| 15 Signposts with Graphics | * |

Total Cost \$113,300

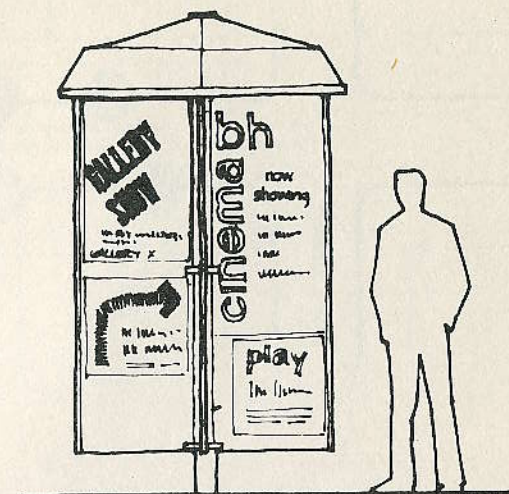
All costs have been determined from information provided by the New York City Department of Highways or the appropriate manufacturers.



■ Sidewalk Planters

In addition to the steps outlined above, consideration should be given to special sidewalk lighting, which could be in the form of incandescent fixtures attached to street light poles or separate light standards, and the creation of a more coherent and attractive arrangement of traffic regulation signs. This might be accomplished by clustering the signs in a three-sided arrangement, with two sides used for regulatory signs and the third side containing directories, maps, etc. Such a system could be fabricated from components already used at little additional cost.

