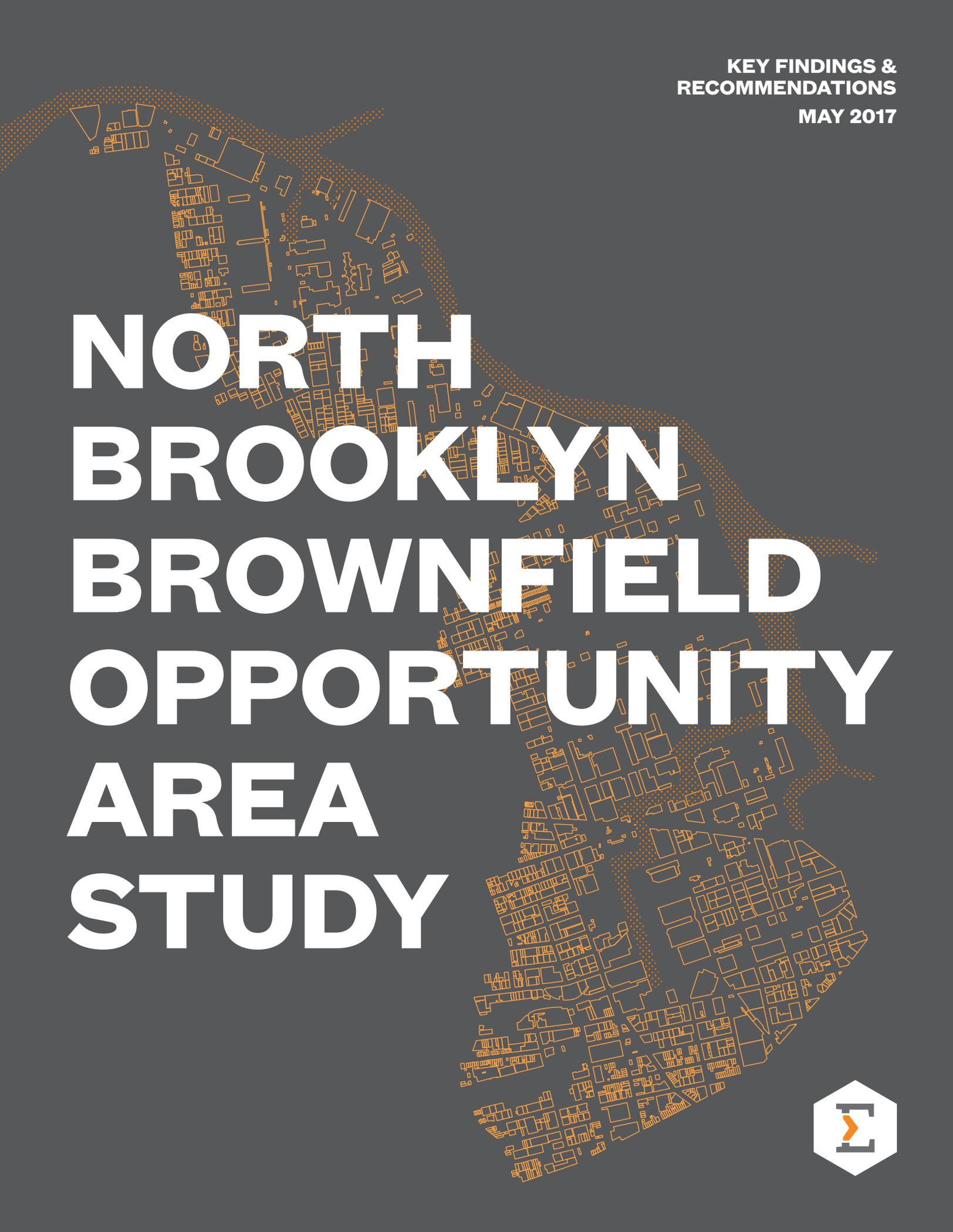


KEY FINDINGS &
RECOMMENDATIONS
MAY 2017

A stylized orange map of the North Brooklyn Brownfield Opportunity Area is overlaid on a dark grey background. The map shows a grid of streets and building footprints. The text is overlaid on the left side of the map.

NORTH BROOKLYN BROWNFIELD OPPORTUNITY AREA STUDY



**KEY FINDINGS &
RECOMMENDATIONS
MAY 2017**

**WHAT IS THE BROWNFIELD
OPPORTUNITY AREA (BOA) PROGRAM?**

A brownfield is a former industrial or commercial site where future use is affected by real or perceived environmental contamination.

The **Brownfield Opportunity Area (BOA) Program** is a New York State Department of State (DOS) grant program that provides financial and technical assistance to municipalities and community-based organizations in an effort to bring brownfields back into active use while establishing clear neighborhood priorities for economic and environmental revitalization. In particular, the Step 2 Nomination phase is focused on an in-depth description and analysis of existing conditions across the BOA study area and the identification of key strategic sites for redevelopment. In this report, there is a particular focus on brownfield redevelopment scenarios that can make industrial uses more feasible and sustainable in North Brooklyn.

KEY FINDINGS & RECOMMENDATIONS

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TEAM

The North Brooklyn BOA study is sponsored by Evergreen as the project's lead community organization. Evergreen is a membership organization that champions manufacturing, creative production, and industrial service businesses, providing an array of services ranging from financing assistance to advocacy. Through the NYC Industrial Business Zone (IBZ) program, Evergreen is responsible for meeting the needs of over 12,000 industrial businesses in the Greenpoint/Williamsburg and North Brooklyn areas, with the goal of creating and maintaining high quality jobs at all skill levels.

The consultant team is comprised of WXY architecture + urban design, HR&A Advisors, Pratt Community Center, Langan Engineers, and St. Nicks Alliance. Together, the team combines expertise in urban planning and design, real estate finance, industrial land use policy, environmental review, and community engagement. In collaboration with St. Nicks Alliance, Evergreen led the public outreach efforts for this project to ensure that each step of the process was informed by stakeholder feedback.

CONTRIBUTORS

This report was prepared for Evergreen and the New York State Department of State (DOS) with funds provided under the Brownfield Opportunity Area (BOA) Program.

The following firms and agencies contributed to the North Brooklyn BOA Step 2 Nomination Study:

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Evergreen

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METROPOLITAN AVE

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VANDERVOORT AVE

MASPETH AVE

JOHNSON AVE

GRAND ST

VARICK AVE

FLUSHING AVE

BUSHWICK

RIDGEWOOD



PROJECT VISION & RECOMMENDATIONS

The North Brooklyn BOA offers an opportunity to rethink industrial economic development in the context of a dense urban land market

This document describes the key opportunities, challenges, and market dynamics that have shaped a vision for the North Brooklyn Brownfield Opportunity Area (BOA). The vision includes an in-depth analysis of existing conditions in the study area, the identification of strategic sites for redevelopment, and a policy framework for supporting industrial employment growth. This document will introduce the full North Brooklyn BOA Step 2 Nomination Report, which was prepared for Evergreen and the New York State Department of State (NYS DOS) with funds provided through the BOA Program.

