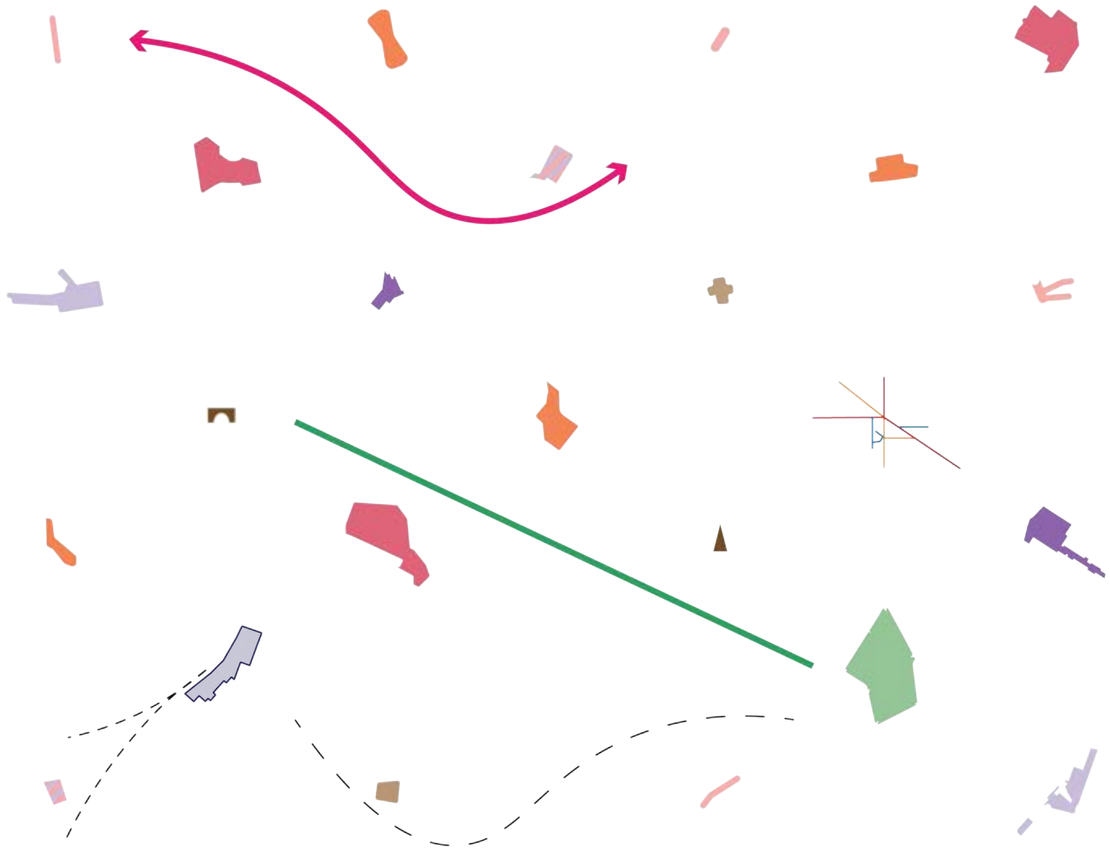
BROOKLYN BOROUGH PRESIDENT
ANTONIO REYNOSO

THE 2025 COMPREHENSIVE PLAN
FOR BROOKLYN



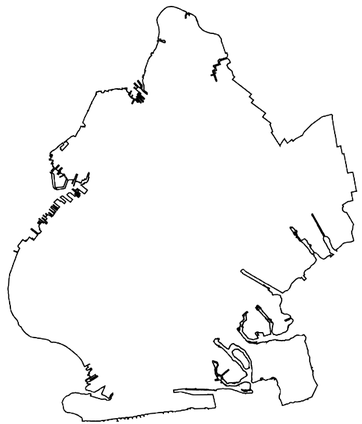
The 2025 Comprehensive Plan for Brooklyn

A vision for a healthier, more equitable borough

BROOKLYN BOROUGH PRESIDENT
ANTONIO REYNOSO

August 2025

Prepared by the Office of Brooklyn Borough President Antonio Reynoso



Acknowledgements

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The New York Academy of Medicine
Hester Street
The Advisory Committee for The 2023 Comprehensive Plan for Brooklyn

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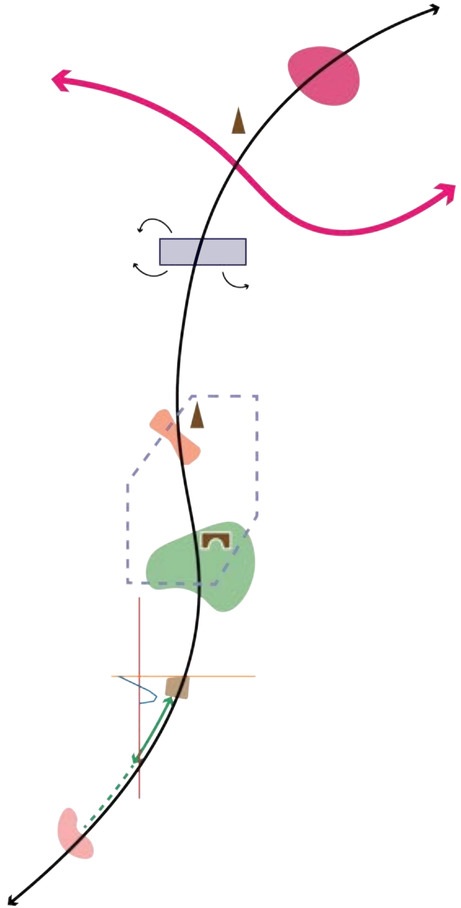


Dear Brooklyn,

I am the proud son of two hardworking Dominican immigrants. I grew up on the Southside of Williamsburg, living in Section 8 housing, buying groceries with SNAP benefits, and going to school on scholarship. My family didn't have much, but we had hope; and despite the challenges that came with living in Williamsburg in the '80s and '90s, we felt like opportunity was at our fingertips. We felt like if we only worked hard enough, we could achieve the life we dreamed up. New York promised it.

As I grew older, it became clear to me just how powerful government can be: how it can create chaos through divestment and how it can provide a young immigrant family with a chance to succeed and set down stable roots. My dedication to serving Brooklyn is grounded in my gratitude to and respect for the borough that raised me. It is the honor of a lifetime to serve as your Borough President and to work alongside so many incredible neighbors pursuing a Brooklyn for all.

In many ways, the Brooklyn of today is in much better shape than the Brooklyn of my childhood. Our economy is stronger, our streets are safer, and a strong network of community organizations serves our most vulnerable neighbors. Yet alongside this growth, inequity continues to skyrocket in Brooklyn and beyond. Today it's estimated that one in four New Yorkers live in poverty. The unfortunate truth is that, right now, our health, wealth, and well-being depend greatly on where we live.

Many of our city's most pressing crises stem from our failure to plan for growth. New York City is one of the only major cities in the world that does not have what is known as a comprehensive plan. There is no 10- or 20-year vision to guide our growth, investments, or how resources are directed. We do not plan for things as simple as making sure every neighborhood has adequate parks, schools, and affordable housing. Whatever plans the City does make are developed in siloes, without sufficient communication or coordination among agencies. This failure to plan deepens inequities by allowing for communities with more political capital to secure more investment while the rest of our communities receive crumbs. This happens generation after generation until working families have no choice but to leave the city.

In 2023, I released my first *Comprehensive Plan for Brooklyn*—the largest, borough-specific planning effort in our city's history—to address this failure to plan and chart Brooklyn's way to a more equitable future. Today, I'm proud to release an updated vision for our borough: The 2025 Comprehensive Plan for Brooklyn. The goal of The Plan remains: to build a Brooklyn where all residents have what they need to be healthy, housed, and supported.

Core to *The Plan* is the idea of orienting our decision-making around the public good—the idea that what we do as individual people, as businesses, as organizations, as neighborhoods, and as boroughs affects this city as a whole. Our well-being, our safety, and our opportunity do not exist in a vacuum, but rather requires us to work hand in hand to build a balanced, well-resourced, and well-planned city that allows everyone to both contribute to and benefit from what New York City has to offer.

The vision defined in my Comprehensive Plan cannot be carried out by my office alone. It is not a substitute for a citywide comprehensive plan. It is, however, a tool I will continue to leverage to evaluate land use proposals before my office, advocate for communities, and push for the changes our city needs. More than anything, my Comprehensive Plan offers a vision of Brooklyn based in opportunity.

To emerge from the crises we face, we cannot continue relying on the piecemeal approach that delivers headlines but no timely results. We need to return to our roots as a city that thinks big and believes in the power of possibility and opportunity. *The Comprehensive Plan* does that. It contains both a visionary plan for the future and a set of policy proposals that are achievable right now. To get there, it'll require political courage from elected officials and more of our neighbors standing up to organize for the change they want to see. Let's get it done, Brooklyn.

Sincerely,

Antonio Reynoso

Brooklyn Borough President

Introduction + Plan Structure

Almost every major city in the world except New York City has a comprehensive plan to guide growth and development. Despite various local and citywide zoning-focused, issue-based, or geographically specific planning efforts, the need for a true comprehensive plan—encompassing all areas of urban planning, all aspects of City governance, and all of its diverse neighborhoods—remains acute and unfulfilled.

A comprehensive plan is a long-term, citywide strategy that guides how land will be used, where investments are made, and how communities will accommodate growth and change. It covers everything from housing and transportation to climate resilience and economic development. A comprehensive plan can not only create a guide for where New York City should grow but also ensure that infrastructure investments (into schools, sewer, transit, and so on) are simultaneously funneled into that area.

For too long, NYC decision makers have been forced to make choices about development projects and resource allocations without this greater context. We've seen time and again that planning issues do not occur in isolation, and we cannot solve entrenched problems on a site-by-site, or issue-by-issue, basis.

To address this enduring issue, Brooklyn Borough President Reynoso issued *The 2023 Comprehensive Plan for Brooklyn* that provided a vision for a healthier, more equitable borough. The Brooklyn Borough President's Office led the 2023 Plan in partnership with the Regional Plan Association (RPA), New York Academy of Medicine (NYAM), and Hester Street, as well as an Advisory Committee of more than 25 invited organizations from throughout the borough, and was informed by multiple public engagement events.

The 2025 Comprehensive Plan for Brooklyn ("*The Plan*") updates the 2023 version through additional analysis, new data sets, and more geographically targeted recommendations. This update was based on feedback received on *The 2023 Comprehensive Plan for Brooklyn*, review of Community Board District Needs Assessments and Budget Priorities, land use applications, and ongoing planning and policy discussions happening in communities that are shaping the borough. *The Plan* is not a substitute for a citywide comprehensive plan or ongoing local planning efforts. It is not a rezoning, and it is not something the Borough President can implement on his own. In fact, *The 2025 Plan's* proposed Objectives, Strategies, and Actions are targeted at a range of government actors, as opposed to the Goals, Objectives, and Recommendations in *The 2023 Plan*, which focused on the Borough President's powers. However, *The Plan* is still intended to inform the Borough President's land use decisions and recommendations, and to provide shared data, information, and guidance to all Brooklyn stakeholders.

A Focus on Access to Opportunity

While *The 2023 Comprehensive Plan for Brooklyn* focused specifically on housing and health and the relationship between the two, *The 2025 Plan* addresses access to opportunity, as examined across a range of factors that influence daily life for Brooklynites. These include quality education, job opportunities, transit access, healthy eating and active living, and environmental risk. These factors taken together create an Access to Opportunity Index that can be used to inform decision-making about policy, land use, and resource allocations.

Plan Structure

The updated *Plan* reorganizes and expands upon the work in *The 2023 Plan* to create a vision for Brooklyn outlined in the Framework (a conversation about spatial planning), along with tangible strategies for implementation outlined in the Elements (a conversation about how to reach equitable outcomes across the borough).

The Plan is organized into three parts:

Framework

The Comprehensive Plan for Brooklyn's Framework outlines desired outcomes for a healthy and equitable borough. It provides the foundation for the rest of The Plan and underscores how The Plan's Objectives, Strategies, and Actions work collaboratively to advance the Borough President's vision for Brooklyn. In other words, the Framework identifies what the borough's challenges are and where The Plan's objectives are most urgent by defining priority areas, place types, and other common vocabulary.

The Framework includes four sections that will guide the Borough President's land use strategies, investments, and programs:

- Health, Wellness, + Justice
- Housing Growth + Housing Choice
- Jobs, Industry, + Economic Prosperity
- Public Space + Placemaking

Elements

The Elements outline how to advance The Plan's vision and goals. The Plan identifies eight Elements that, taken together, seek to operationalize the vision and Framework for the borough. Each Element outlines a set of Objectives, Strategies, and Actions designed to advance the vision for the borough.

The Elements are as follows:

- Housing
- Health
- Climate
- Jobs
- Education
- Public Realm
- Transit + Freight
- Community Infrastructure

Appendices

The Appendices include *The Plan's* Existing Conditions. Importantly, *The Plan* is informed by an analysis of Existing Conditions across the borough, building on the 2023 *Comprehensive Plan for Brooklyn*. Datasets are continuously updated, and many of the maps in the 2023 Plan required updates to reflect the latest available data.

The 2025 Plan includes approximately 120 Existing Conditions maps that help set the foundation for the analysis and recommendations included throughout The Plan.

A full list of the data and sources used in this Plan is included in the Data + Methodology appendix. The Appendices also include details on how the Borough President's Office conducted analyses for the components of *The Plan*'s Framework.

Plan Structure Expanded

The Framework describes *what* needs to be done by analyzing the existing conditions and stating the desired outcomes for a healthy and equitable borough.

The Framework is grouped into four sections that discuss:

Each section of the Framework includes:

Existing Conditions + Planning Context

Contextualizes the Existing Conditions presented in the 2023 version of The Plan with a longer discussion of recent planning history.

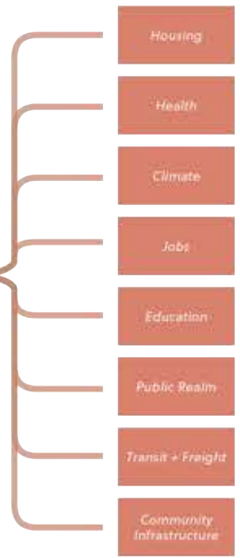
Definitions + Typologies

Lists key definitions and typologies to provide a common vocabulary used throughout *The Plan*.

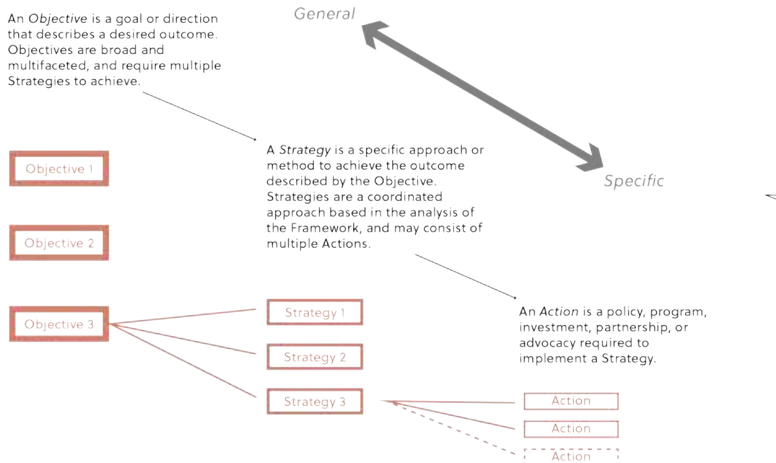
Priority Areas

Identifies where The Plan is most urgent by defining Priority Areas: geographies with specific planning challenges and opportunities.

The Elements outline *how* to advance *The Plan*'s vision and goals. The Elements elaborate specific Strategies and Actions that respond to the patterns and priorities identified in the Framework.



Each **Element** is organized into Objectives, Strategies, and Actions.



Objectives are rooted in desired outcomes and are thus long-term commitments to strive toward. If an Objective has changed, either the borough has achieved a major policy and planning victory that has made it obsolete, or the values undergirding The Plan have shifted.

Strategies represent a committed course of action, rooted in a specific theory of change for how to achieve their Objective. A Strategy may change or become obsolete either because of successful implementation or due to a re-evaluation of its undergirding theory of change.

As the most granular level of detail, Actions are the most responsive to any changes and updates. A Strategy in preliminary or early stages of development might have only one action, such as beginning a new study or outreach effort. As the Strategy progresses, stalls, or pivots, new actions may become relevant.

The **Appendices** supplement *The Plan* with data, maps, and methodology as well as provide sources for data and photos used throughout.

Appendix A:
Existing Conditions + Maps

Appendix B:
Data, Methodology, + Sources

Map Literacy

Much of the data used in *The Comprehensive Plan for Brooklyn* is displayed visually through maps. When shown a map of the city or region in which people live, it can be tempting for them to want to know what the map says about where they live and what it might mean for them and those they care about. The goal of the maps used in this Plan is to identify patterns and help each person better understand their experience and community in the context of Brooklyn as a whole.

Maps help people with visualizing data in a spatial context. In other words, maps tell us where certain outcomes are taking place. The maps presented in *The 2025 Comprehensive Plan for Brooklyn* ask us to take account of the entirety of the borough. What patterns are visible within one map or across a series of maps? How might we think about different ways of distinguishing places (e.g., neighborhoods, community districts, political boundaries, and service boundaries for schools or policing)? Which areas of the borough tend to show up over and over again across multiple indicators and data sets? How might maps begin to be useful for advocating not only for local needs but also for others' needs in a different part of the borough?

In some cases, data reaffirms the anecdotal stories that communities have about their experiences in the borough. In other cases, the limited availability of data (whether the ideal questions have been asked) or the limited reliability of the data (how much the data is representative of a particular geography) can generate as many questions as the data is able to answer. Regardless, data is a supportive component of discussion, policy analysis, and decision-making. Data helps inform community members, community-based organizations, and elected officials about tradeoffs as well as track progress over time. Data is also helpful for context-setting to better evaluate priorities, strategies, and initiatives between different parts of the borough.

It is helpful to be able to orient around some of Brooklyn's key geographies, landmarks, and places to better understand what the data can tell us about disparities and successfully advocate for the places and people that are underserved or overburdened by negative outcomes.

Major Parks and Areas with No Population

Brooklyn's parks and open spaces are iconic. They help to split up the borough and understand some key geographies. Prospect Park is often a marker between north and south Brooklyn. Brooklyn is also surrounded by water, except for its shared border with Queens moving south from Newtown Creek. Residents in coastal areas, for example Canarsie, Coney Island, or Williamsburg, are often able to orient themselves on a map by identifying where they are in relation to the coastline. Other markers that help residents orient themselves on a map is how they travel throughout the borough, so some maps in *The Plan* include the subway network or major roads as geographic markers.

Select Neighborhoods

Finally, neighborhood names are somewhat subjective. They are not defined by strict administrative boundaries but rather are fluid and established through a mix of historical identity, local culture, and informal use. Nonetheless, having a general sense of these places in relationship to one another is helpful when comparing areas and identifying patterns map to map. The majority of the maps in this plan include labels for several of the largest Brooklyn neighborhoods: Williamsburg, Downtown Brooklyn, Bed-Stuy, East New York, Sunset Park, Flatbush, Bensonhurst, and Coney Island. Although this approach does not capture the entirety of Brooklyn's many communities, the labels are intended to help readers recognize patterns and trends in the map.

Additional Brooklyn Geographic Boundaries

Different datasets are aggregated at different geographic levels. This plan uses a variety of geographies to most accurately represent the data being discussed, including the maps displayed on the following pages.

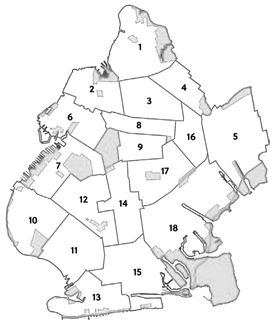
MAJOR PARKS AND AREAS WITH NO POPULATION

Parks and areas with no population

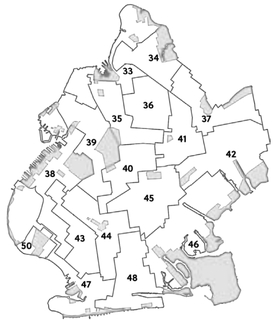
SELECT NEIGHBORHOODS

Parks and areas with no population

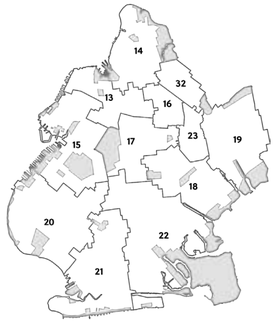
Community Districts



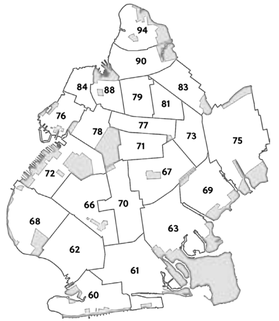
City Council Districts



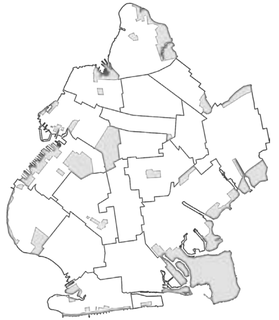
School Districts



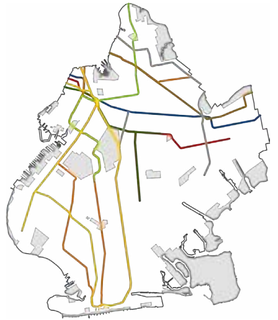
Police Precincts



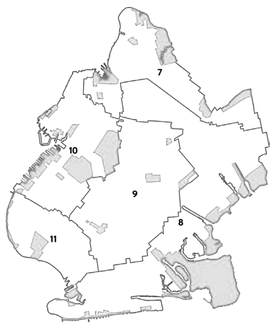
Public Use Microdata Areas (PUMAs)



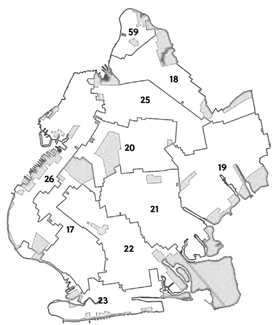
Subway Lines



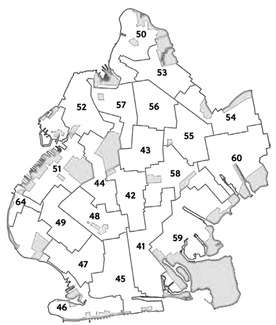
Federal Congressional Districts



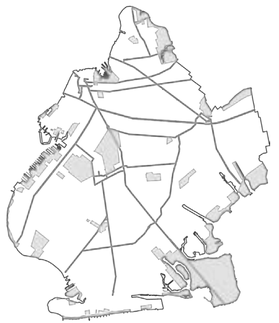
State Senate Districts



State Assembly Districts

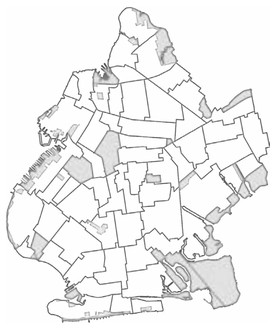


Major Roads



Census Tracts

Neighborhood Tabulation Areas (NTAs)



Preparing for a Changing + Growing Borough

Between July 2023 and July 2024, Brooklyn's population grew by nearly 1% (24,694 residents), which is a reversal of a nearly 4% loss experienced during the height of the COVID-19 pandemic.[1] Over that same time period, Brooklyn experienced the highest increase in employment rates among all major counties in the United States, growing by 35,767 jobs (4.7% increase).[2] By 2050, New York City is expected to grow by nearly 1 million new people (13% increase) and 650,000 new jobs (13% increase). Brooklyn will account for over a third of that population growth (projected to add nearly 350,000 people) and over a quarter of the new employment growth (projected to add over 175,000 jobs) during that period.[3]

It's clear: people want to live and to work in Brooklyn. Growth can also come with growing pains, and currently our City does not equip Brooklyn with adequate tools to balance these challenges and opportunities. **Brooklyn is growing and is projected to continue to grow, whether or not we are ready for it. The only way we can ensure every Brooklynite shares in the opportunity that comes with growth is through a comprehensive plan.**

New York City, unlike most other major cities, does not have a comprehensive plan. Instead, in NYC, we use the Zoning Resolution as the primary land use tool. In other words, we zone but we do not plan—and many rezonings have become long, drawn-out battles that can ultimately entrench existing inequities. At the same time, many of the City's 50 different agencies develop their own plans (for housing, transportation, climate, and more), but these plans are rarely coordinated with each other, with zoning changes, or with a holistic approach to the City's budget allocations. In short, there is a lot of planning happening in the city, but it is often fragmented, reactive, inefficient, and uncoordinated—leaving communities without a clear citywide vision and roadmap for growth and investment.

NYC does not have a comprehensive plan because the City has historically put politics and private gain before public good. And while comprehensive planning is complex and forces difficult conversations, our current process is even harder. Absent a comprehensive plan, Brooklyn is forced to stay in a cycle of crisis, which is demoralizing, contributes to planning fatigue as each issue is tackled individually, and does not afford the City the flexibility to adequately respond to the needs of the moment.

Comprehensive planning not only helps us account for future growth, but it channels resources to vulnerable people and places. Every piece of legislation, program, policy proposal, and funding decision has outcomes; each decision has a ripple effect, and it's important that every ripple leading to the final outcome is also a step in and of itself to a more just borough. Justice and care are expensive, and a comprehensive plan is our path to a future that creates space for Brooklynites to use their resources for ingenuity, innovation, and creativity instead of only for survival. A comprehensive plan transforms our ability to have time, money, mental capacity, and physical space to flourish.

The following Framework outlines four themes that work together to highlight our strengths and to acknowledge our biggest challenges to provide a pathway to start addressing them.

Addressing and managing Brooklyn's challenges in a piecemeal way does not provide a stable pathway to supporting future growth. Ultimately, this lack of planning and strategic thinking makes the solutions to our problems more costly and time consuming and deprives communities of the opportunity to consider mutual benefits. Current challenges Brooklynites are facing include:

Insufficient housing options

- Families are being displaced from their neighborhoods and have to relocate elsewhere within the city or leave the city altogether to find housing they can afford. This is especially notable in how rapidly Black Brooklynites have been displaced from the borough.
- Brooklynites are facing overcrowding and rent burden as housing costs have skyrocketed and housing production hasn't kept pace with population growth.
- Tenants are still facing harassment, eviction, and voucher discrimination, and longtime homeowners of color are struggling to keep their homes and sometimes falling victim to deed theft.

Unhealthy communities and environments

- Brooklyn is ill-prepared to face sea level rise due to climate change, as well as extreme weather events such as storms that cause flooding, air quality emergencies, and high heat days.
- Certain neighborhoods experience higher instances of chronic diseases and lower life expectancies.
- Poor indoor and outdoor air quality—caused by factors such as mold, pollution from vehicles, and a lack of adequate tree cover—continue to cause environmental harm and exacerbate health conditions.

Economic inequality and cost of living

- Black and Brown Brooklynites have historically experienced discrimination in the job market and in access to higher education, which is reflected in educational attainment and household income data.
- The loss of manufacturing land contributes to a shrinking middle class and fewer jobs for those without college degrees or who have limited English proficiency.
- Small, local businesses are suffering because of a rise in e-commerce and commercial rents.
- Inflation and corporate greed following the height of the COVID-19 pandemic have left families in increasingly dire circumstances with increasing costs for groceries, childcare, utilities, clothing, transportation, healthcare, and cultural activities.
- Access to opportunities remains out of reach for many Brooklynites because of the existing public transit network. Many are choosing personal vehicles, and others are struggling with using a transit system that lags in both accessibility improvements and expansions to places that are not well-served.

Framework

What is a Framework?

The Comprehensive Plan for Brooklyn's Framework sets high-level guidance for proactive, spatial priorities for Brooklyn by analyzing existing conditions and outlining desired outcomes for a healthy and equitable borough. It provides the foundation for the rest of *The Plan* and underscores how *The Plan's* Objectives, Strategies, and Actions work collaboratively to advance the Borough President's vision for Brooklyn. In other words, the Framework identifies what the borough's challenges are and where *The Plan's* objectives are most urgent by defining priority areas, place types, and other common vocabulary that is referenced throughout *The Plan* Elements. The Framework is a big-picture view for how to improve conditions, manage growth, and advance health across the borough.

The Framework presents an analysis of the borough's existing conditions across four sections:

- Health, Wellness, + Justice
- Housing Growth + Housing Choice
- Jobs, Industry, + Economic Prosperity
- Public Space + Placemaking

Each section includes:

- An introduction that provides definitions, historical context, and other grounding information about why place-based planning is important,
- An existing conditions overview describing what is happening in the borough absent a comprehensive plan for NYC, and
- Framework maps that highlight key spatial strategies and identify opportunities for more coordinated planning.

The Framework does not include a theme explicitly focusing on climate, because climate work underscores every component of this *Plan*. Climate change is not an abstract future for which we are preparing; it is already affecting every Brooklynite, whether it's our coastal neighborhoods managing rising sea levels, central and eastern Brooklyn suffering through high heat days, or inland/low-lying blocks inundated with stormwater during weather events.

Grappling with climate change is the foundation for the rest of the Framework. It requires coordinated strategies for adaptation and resiliency, and it cannot be isolated from the rest of our planning efforts. How we make things, how we get around, how we receive goods, and how and where we build, for example, all affect and are affected by our climate future, and each Element reflects this. That is why we must invest in meaningful climate mitigation and adaptation strategies now and not delay urgent action for fear of cost or disruption. The promise of comprehensive planning is a resilient borough and region that markedly improve on existing conditions. In short, we must choose to act differently before we aren't afforded the choice.

FRAMEWORK STRUCTURE EXPANDED

The Framework describes *what* needs to be done by analyzing the existing conditions and stating the desired outcomes for a healthy and equitable borough.

The Framework is grouped into four sections that discuss:

Each section of the Framework includes:

Existing Conditions + Planning Context

Contextualizes the Existing Conditions presented in the 2023 version of The Plan with a longer discussion of recent planning history.

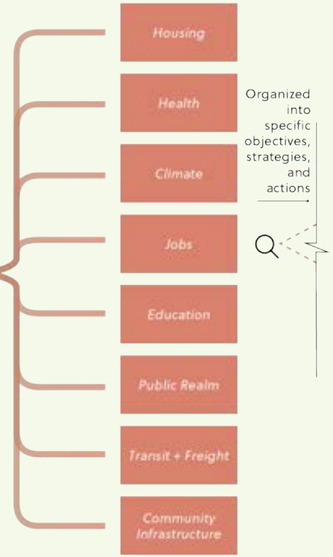
Definitions + Typologies

Lists key definitions and typologies to provide a common vocabulary used throughout *The Plan*.

Priority Areas

Identifies where The Plan is most urgent by defining Priority Areas: geographies with specific planning challenges and opportunities.

The Elements outline *how* to advance *The Plan*'s vision and goals. The Elements elaborate specific Strategies and Actions that respond to the patterns and priorities identified in the Framework.



Health, Wellness, + Justice

"What neighborhood you call home shouldn't influence the opportunities you have access to, your safety, or your health. It shouldn't mean that you'll face dangerously unbearable heat in the summer or travel farther just to make a living wage. But right now, in Brooklyn, our health and well-being depend greatly on where we live."

- Brooklyn Borough President
Antonio Reynoso

The 2023 Comprehensive Plan for Brooklyn began with a letter from Borough President Reynoso stating a sobering reality: like the rest of the United States, the Brooklyn neighborhood where a child is born and raised significantly influences their future opportunities and health. Research has established causal relationships between an individual's zip code and outcomes such as earnings, incarceration rates, exposure to environmental hazards, fertility rates, and even life expectancy.[4] The status quo is unacceptable: parts of Bed-Stuy, Bushwick, Brownsville, Canarsie, Red Hook, and Coney Island report life expectancies some 20 years shorter than other parts of the borough.

A neighborhood is not merely a geographic location or a community; it serves as a gateway to a suite of resources—schools, employment opportunities, transportation networks, healthcare facilities, parks, tree canopies, and libraries—that shape daily life and long-term prospects. While neighborhoods are multidimensional and residents experience them differently, especially when considering race, gender, and other intersecting identities, the overall characteristics of a neighborhood have a substantial impact on life outcomes. Place matters.

Policies at the Federal, State, and City levels created these disparities in the built environment, and it will require bold policies to reduce and eliminate them. This reality underscores the urgent need for equitable urban planning that ensures all communities have access to essential resources and opportunities for growth. This is exactly what inspired The Comprehensive Plan for Brooklyn: the belief that all Brooklynites should have an equal opportunity to achieve their potential.

We know from our history that policies such as redlining generated cycles of investment in some neighborhoods and cycles of disinvestment in others. There is too wide a gap between how we plan and how we invest in communities. While the Department of City Planning (DCP) produces the Ten-Year Capital Strategy, its implementation and outcomes are not formally tracked or enforced.[5] Without a clear directive in the City Charter, planning efforts remain fragmented, and zoning persists as the primary tool rather than a comprehensive approach that synchronizes zoning and investment.

Comprehensive planning allows the City to address more than zoning. In order to eliminate racial, spatial, and structural disparities, the City must incorporate a holistic understanding of how living in different parts of the borough influences people's access as well as their outcomes. There are stark contrasts between neighborhoods in school performance; access to parks and open space; the reach of transportation options and the safety of our streets; air quality; and prevalence of health challenges such as diabetes, asthma, and disparities in maternal health outcomes.

True public safety is not the absence of crime—it is rather the presence of a healthy, well-resourced, and well-planned community. We achieve true public safety for our city by creating conditions that don't foster violence. The safest communities in the city are marked by the absence of encounters with police, not by the presence of police. Assessing public safety is therefore not about measuring crime, but rather about the health of the community.

Research has well established the determinants of **health**. We know that a healthy community has access to high-performing schools, accessible parks and open spaces, diverse and affordable housing, well-paying jobs, and quality healthcare that doesn't lead to disparate outcomes by race, income, or gender identity. A healthy community requires a healthy environment, one with clean air, water, and streets; functional transit; and protection from and mitigation of natural disasters.

We need to think more expansively about public safety and health to better address the sources of violence that harm our communities, cut the lives of our neighbors down too early, and place the burden of mismanaged investment and growth strategies heavily on low-income communities of color.

Wellness provides a holistic pursuit and assessment of a full, rich life. Wellness is a reflection of our environment, emotional state and resilience, intellectual stimulation, physical activity, diet, sense of connectedness and belonging, value of our labor, financial stability, self- and community-worth, and relationship to spirituality. This sense of wellness is undermined by sexism, racism, ageism, and ableism but also by poor foresight, a lack of inclusivity, and blind austerity that doesn't account for systemic issues that contribute to disparities across groups.

A focus on health and wellness without an assessment of who bears the burdens and benefits of the current system of care is incomplete. A **justice-based context** assists in evaluating programs, places, policies, procedures, and investments to prioritize those who are most vulnerable and affected. To help guide this work, different forms of justice can help clarify our actions and impact:

- **Environmental justice** calls upon us to address the historic effects of actions and policies that have caused street designs leading to collisions, death, and emissions; insufficient tree canopy to reduce the stress and danger of air pollution and urban heat island effects; and frontline communities already being adversely affected by climate change. We need to create a more resilient city that places fewer people in harm's way, especially those who have been historically and unjustly burdened.
- **Structural justice** asks us to address the over-policing of some communities, the prevalence of vacant storefronts in others, the lack of affordable and habitable housing, the disproportionate suspensions in our schools, and the lack of adequate screening for learning disabilities. We need to respond to the issues that communities are routinely prioritizing by taking their needs more fully into account in our budgets, our systems, and our services.
- **Spatial justice** demands that we address segregation in our city, which in some cases is upheld by our outdated zoning code. Your neighborhood shouldn't predict your likelihood to experience or be proximate to gun violence or your ability to find affordable housing options, nor should it determine your life expectancy. We need new approaches to direct growth, prioritize investment in communities, and address gaps in the level of service, access, and choice.
- **Procedural justice** challenges us to enforce the laws we have to prevent discrimination in our civil and housing rights. All New Yorkers deserve to have their human rights protected, to have real oversight on the use of force in their communities, and to understand how they are being surveilled, monitored, and systemically marginalized. We need new investments in the enforcement of fair housing laws and oversight, such as the Civilian Complaint Review Board, the Human Rights Commission, and the Certification of No Harassment.

Planning Context + Existing Conditions

What is happening in the absence of comprehensive planning?

NYC has two primary plans that drive how it makes major investments, called capital projects, which are defined as physical public improvements with a value greater than $50,000 and "a useful life" greater than five years. These are the investments that build schools, roads, public housing, and water systems.

The City creates the **Annual Capital Budget** every year, including a four-year plan that allocates funds to City agencies to finance capital projects. The Mayor's Office of Management and Budget (OMB) and the Department of City Planning (DCP) also develop the **Ten-Year Capital Strategy** on even-numbered years, which aims to be a comprehensive vision that outlines longer-term investment priorities and aligns projects with population growth, equitable distribution, and economic shifts. While in theory it would guide development, there is no legal mandate to ensure that its goals and priorities are met, and no mechanism to ensure that the Capital Budget accomplishes the goals and priorities of the Ten-Year Capital Strategy.

The current Ten-Year Capital Strategy (Fiscal Years 2024-2033) has the guiding principle to "Advance a More Equitable New York City" and states: "Investments must address deeply rooted racial and economic disparities in populations and areas that have faced marginalization so that every resident can thrive." While this is essential, there is no overarching system to mandate that all agencies orient themselves toward achieving that goal.

In 1990, NYC passed the **Fair Share Criteria** into the City Charter, which aimed to "foster neighborhood stability and revitalization by furthering the fair distribution among communities of city facilities."[6] This mandate intended to ensure that City investment into facilities and public services would be evenly distributed. However, not all public investments are considered facilities and thus do not apply to the ideal goals of a fair share framework.

A 2023 report from the NYC Comptroller found that NYC does not have a consistent mechanism to ensure compliance with the Fair Share Criteria. The current system has not been updated in 30 years and lacks a City agency responsible for ensuring its compliance. As a result, City facilities are inequitably distributed. The Comptroller's audit of City investment found that parks have not been fairly distributed and that homeless shelters, asylum centers, and waste transfer sites have been sited more frequently in some community districts.[7]

Former Mayor Michael Bloomberg focused on commerce and economic growth, envisioning NYC as a global hub for the world's wealthiest individuals. He famously stated that he wanted the city to be the home of every billionaire in the world and sought to host the 2012 Summer Olympics. In pursuit of this vision, Bloomberg rezoned 40% of the city, completely transforming areas like Greenpoint/Williamsburg and Downtown Brooklyn to introduce new residential growth and stimulate commercial activity.[8]

In terms of public safety, Mayor Bloomberg strongly supported and expanded the Stop-and-Frisk policy. Under his administration, the New York Police Department (NYPD) conducted hundreds of thousands of stops and frisks each year, disproportionately targeting Black and Latino communities. The NYPD only found weapons in 1.5% of these stops, and only 12% resulted in a summons or arrest. This practice sparked widespread criticism for its racial disparities, and in 2013, a Federal judge ruled that Stop-and-Frisk violated the constitutional rights of people of color in NYC, stating that the policy amounted to "indirect racial profiling" and was unconstitutional in its execution.[9]

Mayor Bloomberg also opened 800 acres of open spaces, created the City's first bike share program, and increased the number of bike lanes. He transformed the NYC educational system, closing 100 schools and expanding charter schools. When he took office, there were 22 charter schools and when he left there were 159.[10]

Former Mayor Bill de Blasio campaigned on addressing inequality in what he called "a tale of two cities," emphasizing policies aimed at reducing disparities in education, healthcare, and policing. One of his signature achievements was creating Universal Pre-K, which provides free early childhood education to all NYC four-year-olds, later expanding to include three-year-olds in some districts.[11]

On public health, de Blasio launched initiatives to expand healthcare access, including NYC Care, a program designed to provide low-cost or free medical services to 600,000 uninsured New Yorkers.[12] He also released "Green Wave: A Plan for Cycling in New York City," which expanded the city's bike lane network.[13] However, the most significant public health challenge during his tenure was the COVID-19 pandemic, which contributed to a decline in average life expectancy across the city.[14]
In terms of policing and public safety, de Blasio pledged to reform Stop-and-Frisk. While the number of stops decreased dramatically during his administration, they continued, and racial disparities persisted.[15]

Mayor Eric Adams, a former NYPD captain, ran on a platform of public safety and economic recovery, emphasizing his experience in law enforcement and his ability to manage the city post-pandemic.

On public safety, Adams positioned himself as tough on crime. In January 2022, his administration published *The Blueprint to End Gun Violence*, which led to the NYPD forming Neighborhood Safety Teams, which aim to target the neighborhoods with the highest reported crime rates.[16] He significantly increased NYPD presence in the subway to address rising subway crime rates.[17] As part of his "Every Block Counts" pilot, his administration invested in the housing conditions, parks, and job training resources of six precincts with the highest crime rates in an attempt to address the root causes.[18]

In 2024, Adams introduced HealthyNYC, an initiative aimed at increasing life expectancy by addressing diet-related diseases, overdose, maternal mortality, violence, suicide, screenable cancers, and COVID-19 through expanded healthcare access, nutrition programs, and community-based interventions.[19]

In summary, while the Bloomberg, de Blasio, and Adams administrations implemented specific programs aimed at addressing issues such as healthcare, education, and public safety—initiatives to improve New Yorkers' health and wellness—all three administrations lacked a clear, cohesive plan that tied these efforts together. The absence of an integrated vision for addressing the city's most pressing issues means that disparities in health and opportunity persist.

These health disparities are particularly evident when visualizing health outcomes across the borough.

Life Expectancy

Map 1 highlights a tragic and unacceptable reality: life expectancy across Brooklyn varies dramatically. On average, Brooklyn residents live to be 81 years. However, in parts of Red Hook, South Williamsburg, Coney Island, Bed Stuy, East New York, and Brownsville, average life expectancy drops to 75 years. Without a comprehensive plan, NYC lacks a clear path to address this disparity.

Many factors affect life expectancy, but research has identified four broad factors that play a role:

- Access to medical care (access to health insurance and providers)
- Individual behaviors (diet and drug use)
- Social and demographic factors (poverty, racial disparities and how certain diseases affect communities differently, and social interactions)
- Physical factors (built environment and access to food)

These factors interact in ways that shape individuals' health outcomes and life expectancies in different neighborhoods, and the following maps illustrate how this contributes to the disparities in health outcomes and, ultimately, the differences in life expectancy.

Low Birthweight at Full Term

Low birthweight occurs when a baby is born weighing less than 5 pounds, 8 ounces, increasing the risk of complications related to infection, nervous system disorders, digestive issues, and Sudden Infant Death Syndrome (SIDS). According to Stanford Medicine, the best way to prevent low birthweight is through regular prenatal care, allowing healthcare providers to monitor the health of both the pregnant person and the baby.[20]

As shown in Map 2, neighborhoods such as East New York, Canarsie, and Flatlands have a higher proportion of babies with low birthweights. The map highlights in darker red areas where more than 3% of births are classified as low birth weight. These disparities may be linked to factors such as limited access to prenatal care, economic instability, and environmental stressors. Expanding healthcare access and support services in these communities is essential to improving birth outcomes and reducing health risks for newborns.

Physical Health

Map 3 illustrates the percentage of individuals who reported experiencing more than 14 days of poor physical health in the past 30 days. This measure reflects recent health conditions, providing insight into quality of life and overall well-being. As shown in the map, neighborhoods such as Coney Island, South Williamsburg, Brownsville, and Borough Park have a higher percentage of residents reporting poor physical health.

The darkest red areas indicate that more than 15% of residents in these communities experience frequent physical distress. This pattern aligns with broader health disparities, as prolonged periods of poor physical health are often linked to chronic illness, stress, limited healthcare access, and socioeconomic challenges. As a measure of quality of life, bad physical health days have implications for life expectancy.

Access to Healthcare

Map 4 highlights disparities in healthcare access by showing the percentage of residents without health insurance. The darkest red areas represent neighborhoods where more than 20% of residents lack health coverage, while lighter shades indicate lower uninsured rates. Neighborhoods such as East New York, Sunset Park, Bushwick, and parts of Williamsburg and Coney Island exhibit the highest levels of uninsured residents. These patterns often correlate with economic inequality, immigration status, employment types that do not provide health benefits, and barriers to enrolling in public healthcare programs.

Mental Health

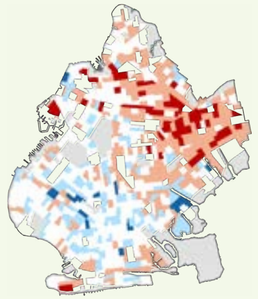
Map 5 visualizes self-reported poor mental health, showing the percentage of residents who experienced "not good" mental health for more than 14 days in a month. The darkest red areas indicate neighborhoods where more than 20% of residents reported prolonged mental health struggles, while lighter shades represent areas with lower reported rates.

Notably, communities such as Bed-Stuy, East New York, and parts of Sunset Park and Coney Island exhibit the highest concentrations of reported poor mental health. These areas may experience greater socioeconomic stressors, housing instability, social isolation, or limited access to mental health services, all of which can contribute to higher rates of distress.

Food Insecurity

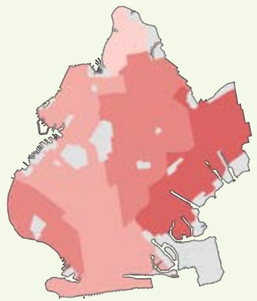
Map 6 illustrates food insecurity, highlighting the percentage of the population that lack access, at times, to enough nutritionally adequate food for an active, healthy life for all members of a household. The darkest red areas indicate neighborhoods where more than 20% of residents experience food insecurity, while lighter shades represent areas with lower reported rates. Communities such as East New York, Bed-Stuy, Coney Island, and parts of Sunset Park and Bensonhurst show the highest levels of food insecurity. These areas often face systemic barriers, including limited access to affordable grocery stores, higher poverty rates, and economic instability.

The fact that so much of Brooklyn experiences varying levels of food insecurity underscores the urgent need for policies that address the root causes of food insecurity. Objective 1 of the Health Element specifies the necessary interventions.



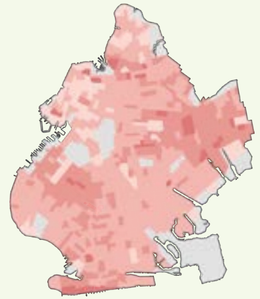
1. LIFE EXPECTANCY

6+ years below average — 6+ years above average



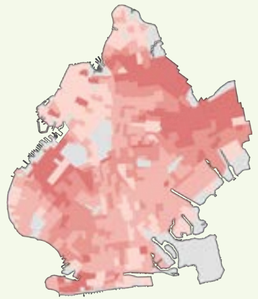
2. LOW BIRTHWEIGHT AT FULL TERM

< 1.5% — > 3%



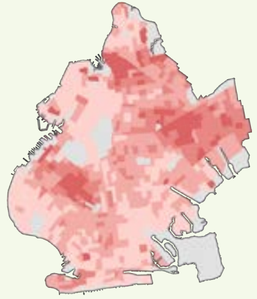
3. PHYSICAL HEALTH "NOT GOOD" FOR MORE THAN 14 DAYS IN A MONTH

< 5% — > 15%



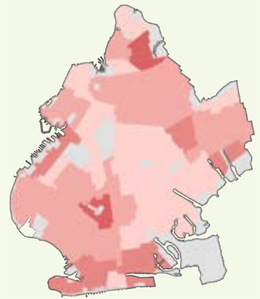
4. RESIDENTS WITHOUT HEALTH INSURANCE

< 10% — > 25%



5. MENTAL HEALTH "NOT GOOD" FOR MORE THAN 14 DAYS IN A MONTH

< 15% — > 20%



6. RESIDENTS EXPERIENCING FOOD INSECURITY

< 15% — > 25%

Access to Opportunity

Measuring the resources that impact Brooklynites' daily lives and future possibilities.

The 2023 Comprehensive Plan for Brooklyn included a thorough existing conditions chapter that mapped socioeconomic, health, housing, and climate indicators. In order to further hone in on patterns of disinvestment, this *Plan* produces an Access to Opportunity Index. This tool weighs many of the same factors included in the 2023 existing conditions related to five key areas: education, transit, jobs and job resources, health and active living, and climate risk. It creates a composite score at the census block level to build a map that approximates areas of higher and lower opportunity.