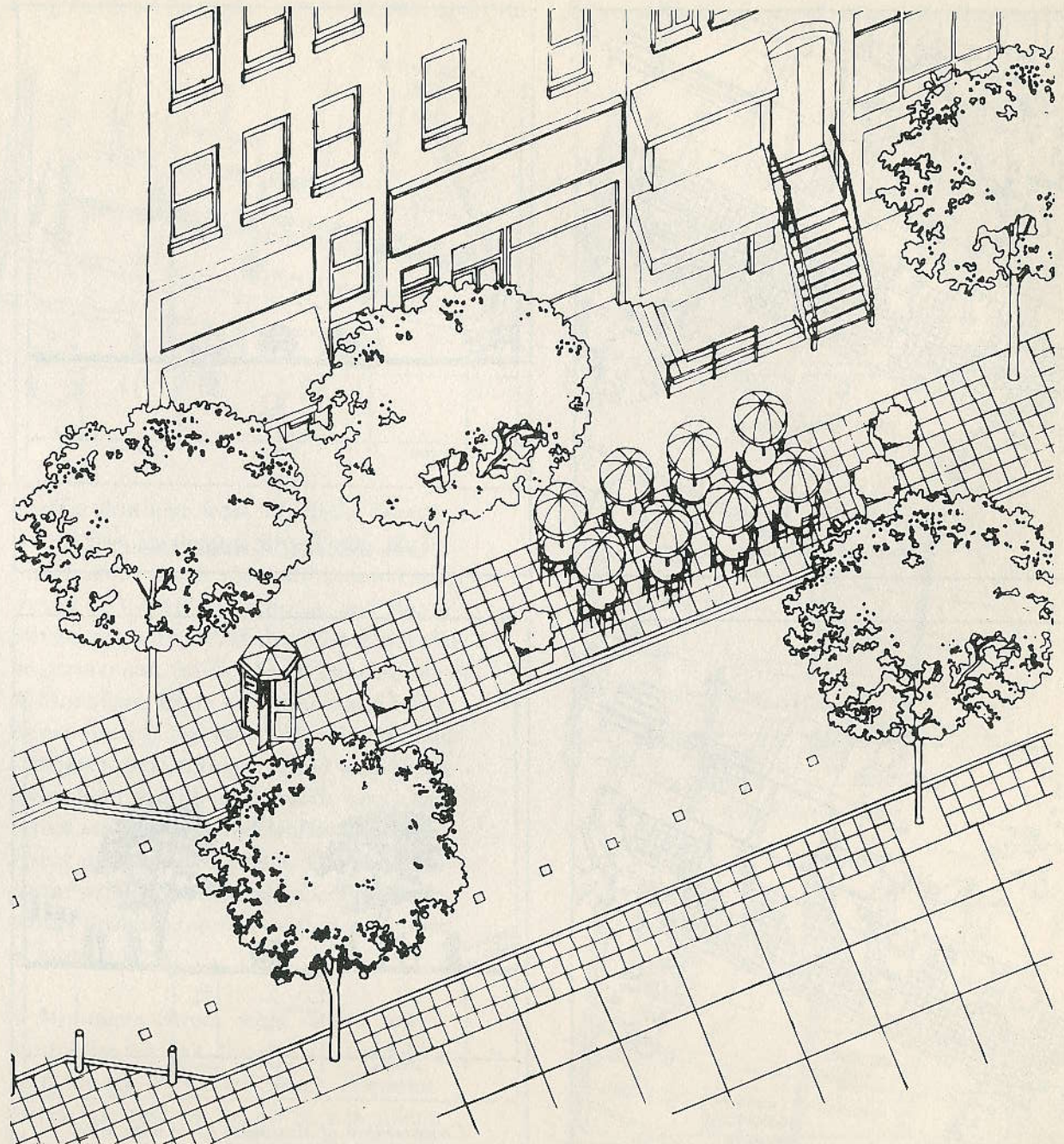
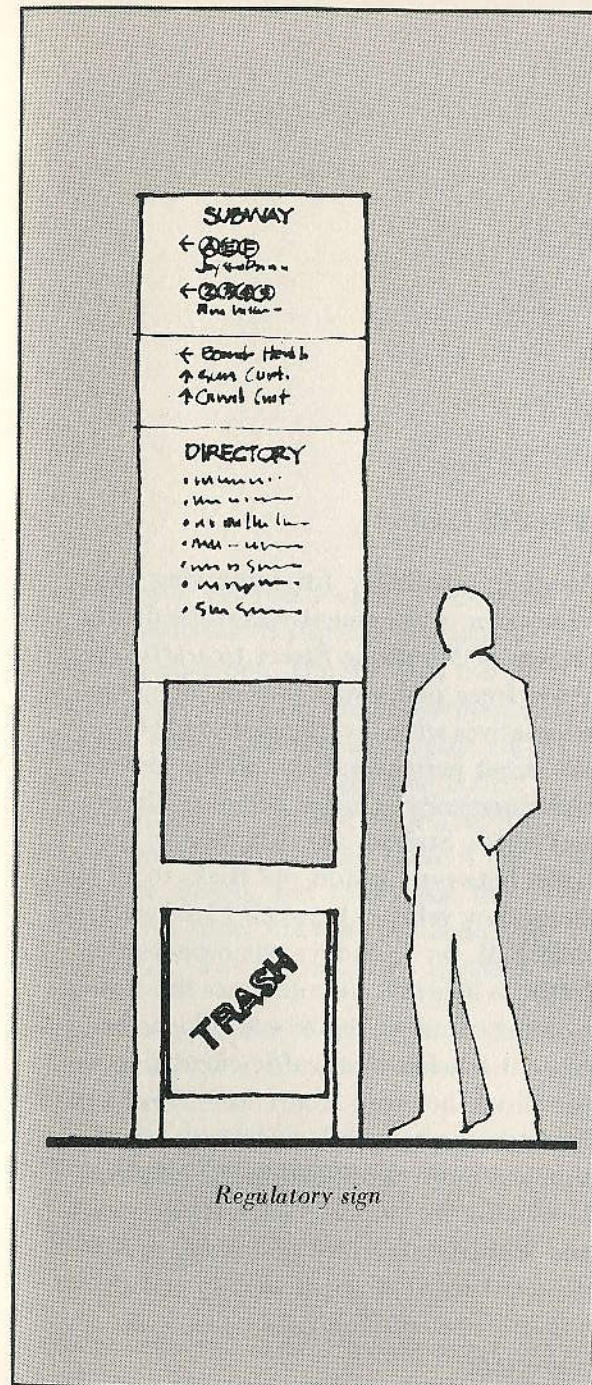
Cost estimates for the two schemes have been developed. As listed, each estimate



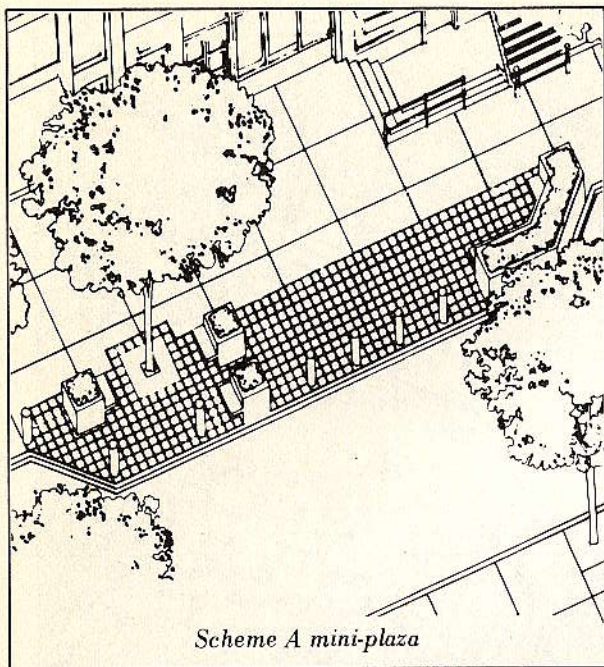
Information kiosk

assumes the same cost for planting in the first and last blocks. The difference in cost reflects the difference in the proposals for the two middle blocks.