The North Brooklyn BOA Study offers an opportunity to rethink industrial economic development strategies in the context of a dense and desirable urban land market. Building off Evergreen's core mission as an industrial development corporation, this study defines policy and infrastructure strategies to protect the essential industrial jobs and services that have long-defined the North Brooklyn Industrial Business Zone (IBZ), while also establishing a framework to support mixed-use industrial-commercial development through zoning changes and cross-subsidy models that respond to current real estate market trends.

Protecting New York City's industrial and manufacturing sectors is a long-standing priority for the City administration, but thus far action has been lacking. It has been recognized that certain manufacturing district zoning regulations are outdated and do not align with current economic trends and opportunities. In 2014, the New York City Council released a report called the Engines of Opportunity, which outlined a series of recommendations to help bring land use regulations in line with the City's current economic development strategy and provide opportunities for new industrial sectors. The report outlines three potential policy mechanisms, including an Industrial Employment District,

a Creative Economy District, and a Real Mixed-Use District, that refine existing regulations to variously target improved enforcement and use restrictions, increased density and as-of-right combinations of industrial and commercial space, and full mixed-use neighborhood development integrating commercial and industrial uses.

STUDY GOALS

This study aims to establish a framework to support industrial development via strategic zoning and cross-subsidy tools, while reinforcing the BOA's core heavy industrial zones.

The North Brooklyn BOA aims to create a framework for industrial development that can become a prototype for smart industrial growth across New York City. The study also seeks to set forth an approach to strategic sites that will define new development opportunities for industrial property in the BOA, and mechanisms for preserving affordable industrial rents.

Preserving manufacturing and industrial activity in North Brooklyn is a well-established community priority. The New York City administration has echoed this goal, but could do more to initiate action. Manufacturing is a base economic activity that attracts capital to the metro region and also has significant multiplier benefits for the local economy. Industrial jobs typically provide better living wage opportunities for low- and middle-skill workers compared to retail or other service industries, and better career advancement trajectories. Evergreen's mission to grow and protect industrial employment in the BOA must be addressed relative to the unique market context of the area, including mounting demand for non-industrial space which has put considerable pressure on existing industrial tenants.

The study is designed to present an implementation plan that is crafted collaboratively with North Brooklyn businesses and residents, drawing on current and potential policies and delivery mechanisms to increase affordable industrial square footage in the study area, strengthen the economic base of the BOA, stimulate further reinvestment, and ensure that industrial businesses remain competitive. Through this process, the team has garnered broad stakeholder support for the BOA recommendations and aims to leverage this document as a framework for guiding future development in the study area.

AREA TRENDS & CONTEXT

North Brooklyn is ranked as the third largest Industrial Business Zone in New York City, including 20,000 jobs and 12,000 firms across 721 acres of industrial land. The BOA is centrally located within New York's five boroughs and contains a significant cluster of essential industrial services that both the City and the region depend upon.

North Brooklyn constitutes the densest concentration of waste transfer infrastructure in the City, hosting 14 of 58 transfer stations in New York City. Collectively, these stations, along with those across

Rents for all building types in North Brooklyn increased by over 100% between 2007 and 2016.

Newtown Creek in Queens, handle 40% of the 12 million tons of waste moving through the City annually. At the same time, North Brooklyn's proximity to local consumer markets and public transit have also attracted a range of business uses from small-batch, value-added manufacturers to entertainment venues, food and beverage establishments, creative office developments, and an expanding art scene that is changing the historic character of the BOA. The nearby neighborhoods of East Williamsburg, Bushwick, and Greenpoint have also emerged as desirable residential areas and popular nightlife destinations, and growing clusters of non-conforming commercial and residential uses along the edges of the study area threaten to incrementally displace traditional industrial activity.

While the BOA has traditionally been dominated by industrial and manufacturing uses, in recent years market inflation and land speculation have put increasing pressure on industrial businesses as the market value for alternative land uses continues to grow. This has resulted in the proliferation of conversions from industrial and manufacturing space to residential, office, and retail uses in certain parts of the BOA. According to PLUTO data enriched by the Department of City Planning (DCP) land use survey conducted in 2015, 20% of lots in the study area—440 lots out of 2,200—changed their primary use between 2002 and 2015. Although commercial and residential uses only represent 9% of total lot area in the BOA, residential square footage increased by 95% and commercial square footage by 300% between 2002 and 2015, while the residential population of the study area has increased at approximately 1.5% annually for the past five years, compared to a 0.7% annual growth rate across Brooklyn overall.

Strong demand in the local office market has also fueled rent increases across sectors and across the study area. Rents for all building types in the BOA rose by 100% between the first quarter of 2007 and the first quarter of 2016. While developers respond to this demand with efforts to redevelop industrial property into higher value uses, rising rents and land values have also created an incentive for long-time industrial property owners to sell their land and buildings, or offer shorter-term leases to industrial tenants. In some cases, industrial business owners are also choosing to sell their land rather than continue operating.

This market context forms an important backdrop for the policy and infrastructure recommendations put forth in this report. While land use conflicts in the BOA demand a policy framework to reinforce industrial zoning boundaries, strong demand in the local commercial real estate market also generates an opportunity to use mixed-use development typologies to generate new industrial space in the study area.

RECOMMENDATIONS

The North Brooklyn BOA builds off the Engines of Opportunity work with recommendations that support two simultaneous goals: to preserve **core industrial uses** within the centrally-located North Brooklyn IBZ, and to restructure regulations in select portions of the study area appropriate for **mixed-use development**, so that industrial businesses can continue to flourish amid changes in the manufacturing sector and the real estate market. Key overarching recommendations can be summarized in five points:

- Diverse market and land use conditions across the BOA require subarea specificity to facilitate future planning for industrial retention and development
- Core industrial areas in the BOA's M3 zones require protection and reinforcement through use group restrictions, conditional use permits, and strict code enforcement
- Inspection, regulation, and policy enforcement should be utilized to protect existing M3 heavy industrial zones
- Areas appropriate for industrial-commercial mixed-use development on the northern and southern edges of the BOA warrant strategic densification to allow for the cross-subsidy of new job-intensive industrial space
- There is a critical role for zoning and policy tools to support greater density in specific areas

Current market conditions in North Brooklyn preclude the new construction of industrial space at affordable rents without significant financial subsidy or zoning intervention.

More targeted recommendations have been developed to address the specific **policy tools, development strategies, and infrastructure investments** that can facilitate the goals of this study. A range of zoning tools are available that can help to foster a balanced mix of uses in the BOA, incentivize the development of uses such as industrial and manufacturing, and maintain affordability for industrial tenants. The following policy proposals are informed by several national case studies that were used to identify examples of successful zoning policies that have protected industrial land supply from conversion to higher market value uses over time, and helped to support and grow an industrial employment base.

The development challenges associated with the current market conditions in North Brooklyn preclude new construction of industrial space at affordable rents without significant financial subsidy or zoning intervention. In response, the team proposed a series of development strategies to help improve industrial development feasibility. Across the BOA study area, infrastructure investments, environmental hazard mitigation, and resiliency measures are also crucial to ensuring the long-term viability and competitiveness of the Industrial Business Zone. Although North Brooklyn is a prime location for industrial businesses, the transportation infrastructure is strained and demands new planning and investment.