Any access to opportunity index is intended to provide a comparative measure of the resources within neighborhoods; however, there will always be limitations. Quantitative data sometimes has sampling issues that make it necessary to generalize larger areas because closer-to-the-ground data is simply not available. Qualitative data is not included in access to opportunity indexes because it can't be quantified. In part, The 2025 Plan attempts to capture some of these essential aspects that help people meet their day-to-day needs in the Community Infrastructure Element.

This analysis is helpful to orient and prioritize policies and investments in Brooklyn—yet it is still a relative measure of access to opportunity, as all of Brooklyn (in comparison to New York State and much of the country) has relatively high access to parks, quality transit, jobs, schools, and services. For a detailed overview of the analysis, see the Methodology Appendix.

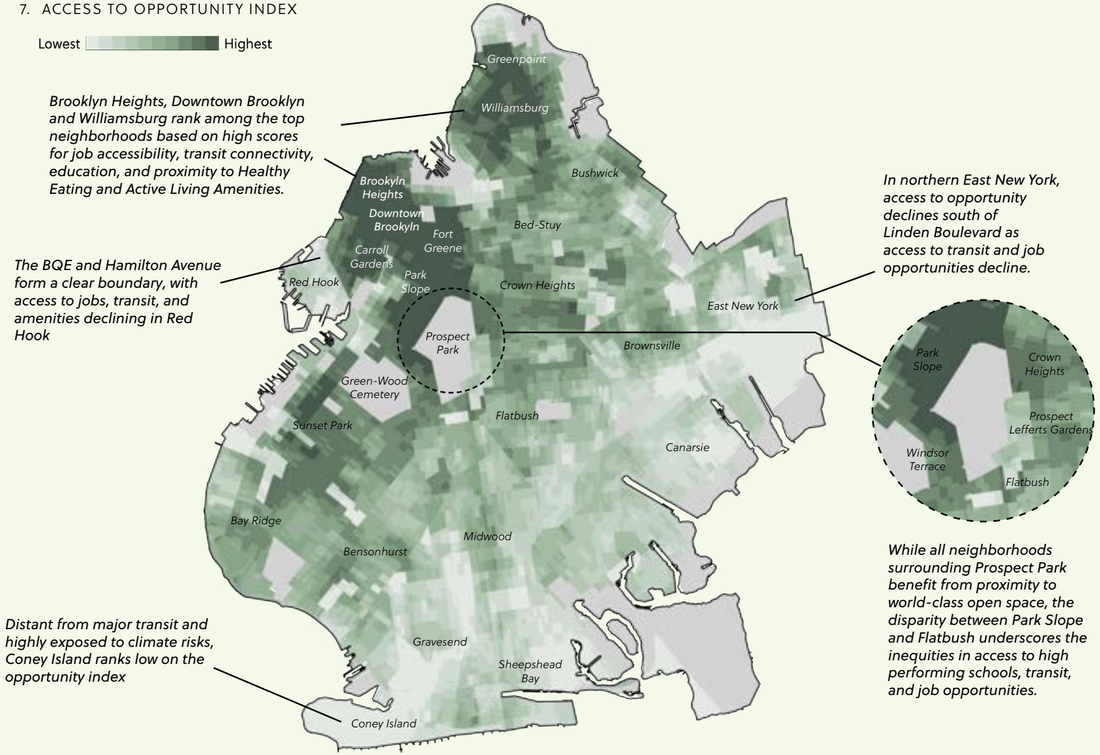
It is important to acknowledge that no matter where one lives in Brooklyn, they are in a borough of opportunity. Unlike most American cities, where residents rely heavily on car ownership, Brooklyn's extensive transit network, walkability, and bike-friendly infrastructure make it one of the most accessible and connected places in the country. Brooklyn residents also have access to job opportunities across a wide range of industries, and have educational opportunities at incredible schools across all ages. However, despite these strengths, the reality remains that this access to opportunity is not distributed equally across all neighborhoods, with some communities facing greater barriers to access than others.

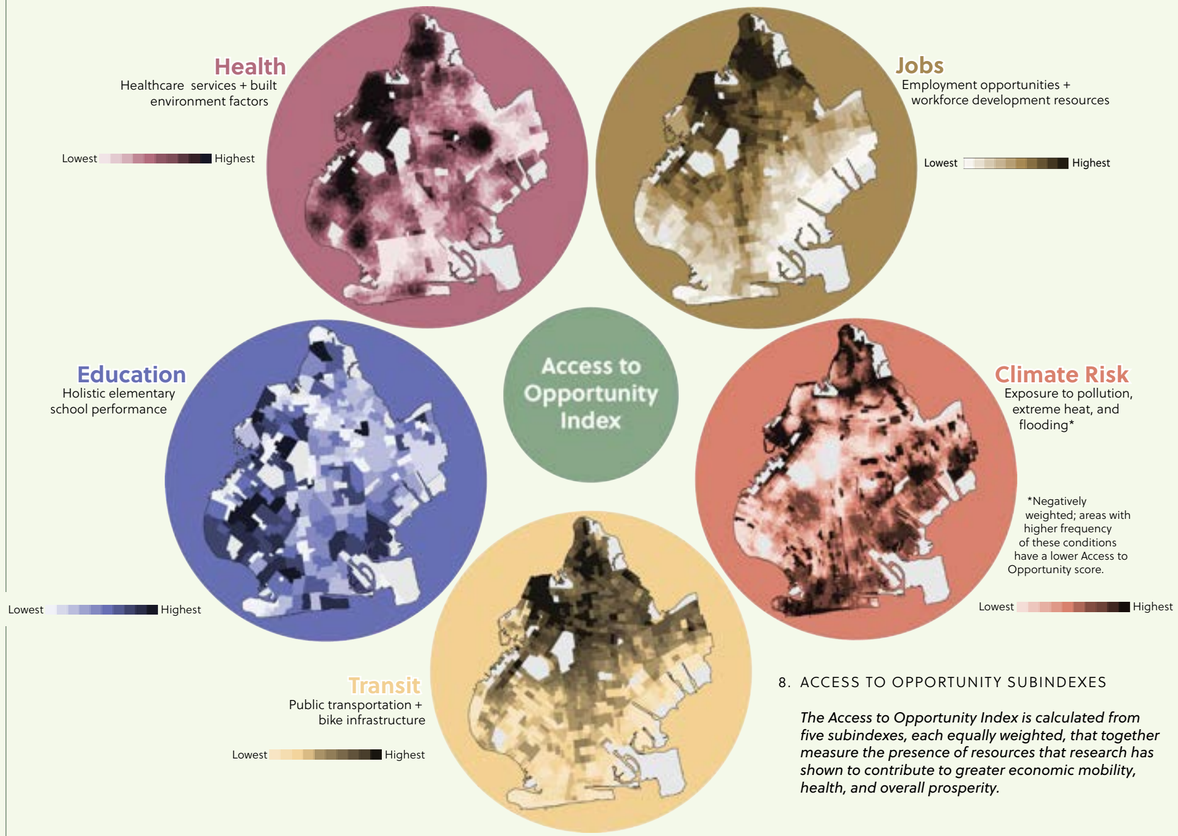
Map 7 shows access to opportunity across Brooklyn. The neighborhoods with the highest scores include parts of Greenpoint, Williamsburg, Downtown Brooklyn, Park Slope, Carroll Gardens, and Boerum Hill. Neighborhoods with the lowest scores include Coney Island, Canarsie, and Red Hook. By highlighting both areas—with an abundance of and with limited resources—the map provides a data-driven foundation for understanding inequities. This visualization can help the Borough President's Office, advocates, and other government actors identify areas in need of interventions, ensuring that investments in healthcare, economic development, and social services are directed where they are most needed.

Defining "high-opportunity areas" can also inform how the borough understands its housing needs, challenges, and priorities. Increasing housing in these areas allows more people to benefit from the resources that promote upward mobility. At the same time, low-opportunity areas require deliberate investment to address systemic disparities. The Housing Growth + Housing Choice section of the Framework expands on this and identifies the high-opportunity areas as priorities for new housing development.

7. ACCESS TO OPPORTUNITY INDEX

Lowest — Highest





8. ACCESS TO OPPORTUNITY SUBINDEXES

The Access to Opportunity Index is calculated from five subindexes, each equally weighted, that together measure the presence of resources that research has shown to contribute to greater economic mobility, health, and overall prosperity.

Education

Education is one of the most influential drivers of opportunity. Education of all ages lays the foundation for cognitive development, social and economic opportunities, health, lifelong academic growth, and much more. For this reason, access to high-quality schools is a critical indicator. Many access to opportunity indexes apply narrow analyses of test scores and graduation rates to measure school performance. While test scores are a valuable metric, it is problematic to have a one-dimensional focus on testing. School scores alone do not consider the privilege of a school's student body. Moreover, looking at static test scores alone does not consider students' progress throughout a school year. For this reason, this index has adopted the NYC Department of Education's "impact score" measure that considers test scores, students' socioeconomic background, and four additional variables to evaluate school quality.[21] The analysis only evaluates elementary schools because of NYC students generally attending the elementary schools in the school zone where they live, whereas middle and high school students have increased access to schools in other districts.

Access to Transit

Public transit connects Brooklynites to jobs, education, family and support networks, healthcare, and other essential services. Reliable and effective transportation networks reduce commute times and lower transportation costs, especially for those without a car.

The primary measure of transit access in this index is DCP's Access Mobility Index, which ranks transit access for all NYC census tracts by measuring the distance that can be traveled by transit in one hour. It uses schedules of all public transit services within NYC to measure this distance. Bike infrastructure is also included, recognizing that cycling infrastructure enhances connectivity.

Environment

Exposure to climate hazards directly affects opportunity by threatening health, safety, and economic stability. For this reason, relative risk of pollution exposure, flooding risk, and extreme heat were included as a negative factor in the Access to Opportunity Index. High levels of pollution lead to long-term health issues. Flooding risk, whether from tidal storm surge or stormwater, threatens homes, businesses, and lives. Extreme heat not only kills people during heat waves, but can have long term impacts on cardiovascular, respiratory, and kidney health.

Healthy Eating and Active Living

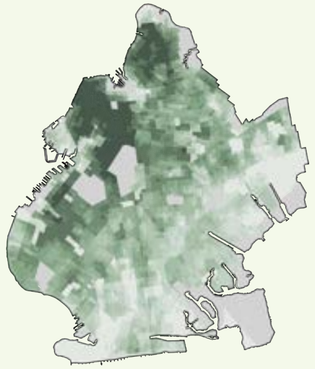
The physical environment where one grows up and its associated amenities have a tangible effect on health and life expectancy. This factor aims to capture the multitude of neighborhood variables that contribute to health. Access to healthcare, healthy food, and parks directly affect physical and mental health which, in turn, affect education, employment, and income. By evaluating access to healthcare providers, parks, senior centers, supermarkets, and farmers markets, this factor captures how well different parts of the borough support health and wellness.

Jobs

Access to jobs is a key factor in economic stability and career growth. Living closer to job opportunities increases one's chance of finding employment and decreases the length of time spent unemployed. This connection is more pronounced among Black, female, and older workers.[22] To capture job proximity, the Access to Opportunity Index incorporated DCP's Access to Jobs Index, which is built upon DCP's Transit Mobility Index, and measures the number of jobs accessible within one hour. Proximity to educational institutions such as the City University of New York (CUNY) and State University of New York (SUNY) is included because of the positive economic impacts that public colleges have on surrounding communities through job creation, career and job training, attracting business and talent, and more. Proximity to adult education sites is also included because of their proven role in increasing employment rates and incomes.[23]

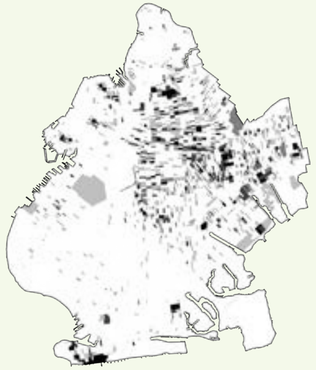
9. STOP-AND-FRISK INCIDENTS, 2020-2024

0 1 2 3 4 5-6 7-8 9-11 12-15 16-111



10. ACCESS TO OPPORTUNITY INDEX

Lowest Highest



11. SHOOTING INCIDENTS, 2020-2024

0 1 2 3-4 5-26

Applications of the Access to Opportunity Index

The disparities evident in the Access to Opportunity Index are a call to action. As Brooklyn plans for its future, it must have a plan to reduce the unequal access to education, jobs, transit, health, and climate risk, and create truly healthy and safe communities. The following three examples demonstrate how to interpret the Access to Opportunity Index through public safety, capital planning, and housing development.

Access to Opportunity and Public Safety

Access to opportunity is fundamental to public safety. When people have access to stable jobs, quality education, and other resources, they are less likely to engage in crime. Conversely, crime often arises from economic desperation, lack of social mobility, and barriers that leave individuals with no other options. A report from the Brookings Institute found that lack of economic opportunity is highly linked to violent crimes.[24] The neighborhoods with high poverty rates, low-quality schools, and limited employment options are the same areas that have higher crime rates. Addressing public safety isn't just about law enforcement—it requires expanding opportunity so every Brooklynite has resources to thrive.

The Access to Opportunity Index provides a framework to understand and address the root causes of crime and proactively invest in opportunity.

The above maps show the location of shooting incidents and Stop-and-Frisk incidents in relation to the Access to Opportunity Index—an emerging pattern shows the parts of Brooklyn with low access to opportunity report more frequent shooting incidents and Stop-and-Frisk incidents.

Access to Opportunity and Capital Planning

The Access to Opportunity Index can inform how the City directs its public investments. As discussed, the City's existing vision for investment—the Ten-Year Capital Strategy—aims to "advance a more equitable New York City." The Strategy cites the Department of Transportation's Priority Investment Areas, created to help prioritize transportation investments in higher need areas. Similarly, the Ten-Year Capital Strategy cites NYC Parks' Walk to a Park initiative, which aims to have 85% of New Yorkers live within a half-mile of a park. These are both productive policies but are limited to two City agencies. The Access to Opportunity Index is an all-encompassing tool that can help almost every City agency focus investment in high-need areas.

Map 17 shows the "high concentration" and "low concentration" of capital projects, which are large-scale, long-term investments in infrastructure and facilities, such as roads, bridges, schools, and parks. The map illustrates that many capital projects have been concentrated in high-access neighborhoods. The map helps to reveal disparities in investment and areas where funding could be better aligned with need.

The proposed Interborough Express (IBX) transit line is a specific example of a major investment that would significantly improve access to opportunity in southern and eastern Brooklyn by providing a more direct transportation link to job centers, educational institutions, and economic hubs. By reducing travel time and connecting historically underserved communities to employment opportunities, the IBX would expand transit access and mobility, support workforce development, and help address economic disparities.

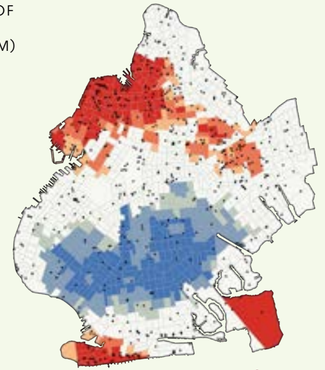
Access to Opportunity and Housing Development

The Access to Opportunity Index helps pinpoint areas where housing growth has lagged despite strong access to jobs, transit, and essential services, revealing missed opportunities for equitable development. While Brooklyn needs more housing in every neighborhood, it is crucial in high-access neighborhoods where additional residents can benefit from existing resources. Map 18 shows that Community Districts 1, 2, 3, and 4—areas with higher access—have seen housing growth, but many other high-access neighborhoods, such as Community Districts 6, 7, 10, 11, and 12, have not experienced similar development. This concept is elaborated upon in the Housing Choice + Housing Growth section of the Framework.

12. CONCENTRATION OF CAPITAL PROJECTS (GREATER THAN $1M)

High Concentration

Low Concentration



13. ACCESS TO OPPORTUNITY + PROPOSED INTERBOROUGH EXPRESS (IBX)

Lowest Highest

Interborough Express (IBX) Proposed Route

Housing Growth + Housing Choice

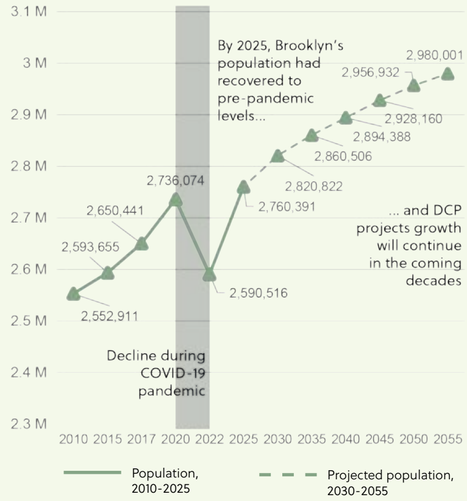
This section of the Framework envisions furthering fair housing, supporting growth in priority areas, and increasing housing options for individuals and families of various sizes, incomes, and preferences.

Brooklyn is the center of NYC's growth and change. Brooklyn has exceeded new housing production when compared to other boroughs over the past decade. The reason for that is simple—people want to live and to stay in Brooklyn. This growth and development have changed the look and feel of some neighborhoods more than others. For vulnerable renters and homeowners, this increases both direct and indirect displacement risks as rising rents translate to fewer available affordable options, pushing people out from the places they have long called home. Even neighborhoods that have not experienced much new housing growth have still experienced rising rents as a result of increased demand for housing and desire to live in amenity-rich neighborhoods.

Brooklyn's population is expected to increase by 350,000 people by 2050.[25] To address the borough's housing needs, we need an all-hands approach that increases supply of a variety of housing types, accelerates the production of affordable housing, preserves existing affordable housing, creates more homeownership opportunities, improves housing conditions, addresses the New York City Housing Authority (NYCHA)'s capital needs, enforces fair housing protections, and ensures that tenants are empowered and equipped to assert their right to dignified and affordable housing.

Where Brooklynites live shapes their access to opportunity; their connection to community anchors, employment and transit options (including time spent commuting); their health outcomes and risks; and distance to everyday needs such as schools, parks, and grocery stores. By considering housing growth and housing choice in tandem, the Comprehensive Plan for Brooklyn seeks to advance multiple goals around health, climate, jobs, education, and equity.

14. BROOKLYN POPULATION GROWTH + PROJECTIONS



Housing growth describes the pace, intensity, and diversity of housing production and preservation. The loss of housing (through demolition, speculation, deregulation, and consolidation) is a consideration that helps us quantify the net impact of actions within the housing market. Growth is not simply a measure of scale, but rather a holistic look at activity related to the following factors:

Cost of construction (time, labor, review, and materials)

- Requirements to build (parking requirements, setbacks, and form regulations)
- Availability of public subsidy (Department of Housing Preservation and Development (HPD) pipeline, State programs and credits, and Federal tools)
- Availability of construction labor (union and specialized/skilled labor force)
- Cost of building materials (industry rates on steel, concrete, timber, etc.)
- Cost of environmental remediation (cleanup mandates and programs)
- Speed of permitting (compliance review for building code and environmental regulations)

Flexibility of land use and zoning (what can be built and where)

- Ability to build a variety of building typologies (zoning code)
- Ability to get a zoning variance from the Board of Standards and Appeals (BSA) (limits of zoning code)
- Ability to upzone and/or receive other required approvals (Uniform Land Use Review Procedure (ULURP))
- Limitations of historic districts (restrictions on building modifications)

Tolerance to risk (willingness to build)

- Belief that one can make a profit (return on investment and market demand)
- Possibility for litigation (interpretation of code requirements)
- Amount of speculation (willingness to wait)

Loss of units (limit to supply)

- Consolidation of units (unit size and number of units within buildings)
- Conversion of units (housing tenure)
- Demolition of units (may result in temporary or permanent loss of units)
- Deregulation of units (end of regulatory agreements for affordability)

Housing choice describes the degree to which someone can choose where they want to live, including the choice to stay in their current neighborhood. Everyone has a right not just to shelter, but also to select where they would like to live their life. And this right should not be reserved for only those who earn the highest incomes or already live in areas with the highest access to opportunity. Housing choice is a complex issue shaped by household preferences and factors such as age, family size, and household income. Additionally, discrimination can exacerbate the challenges of a strained, low-vacancy housing market. For the purpose of this Plan, housing choice is understood as the interplay between the following factors:

Does the unit I/my family need(s) exist, and where?

- Possibility of creating new housing in diverse locations (zoning)
- Diversity of permitted housing types and forms (land use)
- Mix of housing types (buildings)
- Production of that housing (public and private development, with or without subsidy)

Does the unit meet my/my family's needs, and can I afford it?

- Vacancy rate and number of homes on the market (renter- or buyer-friendly market or landlord-friendly market)
- Needs for different household types (household size or number of people)
- Affordability of the housing that exists (cost-burden, as related to rent or sales price as a percentage of income)
- Availability of key amenities and needs (access to opportunity)
- Viability of transportation modes and necessity to own a car (transit access)

Is the unit safe, healthy, and supportive of my right to human dignity?

- Quality of the housing (code enforcement and tenant harassment)
- Freedom to not experience discrimination (access to fair housing)
- Stability of the housing (tenants' rights, rent fluctuation, and ability to stay/age in place)
- Connection to neighbors to organize (tenant unions and associations)

Planning Context + Existing Conditions

What is happening in the absence of comprehensive planning?

NYC lacks a location-based housing strategy. Over the last two decades, housing growth has been opportunistic and directed by high-level citywide goals, largely centered on production targets. Many stakeholders have identified impediments to expediting the production of new housing. While there is broad agreement that NYC is experiencing a housing crisis, there are strong disagreements about both the causes and needed solutions.

NYCHA has a backlog of investments and capital needs that put tenants at risk. Housing vacancy is the lowest it has been since the 1960s, particularly for units affordable to low- and moderate-income New Yorkers. The Rent Guidelines Board continues to raise rents for tenants living in rent-stabilized units. Fair housing complaints have increased, particularly for persons with disabilities, and the lack of funding for adequate enforcement of these complaints limits the protections the Fair Housing Act is supposed to offer. Families with children are having increasing difficulty finding family-sized housing, and the high cost of purchasing a home keeps households in the rental market competing for apartments. Rising costs of living are putting new pressure on all households, especially older adults on fixed incomes.

At the State level, the legislature passed the 485-x tax exemption in 2024, which replaced the previous 421-a program, designed to boost housing production. However, a large pipeline of projects remains that will benefit from 421-a because Governor Hochul extended the 421-a deadline to allow projects in the pipeline an additional six years to be completed: about 71,000 new apartments, including 21,000 affordable units, are still expected to be completed under that program.[26] Meanwhile, there is hesitation in the market to use 485-x, with some naming increased labor costs (as a result of prevailing wage requirements for projects over a certain size) as a factor for slow uptake in the new program. State legislation, including the Housing Stability and Tenant Protection Act of 2019 (which strengthened protections for rent-regulated tenants) and Good Cause Eviction from 2024 (which extended protections against extreme rent increases to more New Yorkers), has made some progress but still leaves too many tenants at risk.

The City's housing development efforts thus far have primarily been tied to isolated neighborhood rezonings and citywide text amendments, rather than a more comprehensive approach to where and how to increase housing, with every neighborhood contributing to the solution.

Under **Mayor Michael Bloomberg**, NYC experienced a mix of downzonings designed to "reinforce neighborhood character," such as in Park Slope and Bed-Stuy, as well as upzonings in Downtown Brooklyn and Williamsburg/Greenpoint. These land use actions further concentrated housing capacity in largely non-white areas, while restricting the ability for new housing production in majority-white neighborhoods.[27]

Under **Mayor Bill de Blasio**, the City began its implementation of four policies that influenced housing development: Mandatory Inclusionary Housing (MIH); Housing New York 2.0: A Five-Borough, Ten-Year Plan, which set a goal of 300,000 new or preserved affordable housing units by 2026; the citywide text amendment Zoning for Quality and Affordability (ZQA); and refinements to community boards through a Charter Revision Commission and referendum. Through neighborhood rezonings, the MIH program required new affordable units as a portion of all new development on rezoned parcels that added residential density. However, many of the rezonings intended to implement MIH were concentrated in lower-income communities of color, including East New York, Inwood, and East Harlem, while the last two rezonings of his administration focused on the wealthier, whiter neighborhoods of Gowanus and Manhattan's SoHo/NoHo.

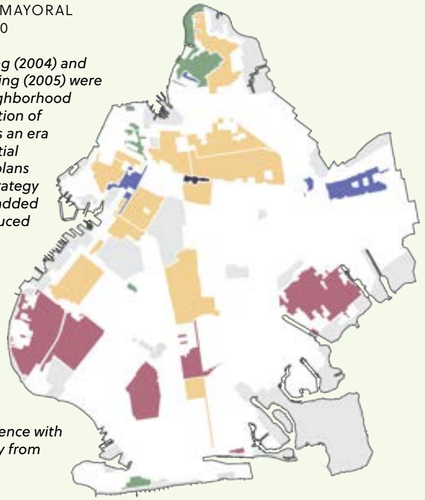
Under **Mayor Eric Adams**, the City has made efforts to loosen regulations and decrease the time to deliver new affordable housing. In 2022, the Mayor formed the Building and Land Use Approval Streamlining Taskforce (BLAST), which published a set of proposed policy reforms as part of the Get Stuff Built initiative.[28] Additionally, as a component of DCP's City of Yes proposals, Housing Opportunity relaxed citywide zoning rules to allow more zoning flexibility and reduce the cost to produce new housing. The text amendment lowered parking requirements, adjusted the MIH options to include deep affordability as a standalone option, and implemented an expanded voluntary affordable housing program in the form of the Universal Affordability Preference (UAP), which exchanges additional floor area for affordable housing, as of right, in mid- to high-density zoning districts.

While these approaches are designed to increase the production of new affordable units by the private sector, advocates continue to point out the mismatch between addressing citywide versus local needs, with desire for deeper affordability. Without a comprehensive, citywide strategy, residents tend to feel that a change in zoning is a target on their neighborhood instead of an invitation for new housing to be built in every neighborhood. The lack of a comprehensive plan means that various neighborhood "plans" are actually a patchwork of rezonings, studies, and action plans pursued by various agencies with various amounts of overlap. Sometimes, as with East New York, HPD produces a housing plan in sync with the DCP's rezoning plan. But in cases such as DCP's Resilient Neighborhoods for Canarsie, the coordination isn't as clear. Further still, some residents oppose change based on local infrastructure challenges that stem from a failure to strategically align the City's capital needs and growth strategy.

15. NEIGHBORHOOD PLANS BY MAYORAL ADMINISTRATION SINCE 2000

The Downtown Brooklyn Rezoning (2004) and Greenpoint-Williamsburg Rezoning (2005) were significant and controversial neighborhood plans that shaped public perception of the Bloomberg administration as an era of intense upzoning and residential development in Brooklyn. Both plans were part of a larger rezoning strategy where new zoning capacity was added in a few neighborhoods and reduced in others.

With the passage of Mandatory Inclusionary Housing (MIH) under the de Blasio Administration, every neighborhood plan requires new private development to use some of the new zoning capacity for permanently affordable housing. Many Brooklynites' most recent experience with a neighborhood rezoning is likely from before MIH was enacted.



Before Mandatory Inclusionary Housing (MIH)
Privately constructed affordable units in this era relied on voluntary programs and incentives such as Voluntary Inclusionary Housing (VIH) and the 421-a tax exemption

- **Bloomberg Upzoning**
  Added residential zoning capacity
- **Bloomberg Contextual Rezoning**
  Mapped contextual districts that limited zoning capacity on many streets, but also added capacity along select wide streets
- **Bloomberg Downzoning**
  Reduced residential zoning capacity

After Mandatory Inclusionary Housing (MIH)
After the introduction of MIH in 2016, every neighborhood plan mandates a percentage of units to be permanently affordable

- **de Blasio Rezoning**
- **Adams Rezoning**

The housing crisis demands action; however, when planning only happens in response to crisis, rash decisions can lead to missed opportunities and even limit our ability to plan for future needs. One of the clearest examples of this is the push to rezone manufacturing land for residential uses by using the housing crisis as a justification. Affordability is not only a function of housing cost. Raising real wages and increasing employment opportunities are also vital for making the borough more affordable. When job-producing zones are lost, they are not replaced, and we can't get back these industrial areas, often strategically situated near freight and maritime uses. A focus on housing growth alone misses out on the value of well-paying, low-barrier industrial and manufacturing jobs, which in turn lead to increased housing choice.

In the last 20 years, Brooklyn has experienced the radical transformation of Brooklyn Bridge Park, Gowanus, and the Williamsburg waterfront. What were once maritime and industrial anchors have been replaced with new housing, signature parks, and other commercial uses, which have brought renewed investment in the waterfront but at the same time placed new housing growth in areas subject to rising sea levels and vulnerabilities brought on by climate change.

Currently, the City relies almost entirely on the private sector to build housing, but lack of zoning capacity continues to be a constraint in private-sector development. While programs such as MIH have allowed the private sector to create thousands of affordable housing units, many argue that the units are unaffordable and are not family-sized. This sentiment has fueled a broader push for 100% affordable and/or social housing models (publicly owned, permanently affordable, and de-commodified housing) as a more direct solution.

The City has advanced some meaningful efforts in recent years that are helping to affirmatively further fair housing, including:

- *Where We Live NYC*, the City's fair housing plan originally published in 2020 by HPD, is currently being updated by HPD/DCP in their effort to promote fair housing, confront segregation, and advance opportunity for all.
- Local Law 167 of 2023, also known as City Council's *Fair Housing Framework*, requires City agencies to create and submit to the Mayor and the Speaker of the Council a fair housing assessment and plan every five years. In 2026, this new planning requirement will produce an assessment of long-term, citywide housing needs, and five-year production targets distributed at the community district level. The legislation also requires a strategic equity framework that will report on the progress made toward the housing production targets set, and obstacles and strategies for furthering fair housing across community districts (focusing on preservation of affordable housing, anti-displacement resources, and neighborhood investments for underserved communities).

These recent efforts also advanced their own analytical tools for how to understand and address housing challenges across the city. But in lieu of a comprehensive plan, these policies and processes will remain underutilized:

- *Where We Live NYC* defines policy and program interventions but does not contain real targets and goals for where and how to operationalize these strategies to advance fair housing. The new requirement to produce a Racial Equity Report, which includes detailed context information and requires a statement of alignment with fair housing, equips the public with information to understand displacement risk, but stops short of connecting to potential strategies and remedies.
- Council's *Fair Housing Framework* shows promise for setting tangible production goals by geography beginning in 2026, but in the meantime, there is no clarity about how these future targets and goals will translate into a particular pattern of growth.

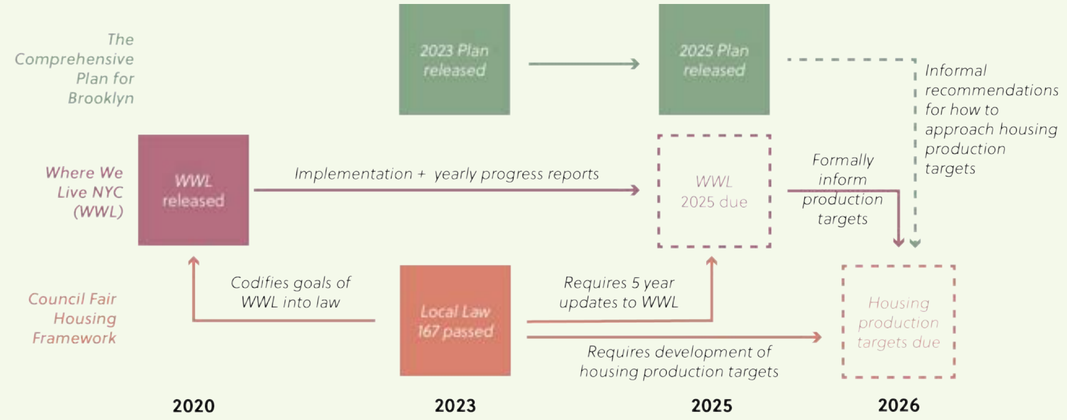
Taken together, these recent efforts fall short of articulating a location-based housing production and preservation strategy that builds off NYC's transit network and fair housing goals and responds to the place types that have emerged in and around neighborhoods.

The Housing Growth + Housing Choice section of this Framework aims to further align strategies for fair housing choice, encourage equitable growth throughout the borough, and prioritize new opportunities for housing around transit and other determinants of health and opportunity.

16. RECENT FAIR HOUSING AND PRODUCTION EFFORTS: TIMELINE AND RELATIONSHIPS

Where We Live NYC and Council's Fair Housing Framework are two recent efforts that have codified the City's commitment to fair housing and established a due date for the City's first-ever housing production targets in 2026.

The 2025 Comprehensive Plan for Brooklyn aims to inform the development of the housing production targets set in motion by these two efforts by articulating a location-based housing production and preservation strategy.



Transit-Oriented Development

Adopting a growth strategy for the borough

The term Transit-Oriented Development (TOD) describes an urban development pattern that emphasizes compact, walkable, neighborhoods centered on transit, such as subway, rail, and bus service. Brooklynites don't need to look far for an example of TOD—whether by omnibus, ferry, trolley, or train, transit has been at the center of our borough's historic development from a collection of disparate villages into a major city.

TOD is both Brooklyn's past and future: in order to address the dual challenges of housing growth and housing choice, the borough must renew its commitment to a development strategy that prioritizes transit. This is a matter of both values and simple geometry. Transit-accessible, walkable neighborhoods are essential for addressing the spatial inequities identified by the Access to Opportunity Index. But even if viewed in a vacuum, there is simply no spatial alternative to TOD—even if every Brooklynite, current and future, wanted to live a suburban, auto-oriented lifestyle, there is no space to both sprawl and accommodate the borough's current population and projected growth.

In contemporary planning practice, TOD is often used in the context of creating new transit-oriented neighborhoods or retrofitting suburban, auto-oriented areas around future planned transit services. When understood in this context, Brooklyn could be considered to have already achieved TOD: public transit is the predominant mode of transportation, most of our neighborhoods are relatively dense and developed around subway stations, and basic pedestrian infrastructure such as sidewalks are a baseline expectation on every street.

However, TOD is not a status that is achieved once and for all; it is an approach that needs to be continually maintained and updated as the borough continues to grow. It is important that Brooklyn not become complacent for two reasons.

First, there is always room for improvement. Although Brooklyn has strong TOD fundamentals, much of this development occurred before the adoption of the 1961 Zoning Resolution. In the six decades since, Brooklyn's TOD bona fides are less clear, and the borough may in fact be falling behind other states' standards. Indeed there are significant portions of the borough with lower residential densities that would qualify as eligible sites for TOD legislation that has been considered in sunbelt, auto-oriented states, such as California.[29]

Second, there is still room for expansion. A sizable portion of the borough is still not within reach of the subway network and instead relies on bus services for transit. After years of stagnation, it is time to not only repair but expand Brooklyn's subway and rail networks and upgrade major bus lines to Bus Rapid Transit. Responsibly planning for growth in these areas requires developing a TOD strategy around the bus services that exist today and future transit expansions.

In some ways, the City already embraces TOD in its approach to zoning and land use. It is common for neighborhood plans and smaller rezonings to tout access to transit in their land use rationales, and the Zoning Resolution includes a variety of regulations and tools that are aligned with TOD principles. However, this application of TOD is unofficial, ad hoc, and varies by agency. There is value in explicitly outlining a TOD approach for the whole borough. TOD is relevant not only to zoning and housing, but also to the physical planning of all the City's resources, facilities, and assets. While some agencies may already feel comfortable invoking TOD for their own plans, all City agencies and partners should be equipped with a shared understanding.

TOD is not a status that is achieved once and for all; it is an approach that needs to be continually maintained and updated as the borough continues to grow.

17. HANDY MAP OF BROOKYN SHOWING LINES OF BROOKLYN RAPID TRANSIT COMPANY, 1897

Transit has been central to the historic development of the borough. The above map from the Brooklyn Rapid Transit company shows the importance of trolley lines spanning across the City of Brooklyn, as well as railroad lines connecting communities such as Bergen Beach and Coney Island. Notably, neighborhoods such as Manhattan Beach that are now disconnected from the subway and rail network were once built around the railroad.

Existing TOD Tools: The Transit Zone

DCP's recent City of Yes for Housing Opportunity (COYHO) zoning text amendment acknowledged a renewed need for an explicit TOD strategy in NYC. The text amendment included a proposal named "transit-oriented development" that grants modest zoning bonuses for some low-density lots near transit.

A key component of COYHO's changes involved updating the "Transit Zone." Introduced in 2016, the Transit Zone was initially a fairly limited tool that assisted affordable housing construction by waiving parking requirements for affordable units within the zone. The boundaries of this zone roughly corresponded to areas within a half-mile of subway stations, but also included conspicuous carve-outs with no accompanying land use rationale.

COYHO substantially altered the Transit Zone by expanding both its boundaries and its fundamental intent. Instead of applying to a subsection of parking requirements, the Transit Zone now describes areas that qualify for a new suite of zoning tools meant to facilitate a little bit of housing growth across every neighborhood. As part of this expansion, COYHO introduced a new set of "Inner" and "Outer" Transit Zones.

As discussed at length in his ULURP recommendation for COYHO, Borough President Reynoso believes that these changes were too modest. While a step in the right direction, this zoning text amendment was a missed opportunity to create a stronger version of the Inner Transit Zone that catered to all parts of the borough with subway access, and to use the new Outer Transit Zone designation to incorporate Select Bus Service into the borough's TOD strategy.

COYHO established a new precedent that every neighborhood near transit should allow a basic level of residential density, but as a one-off zoning initiative without regular updates through a comprehensive plan, there is no mechanism to evaluate, revisit, and build upon this idea.

18. TRANSIT-ORIENTED DEVELOPMENT IN THE COMPREHENSIVE PLAN FOR BROOKLYN

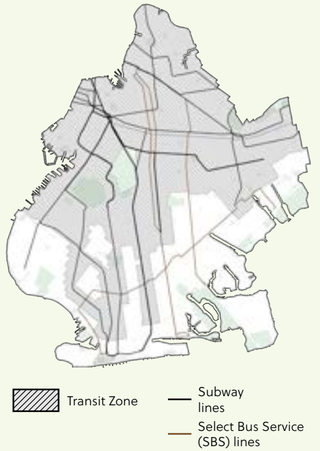
This Plan advances a framework for TOD in four steps:

Reaffirms the Borough President's proposed Transit Zones from his COYHO recommendation.

Introduces a new "TOD Index" that quantifies TOD in the area around each subway station in Brooklyn.

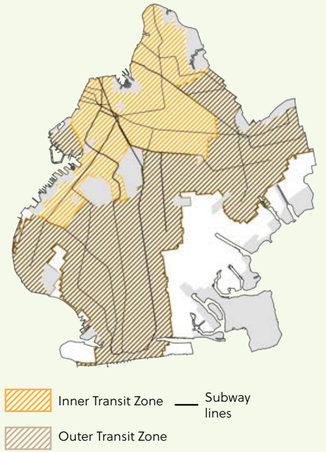
Organizes these results into broad "Pattern Areas" that describe general patterns of TOD across the borough.

Outlines an Urban Design Typology to describe different place types within these broad Pattern Areas.



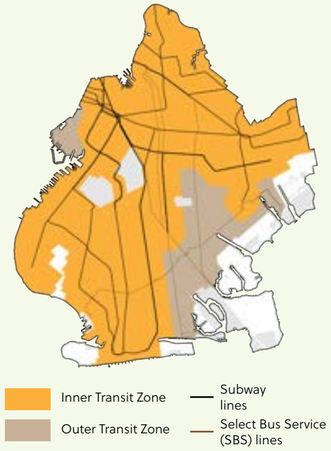
19. TRANSIT ZONE, 2016-2024

- Waived parking requirements for affordable units within the Transit Zone.



20. TRANSIT ZONES, POST-COYHO, 2024

- Defined Inner Transit Zone and Outer Transit Zone boundaries.
- No parking requirements for any new housing within the Inner Transit Zone.
- Reduced parking mandates within the Outer Transit Zone.
- Legalized housing up to five stories on lots over 5,000 square feet on a corner or wide street in the Outer Transit Zone.



21. BP REYNOSO'S PROPOSED TRANSIT ZONES

- *The Comprehensive Plan for Brooklyn* builds on Borough President Reynoso's alternative proposal for Transit Zones.
- The **Inner Transit Zone** includes all parts of the borough with access to the subway and rail network.
- The **Outer Transit Zone** includes parts of the borough with access to frequent bus service, but beyond the extent of the rail network.

Defining a Transit-Oriented Development (TOD) Index

The TOD Index measures the half-mile radius around each subway station across four factors:

Residential density (25%)

This analysis reflects the built environment, rather than the raw population density of people living in an area, and considers the number of residential units per acre within a half mile of the station.

Land use diversity (25%)

This analysis measures how many different kinds of places are within a half mile of a station. Areas with mixed-use, multi-family buildings will score well, while areas that are predominantly one use, such as residential or industrial, will score poorly.

Access to jobs (25%)

This analysis gives a snapshot of how many jobs are accessible within an hour by transit and walking. This index gives a higher weight to jobs that are closer. In the context of the Access to Opportunity Index, this reflects the increased employment options available to a resident of the area. In the context of the TOD Index, this weighted measure serves to emphasize how a given station area serves as a commuting destination for the wider region.

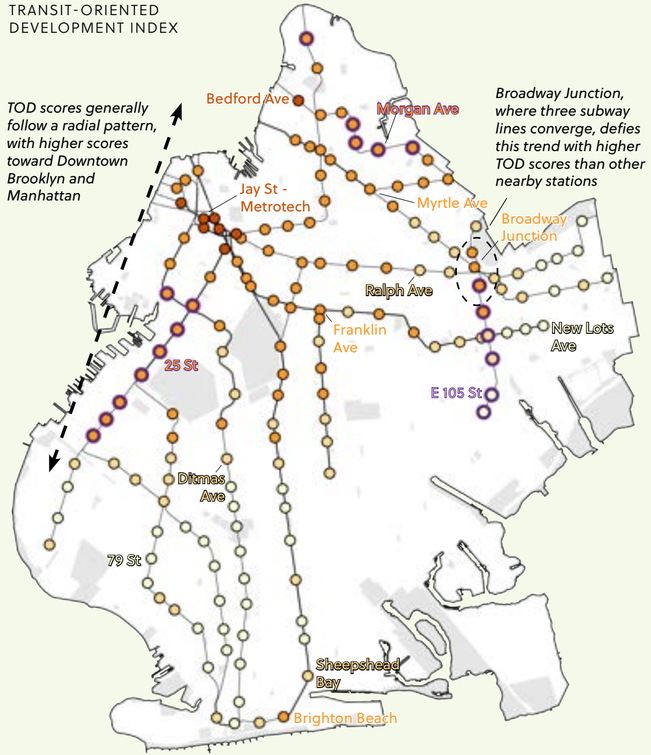
Subway ridership (25%)

This is a catchall analysis of a subway station that asks the simple question: do people actually use this station? While the previous three measures attempt to measure different reasons why someone might find a transit station useful, this measure serves to simply check that people do in fact use the station for any reason at all.

The results of this analysis produce five types of station:

	Type	Description	Examples
Higher Score	**Tier 1**	Major job and civic centers	• Jay St - Metrotech (A/C/F/R) • Bedford Ave (L)
	Tier 2	Higher-density residential areas in northwest of borough and secondary jobs centers	• Myrtle Ave (J/M/Z) • Franklin Ave (2/3/4/5) • Broadway Junction (A/C/L/J/Z)
	Tier 3	Predominantly residential areas, less likely to be commuting destinations	• Ralph Ave (C) • Ditmas Ave (F) • Sheepshead Bay (B/Q)
Lower Score	**Tier 4**	Predominantly residential and lower-density areas	• New Lots Ave (3) • 79 St (D)
≥ 20% of lot area industrial	**Industrial**	Significant volume of industrial uses	• Morgan Ave (L) • 25 St (R) • E 105 St (L)

22. TRANSIT-ORIENTED DEVELOPMENT INDEX



Inner Transit Zone

All blocks within a half-mile of a rail station

Pattern Area 1

- Highest density
- Convergence/ overlapping of several subway lines

Pattern Area 2

- Medium density
- Decent access to a single subway line

Pattern Area 3

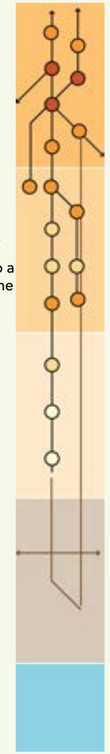
- Lowest density
- Outermost ends of subway lines

Outer Transit Zone

Blocks within a half-mile of Select Bus Service (SBS) routes

Coastal Risk Area

Low-lying areas beyond the transit zone



Distinguishing Access to Transit: Pattern Areas

COYHO's concept to distinguish different parts of the Transit Zone was helpful but inadequate; the radial pattern of the TOD Index substantiates the idea that a subway station in Downtown Brooklyn, for example, exists in a different context than East New York. This Plan categorizes the Inner Transit Zone into three different **Pattern Areas**.

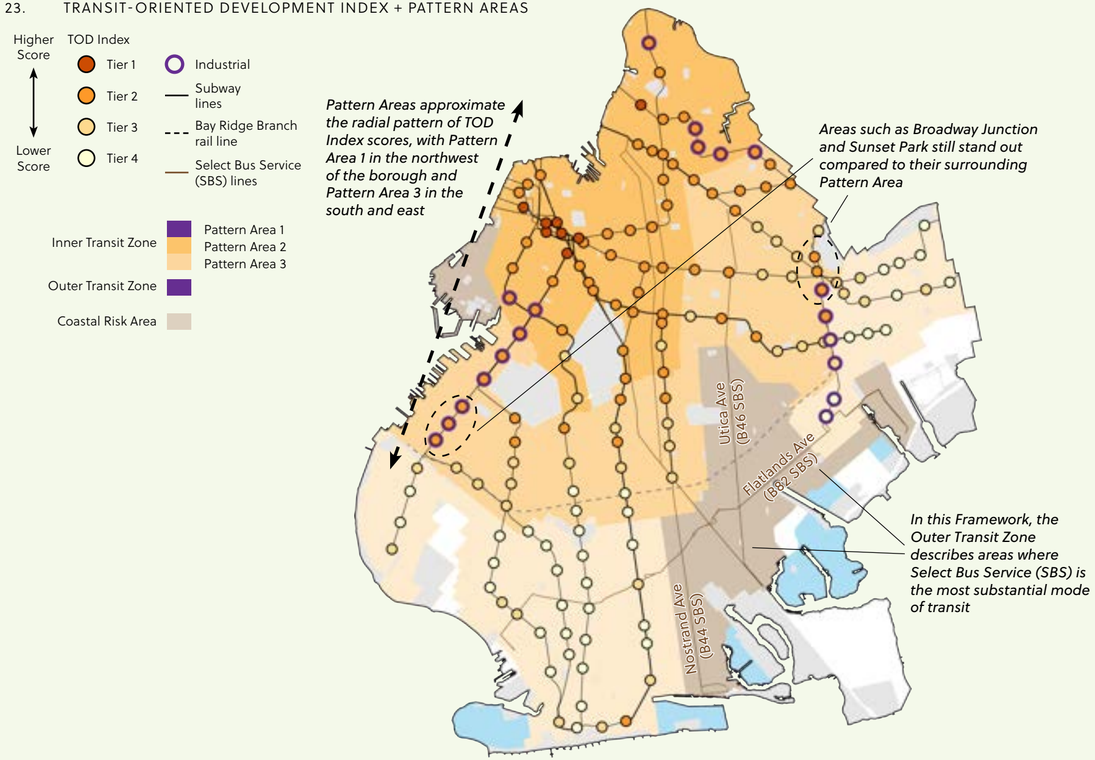
Pattern Area 1 is the highest-density part of the borough and has the strongest access to transit. Pattern Area 1 is where many subway lines converge and overlap, providing transit riders with quick access to Manhattan, other parts of the borough, and Queens. The housing stock in Pattern Area 1 includes high-rise buildings in Downtown Brooklyn, Williamsburg, and Greenpoint, and medium-rise apartment buildings and lower-rise brownstones in Cobble Hill, Park Slope, and Bed-Stuy.