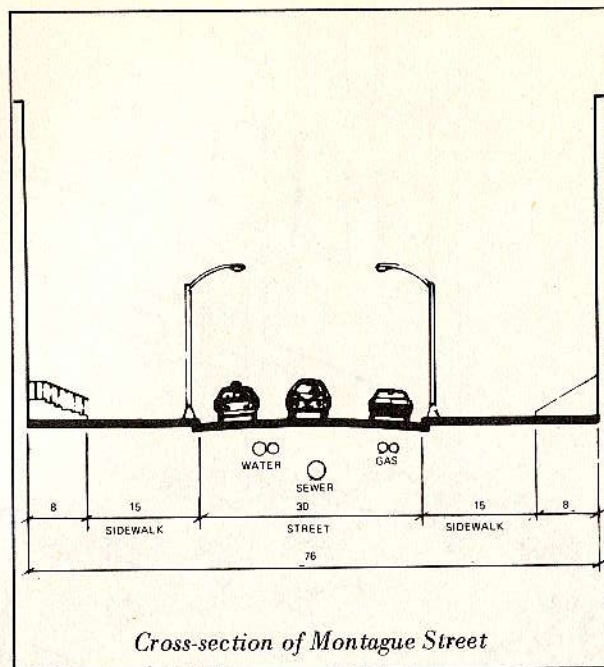
The benefits of these proposals would be numerous. Montague Street will be given a special character reflecting its importance as a pedestrian street. The extensive tree planting would provide a visual unifying element and emphasize the street's role as a link between the Civic Center park and the Promenade. Benches would provide places to sit and talk, with kiosks providing locations for store directories and announcements of local events.



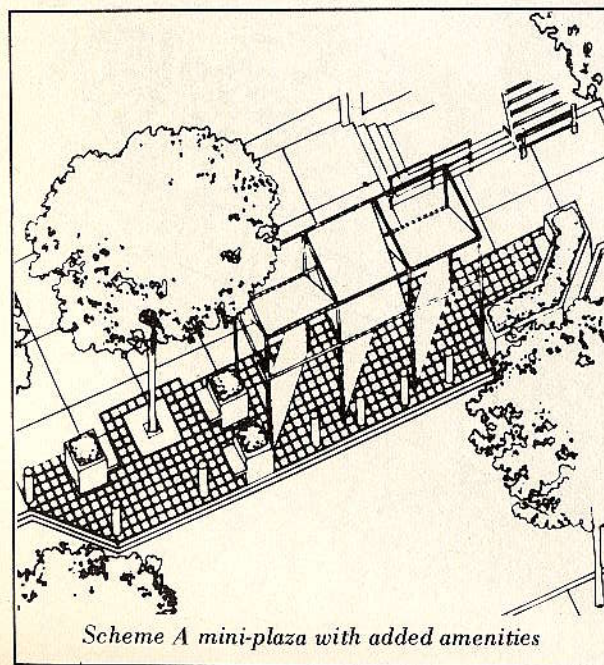
Details of possible mini-plaza under Scheme B



