The Broadway Junction subarea is located in the northwest portion of the East New York study area and is generally bounded by Atlantic Avenue to the south, Pennsylvania Avenue to the east, Bushwick Avenue to the north, and Eastern Parkway to the west. The area is characterized by elevated transportation infrastructure, disjointed land uses encompassing residential, commercial and industrial uses, and a preponderance of vacant and underutilized land.

The Broadway Junction subarea contains three major transit nodes. Broadway Junction station serves five subway services (A/C, J/Z, and L) and numerous buses, acting as a major transfer point in the NYC Transit system. The Alabama Avenue station of the J/Z is located adjacent to a major bus hub at the intersection of East New York Avenue, Broadway and Fulton Street. Finally, the East New York LIRR station, offering regional rail service, and Atlantic Avenue L train station are located at Atlantic and Van Sinderen avenues.
With this combination of subway, bus and regional rail service, Broadway Junction is a key transit node comparable to other major hubs outside Manhattan that serve as or are planned to become regional destinations, such as Atlantic Terminal or Jamaica Center. With this transit access, Broadway Junction can be reached from locations across a broad swath of Brooklyn, Queens, Manhattan, and Long Island. Travel between Broadway Junction and downtown Brooklyn or Lower Manhattan takes about 20 minutes; Midtown can be reached within 45 minutes.

In addition, the Jackie Robinson Parkway and several major Brooklyn streets including Atlantic Avenue, Fulton Street and Broadway, intersect here, making Broadway Junction highly accessible from Jamaica, JFK International Airport and Long Island for vehicular traffic.

While the convergence of these transportation elements provides superior access to destinations across the city and region, infrastructure is layered at several different levels above and below ground, impacting the physical landscape. A tunnel serving the Bay Ridge freight line runs north-south below grade through Broadway Junction. The LIRR line runs at grade from Eastern Parkway to Georgia Avenue, with Atlantic Avenue elevated on a viaduct over this section. East New York Avenue intersects with Atlantic Avenue below grade and becomes Jamaica Avenue here before entering Queens. The L subway line is elevated as well to bridge over the Atlantic Avenue viaduct and often runs mid-block here. To the north, the J/Z subway line is elevated along Broadway and Fulton Street.

Partly due to the physical barriers and development constraints imposed by this transportation infrastructure, few businesses or other uses are located around the transit stations. This not only represents an underutilization of land in the area, but it also generates little activity at the street level. The Broadway Junction station is used largely as a transfer point between different transit services as there are few destinations in the area around the station, and the walk to nearby residential areas and commercial corridors is desolate and uninviting.
Land Use

The western portion of the subarea, towards Eastern Parkway and the Ocean Hill neighborhood, continues to maintain its longstanding residential character despite being zoned for manufacturing uses since 1961. Here, two- and three-story rowhouses as well as three- to four-story apartment buildings can be found. On the eastern edge, wedged between Atlantic, Jamaica and Pennsylvania Avenues, is an area of disparate low-density uses including residential, parking, community facilities, auto-oriented businesses, and other commercial uses. A large portion of land in the subarea is occupied by the New York City Transit East New York bus depot and railyard, which are located on a superblock bounded by Jamaica Avenue, Broadway, Bushwick Avenue and Conway Street. The central blocks – described here as the core – of the subarea between Van Sinderen Avenue, Broadway, Jamaica Avenue, Georgia Avenue and Atlantic Avenue are those most affected by infrastructure. Here, where several vehicular corridors converge, the irregular street pattern creates small blocks that are often also impacted by elevated or underground railway tunnels, limiting development options. Most lots in the core are currently either vacant or used for parking, with a few semi-industrial and light manufacturing uses found along Fulton Street and Snediker Avenue. The existing low-scale warehouse buildings are typically occupied with low-intensity semi-industrial and auto-oriented uses, including storage and warehousing, car sales and auto-repair shops.