Pattern Area 2 is the medium-density part of the borough. In Pattern Area 2, riders have decent access to transit, especially when near an express station, but they lack the variety of transit options compared to Pattern Area 1. Traveling to a neighborhood off of another subway line will likely necessitate a bus trip or a subway trip into Pattern Area 1 in order to make a transfer first. The housing stock in Pattern Area 2 includes larger, mid-rise buildings in Flatbush, brownstones in Crown Heights and Sunset Park, and pockets of detached single-family homes.

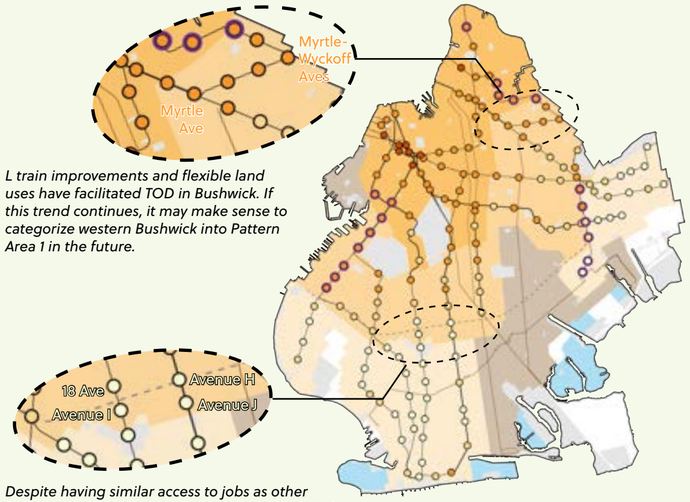
Pattern Area 3 is the outermost, lowest-density part of the Inner Transit Zone, with the longest travel times to Manhattan and job centers in Pattern Area 1. Pattern Area 3 begins roughly south and east of the Bay Ridge Branch, the rail line proposed as the location for the future Interborough Express (IBX). While Pattern Area 3 still has mixed-use and mid-rise buildings, particularly along wide avenues, it is characterized by a higher proportion of single- and two-family homes such as row houses or detached, single-family homes.

Coastal Risk Areas are areas outside any Transit Zones that are also located within low-lying areas near the coast. These are low-density areas that are vulnerable to climate change, whether from coastal flooding from major storm events such as Superstorm Sandy, stormwater flooding caused by heavy rainfall, or sea level rise. Because of these threats and the lack of existing transit infrastructure, pursuing new TOD in these areas does not make sense. DCP's 2021 Resilient Neighborhoods – Gerritsen Beach plan is an example of a neighborhood planning effort that could be pursued in Coastal Risk Areas.

23. TRANSIT-ORIENTED DEVELOPMENT INDEX + PATTERN AREAS



24. PATTERN AREAS: EDGE CASES



L train improvements and flexible land uses have facilitated TOD in Bushwick. If this trend continues, it may make sense to categorize western Bushwick into Pattern Area 1 in the future.

Despite having similar access to jobs as other higher-scoring areas, station areas in Ditmas Park and Kensington report lower TOD scores in part due to the prevalence of low-density zoning districts. These low scores are especially noteworthy given the proximity of the future IBX rail line, which suggests additional potential for TOD.

Limitations + Edge Cases

When developing new geographies, there will always be areas that straddle the line between Pattern Areas and could arguably be included in either. For example, parts of western Bushwick have high TOD scores, despite being farther east and reliant on only the L train. Conversely, station areas in Ditmas Park and southern Kensington have lower TOD scores compared to other stations north of the Bay Ridge Branch (IBX) rail line.

These two parts of the borough illustrate how both transit investments and land use decisions can shift development patterns. In Bushwick, the L train was the first line to receive modernized signal upgrades that enabled trains to travel faster and more frequently, effectively expanding access to higher-quality transit deeper into the borough. Bushwick and the L train are an example of how investments in transit infrastructure can serve to push the boundaries of what we might consider a transit-rich area, even without opening any new services.

In Ditmas Park and southern Kensington, restrictive zoning has kept land use diversity and residential density low, despite similar access to jobs compared to nearby stations. These low densities are particularly noteworthy given these stations' proximity to the future IBX service, which would increase access to jobs and ridership in the area. A merely reactive and descriptive approach to mapping Pattern Areas would place these areas among the lower-density Pattern Area 3. However, considering the latent transit infrastructure nearby, these station areas should instead be considered an underperforming part of Pattern Area 2. Pattern Areas are an analytical tool that can be discussed, adjusted, and tweaked as the borough continues to change. There is no single, objectively correct answer for where to draw the lines between Pattern Areas, and this Plan welcomes further discussion of how to understand transit access across the borough. Ultimately, this proposal aims to continue the Transit Zone conversation started by COYHO and amend two key shortcomings.

First, the COYHO version of the Transit Zones is too blunt: the "Outer Transit Zone" spans all the way from Bushwick to Sheepshead Bay. But Pattern Area 2 shows that this definition misses a key distinction: there is a tier of medium-density neighborhoods with decent transit access that spans across the center of the borough.

Second, COYHO's definition of Transit Zones overlaps on administrative boundaries that are often poorly suited for measuring TOD. For example, COYHO's "Inner Transit Zone" largely corresponds to the boundaries of several community districts (CDs). However, many CD boundaries have idiosyncratic relationships with the transit network. Boundaries such as the one between CDs 8 and 9 in Crown Heights correspond with subway lines themselves. While this boundary may be intuitive in other contexts, in the context of TOD it creates a scenario where two buildings within a block of the same subway station can be in different Transit Zones. In other cases, CD boundaries lump together areas with high subway access and some with none at all, as is the case with CDs 6, 9, and 17.

While aligning transit zone boundaries with CDs offers some benefits of familiarity and compatibility with existing resources and tools, CDs are ultimately an ill-suited geography for capturing TOD patterns. As such, when developing Transit Zone geographies, the City should prioritize an area's spatial relationship to transit, rather than just administrative and political boundaries.

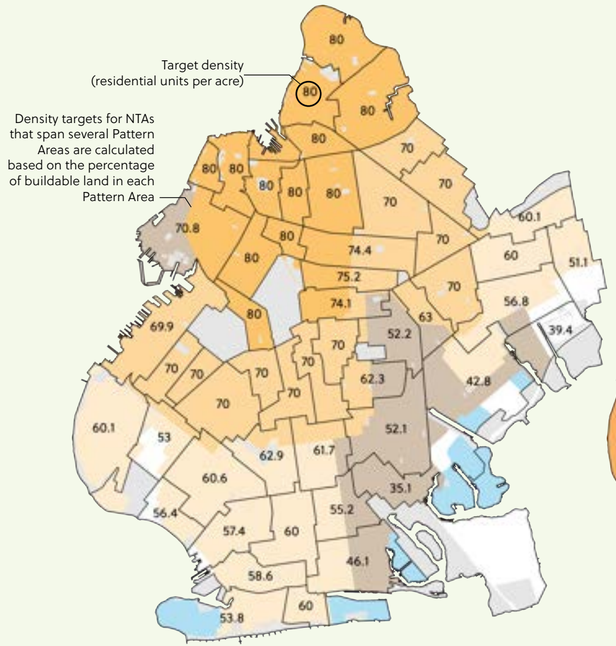
This can inform efforts such as creating housing production targets in response to Local Law 167. While the legislation mandates the creation of targets specifically at the CD level, the Pattern Areas outlined here demonstrate that the City should take into account the mixed-density nature of many CDs and should not characterize an entire CD by its lowest-density characteristics or solely by its areas that are least transit-oriented. In order to advance that effort, this Plan uses its updated Transit Zones and Pattern Areas to develop housing density targets of its own.

Neighborhood Density Targets

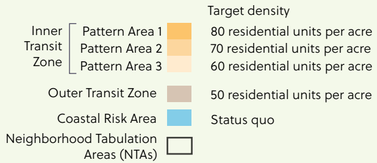
The 2023 Comprehensive Plan for Brooklyn identified "Housing Priority Areas" based on the residential density of buildable land in each CD. This analysis produced a binary measure: either a community district was above this density target, or it was not. While this measure was a useful first step, it was a blunt one. Instead of using a uniform density threshold, The 2025 Plan assesses different density targets for each Pattern Area. In the 2023 edition of The Plan, each CD was assessed against a standard of 50 residential units per acre, the proposed density threshold for the TOD component of Governor Hochul's proposed 2023 New York Housing Compact. However, this threshold was too modest in the context of Brooklyn, as in the Housing Compact it was intended as a density target for "inner ring suburbs" in Long Island and the Hudson Valley, not neighborhoods within NYC. In this edition of The Plan, 50 residential units per acre is now the proposed density for the Outer Transit Zone, with the density target increasing by 10 units per acre for each Pattern Area in the Inner Transit Zone. This Plan also bases production targets on Neighborhood Tabulation Areas (NTAs) instead of CDs, as in the 2023 edition of The Plan. (For more on this decision to use NTAs, see the Methodology Appendix.) NTAs within several Pattern Areas are assessed a density target based on a weighted average of the proportion of buildable land in each Pattern Area.

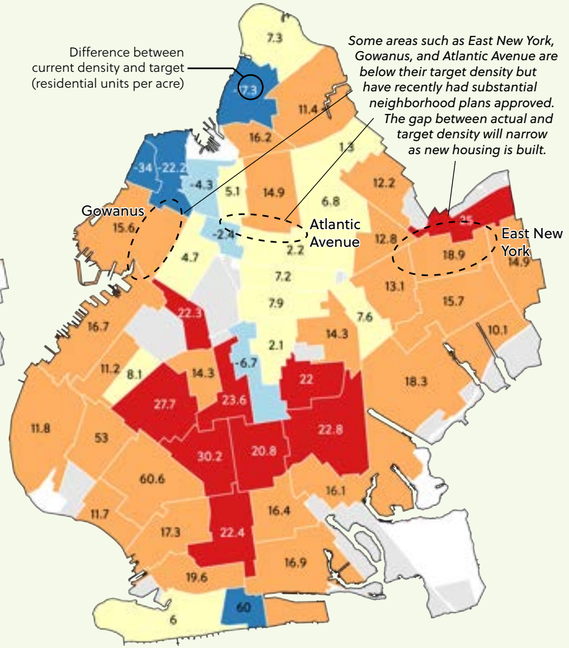
The result is a map that operationalizes the Pattern Areas to establish a residential density target at the neighborhood level. Comparing this target density against existing density provides a high-level snapshot of which neighborhoods are meeting and missing their potential for TOD. The results of this comparison show a clear pattern: the NTAs farthest away from their TOD density targets are located in the southern and central parts of the borough. However, this methodology also sheds light on the lesser housing needs in other areas. While neighborhoods such as Crown Heights and Prospect Lefferts Gardens in Pattern Areas 1 and 2 are closer to their target densities, they are not quite there yet, and incremental zoning changes to facilitate more housing development could be appropriate. Meanwhile, this updated methodology also acknowledges neighborhoods that are overperforming their expected residential densities, such as Flatbush within Pattern Area 2, and Brighton Beach, which boasts a residential density far above the target for Pattern Area 3.

These density targets provide high-level spatial guidance for where new residential density is needed. Specific strategies and actions for how to facilitate and plan for this new density are elaborated upon in the Housing Element.



25. NEIGHBORHOOD DENSITY TARGETS





26. DIFFERENCE BETWEEN ACTUAL AND TARGET DENSITY

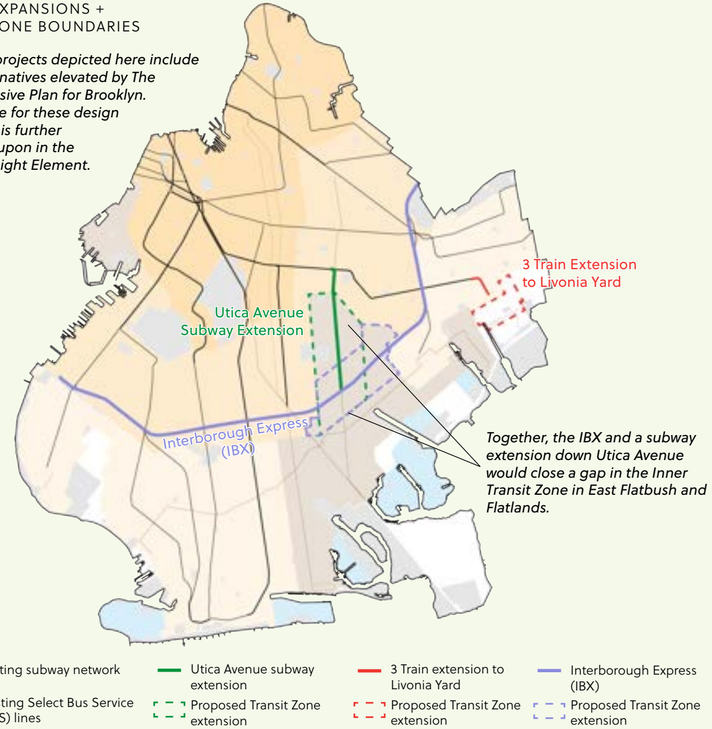
Projecting Change: How Major Transit Expansions Would Change the Map

Three major transit projects are key to expanding TOD in Brooklyn: the IBX, a subway extension down Utica Avenue, and an extension of the 3 train to Livonia Yard. The borough's Pattern Areas accentuate how these expansions will address the gap in transit in areas such as East Flatbush, where the middle-density Pattern Area 2 abruptly transitions to the Outer Transit Zone. In East New York, a 3 train extension to Livonia Yard would extend subway access to areas more similar to Pattern Area 3.

As originally drafted, COYHO would have defined the boundaries of the Transit Zone so that they would have automatically extended upon the opening of any new transit station. This idea was later removed among City Council's modifications to COYHO, but should be revived. The Transit Zone should be a dynamic tool that changes in concert with the borough's rail network rather than frozen at a specific moment in time. The removal of this kind of zoning mechanism underscores the need for comprehensive planning: without a regular coordinating document such as a comprehensive plan, the boundaries of the Transit Zone are at risk of succumbing to organizational inertia and becoming obsolete.

27. TRANSIT EXPANSIONS + TRANSIT ZONE BOUNDARIES

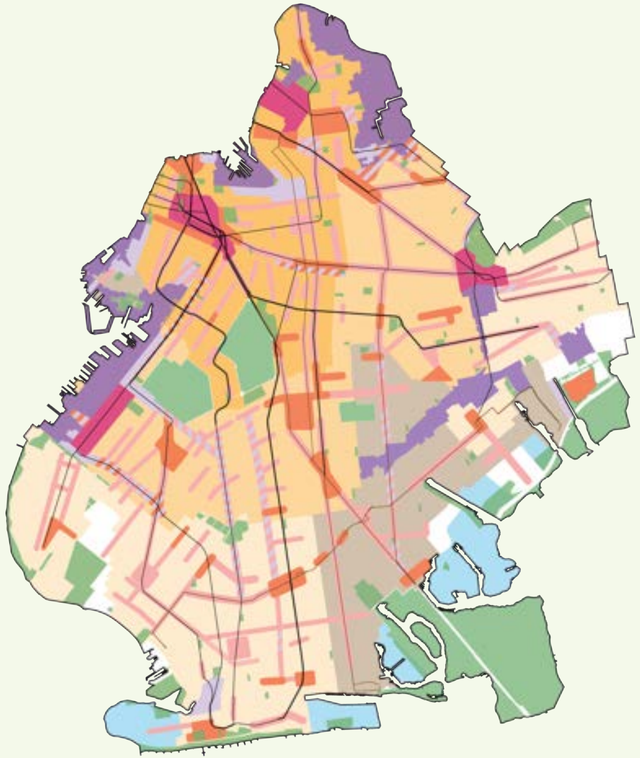
The transit projects depicted here include design alternatives elevated by The Comprehensive Plan for Brooklyn. The rationale for these design alternatives is further elaborated upon in the Transit + Freight Element.



Urban Design Typology

While the TOD analysis has identified which neighborhoods need more housing growth, there is not a one-size-fits-all solution for where and how new growth should take place. Every Brooklynite knows that even within a neighborhood, there are a variety of different types of places: residential streets, bustling job centers, and everything in between. The following Urban Design Typology names the different kinds of places scattered across our borough. This diagram is intended to assist with guiding future land use decisions and transit investments and is intended to respond to established patterns.

28. URBAN DESIGN TYPOLOGY



Urban Design Place Types

For all but one, the boundaries of the following place types are approximate. This is because these place types are not zoning districts: they are not meant to be interpreted on a lot-by-lot level to dictate specific controls on use and massing of buildings. Instead, these place types are a more flexible and digestible tool to understand the urban fabric of the borough compared to the borough's zoning map.

In the context of *The Comprehensive Plan for Brooklyn*, place types also serve to establish a common understanding for where particular strategies and actions are most appropriate.

Regional Centers

Regional Centers are higher-density, mixed-use areas that are destinations for people across not only Brooklyn, but the entire region. These centers are characterized by the highest TOD scores. There are only four of these place types: Downtown Brooklyn, Williamsburg, Sunset Park, and Broadway Junction. Each of these places contains a concentration of transit infrastructure and is anchored by a unique set of major institutions and industries that will be discussed in further detail in the Jobs, Industry, + Economic Prosperity section of the Framework.

Each Regional Center should also be understood in the context of its respective Pattern Area. Downtown Brooklyn and Williamsburg are both highly developed hubs with the highest TOD scores within the highest-density Pattern Area 1. Although Sunset Park does not score quite as highly overall, it boasts higher scores compared to other stations in Pattern Area 2. Similarly, Broadway Junction has a cluster of Tier 2 TOD stations, which is a higher score compared to most other stations in both Pattern Areas 2 and 3.

Local Centers

Local Centers are areas defined by medium-high TOD scores and represent bustling areas of activity that attract visitors from a wider area. This includes significant transit hubs where several subway and bus services converge. Local Centers can also be anchored by major institutions such as hospitals and universities. They feature higher concentrations of retail and services typical of, but not limited to, C4 zoning districts.

The majority of Local Centers are centered on a subway station and often have higher TOD scores than other nearby stations on the same line, such as the Kings Highway (B/Q) and Bay Ridge-95th Street (R) stations. Local Centers not located near a subway station typically feature anchor institutions, such as Brookdale Hospital, or large commercial malls where several bus routes terminate, such as Kings Plaza and Gateway Center.

Neighborhood Corridors

Neighborhood Corridors are defined by the presence of mixed uses and local retail that serve the directly adjacent areas. Typical commercial uses might include grocery stores, laundromats, cafes, or restaurants that are typical of, but not limited to, C1 and C2 commercial overlays. These corridors are often the gathering places of their surrounding neighborhood. But unlike Regional and Local Centers, they are not always centered on transit stations.

Fulton Street in Bed-Stuy is an example of a Neighborhood Corridor that runs parallel to a subway line and several subway stations. However, nearby Vanderbilt Avenue and Washington Avenue are also examples of Neighborhood Corridors not directly adjacent to a subway station. While not every Neighborhood Corridor is near a transit station, every subway station should be accompanied by mixed-use, multi-family housing and local commercial activity, as seen in Neighborhood Corridors.

Industrial Business Zones

Industrial Business Zones (IBZs) are the only place type with defined boundaries, as they are already a formal designation adopted into the Zoning Resolution in 2006. IBZs are the borough's core industrial areas, where the City has vowed to never support a rezoning away from manufacturing land. Brooklyn's IBZs are concentrated around strategic infrastructure such as the waterfront and freight rail lines and often feature larger lot sizes to accommodate facilities that require machinery or other supporting infrastructure that takes up significant square footage.

A longer discussion of Brooklyn's IBZs, the quantity and types of businesses and jobs present, their strengths and challenges, and the City's recent industrial policy is included in the Jobs, Industry, + Economic Prosperity section. In the context of this Urban Design Typology, IBZs should be understood as dedicated areas for preserving industrial/manufacturing land and core transportation, freight, and utility infrastructure essential to the borough. They should never be considered for new residential or commercial development.

Industrial Peripheries

Industrial Peripheries are areas with manufacturing jobs and land outside of IBZs. These areas lack the protection against rezonings offered by IBZ designation. As such, Industrial Peripheries are vulnerable to being chipped away by smaller rezonings. A further discussion of the economic challenges in these areas is included in the Jobs, Industry, + Economic Prosperity section.

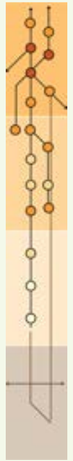
Hybrid Industrial Areas (Industrial/Local Centers, Industrial/Neighborhood Corridors)

As their name suggests, Hybrid Industrial Areas are areas that blur the distinction between Industrial Peripheries and Local Centers and Neighborhood Corridors. Many of these areas were once Industrial Peripheries, but have seen a growth in commercial, mixed-use, and residential development.

These areas can occur both on the periphery of IBZs such as in Bushwick, as well as in more isolated automotive and light industrial corridors such as Atlantic Avenue and Coney Island Avenue. These are often areas of transition, where the existing zoning tools and approaches such as DCP's MX districts have produced mixed results in balancing legacy industrial uses with residential and newer commercial development.

Open Space

Open spaces include parks, playgrounds, cemeteries, and any other lots categorized as open space. These places are dedicated for recreation and green space. The Public Space + Placemaking section will further discuss an approach to open space and the public realm.



Transit Neighborhoods

Transit Neighborhoods are the foundation of the Urban Design Typology. Neighborhoods are places outside of centers and corridors that are primarily residential. Transit Neighborhoods are the Transit Zones and Pattern Areas applied in an urban design context.

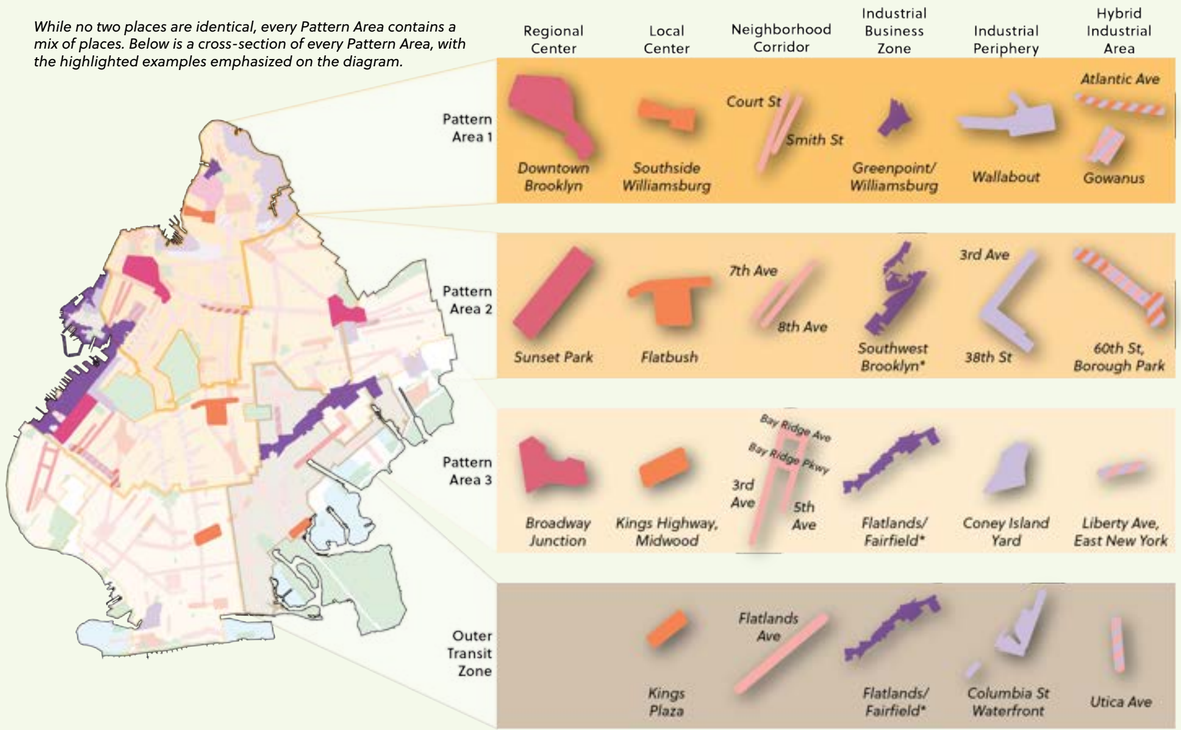
Inner Transit Neighborhoods correspond to the Pattern Areas of the Inner Transit Zone, with Pattern Area 1 neighborhoods being the densest type, followed by Pattern Areas 2 and 3. Outer Transit Neighborhoods correspond to the Outer Transit Zone and indicate lower-density residential neighborhoods built around bus services.

Transit Neighborhoods are the broadest place type in the Urban Design Typology and capture general patterns of transit access and residential density. Each Transit Neighborhood has pockets of residential development that are an exception to their overall trend. For example, the Prospect Lefferts Gardens Historic District ensconces a pocket of low-density detached housing within Pattern Area 1. Conversely, Brighton Beach and Coney Island have sections of high-density multi-family housing that bucks the overall trend for Pattern Area 3. These exceptional areas can present both challenges and opportunities when evaluating the need for future growth in a neighborhood.

Transit Neighborhoods also contextualize the other place types on the Urban Design Typology. One common refrain heard during land use review discussions is that no two neighborhoods are the same. While no two places are identical, tools such as the Urban Design Typology equip us with ways to identify common patterns across our neighborhoods. A Neighborhood Corridor in a Pattern Area 3 neighborhood such as Bensonhurst will look different than a Neighborhood Corridor in Pattern Area 1 such as Carroll Gardens. But in both places, Neighborhood Corridors are gathering places where neighbors eat, socialize, and go to the laundromat. A Local Center in Sheepshead Bay may look different from a Local Center in Williamsburg, but both are places where residents might go to the doctor or go to work.

29. PLACE TYPES ACROSS TRANSIT ZONES

While no two places are identical, every Pattern Area contains a mix of places. Below is a cross-section of every Pattern Area, with the highlighted examples emphasized on the diagram.



*Not to scale with other highlighted areas

Applications of the Urban Design Typology

The Urban Design Typology combines insights from *The Plan's* TOD Index, the borough's zoning map, jobs and economic data, and qualitative data to unlock a new way of approaching problems.

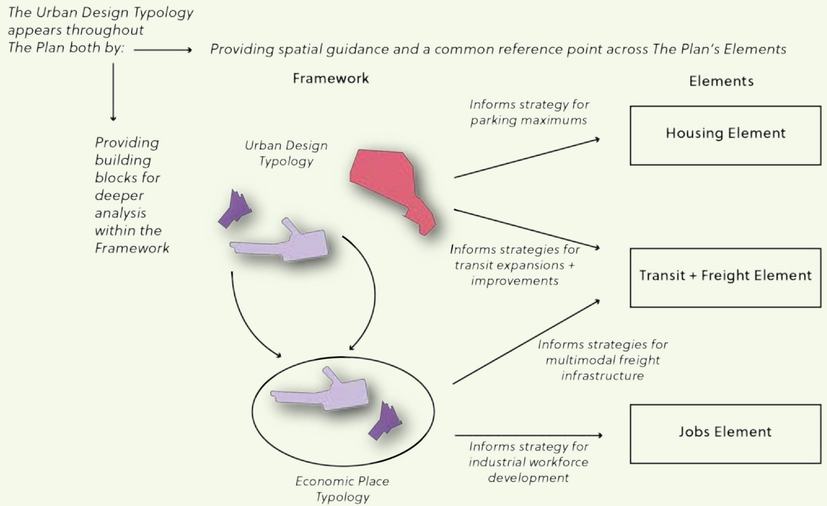
Creating a Common Vocabulary within *The Comprehensive Plan for Brooklyn*

The place types identified in the Urban Design Typology appear throughout *The Comprehensive Plan for Brooklyn*. The Jobs, Industry, + Economic Prosperity section of the Framework uses the Urban Design Typology to develop an Economic Place Typology. In *The Plan's* Elements, both of these typologies are used to provide spatial guidance for specific strategies. For example, in the Housing Element, Regional Centers demarcate the boundaries for a proposed parking maximum policy. In the Jobs Element, IBZs and Industrial Peripheries guide strategies for workforce development and industrial land retention.

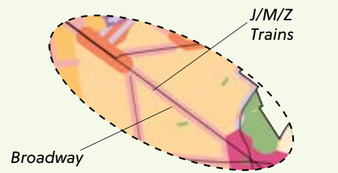
Creating a Common Vocabulary Outside *The Comprehensive Plan for Brooklyn*

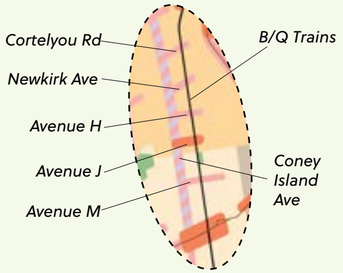
Currently, planning and policy discussions use a smattering of different terms when referring to places across the borough. Words such as "regional," "center," and "corridor" can be used in different contexts and carry different meanings. By adopting a common vocabulary, the City can disambiguate conflicting uses not only in land use contexts, but also transportation, placemaking, and economic development.

30. URBAN DESIGN TYPOLOGY WITHIN THE COMPREHENSIVE PLAN FOR BROOKLYN

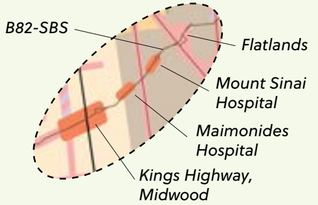


31. OPPORTUNITIES FOR CONNECTION





32. UNIQUE PATTERNS OF DEVELOPMENT



This common vocabulary can also help clarify a sense of scale when talking about development patterns. For example, when presenting a ULURP application, a land use attorney or DCP might refer to a given intersection as a Regional Center. At the same meeting, a community board member might refer to the surrounding neighborhood as a residential area. Both of these assessments could have merit. Equipping planners and the public with a set of commonly understood place types can help avoid confusion.

Identifying Unique Patterns of Development

The Urban Design Typology can also be used to identify distinct patterns along Brooklyn's subway lines that might not be as visible on a zoning map. For example, the Broadway Line, which carries the J, M, and Z trains, has a continuous stretch of Local Centers and Neighborhood Corridors running all the way from the Williamsburg Bridge to Broadway Junction.

By contrast, the Brighton Line, which carries the B and Q trains between Prospect Park and Brighton Beach, does not run along a street but instead through the middle of city blocks. As a result, neighborhoods around the B and Q trains have a characteristic pattern of Neighborhood Corridors emanating in an east-west direction from subway stations. In terms of active streetscapes and commercial activity, each of these corridors are connected not along the train line, but by Coney Island Avenue, an Industrial/Neighborhood Corridor a quarter-mile to the west.

While this might seem subtle, these kinds of patterns can have a profound effect on how Brooklynites perceive, interact with, and experience their neighborhoods. Identifying these patterns can inform future urban design, placemaking, and transportation decisions in a given neighborhood.

Identifying Opportunities for Connection

The Urban Design Typology can also be used to identify areas that are isolated from other areas and transit. For example, Mount Sinai and Maimonides Midwood Hospitals each anchor a small Local Center along Kings Highway. Both hospitals bring thousands of people to the area to work or seek care. But despite this activity, both areas are surrounded by residential development and disconnected from other nearby places and transit stations.

On the Urban Design Typology map, this isolation is represented by two Local Centers disconnected from other place types and connected to the transit network by the B82-SBS bus. Conceptualizing Kings Highway as a Neighborhood Corridor could complement the existing SBS bus service, better integrate the two hospitals into the surrounding urban fabric, and provide guidance for future neighborhood plans that seek to meet housing production targets for this community district.

This is just one example; the Housing Element will elaborate on other cases where the Urban Design Typology can guide land use review and local planning efforts.

Housing Priority Areas

Harmonizing existing analyses into discrete spatial guidance

While TOD is the foundation of *The Comprehensive Plan for Brookyln*'s growth strategy, it is not the only factor to consider. The City has several resources that gauge factors such as displacement risk, zoning capacity, and demand, but are simply not coordinated with one another. In order to fix this problem, The Comprehensive Plan for Brooklyn builds upon two existing analyses: HPD and DCP's Displacement Risk Index (DRI) and COYHO's Housing Market Study. Table 37 summarizes *The Plan's* proposed seven new priority areas that guide the approaches to different housing challenges.

Displacement Risk Index (DRI)

In 2022, DCP and HPD published the DRI as required by legislation that also requires some new land use applicants to produce a Racial Equity Report. The DRI combines data about housing and demographics to indicate the level of displacement risk in a given neighborhood. In order to do this, the DRI calculates three subindexes at the NTA level:

- The Housing Conditions Subindex measures the vulnerability of the housing stock in a neighborhood by examining factors like what percentage of housing is not rent regulated or have maintenance deficiencies.
- The Market Pressure Subindex indicates recent changes in demographics and cost of living by examining factors such as recent change in rents and the rise in the percentage of households with bachelor's degrees.
- The Population Vulnerability Subindex focuses on socioeconomic markers that increase a resident's likelihood of facing housing instability, such as race, income, or limited English proficiency. Population Vulnerability is at the heart of the DRI: arithmetically, it is weighted more heavily than the other two subindexes, and thematically, it is central to the DRI's mission of identifying who is affected by the uneven and uncoordinated growth of Brooklyn's housing market.

The DRI is fundamentally a measure of change. In particular, its definition of Market Pressure emphasizes areas that are currently in transition. While this can help anticipate emerging trends across the borough, it will not capture areas that have already undergone a transition or have long been unaffordable or segregated.

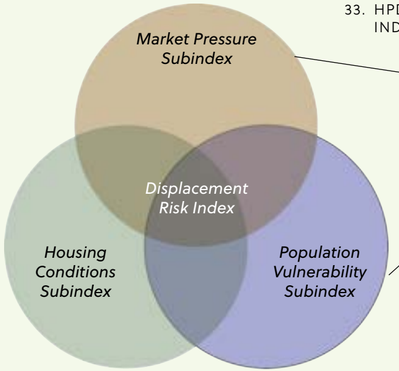
Further, while the DRI successfully equips the public with accessible and vetted data, it provides no guidance for what kind of actions or recommendations this data should inform.

COYHO Market Study

As part of their environmental review, DCP commissioned a housing market study for COYHO. This study was fairly robust but unfortunately, because this analysis was conducted for a specific ULURP application and not a comprehensive plan, this data was ultimately only narrowly used to project the estimated impacts of COYHO's proposals rather than inform a new shared understanding of the borough's housing market. While this analytical framework remains publicly available, it is seldom mentioned after COYHO's passage.

The housing market study included an assessment of every NTA in the city based on three indexes: density, zoning capacity, and housing prices. These three indexes were categorized into simple ordinal ranks (e.g., low, medium, high) and compiled to create a "Housing Opportunity Category" based on different permutations of the three indexes. This produces a list of 18 "representative neighborhood" types that is fairly unwieldy; while they may yet prove to be useful for future analysis, this Plan instead untangles each component index.

One limitation of COYHO's analysis is its density index, which is simply grouped into two categories of "low" and "high" based on the predominant zoning districts in each NTA. While this measure may have been convenient for assessing the impacts of COYHO's proposals, it is rudimentary as a general assessment of the borough's density and is exclusively backwards looking, referring to existing zoning rather than a future vision or goal for density in a given neighborhood.



33. HPD + DCP'S DISPLACEMENT RISK INDEX (LEFT)

*Market Pressure measures recent **change** in demographics and cost of living, which can anticipate growth but may not capture areas that have long been unaffordable.*

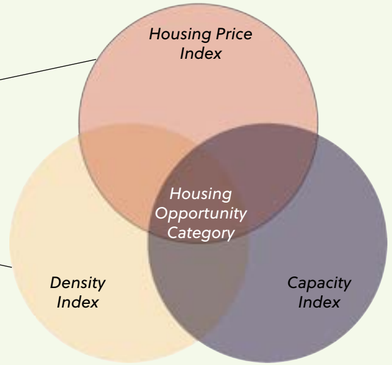
*Population Vulnerability is weighted more heavily than the other two subindexes, and is arithmetically and thematically at the heart of the index's emphasis on **who** will be affected by displacement.*

34. COYHO HOUSING MARKET STUDY (RIGHT)

Housing Price is thematically at the heart of opportunity categories in COYHO's analysis.

This Framework chooses to organize the presentation of the other two indexes by high, medium, and low housing price.

Density is classified into "low " and "high" categories based on existing zoning.



This Plan's Neighborhood Density Targets offer an alternative vision for how to assess a neighborhood's density based on its underlying TOD characteristics.

In contrast, COYHO's Housing Price Index is a strength and can supplement the limitations of the DRI's Market Pressure Subindex. As discussed earlier, the DRI is most valuable as a measure of change. Areas that have long been unaffordable or exclusive may fly under the radar of DRI's market pressure index but will be captured by COYHO's Housing Price Index.

Because both the DRI and COYHO aggregate data at the NTA level, the two indexes can be compared against one another to create new sets of geographies. The following Priority Areas are a selection of such combinations that mix and match the measures in these two analyses.

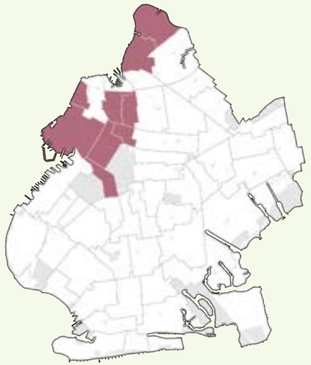
35. HOUSING PRIORITY AREAS DEVELOPED BY THE COMPREHENSIVE PLAN FOR BROOKLYN

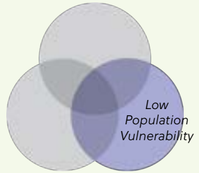
Area	Description	Analysis
New Capacity Priority Areas	Areas where there is high housing prices, low capacity to build new housing, and the population is less at risk of displacement.	Cross-references COYHO's Housing Price and Capacity Indexes with the Population Vulnerability Subindex from the DRI.
Affordability Priority Areas	Areas with the highest levels of displacement risk.	Applies the DRI already developed by HPD and DCP.
Rehabilitation Priority Areas	Areas with higher quantities of vulnerable (non-rent-regulated) housing stock, where affordable housing preservation efforts should be prioritized.	DRI's Housing Conditions Subindex.
Proactive Preservation Areas	Areas with lower market pressure but high levels of vulnerable housing conditions. These areas may have naturally occurring affordable housing options that can be preserved by HPD financing before hotter market pressures arrive.	Cross-references DRI's Housing Conditions Subindex with COYHO's Housing Price Index.
Housing Diversity Areas	Areas with an insufficient divsersity of housing types.	Original to The Comprehensive Plan for Brooklyn; based on the proportion of 1- and 2-family homes in each NTA.
Consolidation Warning Areas	Areas with high market pressure that are losing residential units, possibly because of unit consolidation and lot mergers.	Original to *The Comprehensive Plan for Brooklyn*; census tracts with a net loss of residential units cross-referenced with COYHO's Housing Price Index.
Amenity-Rich Areas	Areas that are within the top 20% of scores identified in *The Comprehensive Plan for Brooklyn's* Access to Opportunity Index.	Original to The Comprehensive Plan for Brooklyn; applies the Access to Opportunity Index to a concept introduced in HPD's *Where We Live* fair housing plan.

36. NEW CAPACITY PRIORITY AREAS

New Capacity Priority Areas have a high demand for housing, low existing zoning capacity, and the lowest population vulnerabilities. In other words, these are areas where people want to live, there is not enough housing to meet that demand, and there is the lowest risk that new housing supply would impact people who are most vulnerable to displacement. Some of these neighborhoods have already experienced growth, change, and displacement over the last 15 years.

New Capacity Priority Areas





Displacement
Risk Index

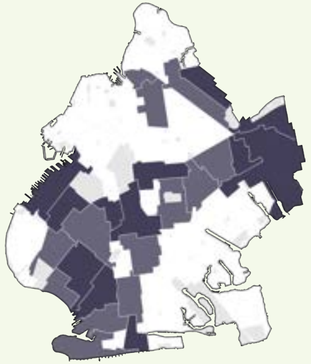
COYHO
Analysis

37. AFFORDABILITY PRIORITY AREAS

Affordability Priority Areas are areas with the highest displacement risk, as measured by HPD and DCP's DRI. These are areas with high population vulnerabilities, housing condition issues, and rising market pressure. Currently, the DRI is used reactively by informing the Racial Equity Reports generated for some ULURP applications. Recontextualizing the DRI into Affordability Priority Areas opens the door to a more proactive assertion of where anti-displacement and affordable housing policies and programs should be prioritized.

Highest Displacement Risk

High Displacement Risk



Displacement
Risk Index

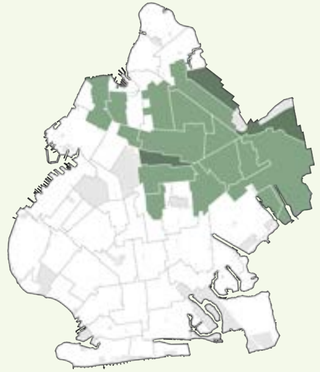
38. REHABILITATION PRIORITY AREAS

Rehabilitation Priority Areas are areas with the highest quantities of vulnerable housing stock, as measured by the DRI's Housing Conditions Subindex.

This priority area is an example of how the individual components of the DRI can be split out to give spatial guidance to policies and programs specifically about rehabilitation and housing quality.

Highest Housing Conditions Subindex Score

High Housing Conditions Subindex Score

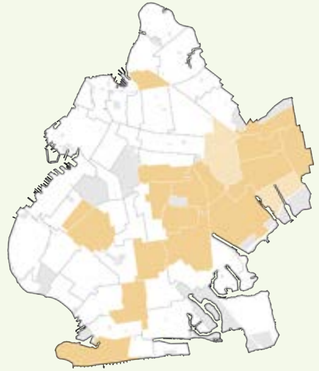


Displacement
Risk Index

39. PROACTIVE PRESERVATION PRIORITY AREAS

Proactive Preservation Areas are areas with lower housing prices but high levels of vulnerable housing conditions. These areas may have naturally occurring affordable housing units that could be preserved by HPD financing before the housing market heats up.

Proactive Preservation Priority Areas

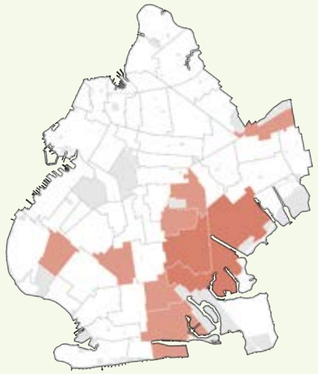


Displacement
Risk Index

COYHO
framework

40. HOUSING DIVERSITY PRIORITY AREAS (BELOW)

Housing Diversity Priority Areas are areas where a disproportionate number of available residential units are within single-family buildings. In these areas, construction of new multi-family apartment buildings would increase housing choice for local residents, potentially opening up options for younger residents who want to move into their own home and older adults who want to downsize but stay in their same neighborhood.



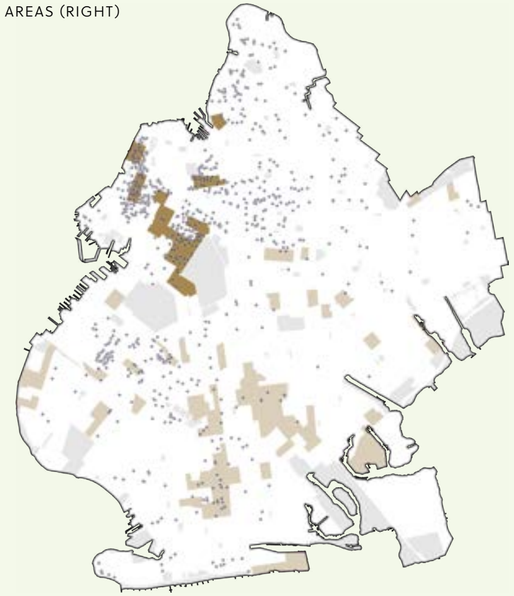
47-76% of units in 1-2 family homes

35-46% of units in 1-2 family homes

41. HOUSING CONSOLIDATION WARNING AREAS (RIGHT)

A handful of census tracts report a net reduction of residential units between 2010-2023. Many of these census tracts are located in parts of the borough with the highest housing prices, where the demand for housing is highest. These areas could be losing units not because of demolition and disinvestment, but because of conversions of existing multi-family buildings into larger, more luxurious units and/or to accommodate larger family sizes.

Recent alterations that resulted in a net loss of at least two residential units show a similar pattern as the census tracts, with high concentrations in the highlighted census tracts near the neighborhoods of Park Slope and Brooklyn Heights. In other parts of the borough, these losses could have been offset by new housing construction that may not be possible in Consolidation Warning Areas either because of a lack of zoning capacity or the designation of historic districts. See the Housing Element for associated Strategies and Actions.



Census tracts with a net loss of residential units (2010-2023) in high housing price neighborhoods

Census tracts with a net loss of residential units (2010-2023) in all other neighborhoods

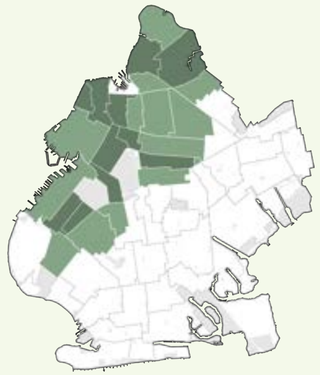
Alterations that resulted in a net loss of at least 2 residential units (2024)

In 2020, HPD released the first edition of *Where We Live*, NYC's fair housing plan, and identified a lengthy list of goals, strategies, and actions to advance fair housing. While these policy prescriptions were wide-ranging and, in many cases, connected to real programs and funding, there was a dearth of spatial guidance for where to direct these policies.

One concept that is named throughout *Where We Live* is "amenity-rich areas" (sometimes also referred to as "amenity-rich neighborhoods"), where the proposal recommends the deployment of various strategies and actions to increase the availability of affordable housing and use of rental assistance benefits. However, these amenity-rich areas are not mapped in *Where We Live*.

The Comprehensive Plan for Brooklyn's Access to Opportunity Index provides a tool to define amenity-rich areas. While aggregating Access to Opportunity (ATO) at the NTA level provides a useful snapshot of neighborhood-level trends, comparing the amenity-rich neighborhoods map and the ATO Index by census tracts reveals another case where using existing administrative and political boundaries can obscure disparate outcomes within a given geography. For example, at the NTA level, Red Hook is lumped together with Cobble Hill and Carroll Gardens. But when viewed at the census block level, it becomes apparent that Hamilton Avenue serves as a significant divide between Carroll Gardens and Red Hook.

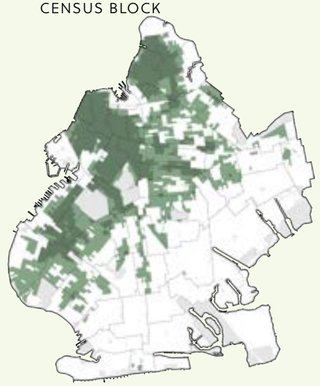
42. AMENITY-RICH AREAS BY NTA



Highest Access to Opportunity

High Access to Opportunity

43. AMENITY-RICH AREAS BY CENSUS BLOCK



Highest Access to Opportunity

High Access to Opportunity

Brooklyn faces overlapping housing challenges and there is no single, all-purpose analysis to meet all these problems at once. This Framework's TOD Index, Neighborhood Density Targets, and Housing Priority Areas are lenses for understanding different types of housing challenges and matching solutions to relevant parts of the borough. The Housing Element will elaborate more specific strategies and actions to meet the various challenges across these geographies.

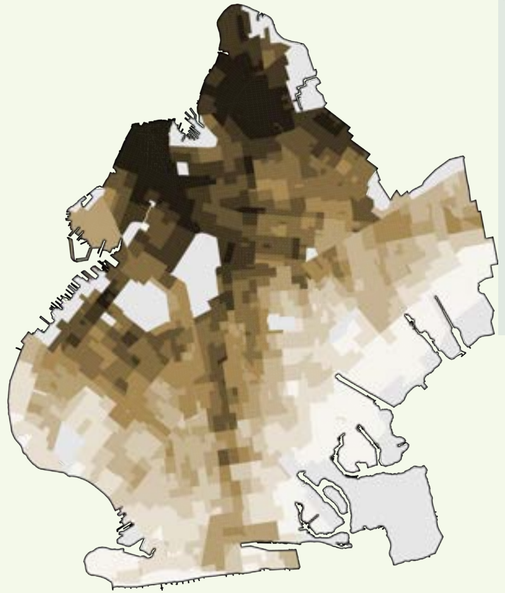
Jobs, Industry, + Economic Prosperity

This section of the Framework strives for a Brooklyn where more residents can achieve economic prosperity.