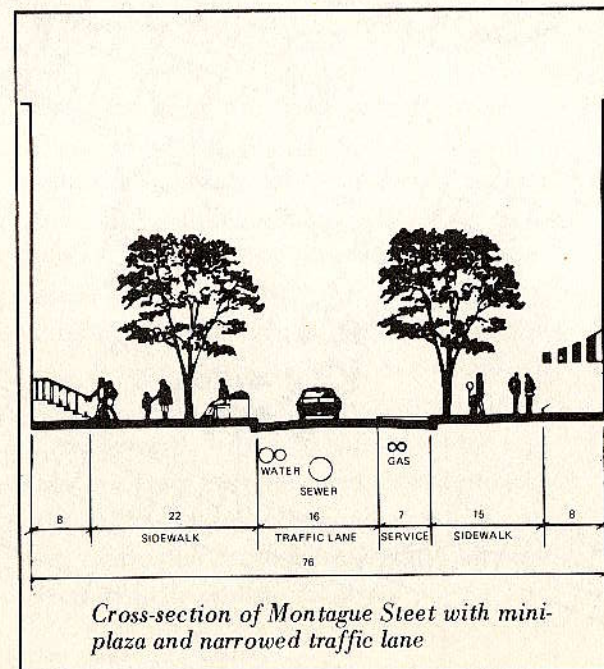
Scheme A mini-plaza



Cross-section of Montague Street



Scheme A mini-plaza with added amenities

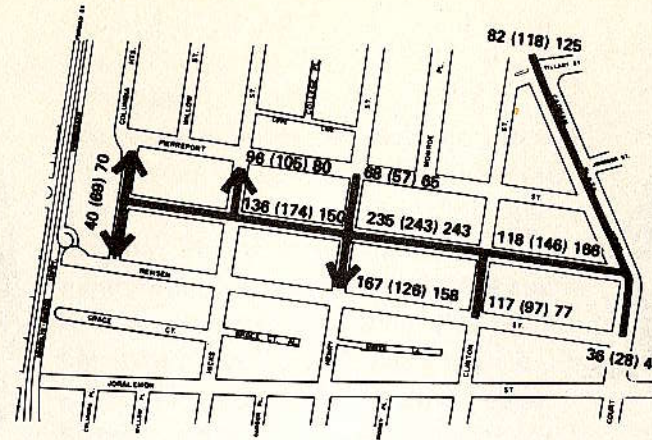


Cross-section of Montague Street with mini-plaza and narrowed traffic lane

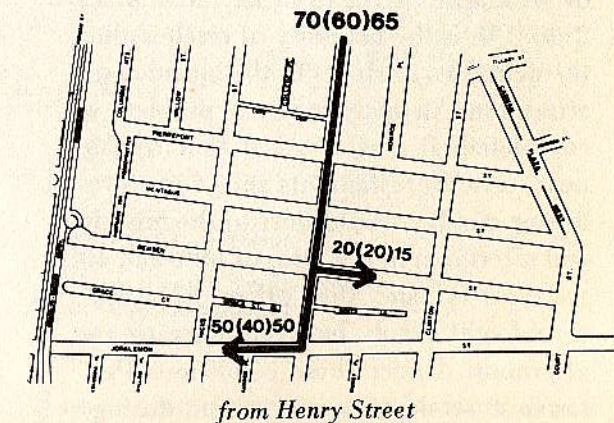
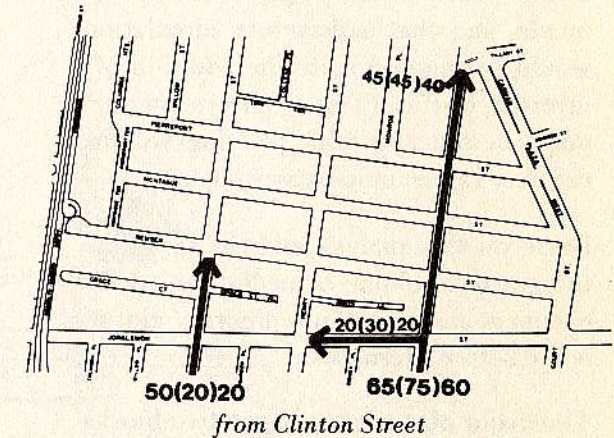
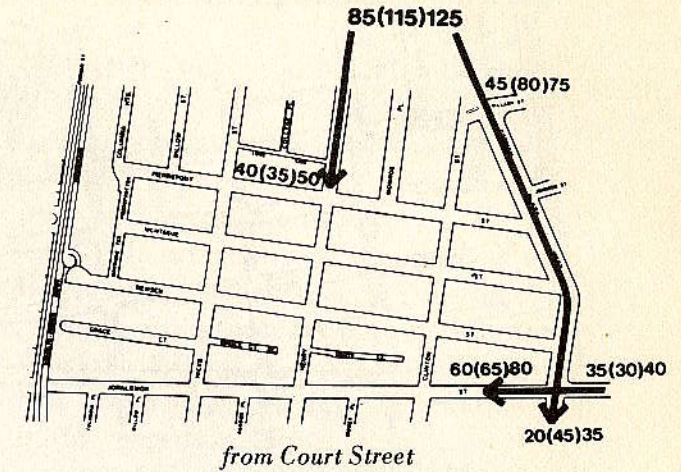
■ Traffic Control

Another possibility for improving the pedestrian environment was studied: the closing of Montague Street to traffic to allow freer pedestrian movement. Two alternatives were investigated: (1) closing the street permanently to all but service and emergency vehicles between Clinton and Hicks Streets, and (2) closing the street between Clinton and Hicks to all but emergency vehicles between 11:00 A.M. to 2:00 P.M. on weekdays when pedestrian traffic is heaviest. In both cases the closing would be limited to the two blocks because it was felt that traffic circulation in the block between Court and Clinton Streets was vital, while pedestrian circulation was more significant in the next two blocks. In the block between Hicks Street and Montague Terrace pedestrian traffic does not warrant street closing and the convenience of vehicular access is important.