Recommendations for infrastructure planning focus on essential upgrades to the BOA's current transportation network and key



Fig. 2: Celltei Manufacturers



Fig. 3: Marjam Supply Company Inc.



Fig. 4: Wonton Food, Inc.

measures to mitigate congestion. The following recommendations are discussed in greater detail in Sections 3 and 4 of the full BOA Step 2 Report.

POLICY TOOLS

We strongly recommend that policies are developed allowing all industrial and manufacturing businesses in North Brooklyn to increase their height and density, reduce parking requirements, and potentially add mixed commercial uses. In order for the community's industrial and manufacturing businesses to remain competitive, they need to be able to grow in place, and many have reported that the current regulations are too restrictive.

Core industrial subareas:

- Designate as an "Industrial Haven" to restrict conflicting as-of-right uses such as hotels, big box retail, self-storage, residential, commercial, recreation, and event/entertainment venues (similar to Portland's Guild Lake Industrial Sanctuary)
- Establish a strong set of use group and conditional use restrictions:
 - Hotels, large entertainment/sports/nightclub venues, and self-storage uses should be prohibited
 - Retail and eating/drinking establishments should be neighborhood-serving and capped at 2,500 SF, with special use permits for anything larger (up to 5,000 SF)
 - Office should be limited to accessory use and capped at 5,000 SF, with special use permits for anything larger (up to 10,000 SF) and for non-accessory office (up to 5,000 SF)
- Ensure strict and consistent enforcement of the zoning code at the building permit stage; Require full review of any uses prior to granting permits
- Create a consistent inventory and projection of industrial land supply and demand in the area to ensure there is enough industrial SF to meet business demand

Areas appropriate for mixed-use development (industrial and commercial):

- Use zoning interventions to allow for higher density, incentive-based uses that can cross-subsidize industrial space with a 2:1 ratio of incentive-based to industrial uses (similar to Portland's Central Eastside Mixed Industrial Plan)
- Establish a strong set of use group and conditional use restrictions:
 - Residential uses should be prohibited
 - Hotels, large entertainment/sports/nightclub venues, and self-storage uses should only be granted through special use permits, (as the City has announced it would do in

regard to hotels and self-storage uses in the IBZs)

- Retail and eating/drinking establishments should be allowed based on current zoning rules, but with special permits for anything exceeding 10,000 SF
- Office uses can be accessory and non-accessory and should be allowed based on current zoning rules, but with special permits for anything exceeding 15,000 SF
- Industrial/manufacturing uses should be required in conjunction with any special permits seeking a density bonus, similar to the 25 Kent Avenue proposal, but at a ratio of 1/3 the total FAR
- Determine through further analysis where it is most effective and reasonable to require industrial/manufacturing uses, at a minimum of 1/6 FAR, with new development of any kind
- Reduce current as-of-right parking requirements by approximately 75% (Similar to the recent 25 Kent Avenue proposal)
- Establish a special permit that would allow for a 1.0 FAR density bonus tied to film production uses in Subarea A of the BOA, with potential expansion to Subarea D in the future
- Develop detailed planning guidelines to address conflicts between industrial and non-industrial uses in proximity; Establish business reporting requirements for privately-owned industrial spaces
- Create opportunities for an industrial community development corporation (CDC) or other not-for-profit (NFP) neighborhood liaison to oversee and manage industrial spaces created as a result of zoning updates; Support NFP management and/or partial ownership structures (Similar to Indianapolis Circle City Industrial Complex)
- Partner with local workforce training and business support organizations to integrate economic development efforts with workforce and placement efforts

DEVELOPMENT STRATEGIES

- Leverage adaptive reuse of existing industrial building stock to decrease capital costs
- Engage non-profit developers with lower return thresholds
- Layer the use of eligible tax credit incentives including brownfield tax credits, new market tax credits, and/or historic tax credits
- Reduce compliance regulations and paperwork that prevent businesses from accessing public incentive programs
- Structure an appropriate non-profit ownership, management, or partnership agreement to ensure the long-term provision of affordable industrial space, while balancing project finances against lower rent expectations

- Use zoning interventions that allow for higher density, incentive-based uses (e.g. allow developers to build office space in exchange for the provision of industrial SF) and reduced parking requirements to improve project feasibility; Balance higher-value uses, including office and retail, to offset lower industrial rents
- Leverage large underutilized sites in the area for new industrial uses that align with broader City initiatives such as expanded clean energy production through the subdivision and disposition of large parcels like the National Grid site