With targeted investment and planning, Brooklyn has an opportunity to build an economy rooted in quality jobs that provide intergenerational stability and opportunities for upward mobility. There are, however, structural challenges in achieving this goal. National and international forces beyond local control, such as Federal economic policies, artificial intelligence automation, global supply chains, and labor market supply deeply influence Brooklyn's economy. Moreover, 66% of Brooklynites work outside of the borough, primarily in the Central Business District of Manhattan. Despite these external forces, this section of the Framework prioritizes expanding high-paying, accessible job opportunities within Brooklyn to keep more earnings circulating locally that support businesses, services, and long-term community wealth-building.

Brooklyn has one of the fastest-growing economies in the country. From June 2023 to June 2024, Brooklyn experienced the highest increase in employment rates among all major counties in the United States.[30] From 2022 to 2023, Brooklyn's GDP growth rate was the second highest among all major counties.[31]

However, for many Brooklynites, the increased GDP feels distant as their daily struggles persist. Nearly one in five Brooklyn residents lives in poverty, and more than half of Brooklynites are rent-burdened, with many struggling to afford necessities.[32]



44. ACCESS TO JOBS

Lowest — Highest

As introduced in the Health, Wellness, + Justice section, access to jobs varies across the borough. Neighborhoods closer to Manhattan, transit, and jobs hubs report higher levels of jobs access.

The Health, Wellness, + Justice section of the Framework discussed this finding in the context of the social determinants of health. This section will further examine the types of jobs and industries present in Brooklyn in order to adequately plan for a future where every Brooklynite can achieve economic prosperity.

In the last few years, as median incomes have increased, so has income inequality. There is a notable degree of income inequality in Brooklyn. On the high end, about 16% of households earn $200,000 or more, roughly 10% earning between $150,000 and $199,999, and 9% earning between $100,000 and $124,999. These figures reflect a strong presence of well-compensated workers, likely benefiting from high-paying sectors such as finance, technology, and specialized professional services. In contrast, a combined 16% of households earn less than $20,000 a year. This near-mirror image of the high-income bracket underscores a divide in the borough's economic well-being. While some Brooklyn residents benefit from lucrative jobs, a comparable share struggle with very limited financial resources, raising concerns about housing affordability, access to quality services, and overall economic mobility (See Table 48).

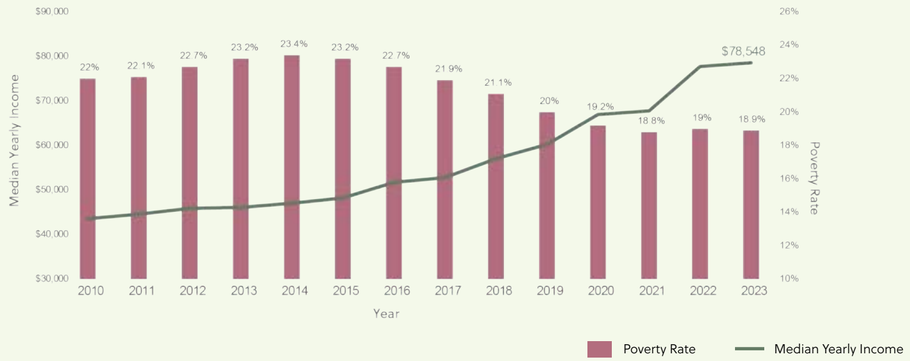
Brooklyn's simultaneous economic growth and economic suffering reflect broader trends of job polarization. While high-paying positions in sectors like technology and finance have expanded, there has been a concurrent rise in low-paying jobs in industries such as retail, tourism, and personal services. These roles often offer limited opportunities for upward mobility and lack the stability of traditional blue-collar jobs. This dual trajectory—growth in both high-skill, high-wage jobs and low-skill, low-wage jobs—has contributed to increased economic inequality, with a shrinking middle class and widening income disparities.

Jobs are more than what people do in exchange for payment. A job is connected to the labor that is performed and to the requirements and skills needed—including physical, mental, and cultural—within a specific field. Work is described both by what people do, such as teachers, home health aides, nurses, and truck drivers; and by the function of their work, such as a coordinator, project manager, or assistant. Different jobs require different qualifications, with some posing more barriers to entry than others related to trade skills, college education, or experience needed. Jobs are also distinguishable whether they are seasonal/temporary or permanent, union or non-union, and salary or hourly.
These jobs are integral to the success of broader **industry**—various employment systems and sectors that help define the whole scale of work, including how employees are trained and activities such as design, manufacturing, warehousing, shipping, freight and transportation, merchandising, sales, and customer support. (See Table 48 for prominent employment sectors in Brooklyn.)

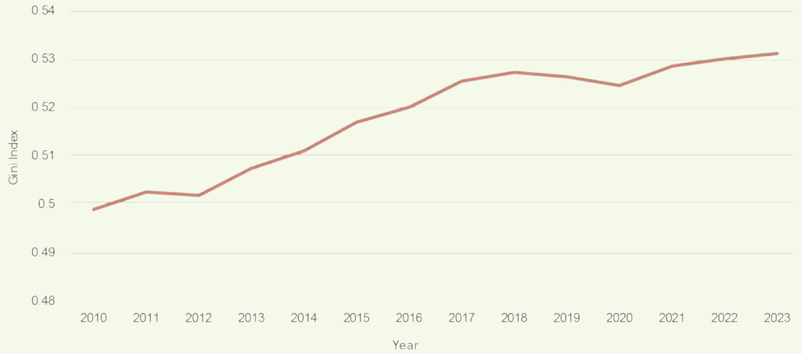
Economic prosperity helps to measure the success of jobs and industries (to the degree that both individuals and sectors are doing well financially). Traditional economic prosperity indicators have not always contended with issues of overconsumption or impacts on climate and environment, nor disparities in income and opportunity across labor categories or identities such as gender and sexual identity, race, and English-language proficiency. It is critical to examine and name who benefits from and who is burdened by the work being done. Economic prosperity is also evident in:

- Low commercial vacancy: Business districts are strengthened by local residents' buying power and disposable income.
- Neighborhood stability: People continue to have access to affordable housing, homeownership, and investment opportunities, and they are surrounded by a mix of economic diversity.
- Lower cost burden: Households spend a lower proportion of their income on rent, transportation, groceries, healthcare, utilities, and childcare.
- A just transition: Sector growth coincides with reductions in carbon emissions, pollutants, and vehicle miles traveled while prioritizing benefits to communities that have historically been overburdened by impacts on air and water quality, health outcomes, and underemployment and discriminatory hiring practices.

45. MEDIAN YEARLY INCOME + POVERTY RATE, BROOKLYN, 2010-2023



46. GINI COEFFICIENT, BROOKLYN, 2010-2023



The Gini Coefficient is a measure of income inequality. A score of 0 indicates perfect equality, while 1 indicates extreme inequality.

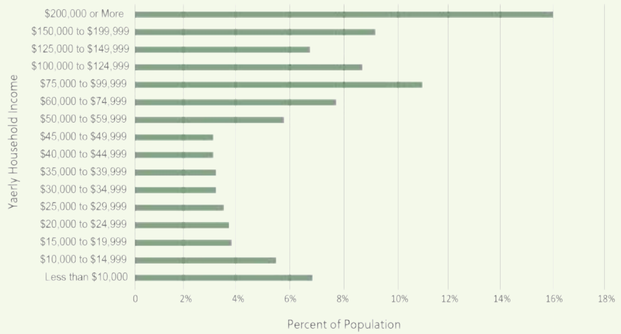
Planning Context + Existing Conditions

What's happening in the absence of comprehensive planning?

NYC lacks a consistent economic development strategy. In the last 20 years, economic development policy and funding in Brooklyn have been concentrated in major economic hubs and tied to neighborhood rezonings. While these investments transformed key areas and effectively stimulated economic growth, they lacked a cohesive framework to ensure that economic investment was distributed equitably, particularly to historically underinvested areas.

Today, Brooklyn's employment landscape is heavily dominated by the education and health services sector, which accounts for over half (50.3%) of the borough's workforce, employing nearly 400,000 people. However, despite its outsized role in the labor market, this sector has one of the lower average weekly wages at $853, reflecting the often lower-paying nature of many healthcare and educational support roles. The next largest sector, trade, transportation, and utilities, employs approximately 116,875 workers (14.7% of the workforce) and offers a slightly higher average wage of $1,082 per week (See Table 50). Higher-wage industries such as financial activities and professional and business services remain smaller in Brooklyn's job market, employing 4.2% and 1.6% of the workforce, respectively. However, they offer some of the highest wages, with financial activities averaging $2,152 per week and information leading at $2,246. Meanwhile, construction and manufacturing, historically

47. BROOKLYN YEARLY HOUSEHOLD INCOME (2023)



vital to Brooklyn's economy, now make up a smaller share, employing 4% and 2.1% of workers, with weekly wages of $1,357 and $1,173, respectively. The leisure and hospitality sector, while a notable employer (9.1%), has the lowest wages at $791 per week. These figures highlight the borough's reliance on service-oriented jobs while also underscoring the wage disparities across industries (See Table 50).

Under **Mayor Michael Bloomberg**, economic development efforts prioritized neighborhood rezonings and large-scale projects in commercial centers. His administration rezoned manufacturing areas, most notably in Greenpoint and Williamsburg in 2005, to facilitate office and residential development. His administration also upzoned major commercial centers across the city. Most prominently, the 2004 Downtown Brooklyn Development Plan promoted office, commercial, and residential development, public investment into streetscape and public spaces, and the creation of the Downtown Brooklyn Partnership (a public-private local development corporation) to manage the investment into Downtown Brooklyn.[33]

Under **Mayor Bill de Blasio**, investment in Downtown Brooklyn continued, in addition to efforts to establish an economic hub at Broadway Junction in connection to the 2016 East New York rezoning. Within neighborhood rezonings, the de Blasio administration moved to pursue a more comprehensive approach that incorporated economic development planning, as well as investments in parks, housing, and transportation.

The de Blasio administration also came out with two major economic development plans. His *One New York* plan included a goal of increasing employment in innovation industries (technology, e-commerce, advertising, publishing, arts, and life sciences), which have a high median wage. He also published *New York Works* in 2017, which planned to create 100,000 jobs paying $50,000 or more.[34] Despite this progress, the efforts ultimately fell short of establishing a cohesive, boroughwide or citywide economic development strategy.

Mayor Eric Adams has had two significant economic development proposals: Rebuild, Renew, Reinvent and City of Yes for Economic Opportunity. Rebuild, Renew, Reinvent was a vision for economic recovery after the COVID-19 pandemic that included high-level goals to reactivate the public realm, support small businesses and workforce development, and drive inclusive sector growth. While the proposal highlighted a multitude of planned investments and policy analyses, it did not outline concrete funding mechanisms, implementation timelines, or accountability measures. Moreover, its strategy to bolster the city's manufacturing sector was limited to investment at the Brooklyn Navy Yard.[35]

Mayor Adams' City of Yes for Economic Opportunity sought to modernize zoning rules and remove barriers to business growth. This proposal, however, was not a comprehensive economic plan and did not fully address deeper issues of affordability, displacement, and access to capital that shape Brooklyn's economic landscape.[36]

Specifically, the strategies for updating Manufacturing Districts included in City of Yes for Economic Opportunity failed to adequately support manufacturing in Brooklyn. First, they did not address the deficiencies associated with M-1 Zones, as they do not include minimum square footage requirements for industrial uses, leaving manufacturers vulnerable to displacement by commercial uses that can generate more dollars per square foot in rent.

48. BROOKLYN EMPLOYMENT SECTORS

Sector	Employees	Percentage	Average Annual Wage
Healthcare and social assistance	402,139	44%	$45,942
Trade, transportation, and utilities	124,387	14%	$59,145
Education	91,759	10%	$69,155
Professional and business services	86,304	9%	$103,339
Accomodation and food services	59,460	7%	$37,679
Public administration	41,840	5%	$104,198
Financial activities	34,680	4%	$92,778
Construction	30,844	3%	$77,480
Manufacturing	16,253	2%	$68,380

Second, the newly created Manufacturing Districts remain unmapped, highlighting a fundamental issue—rather than addressing the real constraints manufacturers face, such as insufficient floor area and burdensome parking requirements, the proposal introduces new zoning categories without ensuring they will meaningfully impact industrial job retention and growth at scale.[37]

Currently, the two primary economic development agencies are the NYC Department of Small Business Services (SBS) and NYC Economic Development Corporation (EDC).

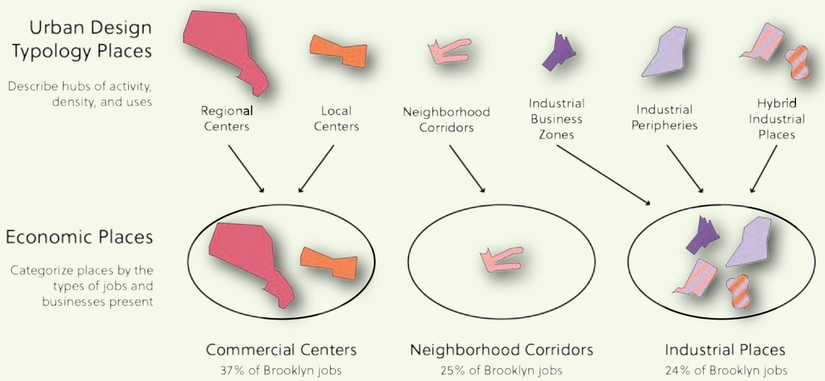
EDC is a public benefit corporation that aims to promote economic growth in the city. As a public-private entity, it aims to balance the City's interests with market interests and manages a variety of investments and programs.

SBS administers a range of programs to support small businesses citywide. NYC Business Solutions Centers provide free services to help new businesses launch and operate, and Workforce1 Career Centers offer free job training. SBS also assists with commercial leases and facilitates Commercial District Needs Assessments (CDNAs), which are conducted in partnership with community-based organizations. These assessments analyze storefront conditions, market trends, and streetscape needs, offering recommendations that can be supported through grants.[38] CDNAs require a community partner and are not tied to dedicated funding. A citywide commercial corridor plan would not replace local planning and interventions, but would ensure they are part of a coordinated, long-term economic development strategy.

Without a citywide comprehensive planning approach, economic development in Brooklyn continues to be driven by rezoning decisions, private-sector interests, and short-term policy shifts.

49. URBAN DESIGN TYPOLOGY + ECONOMIC PLACES

As introduced in Housing Growth + Housing Choice section, the Urban Design Typology describes different place types across the borough. The Economic Places Typology categorizes these place types together based on the types of businesses and jobs present.



	Commercial Centers		Neighborhood Corridors	Industrial Places			Other Areas	Total Jobs
	Regional Centers	Local Centers	Neighborhood Corridors	Industrial Peripheries	Hybrid Industrial Areas	Industrial Business Zones		
Number of Jobs	96,227	216,791	211,460	15,844	113,797	77,086		
Total Jobs (% of all Brooklyn jobs)	313,018 (37%)		211,460 (25%)	206,727 (24%)			114,288 (14%)	845.493

Economic Places Typology

Understanding where jobs, industry, and economic prosperity happen

NYC's recent economic development strategy has been focused on either specific sectors such as tech, green economy, and entertainment, or specific neighborhood-level plans such as the Greenpoint-Williamsburg Rezoning and the Downtown Brooklyn Plan. What's missing in these two approaches is an accompanying theory of land use: understanding what kinds of places various jobs and industries require to thrive and how they affect each other.

For example, NYC lacks a comprehensive understanding of where its commercial centers are located. The zoning map shows where commercial districts allow commercial development but is not designed to fully capture what types of businesses and jobs are present. SBS and EDC, on the other hand, have various resources that describe commercial areas, but many fall through the cracks.

For this reason, this Framework offers a place-based approach to plan for Brooklyn's economy. The Economic Places Typology aggregates seven place types identified in the Urban Design Framework into three Economic Places: **Commercial Centers**, **Neighborhood Corridors**, and **Industrial Places**. Together, these Economic Places account for 86% of all jobs within the borough and offer a model to understand how the growth, decline, strengths, and weaknesses of one type of place affects the others.[39]

Commercial Centers

Commercial Centers are characterized by concentrations of office buildings; anchor institutions such as hospitals, higher education, and civic centers; and larger retail that caters to a citywide or regional population. Many of Brooklyn's commercial centers are also destinations for shopping and entertainment. Together, 37% of the jobs in Brooklyn are in its Commercial Centers. Commercial Centers have large concentrations of jobs and higher transit access.[40] Commercial Centers are composed of two place types identified by the Urban Design Framework: Regional Centers and Local Centers.

Regional Centers

As introduced in the Urban Design Typology, Regional Centers are large, high-density, mixed-use hubs that serve multiple boroughs. These centers are characterized by a combination of major transit infrastructure, high job density, jobs across a diversity of industries, and a concentration of commercial, residential, institutional, and industrial activity. These areas have received significant City investment in infrastructure, economic development, and land use planning to support their role as key drivers of regional growth and connectivity. Regional Centers are unique places, with only four across the borough, each with their own set of industries, anchor institutions, and infrastructure.

Local Centers

Local Centers are smaller hubs of economic activity. They typically feature a concentration of businesses, government institutions, cultural venues, and residential developments, often with high levels of pedestrian activity and public transportation access. Local Centers can vary in scale but differ from Regional

50. REGIONAL CENTERS IN FOCUS

Regional Centers are the most unique places in the borough, with each hosting particular strengths with regard to transit, jobs, and anchor institutions.

Downtown Brooklyn

Major concentration of transit, civic institutions, and office space.

Anchor Institutions: CUNY City Tech, NYU Tandon, LIU-Brooklyn, Brooklyn Hospital, Brooklyn Commons (formerly MetroTech Center), government agencies, and courthouses

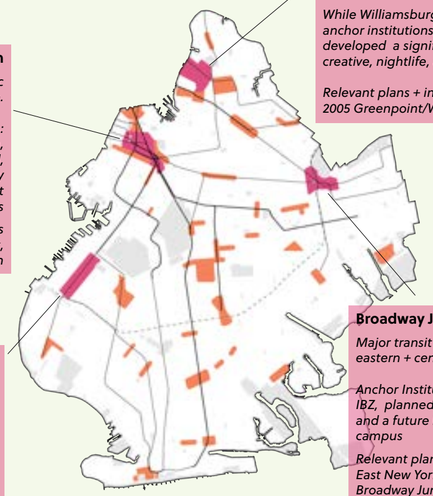
Relevant plans + initiatves: DCP's Eds and Meds planning framework, Brooklyn Tech Triangle Plan

Sunset Park

A crossroads between the Southwest Brooklyn IBZ and a confluence of several subway lines before they branch across southern Brooklyn.

Anchor Institutions: Brooklyn Army Terminal, Industry City, South Brooklyn Marine Terminal, NYU Langone Brooklyn.

Relevant plans + initiatives: GRID 2.0, Cross Harbor Freight Program, Interborough Express, South Brooklyn BOA, Blue Highways



Williamsburg

Waterfront and strong transit access to Manhattan.

While Williamsburg lacks conventional anchor institutions, the neighborhood has developed a significant concentration of creative, nightlife, and retail industries.

Relevant plans + initiatves: 2005 Greenpoint/Williamsburg Rezoning

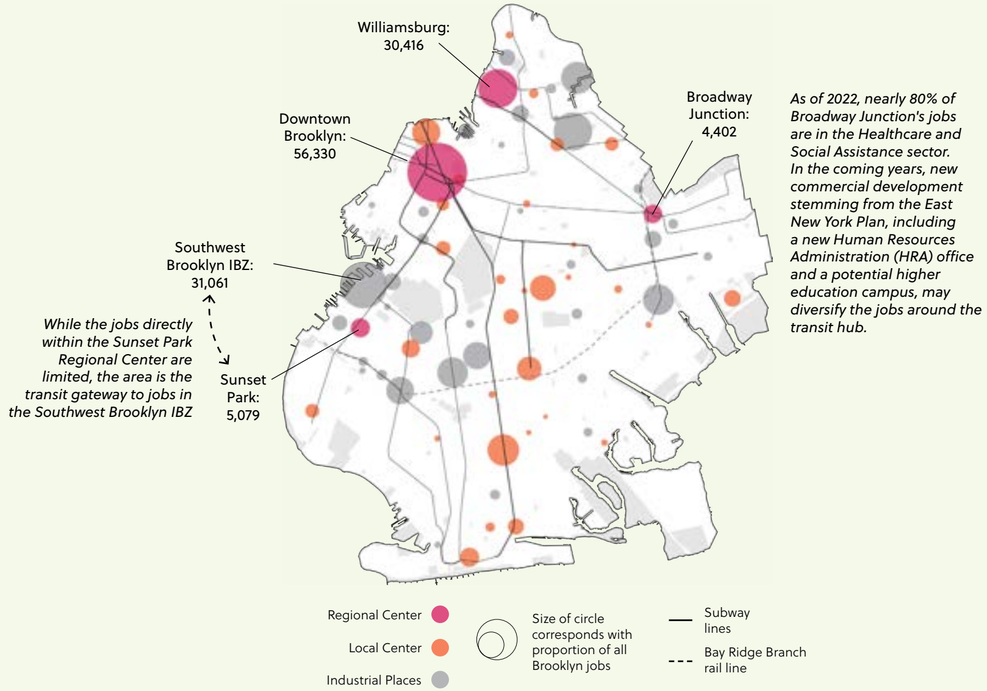
Broadway Junction

Major transit convergence for eastern + central Brooklyn

Anchor Institutions: East New York IBZ, planned site for City agencies, and a future higher education campus

Relevant plans + initiatives: East New York Rezoning, Broadway Junction Public Realm Improvements, City Agencies Revitalizing the Economy (CARE)

51. JOBS IN COMMERCIAL CENTERS



Centers in their access to transportation, freight infrastructure, and economic investment. Flatbush and Coney Island contain examples of Local Centers; while they lack the scale of Regional Centers, they have higher concentrations of businesses and jobs compared to smaller Neighborhood Corridors.

Local Centers serve as an economic focal point for a neighborhood or industry. These areas also have access to transit, higher population density, and strong pedestrian orientation. Local Centers often feature a diverse range of businesses, including retail, office space, entertainment venues, and restaurants, contributing to a vibrant streetscape and active public realm. Their dense, mixed-use nature supports walkability, reducing reliance on automobiles and promoting sustainable urban development. Regardless of size, they play a critical role in local economic development by concentrating jobs, services, and amenities in well-connected, high-activity areas.

Further, Local Centers anchored by a major hospital or college/university serve as unique economic hubs driven by education, research, and healthcare activities. These areas generate high employment, attract a steady flow of workers, students, and visitors, and often support surrounding commercial and residential development. While they share characteristics with other Local Centers—such as transit accessibility, population density, and pedestrian activity—their land use patterns, workforce needs, and economic impacts require tailored planning approaches. Local Centers anchored by a large institution typically have single-use campuses, creating challenges for integrating mixed-use development, housing affordability, and maintaining active street life.

Neighborhood Corridors

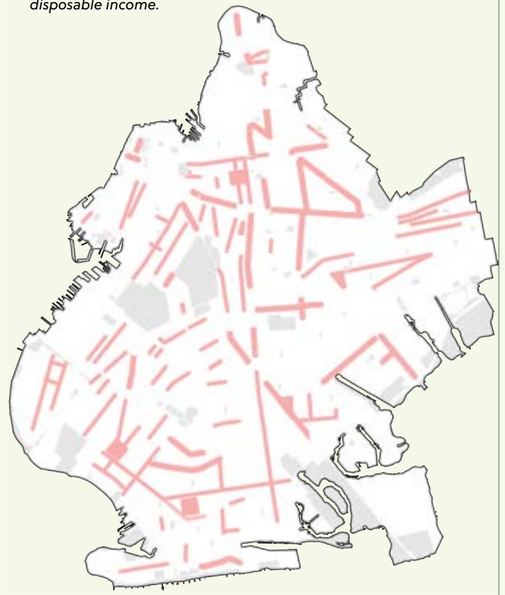
Across Brooklyn's Neighborhood Corridors are where residents shop for groceries, stop in their bodegas, and frequent trusted barbershops. These are the same areas as identified in the Urban Design Typology. These corridors are where Brooklynites spend their money, support local entrepreneurship, and build community ties.

Brooklyn's Neighborhood Corridors support 211,460 jobs; one of Brooklyn's invaluable assets is that regardless of where you live, you're not far from a street lined with a variety of stores and services.[41] Many of these corridors unfortunately suffered significant setbacks during the COVID-19 pandemic, as many storefronts closed and local businesses still struggle to compete with the rapid rise of e-commerce.

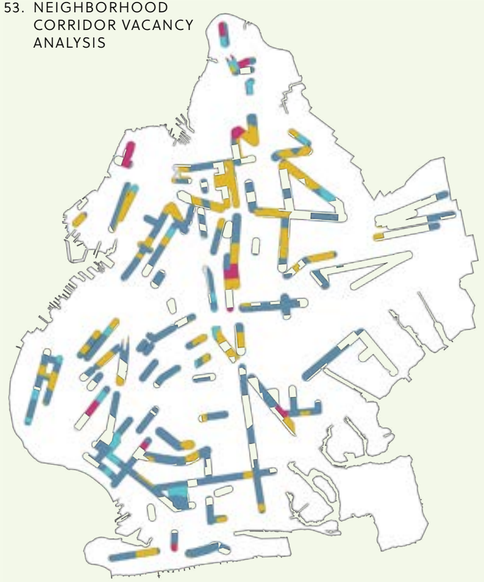
That said, not all Neighborhood Corridors are faring equally. In some neighborhoods, high and chronic vacancy rates are a serious concern, while others continue to thrive thanks to stronger market and community investment. In many areas, Business Improvement Districts (BIDs) and merchants associations help corridors through marketing assistance, safety enhancements, supplemental sanitation, and regulatory support to local businesses, enabling them to adapt to a shifting retail landscape. Conversely, corridors without BIDs or merchants associations often face challenges related to lacking streetscape improvements, high retail vacancy, and ability to maintain cleanliness.

52. NEIGHBORHOOD CORRIDORS

As introduced in the Urban Design Typology, Neighborhood Corridors describe places with local businesses that cater to the surrounding area rather than a boroughwide or regional market. As such, the health of Neighborhood Corridors relies on strong wages and local residents' disposable income.



53. NEIGHBORHOOD CORRIDOR VACANCY ANALYSIS



Prime Commercial: High Rent + Low Vacancy

Local Stable: Low Rent + Low Vacancy

Overheated: High Rent + High Vacancy

Underutilized: Low Rent + Low Vacancy

No Data

Commercial Corridor Vacancy Analysis

One way to approximate the health of Brooklyn's Neighborhood Corridors is vacancy rate: a simple measure of what percentage of storefronts are unoccupied. A variety of economic factors influence the vacancy rates and vibrancy of Brooklyn's commercial corridors, including market pressure, gentrification, land use policies, and broader shifts in consumer behavior and use of e-commerce. In 2019, DCP published a typology that categorized a subset of commercial corridors into four buckets based on vacancy rate and commercial rent. Map 53 expands this work and applies the typology to the Neighborhood Corridors identified by this Plan. These categories are:

Overheated Corridors: High Rent + High Vacancy

These overheated markets are in neighborhoods experiencing rapid change, for example Montague Street and Henry Street in Downtown Brooklyn, and parts of Bedford Avenue and Nostrand Avenue in Flatbush. These areas have seen an increase in residents' average income, and the high vacancy rates are likely a result of landlords opting to not rent out storefronts with the expectation of earning greater rent in the future.[42]

Prime Commercial Corridors: High Rent + Low Vacancy

Areas with high rent and low vacancy receive high foot traffic and are more resilient to increased rents; for example, Greenpoint Avenue in Greenpoint, segments of Court Street and Smith Street in Downtown Brooklyn, and parts of Avenue U in Bay Ridge.

Local Stable Corridors: Low Rent + Low Vacancy

Areas with low rent and low vacancy rates are corridors where small businesses thrive without extreme market pressure. There are many commercial corridors that are in this healthy state, especially in South Brooklyn. Much of Avenue U in Bay Ridge, Church Avenue in Kensington, Liberty Street and Fulton Street in East New York, and others.

Underutilized Corridors: Low Rent + High Vacancy

These underutilized areas indicate a weak demand for retail and services. These areas, including East New York, Brownsville, and parts of Coney Island, might face challenges such as a higher percentage of households with lower disposable incomes, disinvestment, limited foot traffic, or outdated infrastructure.

Industrial Places

Brooklyn's industrial sector provides stable, well-paying jobs with low barriers to entry.[43] This is especially important in a city where housing and living costs continue to rise.

While NYC's industrial sector is not as large as it once was, Brooklyn is still well-positioned to support urban manufacturing. Large cities are ideal hubs for manufacturers because of their diversity of industries, access to freight infrastructure, skilled workforce, and local consumer market. However, NYC has the highest manufacturing rents in the country, exacerbated by a shortage of industrial-zoned land, which constrains job growth and business expansion.

Critics may argue that manufacturing does not need to take place in Brooklyn. However, relying on distant production weakens the City's ability to be involved in supply chains and undercuts local economic benefits. By keeping manufacturing in Brooklyn, the City can ensure quality, create well-paying industrial jobs, and reduce emissions from transportation. Further, it must be acknowledged that everything has to be produced somewhere, and as Brooklynites, we must do our part in recognizing and accounting for what we consume. If NYC residents are purchasing nonlocal goods, the burden of that production, including potential environmental consequences or harmful labor practices, is outsourced to another city, state, or country.

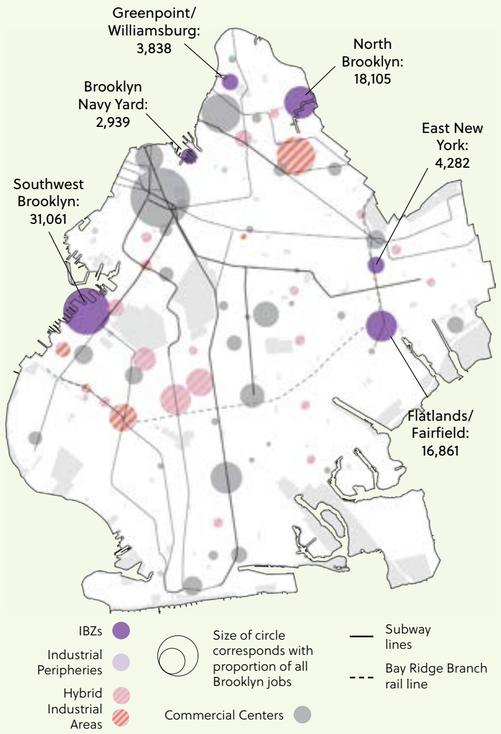
Finally, there cannot be a thriving manufacturing industry in Brooklyn without land zoned for manufacturing.

The City must not passively allow this sector to shrink by allowing residential and commercial speculation to overtake the dwindling manufacturing zoned land. For this reason, industrial places are a critical part of the Brooklyn growth strategy.

In 2025, DCP, EDC, and SBS will release the NYC Industrial Plan, as required by Local Law 172 of 2023. This citywide plan for industrial and manufacturing businesses and jobs will be updated every eight years. The Industrial Plan will incorporate both quantitative and qualitative data to describe the status of the industrial sector and offer recommendations.

Industrial Places are composed of three place types identified in the Urban Design Typology: IBZs, Industrial Peripheries, and Hybrid Industrial Areas. Together, they represent 25% of all of Brooklyn's jobs, and 57% of Brooklyn's industrial jobs. While all of these areas are home to industrial jobs, they have varied approaches to zoning, business support, and infrastructure investments.

54. JOBS IN INDUSTRIAL BUSINESS ZONES



Industrial Business Zones (IBZs)

IBZs are designated areas within NYC intended to protect industrial land and jobs by preventing rezonings to nonindustrial uses, though this protection is not codified into law. The Bloomberg administration established IBZs in 2006 in response to the loss of manufacturing land driven by increasing residential and commercial real estate speculation. This decline in industrial land was rooted in the broader contraction of the manufacturing sector, which began in the 1970s due to globalization, technological advancements, and the shift to truck-borne freight, reducing the need for harbor access.

In 1980, the City created the In-Place Industrial Park (IPIP) program to support industrial companies that faced pressures from speculation. Advocates redoubled their efforts to protect the industrial sector in reaction to the Bloomberg administration's rezoning 20% of the city's manufacturing land between 2002 and 2006, most notably through the 2005 Greenpoint-Williamsburg rezoning, which converted a once-thriving industrial hub and working waterfront into residential towers.[44]

Beyond a promise to preserve manufacturing land, businesses in IBZs are able to access a series of financial incentives, including the IBZ Relocation Credit, a one-time tax credit of $1,000 per relocated employee, up to $100,000, available to industrial and manufacturing firms relocating to an IBZ. To further support industrial businesses, the City reformatted the IPIP program into Industrial Business Service Providers (IBSPs), a program administered by SBS that offers business education, financing guidance, workforce recruitment and training, and help navigating government regulations to the industrial businesses within IBZs.

IBZs have been largely successful in protecting industrial land from rezonings.[45] A 2020 analysis of IBZs found that while they effectively preserved industrial land, they have not fostered growth in the industrial sector and have seen comparable new industrial business starts and employment growth as non-IBZ areas.[46] For example, prior to 2017, the IBZs saw an influx of self-storage facilities before a special permit was passed to regulate them.

While necessary, land protection alone is not enough to drive industrial expansion. IBSP services and EDC initiatives provide support through business assistance and incentives, yet additional, more direct investments are needed to strengthen the sector.

In addition to zoning districts that allow for additional manufacturing and industrial floor area and less stringent parking requirements.

Table 55 presents an overview of employment in Brooklyn's IBZs. Industrial is categorized into four key sectors: Manufacturing, Utilities, Transportation and Warehousing, and Wholesale Trade. The total number of industrial jobs in each IBZ varies significantly, with Southwest Brooklyn (7,769 jobs) and North Brooklyn (8,001 jobs) having the highest concentrations. In contrast, the Greenpoint/ Williamsburg IBZ, while encompassing a very small geography, still has an industrial workforce of 495 jobs.[47]

East New York has the highest employment in Transportation and Warehousing (2,032 jobs), suggesting its importance for logistics and distribution. Meanwhile, Flatlands/ Fairfield has a relatively balanced mix across all industrial categories, with particularly strong employment in Manufacturing (1,378 jobs) and Wholesale Trade (2,107 jobs). The

55. JOBS IN INDUSTRIAL BUSINESS ZONES BY INDUSTRY

	Industrial Sector Jobs							
IBZ	Manufacturing	Utilities	Transportation & Warehousing	Wholesale Trade	Total Industrial	Jobs in Other Sectors	Total Jobs	% of Jobs in Industrial Sector
Brooklyn Navy Yard	665	0	58	249	972	1,967	2,939	33%
East New York	260	0	2,032	344	2,636	1,646	4,282	62%
Flatlands/Fairfield	1,378	349	1,773	2,107	5,607	11,254	16,861	33%
Greenpoint/ Williamsburg	398	0	0	97	495	3,343	3,838	13%
North Brooklyn	2,269	359	1,553	3,820	8,001	10,104	18,105	44%
Southwest Brooklyn	2,466	41	1,804	3,458	7,769	23,292	31,061	25%
Total	7,436	749	7,220	10,075	25,480	51,606	77,086	33%

Brooklyn Navy Yard, though historically a center for manufacturing, now has a relatively small manufacturing workforce (972 jobs) compared to other IBZs, which may indicate a transition to a more diverse industrial and creative economy. Finally, the data highlights that while industrial jobs are significant (25,480 in total), they are outnumbered by "All Other Industries" (51,606), pointing to the broader economic transformation of Brooklyn and the changes that can quickly take place when other uses are permitted inside our few industrial areas.[48]

Industrial Peripheries

While the IBZs are the centers of Brooklyn's industrial sector, other parts of the borough contain pockets of industrial activity. These areas, named as Industrial Peripheries in the Urban Design Typology, play vital roles in the local economy.

Industrial Peripheries contain 15,844 jobs, including 5,090 industrial jobs.[49] These areas also have a high concentration of manufacturing-zoned land, with 65% of the land within industrial periphery areas zoned as Manufacturing Districts.[50] Despite their high concentration of industrial businesses and jobs, these areas lack the protections afforded to IBZs, leaving them vulnerable to displacement and competing land-use pressures.

Hybrid Industrial Areas

As introduced in the Urban Design Typology, Hybrid Industrial Areas are areas that blur the distinction between the Industrial Peripheries and other place types. Hybrid Industrial Areas are often areas of transition: many were once predominantly industrial areas that have now seen encroachment of nonindustrial uses. The various Hybrid Industrial Areas across the borough offer examples of this transition in progress.

Historically, the City has struggled to acknowledge Hybrid Industrial Areas, often responding to the decline and neglect of industrial uses with zoning tools and neighborhood plans that reify the transition to nonindustrial uses, such as the Gowanus Neighborhood Plan and Greenpoint-Williamsburg Rezoning. While DCP has introduced mixed-use "MX" zoning districts as a zoning tool for both industrial and residential uses, these districts have a spotty track record of attracting industrial businesses. Proactively acknowledging Hybrid Industrial Areas as a place type of their own is essential to ensuring that these areas are not treated as merely a pit stop on the transition away from industrial uses.

In total, Hybrid Industrial Areas have 39,743 jobs, including 4,452 industrial jobs.[51] While these areas have a large diversity of employment sectors, they are characterized by the high amount of manufacturing districts, which are 28% of the lots, and C-8 districts, which are a bridge between manufacturing and commercial, and are 20% of the blocks.[52] Auto-related businesses—such as repair shops, body shops, and dealerships—are prevalent.

Similar to commercial-industrial corridors, there are four commercial centers characterized by the amount of manufacturing zoned land and higher than average industrial jobs. Collectively, the commercial-industrial centers of Brooklyn have 1,397 industrial jobs and 37% of the lots are zoned for manufacturing with an additional 6% zoned as C8.

Public Space + Placemaking

This section of the Framework addresses the shared spaces that both link all of Brooklyn's places and balance competing priorities to advance culture, commerce, and movement.

It has often been said that public spaces are the living rooms for New Yorkers. These are the spaces that hold birthday parties, cookouts, and championship parades (thank you, New York Liberty!). They are also places where people can connect with nature, appreciate moments of quiet and contemplation, and encourage improved physical and mental health. Although what makes a place special is somewhat intangible, this section identifies the streets, landmarks, and systems that help create the container for what so many people are drawn to, and the beauty that is Brooklyn, its people, its buildings, and its boisterous welcoming of different lifestyles and expressions.

Public space is more than the space in between buildings. It is our streets, parks, plazas, sidewalks, roadways, and medians. Public space is, by definition, a function of both these physical spaces and the availability and diversity of use by the public. As such, public space requires attention to urban design, managing competing (and at times conflicting) interests, stewardship, and a plan to ensure everyone has easy access to the benefits that these spaces provide for mental and physical health, air quality and environment, and culture and community.

Placemaking is the process by which spaces are transformed to strengthen the connections between people, the places they share, and the environments they co-create with wildlife, plants, shorelines, and waterways. In transforming these relationships, this section of the Framework informs a strategy to improve Brooklyn's places by:

- **Recognizing the history of how places have been shaped, even when it is complicated.** Brooklyn's public spaces have been shaped by legacies of colonialism, urban renewal, philanthropy, civic initiatives, generational shifts in how land is used, community advocacy and neighbors taking initiative, and major developments.
- **Celebrating cultural diversity.** Brooklyn is home to people from all over the world, whose cultures and traditions bring a richness to the borough. This heritage shows up in parades, on plates, and through participation in celebrations.
- **Bringing generations together in meaningful ways.** Public spaces need to meet the needs of all ages. Providing a diversity of experiences, including both active and passive, creates opportunities for children, teens, young adults, families with children, and older adults to engage.
- **Encouraging civic engagement and discourse.** The public square has always been an important forum to organize for local, citywide, and national priorities.
- **Connecting people to the places they want to be.** Bike parking, car share spaces, automobile parking, bus sheds, and pick-up zones can all help designate the spaces from where people depart and arrive.
- **Activating spaces for movement and play.** Splash pads, playgrounds, sport courts and fields, skate parks, and aquatic recreation all create space for community and competition.
- **Building vibrant marketplaces for commerce, trade, and small business success.** A few times a week, Green Markets transform public spaces into farmers markets that bring together craftspeople, food vendors, and growers. Along neighborhood corridors, businesses help set the backdrop for community activity, serving the items people need, including clothing, specialty foods, and care items from local pharmacies.
- **Weaving habitat areas into the city landscape to enhance ecosystems.** People aren't the only ones who need

thriving places. By designing dynamic spaces with native species, the city can increase the habitat for insects and other creatures. For example, by designing bird-friendly buildings that help birds see the glass, fewer birds are harmed in the process.

- **Incorporating green infrastructure to prepare for heavy rain events and extreme heat.** Public spaces need to be prepared for heavy storms. Adding rain gardens, impervious surfaces, and more tree canopy can help transform plazas and streets to accommodate more water while also helping to reduce the urban heat island effect, improve air quality, and alleviate reliance on combined sewer systems.
- **Encouraging consistent use.** Places require activation. Activity throughout the day can increase the feeling of safety. Neighborhood corridors come to life at different parts of the day—the cafes and bakeries that start the day give way to the restaurants and shops that people frequent, the needs of different job sectors, and the opportunity for entertainment and activation at venues, public libraries, and markets.
- **Being seasonally dynamic.** Successful places take into account and plan for comfort throughout the year. Shade in the summer, sun in the winter and spring, and protection from winds can all make a difference in how likely someone is to spend meaningful time in one place or another.
- **Being cared for and well maintained.** Places are supported through active management (Business Improvement Districts, merchants associations, City services, etc.), volunteer coordination (in the form of "Friends of" groups, block associations, community gardens, etc.), and reinvestment through capital projects.

Planning Context + Existing Conditions

What is happening in the absence of comprehensive planning?

In the absence of a comprehensive plan, NYC's placemaking efforts remain fragmented across multiple agencies and initiatives. Each agency—with its own mandate and strategy—manages aspects of the public realm, leading to overlapping and sometimes conflicting projects that can limit the full potential of our shared spaces.

DCP uses its zoning authority to shape neighborhood plans, waterfront development, and urban design through zoning regulations. A key tool is the Privately Owned Public Spaces (POPS) program, established in 1961, which offers developers density bonuses in exchange for creating public spaces. DCP's influence is particularly evident during neighborhood rezonings, where public space and streetscape improvements—such as mandated setbacks or façade enhancements—are integrated into development proposals. Often, DCP collaborates with the NYC Department of Parks and Recreation (NYC Parks) and the NYC Department of Transportation (DOT) to leverage major open space investments, as seen in projects such as the Atlantic Avenue Mixed Use Plan, which allocated $24.2 million to renovate St. Andrew's Playground and proposed a road diet for Atlantic Avenue.

EDC often spearheads public realm improvements through major projects, usually along the waterfront. Currently, EDC recently led a planning process around Broadway Junction, with the intent to improve open space and foster office development, retail, and housing at this transit hub.

DOT is in charge of 27% of the public realm—NYC's streets, sidewalks, and plazas. They run the Open Streets program, which takes cars off the streets to allow the public access. DOT also administers the outdoor dining program, which allows restaurants to build outdoor structures on the street or sidewalk.

NYC Parks operates, maintains, and builds City parks, recreational facilities, natural areas, street trees, and community gardens. Some of the borough's largest parks, such as Prospect Park and Brooklyn Bridge Park, are sustained by conservancies that work in partnership with Parks to maintain and program open spaces.

The Public Design Commission (PDC) reviews and approves the design of the permanent structures, landscape architecture, and art that is in located in the public realm on City-owned property.

Business Improvement Districts (BIDs) are funded by private property owners to maintain and improve the public realm within commercial corridors.

Despite the siloed nature of public realm planning, the past two decades have seen major public realm improvements. Under **Mayor Michael Bloomberg**, the City's parks expanded by over 850 acres, predominantly in Brooklyn Bridge Park. By the end of his administration, 76% of New Yorkers lived within a 10-minute walk of a park or playground. Under DOT Commissioner Janette Sadik-Khan, the Bloomberg administration made major strides in improving mobility on City streets by kickstarting the construction of bike lanes and introducing the City's first bike share program, Citi Bike. Sadik-Khan's DOT also made advancements in fostering the City's streets as public places by establishing the NYC Plaza Program which converted streets in Times Square, Herald Square, and Jackson Heights into public plazas and has expanded in the years since. The Bloomberg Administration also started the initiative to plant one million trees in NYC, which Mayor de Blasio continued and completed.

Under **Mayor Bill de Blasio**, the City continued to make strides, with an emphasis on equity and expanding streets and public realm programs to more neighborhoods. In 2014, de Blasio launched the Community Parks Initiative to prioritize improving green spaces in underserved neighborhoods. That same year, the City inaugurated the Vision Zero program, which aims to eliminate all traffic deaths and serious injuries. The de Blasio administration oversaw the expansion of the City's bike infrastructure, including several expansions of Citi Bike and the publication of *Green Wave*, a plan for a citywide protected bike lane network. In 2019, the City Council passed Local Law 195, also known as the Streets Plan, which created a legal mandate for the City to install pedestrian, bicycle, and bus priority infrastructure over a five-year period. At the end of the de Blasio Administration, the COVID-19 pandemic sparked the creation of the Open Streets and Outdoor Dining NYC programs, which transformed city streets into public spaces.

Under **Mayor Eric Adams,** the City's progress on public space improvements and placemaking has slowed. Commitments to pedestrian, bus, and bike infrastructure have stalled, as the City has repeatedly failed to meet the legal mandates of the Streets Plan and controversially halted several major projects at the eleventh hour. Outdoor Dining NYC has been made permanent, but only on a seasonal basis and with onerous requirements leading to a steep decline in participation. Open Streets have similarly been made permanent but receive inconsistent administrative and financial support from the City.

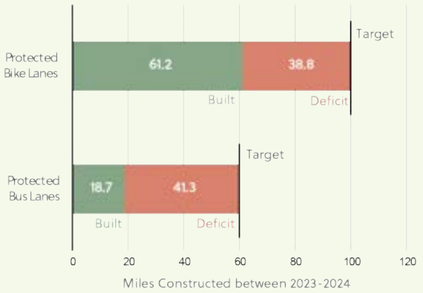
However, there have been some positive developments. Recognizing the long-standing coordination challenges, Mayor Adams appointed the City's first-ever Chief Public Realm Officer, a newly created role intended to "improve coordination across City government, community organizations, and the private sector to create extraordinary public spaces across the entire city and continue to drive the city's economic recovery."[53] DOT has released a new Curb Management Action Plan that advances a suite of ideas to retool the City's curbs for a wider set of uses than just car storage. DOT has also released a *Pedestrian Mobility Plan* and *Street Design Manual* that provide a refined framework for building more accessible, pleasant pedestrian spaces.

While NYC has made strides in transforming its public spaces, the future of placemaking needs comprehensive planning. Currently, Brooklyn's public spaces are subject to a multitude of conflicting demands—from pedestrians of all ages and abilities to bikes, buses, cars, trucks, e-bikes, mopeds, outdoor dining, and public plazas.

The need for a comprehensive plan was proven in March 2025 when DOT issued an update to its *Streets Plan*. Although the *Streets Plan* outlines important recommendations that exist on paper, real world implementation falls short. In 2023 and 2024, the *Streets Plan* called for 100 miles of new bike lanes, but only 60 were built. It called for 60 miles of new protected bus lanes, but only 19 were paved. DOT cited pushback from local elected officials and community members as the main barriers that prevented this progress.

Mayor Adams' newly created Chief Public Realm Officer was an important step, but one appointed official that changes administration to administration is insufficient. A unified and enforceable plan that balances diverse needs would lead to safer streets, more vibrant corridors, cleaner air, and healthier communities.

56. STREETS PLAN PROGRESS, 2023-2024



Priority Corridors

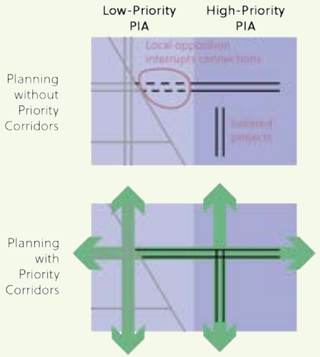
Coordinating a high-level, guiding vision for the borough's right of way

While the City has implementation plans and design guidelines, it lacks an overarching vision of how to knit the component parts of the borough's public realm together. Implementation plans such as the *Streets Plan* can only go so far when hyperlocal opposition is allowed to prevail. As part of the *Streets Plan,* DOT developed Priority Investment Areas (PIAs), which establish an equity framework based on demographics, density, and past DOT investments. PIAs are an essential tool for informing where to prioritize work, especially for improvements clustered in a single area, such as public plazas, curb extensions, or leading pedestrian intervals.