Zoning

The majority of the Broadway Junction subarea is zoned for low-density light manufacturing uses (M1-2) while a small portion east of Georgia Avenue between Jamaica and Atlantic Avenues is designated for low-density commercial and automotive uses (C8-2) and low-density regional commercial uses (C4-1). Current zoning restricts development in this area by limiting development to low densities, requiring substantial off-street parking, restricting commercial uses and prohibiting new residential development. These zoning designations, along with the concentration of above and below grade transit infrastructure and the lack of a critical mass of existing activity, contribute to a desolate streetscape and have limited growth opportunities around this major transit hub.
Below (photo): Longstanding residential areas west of Broadway Junction.

Above (photo): Mixed character along the Atlantic Avenue service road.

Below (photo): Low scale development along Van Sinderen Avenue.
**Streetscape**

The Atlantic Avenue viaduct forms the southern border of the subarea and separates Broadway Junction from the Industrial and Business subarea and Brownsville. For ten blocks, the only pedestrian connection between the northern and southern portions of the Atlantic Avenue viaduct is the unmarked underpass serving the East New York LIRR station at Van Sinderen Avenue.

High pedestrian fatalities have been reported at the intersection of Broadway and Jamaica Avenue. Here, traffic to and from the Jackie Robinson Parkway meets Fulton Street and Broadway, bus traffic from the adjacent MTA depot creates congestion and a lack of clearly marked pedestrian crosswalks makes the area confusing and difficult for pedestrians to navigate. Connectivity throughout the area is restricted by the presence of transportation infrastructure, which becomes a physical and visual barrier.
The communities of East New York, Ocean Hill and Brownsville recognize the great potential of Broadway Junction provided by the existing transit access. Residents appreciate being able to access jobs, shopping, and other destinations around the city and region using transit service at Broadway Junction.

Nonetheless, both residents and visitors have a very poor perception of this area, mostly due to the physical condition around the Broadway Junction subway station. At the visioning events led by DCP, local residents often described the area as unsafe, deserted and neglected. Community members also highlighted the lack of a diverse mix of services and retail, particularly basic neighborhood services like supermarkets, pharmacies, financial services, as well as sit-down restaurants, cafés, bars, entertainment and cultural and recreational facilities.

Residents also mentioned a lack of quality mixed-income housing throughout the study area. New mixed-use developments in proximity to the transit hub could benefit from transit access and also address the pressing housing needs of this community.

The community feels that so far too little attention has been paid to the Broadway Junction area and highlighted the desire for a champion to emerge and guide the revitalization of this portion of the neighborhood.

“Easy to get to most parts of the city and Long Island using transit”

“The streets around Broadway junction are cluttered, dark and feel unsafe”

“Walking from Broadway Junction to the LIRR station is unpleasant and unsafe”

“There are no restaurants, cafes or local healthy food options in the area, only fast food chain stores”

“We want to see a cultural or youth center that young people in East New York can take advantage of”

“A college could locate at Broadway Junction and benefit from all the transit access and will help to make Broadway Junction a destination”
CHALLENGES

Infrastructure constrains development

Transportation infrastructure, above and below grade, hinders development on nearby parcels. In some cases, this infrastructure limits potential building height. Throughout the area, the transit infrastructure generates noise and a visual presence that makes development challenging.

Blighted and desolate streetscape

Both local residents and visitors have a very poor perception of Broadway Junction: that of a desolate, blighted and unsafe place. The elevated infrastructure, poor lighting, overgrown vacant lots and the lack of activity at street level, contribute to a bleak streetscape and create an unwelcoming environment. Few active uses are located at Broadway Junction and, even during the day, few pedestrians can be seen walking the streets.

Lack of a critical mass of activity

The lack of active uses in the area contributes to a barren street environment, which in turn makes it less attractive for new active uses. Without a core of activity, incremental development that builds on existing area strengths is not possible. Activation of the area to realize its full potential is likely to require a large intervention and substantial investment.

Irregular street pattern and limited significant property ownership

The street pattern, where several grids meet, results in small, irregular blocks not suitable for larger scale development. There are also a limited number of large parcels in common ownership. Although a cluster of public property is found around the core blocks surrounding the transit stations, publicly controlled land is often connected to transportation infrastructure, which limits redevelopment potential.