Existing Traffic on Montague Street - A.M. (Mid-day) P.M.



Proposed Reassignment of Traffic - A.M. (Mid-day) P.M.

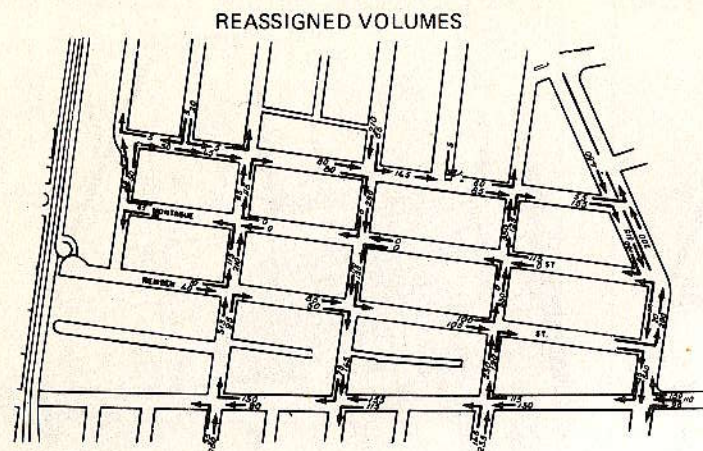


The impact of the two proposals on traffic flow and servicing of stores in the affected blocks was analyzed. The study of traffic rerouting was based on origin-destination data from parkers surveys and traffic volume data. It involved reassigning traffic from Montague Street, and projecting the alternate routes drivers would take if the street were closed, and examining the ability of the street network to handle the added traffic. The reassignment assumed:

- Maintaining similar origin-destination characteristics of traffic destined to Montague Street.
- Maintaining the number of cordon crossings between existing and reassigned volumes within + 25 vehicles in all directions.
- Use of adjacent streets by diverting traffic.

Traffic destined west of Hicks Street would use Joralemon Street and Hicks Street; some north and southbound traffic would be diverted to Clinton and Henry Streets respectively. If the closing were to be permanent, traffic would increase north of Montague Street on Clinton and Henry Streets during the morning, midday, and afternoon peaks; there would also be an increase in southbound traffic on Court Street and northbound traffic on Hicks Street during those peaks. The major increase would be on Joralemon Street. Potential problems would exist at a number of intersections.

If Montague Street were closed only during the midday, the situation would be better; only the Court Street - Remsen Street intersection would be a problem. However, our analysis indicates that the potential intersection problems could be



eliminated by traffic engineering improvements, and that satisfactory circulation would continue despite the addition of diverted traffic. (This is shown by the maps in the appendix plotting volume capacity ratios under reassignment.)

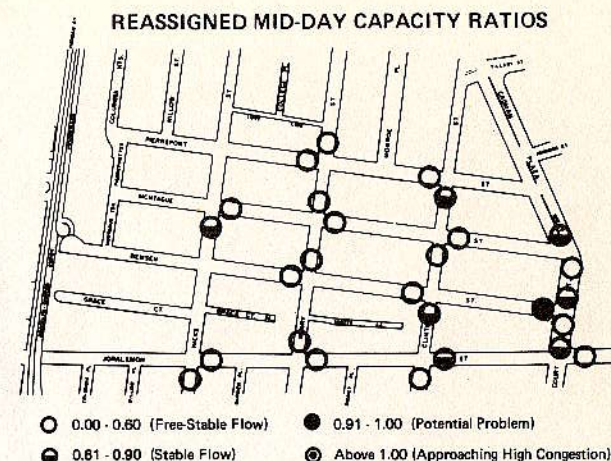
Based on this analysis and the fact that the greatest volume of pedestrian traffic occurs at midday, the temporary closing is the better alternative.

The major obstacle to closing two blocks of Montague Street from 11:00 A.M. to 2:00 P.M. is the necessity of rescheduling the deliveries to stores to the morning or afternoon. An analysis of this problem was completed. It was assumed that trucks now servicing restaurants and food stores during midday would shift to the morning and afternoon in the ratio of 60% and 40% respectively, and that other deliveries would split evenly between morning and afternoon. Under these conditions the heaviest servicing would occur during

the morning and would require 360 feet of curb space allocated to loading on Montague, between Clinton and Henry Streets, in contrast to the 230 feet presently allocated; it would require 330 feet of curb space between Henry and Hicks Streets, where at present 200 feet are so designated.