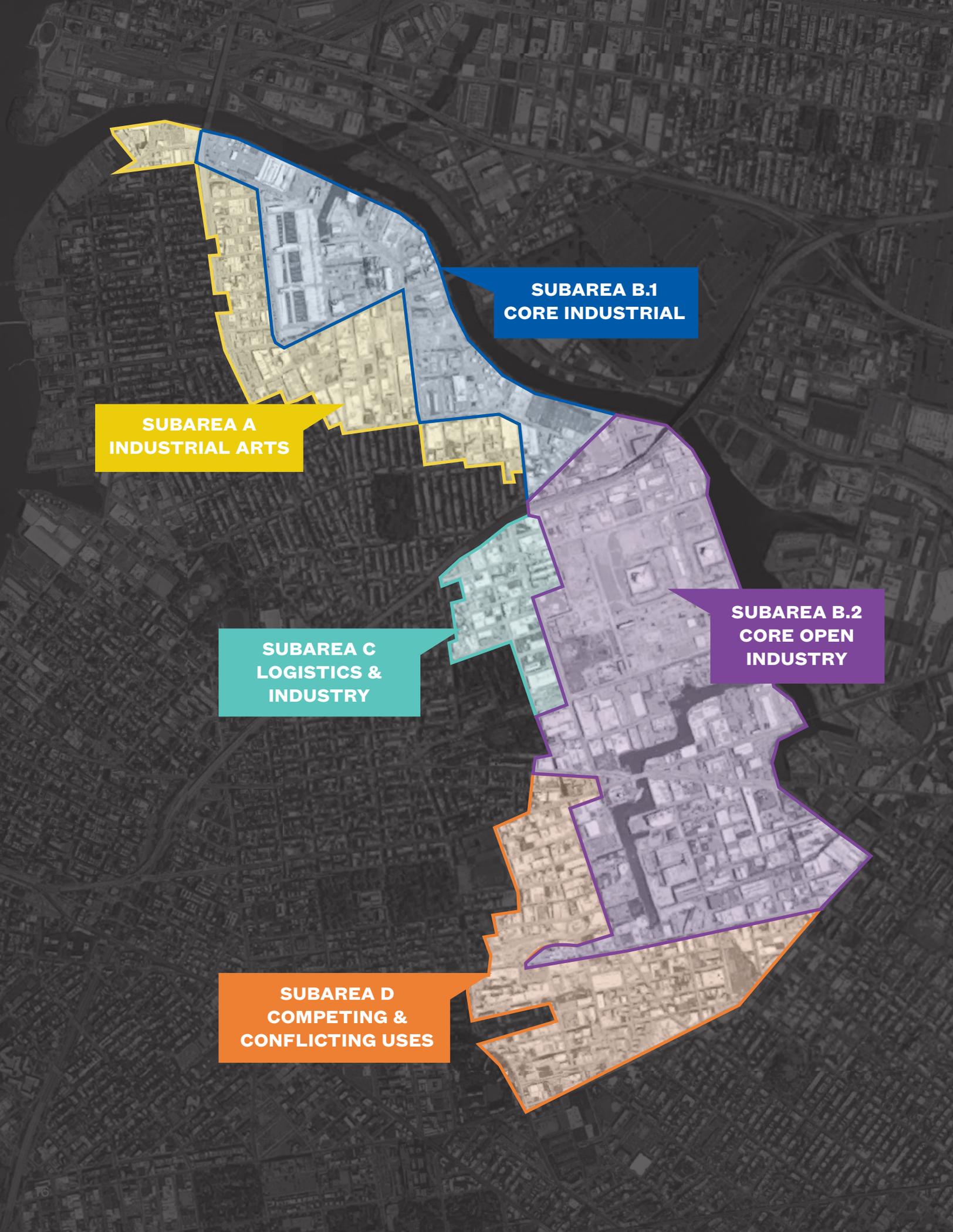
INFRASTRUCTURE

- Widen and repave key roadways to support increased truck traffic
- Designate additional truck routes with rationalized bike lanes
- Establish additional lanes on key bridge on- and off-ramps
- Rationalize and enforce alternate-side parking regulations
- Improve enforcement of land use regulations and building codes
- Use curbside planning to address parking and loading issues
- Improve sewer and stormwater infrastructure
- Improve bulkheads and streamline permitting processes for increased barge access along Newtown Creek
- Improve sidewalks on key pedestrian corridors
- Expand local bus service for commuting workers
- Protect contiguous public/vacant land for a large capital transportation project
- Engage with resiliency efforts such as the City's Resilient Industry Study to increase building-level flood resilience

The following section will provide a summary of the BOA Subarea Framework and Strategic Site Redevelopment Proposals which build upon these recommendations.

Fig. 5: Barge along Newtown Creek





**SUBAREA A
INDUSTRIAL ARTS**

**SUBAREA B.1
CORE INDUSTRIAL**

**SUBAREA C
LOGISTICS &
INDUSTRY**

**SUBAREA B.2
CORE OPEN
INDUSTRY**

**SUBAREA D
COMPETING &
CONFLICTING USES**

KEY FINDINGS

While the North Brooklyn BOA study area has been zoned uniformly for industrial uses since 1961, the physical structure of the study area is incredibly varied. There is a stark contrast between the area's large parcels fronting Newtown Creek and intimate blocks smaller than the typical New York City street grid. Smaller block size creates, in urban design terms, a "permeability" that makes it easier to move around, and likely contributes to the area's attractiveness for non-conforming uses. In turn, this can create challenges between disparate uses, as seen on Bogart Street where the large Boar's Head brand facility sits across the street from the new Bogart Hotel. The dense and competing mix of uses that has emerged in the BOA arising partially from the citywide growth of new creative sectors such as film and digital media, as well as the changing nature of North Brooklyn as a whole, requires a carefully thought-through framework to guide future development and investment.

SUBAREA FRAMEWORK

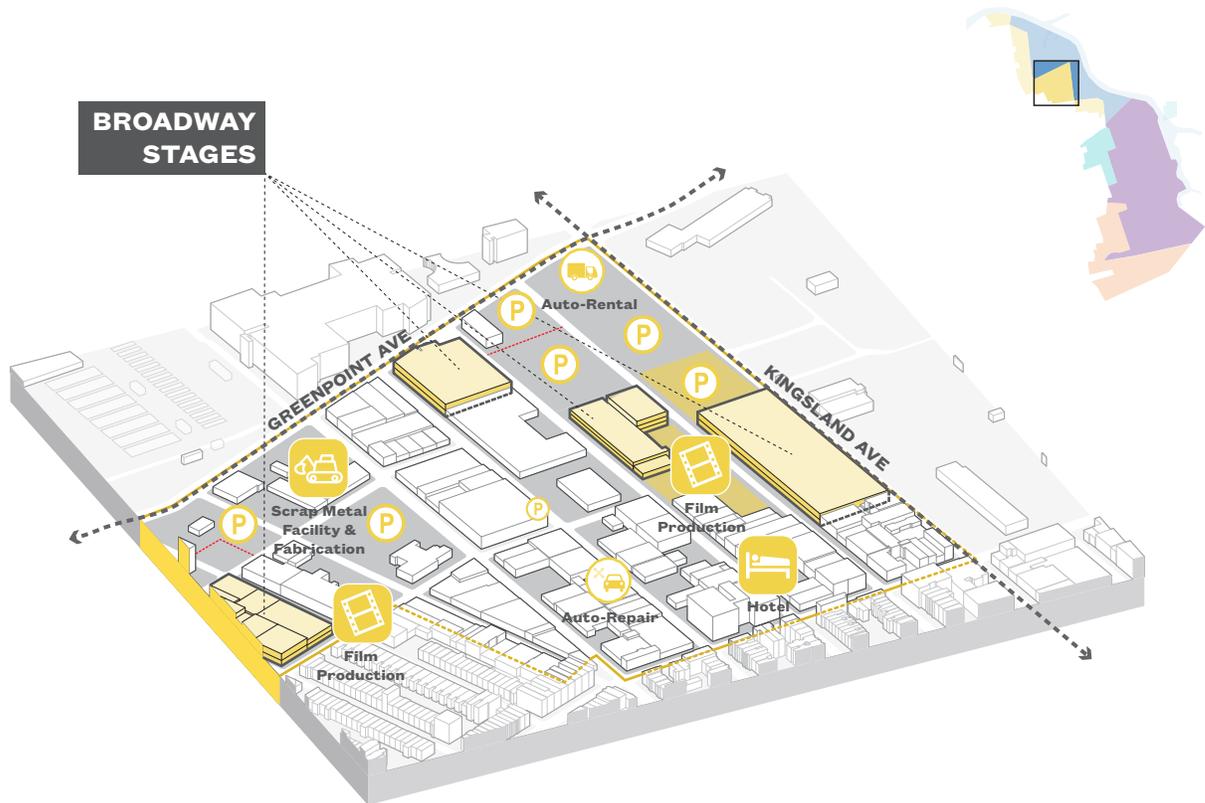
A tailored approach to infrastructure, enforcement, and land use incentives will be developed to address the goals of each subarea.

The BOA Subarea Framework is intended to help align policy and infrastructure recommendations with localized physical and market conditions by drawing distinct subareas within the BOA that warrant a similar approach to capital investments and zoning interventions. Each subarea reflects a consistent set of zoning and land use patterns, infrastructure, and economic conditions. These factors were assessed through an in-depth existing conditions analysis in order to understand the diverse market contexts across the BOA and their relationship to different development opportunities and constraints.