Zoning limits development and uses

Current zoning designations limit development to a low density and the permitted uses mostly to semi-industrial and commercial uses. Such designations are often in conflict with existing uses and do not allow more diverse uses which could bring additional jobs and services to the area.
Barriers to transit access

While several transit nodes are located here, connectivity through this area and to transit is very limited, and pedestrian safety is a major concern for the community. A lack of basic streetscape amenities such as signage or other wayfinding features to announce the location of transit stations and guide users between various transit nodes including the LIRR, subway, and buses make the streets around Broadway Junction difficult for pedestrians to navigate. The design of the public space at key transit access points, such as the bus hub at the intersection of Fulton Street and Broadway, often lacks the necessary space for users to wait for transit service, resulting in overcrowding of the sidewalk. Only one entrance to the Broadway Junction subway station is available, which is located on the western side of Van Sinderen Avenue, away from the residential districts west of Callahan-Kelly playground, and which does not provide direct access to the J/Z or L lines.

Limited advocate constituency

Although Broadway Junction is centrally located and adjacent to several neighborhoods, because of the lack of activity and blighted physical condition, nearby communities don’t perceive this area as a part of their neighborhood, but rather as a transfer station along transit lines and often a place to avoid. Without a significant residential population or active business community, the area lacks natural boosters for its revitalization.
LOCAL AND REGIONAL TRANSIT ACCESS

The three major transit nodes that shape the core of Broadway Junction are key assets, making it accessible from areas beyond the immediately adjacent neighborhoods. Capitalizing on this transit access already in place as well as plans for future increased service at the East New York LIRR station, Broadway Junction could support substantial growth and become a significant regional destination. Improvements to the public realm around and between these nodes would enhance connectivity, support economic development, and give local residents as well as visitors access to a broader range of employment, shopping, recreational, educational, and other opportunities.

CENTRAL LOCATION AMONG COMMUNITIES

Broadway Junction is located among several different communities including Cypress Hills, East New York, Brownsville, Ocean Hill and Bushwick. Broadway Junction serves all these communities and, as a transfer station, others as well. The station area has the potential to become a vibrant hub serving these local neighborhoods as well as the Borough and region.

STABLE RESIDENTIAL EDGES

Existing residential areas represent a strong connection to the surrounding Ocean Hill community. Blocks north of Fulton Street, along Sackman Street, and other streets in the western portion of the subarea are home to long-standing residential communities characterized by two- and three-story rowhouses.

PROXIMITY TO COMMERCIAL CORRIDORS

Major commercial streets such as Fulton Street, Bushwick Avenue and Broadway link Broadway Junction to Bushwick, Ocean Hill, Brownsville, Cypress Hills and East New York. However, other than a few establishments, most notably a 24-hour diner near the bus hub on Fulton Street, the robust commercial activity found along these corridors in other neighborhoods is lacking here. New, mixed-use development can bring the jobs and services that the community has highlighted as a priority as well as the user population to support the extension of activity along these commercial corridors.
**Underutilized parcels**

Vacant and underutilized lots and buildings offer an opportunity for new development. The concentration of these parcels in proximity to transit access points and along key connectors provides the potential for temporary uses in the short term and new developments for a variety of uses and services at key locations in the long term. For example, a lot under the elevated train tracks between Atlantic Avenue and Herkimer Street along Williams Place is used infrequently by the MTA for vehicle storage and typically lies vacant. This property, which is encumbered by the tracks overhead but provides a unique and potentially appealing setting, could be used for pop-up events such as art festivals, street fairs, performances, and other temporary uses.

**Underutilized streets**

Many streets in the subarea experience very low traffic volume. Because of the irregular street pattern as different street grids come together, and because of the discontinuities in the grid created by Atlantic Avenue and East New York Avenue, a number of street segments are redundant or not essential for traffic flow, such as Herkimer Street east of Van Sinderen Avenue, and portions of Williams and Alabama Avenues north of Atlantic Avenue. These streets can be explored for demapping and closing to assemble parcels suitable for larger-scale development.