If the street closing is implemented, the following traffic engineering improvements in the surrounding street system should be made:

- Two curb parking spaces should be removed on the south side of Joralemon Street at the intersection of Clinton Street to provide adequate capacity to handle the diverted traffic.
- A change in the signal timing should be considered for northbound and westbound traffic at the intersection of Hicks and Joralemon Streets.



- Signal timings on Montague Street would require modification; this would be determined by field observation.

- Field observations should be made to determine if there is adequate queueing space for eastbound traffic on Remsen Street at Court Street and for southbound traffic on Henry Street at Joralemon Street. If space is not sufficient, consideration should be given to removing curb parking spaces to increase the capacity of these intersections.

- Congestion exists at the intersections of Court and Joralemon Streets and Court and Montague Streets due to illegal parking. The present "No Parking" zone on Court Street between Montague and Remsen Streets should be replaced by a "No Standing" zone and the regulation should be strictly enforced. This would insure that intersections operate at capacity.

■ Parking Improvements

Our final recommendation concerns the parking problem in the study area. The parking study revealed a demand for parking which far outstrips the existing supply. There is at present a deficit of 330 spaces; that deficit would be increased to approximately 375 spaces by the elimination of parking spaces in our proposal for sidewalk widenings.

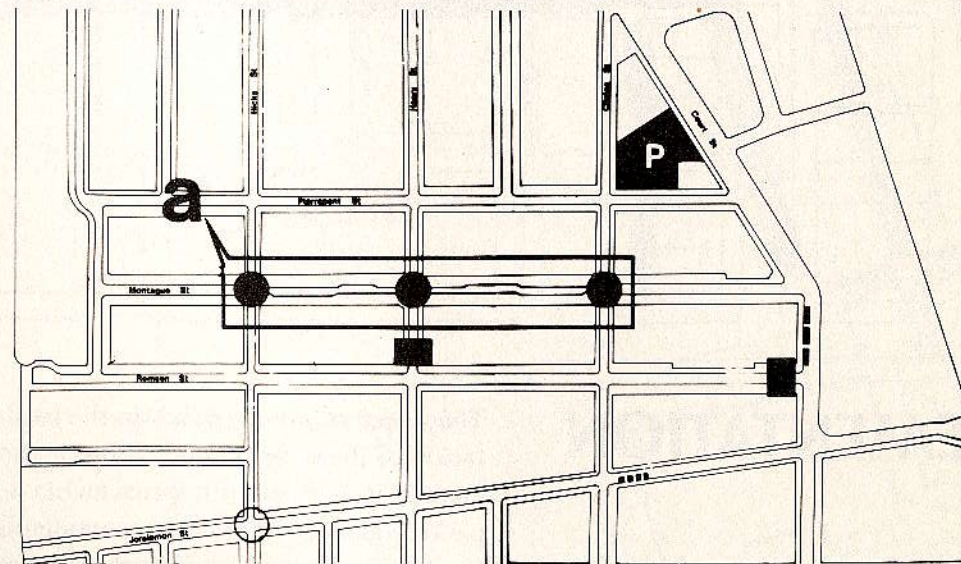
This lack of parking has two significant consequences: It causes congestion on Montague Street and surrounding streets due to illegal parking and it results in drivers circulating through the Brooklyn Heights neighborhood in search of a parking space. While most of the demand for parking is generated by trips to the banks and offices near the Civic Center, few spaces are available there, so parking spills over into the blocks further west.

All this indicates that a short-term parking facility* is necessary. Such a facility should be built on a site, already acquired by the City, in the block bounded by Cadman Plaza West, Pierrepont Street and Clinton Street. The site, presently a long-term parking lot, was acquired by the City in 1974 for the purpose of building a municipal parking garage.

*The Traffic Department considers short-term parking to be between fifteen minutes and four hours.

We propose that such a garage be constructed as part of a multi-use development. The garage should have 500 short-term parking spaces, which could be accommodated on five levels. Access to and egress from the garage should be such that no traffic will be drawn through Brooklyn Heights. The multi-use building could incorporate commercial, residential and/or recreational uses above the parking levels. Ideally it should include retail space on the street level along Clinton Street and Pierrepont Street so as not to create blank blockfaces which would be unattractive to pedestrians.