However, while PIAs inform which areas of the borough need investment most urgently, they do not address the importance of constructing together a coherent network of corridors. Our network of pedestrian, bike, and bus infrastructure is most useful if we can easily access it and it can get us where we want to go. As such, Brooklyn needs a boroughwide system of **Priority Corridors** that focus on bike, pedestrian, and bus projects as part of a network.

This section of the plan leverages prior and existing work by DOT and other City agencies to identify three types of **Priority Corridors**: **Green Waves, Greenways**, and **Connecting to the Core** projects.

57. PLANNING WITH AND WITHOUT PRIORITY CORRIDORS



If only considering Priority Investment Areas (PIAs), curtailing a project to only the highest priority PIA might be framed as an acceptable compromise when met with hyperlocal opposition, even if the removed portion makes the project less useful by disconnecting it from the network.

Considering both PIAs and Priority Corridors equips communities to plan projects in areas of need that connect with a borough-wide network.

Green Waves

Green Waves identify the high-level needs for a boroughwide protected bike network. In 2019, DOT released the *Green Wave* plan that sketched out such a network across the whole city. However, in recent years, the *Streets Plan* has superseded *Green Wave* as the guiding document for bike lane implementation. *The Comprehensive Plan for Brooklyn* revives the Green Waves concept to provide guidance for the borough's network-level needs and complement the *Streets Plan's* Priority Investment Areas.

Greenways

Greenways are a unique part of the borough's public realm that bring together park space, opportunities for active and passive recreation, and tree canopy into rights of way that also connect Brooklyn neighborhoods together.

There are two types of Greenways in Brooklyn:

The **Brooklyn Historic Greenway** refers specifically to Ocean Parkway and Eastern Parkway, which combined with Prospect Park form a marquee historic and green space running across the borough. Ocean Parkway and Eastern Parkway were among the first greenways ever built, designed in conjunction with Prospect Park by Frederick Law Olmstead and Calvert Vaux. In 2024, DOT, NYC Parks, and EDC announced a new planning initiative to address gaps in the existing greenway network and improve connections with new investments at Broadway Junction.

The **Brooklyn Waterfront Greenway** refers specifically to a separated bicycle and pedestrian space along the borough's waterfront, connecting neighborhoods to each other and the waterfront from Greenpoint all the way around the coast to East New York. The Brooklyn Waterfront Greenway is partially complete, with sections in DUMBO, Red Hook, Sunset Park, and Coney Island still needing to be built. The Brooklyn Waterfront Greenway is an essential place for active and passive recreation, along every segment of the greenway, a majority of people use it for exercise and socializing. However, it still serves a role as a commuting corridor, especially near Williamsburg, Red Hook, and Brooklyn Bridge Park.[54]

Connecting to the Core

In 2024, DOT released *Connecting to the Core*, an action plan to advance bike, pedestrian, and bus connections into Manhattan as a complement to Congestion Pricing. These projects look to build on Congestion Pricing's successful reduction of vehicle traffic by taking back street space to walk, bike, hang out, or travel on a bus without getting stuck in traffic. Map 58 incorporates Connecting to the Core projects alongside Green Waves and Greenways, as they all share the mission of improving how Brooklynites travel, relax, and socialize in the right of way.

58. GREEN WAVES + GREENWAYS

59. BUS PRIORITY CORRIDORS + STREET GRID

- Proposed SBS Expansions, *Bus Forward Plan* (2017)
- New Bus Priority Corridors, *The Comprehensive Plan for Brookyn*, 2025
- Existing and Proposed SBS Routes, 2025

1. Williamsburg Bridge to Ridgewood
2. Fulton Mall
3. Downtown Brooklyn to Ridgewood
4. Park Slope to Manhattan via Red Hook
5. Flatbush Avenue
6. Prospect Park to Broadway Junction
7. Bed Stuy to JFK via East New York
8. Ridgewood to East New York
9. Church Avenue West
10. Church Avenue East
11. Rockaway Parkway
12. Bay Ridge to Bensonhurst
13. Bensonhurst to Canarsie
14. Canarsie
15. Bensonhurst to Homecrest

Bus Priority Corridors

Bus Priority Corridors identify the borough's high-level needs for bus priority projects. Since the launch of Select Bus Service (SBS) in 2008, DOT and the MTA have collaborated on a series of plans and studies for how to expand bus priority projects across the city. A list of "bus priority corridors" was identified in 2017's *Bus Forward Plan* and updated in 2019's *Better Buses Action Plan*. Similar to *Green Wave*, these corridors identified high-level network needs to guide more granular corridor-specific plans.

Since 2019, DOT and the MTA have pursued bus priority projects through the *Streets Plan* and borough bus network redesigns. In these planning documents, bus priority corridors now involve a more granular analysis that examines specific street spans to consider construction feasibility and incorporates demographic and socioeconomic factors from DOT'S Priority Investment Areas (PIAs).

This new, granular analysis is essential for planning how to prioritize limited resources in PIAs. However, it should be a complement to, rather than a replacement of, a high-level network of future bus priority corridors. Bus priority projects have proved to be vulnerable to the same kind of hyperlocal opposition as other projects mandated by the *Streets Plan*. While the *Streets Plan's* PIAs remain useful spatial guidance for where to prioritize projects, there is still a need for a network-level guidance to emphasize the importance of delivering a fast, reliable network of higher capacity, higher-frequency buses that are separated from other traffic.

Reviving bus priority corridors will also be an essential tool for pursuing TOD projects oriented specifically around bus service in the Outer Transit Zone, as discussed in the Housing Growth + Housing Choice section of the Framework. For these reasons, *The Comprehensive Plan for Brooklyn* revives the bus priority corridor concept last deployed in the 2019 *Better Buses Action Plan*.

Signature Spaces

Identifying signature public spaces where the borough's rights of way converge

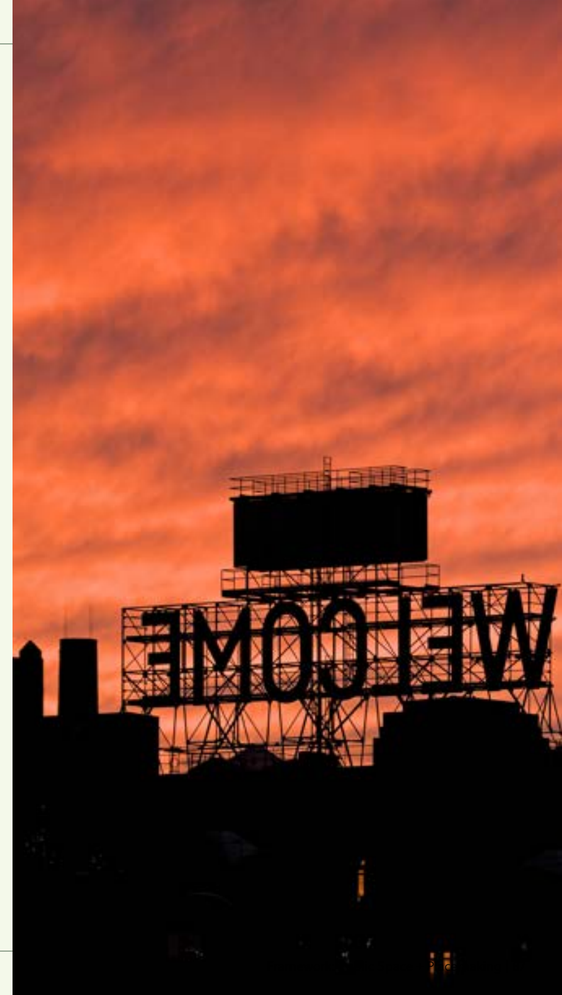
The borough's Signature Spaces identify public places that unite neighborhoods and major corridors. The Signature Spaces are simply the places where Brooklynites gather, relax, or pass through as a part of their daily routine. Ultimately, what constitutes a meaningful place is in the eye of a beholder and can be as small as an individual stoop. The Comprehensive Plan for Brooklyn identifies the bigger places at a broad, boroughwide scale to examine how they interact with the rest of the public realm and where there might be opportunities to build more.

Gateways are entrances or other transitional areas between major public places, neighborhoods, or unique features. Some Gateways are already considered grand public spaces in their own right, such as Grand Army Plaza. Others may have the potential to serve as a grand public space but lie in waiting. Gateways identify opportunities to celebrate and enhance the areas where the borough's streets meet its large parks and other unique place types identified in the Urban Design Typology.

Visual Landmarks are distinct landmarks that punctuate the skyline and serve as reference points for the neighborhood and wider surrounding area, such as One Hanson Place or the Williamsburgh Savings Bank. While the Landmarks Preservation Commission maintains the inventory of all landmarked places, this includes all types of landmarks, including interior landmarks and lower-rise historic buildings. In the context of this Framework, Visual Landmarks specifically refer to visually prominent buildings and features that anchor Brooklynites perception of the public realm.

Historic Centers are unique places within the borough's street grids, with opportunities for open space activation, celebrating Brooklyn landmarks, and historic preservation work that wrestles with the borough's history. Historic Centers include the historic centers of the six original towns of Brooklyn and contain unique features that shape the borough's public realm. This includes features such as Gravesend's unique street grid, and historic sites such as Dutch Reformed Churches and the African Burial Ground in Flatbush. Importantly, it is not possible to plan for Brooklyn's future without grappling with this country's colonial history. While NYC will need to continue acknowledging and correcting the atrocities of colonization, we have an opportunity to repurpose some of these scars to turn more space over to the public good.

The borough's Signature Spaces are not written in stone; they change over time, just like the borough itself. The places mentioned in this Plan should be considered a start of a bigger conversation. There are inevitably places that are missing from the map and defining a list of common terms such as **Gateways**, **Visual Landmarks**, and **Historic Centers** is an opportunity to continue placemaking across the borough.



BEDFORD SLIP - MCCARREN PARK

GRAND ARMY PLAZA - PROSPECT PARK

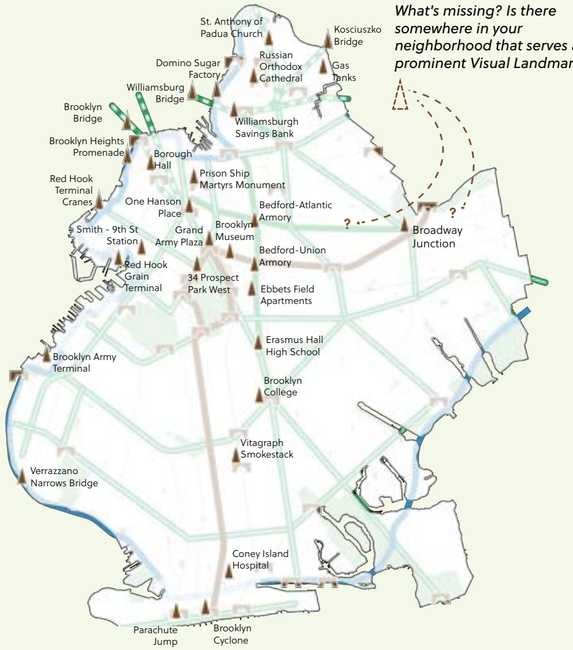
OCEAN PARKWAY - CONEY ISLAND BOARDWALK

60. GATEWAYS

What's missing? Is there somewhere in your neighborhood that fits the description of a Gateway?

61. VISUAL LANDMARKS

What's missing? Is there somewhere in your neighborhood that serves as a prominent Visual Landmark?



ONE HANSON PLACE

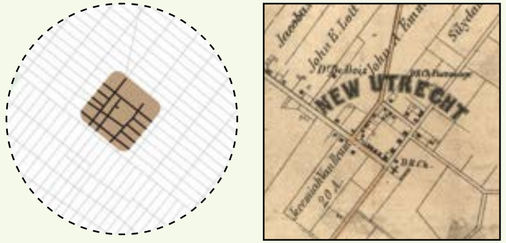
BROOKLYN COLLEGE

VERRAZZANO-NARROWS BRIDGE

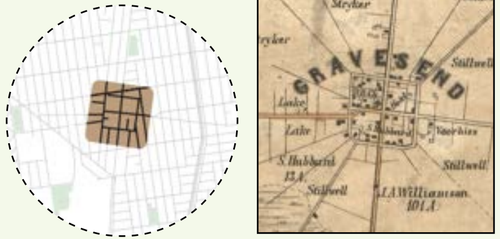
62. HISTORIC CENTERS

Historic Centers mark unique places in the street grid tied to the borough's colonial history as several disparate villages that gradually grew together.

NEW UTRECHT



GRAVESEND



FLATLANDS

Street Typology

A common vocabulary for the borough's right of way

Many major cities use street typologies to understand the context and purpose of each street. By categorizing a street network into types, cities are able to plan for the best use of the public right of way to balance street safety, placemaking, and efficiency. By understanding how streets relate to one another, street typologies can help cities determine which streets should prioritize people and placemaking (for example, increasing street trees, park space, or the sidewalk) and which streets must prioritize moving people and goods.

While the City has made progress by releasing an official Street Design Manual and Urban Design Principles, it still lacks a street typology. In 2023, DOT released a Pedestrian Demand typology as part of the *NYC Pedestrian Mobility Plan*.[55] This typology categorizes NYC's streets into five types based on how much pedestrian activity is present on a given street and is being used to inform design decisions for sidewalks, public plazas, and street furniture.

There remains a need for a broader street typology that reflects adjacent land uses and non-pedestrian uses of the right of way. For example, DOT's Pedestrian Demand typology examines a street such as Atlantic Avenue based on the projected amount of pedestrian traffic on its sidewalks. While this is a valuable insight, it elides the broader context that Atlantic is a wide street and a truck route. Ideally, this pedestrian demand typology would supplement a broader street typology by providing additional details specific to pedestrian conditions.

In order to provide such a broader street typology, this Plan elevates a version of the "Street Types" map in the Existing Conditions of The 2023 Comprehensive Plan for Brooklyn, originally produced by research partners at the Regional Plan Association as part of their 2021 report "Re-envisioning the Right of Way."[56]

The typology categorizes Brooklyn's right of way into four types:

Neighborhood Streets are lower traffic streets that primarily serve people nearby. These streets include both high-density residential corridors like Ocean Avenue as well as smaller streets with detached homes.

Activity Streets are streets with destinations that draw people from the surrounding area, such as offices, retail, restaurants, or entertainment. This includes streets in office districts like Downtown Brooklyn as well as corridors with a mix of retail, entertainment, and services like Franklin Avenue in Crown Heights.

Thru Streets are significant arterial streets where the movement of traffic is paramount, including vehicles, bikes, buses, and cars. This includes wide streets with multiple lanes of vehicle traffic, such as Flatbush Avenue, but also parkways such as Eastern and Ocean Parkways, where green space and trees are integrated into the right of way. Similar to Activity Streets, many Thru Streets also include active streetscapes with destinations that draw people from across the borough, but what distinguishes Thru Streets is the importance of moving traffic through the area, in addition to local destinations.

Regional Highways are limited-access roadways only open to vehicles and serve the highest volumes of traffic. While Regional Highways are partially separated from other types of streets (only accessible through on- and off-ramps), they nonetheless have a profound effect on the entire street network. The most significant Regional Highway is the Brooklyn-Queens Expressway, which facilitates the movement of both personal vehicles and freight traffic across the borough. The Belt Parkway, by contrast, does not allow truck traffic but serves to encourage the use of personal vehicles to travel both across Brooklyn and across the entire region.

Neighborhood Street:

South Portland Avenue

Activity Street:

N 7th Street

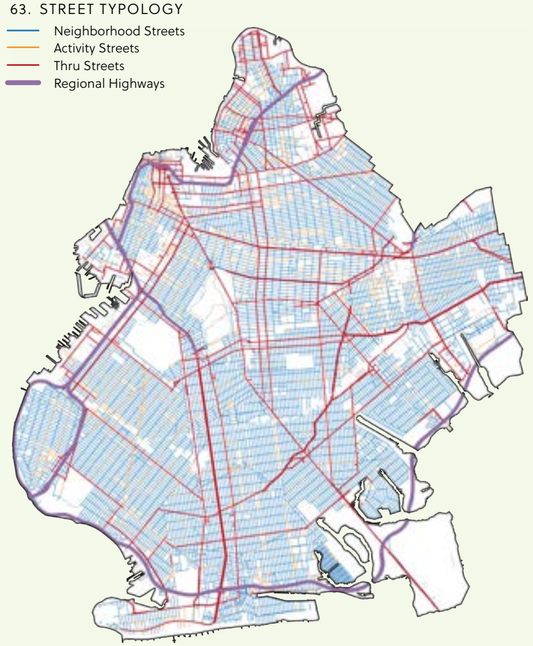
Thru Street:

Flatbush Avenue

Regional Highway:

Brooklyn-Queens Expressway (BQE)

63. STREET TYPOLOGY

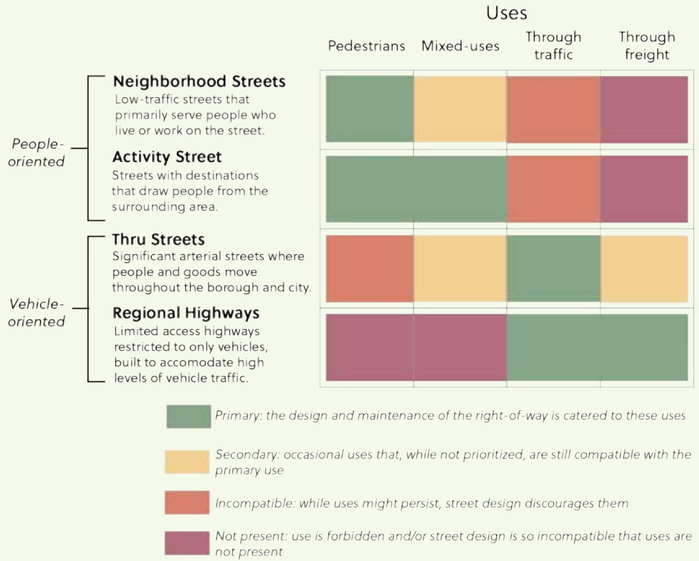


In some ways, Regional Highways are characterized by the lack of public realm amenities. As limited-access roadways, this part of the right-of-way have no sidewalks, no pedestrians, and no directly abutting land uses. For this reason, some street typologies exclude regional highways.

Many of the descriptions in the Street Typology may sound similar to the Plan's Urban Design Typology. This is because these two typologies share the same goal of providing a common vocabulary to describe, analyze, and discuss the built environment of the borough. While the Urban Design Typology focuses on places, the Street Typology is focused specifically on streets and the right-of-way.

This typology provides a common vocabulary to refer to the right of way when considering more granular actions across the borough. The Public Realm and Transit + Freight Elements will use this common vocabulary when discussing how to advance more specific strategies and actions.

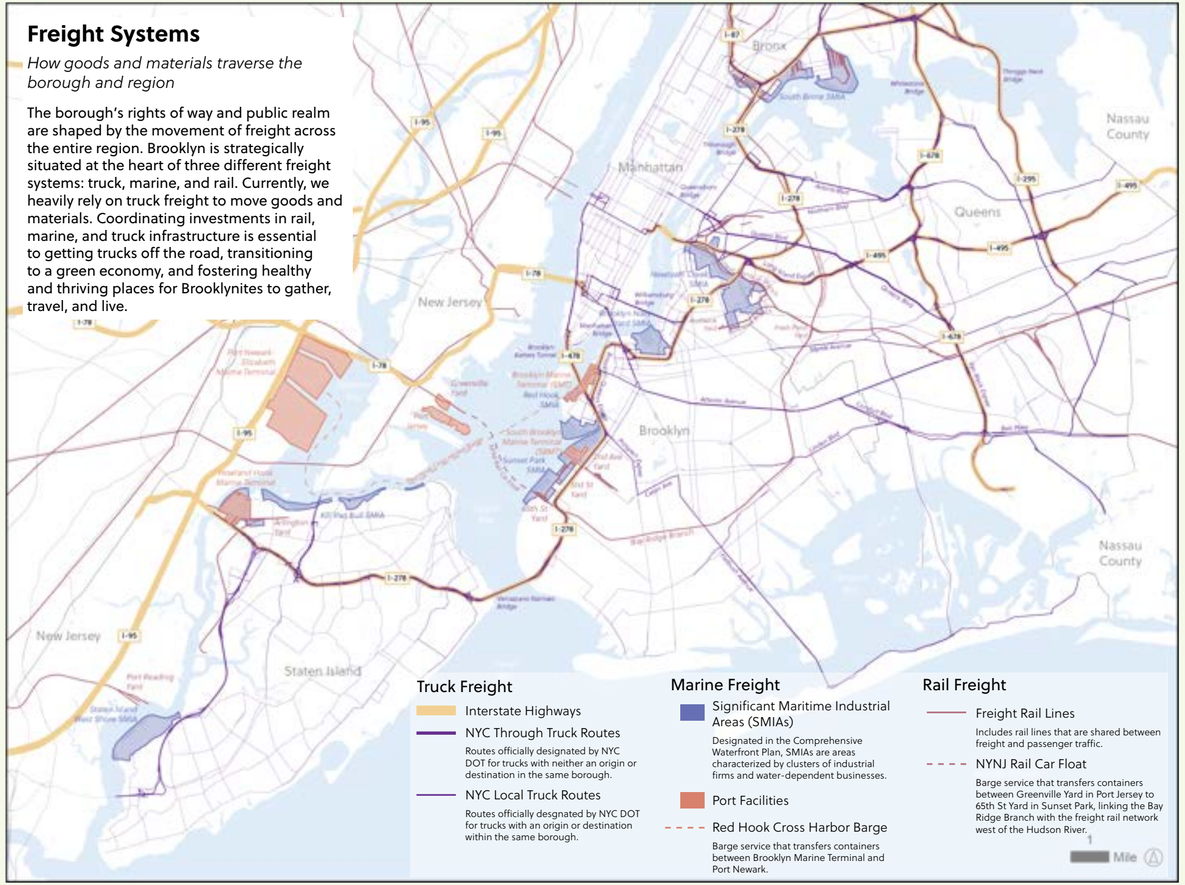
64. STREET TYPOLOGY: PRIMARY, SECONDARY, AND INCOMPATIBLE USES

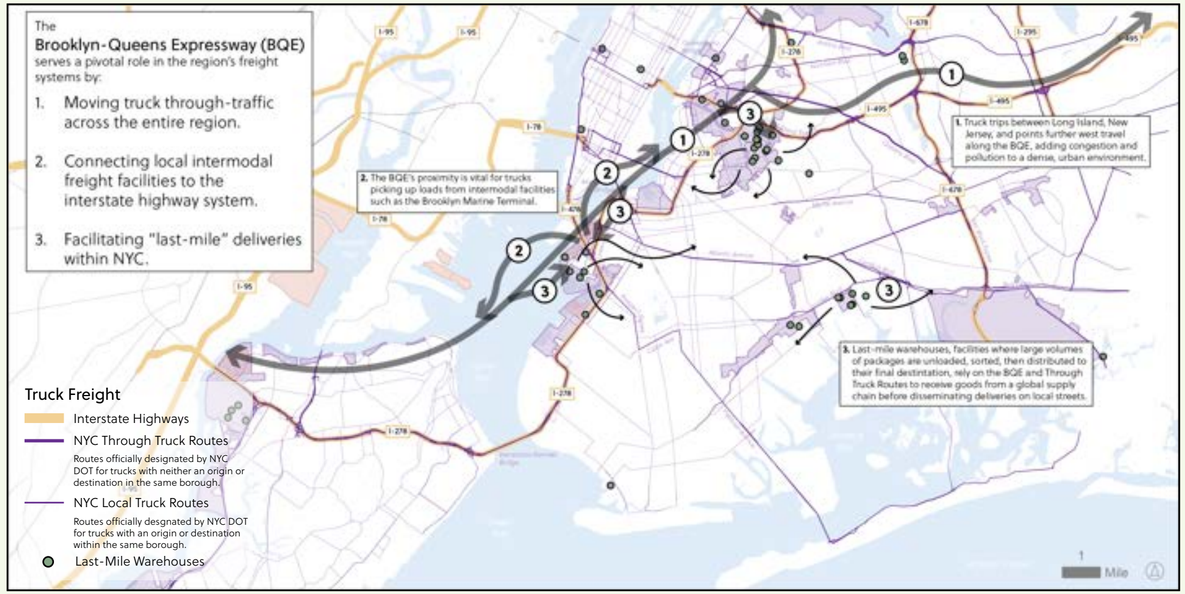


Freight Systems

How goods and materials traverse the borough and region

The borough's rights of way and public realm are shaped by the movement of freight across the entire region. Brooklyn is strategically situated at the heart of three different freight systems: truck, marine, and rail. Currently, we heavily rely on truck freight to move goods and materials. Coordinating investments in rail, marine, and truck infrastructure is essential to getting trucks off the road, transitioning to a green economy, and fostering healthy and thriving places for Brooklynites to gather, travel, and live.





66. TRUCK FREIGHT

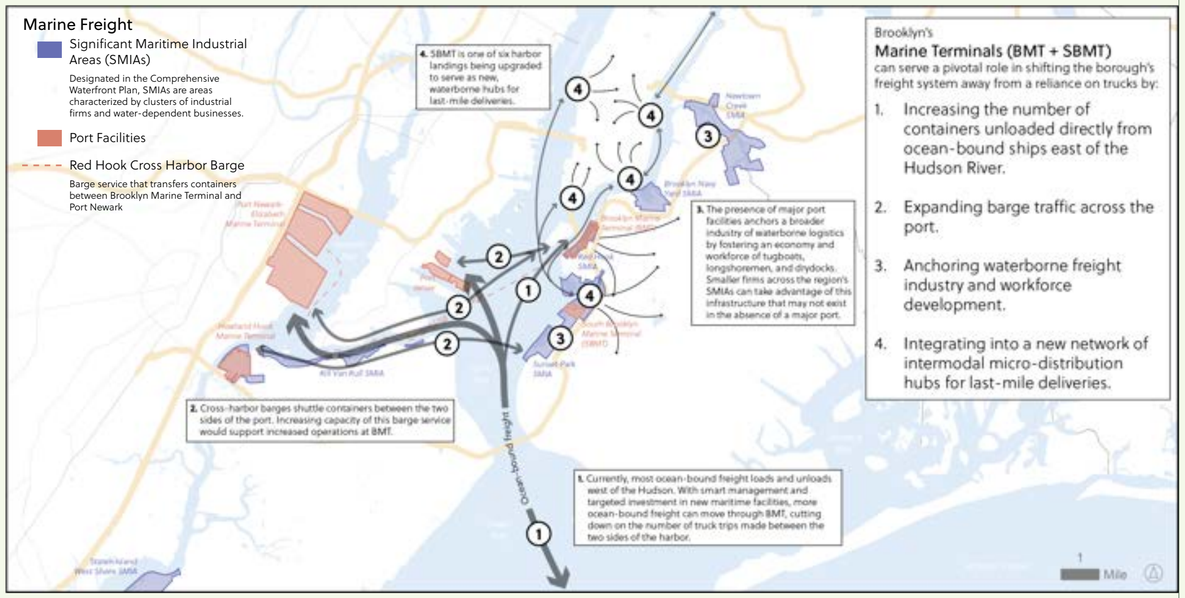
The borough's' truck freight infrastructure can be categorized into three major components: the BQE, Through Truck Routes, and Local Truck Routes.

The BQE is the most significant piece of truck freight infrastructure in the borough. The BQE is part of the national interstate highway system (signed as I-278), where it serves as one of the few connections between Long Island and the mainland. As such, the BQE is a bottleneck for regional freight traffic.

The BQE is complemented by a network of surface streets that NYC DOT has officially designated as truck routes.

Through Truck Routes are wide arterial streets where trucks must travel if they do not have an origin or destination within the same borough. Brooklyn's Through Truck Routes include Atlantic Avenue and sections of Flatbush Avenue, which run in a roughly east-west orientation across the borough to complement the BQE's roughly north-south orientation.

Local Truck Routes are designated for trucks with an origin or destination within the same borough.



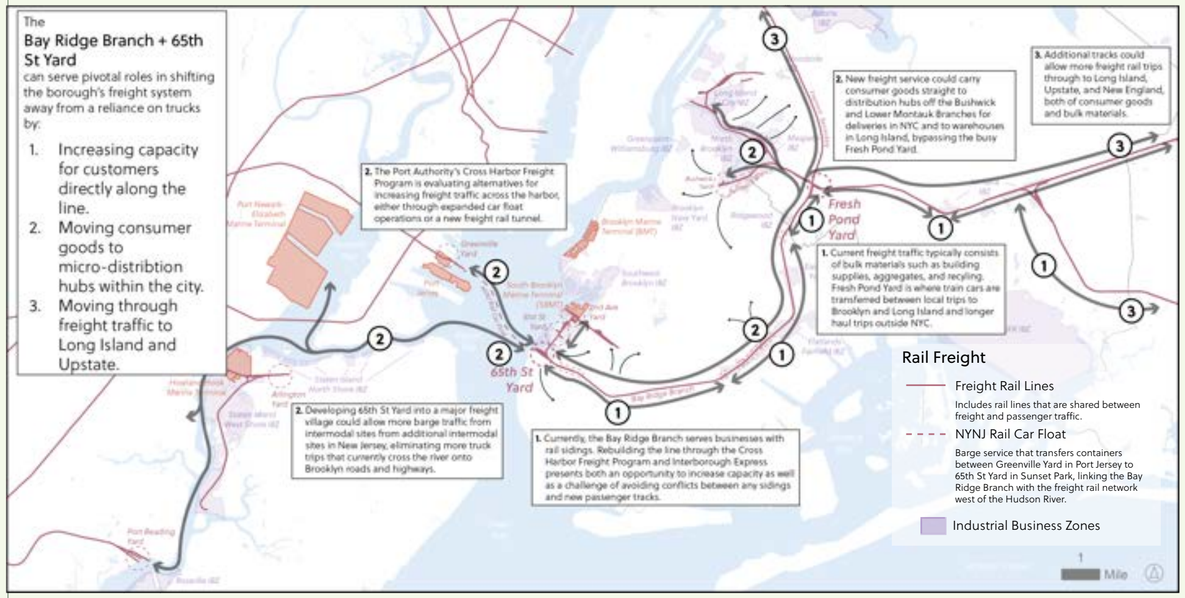
67. MARINE FREIGHT

Brooklyn is part of the Port of New York and New Jersey, one of the largest and most important ports in the world. There are two facilities in Brooklyn that are capable of handling ocean-bound freight: the Brooklyn Marine Terminal (BMT) in Red Hook and South Brooklyn Marine Terminal (SBMT) in Sunset Park.

BMT is a 122-acre facility that includes both the Brooklyn Cruise Terminal and the Red Hook Container Terminal, the only container terminal on the eastern side of the Hudson River. BMT is connected to the truck freight system by the nearby BQE and connected to the western side of the port by a barge service run by the Port Authority.

SBMT is an intermodal shipping and industrial complex in Sunset Park. SBMT is connected to the rail freight network through the Bay Ridge Branch and 65th Street Yard. SBMT is being developed into an offshore wind port as well as a distribution hub for last-mile deliveries.

While BMT and SBMT are the borough's major port facilities, there is a broader economy of waterborne logistics spread across the entire harbor. The City's Significant Maritime and Industrial Areas (SMIAs), are areas designated by the Comprehensive Waterfront Plan that are characterized by clusters of industrial firms and waterfront businesses.



68. RAIL FREIGHT

The central piece of Brooklyn's rail freight system is the Bay Ridge Branch, a rail line between the 65th St Yard in Sunset Park and Fresh Pond Yard in Queens. At its western end, the Bay Ridge Branch is connected to the national railway network through a car float operation between 65th St and the Greenville Yard in Port Jersey. The Port Authority's Cross Harbor Freight Program (CHFP) is evaluating several alternatives for how to increase capacity of this connection, either through expanded car float service or a new freight rail tunnel.

At its northern end, the Bay Ridge Branch connects to rail lines that extend north to the Bronx and New England and east-west across Queens and Long Island. Freight traveling between these lines change trains at Fresh Pond Yard.

65th St Yard is the pivotal piece of infrastructure for unlocking additional rail freight capacity in Brooklyn. Expanding capacity of the yard could accommodate not only increased traffic from Greenville Yard as proposed by CHFP, but also barges from additional intermodal and port facilities in New Jersey, as well as deliveries to the offshore wind port and distribution hub in development at the South Brooklyn Marine Terminal.

In 2010, the New York Metropolitan Transportation Council (NYMTC) evaluated 65th St Yard as a potential "freight village." The Transit + Freight Element elaborates on how to pursue this vision to shift Brooklyn's freight system from road to barge and rail.

ENDNOTES

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    Brooklyn Waterfront Greenway and construction status based on the online map on the Brooklyn Greenway Initiative website, as of July 2025.

    Brooklyn Historic Greenway based on the NYC Greenway Expansion Plan, announced by the Mayor, DOT, Parks, and NYC EDC in 2023.

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    Freight infrastructure sources:

    Interstate Highways: U.S. Census TIGER files, 2024

    NYC Through and Local Truck Routes: NYC DOT, New York City Truck Routes

    SMIAs: NYC DCP *Significant Maritime & Industrial Area*s

    Port Facilities: Port Authority of NY & NJ, Port facilities, 2023.

    Red Hook Cross Harbor Barge: Based on the description of barge service between Port Newark and Red Hook Container Terminals described on the Port Authority of NY & NJ's website.

    Freight Rail lines: NYC OEM, NYS DOT, NYS Railroad Stations and Lines

    NYNJ Rail Car Float: NYNJR Route Map. Note: Network does not yet reflect Grand Central Madison opening.

    Last Mile Warehouses: EJNYC Report & Mapping Tool

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Elements

What is an Element?

The Elements outline how to advance The Plan's vision and goals. As a set of coordinated and comprehensive steps, the Elements outline mutually beneficial actions based on original analysis and proposals by the Office of Brooklyn Borough President Reynoso that leverage already existing but siloed work (as found in relevant City plans and/or initiatives).

The Plan identifies eight Elements that, taken together, seek to operationalize the vision and Framework for the borough:

- Housing
- Health + Wellness
- Climate
- Jobs
- Education
- Transit + Freight
- Public Realm
- Community Infrastructure

Each Element is organized into objectives, strategies, and actions:

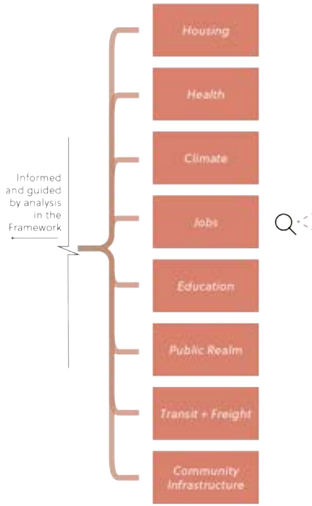
Objective: A goal or direction that describes a desired outcome.

Strategy: A specific approach or method to advance or achieve the objective.

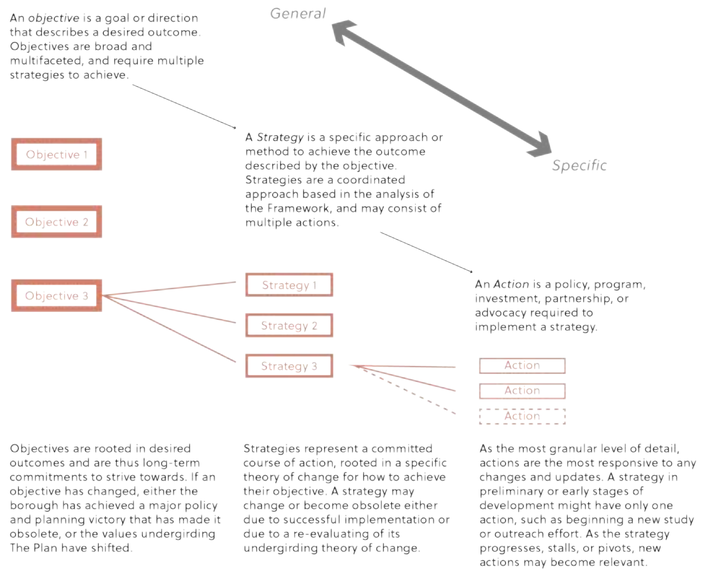
Action: A policy, program, investment, partnership, or advocacy required to implement a strategy—taken by a specific actor, responsible agency, elected body, or set of key partners. This could include things like specific legislation, expansion of existing or creation of new programs, outreach and events, coalition building, education and training, land use or zoning changes, and/or budget allocations.

ELEMENT STRUCTURE EXPANDED

The Elements outline *how* to advance *The Plan*'s vision and goals. The Elements elaborate specific Strategies and Actions that respond to the patterns and priorities identified in the Framework.



Each **Element** is organized into objectives, strategies, and actions.



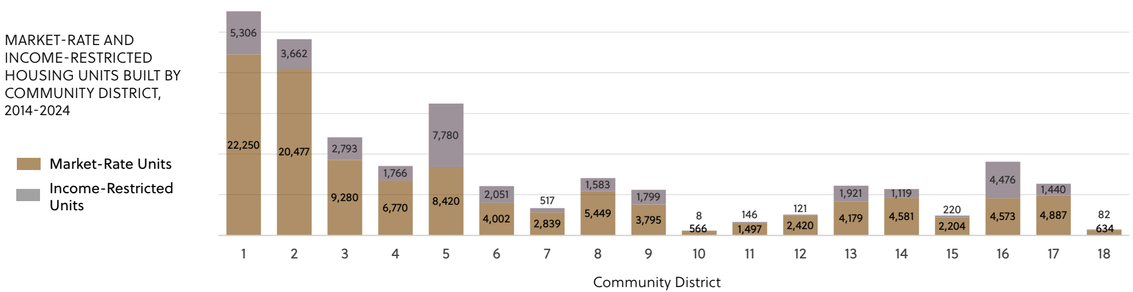
Housing Element

As discussed in the Housing Growth + Housing Choice section of the Framework, Brooklyn needs more housing. The Housing Element elaborates on the borough's housing conditions and needs and establishes goals to guide future housing decisions.

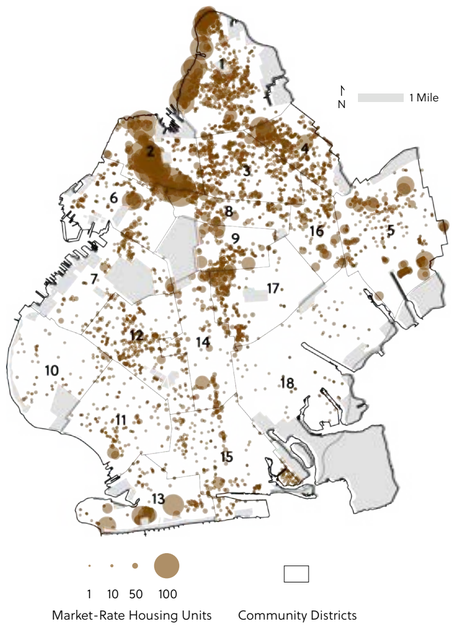
In 2024, Brooklyn outpaced all other boroughs in housing development. Representing 40% of new housing completions and 42% of permitted housing in new buildings, Brooklyn increased production by nearly 4,500 units between 2023 and 2024.[1] At the end of 2024, Brooklyn had more than 40,000 housing units in the pipeline (permitted units that are not yet complete), nearly double that of Queens.

But even though Brooklyn is leading among the five boroughs, housing production has still not kept pace with population growth. The latest population trends suggest that the population losses Brooklyn experienced at the height of the COVID-19 pandemic have been reversed.[2] While Brooklyn is growing, that growth has not been equitably distributed across all neighborhoods, with much of that growth concentrated in Greenpoint, Downtown Brooklyn, Coney Island, Sunset Park, Gowanus, Brownsville, and Williamsburg.

1. MARKET-RATE AND INCOME-RESTRICTED HOUSING UNITS BUILT BY COMMUNITY DISTRICT, 2014-2024

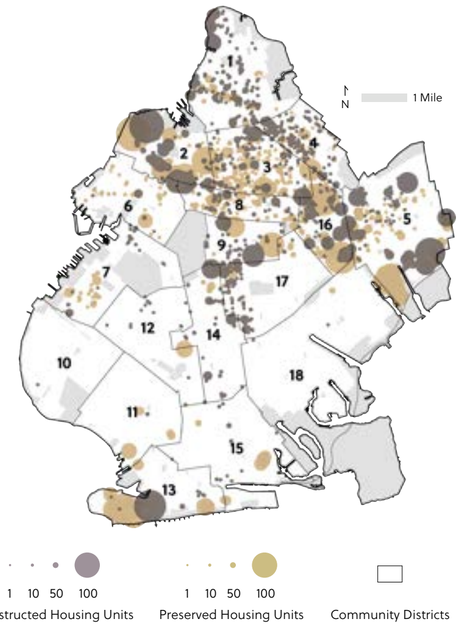


2. MARKET-RATE HOUSING UNITS BUILT, 2014 - 2024

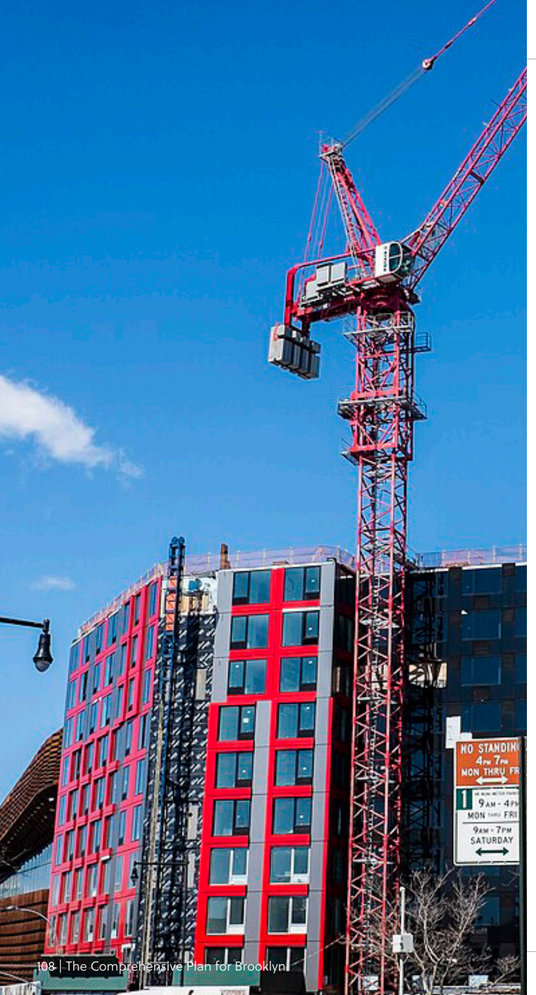


Between 2014 and 2024, north and central Brooklyn saw large increases in the total number of market rate residences.

3. INCOME-RESTRICTED HOUSING UNITS BUILT, 2014 - 2024



In the last decade, affordable housing has been concentrated in northern and eastern Brooklyn, Coney Island, and Flatbush.



Objective 1:
Build new housing of all types, affordability levels, and tenures.

NYC needs more housing. The City's most recent Housing and Vacancy Survey showed NYC's vacancy rate is now 1.4%, the lowest it has been since 1968. Specifically, even though fewer rent-regulated units are being held off the market than in previous years, there still is less housing available across more rent levels, making it increasingly difficult for low- and moderate-income New Yorkers to secure housing.[3] Recent analysis by the Regional Plan Association showed that the region is currently short more than 500,000 housing units needed to meet demand, which could increase to 920,000 units by 2035 if we don't take action.[4] Concerningly, those leaving NYC at the fastest rate are people of color who make between $32,000-$65,000 per year.[5]

Politics plays a large role in our inability to produce needed housing. According to analysis by Gothamist, the City Council negotiated away more than 2,600 units from proposed developments in one year (2022-2023).[6] Low-density districts (which often have communities and leadership that are opposed to new housing) make up almost half the city, and some of these areas have seen no new affordable housing built in the last decade. Housing delayed is housing denied, and market pressure and landlord leverage increase the longer we wait to build more housing.

While the actual building of new housing almost always relies on the private sector, government can take steps to expedite it. For example, comprehensive planning can set growth targets and accelerate community review, while legislators and City agencies can review and update laws and policies that slow down development.[7]

Strategy 1: Improve the Uniform Land Use Review Procedure (ULURP) by encouraging proactive communication between participants and clarifying potential outcomes within and outside the formal process.

Created in 1975 and updated to its current form in 1989, the ULURP process was a direct response to too much decision-making power being held by too few bureaucrats. Its goal was to open up the land use process and give stakeholders a formal opportunity to weigh in. However, in practice today, many of the critical decisions about project outcomes are made before ULURP even begins, limiting potential changes to what the Department of City Planning (DCP) considers "in scope" of their analysis.

Action: Encourage ULURP applicants to evaluate multiple alternative scenarios.

One of the enduring challenges within ULURP is the understanding of what is "within scope" and subject to potential modification. Applicants regularly fail to study a meaningful set of alternative proposals, opting to only present their preferred building and a no-action option. This limits discussion and creativity. Rather than being able to provide tangible feedback to applicants about tradeoffs, community boards are steered toward plainly stated approvals or disapprovals.

Action: Give community boards professional planning support.

Brooklyn Borough President Antonio Reynoso is proposing a new Community Board Central Office with trained staff to support board operations, including planning (see the Community Infrastructure Element). The planners working for this new agency would bolster training and resources for community board members to understand planning concepts such as zoning and housing affordability, as well as what types of interventions are achievable.

Action: Increase public awareness of Racial Equity Reports.

Applicants for most rezonings are required by law to create these reports describing how their project will further fair housing and equity. DCP should require applicants to integrate the result of these reports into their project briefings and offer trainings to community boards on how to use the Equitable Development Data Explorer (EDDE), developed by the NYC Department of Housing Preservation and Development (HPD) and DCP, to encourage more active engagement with these data points in ULURP discussions, recommendations, and decisions.

Action: Modify City Planning Commission (CPC) reports to provide more constructive feedback.

Currently, it is not standard practice for DCP to respond to each condition, question, or request for data in ULURP recommendations submitted before CPC hearings. When summarizing community board, borough board, and Borough President recommendations for the CPC, DCP should provide an itemized update to each participant's recommendations.

Action: Encourage HPD to implement an acquisition cost cap policy.

Applicants who seek rezoning approvals through ULURP to facilitate 100% affordable housing should be held to their commitments. If an applicant sells their property after ULURP approval and the new owner seeks HPD financing, the agency should not be responsible for subsidizing the additional acquisition cost associated with the post-rezoning higher land value. To help curb speculation, HPD should pay no more than the appraised value of the property at the time of City Council approval.

Strategy 2: Streamline land use and environmental review processes for proposals that align with fair housing priorities.

While comprehensive planning brings in all elements of the built environment, a foundational principle is ensuring that people have access to affordable, quality housing. As discussed, the current process takes too long, costs too much, and allows for too much affordable housing to be negotiated away because of community or council member opposition. The Green Fast Track for Housing, passed in 2024, is an example of how the City can expedite development that meets a certain standard: it waives the environmental review process for projects that add fewer than 175 or 250 units (depending on the zoning district), use electricity instead of fossil fuels, and meet other specific environmental requirements.[8]

In 2023, the City Council passed legislation requiring DCP and HPD to work together with other agencies to create a Fair Housing Framework, including a citywide fair housing assessment and strategic equity framework. This will include housing production targets for each community district and a report on the "obstacles and strategies to achieving them."[9] This analysis, which is currently underway, is sorely needed to ensure that the City is approaching housing development in an equitable way. Ideally, this would be incorporated into a larger citywide comprehensive planning effort.

Action: Create an expedited public review process for land use proposals that align with *The Comprehensive Plan for Brooklyn*/a citywide comprehensive plan.