**Underutilized public space**

Callahan Kelly Playground is located above the Broadway Junction station west of Van Sinderen Avenue. This nearly four acre park contains basketball courts, a playground and fitness equipment. However, the configuration of entrances to the park makes it difficult to access from the station entrance or from many of the surrounding streets. Redesigning this entry way to better integrate the station with the park above, and introducing more housing and commercial uses into the surrounding area, could activate the park and create a more vibrant community gathering place adjacent to a busy subway station. Similarly, a small Greenstreets plot at the intersection of East New York Avenue, Fulton Street and Broadway by the bus hub is not well used and could be re-envisioned to create a more inviting area for waiting bus passengers.
VISION

East New York Avenue at Fulton Street near Broadway Junction.
A major regional destination offering a range of housing, retail and entertainment options, new community institutions and local jobs.
STRATEGIES

While Broadway Junction is a key node in the citywide and regional transit network with the capacity to become a destination for the surrounding communities, this potential has not been realized. Other transit hubs with similar service levels have developed into thriving activity centers or are the subject of plans for substantial future development, including Court Square in Long Island City, 161st Street in the Bronx, and Jamaica Center. Each of these areas contains a mix of significant civic, institutional, and commercial uses.

Land use changes supported by public and private investments to attract large-scale mixed-use, mixed-income development could transform Broadway Junction into a regional destination for commercial and institutional uses serving adjoining communities as well as the City and the region. This vision would bring jobs and amenities to the communities of eastern Brooklyn and southwest Queens, increase economic opportunities for residents, reinvigorate underutilized public and private land and foster a safer, more vibrant and livable neighborhood.

However, there are significant challenges to realizing this vision. The lack of a critical mass of residents and active businesses in the area hampers the feasibility of new development. There are few large developable parcels in the area, many properties are encumbered by transit infrastructure and the area lacks a natural champion for its improvement. In order to achieve this multifaceted long-term vision, public agencies, residents, local groups and community leaders will need to work collaboratively to advance the recommendations described here.
Recognize residential edge areas and strengthen integration to Ocean Hill

Attract regional scale development and create an economic center at Broadway Junction

Strengthen connection to surrounding neighborhoods through existing commercial corridors
A. CREATE A NEW CENTER OF ACTIVITY

In order to enable future self-supporting small- and medium-scale development, an anchor is required at Broadway Junction. This anchor could contain a range of commercial or community facility uses, but the mix of uses should be job-intensive and produce a significant amount of foot traffic to seed the commercial environment. A substantial housing component serving a mix of incomes would support increased activity and help address neighborhood and citywide housing needs. Denser development would be most appropriate within the core blocks of Broadway Junction. A wide range of uses, including offices, retail, entertainment such as restaurants and movie theaters, as well as institutional and educational uses such as government offices and college campuses, could contribute to making Broadway Junction a new center of activity within the city and the region. The City can support this type of development through regulatory actions including zoning and City Map changes, working with the MTA to identify potential surplus properties, and other measures to support the assemblage of sites sufficient to support economic development, as well as through the use of available incentives for economic development and housing.
IDENTIFY OPPORTUNITIES TO ASSEMBLE SITES FOR REGIONALLY SIGNIFICANT DEVELOPMENT

There are no existing single parcels in the core blocks large enough for significant development. Site assemblage will be necessary to create parcels large enough to accommodate regional destinations such as civic or educational institutions or large-scale commercial development. Explore opportunities to reconfigure the irregular street pattern along the central core blocks, particularly for sites with currently limited development opportunities because of existing infrastructure, to allow for improved site assemblage and vehicular and pedestrian movement. Altering the street pattern can improve circulation and ensure the activation of frontages along key pedestrian connectors and the proposed public open space along Williams Place between Atlantic Avenue and Herkimer Street.
Scale comparison of the Broadway Junction Core and other significant facilities

**MAGIC THEATRES, HARLEM / 60,000 SF**
Movie theater and ground floor retail along 125th Street and Frederick Douglass Boulevard.