Viewed broadly, the North Brooklyn BOA is comprised of a core heavy industrial zone along Newtown Creek, a lighter industrial buffer zone along the study area's western edge, and an active mixed-use zone in the southern portion of the BOA below Johnson Avenue. The consultant team identified five distinct subareas within the study area. Development goals and opportunities were defined for each subarea, which then informed the structure and program of the three final Strategic Site Redevelopment Scenarios. The following pages describe each subarea in greater detail, including development goals and policy recommendations.



INDUSTRIAL ARTS



SUBAREA GOALS

— Support growing demand for space in TV/film production and supportive sectors

— Encourage vertical growth of the film sector

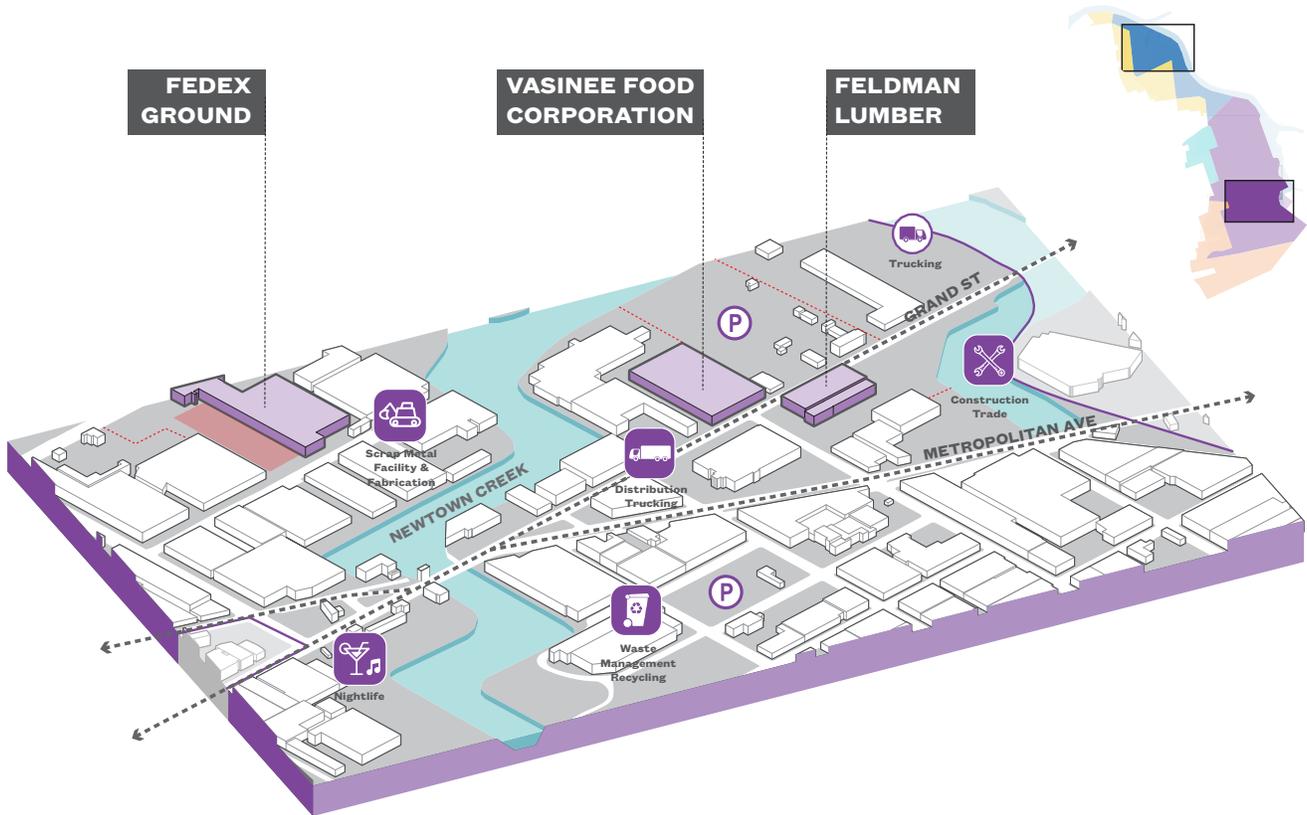
— Foster a diverse industrial business mix throughout the subarea

Subarea A, on the northwestern edge of the BOA, is characterized by a diverse industrial business mix with a growing cluster of TV/film production firms and supportive "industrial arts" uses. Broadway Stages, a major land owner in the area, currently owns over 300,000 SF and continues to expand its footprint with new land acquisitions. **Recommendations for the area include:**

- A special zoning permit that would allow for a density bonus and parking reduction tied to film production uses within a targeted area (a detailed description of this proposal is provided in the 379 Kingsland Ave. strategic site discussion)
- This special permit should also include restrictions on specific non-industrial uses and a potential cap on retail SF and/or front of house retail tied to production
- Enforcement of existing land use regulations to impede residential encroachment (e.g. through fines)
- Business assistance to help all industrial firms grow into underutilized spaces susceptible to conversion
- Rationalized parking and loading strategy for film sector
- Workforce development programs to help community residents gain more jobs in the film industry



CORE OPEN INDUSTRY



SUBAREA GOALS

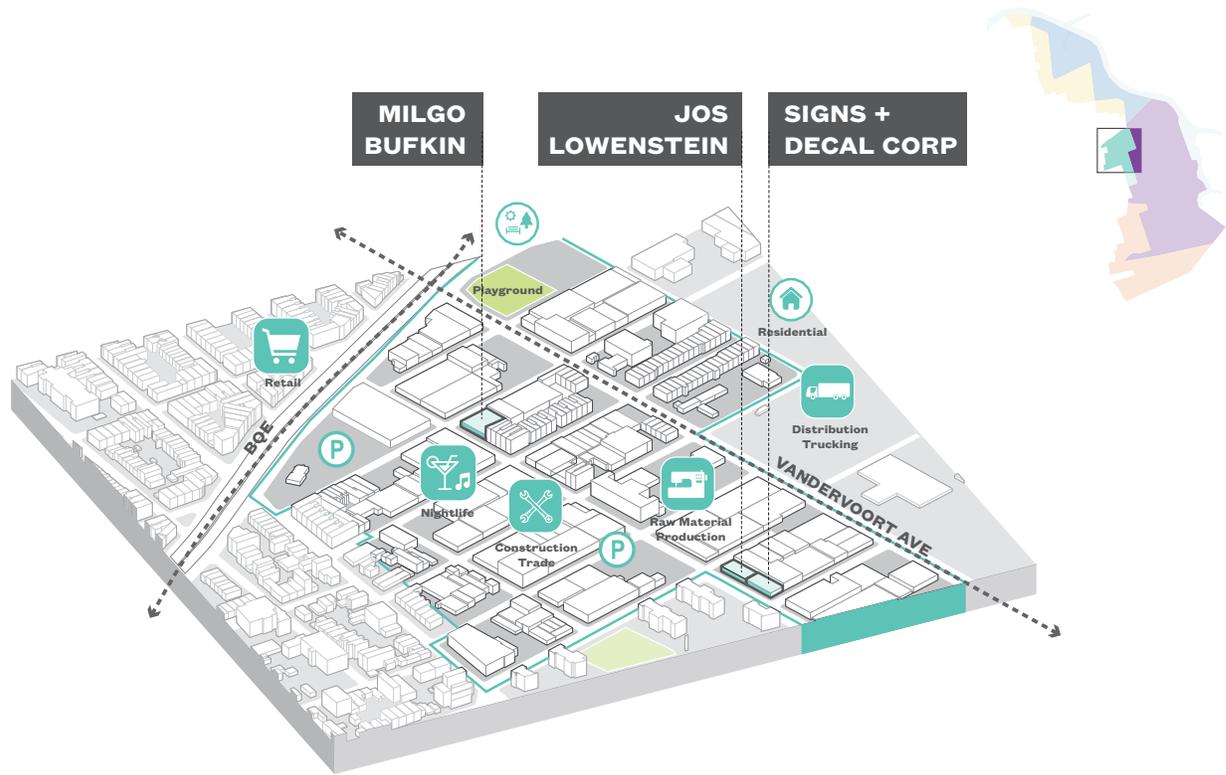
- Stabilize **industrial land market** through strong land use policy
- Support **industrial retention** against conversion
- Reinforce **boundary conditions** for heavy industrial uses