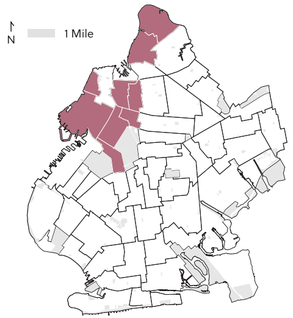
Doing so will save time and money and accelerate needed housing development. As an example, Seattle allows for categorical exemptions to aspects of environmental review within areas that have not exceeded previously studied growth estimates evaluated in a general citywide review. By exempting aspects of land use review for projects that meet the standard, projects can move through the process more quickly, as the City is providing for needed infrastructure and coordination through comprehensive planning and alignment between budget allocations and anticipated growth.

Action: Streamline Borough President recommendations.

Borough President Reynoso may apply an expedited favorable recommendation for ULURP applications that:

- Propose to add housing supply in New Capacity Priority Areas
- Propose to add housing diversity in Housing Diversity Priority Areas
- Propose to add 100% affordable and supportive housing

The Borough President will not support rezonings or policy changes that restrict the potential for new housing production (except in Manufacturing Districts, which must be preserved for manufacturing and industrial uses). Additionally, for projects going through public review, the Borough President's Office will work with applicants to explore adding more and deeper affordability than required by Mandatory Inclusionary Housing (MIH).

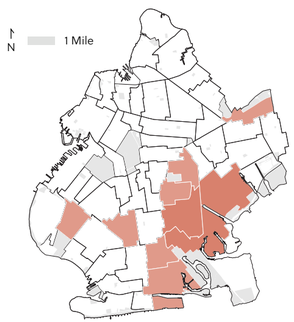


4. NEW CAPACITY PRIORITY AREAS

Identified areas for new capacity

Neighborhood Tabulation Areas (NTA)

NTAs with high housing prices, lower housing capacity, and low population vulnerability to displacement.



5. HOUSING DIVERSITY PRIORITY AREAS

47-76% of units in 1-2 family homes

35-46% of units in 1-2 family homes

Neighborhood Tabulation Areas (NTA)

NTAs with a high percentage of housing units within 1-2 family buidings.

Strategy 3: Enact building code reforms to make it easier and faster to build safe, modern housing.

Compliance with NYC's building code is critical for public safety. However, these regulations do not always keep up with new building technologies that could speed up development.

Action: Enact single-stair reform legislation.

Currently, NYC code requires two means of egress for most multifamily buildings. Research shows that buildings as tall as six stories that have only one stairway are at least as safe as those with more.[10] Allowing new buildings under six stories to have only one stairway would allow for the development of more housing units per building. Intro 0794-2022 was a proposal in the City Council which would have increased the allowed floor plate of single-stair buildings up to six stories from the current limit of 2,000sq. ft. to 4,000 sq. ft.[11]

Action: Enact elevator reform legislation.

By allowing smaller, less costly elevators to be used, smaller apartment buildings will be able to lower construction costs while still maintaining accessibility for residents and tenants with physical disabilities as well as emergency response. A model is SB 5156 in Washington State, which legalized the International Organization for Standardization (ISO) standard for elevators that is accepted and safely used outside of the United States.

Strategy 4: Facilitate and incubate new and sustainable construction methods and materials.

New building technologies can facilitate both efficiency of construction and a reduction in carbon footprint from the building sector. A few examples are modular housing, mass timber, and Passive House construction.

Action: Expand use of modular housing.

Modular housing is fabricated offsite at a factory and assembled at a construction site. These developments can save time and money, and according to developers, generate less waste and less truck traffic than traditional construction.[12] The City should look to expand this model, which might require additional building code reforms, and also ensure that manufacturers employ union labor. HPD's first modular affordable housing project was recently approved at Grant Avenue in Cypress Hills.

Action: Expand use of mass timber construction.

Updates to the building code in 2022 allowed for use of cross-laminated timber and structural composite lumber in NYC. This material has a lower carbon footprint than many other construction materials and can be prefabricated to save time. The NYC Economic Development Corporation (EDC)'s Mass Timber Studio is currently exploring ways to expand use of these products.

Action: Expand use of Passive House construction.

Passive House is an international standard of construction that uses design, distributed energy resources, and high-performance materials to achieve a high level of energy efficiency.[13] While up-front costs may be higher, they can provide cost savings over time in the form of reduced energy bills and reduced maintenance costs.

Modular construction can:

Decrease housing project timelines by

50%

Decrease housing construction cost by

20%[14]

Strategy 5: Restrict housing consolidation in high-demand areas.

Despite record-low vacancy rates and high demand for housing, some parts of the borough are losing residential units, as wealthy property owners and developers purchase multifamily buildings and merge units together to create larger, more luxurious housing. These types of consolidations are particularly common in brownstones, which although originally built as single- or two-family homes, have spent decades as multifamily buildings throughout the borough.

Action: Evaluate a Maximum Dwelling Unit Factor in Consolidation Warning Areas.

This would establish a minimum number of apartments per square foot and ensure that mid-rise contextual districts (such as R6B districts mapped throughout Park Slope and Bed-Stuy) actually deliver medium-density housing.

Strategy 6: Review the impact of historic districts on housing choice.

The NYC Landmarks Preservation Commission (LPC) designates historic landmarks and historic districts based on their assessment of a building's or area's architectural and cultural significance. NYC has more than 38,000 properties that are subject to the Landmarks law, which requires LPC review for changes to existing buildings and any new development. In Brooklyn, more than 5% of lot area is subject to this review.[15] While the Borough President understands the importance of honoring our history, historic districts present major barriers to new development, and with some exceptions, tend to be located in more affluent parts of the borough.

Action: Study the effect of landmarking on housing production.

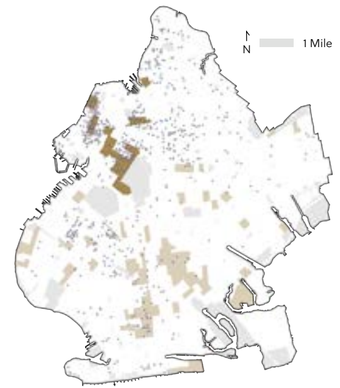
DCP and LPC should slow designation of new historic districts until they conduct a review of existing districts and their effect on housing production.

Action: Advance LPC's equity framework.

In 2021, LPC released a new framework with the aim of diversifying the stories told through landmarking. A focus on individual sites of significance (especially for underrepresented communities) is a more efficient way to preserve history than restricting development in large geographies.

- Borough President Reynoso will support the designation of individual landmarks in Brooklyn, particularly in areas currently underrepresented with LPC designations.
- He will not support the expansion of historic districts.

6. CONSOLIDATION WARNING AREAS



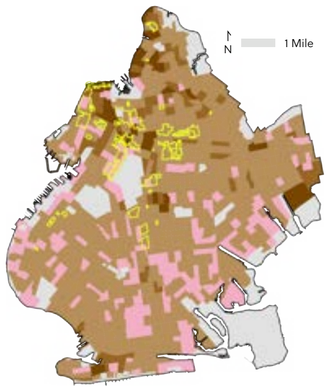
High-housing-price areas with a net loss of residential units, 2010-2023

All other areas with a net loss of residential units, 2010-2023

Alterations that resulted in net loss of at least 2 residential units, 2024

Consolidation Warning Areas are Census tracts within high-market-pressure neighborhoods with a net loss of residential units since 2010. These areas may be losing units because of conversions of multifamily buildings into larger units, while existing zoning and historic districts limit new growth.

7. HISTORIC DISTRICTS AND HOUSING UNIT CHANGE, 2014-2024



Housing Unit Change

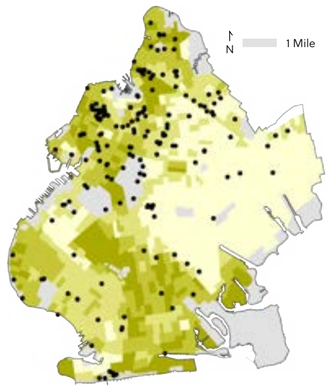
< 0 > 700

Loss | Gain

Historic Districts

Many historic districts are in areas with minimal housing growth or housing unit loss. While the pattern is not consistent across all neighborhoods, the variation suggests the need for further study on the relationship.

8. INDIVIDUAL LANDMARKS AND WHITE POPULATION



White Population Percentage

< 25% > 75%

Landmarks

LPC designates buildings and districts of historical or architectural significance as official landmarks. Individual landmarks are concentrated in predominantly white areas north of Prospect Park. LPC's equity framework could address this imbalance while avoiding the potential downsides of historic districts, such as hindering new housing development.

Berean Apartments is a 107-unit affordable housing development built by Berean Missionary Baptist Church in partnership with Brisa Builders.

Strategy 7: Support mission-driven projects and faith-based organizations that further affordable housing development.

Faith-based organizations play a valuable role in providing housing in Brooklyn, especially mission-driven affordable and supportive housing. Yet many faith-based organizations face administrative, zoning, and financing hurdles when converting assets such as former convents, school buildings, or underutilized parking lots into housing.

In some cases, new housing development can help faith-based organizations finance sorely needed renovations, expansions, or historic preservation work. For landmarked properties, often the most viable path forward is to sell unused development rights to another parcel and use the proceeds of the sale to finance preservation work and repairs.

Action: Establish a technical assistance program for faith-based organizations.

While Borough President Reynoso launched a fast-track cohort program for religious institutions that provides free technical assistance to groups who want to develop affordable housing, the City should provide additional resources to expand this or similar programs to serve more congregations.

Action: Pass the Faith-Based Affordable Housing Act.

Faith-based organizations in areas with low-density zoning face challenges when pursuing public approvals, both in terms of the resources required to pursue zoning changes and overcoming anti-housing sentiment. This State bill would streamline the approval process for residential densities up to 2.2 FAR (equivalent to R6B zoning in NYC) and equip faith-based institutions interested in creating affordable housing with technical assistance and training.[16]

Action: Expand the amount of eligible receiving sites for transfer of development rights from landmarked properties.

The options for eligible "receiving sites" to which landmarks can transfer their development rights are quite limited. Although City of Yes for Housing Opportunity (COYHO) recently expanded the definition of eligible receiving sites to the "social block" surrounding a landmark (all lots with frontages on the streets that define the block), this should be expanded further in order to give faith-based organizations wider flexibility to facilitate housing in their surrounding area, for example to include the entirety of neighboring blocks rather than just the "social block."

Action: Build and preserve more senior housing with on-site social services.

Many older adults on fixed incomes are struggling to stay in their homes, even in rent-regulated units.[17] HPD projects a need for housing for 400,000 additional older adults by 2040. Because of the extreme need, affordable senior housing is an example of a type of housing that should automatically have an expedited public review process.

Strategy 8: Expand social housing and shared-equity housing models such as community land trusts (CLTs) and limited-equity co-ops.

As housing prices continue to increase, homeowners and tenants are increasingly looking to strategies that remove real estate speculation from the equation and provide long-term housing affordability and stability. Sometimes known as "social housing," various models exist that support community ownership and democratic control of land.

Action: Create a new Social Housing Development Authority.

A proposed State bill would create a new housing body with the authority to issue bonds and override local zoning for new mixed-income social housing across the state.[18]

Action: Pass the Community Land Act.

This package of bills currently proposed includes:

- Public Land for Public Good (Intro 0078-2024), which would require the City to prioritize Community Land Trusts (CLTs) and nonprofit developers when disposing of City-owned property;
- The Community Opportunity to Purchase Act (COPA – Intro 0902-2024), which would give CLTs and other mission-driven nonprofits a right to purchase multifamily buildings when landlords decide to sell; and
- The Tenant Opportunity to Purchase Act (TOPA), a State bill that would enable tenants to collectively purchase multifamily buildings when landlords decide to sell.

Strategy 9: Maximize the potential for affordable housing development on vacant and underutilized City-owned property.

Publicly owned land presents some of the best opportunities to build new housing at deeper levels of affordability than required by Mandatory Inclusionary Housing (MIH). Decades ago, the City's real estate portfolio expanded as it acquired thousands of tax-foreclosed properties in the wake of the financial crisis. Many of these properties have since been developed into affordable housing. In 2025, NYC real estate is in high demand, and opportunities to purchase new property for public ownership and use are scarce and expensive. The City should seek to build as much affordable housing on this land as is feasible.

Action: Publish a regular assessment of vacant and underutilized public land.

DCP, HPD, and the Department of Citywide Administrative Services (DCAS) should conduct a regular assessment of all City-owned property to coordinate across different agencies' space needs, determine where efficiencies and consolidations make sense, and holistically consider redevelopment opportunities across the entire City portfolio.

Action: Proactively pursue zoning map amendments to increase residential density on City-owned land.

Outside of manufacturing areas, upzoning for significant additional density on City-owned land can help achieve multiple public purposes, in addition to greater housing capacity.

Action: Develop a pathway for expedited review for 100% affordable projects.

The City should consider how to shorten the approval process for dispositions to mission-driven developers for 100% affordable housing and other community amenities. Along with and in exchange for an expedited review process, the City would need to create a mechanism to require affordability to guarantee that projects seeking expedited review deliver on their affordability commitments.

Strategy 10: Develop more supportive housing and implement a Housing First model to address the homelessness crisis.

As of publication, 86,000 people are living in NYC shelters.[19] The City's shelter system is stressed, with the average stay in 2022 being 509 days for single adults, 534 days for families with children, and 855 days for adult families.[20]

Supportive housing places people and families from the shelter system into permanent housing with social service supports such as medical and mental healthcare, treatment for substance use disorders, educational and vocational services, re-entry assistance for the formerly incarcerated, and more.

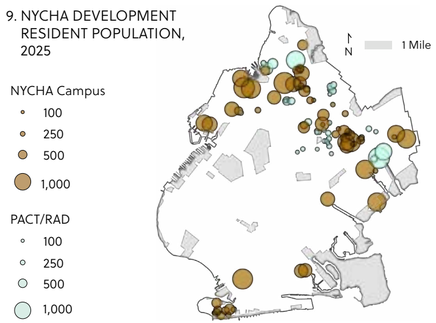
Action: Develop more supportive housing.

The NYC 15/15 Initiative from 2015 aimed to create 15,000 units of supportive housing in 15 years; however, a decade in, we remain far from achieving that goal.[21] Especially with an unclear future for Federal subsides, the City and State both need to prioritize supportive housing development in their budgets.

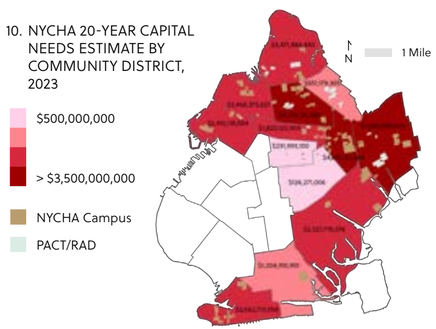
Action: Implement a Housing First model.

In January 2025, THE CITY reported that more than 4,000 supportive housing beds were vacant as of the fall of last year, almost half of which were move-in ready. Meanwhile, people on the waiting list for affordable housing reported difficulty securing a home. Housing advocates blame long delays and red tape.[22] The Housing First policy approach makes it easier for people to access supportive housing by loosening requirements, in some cases placing people who are street homeless directly into supportive housing without having to navigate the complex shelter system first. The NYC Comptroller reviewed Housing First policies from across the country and found that 70-90% of people placed through Housing First remain stably housed two to three years later.[23]

9. NYCHA DEVELOPMENT RESIDENT POPULATION, 2025



10. NYCHA 20-YEAR CAPITAL NEEDS ESTIMATE BY COMMUNITY DISTRICT, 2023



Objective 2:
Preserve affordable housing and prevent displacement of long-standing residents.

While building new housing is critical, keeping existing residents in their homes remains a top priority. Preventing displacement promotes neighborhood stability, keeps our communities diverse and our city functioning, and in the case of homeownership, provides the opportunity to build generational wealth.

Strategy 1: Fund repairs in public housing, with a focus on improving health and moving families into vacant units.

Almost 97,000 Brooklyn residents live in public housing, overseen by the NYC Housing Authority (NYCHA). The average income of a family living in public housing is $25,057 per year, making this one of the few housing options available to low-income New Yorkers.[24] Last year, NYCHA projected a $35.3 million operating deficit and now projects about $80 billion in capital needs.[25,26] These capital needs lead to ongoing housing quality issues for residents, with indoor air quality issues, for example, contributing to high levels of asthma (as noted in the Climate Element and Community Infrastructure Element).

$29,806,480,185

Total Capital Needs for Brooklyn NYCHA Devlopments

Action: Prioritize the Vacant Unit Readiness Program.

Despite continued attention from the City Council on this program and a major infusion to NYCHA's capital budget last fiscal year thanks to City Council advocacy, NYCHA has systematically failed to address its vacancy problem. With 5,600 vacant apartments in its portfolio and average turnaround time for vacant apartments at a staggering 424 days last year, NYCHA can and must do more to house more low-income New Yorkers.[27]

Action: Increase response times for housing quality complaints.

While the most recent Mayor's Management Report shows that NYCHA has improved its response times for emergency repairs and rat complaints, it also shows that the agency responded to only 32% of other pest complaints within a week and completed only 4% of complex mold-related repairs within 15 days.[28] These numbers are far from NYCHA's targets of 75% and 95%, respectively, and they must do better to protect their tenants, whose rates of asthma are higher on average than other New Yorkers.[29]

Strategy 2: Improve housing quality and preserve affordability for existing residents.

Preventing displacement for both renters and homeowners is complex and requires a large toolbox, which includes ensuring that tenants know their rights, holding landlords accountable for making needed repairs, and leveraging City policy and resources to help homeowners and small landlords avoid foreclosure. State legislation such as the Housing Stability and Tenant Protection Act of 2019 (which strengthened protections for rent-regulated tenants) and Good Cause Eviction from 2024 (which extended protections against extreme rent increases to more New Yorkers) have been helpful to stem the tide of displacement; however, the work to keep Brooklynites in their homes continues.

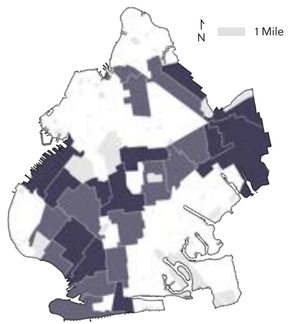
Action: Help homeowners avoid foreclosure.

The City should increase awareness of programs available through HPD and the Center for NYC Neighborhoods, such as the Homeowner Help Desk, the Landlord Ambassador Program, and other foreclosure prevention services.

Action: Explore funding sources to support the proactive inspection of homes in buildings and neighborhoods with high health-related risks.

Strengthening coordination between the NYC Department of Health and Mental Hygiene (DOHMH) and HPD, as well as enhanced outreach in partnership with community-based organizations, can address physical building conditions that lead to health disparities.

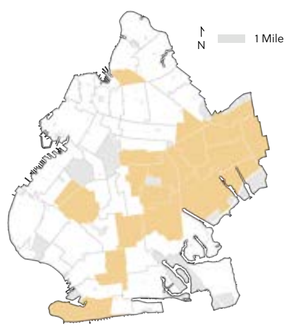
11. AFFORDABILITY PRIORITY AREAS



Highest Displacement Risk
High Displacement Risk
Neighborhood Tabulation Areas (NTA)

Affordability Priority Areas, as defined in the Framework, are NTAs with the highest displacement risk, as measured by HPD and DCP's Displacement Risk Index.

12. PROACTIVE PRESERVATION PRIORITY AREAS



Proactive Preservation Priority Areas
Neighborhood Tabulation Areas (NTA)

Proactive Preservation Areas, as defined in the Framework, are NTAs with lower housing prices but high levels of vulnerable housing conditions.

Action: Abolish the City's tax lien sale and create options for affordable housing preservation in properties with municipal debt.

Properties in the lien sale have their debt sold to a third party, in many cases leading to foreclosure. Some progress has been made on this: in June 2024, the City Council passed Intro 962, which included many changes to the Department of Finance (DOF)'s tax lien sale regime, including more proactive outreach to property owners with liens, more exemptions and "offramps," and more opportunities for Qualified Preservation Purchasers to participate. But DOF also re-authorized the lien sale, which took place again in June 2025. Data about the most recent sale is not yet widely available, so it is not clear how many homeowners took advantage of these updated options and/or how many now face foreclosure as a result of the sale.

Action: Expand funding for housing legal assistance.

Relevant programs include the Right to Counsel program, which guarantees representation in housing court for tenants with qualifying incomes, and the Anti-Harassment Tenant Protection program (AHTP). The City Council should also examine how these programs fund the work to ensure that lawyers' time is adequately compensated.

Action: Support Tenant Relocation Assistance legislation.

The City Council should consider passing legislation similar to Seattle's Tenant Relocation Assistance Ordinance (TRAO), which provides financial assistance to low-income tenants displaced because of housing demolition, substantial rehabilitation, change of use, or removal of restrictions on subsidized housing. Seattle's program requires landlords to obtain a relocation license before proceeding with any action that displaces tenants and mandates relocation payments, which are equally shared between the landlord and the City. Eligible tenants earning less than 50% of the area median income receive up to $3,000 in assistance. Adopting a similar policy in NYC would help mitigate the impacts of displacement, particularly in areas undergoing significant rezoning. The legislation could ensure that landlords provide adequate notice and financial support to tenants they displace while establishing a fair cost-sharing model between property owners and the City.

Action: Pass the Stop Illegal Evictions Act.

These proposals (Intros 621, 622, and 623-2024) clarify that illegal evictions constitute harassment, give tenants who have been illegally evicted a tool to use in court to stay in their homes, and create stronger disincentives for landlords to engage in these illegal practices.

Action: Expand housing vouchers and make them easier to use.

Eligible low-income New Yorkers can qualify for housing vouchers such as Section 8 or CityFHEPS to supplement their rent payments. Demand for these vouchers outpaces availability, and those who do use vouchers sometimes face illegal discrimination from landlords.[30] The State should continue to fund the Housing Access Voucher Program (HAVP), which will expand voucher availability to people experiencing or facing the threat of experiencing homelessness beginning with a pilot program in 2026.[31] The City should also increase funding for the NYC Commission on Human Rights (CCHR) to increase enforcement against voucher discrimination.

Action: Legalize basement apartments while allowing tenants to remain in their homes.

COYHO created a pathway to legalize basement Accessory Dwelling Units (ADUs) across many parts of the borough where zoning regulations were an obstacle, but the City must complete the basement apartment pilot program to recommend necessary changes to the NYC Building Code and push for changes to the State's Multiple Dwelling Law to make these zoning changes meaningful.

Action: Equip Brooklyn homeowners and renters with tools to avoid displacement.

This includes, for example, working with local groups to hold workshops on: avoiding deed theft and the tax lien sale; building repair options for small property owners; and tenant rights and organizing. The East Brooklyn Housing Task Force, an example of an initiative between the Borough President's Office and local groups, is led by local tenant rights groups, community development organizations, government agencies, and elected officials. The Task Force focuses on code enforcement and works together to identify and address housing quality issues in the central and eastern parts of the borough.

Strategy 3: Protect homeowners who are vulnerable to fraud and scams.

Homeownership is a potential pathway to building and sustaining wealth. Yet scams such as deed theft are a pressing issue in Brooklyn, especially for older adult homeowners in the central and eastern parts of the borough. When scammers and speculators target these communities, they are trying to displace our neighbors and lock families out of homes that they have had for generations.

Action: Create a Cease & Desist Zone for all of Brooklyn.

A Cease & Desist Zone is a State designation that prohibits solicitation of a real estate listing from any homeowner who puts their name on a list within State-designated geographies. There are two designated in Brooklyn, one located in Community District 5 (East New York) and the other in Community District 17 (Flatbush/East Flatbush). Brooklyn Borough President Antonio Reynoso has called for this zone to be expanded to all of Brooklyn and for the program to be changed to an opt-out model, rather than requiring homeowners to opt in to putting their name on the list.

Action: Further extend the statute of limitations on prosecution for deed theft.

Recent State law dictates that prosecution must begin within five years of the theft or two years after the rightful owner realizes their deed was stolen, whichever occurs later. The State should extend this two-year window further to allow time for homeowners who realize their deed has been stolen to report to law enforcement so that prosecution can begin, since they are also addressing civil issues and figuring out their options.

Action: Create a Tangled Title Fund.

As an example, the City of Philadelphia supports their Tangled Title program through its Division of Housing and Community Development. An independent Advisory Committee oversees the fund, which is administered through a nonprofit. The fund provides up to $4,000 each for qualified homeowners to cover administrative, legal, and other costs that may arise in resolving a homeownership issue.[32] The NYC Council has started something similar through its new Estate Planning initiative, but current funding is insufficient to meet demand.

Objective 3:
Design and plan future housing growth around transit.

Transit-oriented development (TOD) calls for adding more residential density where residents will have reliable access to public transit options. As established in the Framework, TOD is a means to improve access to opportunity, reduce carbon emissions, and manage growth by encouraging new housing in areas with the amenities and services needed to reduce reliance on cars. TOD also intends to increase the level of transit access in areas identified for additional growth that currently lack frequency or reach of transit service. TOD advances multiple benefits: improving air quality through reduced vehicle trips, increasing housing choice by producing more options for renters and homeowners, and creating budget efficiency by allowing targeted investments to benefit more people in more densely populated areas. The Framework introduced Neighborhood Density Targets and an Urban Design Typology to provide spatial guidance for TOD strategies in Brooklyn. This following strategies elaborate how to achieve this vision.

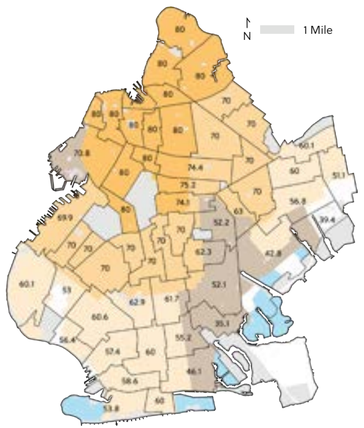
13. NEIGHBORHOOD DENSITY TARGETS

Pattern Area 1
Pattern Area 2
Pattern Area 3
Inner Transit Neighborhood

Outer Transit Neighborhood

Coastal Risk Area

Neighborhood Density Targets assign a specific density threshold for each Neighborhood Tabulation Area (NTA) in the borough based on the TOD Index discussed in the Framework.



Strategy 1: Refine the City's parking requirements to prioritize people over cars.

Parking requirements are an impediment to building housing. They drive up construction costs and interrupt streetscapes with unpleasant garages and curb cuts. According to DCP, a single underground parking space can add $67,500 to a project, and every dollar spent on parking facilities is additional investment that housing developers need to earn back through charging higher rents.[33]

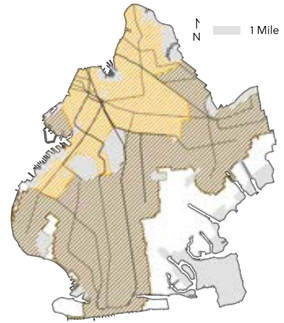
COYHO removed parking requirements in a newly defined "Inner Transit Zone," greatly reduced requirements in the "Outer Transit Zone," and maintained requirements outside of the "Greater Transit Zone," citing a need to adapt to more car-dependent areas. While this was a step in the right direction, the retention of parking requirements in areas outside the Transit Zone represents an approach that will leave these areas locked in a cycle of car-dependent development.

Action: Amend the Zoning Resolution to eliminate residential parking requirements citywide.

Parking minimums should not be linked to Transit Zones, but rather simply removed entirely. This would not prohibit structured parking from being developed but would no longer require it.

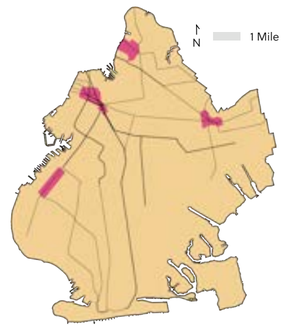
Action: Amend the Zoning Resolution to establish new Core Transit Zones with residential parking maximums in the borough's Regional Centers: Downtown Brooklyn, Williamsburg, Sunset Park, and Broadway Junction.

In addition to fully eliminating parking requirements, the City should introduce parking maximums in the borough's Regional Centers (as defined in *The Plan*'s Framework), where access to jobs, transit, and commercial activity is highest. These Core Transit Zones would build on the precedent of the Long Island City area, which established parking maximums for high density-areas within the outer boroughs. The parking maximums would vary across each new Core Transit Zone.



14. CURRENT PARKING REQUIREMENTS, POST-COYHO

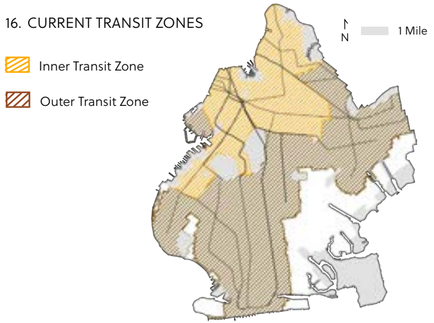
Parking requirements eliminated
Parking requirements reduced
Subway lines



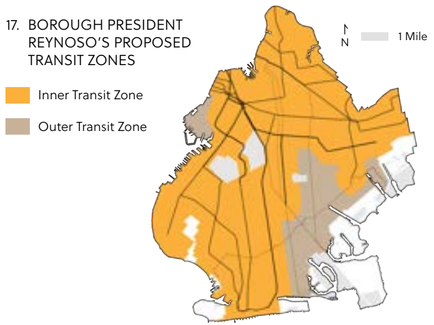
15. BOROUGH PRESIDENT REYNOSO'S PROPOSED PARKING MAXIMUMS

Proposed areas for maximum parking limits in the Zoning Resolution
Proposed area for eliminating minimum parking requirements

16. CURRENT TRANSIT ZONES



17. BOROUGH PRESIDENT REYNOSO'S PROPOSED TRANSIT ZONES



Strategy 2: Build more housing around Brooklyn's existing transit network.

COYHO introduced a new system of "Transit Zones" to define where several of its new proposals would apply. As discussed in the Housing Growth + Housing Choice section of the Framework, *The Comprehensive Plan for Brooklyn* asserts that COYHO's Transit Zones were too modest and relied on an arbitrary distinction between inner and outer parts of the subway network. Instead, the Inner Transit Zone should be understood as all areas within a halfmile of the subway or commuter rail network, and the Outer Transit Zone should be instead defined around Select Bus Service corridors (see Strategy 4 in this Objective).

Ultimately, COYHO's TOD mechanism was intended to merely establish a new baseline for what is considered appropriate density near transit. It is not a tool for transformative change to a neighborhood, which will still require a dedicated neighborhood plan. This strategy preserves that intent: the boundaries of the Transit Zone should be amended in order to expand and slightly increase the baseline density near transit. *The Plan* provides further guidance on transit expansions in Strategies 3, 4, 5, and 6 of this Objective.

Action: Amend the Zoning Resolution to expand the definition of the Inner Transit Zone to all blocks within a half mile of the subway network.

The boundaries of this Zone should automatically expand upon the opening of any new transit stations, such as the Interborough Express (IBX). COYHO originally proposed to define the Transit Zone so that the opening of a new transit station would automatically expand the boundaries of the Greater Transit Zone, but this feature was removed during City Council modifications.

Action: Amend the Zoning Resolution to increase the density bonus for TOD-qualified sites and remove exemptions for R1 and R2 districts.

COYHO's density bonus allows three- to five-story residential buildings on lots of at least 5,000 square feet and located either on a wide street or the short side of a block. This density bump is quite modest. In Brooklyn, a quarter of eligible sites are still overbuilt even after receiving the bonus. The lot size and street width requirements ensure that new development under this proposal will be incremental and not result in the wholesale transformation of a neighborhood. As such, the density bonus for qualifying sites should be increased to allow up to six-story mid-rise buildings in order to encourage more sites to take advantage of this bonus.

Strategy 3: Close the transit gap in southeast Brooklyn and proactively plan for more housing and mixed uses around transit expansions.

Southeast Brooklyn is the largest gap in Brooklyn's subway network. Currently, residents in East Flatbush, Flatlands, and Canarsie rely on buses to connect to the rest of the transit system. The lack of transit in this part of the borough creates a conspicuous gap in *The Plan*'s proposed transit zones. Several major transit expansions would close this gap (For further discussion of each transit project, see the Transit + Freight Element, Objective 1).

Action: Begin outreach and planning for an IBX TOD plan.

The IBX will add a significant new service to Brooklyn's transit network, adding two new stations bridging East Flatbush and Canarsie and creating new connections at existing subway stations. The new stations in southeast Brooklyn will also be located within the Flatlands/Fairfield Industrial Business Zone (IBZ) and require a balance between protecting and expanding manufacturing and freight uses while identifying opportunities for new residential development outside the IBZ.

Action: Develop a hybrid approach for new TOD on Utica Avenue.

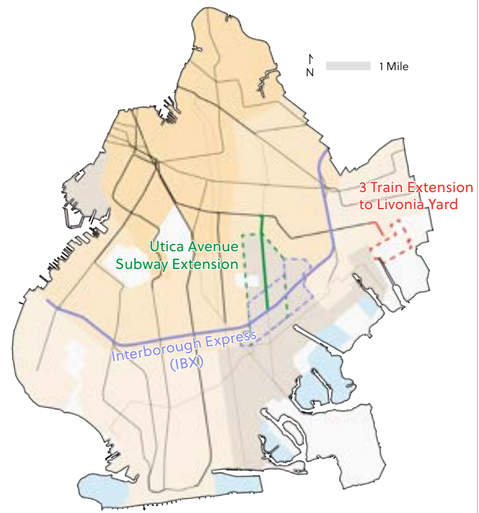
Planning future TOD on Utica Avenue will require a hybrid approach that considers both Bus Rapid Transit (BRT) and subway expansion. A full subway expansion down Utica Avenue remains a longer-term project, as other construction work needs to be completed first.

In the meantime, Utica Avenue is scheduled to receive bus priority infrastructure to improve existing Select Bus Service. And once fully constructed, a subway expansion is likely to still include portions of BRT service, so developing a vision for TOD around new BRT and new subway service will be essential (see Objective 1 of the Transit + Freight Element for additional details).

Action: Revisit the Metropolitan Transportation Authority (MTA)'s 20-Year Needs Assessment to include scenarios with increased housing capacity.

The MTA included Utica Avenue, a potential 3 Train extension, and the IBX in its recent 20-Year Needs Assessment but analyzed the cost-benefit of each project only based on existing residential density and zoning capacity. However, significant transit expansions should be accompanied by neighborhood planning efforts that would add residential density near new stations, such as the recent Bronx Metro-North Station Area Plan.[34] And even in lieu of a dedicated neighborhood plan, COYHO recently introduced a new TOD density bonus that will apply to any new rail station. The MTA should update the analysis in the 20-Year Needs Assessment to reflect various scenarios with additional housing capacity.

18. POTENTIAL MAJOR TRANSIT EXPANSIONS



Strategy 4: Build more housing along Select Bus Service (SBS) routes in the Outer Transit Zone.

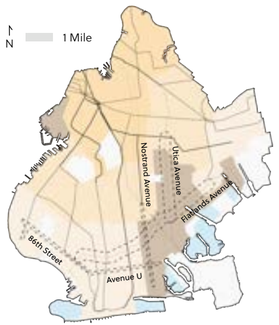
As discussed in the Housing Growth + Housing Choice section of the Framework and in Strategy 2 of this Objective, *The Plan* proposes that the Outer Transit Zone should be redefined around SBS corridors. This extension would both unlock additional zoning tools in more parts of the borough and serve as a statement of intent that TOD is not limited to the subway network. SBS routes are an integral part of Brooklynites' transit needs and should receive continued investment, culminating in conversion to full Bus Rapid Transit (BRT) service (see Objective 3 in the Transit + Freight Element).

Action: Amend the Zoning Resolution to redefine the Outer Transit Zone as areas outside the Inner Transit Zone but within a half mile of SBS routes.

Redefining the Transit Zone would immediately extend COYHO's modest TOD bonuses to more sites and encourage development around SBS corridors.

Action: Pursue corridor plans around high-ridership, non-SBS bus routes.

Local bus routes such as the B1 and B6 play a vital role in connecting their surrounding areas to the rest of the transit network and could serve as the basis for additional corridor studies.



19. BUS GROWTH CORRIDORS

Inner Transit Neighborhood — *Pattern Area 1*, *Pattern Area 2*, *Pattern Area 3*

Outer Transit Neighborhood

Redefining the Outer Transit Zone around SBS routes would present opportunities to plan for modest increases to residential density around the B44, B46, and B81 routes on Nostrand, Utica, and Flatlands Avenues.

20. BUS PRIORITY CORRIDORS

- Proposed SBS Expansions, Bus Forward Plan (2017)
- New Bus Priority Corridors, *The Comprehensive Plan for Brookyn (2025)*
- Existing and Plan ned SBS Routes (2025)

Bus Priority Corridors, defined in the Framework, highlight the high-level needs for bus projects in Brooklyn.

Strategy 5: Plan around Local Centers.

Defined in full in the Framework, Local Centers are higher-density hubs with good access to transit that often feature anchor institutions such as hospitals and higher education campuses. These areas also have higher concentrations of retail and commercial services that draw in customers from a wider area.

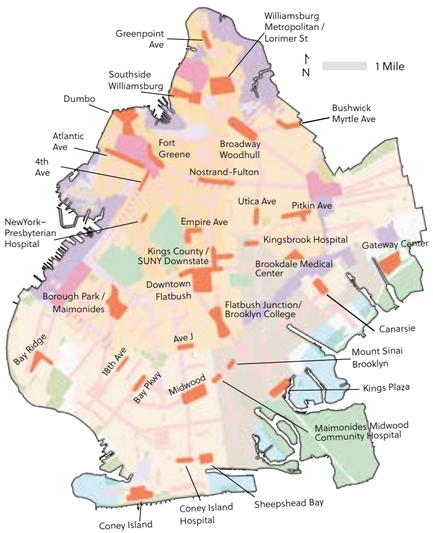
Action: Evaluate the effectiveness of the underlying zoning districts in the borough's Local Centers.

Many of the borough's Local Centers are in areas with strong access to transit or nearby anchor institutions, but they lag behind in terms of residential or commercial densities. *The Plan*'s TOD Index is an example of a tool that could be used to assess the performance of the borough's Local Centers. Centers with high access to jobs but lower residential densities may be good candidates for additional zoning capacity.

Action: Consider Local Centers when reviewing land use applications.

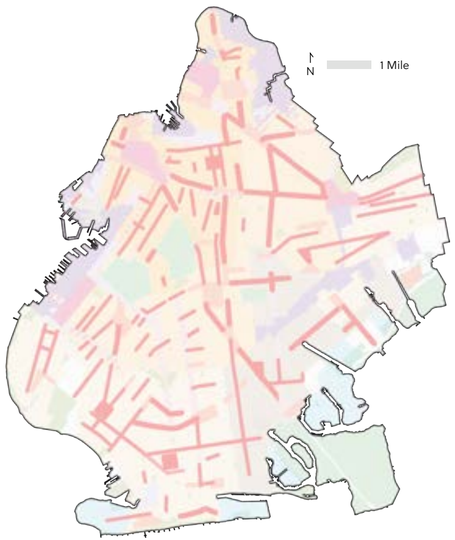
When reviewing individual land use applications through ULURP, the Urban Design Typology can provide guidance for what kind of land use actions would be appropriate. For example, when reviewing 73-99 Empire Boulevard, Borough President Reynoso's land use rationale considered Empire Boulevard's strong access to jobs, transit, and open space amenities to support a proposed change to a higher-density commercial district. The Local Center typology offers a concise vocabulary for identifying these characteristics (see the Economic Places Typology section of the Jobs, Industry, + Economic Prosperity section of the Framework).

21. LOCAL CENTERS



Local Center

22. NEIGHBORHOOD CORRIDORS



Strategy 6: Plan for mixed uses and local retail near transit.

Every subway station is an opportunity for TOD, whether in the form of a major job center or a neighborhood hub with a pocket of local retail and higher residential densities. Yet not every station is surrounded with adequate zoning to facilitate mixed-use, multifamily housing, and in some cases, mixed uses exist in spite of zoning.

At minimum, every subway station in Brooklyn should anchor a Neighborhood Corridor, as described in the Urban Design Typology of the Framework: a mixed-use hub of local retail uses as permitted under C1 and C2 commercial overlays. While not every Neighborhood Corridor is near a subway station, Neighborhood Corridors should be considered the baseline place type for every subway station.

The "Town Center Zoning" introduced in COYHO is a recent example of how this strategy can be applied. With the introduction of this tool, modest, mixed-use apartment buildings are now permitted in every commercial overlay near transit. Similar to COYHO's TOD proposal, this density bonus was too modest and should be amended to slightly increase the permitted residential density within the Inner Transit Zone.

Action: Evaluate land uses near every subway station to identify opportunities for new commercial overlays and/or Commercial districts.

The Plan's TOD Index is an example of a tool that could be used to assess the performance of different stations. If a given station scores well on ridership, access to jobs, or residential density but lacks land use variety, it could indicate that there is an unmet demand for local commercial uses that could be unlocked by zoning changes.

Action: Amend the Zoning Resolution to increase the density bonus for "Town Center" qualified sites.

Commercial overlays within the Inner Transit Zone should permit residential densities equivalent to R6 districts, rather than R5.

Action: Coordinate potential zoning proposals with Small Business Services' (SBS) Commercial District Needs Assessments (CDNAs).

SBS partners with local community-based organizations (CBOs) to study commercial corridors throughout the city. DCP should build on these insights to inform potential zoning changes in commercial corridors near transit.

Action: Prioritize transit-accessible locations when siting City services and public-facing City facilities through the Citywide Statement of Needs process.

Required by the City Charter, the Statement of Needs is a process intended to equitably distribute municipal facilities across the city. When reviewing public-facing facilities such as social services, the City should prioritize locations that are accessible by transit. As established in the Framework, transit includes buses: even for public-facing facilities and services in the Outer Transit Zone, the City should still make every attempt to site facilities near transit.

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MAPS AND FIGURES

1 NYC DCP Housing Database Project-Level Files, 24q4; NYC HPD Affordable Housing Production by Building, 2025

2 NYC DCP Housing Database Project-Level Files, 24q4

3 NYC HPD Affordable Housing Production by Building, 2025

4 New Capacity Priority Areas are original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter

5 Housing Diversity Priority Areas are original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter

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11 Affordability Priority Areas are original to the 2025 Comprehensive Plan for Brooklyn. Further discussion can be found in the Framework chapter.

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13 Neighborhood Density Targets are original to the Framework chapter of *The Comprehensive Plan for Brooklyn*, 2025

14 Office of the Brooklyn Borough President, based on the "Transit Zones Parking Geographies" layer on NYC DCP ZoLa, New York City's Zoning & Land Use Map, 2025. City of Yes for Housing Opportunity elimiated parking requirements within the Inner Transit Zone and reduced them in the Outer Transit Zone.

15 Parking maximums are proposed in Regional Centers designated in the Urban Design Framework to manage traffic in the borough's dense hubs of transit, housing, while minimums are eliminated elsewhere to support housing growth and reduce car dependency.

16 Office of the Brooklyn Borough President, based on the "Transit Zones Parking Geographies" layer on NYC DCP ZoLa, New York City's Zoning & Land Use Map, 2025.

17 Office of the Brooklyn Borough President.

18 Proposed transit zone extensions represent blocks within approximately a half-mile radius of proposed new rail stations. The proposed transit projects as depicted on the map (Utica Avenue subway, Interborough Express, and 3 train to Livonia Yard) represent design alternatives elevated by *The Comprehensive Plan for Brooklyn*. Details for these alternatives are elaborated upon in the Transit Element.

19 Bus Growth Corridors are original to the 2025 Comprehensive Plan for Brooklyn. Further discussion can be found in the Framework chapter.

20 Bus Priority Corridors are original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

21 Local Centers are original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

22 Neighborhood Corridors are original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

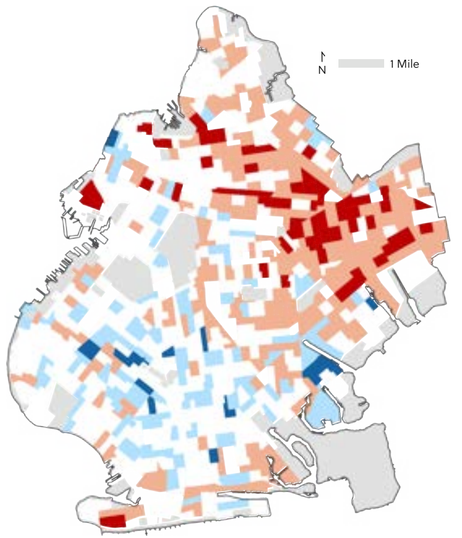
Health Element

Health and wellness are the bedrocks upon which quality of life is built. With NYC's world-class hospitals and resources, one might expect that all Brooklynites have equitable access to the ability to thrive. Instead, stark health and wellness disparities exist in the borough, especially across racial and socioeconomic lines. Perhaps the most severe form of health inequality is demonstrated through life expectancy, which is, for example, 82.9 years in parts of Park Slope, a predominantly white and affluent neighborhood, and 75 years in parts of Brownsville, a predominantly Black and lower-income neighborhood.

Many studies have shown that health outcomes can be worse in low-income communities of color.[1] Areas that have lower-than-average life expectancy often see a converging of other factors that affect a community's ability to thrive. Social determinants of health such as housing, socioeconomic status, incarceration, insurance, and access to green spaces all influence one another and shape individual and community health. To effectively improve public health in Brooklyn, it is necessary to examine conditions such as housing instability, the impacts that incarceration has on families and individuals, high rates of maternal mortality and morbidity, food insecurity, and other factors.

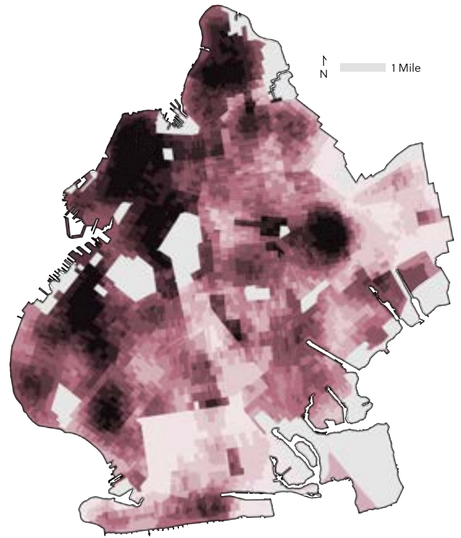
The Health Element imagines a borough where decision-makers proactively use land use and policy choices to address health inequities. This Brooklyn has high-quality and accessible health, mental health, and maternal healthcare; access to fresh and healthy food options; opportunities for recreation and wellness; and considers the impact of violence and incarceration on community health.

1. LIFE EXPECTANCY IN BROOKLYN



While the average life expectancy in Brooklyn is 80.7 years, there are significant disparities across neighborhoods. The greatest gap spans over 21 years—from 70.5 years in parts of Brownsville to 91.9 years in parts of Borough Park.

2. ACCESS TO OPPORTUNITY: HEALTHY EATING + ACTIVE LIVING INDEX



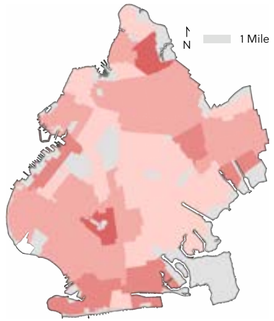
The HEAL factor within this Plan*'s Access to Opportunity Index is a composite index measuring census blocks by proximity to hospitals, parks, older adult centers, supermarkets, farmers markets, and access to healthcare providers.*

3. FOOD-INSECURE POPULATION

< 15%

> 25%

Food insecurity is a lack of consistent access to enough food for every person in a household to live an active, healthy life.

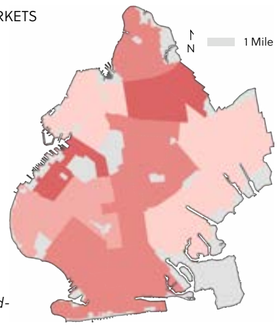


4. RATIO OF SUPERMARKETS TO BODEGAS

< 15

> 30

NYC Department of Health and Mental Hygiene measures unhealthy food access based on the ratio of bodegas to supermarkets by community district. Bed-Stuy and Sunset Park have up to 19 bodegas to a single supermarket.



Objective 1:
Address health inequities.

Brooklyn, like all of NYC, has profound health disparities. Life expectancy can vary as much as 20 years from neighborhood to neighborhood, with residents in parts of Brownsville, Bed-Stuy, East New York, and Coney Island having life expectancies as much as 10 years below the city average. Neighborhoods such as Bed-Stuy, Red Hook, and East Flatbush have fewer local options for primary care in comparison to other parts of the borough. Neighborhood health is often correlated with racial segregation and income. To improve health outcomes, the City must address inequities in healthcare access, cost, and quality.