**U.S. COURTHOUSE, BROOKLYN / 85,000 SF**
Court for the Eastern District of New York. Serves a population of 8 million people throughout the region.
**MEDGAR EVERS COLLEGE CAMPUS, BROOKLYN/ 104,000 SF**
Urban campus serving over 6,000 enrolled students and offering undergraduate programs in several disciplines including business, education, and nursing.

**ATLANTIC CENTER AND ATLANTIC TERMINAL MALL, BROOKLYN / 295,000 SF**
Shopping mall, served by local and regional transit, with over 20 stores, also including a supermarket, restaurants, and several private and public offices.
B. IMPROVE STREETSCAPE, CONNECTIONS TO TRANSIT, AND PUBLIC OPEN SPACE

IMPROVE PEDESTRIAN CONNECTIVITY AND ACCESS TO TRANSIT

Improve pedestrian safety through streetscape interventions, including new crosswalks at strategic locations and street design elements, such as neck downs, bell bollards and new traffic controls, which will slow vehicular traffic to appropriate speeds at key locations.

Maximize transit accessibility by improving the condition of stations in the area, introducing new signage, as well as exploring the feasibility of adding accessibility elements. Consider re-opening the existing entrance to the Broadway Junction subway station along Broadway. While improving overall accessibility to the station, particularly to the J/Z and L lines, this would also help activate portions of Broadway and the neighborhood to the north of the subarea close to residential areas in Ocean Hill and Bushwick. Consider creating an additional entrance to the station at Fulton Street and Eastern Parkway Extension which would improve access to the station for residents of Ocean Hill.

At the East New York LIRR station, improve the quality and safety of the pedestrian underpass below Atlantic Avenue, and increase visibility of main entrances along the Atlantic Avenue service road. Add signage and wayfinding tools to increase visibility of the station and facilitate transfers between modes of transportation.

Consider reopening the stairway entrance to the Atlantic Avenue L train station on the south side of Atlantic Avenue. This would help bridge the divide between the Broadway Junction and Industrial and Business subarea. With potential for development to the east of the L train station, explore the potential for direct access from the station to the second level of a new development.
Strengthen connectivity through Broadway Junction along Fulton Street

Create a central public open space on sites impacted by elevated infrastructure

Improve the underpass at the LIRR station

Enhance pedestrian connectivity between transit hub and industrial area above the Atlantic Avenue viaduct

Improve connectivity between transit nodes

Improve open space around the bus hub

Enhance connectivity

SCENY Study Area

New York City Subway station

Above Grade Infrastructure
INVEST IN PUBLIC OPEN SPACE

Explore opportunities for new open space in the neighborhood, such as pedestrian plazas and green spaces. Identify opportunities for the conversion of currently underused lots into inviting community gathering spaces. Focus interventions on key locations where they complement other activities, such as the bus hub at the intersection of Fulton Street and Broadway as well as the Callahan-Kelly Playground. The underutilized public space and roadway around the bus hub and MTA depot offer an opportunity for a re-design that could incorporate a public plaza and outdoor seating space for the adjacent diner. This re-imagined space would better serve current transit users and strengthen the relevance of the bus hub while proving an amenity for pedestrians as well as the surrounding businesses. Access to the Callahan-Kelly Playground from surrounding neighborhoods and directly from the Broadway Junction station entrance could be improved. Existing amenities, such as benches, should be improved and opportunities for additional programming should be explored.

IMPROVE STREETSCAPE CONDITIONS

Improving the physical condition of the streetscape in this area would create a safer and more welcoming environment for pedestrians. Widen sidewalks where feasible and ensure that they are regularly cleaned and properly maintained. Plant street trees, improve lighting and introduce wayfinding that will help pedestrians better navigate the area. Where missing and appropriate to support nearby uses, introduce street furniture, such as benches, bus shelters and trash cans. These elements together would create a more inviting environment for pedestrians and would enhance walkability and safety in the neighborhood. Focus interventions, particularly in the short-term, along key connectors such as Fulton Street, and Van Sinderen and East New York Avenues.
**IDENTIFY OPPORTUNITIES FOR RE-USE OF TRANSPORTATION INFRASTRUCTURE**