Subarea B is the industrial heart of the BOA, isolated from pedestrian activity and consisting primarily of open industrial and utility uses, warehousing, and construction trades. This area is divided into two separate but related subareas, B.1 in the north and B.2 in the south. Subarea B.1 comprises many large-scale sites owned by long-standing entities such as the Newtown Creek Waste Water Treatment Plant. Subarea B.2 comprises medium-scale sites along Newtown Creek, parcelized by a street grid. Recently, a handful of nightlife venues have opened in the area causing issues for industrial tenants. **Recommendations for this area include:**

- A strong set of use group restrictions, including limitations of retail, restaurant, entertainment/nightlife, and office uses
- Coordination with restrictive land use policies across the BOA
- Enforcement of current density restrictions and building codes
- Consistent inventories and projections of demand for industrial space in the area, conducted by the City
- Investments in roadways and core infrastructure to improve access, loading, parking, and roadway conditions
- Coastal flooding mitigation strategies to protect vulnerable infrastructure and single-story structures



LOGISTICS & LIGHT INDUSTRY



SUBAREA GOALS

— Grow **existing industrial businesses**

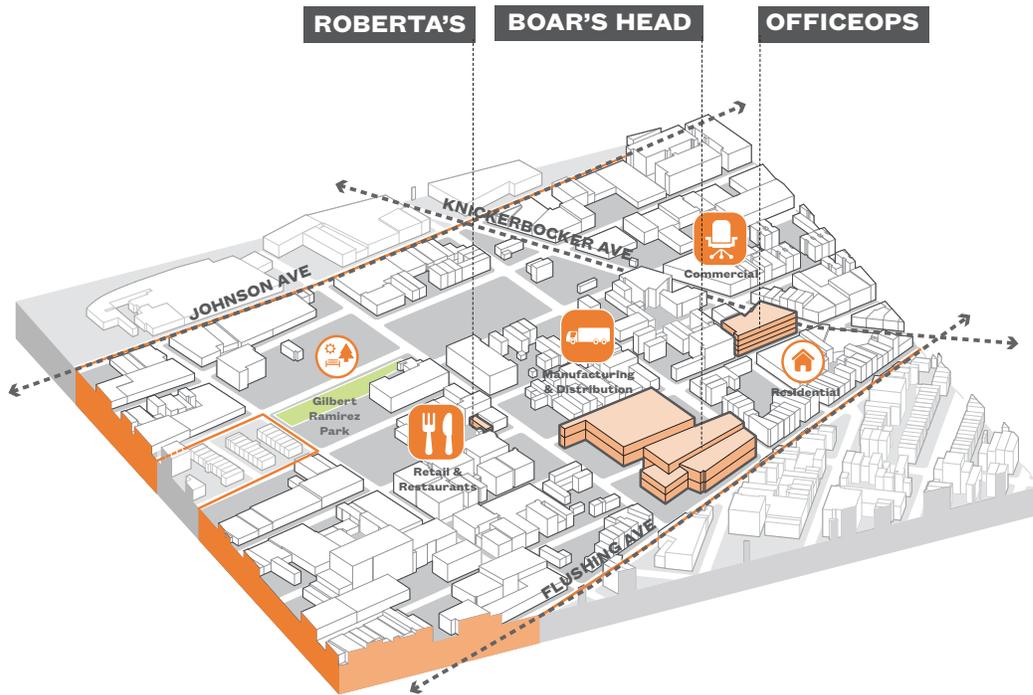
— **Protect and strengthen industrial uses** through policy mechanisms, enforcement and infrastructure

Subarea C, south of the Brooklyn-Queens Expressway and west of Subarea B.2, is characterized by a predominance of enclosed structures for light manufacturing and logistics uses. Zoned M1-1, the area features a cluster of construction trades and wholesale distribution businesses that rely on heavy trucking operations and regional highway access. **Recommendations for the area include:**

- Regulatory enforcement of existing land use policies, with potential additional use group and density restrictions
- Transportation infrastructure investments to address congestion, parking, and loading issues (widening of key truck routes, rationalized curbside parking plan, improved local bus service for commuting workers)
- A targeted development plan to help businesses grow into underutilized spaces, especially if susceptible to conversion to non-industrial, as-of-right uses like nightclubs



COMPETING & CONFLICTING USES



SUBAREA GOALS

- Advance development of **mixed-use buildings** to cross-subsidize industrial space
- Sustain a **mixed-use character** and retain the light industrial employment base
- Protect **anchor industrial businesses** and mitigate conflicts of use

Subarea D is an active mixed-use area in the southern portion of the BOA, encompassing parts of the popular residential neighborhoods of Bushwick and East Williamsburg. This area is characterized by a lack of physical separation between industrial and non-industrial uses due to numerous conversions from industrial to offices, lofts, nightlife, and creative economy spaces, and a high-market value for commercial and residential uses. Anchor businesses in the area such as Boar’s Head Distribution and Wonton Foods are among the largest employers in the BOA, and are facing considerable encroachment from non-industrial uses. **Recommendations for the area include:**

- Zoning intervention to allow for higher density, incentive-based uses that can cross-subsidize industrial space with a 2:1 ratio of incentive-based to industrial uses
- Reduce current as-of-right parking requirements by 75 percent
- Support for NFP management structures within projects to incentivize industrial development, provide control over industrial rents/leases, and facilitate public-private financing
- A complementary policy requiring business plan reporting, NFP management or partial ownership, and SF limits on retail and/or non-accessory office space

STRATEGIC SITE REDEVELOPMENT SCENARIOS

Each strategic site scenario describes a use program, taking into account market feasibility, community goals, and zoning policy implications.

The strategic site redevelopment analysis, a key component of the BOA Step 2 process, provides a detailed description of how new industrial development can be carried out in the BOA. The following site development scenarios center around Evergreen's core mission to expand and retain industrial space at affordable rates, while also responding to the particular subarea goals and opportunities associated with each site. Associated with the Subarea Framework, the Strategic Site Redevelopment Scenarios are intended to demonstrate to landowners and developers how new industrial development can take place across different portions of the BOA. Each site development scenario embodies the articulated goals of the site's associated subarea, and offers a chance to test the impact of potential design and policy interventions against stated subarea aspirations.