Strategy 1: Address food insecurity.

Food insecurity refers to the lack of access to a sufficient quantity of nutritious food. Though there are numerous Federal, State, and City programs to combat this issue, food insecurity continues to harm individuals, families, and communities as it is associated with nutritional deficits that affect a person's ability to live a healthful life. The Supplemental Nutrition Assistance Program (SNAP), a State-administered Federal program of the U.S. Department of Agriculture, is the largest food assistance program in both the state and the country. It provides cash assistance to low-income individuals and families to buy food items including fruits and vegetables; meat, poultry, and fish; dairy products; breads and cereals; snack foods and non-alcoholic beverages; and seeds and plants. SNAP cannot be used to buy alcohol, tobacco or tobacco products, supplements, or hot food.

As of 2022, 1.71 million NYC residents received SNAP benefits; however, one in four SNAP-eligible New Yorkers are not enrolled in the program.2 This could be attributed to confusion over eligibility and the application process, stigma, or a lack of trust in government programs. The new Federal administration has proposed cuts to SNAP that may further affect access.

The recent changes to the Supplemental Nutritional Assistance Program (SNAP) are set to increase costs to New York State, restrict eligibility, and limit future food benefit increases. Starting in FY 2028, states are likely to need to pay into SNAP for the first time in the program's history. Before this, states only covered administrative costs. There are also new work-requirements that call for able-bodied adults aged 55-64 without dependent children and parents of children aged 14 and older to work at least 20 hours per week or participate in job training programs. Some of these changes, such as allowance cuts, may go into effect soon; however, states will also need time to update their systems. Other aspects of bill will take years to implement.

Rather than grocery stores and supermarkets, areas with high levels of food insecurity are often served by a disproportionate number of bodegas and fast-food restaurants. Bodegas typically lack fresh produce and other nutritious perishables. They are also often more expensive, with a recent study stating that bodegas charge approximately 16% more for grocery staples in comparison to supermarkets.[3] Coney Island, Brownsville, and Gravesend have the highest rates of food insecurity within the borough, ranging between 20% and 27%.

Action: Create municipal grocery stores.

A municipal grocery store, or a grocery store that is owned by a local government, provides perishable and non-perishable items at a significantly reduced cost in comparison to other grocery stores, supermarkets, and bodegas. The grocery store may be operated on a day-to-day basis by a community-based organization (CBO) in a City-owned building and/or on City-owned land. Customers have the opportunity to purchase nutrient-dense items and meals that might otherwise be unaffordable. A municipal grocery store pilot should be located in an area with a higher-than-average rate of food insecurity and SNAP uptake, such as East New York, East Flatbush, Bed-Stuy, or Red Hook.

Action: Enroll more eligible New Yorkers in food benefits and lower the threshold for eligibility.

The SNAP program is facing significant changes on the federal level. Many of these changes will take time to implement; however, in the meantime, it is critical that federal, state, and local partners work together to enroll eligible people into the program, connect them to educational resources on the changes, and connect them with employment or job training opportunities if necessary.

Action: Create cold storage options for local food pantries.

Food pantries often struggle to supply perishable goods because of a lack of safe food storage options. The City should invest in a network of cold storage that would supply local food pantries, thus allowing residents to access more nutrient-dense, perishable foods.

Action: Expand DoubleUp Food Bucks to Brooklyn.

Right now, it is unclear how programs associated with SNAP, such as DoubleUp Food Bucks, will be impacted by the new federal spending bill. Though programs such as DoubleUp food bucks, which matches the money spent by SNAP recipients on fruits and vegetables with a maximum match of $20 per day, may be impacted; it is still important to expand their reach to ensure that more people are able to access nutritionally dense food at more affordable prices.

Action: Expand hydroponics labs in schools.

Hydroponics labs grow fruits and vegetables without the need for soil. Students learn about agriculture and sustainability via instruction in these labs, and schools are able to source healthy food from them. The NYC Department of Education (DOE) should expand this program to all public middle schools.

Strategy 2: Expand and improve healthcare access.

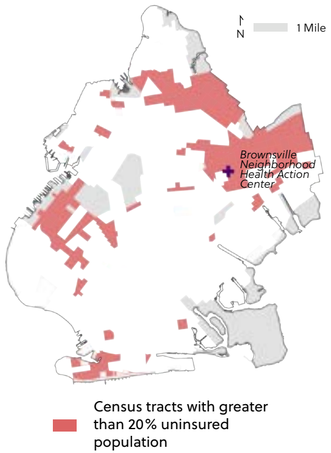
When individuals lack access to healthcare and health insurance, they may forego regular medical treatments that are essential for early detection and prevention. Approximately 8% of New Yorkers do not have any form of health insurance, and these rates are higher for immigrant populations. According to the NYC Independent Budget Office, Sunset Park and Windsor Terrace have the lowest rates of health insurance uptake in Brooklyn.[4] Not only must the City work to educate people on their public and private options for insurance, it must also work to lower costs and combat affects of Federal cuts.

Improving healthcare infrastructure is especially critical for individuals with disabilities.[5] According to the U.S. Census Bureau, approximately one in six New Yorkers have a disability. This includes both mental and physical conditions. Our healthcare system must be responsive to the needs of disabled individuals because disability itself is a non-static category that can affect us all.

Action: Ensure all children are enrolled in Medicaid.

According to the March of Dimes, in 2021 about 1 in 28 children under 19 years of age (2.7%) was uninsured in New York State (NYS). According to their Children's Healthcare Report Card, "when children are uninsured, they are more likely to have unmet health needs and lack a usual source of care, diminishing their chances to grow into healthy and productive adults."[6]

5. CENSUS TRACTS WHERE GREATER THAN 20% OF RESIDENTS LACK HEALTH INSURANCE



Lack of health insurance is pronounced in predominantly Hispanic/Latino parts of Brooklyn including portions of Bushwick, Ocean Hill, Cypress Hills, and Sunset Park. While the three Neighborhood Health Action Center are located in high-need areas, more are needed in Brooklyn.

Action: Expand the Neighborhood Health Action Center model.

This model brings together a variety of healthcare services and resources in a single location with the goal of addressing health disparities by making healthcare services more accessible and integrated.[7] These facilities provide a variety of services including lactation information and classes, childbirth education, dental care, naloxone education, and primary care. There are currently only three Neighborhood Health Actions Centers in NYC, with locations in Brownsville, East Harlem, and the South Bronx.

Action: Expand services for individuals who are disabled and homebound.

The Consumer Personal Assistance Program (CDPAP) is set to drastically change this year. Governor Hochul's plan for CDPAP, which allows for Medicaid-eligible individuals to receive care at home, is to replace all fiscal intermediaries, which are typically close in proximity to the people they serve, with one company.[8] Given increased threats to Medicaid on the Federal level, NYS should abandon this change and instead create more localized programs to serve individuals with disabilities and people who are homebound.

Action: Expand awareness of GetCoveredNYC.

GetCoveredNYC is a citywide outreach program within the Mayor's Public Engagement Unit (PEU) that works with partners such as NYC Health + Hospitals (H+H), the NYC Department of Health and Mental Hygiene (DOHMH), NYC Care, and CBOs to increase access to health insurance.[9] According to a 2021 study, approximately 8% of NYC residents do not have health insurance, and health insurance coverage rates are highly correlated with immigration status. For example, 47% of undocumented individuals in NYC are uninsured, compared to 12.6% of documented immigrants, 6.1% of naturalized citizens, and 4.8% of native-born citizens.[10] This indicates a need for greater partnership between PEU and advocacy and legal groups to conduct outreach and facilitate health insurance enrollment for immigrant populations.

Action: Create the Office of Healthcare Accountability.

In 2023, Mayor Adams signed into law Local Law 78, mandating the creation of a new Office of Healthcare Accountability. The Office would provide recommendations relating to healthcare and hospital costs, analyze expenditures on healthcare costs for City employees, convene stakeholders, provide information relating to the costs of hospital procedures on its website, and collect and make available hospital financial documents.[11] The law mandated the office to open in March 2024; however, as of this *Plan*'s publication, lack of funding has delayed its opening.

Action: Protect access to gender-affirming care.

As the Federal government continues to degrade the rights of transgender people, it is important for the City to protect and expand access to gender-affirming care. Considering how factors such as employment status and housing stability affect health, the City must ensure that existing non-discrimination laws relating to housing, employment, and healthcare are enforced. The City should consider partnering with relevant advocacy groups to ensure that proposed policies are responsive to the needs of transgender people.

Strategy 3: Improve healthcare quality.

Improving healthcare quality is a multifaceted issue; however, two important tenets of this work address racial disparities within the healthcare workforce, namely via educational opportunities and improved nurse-to-patient ratios. When nurses are not overwhelmed with the number of patients they must care for, patient outcomes improve. Additionally, having a diverse workforce is a strength because it helps to address potential linguistic and cultural barriers that may exist when a healthcare team is not representative of the patients they serve.

Action: Address racial disparities in the healthcare workforce through educational opportunities.

Representation is not simply a matter of affirmation. Patients and providers of color seeking health services can face a lack of representation, microaggressions, unconscious bias, and other stressors that further stigmatize and alienate them.[77] Of white mental health professionals, 51% say they believe that their patients do not adhere to medical treatments because of cultural or linguistic barriers, and 56% report having had no form of cultural competency training.[78] The City and State should invest in programs and initiatives that seek to involve historically underrepresented groups in the medical field.

Objective 2:
Reduce incarceration and recidivism.

Incarceration harms both individuals and communities. The psychological isolation and abuse that can happen behind bars can be life-altering. Detained persons often develop anxiety, depression, and post-traumatic stress disorder as a result of detainment. Moreover, the stigma of incarceration can greatly affect a person's ability to obtain gainful employment, further their education, and have safe and stable housing.

When behind bars, parents are often unable to maintain healthy relationships with their children. Incarcerated individuals have higher rates of illnesses such as high blood pressure, asthma, cancer, arthritis, tuberculosis, hepatitis C, and HIV than the general population, and the conditions of detainment (namely isolation, a lack of regular healthcare, and overcrowding) are such that incarcerated individuals also develop illnesses such as heart disease and diabetes while incarcerated.[14,15] There are also immense racial disparities. According to the Data Collaborative for Justice, in February 2025, 92% of people on Rikers Island were not white and 58% of all individuals detained in Rikers were Black, meaning that Black people are incarcerated there at a rate 10.6 times higher than white people.[16]

According to a 2024 report from the NYS Department of Corrections and Community Supervision (DOCCS), 81% of individuals released from State prisons in 2020 were not returned to custody within three years.[17] This is the lowest recidivism rate since 1985, the year when DOCCS began tracking it. Data on individuals who enter NYC jails is less clear, but it is widely accepted that factors such as housing stability, substance use, mental health, ability to access healthcare, and stable employment all affect a person's ability to remain in their communities and out of the carceral system. According to the most recent Mayor's Management Report, the NYC Department of Correction (DOC) offers a variety of programming and services including parenting classes, healthcare, mental healthcare, and educational opportunities.[18] These options are helpful but insufficient considering that people can only access them once they are in the criminal legal system. Fully addressing why individuals repeatedly enter the carceral system requires a holistic analysis of access to housing, mental healthcare, and substance use treatment, as well as Alternatives to Incarceration (ATI) and Alternatives to Detention (ATD) programs.

Strategy 1: Close the Rikers Island jail.

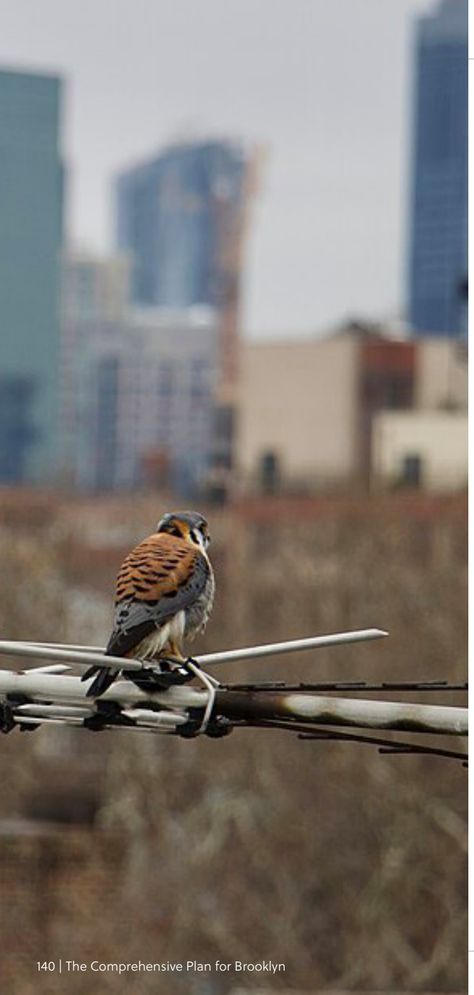
In 2019, the City Council approved a plan to close the Rikers Island jail by August 31, 2027. The borough-based jails system will replace Rikers Island and house fewer incarcerated people; however, construction of the jails is behind schedule, and the population currently housed at Rikers is much higher than the borough-based jails will be able to accommodate. Moreover, 50% of men and 80% of women on Rikers Island have a diagnosed mental health issue, making Rikers the largest mental healthcare provider in the state.[19,20] The City must do everything it can to close Rikers as close to 2027 as possible.

Action: Develop decarceration programs, especially for incarcerated women.

As of January 2025, women and gender-expansive people make up roughly 6% of the total population on Rikers Island. More than 80% of women on Rikers are caregivers, and 87% have a diagnosed mental illness.[21] Though the borough-based jails will provide a community-based jail option for men (allowing them to be incarcerated closer to their families and support networks), women and gender-expansive people will all be housed in the new Queens facility. Only having one facility for this group means that they will not have a community jails option—this population would benefit most from healing outside of a carceral context through supportive and transitional housing models.

Action: Demand accountability for closing Rikers Island.

The Adams administration officially announced in January 2025 that none of the borough-based jails will be completed by August 2027. Brooklyn's borough-based jail is slated to be completed in 2029. Elected officials and community organizations must continue to pressure the administration to expedite borough-based jail construction and support actions that safely lower the Rikers population.



Action: Build more supportive housing for justice-involved individuals.

According to Correctional Health Services, a division of H+H that provides healthcare on Rikers Island, 25% of women report being homeless upon intake. The Mayor's Office of Criminal Justice (MOCJ) found that 5.2% of all individuals on Rikers are street homeless.[22] It is unclear what other forms of homelessness, such as doubling-up and transitional homelessness, are represented on Rikers; however, homeless and housing-insecure individuals are overrepresented in jails and prisons.[23] Homelessness and housing instability are associated with negative health outcomes, and by providing transitional and supportive housing to individuals impacted by the criminal legal system, the City would effectively address one of the primary drivers of incarceration and recidivism (see Objective 1, Strategy 10 of the Housing Element for more on the Housing First model).

Action: Follow the recommendations set forth in the Independent Rikers Commission report on closing Rikers.

The Independent Rikers Commission is a body of stakeholders whose experiences and work are connected to the criminal legal system in NYC. The Commission seeks to help the City to safely close Rikers in addition to supporting infrastructure that keeps people out of jail. The Commission's March 2025 report functions as a blueprint for how to close Rikers, reduce unnecessary incarceration, build out treatment beds, and support the development of the borough-based jail system.[24]

Strategy 2: Reduce impacts of incarceration on individuals, families, and communities.

The geographic isolation of Rikers Island makes it difficult for incarcerated individuals and their loved ones to maintain regular and sustained contact. The isolation inherent to incarceration, coupled with the rates of incarceration of caregivers, leads to profound impacts on both the person behind bars and the family system as a whole. Since the 1980s, for example, the rate of incarcerated fathers has increased by more than 75% and the rate of children with incarcerated mothers has increased 100%.[25] The borough-based jail model will not only allow for detained individuals to be closer to their communities, but it will also allow them to more easily attend important legal proceedings.

Action: Ensure borough-based jails have adequate mental health support.

Though the borough-based jail model is a vast improvement over Rikers Island, enhancements to the jails are neccesary to fully address the root causes of incarceration. For example, considering that more than 50% of the population on Rikers Island has a diagnosed mental health concern and 20% of that population has a Serious Mental Illness (SMI), the borough-based jails must be designed in such a way to properly and humanely care for detained persons with mental illness. For this reason, the proportion of therapeutic beds in the borough-based jail system should be restored to the original 40% (now only 20% based on a change from the mayoral administration), in order to ensure that there are enough resources for all detained persons.[26]

Objective 3:
Improve mental healthcare.

Mental health is complex and affected by genetic, environmental, social, and psychological factors that may change or evolve throughout the life cycle. Housing and economic stability, food security, and access to social and educational opportunities are all factors that support children and young people to feel safe in their environments and develop coping skills and resiliency, which are protective factors against the development of mental health concerns.[27] According to a 2024 report by the NYS Comptroller, 21.1% of adults in New York have a mental illness and 5.1% have an SMI diagnosis.[28] Between 2013 and 2022, the number of people served by the State's public mental health system increased 23%. The onset of the COVID-19 pandemic saw an increased level of need for mental health services, including substance use treatment. Many communities in Brooklyn self-report poor mental health, with a higher percentage of residents in parts of South Williamsburg, Brownsville, East New York, Sunset Park, Borough Park, and Coney Island reporting that their mental health has been "not good" for over two weeks. Increased awareness and access to mental health services are necessary to address the high level of need for mental health resources.

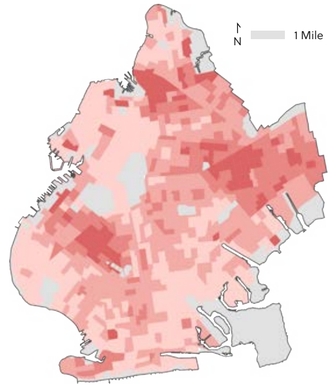
Strategy 1: Address youth mental health needs.

Since the onset of the COVID-19 pandemic, Brooklyn youth have experienced higher rates of mental health concerns. In 2023, half of teenagers in NYC reported mild-to-severe symptoms of depression, with 38% of NYC high school students reporting significant symptoms of depression.[29] Moreover, 56% of this group reported difficulties in obtaining mental healthcare, making New York the 12th worst of the United States in terms of youth accessing mental healthcare.[30] LGBTQIA+, Black, and Latino high school students report higher levels of suicidal ideation in comparison to their white, heterosexual, and/or cisgender peers. Expanded and improved youth mental health resources, such as school-based health and mental health clinics, youth crisis respite centers, and healing circles, are important for addressing the nuanced mental health needs for children and adolescents.

Action: Support comprehensive funding for School-Based Health Clinics (SBHCs) and school-based mental health clinics.

Both SBHCs (see the Education Element) and school-based mental health clinics provide care to students in public schools. Though some schools have an integrated model in which students are able to access mental health services and resources within an SBHC, some schools have a separate mental health clinic, while other schools may not have either. Considering the severity and scope of youth mental health concerns, the City should prioritize funding for co-locating mental

6. SELF-REPORTED MENTAL HEALTH



The map highlights census tracts where a high percentage of residents reported experiencing more than 14 days of poor mental health in the past month. This was common in parts of South Williamsburg, Brownsville, East New York, Sunset Park, Borough Park, and Coney Island.

health services within existing SBHCs, creating separate school-based mental health clinics, and expanding SBHCs throughout the borough starting with high-need areas.

Action: Expand youth crisis respite centers.

Crisis respite centers provide 24/7 mental healthcare for individuals experiencing severe mental health concerns. Services include self-advocacy education, self-help training, social support groups, recreational and social activities, and connections to medical and psychiatric providers.[31] Individuals can be referred into a crisis respite center by a licensed mental health professional such as a psychiatrist, psychologist, or licensed clinical social worker. With only 71 crisis respite beds total available to both youth and adults citywide, there is a dire need to expand this number.[32] The City Council's allocation of $2.5 million in the FY 2026 budget will help achieve this goal.

Action: Support the healing circles model.

Healing circles are spaces that allow people to come together and share experiences, create community, and learn from one another. They are based on Indigenous traditions and often used in community health settings such as group mental health engagement and justice spaces.[33] Healing circles allow participants to bond with people with similar experiences by encouraging the healthy expression of emotions. In healing circles, participants will often develop trauma recovery skills, healthy coping mechanisms, and gain self-confidence. In Brooklyn, MOCJ and the City University of New York (CUNY) have funded We Build the Block to conduct healing circles with youth in housing developments experiencing gun violence.[34] Based on results from this program, this model could be expanded into more impacted communities.

Strategy 2: Expand access to mental health services in Brooklyn.

According to a 2022 study, use of mental health services in NYC is low and care is not equitably distributed.[35] This is concerning given that more than 21% of adult New Yorkers struggle with mental illness and 5.1% have a SMI, a set of diagnoses that refers to mental health conditions that may significantly affect a person's ability to function such as depression, bipolar disorder, schizophrenia, post-traumatic stress disorder, borderline personality disorder, and obsessive compulsive disorder.[36] Of adults with SMI, 39% are not engaged in treatment.[37] New Yorkers involved in the criminal legal system report higher rates of Serious Psychological Distress (36%) in comparison to the general population (13%).[38] Additionally, there is a deficit of providers who work with patients who use Medicare or Medicaid.[39] Individuals with a dual diagnosis, a term that refers to a mental health concern in conjunction with a substance use disorder, often struggle to receive adequate care considering the lack of facilities that are equipped to treat medical detox with other mental health concerns.

Action: Expand Trauma Recovery Centers (TRCs) in Brooklyn.

TRCs are a nationwide model intended to provide holistic care via mental health treatment, healthcare, social services, and legal services. TRCs provide care for people with acute and long-term trauma. There are currently two TRCs in Brooklyn including a new facility in Coney Island that opened in 2024, leaving much of the borough underserved. The City should expand the model to neighborhoods that report higher levels of poor mental health such as South Williamsburg, Brownsville, East New York, Sunset Park, and Borough Park.

Action: Increase psychiatric beds in existing hospitals.

According to a report from the NYS Comptroller, the ratio of psychiatric beds to population was approximately one to 2,084 in NYC in December 2023. From April 2014 to December 2023, the number of psychiatric beds in NYC decreased by 11.2%, or 506 beds.[40] With greater capacity in existing public and private hospitals for more psychiatric beds, individuals with mental health concerns will have a greater ability to access short- and long-term care outside of the context of the carceral system.

Action: Expand use of mental health peer specialists.

B-HEARD, or the Behavioral Health Emergency Assistance Response Division, is a 911 mental health response program that seeks to more appropriately address mental health concerns by not involving the NYPD.[41] B-HEARD is equipped to handle suicidal ideation, substance misuse, and other mental health conditions. Despite its value, B-HEARD is not universally available throughout the city or Brooklyn, is not 24/7, and the model does not currently utilize mental health peer specialists (certified professionals who provide non-clinical support to individuals experiencing a variety of mental health concerns).[42] Instead, it employs EMTs who are associated with City agencies such as NYPD and FDNY, which may lead some individuals seeking a non-police response to be distrustful of the resource due to the high incidence of police violence in mental health cases. The City Council allocated $4.5 million to increase the number of peer specialist workers, and B-HEARD should integrate them into its model.

Action: Fund expanded services for people with a dual diagnosis.

Individuals with a dual diagnosis have a mental illness as well as substance use disorder. This population requires more intensive levels of care because of the dangers associated with detoxing from substances. Higher-level medicalization is often required to safely care for this population, and many mental health providers do not take on clients with a dual diagnosis. For this reason, there is a lack of beds for people living with substance use issues and mental illness.

Action: Increase awareness of mental healthcare resources.

Though numerous resources exist in NYC for individuals living with mental health concerns, many individuals struggle to navigate the complex mental health system. The City should work to raise awareness of the various resources available to people via a public education campaign.

Action: Increase resources for care coordination.

As of 2022, there were more than 1,000 New Yorkers with SMI on Forensic Assertive Community Treatment (FACT) and Assertive Community Treatment (ACT) waiting lists.[43] FACT and ACT teams provide behavioral health and social supportive services to individuals with severe mental health concerns. The long waitlists reflect a high level of demand for intensive mental health services. The City Council allocated $4.5 million in the FY 2026 budget to expand ACT. With this allocation, improved bureaucracy, and increased efficiency of services, the City can work to eliminate the waitlist.

21%

of NYC adults have a mental illness

5%

of NYC adults have a Severe Mental Illness (SVI)[79]

Objective 4:
Improve environmental conditions to support public health.

A healthy environment is important for Brooklyn both to curb the impacts of climate change and to promote public health. Poor indoor and outdoor air quality and extreme heat have disproportionate impacts on communities of color and can lead to long-term health issues and death. See the Climate Element for detailed recommendations.

Objective 5:
Address violence as a public health issue.

Violence is a public health issue that requires solutions beyond the carceral system. Predominately Black and Latino neighborhoods in Brooklyn are disproportionately affected by violence and the root issues of violence, such as poverty, insecure housing, systemic discrimination, and inadequate healthcare often go unaddressed. The carceral system fails to address the systemic root causes of violence and often perpetuates harm. Residents in neighborhoods with high rates of violence are also more likely to experience homelessness and poverty. Successfully addressing violence requires community intervention, housing supports, increased services for victims and survivors, and accountability measures.

Strategy 1: Improve and expand community support systems.

Areas that have higher-than-average reported crime rates, such as Brownsville, East New York, Bed-Stuy, Canarsie, and Bushwick, also have higher rates of poverty, lower rates of educational attainment, and worse health outcomes in comparison to areas that are wealthier and have lower crime rates.[44] Community support systems are important for addressing the root causes of violence because incarceration fails to address poverty, housing, and mental health.

Action: Fully fund the Civilian Complaint Review Board (CCRB).

The CCRB investigates allegations of NYPD harm and violence. Neighborhoods with the most allegations, such as East New York, also experience the most policing and incarceration. However, the CCRB often struggles with its budget, which leads to the agency investigating fewer allegations because of staffing issues. In the Preliminary Budget for Fiscal Year (FY) 2026, for example, CCRB is facing a five-person headcount cut.

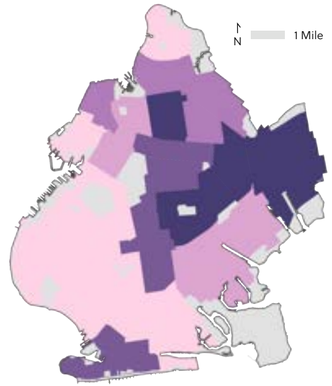
Action: Fund cure violence groups.

Cure violence groups seek to address violence by identifying and addressing conflict and by involving high-risk individuals. They seek to provide social support and growth opportunities, such as job training, educational opportunities, group activities, and mental health supports for those affected by crime, violence, and trauma.

Action: Restore City funding to the Crime Victim Assistance Program (CVAP).

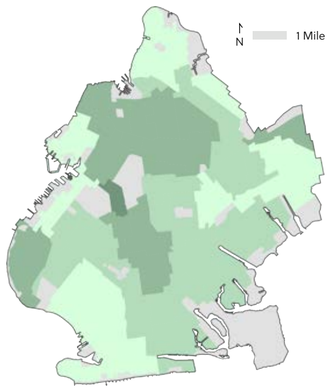
CVAP is a precinct-based partnership between Safe Horizon and the NYPD designed for individuals who have experienced domestic violence and other forms of crime and violence. They provide counseling, connections to therapy, and support with legal and financial challenges that stem from experiencing violence. In 2023, CVAP provided services to 26,000 survivors of domestic violence, 27,000 crime victims (other than domestic violence), and 800 sexual assault survivors.[45] In 2024, Safe Horizon saw a $3 million cut in City funding, meaning 11,000 survivors and victims of crimes in NYC are not receiving critical services following an incident of crime.[46]

7. SUBSTANTIATED CIVILIAN COMPLAINT REVIEW BOARD (CCRB) ALLEGATIONS BY POLICE PRECINCT, 2020-2024



A "substantiated" allegation means the CCRB found sufficient evidence to support the claim, leading to recommended disciplinary action. Neighborhoods like East New York, Brownsville, Bed-Stuy, and East Flatbush reported the highest numbers of substantiated complaints.

8. PERCENT OF AREA THAT IS TREE CANOPY (2017)

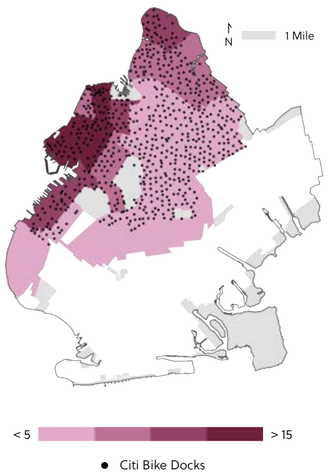


Trees clean the air, shade buildings and streets, and help manage stormwater. Overall, 18% of Brooklyn is covered by tree canopy, the lowest coverage of the five boroughs.

9. BIKE ROUTE CLASSES

The most robust bike infrastructure exists near Manhattan, as well as southwestern Bay Ridge. Much of southern, central, and eastern Brooklyn lacks adequate bike infrastructure.

10. AVERAGE NUMBER OF CITI BIKES AVAILABLE BETWEEN 7AM - 7PM (PER 1,000 PEOPLE)



Citi Bike stations are distributed evenly throughout the Citi Bike service area. The most consistent availability of bikes is found in neighborhoods closest to Manhattan, such as Downtown Brooklyn.

Objective 6:
Create opportunities for physical activity within communities.

Physical activity is crucial for both physical and mental health, but 30% of adults in Brooklyn do not engage in regular exercise. Individuals who engage in regular physical activity are statistically less likely to develop chronic health conditions such as heart disease and diabetes. Physical activity is also associated with improved mental health.

Strategy 1: Improve cycling and pedestrian infrastructure and invest in parks and public recreation, particularly in underserved areas.

Infrastructure such as safe sidewalks, bike lanes, and parks play a critical role in facilitating a community's ability to engage in exercise activity—a significant percentage of adults not engaging in regular physical activity indicates the City should improve infrastructure to facilitate walking, biking, and other forms of exercise.

Action: Expand and increase access to Citi Bike.

Though Citi Bike has recently expanded to previously unserved areas in Brooklyn such as Brownsville, neighborhoods in southern Brooklyn, specifically Coney Island, still lack access to this resource.

Action: Build more bike lanes.

The City has a legal mandate to build 50 miles of protected bike lanes a year citywide. To ensure this goal is met, advocates, community organizations, and elected officials must monitor the City's progress and apply pressure if it is not met (see the Transit + Public Realm Element for more on bike lanes).

Action: Implement universal daylighting.

Daylighting refers to the practice of prohibiting parking within 20 feet of an intersection to improve drivers' visibility of their surroundings.[47] Daylighting intersections is currently State law, but the City opts out of the law. As of September 2024, there were only 45 daylighted intersections in Brooklyn.[48]

Action: Work with the NYC Department of Parks and Recreation (NYC Parks) to plant more trees in parks and on streets.

In late 2024, NYC Parks launched the Urban Forest Plan, which seeks to increase the city's tree canopy cover to 30% over the next 10 years (see the Climate Element for more on the benefits of trees).

Action: Lower the cost of NYC Parks Summer Camps.

NYC Parks Summer Camps provide young people the opportunity to participate in engaging activities. The camps focus on a variety of activities such as crafts, arts, and sports. More investment from the City will make these programs more affordable to low- and moderate-income New Yorkers.

In August 2024, Borough President Reynoso set aside $50,000 in discretionary funding to create the Community Baby Shower Fund for Brooklyn's new and expecting parents. Nonprofits from around the borough applied to receive the funding—up to $5,000 in matching funds—for community baby showers.

Objective 7:
Reduce adverse pregnancy-associated outcomes.

Maternal mortality is considered a core measure of a population's health and is a strong indicator of how effective a health system is in delivering care. From 2016 to 2020, there were 114 deaths in NYC due to pregnancy-related complications. Black, non-Hispanic women account for almost half of all the pregnancy-related deaths during this time, while having less than 20% of all the live births. The NYC Maternal Mortality Review Committee determined that almost three in four of these deaths were preventable.[49]

During these years, an additional 127 deaths occurred in NYC within a year of a documented pregnancy from causes (including substance abuse and homicide) that, while not directly related to pregnancy, show the social and psychological vulnerability that can occur during the perinatal period. Among all deaths that occurred within one year of a pregnancy, four out of the five community districts with the highest rates of these deaths are located in Brooklyn (Brownsville, Crown Heights, Red Hook/Gowanus, and East New York/Starrett City).

While maternal death is the most devastating pregnancy outcome, unexpected, life-threatening complications during delivery hospitalizations occur far more frequently. Severe maternal morbidity (SMM) refers to outcomes of labor and delivery (L&D) that result in significant short- or long-term health consequences. In NYC in 2017, there were 21 pregnancy-related deaths, but 3,066 mothers who experienced severe maternal morbidity.[50] As with maternal death, SMM cases in NYC showed similar disparities by race, with Black, non-Hispanic mothers more than twice as likely to suffer SMM than non-Hispanic white mothers. When this data was last examined at the community district level (2013-2014) two of the five community districts with the highest SMM rates were located in Brooklyn (East New York and Flatbush).[51]

Strategy 1: Improve the availability of robust data for pregnancy-associated outcomes.

NYS has not updated data on the Hospital Maternity-Related Procedures and Practices Statistics page of its website since 2014.[52] This data would provide the public with basic information regarding select birth-related outcomes for each of the L&D hospitals in the state. Though more current information on NYS maternity facilities is available on the State's health data website, this data is not presented in a user-friendly format for the public.[53] While the NYC DOHMH does have more current (up to 2021) publicly available data regarding pregnancy outcomes on its EpiQuery page, it does not meaningfully disaggregate this data to allow community members to see certain specific birth outcomes (e.g, rates of C-section by delivery facility). Making this data readily available would allow lawmakers and providers to properly focus their maternity care resources and improvement efforts in the areas and among the populations most in need.[54]

Action: Engage with State and local health agencies on the availability of maternal health data.

Local leaders should work with the State to understand barriers preventing timely distribution of data on birth-related outcomes and to encourage regular (bi-annual) publication of delivery statistics and ongoing updates of the NYS and NYC websites so that this data is publicly available.

Strategy 2: Fund infrastructure and education for improved maternal health in Brooklyn.

Eight of the 10 maternity hospitals located in Brooklyn are known to have below-NYS-average scores for quality of care, patient safety, and patient satisfaction.[55] This is particularly true for the borough's public hospitals, which are continuously under tight budgetary constraints that frequently preclude making infrastructure improvements and accessing resources for their maternity and newborn wards. It is therefore unsurprising that only 19% of all births in Brooklyn occur in the borough's three public hospitals (though two of these three facilities typically operate at less than 75% capacity for their L&D beds).

SUNY Downstate currently houses one of only two regional perinatal centers in Brooklyn capable of delivering the highest level of obstetric and neonatal care. While the facility was recently saved from impending closure by a large funding commitment from NYS, a sustainability plan must be put in place to ensure the hospital's long-term fiscal security. Both members of the public and hospital staff have voiced the need for large-scale renovations of the L&D ward and NICU at this facility.

Action: Fund Brooklyn maternity hospitals.

Consistent financial support for local maternity facilities is necessary to ensure they have the best available technology and other resources for the clinical care of mothers and newborns and can also continue to act as clinical care safety nets for vulnerable populations. Such support would also promote staying within the borough for infant deliveries and would likely increase the utilization of available L&D beds.

Strategy 3: Increase the number of high-quality maternity care providers.

Midwives attend only about 12% of all births in the U.S., far fewer than in many other high-income countries.[56] The midwifery model of care is structured in a personalized and holistic way that has been shown to improve patient satisfaction when compared to obstetric care given by physicians.[57] Maternity care provided by midwives has also been associated with improved birth outcomes such as fewer C-sections, lower preterm birth rates, lower episiotomy rates, and higher breastfeeding rates.[58] While the use of midwives is low for the nation as a whole, Black women are least likely to have a midwife attend their delivery but are most eager to have midwifery care for a future pregnancy, showing that there is a gap between actual and desired levels of care.[59]

Action: Support affordable, local midwifery educational programs.

Currently, there are only three midwifery training programs in NYC and only one of them is run through a public university system.[60] Development of an affordable midwifery training program that is easily accessible for borough residents would help promote the midwifery model of care and increase the number of available midwife providers in Brooklyn.

Strategy 4: Help expecting and new mothers access financial, food, and childcare resources.

Multiple studies have shown that pregnant and postpartum mothers in America are experiencing financial stress. This is in part because of the costs associated with prenatal care, delivery, and postnatal care. Pregnant women are also at higher risk of experiencing domestic violence and homelessness, which can leave them with few resources following childbirth. Without adequate childcare support, they are unable to secure work that would help bring financial stability and the appropriate perinatal resources. In a 2021 study, more than half of new mothers reported experiencing financial stress and having difficulty affording needed healthcare.[61] These challenges lead to an unending cycle between financial stress and postpartum mental and physical health issues such as substance use disorders, depression, and hypertension. Alleviating food scarcity and childcare burdens along with providing expectant and new families with access to additional community resources is thus essential in promoting maternal and newborn well-being. These challenges can also lead to adverse outcomes for infants, including low birthweight, with the highest rates of low birthweight in Brooklyn occurring in Brownsville, East New York, Flatbush, Bushwick, and Canarsie.[62]

Action: Promote eligibility for Special Supplemental Nutrition Program for Women, Infants, and Children (WIC).

WIC can provide mothers and young children with healthy food, nutrition education, breastfeeding support, immunization screening, and health and social services referrals. WIC participation has been linked to fewer premature and low-birthweight deliveries and lower infant mortality. However, nationally, only about half of the families eligible for WIC benefits actually participate in the program.[63]

Action: Support community-based organizations in assisting new and expecting families.

Government authorities at the City, State, and Federal levels have all acknowledged the importance of including local community organizations in their efforts to combat poor pregnancy outcomes.[64,65,66] Funding these organizations will enable families to directly receive maternal and infant products and resources as well as valuable health education messages from trusted local actors.

Action: Support universal free childcare.

The Federal standard for affordable childcare is 7% of household income, yet according to the Citizens' Committee for Children, childcare costs in Brooklyn could represent up to 63% of a family's income. According to the same study, more than 80% of NYC families with children under age five are unable to afford childcare.[67] Work disruptions related to childcare are more common among low-income families, with more than half of all mothers living below 200% of the poverty line reporting difficulties accessing or affording reliable childcare. This is particularly acute for new mothers. According to the Center for American Progress, the average cost of center-based childcare in New York is approximately 80% higher for infants than it is for 4-year-old preschoolers.[68] It is no wonder that in 2021, 41% of 25-54-year-old women living with children in NYC were not working, compared with just 24% of men.[69] A universal free childcare program in NYC would level the playing field for families, allow parents to stay in the workforce, and alleviate financial stress on parents.

Action: Support legislation to provide new parents with a guaranteed basic income (GBI).

Research has shown that adding a supplemental GBI to existing social support programs can have positive effects on poverty-related outcomes such as food insecurity, financial well-being, and physical/mental health.[70,71] Unlike most other social support programs, GBI allows families the unrestricted flexibility to spend money in ways that best fit their needs. The Bridge Project launched a pilot in 2021 that was funded primarily through private philanthropy and provided $1,000 per month to a limited group of low-income, first-time mothers in NYC for the first three years of their infants' lives.[72] The City Council allocated $1.5M in FY 2025 to the Bridge Project to support a new cohort of expectant mothers experiencing housing insecurity.[73] To more sustainably support GBI efforts in the state, the Mothers and Infants Lasting Change Allowance (MILC) bill was introduced in the NYS Legislature in 2023 and would provide income to eligible participants for the last three months of a pregnancy and through the first 18 months of an infant's life.[74] In the FY 2026 State Budget, Governor Hochul included the Birth Allowance for Beginning Year (BABY) Benefit, providing a one-time payment of $1,800 to low-income parents receiving public assistance at the time of birth. While this is not the same as a GBI, it is a step in the right direction.

Strategy 5: Increase access to mental health services during pregnancy and the postpartum period.

Recent data has shown that mental illness, including substance use disorders, is highly prevalent among cases of pregnancy-associated deaths, accounting for almost 20% of these deaths from 2016-2020. There is, however, a known shortage of perinatal mental health providers in the United States who have the specialized training needed to care for women with psychiatric diagnoses during this particularly vulnerable period of life.[75]

Action: Support an affordable, local perinatal mental health provider educational program.

Development of an affordable perinatal mental health certification program in the borough for clinicians who already interface with obstetric and newly postpartum patients would expand the network of providers who are trained in the mental health needs specific to expecting and new mothers.

Action: Support the development of a maternal respite center.

A maternal respite center would allow pregnant and recently postpartum women who are experiencing mental health conditions to receive mental healthcare, obstetric care, and social services in a temporary housing arrangement that is specifically focused on this population.

Action: Provide shelters and stable housing for pregnant and postpartum women experiencing mental illness.

Pregnant women experiencing homelessness are known to suffer disproportionately from chronic health issues including mental illness and substance use disorders. Homelessness during pregnancy is a known risk factor for adverse birth outcomes such as low birthweight and preterm delivery.[76] Supporting legislation and organizations that aim to connect expectant and new mothers with stable housing and needed social services is thus essential for improving obstetric outcomes.

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MAPS AND FIGURES

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2 The Healthy Eating + Active Living Index is original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter and a detailed methodology is in Appendix B.

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4 NYC EH Data Portal, Healthy eating data. Unhealthy food access, 20161

5 Centers for Disease Control and Prevention PLACES: Local Data for Better Health. Prevention, Health Insurance. 2022

6 US Census ACS 5-Year and Behavioral Risk Factor Surveillance System (CDC), 2024.

7 NYS School-Based Health Alliance, Our Children's Health and Education Mapping Tool, 2025.

8 NYC Civilian Complaint Review Board, 2024.

9 NYC OTI LiDAR Capture, 2017.

10 NYC DOT, New York City Bike Routes, 2025.

11 Citi Bike BGFS Feed, 2025.

Climate Element

Brooklyn, like everywhere else in the world, is not immune from the threats of climate change.

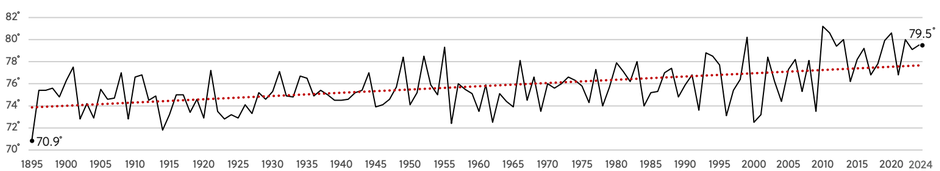
In recent years, the borough has seen an increase in climate-related emergencies, such as decreased air quality from wildfires, days of extreme heat, and surprise stormwater floods. But in many communities, especially low-income communities of color, climate change adaptation isn't just about emergency response. On a regular day, these Brooklynites experience worse air quality, are more vulnerable to th impacts of heat and flooding, and are more likely to live near polluting facilities such as toxic peaker power plants or last-mile delivery warehouses.

With the new Federal administration rolling back environmental regulations, protections, and funding, it is more important than ever that our State and local governments increase their commitments, and that everyday New Yorkers understand how to do their part.

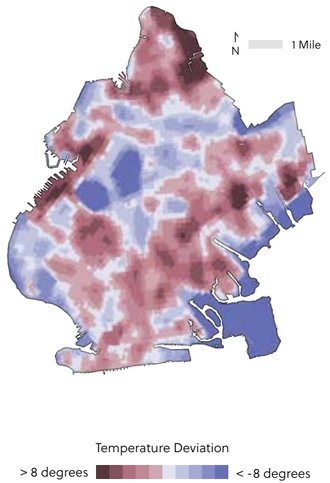
The State has new opportunities for sustainability projects to be funded under the Environmental Bond Act and the Climate Change Superfund Act (though this is currently being challenged in court), and is developing guidelines for the Cap and Invest program to hold polluters accountable for failing to meet greenhouse gas pollution mandates. Brooklyn's elected officials and advocates must stay informed about and continue to advocate for these funding opportunities and ensure that Brooklyn receives its fair share of resources.

The Climate Element imagines a borough that is resilient to and prepared for climate change, with strong partnerships between government and community-based organizations that center environmental justice (EJ) and a just transition, where the communities impacted the most by climate change and environmental hazards are the first to benefit from green jobs, investments, and interventions.

1. BROOKLYN AVERAGE JULY TEMPERATURE, 1895-2024



2. OUTDOOR TEMPERATURE DEVIATION FROM THE MEAN

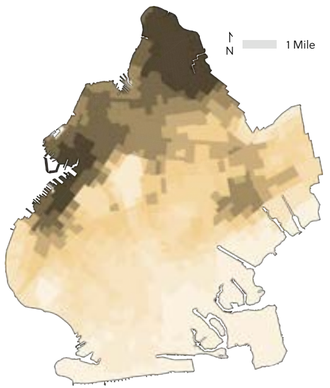


Temperature Deviation

> 8 degrees < -8 degrees

Temperature deviation from the mean uses satellite data across a range of dates and times to assess local temperatures relative to Brooklyn as a whole. Areas shown in darker red are typically hotter than average, and areas shown in purple tend to be cooler than average.

3. POLLUTION RISK INDEX: PM2.5, NITROGEN DIOXIDE , NITRIC OXIDE, OZONE, BLACK CARBON

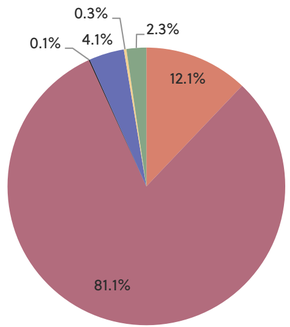


Level of Pollution

More Polluted Less Polluted

Neighborhoods north of Prospect Park and areas with concentrations of industrial activity experience higher levels of pollution, particularly in North Brooklyn and within the Southwest Brooklyn Industrial Business Zone in Red Hook, Gowanus, and Sunset Park.

4. 2023 ENERGY PRODUCTION BY FUEL SOURCE IN DOWNSTATE NEW YORK



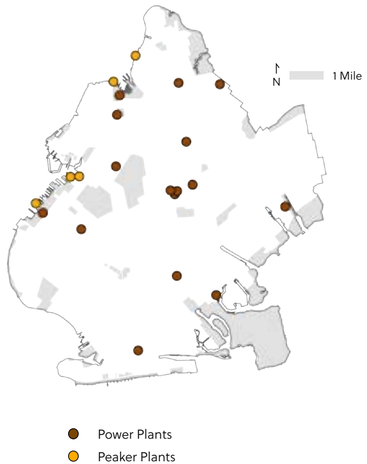
Dual Fuel (Gas + Oil) Solar

Gas Hydro

Other Renewables Oil

In 2023, energy production in downstate New York was dependent on dual fuel sources (gas and oil), which accounted for 81.1% of total generation, while other sources such gas (12.1%), hydro (4.1%), and renewables such as solar and wind made up only a small fraction, highlighting the persistent reliance on fossil fuels in the region.

5. POWER PLANT LOCATIONS



Peaker power plants provide backup power during periods of high demand. These highly polluting facilities run on fossil fuels, cost rate payers money, and contribute to disparate health outcomes in communities of color.

Objective 1:
Support a just transition to green renewable energy.

Perhaps the most important tool we have to fight climate change is renewable energy. To be truly effective in ending our reliance on fossil fuels, we must green our energy grid. Both the City and State have ambitious goals for this—the Mayor's Office of Climate and Environmental Justice (MOCEJ) states its goal to transition the city's energy grid to 100% zero emissions by 2040, and the State's Climate Leadership and Community Protection Act (CLCPA) aims to have 70% of the state's energy grid powered by renewables by 2030.[1,2] With active opposition at the Federal level, getting there will require a mix of interventions—large-scale, State-supported projects such as hydropower and offshore wind; citywide efforts such as implementation of NYC's building emissions regulations as defined by Local Law 97; and local collaborations such as community solar and microgrids.

Strategy 1: Support the development of large-scale renewable energy projects.