Explore the feasibility of re-purposing vacant and underused spaces connected to the transportation infrastructure to activate dead spaces and transform them into new assets for the community. The Design Trust for Public Space is currently developing recommendations for ways to activate public space under elevated tracks in the Broadway Junction area. This project may provide opportunities for local groups, artists, the MTA, and City agencies to launch temporary uses such as art installations, cultural festivals, farmers markets and street fairs on lots currently limited for development by the overhead infrastructure. Explore long-term opportunities for the creation of a permanent public open space on the MTA-controlled site at Williams Place between Atlantic Avenue and Herkimer Street, which is not suited for development because of its location below elevated transportation infrastructure. Such a space, at the heart of Broadway Junction and surrounded by new development, could provide the neighborhood with a dynamic, programmable public space that generates more pedestrian activity in this area, improving safety and neighborhood perception, and creates a place where the community can come together.

La Marqueta is an example of a multi-dimensional approach to activating space under elevated tracks. Located under the elevated Metro North rail viaduct, La Marqueta was once the Park Avenue Retail Market that closed in 1985. In 2010 the Harlem Community Development Corporation (HCDC) put forth a redevelopment plan for La Marqueta in collaboration with NYCEDC. Building on HCDC’s extensive community outreach and planning, NYCEDC developed a new vision that would transform La Marqueta into a center for innovation and workforce development while leveraging the area’s rich history of food selling and manufacturing. In partnership with New York City Council, NYCEDC issued a RFP for a commercial kitchen incubator in Building 4, a permanent structure under the tracks. The incubator, with business development services, wholesale space and a retail market, supports food start-ups, with the goal of creating an economic engine for La Marqueta, the neighborhood and the City. The NYCEDC incubator has attracted many entrepreneurially-minded residents to La Marqueta and the space under the tracks. Opened every Sunday from June to October, Flea Marqueta also features entertainment and community events, including free dance classes and pop-up parks.
C.

CONNECT TO THE SURROUNDING NEIGHBORHOODS

APPLY APPROPRIATE ZONING TO EXISTING RESIDENTIAL AREAS

The western portion of the subarea is characterized by long-standing residential blocks, particularly to the west of Sackman Street and north of Fulton Street. These blocks currently lie within a zoning district designated for manufacturing uses. Changing the zoning to a residential district would recognize the current uses, allow new housing and require new buildings to be consistent in form with the existing built environment. This will prevent out-of-context development and will also strengthen the integration of this portion of Ocean Hill with the rest of the neighborhood and Broadway Junction.

STRENGTHEN CONNECTION TO EAST NEW YORK AND CYPRESS HILLS ALONG COMMERCIAL CORRIDORS

Allow for a mix of uses, including commercial and residential uses, along the major commercial corridors, particularly along Broadway and Bushwick Avenue to the west and Atlantic Avenue, Fulton Street and Pennsylvania Avenue to the east. This will promote retail continuity and activity along these commercial streets, as well as establish a stronger link between the neighborhoods that converge around Broadway Junction. A diverse mix of uses, such as supermarkets, retail stores, entertainment and community facilities, particularly along major commercial streets, would enable area residents to access retail and services within their neighborhood.

Integrate residential edge with adjacent Ocean Hill neighborhood

Strengthen mixed-use edge along commercial corridors

Redevelop central blocks at the core of Broadway Junction
Above (photo):
An example of mixed-use development along transit in Harlem.

Below (photo):
Open space at MetroTech Center in Downtown Brooklyn.
An underused site owned by the MTA on Williams Place between Atlantic Avenue and Herkimer Street may provide opportunities for temporary uses such as art installations, cultural festivals, farmers markets and street fairs. In the long-term the space may become a permanent public open space. Such a public space, at the heart of Broadway Junction and surrounded by new development, could provide the neighborhood with a dynamic, programmable public space that generates more pedestrian activity in this area, improving safety and neighborhood perception.
A public space for community gatherings