These scenarios should provide credible evidence illustrating how developers can provide long-term, affordable industrial leases, even in the hot market context of North Brooklyn where

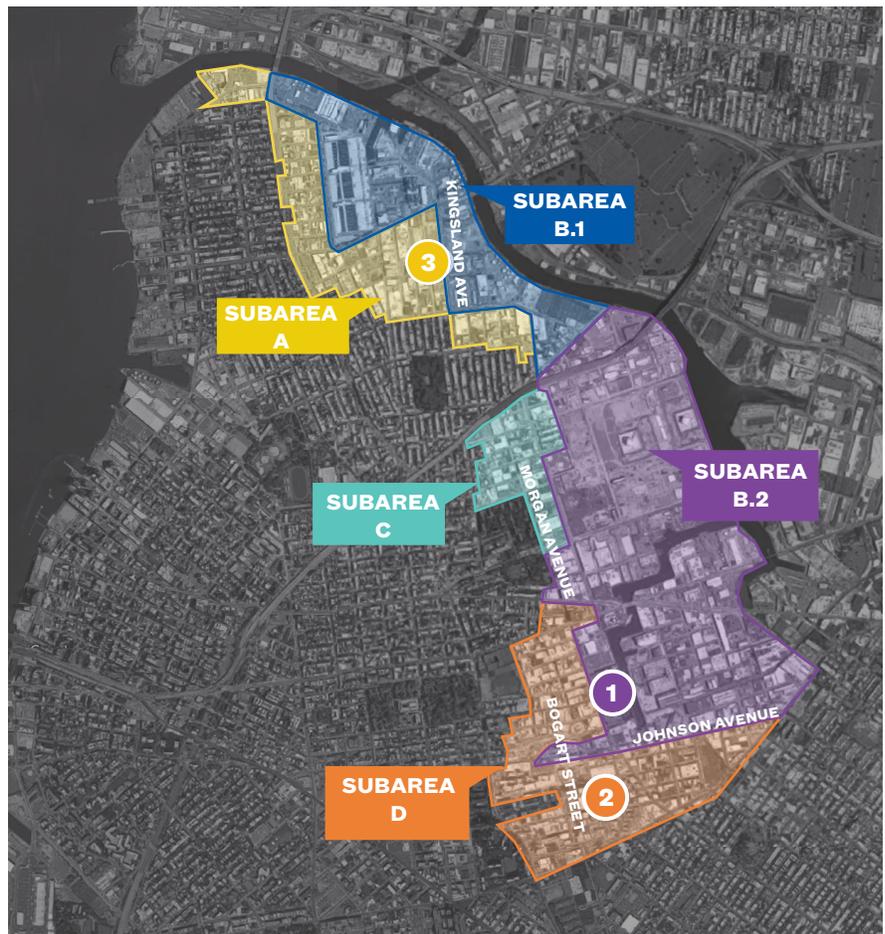
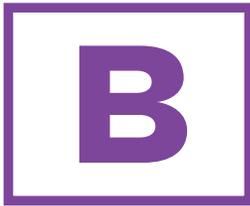


Fig. 7: Final Strategic Site Locations

land values are rapidly increasing. Through an in-depth site analysis, three strategic sites were selected for final analysis and scenario development. Summarized in the following pages are the focal elements of each strategic site redevelopment proposal, selected based on financial feasibility, net output of industrial square footage, and the catalytic nature of the proposed project. Each redevelopment proposal and the associated policy recommendations are meant to be broadly applicable across similar properties within the same subarea.

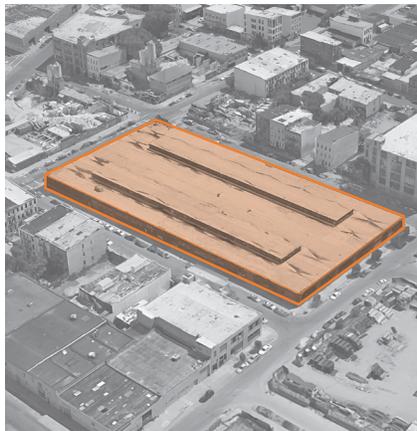
SITE 1



180 MORGAN AVE

As-of-right industrial adaptive reuse, led by a non-profit developer. Program includes a 23,000 SF specialty (food, metal, wood) manufacturing facility.

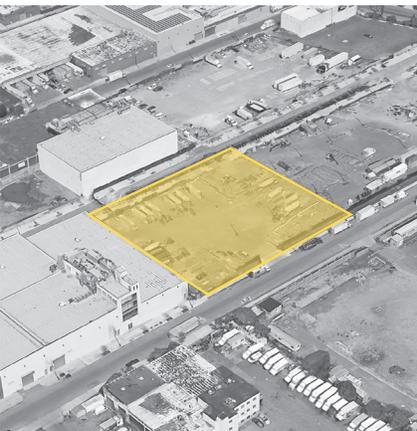
SITE 2



74 BOGART ST

New construction of a mixed-use industrial and commercial office building led by a private developer with a non-profit master lessee. Leverages a special incentive density bonus. Program includes light manufacturing and office uses with limited accessory retail.

SITE 3



379 KINGSLAND AVE

New construction of a 5-story industrial building for the TV/film production sector and supportive uses, built ground up by a private developer. Leverages a sector-specific zoning incentive. Program includes a mix of light industrial and office uses.

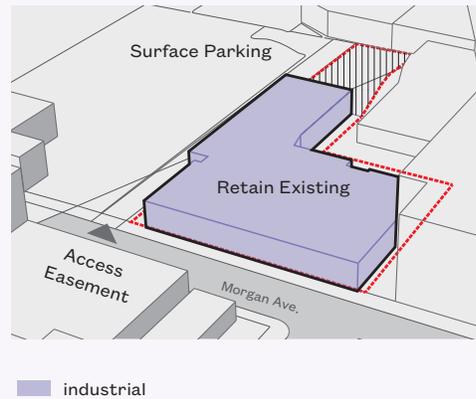
SITE 1



**180
MORGAN
AVE**



PROPOSED SCENARIO AS-OF-RIGHT ADAPTIVE REUSE



M3-1 / 2.0
Existing Zoning/FAR

2.0
As-of-Right FAR

1 : 0
Industrial : Office SF Ratio

23,000 SF
Manufacturing Space

SCENARIO OBJECTIVE

To demonstrate the feasibility of **not-for-profit-led industrial adaptive reuse** in the study area's core M3 zones.

PROPOSED PROGRAM

A 23,000 SF multi-tenant specialty (food, metal, wood) manufacturing facility. Assumes a not-for-profit owner/developer and adaptive building reuse.