Construction of the garage is needed if any significant improvement is to be made in the traffic situation in Brooklyn Heights. It would ameliorate the present illegal parking problem and, being located at the boundary between Brooklyn Heights and the Civic Center on a major street, will siphon off parkers before they enter the Heights. The construction of a municipal garage on this site is controversial, with the Brooklyn Heights Association believing that such a garage would induce further traffic congestion. ■



a SIDEWALK WIDENING, ADDITIONAL LOADING ZONES, ELIMINATE PARKING DURING BUSINESS HOURS, POSSIBLE STREET CLOSING

P MUNICIPAL PARKING GARAGE

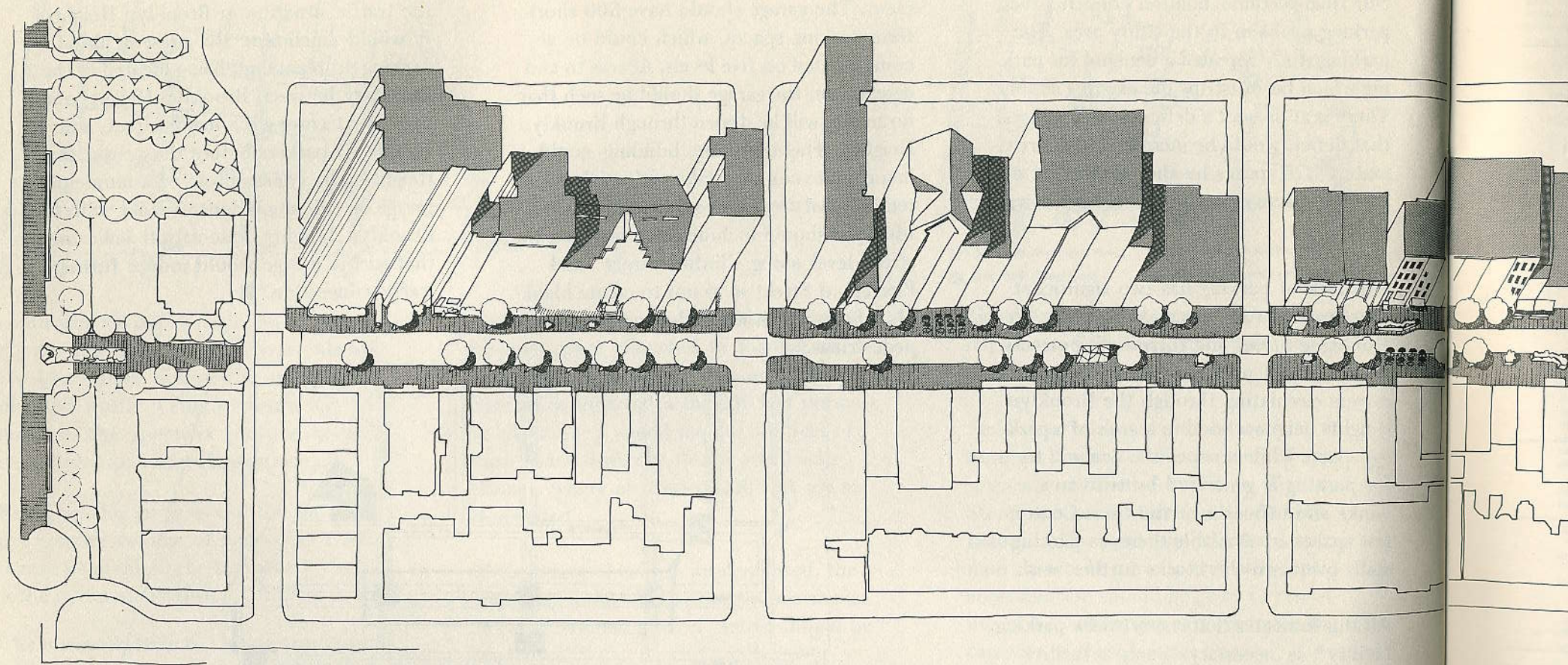
● CHANGE SIGNAL TIMING TO ACCOMMODATE REASSIGNED TRAFFIC AFTER FIELD OBSERVATION

○ CHANGE SIGNAL TIMING

■ POSSIBLY REMOVE SOME PARKING TO INCREASE INTERSECTION CAPACITY

▬ NO STANDING ANYTIME

▬ REMOVE TWO PARKING SPACES, NO STANDING ANYTIME



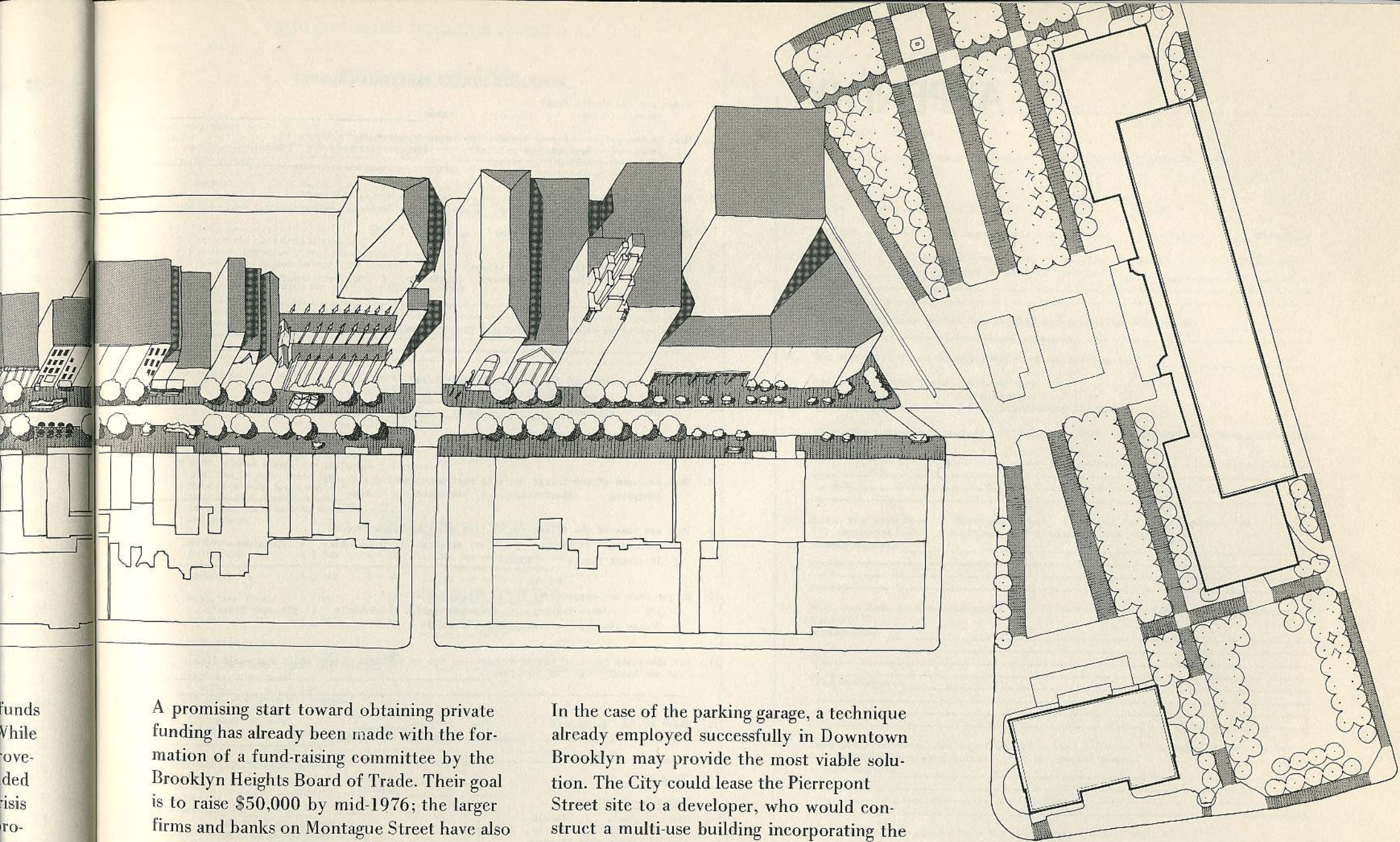
IMPLEMENTATION

The major stumbling block in the implementation of these recommendations is the funding of the pedestrian improvements and the parking garage. While the recommendations for improving maintenance and architectural quality rely on local initiative and group effort, the street improvements and parking garage require funds which the City, because of its present fiscal situation, cannot allocate.

If pedestrian improvements are to be imple-

mented in the near future, construction funds will have to come from private sources. While the City is committed to pedestrian improvement projects such as the one recommended for Montague Street, the current fiscal crisis limits the role the City can play. It can provide technical assistance by preparing construction drawings and specifications, processing permits, and supervising construction. The City could also provide the improved sign system which the report recommends.

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A promising start toward obtaining private funding has already been made with the formation of a fund-raising committee by the Brooklyn Heights Board of Trade. Their goal is to raise \$50,000 by mid-1976; the larger firms and banks on Montague Street have also agreed to contribute up to \$65,000 in additional funding. This should be enough to cover the cost of most, if not all, of the physical improvements the report recommends, except for the garage.

In the case of the parking garage, a technique already employed successfully in Downtown Brooklyn may provide the most viable solution. The City could lease the Pierrepont Street site to a developer, who would construct a multi-use building incorporating the garage. The garage portion would be leased back and operated by the City, paid for by parking revenues. This would permit construction of the garage without tapping scarce City capital funds. ■

Isometric view of pedestrian space along Montague Street if Scheme B is implemented

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