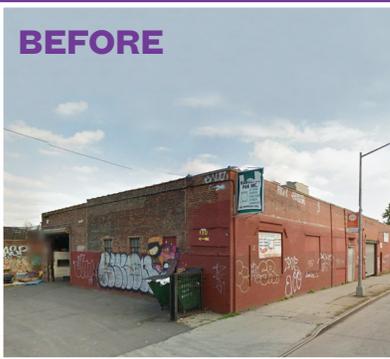
FEASIBILITY FINDINGS

- Industrial development is viable in this subarea in a purely adaptive reuse scenario, provided that grant funding can subsidize the land cost. A gap still exists between what a non-profit developer could pay for land in this scenario and the current market for similar sites in the area.
- Lower construction costs associated with adaptive reuse improves development feasibility. Partial new construction of below market-rate manufacturing space is infeasible without significant subsidy.
- This project would not be attractive to a for-profit developer. However, a not-for-profit development structure can increase the financial viability of marginally profitable but desirable projects while also providing greater project control.
- Site may be eligible for Brownfield Cleanup Program (BCP) tax credits.

PROPOSED AMENDMENTS

- Consistent land use policy and enforcement to stabilize land values in Subarea B.
- Strategic transportation infrastructure investments.

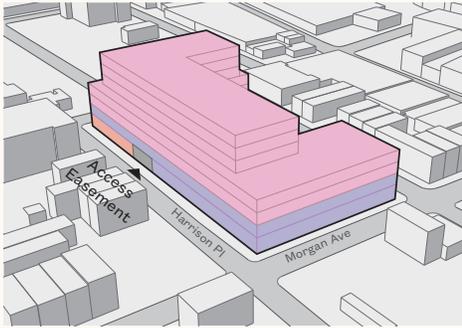
BEFORE



AFTER



PROPOSED SCENARIO SPECIAL INCENTIVE NEW BUILDING WITH PARKING REDUCTION



office industrial retail

M1-2 / 2.0
Existing Zoning/FAR

4.8
New Incentive-Based FAR

1 : 2
Industrial : Office SF Ratio

127,000 SF
Light Industrial Space

SCENARIO OBJECTIVE

To demonstrate how this site can be positioned for private development while ensuring **affordable industrial rents** through a **cross-subsidy of office/industrial uses**, specific incentives to allow **greater density**, and a **not-for-profit partnership model**.

PROPOSED PROGRAM

An integrated mixed-use industrial building with light manufacturing (e.g. metal fabrication, food and wood product manufacturing) and office uses, with limited accessory retail. Privately developed with a not-for-profit master lessee.

FEASIBILITY FINDINGS

- Redevelopment of the desired program under current zoning still results in a gap between market rate land values and what a private developer would pay.
- With an upzoning allowing for a mix of commercial/industrial uses similar to the proposal for 25 Kent Avenue and a reduced parking requirement, the project becomes financially feasible.
- A not-for-profit management structure is also needed to ensure that subarea goals are met.
- The site is an active **NYS Brownfield Cleanup Program (BCP)** site located within an En-Zone.

PROPOSED AMENDMENTS

- Zoning amendment to permit greater density (4.8 FAR) and cross-subsidy of industrial uses.
- 33% Industrial : 66% Commercial ratio.
- 75% parking requirement reduction.
- Not-for-profit ownership and business support.

SITE 2



**74
BOGART
ST**



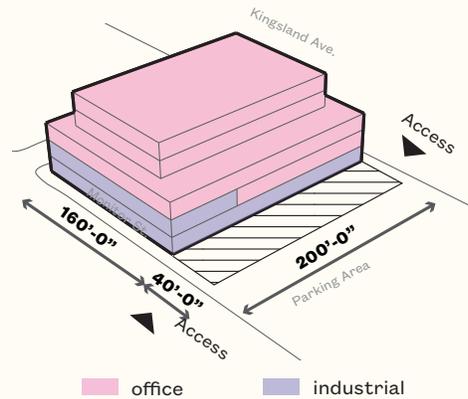
SITE 3



**379
KINGSLAND
AVE**



PROPOSED SCENARIO SPECIAL INCENTIVE NEW BUILDING WITH PARKING REDUCTION



M3-1 / 2.0
Existing Zoning/FAR

3.0
New Incentive-Based FAR

1 : 2
Industrial : Office SF Ratio

42,000 SF
Light Industrial Space

SCENARIO OBJECTIVE

To understand factors influencing the development of TV/film production space in the study area. To test different zoning and **policy mechanisms that can facilitate the consolidated growth of the film industry** while **promoting a diverse mix of light industrial uses** in the subarea.

PROPOSED PROGRAM

A 5-story industrial building for the TV/film production industry and supportive sectors. A mix of light industrial and office uses, built ground up by a private developer.

FEASIBILITY FINDINGS

- The film sector requires a 1:2 ratio of light industrial to "back of house" production space, making a vertical building attractive to these tenants.
- Incentive-based parking reduction and density bonus make this mixed-use industrial project feasible.
- Site is not eligible for Brownfield Cleanup Program (BCP) tax credits.

PROPOSED AMENDMENTS

- Film sector-specific special permit density bonus of 1.0 FAR.
- 75% parking requirement reduction.

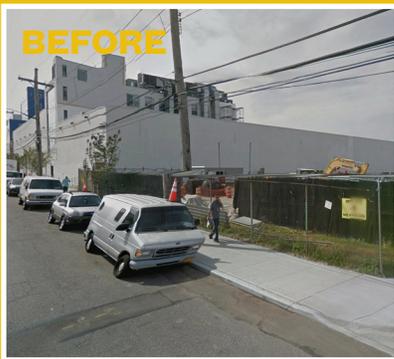


Fig. 8: United Transit Mix Cement Trucks





NEXT STEPS

- 1. Achieve designation for the BOA through the NYS Department of State**
- 2. Promote report recommendations and engage key public agencies and stakeholders**
- 3. Pursue strategic site development opportunities and promote findings within the developer community**
- 4. Use this report as a guide to pursue a new policy and infrastructure agenda**

The North Brooklyn BOA study area is still a vibrant industrial district that represents a crucial node in the City's industrial economy. As this report describes, there are important opportunities to support the future growth of key sectors in the study area, including waste management and remediation, food and beverage manufacturing, wood and metal fabrication, and TV/film production, through transportation infrastructure upgrades, land use policy enforcement, and special incentives to encourage industrial development.

A first priority following this study is the designation of the North Brooklyn BOA through the New York State Department of State. This will allow any projects that align with the priorities defined by the community in this report, such as our three strategic site development plans, to leverage additional tax credits through the Brownfield Cleanup Program (BCP). The three strategic sites offer opportunities for continued engagement with property owners, other interested developers, and policy advocates. The 74 Bogart Street site is already designated within the BCP. Although 379 Kingsland Avenue is not eligible for BCP tax credits, the proposed development scenario can be shared with policy advocates and other interested developers in the area.

This report should serve as a guide to pursue a new policy and infrastructure agenda in the BOA study area. The specific policy recommendations summarized in this document, and described in detail in the full report, are intended to define a pathway for new job-intensive industrial development that acknowledges the changing landscape of North Brooklyn. These recommendations also warrant further community input and advocacy to involve the necessary decision-makers and stakeholders in plans for implementation. Prospective partners in these efforts include the NYS Department of State, NYC Department of City Planning, NYC Department of Transportation, NYC Department of Environmental Protection, and existing businesses in the BOA.