To meet the goals outlined in the CLCPA, New York State must work with the private sector to develop renewable projects large enough to meet NYC's high demand. As of early 2025, only two—Equinor's Empire Wind 1 offshore wind project and the Champlain-Hudson Power Express (CHPE) hydropower pipeline—were expected to be operational by the end of 2026.[3] (However, the Trump Administration halted and then restarted work on Empire Wind 1, and CHPE may face headwinds because of tariffs.) Cost increases related to inflation and global supply chain delays have already delayed or canceled other planned projects, and lack of support from the new Federal administration presents continued challenges for development of new ones.[4]

State and local authorities must collaborate to support ongoing and proposed projects and the associated benefits they bring to our communities. For example, Equinor is building out its facility at the South Brooklyn Marine Terminal, which has already created an estimated 1,000 union construction jobs. They have also launched the Offshore Wind Innovation Hub and Learning Center at Industry City and created a $5 million Ecosystem Fund to support local communities, in addition to other investments.[5]

Action: Build Public Renewables.

In 2023, the State legislature passed the Build Public Renewables Act, authorizing the New York Power Authority (NYPA) to plan, construct, and operate renewable energy projects using union labor. Implementation is off to a slow start, with NYPA adopting a plan in January 2025 to build only 3.5 gigawatts (gw) of power generation, stating it may add another 3 gw later this year.[6] The Fiscal Year (FY) 2026 State budget includes $200 million for NYPA to undertake renewable energy development, which is a step in the right direction. Advocates statewide are calling for the State to increase its commitment to 15 gw of renewables by 2030 to help meet State energy targets.[7]

Action: Engage local manufacturers in the supply chain.

Large-scale renewables require a significant contribution from the manufacturing sector, including everything from component parts to office furniture. Brooklyn's Industrial Business Zones (IBZs) present an opportunity for the renewables industry to utilize existing businesses or locate their own supply chains locally. Waterfront sites in particular can be useful for offshore wind and/or other industries that either rely on water for shipping already or would benefit from transitioning to waterborne freight. NYS Energy Research & Development Authority (NYSERDA)'s $500 million investment to establish an offshore wind supply chain in New York is an example of how government can subsidize this effort.[8]

Strategy 2: Support community-scale efforts to transition to renewable energy.

The City and State offer incentives for property owners to transition off fossil fuels and decrease reliance on the city's energy grid. Additionally, local policies support this transition, including Local Law 97 of 2019, which sets emissions limits on individual buildings. To facilitate this, in 2023 the City Council passed City of Yes for Carbon Neutrality, a set of zoning tools to ease restrictions on property owners' ability to install the necessary technology, such as solar panels, battery storage, air-source heat pumps, and geothermal energy systems. Many local organizations provide workforce training to support these efforts, with a range of related jobs including conducting energy audits and feasibility analysis, installation, and maintenance.

Communities can also collaborate using these tools, such as community solar, which pairs large rooftop solar installations with local residents to lower their energy bills. For example, Sunset Park Solar, a partnership between UPROSE and the NYC Economic Development Corporation (EDC), will be the first cooperatively owned community solar project in NYC, pairing a 685 kilowatt (kw) solar installation at Brooklyn Army Terminal with 200 community subscribers who will save 15% on monthly energy bills.[9]

Action: Expand the NYS Residential Solar Tax Credit.

The State currently allows homeowners to claim a 25% tax credit capped at $5,000 for the cost of installing solar. However, the tax credit does not extend to battery storage and is not refundable, meaning low- and fixed-income New Yorkers cannot access it. NYS should expand this tax credit to energy storage, raise the cap to $10,000, and make it refundable.

Action: Increase access to solar for low- and moderate-income Brooklynites.

In April, the NYS Public Service Commission reallocated funds from the NY-Sun Solar Program, which provides incentives for home and business owners to install solar, including in low- and moderate-income communities. The PSC determined that NY-Sun had made significant progress toward its goal of 10 gw of solar energy statewide by 2030, demonstrating the program's success. The State should pass the Accelerate Solar for Affordable Power (ASAP) Act to set an updated distributed energy goal and re-allocate funds toward the NY-Sun Program.

Locally, Borough President Reynoso committed $2 million of capital funding to the NYC Department of Housing Preservation and Development (HPD) to support installation of solar panels on new and existing affordable housing in Brooklyn. Last year, HPD allocated $230,520 of this funding for rooftop solar to be installed at the Second Atlantic Terminal Mitchell-Lama development, three 15-story residential buildings in Fort Greene, which will undergo rehabilitation work supported by HPD.

Action: Support community ownership models for Distributed Energy Resources (DERs).

Like the Sunset Park Solar project, communities can take ownership of their energy resources. For example, Borough President Reynoso has been supporting the Brooklyn Communities Collaborative (BCC) in their efforts to pilot a Civic Virtual Power Plant (VPP) in Brownsville and East New York. A VPP is a network of distributed energy resources, such as batteries, solar panels, EV chargers, and smart thermostats, that are aggregated to provide services to the electric grid.[10] BCC's model partners anchor institutions (such as hospitals and schools) with local residents to install and utilize clean energy, reducing reliance on the grid and creating local jobs.[11]

Objective 2:
Improve environmental conditions.

Environmental burdens are not evenly distributed around the borough. It is no coincidence that the State's designated "Disadvantaged Communities (DACs)" and the City's designated "EJ Areas" closely mirror areas of historical redlining.[12] According to the MOCEJ's 2024 Environmental Justice (EJ) report, "Historically, NYC's low-income communities and communities of color bore the disproportionate burden of polluting infrastructure while simultaneously experiencing disinvestment in environmental benefits such as parks and natural resources, and solid waste pickup."[13] The legacy of this disinvestment persists today, disproportionately impacting communities with poor air quality, extreme heat, toxic sites, and waste processing facilities.

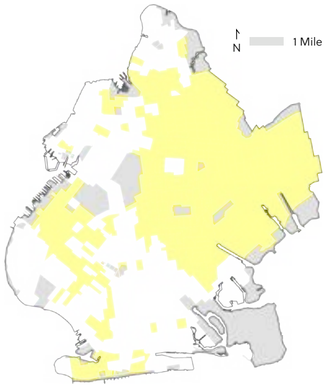
Strategy 1: Improve indoor and outdoor air quality.

Last year, air quality emergencies from wildfires called attention to the negative health impacts of poor air. But for some Brooklynites, especially in low-income communities of color, poor air quality is an everyday concern. Fine particulate matter ($PM_{2.5}$), which includes dust, pollen, mold, combustion particles, compounds, metals, smoke and soot, and emissions, is correlated with the development of asthma and other lung diseases. City data shows that NYC air quality varies widely by type of pollutant, location, and over time.[14] Recent NYS Department of Environmental Conservation (DEC) data shows that the worst annual pollutant levels occur in the environmental justice communities of Greenpoint, Williamsburg, and Bushwick; the Brooklyn-Queens Expressway (BQE) corridor including Gowanus, Red Hook, and Sunset Park; along the Belt Parkway in southern Brooklyn; and in eastern Brooklyn along corridors such as Atlantic Avenue and Linden Boulevard.[15] Unsurprisingly, asthma hospitalizations are higher than average in many of these areas.[16]

One major contributing factor to poor air quality is truck traffic. The consumer expectation of quick deliveries has led to the rise of last-mile warehouse facilities, which generate more truck trips per day than other warehouse types. Commercial delivery trucks largely run on diesel engines, which emit higher levels of $PM_{2.5}$ and nitrogen oxide (NO_x) than gasoline-powered trucks.[17] This has an outsized impact on communities where these facilities are concentrated, such as Red Hook and Sunset Park.[18] Commercial waste trucks also remain a problem on Brooklyn's streets, as the Commercial Waste Zone (CWZ) program, expected to curb truck trips from this industry by 50%, has yet to be fully implemented.[19]

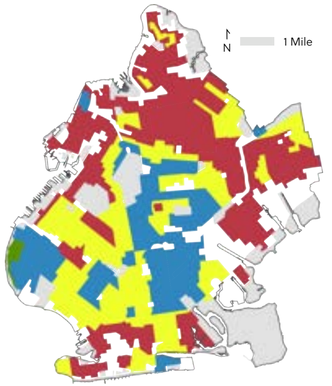
Every year, Brooklynites make thousands of indoor air quality, asbestos, and mold complaints to 311. Indoor air quality complaints

6. BROOKLYN DISADVANTAGED COMMUNITIES (STATE DESIGNATION)



The State determined disdvantaged communities based on environmental burdens, public health indicators, and socioeconomic factors. These areas face higher risks from climate change, pollution, and economic disinvestment, and are prioritized for targeted investments and benefits under the Climate Leadership and Community Protection Act (CLCPA).

7. REDLINING MAP OF BROOKLYN

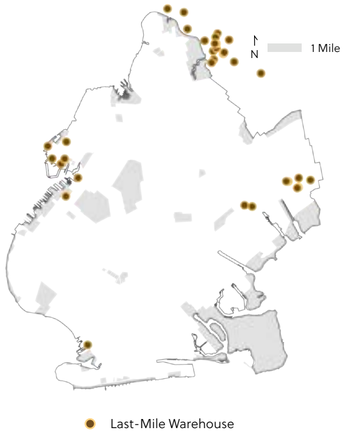


In the 1930s, the Home Owners' Loan Corporation (HOLC) assigned grades to cities across the country. Areas marked "D" shown in red were deemed "hazardous" for investment—often home to Black, immigrant, and low-income populations—leading to decades of disinvestment, segregation, and structural inequality.

8. BROOKLYN ENVIRONMENTAL JUSTICE AREAS (CITY DESIGNATION)

The NYC Mayor's Office of Climate and Environmental Justice (MOECJ) identified Environmental Justice Areas in NYC as the low-income communities of color that face higher exposure to pollution, climate risks, and inadequate infrastructure, in addition to historical disinvestment.

9. LAST-MILE WAREHOUSES IN BROOKLYN AND QUEENS



Last-mile warehouses are facilities that enable fast delivery of products to consumers. In Brooklyn, they are clustered in Red Hook, Sunset Park, and East New York, raising concerns about truck traffic, pollution, and environmental impacts in the surrounding and largely disadvanted communities.

are more frequent and widespread across the borough than asbestos and mold complaints, although they are correlated. Asthma rates and concentration of these complaints are highest in neighborhoods of color in north, central, and eastern Brooklyn, such as Brownsville, Flatbush, East New York, and Bushwick.

Action: Pass an Indirect Source Rule (ISR) to regulate last-mile warehouses.

Thanks to advocacy from residents in impacted communities, the Adams administration has committed to developing an ISR to regulate emissions from truck traffic to and from last-mile warehouses. The existing version of Intro 1138-2024 needs more detail to ensure that it will truly provide relief for adjacent neighborhoods. The Clean Deliveries Act provides a model. This State-level proposal would require warehouse operators to create an air emissions reduction and mitigation plan, choosing from a menu of options for compliance, including use of zero-emission vehicles or other alternative transportation options, installation of solar panels and/or battery storage on site, or payment of fees.

Action: Address commercial traffic with innovative programs.

Multiple City agencies have proposals to limit the impact of truck traffic. For example, the NYC Department of Transportation (DOT) recently announced new incentives for businesses to switch their truck fleets from diesel to clean energy and to make deliveries outside of peak hours in order to reduce congestion and emissions. DOT has also launched a pilot program for micro-distribution hubs, where companies can offload packages to a centralized location onto cargo bikes and hand trucks for the last mile of delivery (see the Transit + Freight Element). Through the Blue Highways initiative, the NYC Economic Development Corporation (EDC) is looking to move goods by barge instead of trucks when feasible (see the Jobs and Transit + Freight Elements). All these programs can and should be expanded, fast-tracked, and promoted to address emissions from commercial truck traffic.

Action: Rightsize the NYC municipal fleet.

The City owns approximately 28,000 vehicles. While some of these include heavy-duty and other specialized types of vehicles such as sanitation trucks and fire engines, almost 12,000 of them are "light duty" vehicles such as a typical sedan. Local Law 140 of 2023 requires the City to purchase low-emission vehicles when feasible and to transition the light- and medium-duty fleet (including school buses) and the heavy- and specialized-duty fleet to zero-emissions by 2035 and 2038, respectively, barring outstanding cost concerns.[20] However, the City could do more to eliminate use of unnecessary vehicles that contribute to emissions and air pollution. The Department of Citywide Administrative Services (DCAS) should conduct an assessment to determine how and why its vehicles are being used. Municipal employees should be encouraged to use public transit by default and use vehicles only as a last resort.

Action: Implement Commercial Waste Zones (CWZ) citywide.

In 2019, as a member of the City Council, Borough President Reynoso and the Department of Sanitation (DSNY) passed legislation creating the CWZ program. Historically, the private commercial waste industry has been plagued by inefficient routes, dangerous and polluting vehicles, and unsafe working conditions. When fully implemented, the CWZ program will divide the city into 20 zones, with three carters selected to work in each zone. DSNY estimates that, among other benefits, this will reduce the industry's vehicle miles traveled by 12 million miles per year, making a significant impact on emissions reduction.[21] DSNY has implemented the first pilot CWZ district in Queens but recently announced that the program's full rollout will not be completed until 2027, which is too long to leave communities waiting for cleaner air, safer streets, and good jobs.

Action: Invest in planning and implementation of a comprehensive, EJ-centered plan to transform the entire BQE corridor.

Data shows traffic along the BQE corridor as the largest consistent source of air pollution in the borough.[22] In 2024, DOT released *BQE North and South: Safe, Sustainable, Connected*, a vision for the corridor that includes enhanced streetscapes, activations under the elevated highway, and capping the highway in certain places to create open space and reconnect communities. Advocates have responded to this plan by calling for the funding and implementation of community-developed environmental projects such as BQGreen, a plan to deck over the BQE and create new open space in Williamsburg's Southside, and the Sunset Park Greenway-Blueway, a pedestrian and bicycle path that would connect Sunset Park to the waterfront and the borough's existing greenway network (see more on the BQE in the Transit + Freight Element).[23]

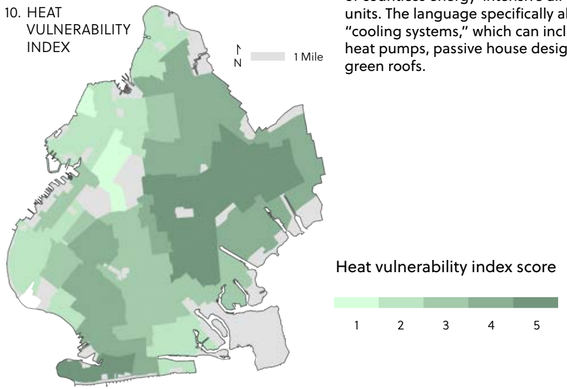
Action: Create indoor air quality standards and increase monitoring and repairs.

The City Council should pass a package of bills (Intros 0387-0390-2024) that will create indoor air quality standards for municipal buildings and schools and increase air quality monitoring in certain residential and commercial buildings.

Strategy 2: Address heat vulnerability.

Long-term exposure to extreme heat strains the cardiovascular system and raises the risk of health issues such as heart and kidney failure.[24] The NYC Department of Health and Mental Hygiene (DOHMH) estimates that 350 New Yorkers die prematurely every year because of hot weather, with Black New Yorkers twice as likely to die from heat stress than white New Yorkers.[25] The agency's Heat Vulnerability Index (HVI) takes into account surface temperatures, green space, access to home air conditioning, and the percentage of residents who are low-income or non-Latino Black, and shows wide disparities.[26] 2024 was the hottest year on record, and this warming trend shows no signs of slowing because of climate change.[27]

10. HEAT VULNERABILITY INDEX



Action: Pass legislation to regulate indoor air temperature.

Large disparities exist in the borough between those who have access to air conditioning at home and those who don't. In addition to exacerbating heat vulnerability, this creates a situation where landlords can weaponize hot weather against their tenants in the same way we've seen landlords refuse to turn on the heater or repair broken radiators in colder months.

Intro 994 of 2024, introduced by request of Borough President Reynoso, would require that from June 15 to September 15, landlords maintain a maximum indoor air temperature of 78°F when the outdoor air temperature is 82°F or higher. It is important to note that this bill does not necessarily call for the installation of countless energy-intensive air conditioning units. The language specifically allows for "cooling systems," which can include air-source heat pumps, passive house design, and cool or green roofs.

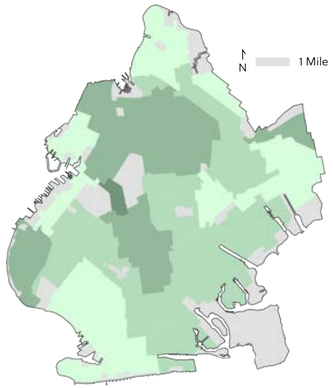
Action: Plant more trees, especially in high-heat-vulnerability neighborhoods.

Increasing tree canopy is an impactful, evidence-based way of mitigating heat island effect, which can cause temperatures to vary by as many as 5°F from one neighborhood to another.[28] Trees capture and store pollutants, provide cooling by blocking solar radiation onto streets, and absorb rainwater, helping with stormwater management. A recent study shows that daytime air temperature is significantly reduced when tree canopy covers 40% or more of a city block.[29] Unfortunately, the tree canopy is not equally distributed across Brooklyn. The upcoming Urban Forest Plan, as mandated by Local Law 1065 of 2023, aims to increase NYC's canopy coverage from 22% to 30%. The neighborhoods of Canarsie, East New York, Sunset Park, and East Williamsburg, among others, all experience heightened urban heat island effect. Given the well-substantiated impact that increased tree canopy can have on reducing temperatures, these neighborhoods must be prioritized in the effort to increase tree canopy coverage. Studies have also shown that street trees are able to reduce the concentration of $PM_{2.5}$, so areas with the highest concentrations of that pollutant, such as the neighborhoods along the BQE and much of the western portion of the borough, should be prioritized as well.

Action: Expand the Cool Roofs program.

The NYC Cool Roofs program began in 2009 as a means to address climate change by installing reflective rooftops to help cool buildings and conserve energy. In 2015, it transitioned into a workforce development program for individuals seeking experience and credentials to work in the construction sector. Cool rooftops can reduce internal building temperatures by up to 30%.[30]

11. TREE CANOPY COVER



Percent of area that is tree canopy

Less than 15% — More than 25%

12. SUPERFUND SITES

Strategy 3: Remediate toxic sites.

Three of the city's four active Superfund sites are in Brooklyn (and the fourth is right across the border in Ridgewood, Queens). The U.S. Environmental Protection Agency (EPA) designates these sites as being toxic enough to require intensive cleanup, ideally holding the polluters, when they can be identified, responsible for the cost. The EPA designated the Gowanus Canal and Newtown Creek waterways as Superfund sites in 2010 and designated the Meeker Avenue Plume, a roughly 45-block area in eastern Greenpoint contaminated by chlorinated solvents from former factories and dry cleaners, as a Superfund site in 2022.[31] NYC and NYS also provide incentives for the cleanup of other polluted former industrial sites (known as brownfields), and the State's Brownfield Opportunity Areas (BOA) program provides community-based organizations with funding and assistance to create local plans for redevelopment in these areas.

Action: Support local Superfund Community Advisory Groups.

Each designated Superfund site has a Community Advisory Group (CAG) that works directly with the EPA to advise on the process and promote community engagement. Especially with unclear future support from the Federal government, local CAGs will need support from elected officials to hold the EPA accountable for completing remediation that is timely and ensures public safety.

Action: Utilize the BOA program.

The NYS Department of State's BOA program provides grant funding and technical assistance to CBOs to undertake neighborhood-focused plans for areas with high concentrations of brownfield sites. Multiple Brooklyn neighborhoods have benefited from this program; for example, in 2017 Evergreen and WXY released the North Brooklyn BOA study, making recommendations for the future of polluted industrial sites as well as zoning and policy changes in the North Brooklyn IBZ.[32] The State recently reopened applications for the program after a pause.

Strategy 4: Increase diversion of waste from landfills.

Increasing our diversion rate from landfill helps the city by reducing greenhouse gas emissions from landfills and waste trucks, keeping plastics out of our environment, and promoting cost efficiencies that save the City money. Our current diversion rate of around 20% is lower than the national average (about 32%) and is far from the City's codified goal of sending zero divertible waste to landfills by 2030.[33,34]

Organic waste is a particular issue—just over one-third of the approximately four million tons of residential waste that New Yorkers produce every year is organic material suitable for composting, including food scraps, yard waste, and food-soiled paper. This material traditionally travels from our homes and businesses by truck to landfills or incinerators, where it becomes the most significant contributor of waste-related greenhouse gas emissions.[35] DSNY recently expanded curbside compost collection citywide, but utilization of this program remains low, and the mayoral administration paused enforcement shortly after it started.

Action: Reduce food and plastic waste in schools.

NYC schools generate more than 80 million pounds of refuse every year, and while all schools now separate food scraps as of May 2024, contamination (putting material in the wrong bin) remains an issue, especially with plastic in the food waste stream.[36,37] Local organization Cafeteria Culture piloted a program at P.S. 15 in Red Hook from 2022-2023 that included three interventions: Plastic-Free Lunch Day, which addressed plastic food packaging; a Reusables Intervention, partnering with local organizations for four weeks to provide reusable cutlery and cups and wash them; and Mindful Choice Meals, which allowed students to choose their own options for a complete meal. They found that through these replicable programs, they could reduce food waste by up to 50% per student and plastic waste by up to 99% per student.[38]

Action: Improve waste containerization and create a save-as-you-throw program.

As DSNY moves to containerize trash and organic waste, recycling must be considered as well, in the form of shared, on-street containers that give users options for all three types of separated waste. To be most effective, containerization should be paired with a save-as-you-throw model. This idea, which loosely means creating economic incentives for waste diversion, has been adopted in 7,000 American cities using various methods (generally bins and/or bags priced by size, with cheaper or even free rates for everything except waste going to landfill).[39] Moving to containerization presents an opportunity to revisit creating such a program for NYC.

Action: Expand local composting.

As participation in the curbside organics collection program increases, DSNY should identify sites in the five boroughs to process organics through traditional composting methods. Composting locally has economic benefits for our communities and avoids the pitfalls of anaerobic co-digestion, which the City currently uses at the Newtown Creek Wastewater Treatment Plant to process food scraps alongside wastewater. Anaerobic co-digestion can create increased emissions and toxic byproducts. Intro 696-2024 would mandate local composting by requiring the City to establish 180,000 wet tons of organics processing capacity in each borough.

The mayoral administration should also baseline funding for community composting organizations, which provide an important resource by diverting millions of pounds of food waste from landfills every year; providing free compost to parks, community organizations, street tree maintenance, school gardens, botanical gardens, and community gardens; creating jobs; and playing a critical role in educating youth and the public about the value and mechanics of composting.

Objective 3:
Improve Brooklyn's climate change resiliency.

According to the NYC Panel on Climate Change (NPCC), climate-related emergencies will increase in frequency and severity in NYC in the coming years as sea levels continue to rise and average annual temperatures and precipitation levels continue to increase.[42]

Strategy 1: Mitigate coastal and stormwater flooding.

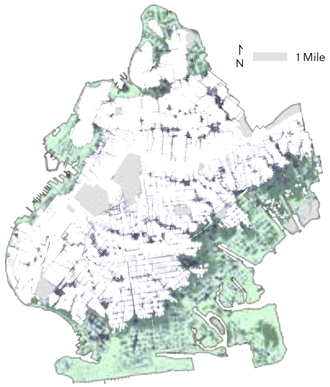
As sea levels rise, coastal flooding projections for Brooklyn are concerning. By the year 2050 and based on high estimates (sea level rising by 31 inches), all of Sea Gate, Coney Island, Brighton Beach, and Manhattan Beach will likely fall in the 100-year floodplain (1% chance of flooding on any given year), and by 2080, most of Coney Island is anticipated to be affected by high tides on a regular basis. Red Hook and portions of Greenpoint will also see increased coastal flood risk.

As opposed to coastal flooding, stormwater flooding occurs because of extreme rainfall events. Some predictions anticipate NYC will experience 30% more annual rainfall and 1.5 times as many days with an inch or more of rain by the end of the century.[40] These storms can be very dangerous. On September 29, 2023, parts of Brooklyn saw more than seven inches of rain, flooding basement apartments and streets and disrupting subway and bus service.[41]

Action: Support nature-based solutions for flood management.

One of the best ways to alleviate flooding is to increase opportunities for water to be absorbed before it makes its way into streets, homes, and sewers. We have many tools for this, known broadly as "green infrastructure." Green infrastructure interventions can happen at many scales, from developing new open spaces such as Shirley Chisholm State Park; to building-scale efforts such as installing a green roof or changing a yard from paved to planted; to street-level interventions such as rain gardens and porous pavement.

13. FUTURE FLOODPLAIN AND STORMWATER FLOODING



While most of Brooklyn's southern coast is in the 100-year floodplain (meaning there is a 1% annual chance of a flood like the one shown on the map), inland areas can still experience significant flood risk from heavy rain events.

Strategy 2: Prepare Brooklyn for climate emergencies.

Even as the City works to mitigate impacts and increase resiliency, government and community actions cannot fully prevent emergency situations such as days of extremely poor air quality, extreme heat, and flooding. Government must work with communities to ensure that they are prepared for these events and are ready to take action to mitigate the worst impacts. Ultimately, a regularly updated comprehensive plan can become a tool to address the long-term future of the city's most vulnerable areas and start to tackle hard choices about where development is and is not appropriate.

Action: Expand community-based preparedness efforts.

NYC Emergency Management (NYCEM) provides preparedness resources for property owners, business owners, and local groups such as faith-based institutions, community-based organizations, community boards, and tenant associations to use to assess their vulnerability to emergencies, develop emergency plans, and create community response networks.[43] The NYC Department of Environmental Protection (DEP)'s Adopt-a-Catch-Basin program, which engages Greenpoint residents in clearing storm drains to mitigate flooding, is an example of partnership between the City and residents that should be expanded boroughwide.

Action: Create a response plan for air quality emergencies.

Intro 0074-2024 would require NYCEM to develop and implement a plan to address air quality emergencies, including identifying other agencies NYCEM must contact and circumstances under which NYCEM would call upon other jurisdictions for assistance, creating "clean air centers" for public use, creating public information protocols, and limiting of use of motor vehicles in the City's fleet during an emergency.

Action: Bolster Brooklyn's infrastructure.

Large-scale resiliency projects, such as the recently approved Red Hook Coastal Resiliency Plan, are necessary for long-term sustainability but require coordination between local, Federal, and State governments, which may prove an increasing challenge under this Federal administration. Improved local coordination is key to ensure that infrastructure interventions can happen where needed, prioritizing green and nature-based solutions when practicable.

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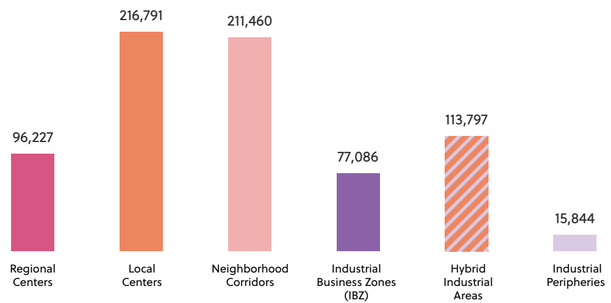
Jobs Element

The Jobs Element envisions a Brooklyn where economic growth translates into opportunity for all residents. This means supporting small businesses, ensuring industrial and commercial areas remain hubs of economic activity, modernizing infrastructure, improving freight and logistics networks, and investing in workforce development programs.

By prioritizing job quality, stability, and accessibility, Brooklyn can build a more inclusive economy—one that reflects the borough's diversity, reduces income disparities, and provides economic security for all residents. The Jobs Element includes Objectives and Strategies that create pathways for economic mobility. As Brooklyn remains a high-demand, high-growth borough, we must plan for this growth to be shared by all residents.

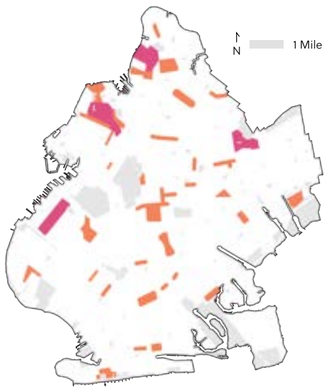
As discussed in the Jobs, Industry, + Economic Prosperity section of the Framework, Brooklyn's economy is anchored by three types of economic places: Commercial Centers, Neighborhood Corridors, and Industrial Places. Together, they account for 82% of all the jobs in the borough. The goals of this Element focus on strengthening the workers and businesses that power these places.



1. TOTAL NUMBER OF JOBS BY ECONOMIC PLACE TYPE

Economic Places of Brooklyn, as Defined in the Framework

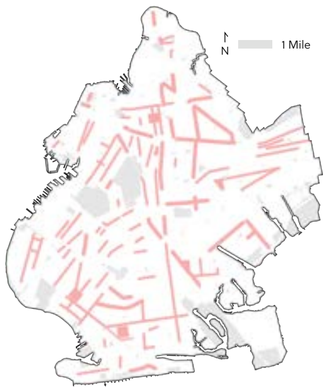
2. COMMERCIAL CENTERS



Regional Centers
Local Centers

Commercial Centers are areas with office buildings and other anchor insitutions such as hospitals, higher education, and civic centers. They also include higher concentrations of retail and entertainment that draw in customers from other neighborhods.

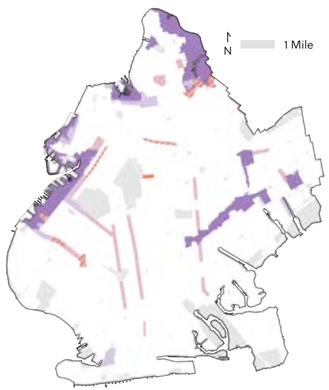
3. NEIGHBORHOOD CORRIDORS



Neighborhood Corridors

Neighborhood Corridors include local retail serving the nearby neighborhoods and do not feature a significant anchor institution.

4. INDUSTRIAL PLACES



Industrial Business Zone
Industrial Periphery
Hybrid Industrial Areas
Regional/Industrial
Local/Industrial

Industrial Places include Industrial Business Zones (IBZs), industrial peripheries, and hybrd industrial areas: commercial corridors and centers with manufacturing businesses and land.

Objective 1:
Promote growth in Brooklyn's manufacturing sector.

Expanding Brooklyn's manufacturing sector is essential for reducing income inequality, enabling more residents to earn a living wage, and supporting economic resilience. The manufacturing industry can provide stable, well-paying jobs and create pathways to middle-class careers for the 66% of Brooklynites over age 25 who don't have a bachelor's degree.[1] The average pay of a manufacturing job in Brooklyn in 2024 was $67,658 per year.[2] This is significantly more than the average wages of other industries that do not require a bachelor's degree, such as the food services industry ($40,387) and the retail trade industry ($50,398).[3] As a persistent housing crisis and the rising cost of living exerts pressures on New Yorkers, supporting accessible, high-paying jobs is critical.

Brooklyn's manufacturing sector is not what it was in the 1960s, as manufacturing demand has moved overseas and diminished with new technology. However, Brooklyn's diverse set of industries, access to freight infrastructure, highly skilled workforce, and strong consumer market will always make it a prime place to build products. Light manufacturing, advanced manufacturing, and smaller-scale manufacturing have seen a renaissance over the last two decades within NYC and Brooklyn specifically.[4]

A strong local manufacturing sector reduces reliance on imports and aligns with climate initiatives, enabling the production of sustainable goods locally. For example, Brooklyn can manufacture components to support supply chains for offshore wind and distributed energy resources such as solar panels and battery storage (see more on this in the Climate Element). Local healthcare institutions can source critical supplies locally. This ripple effect underscores manufacturing's economic power: for every $1 spent in manufacturing, there is a total indirect and/or induced impact (such as business-to-business purchases or changes to household income) of $2.68 to the overall economy, the highest of any economic sector.[5] For example, if a local furniture manufacturer spends $1 million on raw materials, equipment, and wages, the material suppliers receive orders for wood and metal, the transportation companies move the materials, and workers spend their wages at local businesses. In other words, the $1 million leads to $2.68 million in impact.

Strategy 1: Maintain and expand opportunities for new manufacturing land.

To strengthen Brooklyn's industrial sector, the City must prioritize preserving its limited land that is zoned for manufacturing. A key obstacle to manufacturing growth is the ongoing decline of available space. Since 2005, NYC has lost a significant percentage of its manufacturing land because of rezonings favoring residential use, including both developer-initiated rezonings and City-initiated, neighborhood-wide rezoning plans. While addressing the housing crisis is essential, it should not come at the expense of the City's ability to create and support high-paying industrial jobs. The erosion of manufacturing land has led to a manufacturing vacancy rate as low as 4.6%—a stark contrast to 12% for retail and 23% for office space.[6] This scarcity drives competition among manufacturers, causing rents to increase and further straining the sector.

Action: Use land use oversight power to support manufacturing.

Borough President Reynoso commits to never supporting manufacturing-to-residential rezoning proposals inside IBZs and their surrounding ombudsman areas (which are also zoned for manufacturing uses).

Action: Create and implement new Manufacturing Districts that require manufacturing uses.

In 2024, the City Council passed City of Yes for Economic Opportunity, including the creation of three new manufacturing zoning districts that also allow for commercial and community facility uses in addition to manufacturing uses. In Brooklyn in 2024, retail and commercial spaces had average asking rents of $55.97 and $54.92 per square foot, respectively, while industrial spaces in Brooklyn averaged $27.28 per square foot.[7] Developers will inevitably opt to create spaces for retail and commercial uses if given the option. Moreover, this imbalance leads to economic pressure and speculation on the landowners of manufacturing-zoned properties, dissuading investment and encouraging owners to flip their properties from manufacturing to residential or commercial. For this reason, the City must require manufacturing uses in Manufacturing Districts.

Strategy 2: Expand economic support to manufacturing businesses.

An obstacle preventing the growth of Brooklyn's manufacturing sector is the extremely high cost of doing business in the city. The outer boroughs of NYC have the most expensive manufacturing rent in the United States.[8] This is exacerbated by the high cost of necessary expenses such as healthcare for employees, utilities, and property taxes. The NYC Department of Small Business Services (SBS) and the NYC Economic Development Corporation (EDC) offer a variety of services for manufacturing businesses. Yet many businesses still struggle to afford their costs.

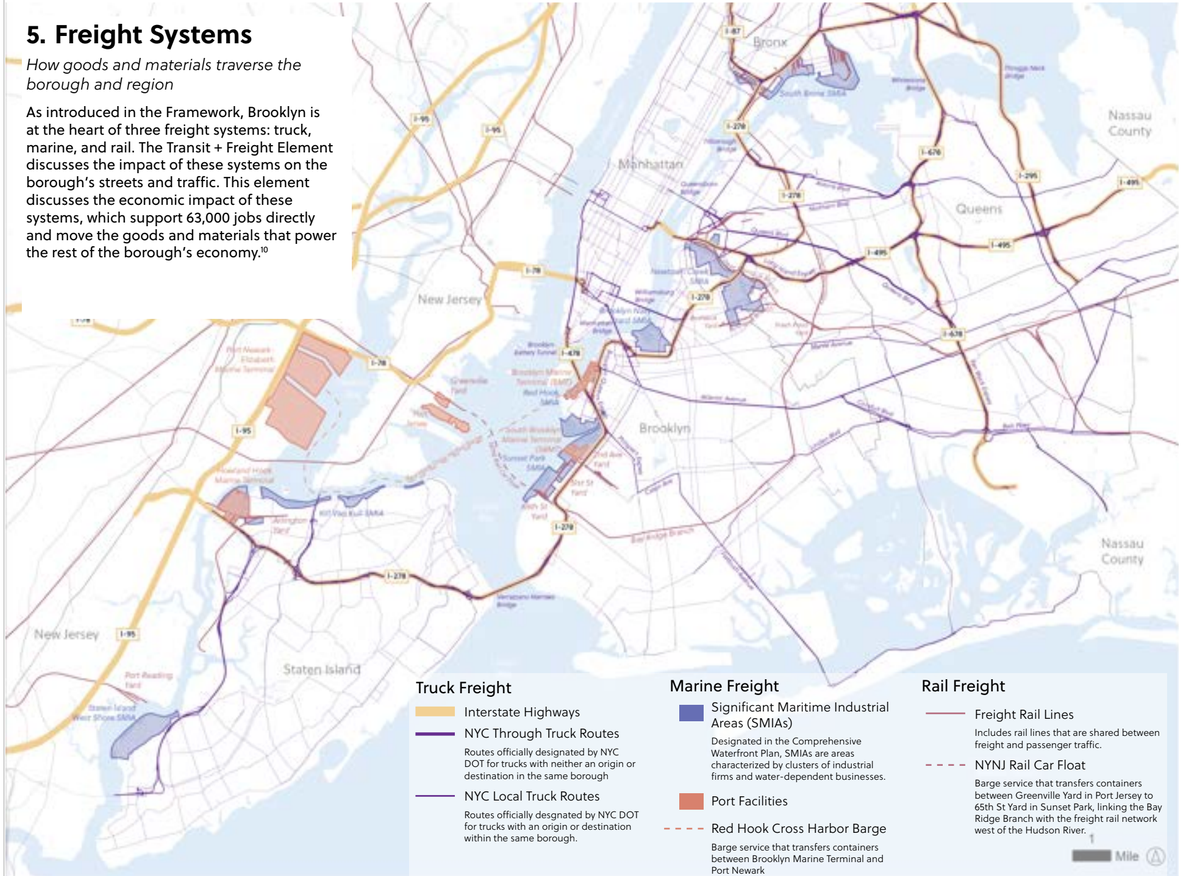
Action: Adequately fund Industrial Business Service Providers (IBSPs) to support local manufacturing businesses.

Citing increased costs across the board and years of static funding, IBSPs are advocating for a 50% increase in their allocation in the City budget, indexing this funding to inflation, and shifting their contracts from one to three years. This funding increase is a smart investment, especially because IBSPs can leverage other public and private funding sources to make sure every dollar goes further. A 2020 analysis of IBZs found that while they have successfully preserved industrial land, they have driven similar levels of new business formation and employment rates as non-IBZ areas, which underscores the need to pair land preservation with stronger business support through IBSP funding.[9]

5. Freight Systems

How goods and materials traverse the borough and region

As introduced in the Framework, Brooklyn is at the heart of three freight systems: truck, marine, and rail. The Transit + Freight Element discusses the impact of these systems on the borough's streets and traffic. This element discusses the economic impact of these systems, which support 63,000 jobs directly and move the goods and materials that power the rest of the borough's economy.[10]



Objective 2:
Invest in freight and port infrastructure.

Brooklyn relies on the efficient movement of freight and, in many cases, available port operations. NYC's ports are what once made it a major hub for freight and manufacturing, though both have declined in recent decades. Enhancing our infrastructure will both attract and retain manufacturers and stimulate economic growth and job creation in the borough. Existing freight rail infrastructure in Brooklyn is insufficient to meet current demands, leading to an overreliance on trucking, which contributes to congestion and environmental concerns and disincentives local production. Additionally, key maritime assets such as Brooklyn Marine Terminal require modernization to handle contemporary shipping needs effectively.

Strategy 1: Maximize the potential for shipping and industrial jobs along Brooklyn's waterfront, including Brooklyn Marine Terminal (BMT).

BMT is a 122-acre facility in Red Hook that includes the Brooklyn Cruise Terminal, the home port for NYC Ferry, and Red Hook Container Terminal (RHCT). BMT is a critical piece of NYC's working waterfront, yet decades of disinvestment and infrastructure decay have left much of its potential untapped. Prioritizing the redevelopment of BMT for maritime and industrial use is essential.

Investing in pier rehabilitation and expanding cargo operations would strengthen the city's freight infrastructure, reducing reliance on truck-based transport while supporting regional supply chains. As the only port serving NYC east of the Hudson River, maximizing BMT's industrial capacity is not just an economic opportunity—it is a necessity for a more resilient, efficient, and sustainable freight network. In recent reporting, Steven Packin, President of D&M Lumber, said it clearly: "If we had more space, we'd bring in more ships to Brooklyn. It's as simple as that."[11] Additionally, the loss of Williamsburg's industrial waterfront to housing development further underscores the need to preserve and expand Brooklyn's remaining industrial waterfront.

Action: Maintain port operations within BMT, with no residential uses interfering with port and industrial activities within the IBZ and Industrial Periphery.

The port footprint should be expanded to at least 80 acres, and the port must receive the infrastructure investment it needs to sustain it as a public good for our city.

Action: Modernize the Red Hook Container Terminal (RHCT).

City investment in the modernization of the RHCT will improve its capacity and efficiency, making it more attractive to manufacturers relying on maritime shipping. The terminal is a gateway for food and beverage importers, eliminates over 30,000 annual truck trips, and employs more than 400 people. Yet it requires infrastructure improvements to increase cargo operations. Upgrading piers would expand its potential.

Action: Implement the Cross Harbor Freight Program (CHFP).

The Port Authority's CHFP proposes building a new freight rail tunnel or enhancing car float operations connecting New Jersey to Brooklyn, which would significantly enhance freight movement and reduce truck traffic. In 2022, Governor Hochul announced that a delayed environmental impact review would be revived and would examine how it could work in concert with the proposed Interborough Express (IBX) transit line.[12] However, no public announcements have been made since, and continued progress will require Federal, State, and local coordination.

For additional discussion of port and rail infrastructure in the context of the borough's transportation needs, refer to Objective 5 of the Transit + Freight Element.

Objective 3:
Retain and expand Brooklyn-based small businesses.

Small businesses—defined as those employing fewer than 50 people—are the cornerstone of Brooklyn's economy. These 57,879 businesses represent 97% of all businesses in the borough, employing hundreds of thousands of individuals.[13] Moreover, when a shopper spends $1 at a small business, 68% is recirculated within the local economy, in contrast to when a shopper spends $1 at a large corporation and only 48% remains in the community.[14]

Though the total number of small businesses in Brooklyn overall has surpassed pre-pandemic levels, many are sole proprietorships and thus small business employment remains lower than pre-pandemic rates.[15] Additionally, while some neighborhoods have rebounded, others have struggled with stubbornly high retail vacancy rates.[16] A range of factors makes it difficult for small businesses to thrive, including complex City regulations, rising commercial rents and taxes, competition from chain stores and e-commerce giants, and restrictive zoning policies.

Fostering a thriving small business ecosystem enables more dollars to stay within Brooklyn and provides jobs for Brooklynites, but to get there we must address the challenges that small businesses face, create a supportive environment for their growth, and ensure that Brooklyn's local economy remains strong and sustainable.

Strategy 1: Promote small business growth and activate commercial spaces.

Brooklyn's storefront vacancy rate currently stands at 11.9%.[17] The vacancy rate is notably higher than in the early 2000s; in NYC, storefront vacancy rates grew from 4% in 2007 to 8% in 2019.[18] Vacant storefronts lead to lost economic activity, fewer local jobs, and reduced foot traffic, which lowers vibrancy and public safety. Improving streetscapes and zoning regulations can significantly enhance the viability of small businesses and foster a more vibrant shopping environment. Streetscape enhancements, such as wider sidewalks, improved lighting, and attractive landscaping create more inviting spaces that encourage pedestrian activity, which can in turn lead to an increase in foot traffic and directly benefit local businesses through higher sales.[19]

Zoning reforms play a critical role in supporting small businesses by allowing for increased density and mixed-use developments. By mapping zoning districts that enable a blend of residential, commercial, and industrial uses, NYC can foster an environment where small businesses thrive alongside a larger customer base.

Action: Activate vacant storefronts and improve façades.

Business Improvement Districts (BIDs), merchants associations, and neighborhood-based groups work with property owners to activate vacant storefronts with art, window displays supporting other local businesses, or pop-up stores for local vendors. Additionally, BIDs, merchants associations, and property owners can take advantage of grants, loans, and tax credits for storefront improvements from the City, State, and Federal government, including specialized programs for low-income neighborhoods and historic buildings.

Action: Enhance pedestrian infrastructure along commercial corridors.

Supporting initiatives to widen sidewalks, improve lighting, add seating, install wayfinding signs, and plant street trees will create a more inviting pedestrian experience. Priority for these initiatives should be given to areas with high retail vacancies and concentrations of small businesses. These changes will improve safety, cleanliness, and walkability, driving increased foot traffic and supporting local businesses.

Action: Establish Special Enhanced Commercial Districts.

Borough President Reynoso supports the NYC Department of City Planning (DCP)'s efforts to map Special Enhanced Commercial Districts along local commercial corridors. This provision would allow for the division of large commercial spaces into smaller floorplates, making these spaces less attractive to big-box retailers and more accessible for small businesses.

Action: Foster a vibrant retail mix.

For projects undergoing land use review, encourage a retail mix of smaller spaces with more storefronts alongside larger spaces. This approach will increase the diversity and accessibility of local businesses, contributing to the overall vibrancy of commercial districts.

Action: Strengthen BIDs and merchants associations.

These organizations can provide critical services such as advocacy, marketing, street cleaning, and infrastructure improvements tailored to the needs of small business owners. Because merchants associations generally have small staffs, a City Council initiative to foster them citywide could be an efficient use of funding and a precursor to adding more BIDs.

Action: Promote City resources for small businesses.

The NYC Department of Small Business Services (SBS) has a variety of grants, loans, programs, and tax incentives available to small businesses. However, many businesses are either unaware of their existence or how to access them, even with SBS's central outreach team that was created to educate merchants about available programs. SBS should continue to promote available resources and facilitate access to professional development courses, legal assistance, financial counseling, and low-interest loans. SBS should also continue to undertake Commercial District Needs Assessments (CDNAs) so Brooklynites can have a better understanding of the commercial corridors in their neighborhoods.

Action: Improve lease notification requirements for commercial tenants in City-leased properties.

Tenants deserve sufficient time to prepare for lease renewals or find alternative spaces. Through legislation, the Department of Citywide Administrative Services (DCAS) should be required to provide at least two years' notice before the expiration of commercial leases in City-leased properties, as proposed in Intro 0191 of 2024.[20]

Action: Update the regulatory framework for street vending.

The City Council should support an updated regulatory framework for street vending to provide an additional avenue for small businesses to thrive, particularly in high-traffic areas where traditional retail space may not be feasible. This would include lifting the cap on vending permits, clarifying where vendors can legally sell (including within two feet of the curb unless there is an obstruction), and creating a clear plan for trash disposal.

Action: Streamline regulatory compliance for small businesses.

The City should pass and implement Intro 1132 of 2024, a proposed law that would require SBS to conduct and publish an annual assessment of the most common regulatory violations in each community district, develop targeted compliance services to assist small businesses, and detail programs and policy recommendations to address these challenges more broadly.[21]

Objective 4:
Support a just transition to a green economy.

As climate change accelerates, Brooklyn must take a leading role in adapting our economy to reduce emissions and build a more sustainable future. In 2024, EDC partnered with the Mayor's Office of Talent and Workforce Development to create the Green Economy Action Plan, projecting that green jobs will expand to comprise 5% of total employment by 2030.[25] However, without intentional policies, this growth could replicate existing economic inequities rather than correct them. And there are already existing employment disparities within the green jobs sector. For example, in New York State, the clean energy industry workforce in 2023 was 72% white and 75% male.[26]

The concept of a just transition ensures that as industries shift toward sustainability, workers and communities—especially those historically burdened by pollution and economic disinvestment—are not left behind. Several citywide plans—including *PlaNYC* (NYC's sustainability blueprint), PowerUpNYC (a clean energy and jobs roadmap), and the Mayor's Office of Climate and Environmental Justice's EJNYC Report—highlight the importance of this transition.

Strategy 1: Green Brooklyn's manufacturing sector.

Brooklyn's manufacturing sector presents opportunities to embed equity into the borough's green economy strategy by creating accessible pathways to high-quality jobs, supporting local businesses in adopting sustainable practices, and ensuring that climate resilience efforts directly benefit frontline communities.

Action: Encourage local manufacturing of climate-friendly products.

In addition to large renewable energy companies connecting to local supply chains (see the Climate Element), local government can support this goal through its procurement processes by creating preferences for NYC-based manufacturers that create materials such as solar panels, energy-efficient building materials, and components needed to create green infrastructure.

Action: Expand and promote incentives for businesses to transition to green energy.

New York State (NYS) offers many such programs; for example, the NYS Energy Research and Development Authority (NYSERDA) provides support for businesses to improve building performance systems, upgrade industrial equipment, replace aging HVAC systems, install renewable technology, and create sustainable vehicle fleets.[22] Locally, the NYC Department of Transportation's (DOT) Clean Trucks program provides rebates for commercial fleet operators to transition toward EVs and alternative fuels.[23]

Action: Support community-based efforts that further a just transition.

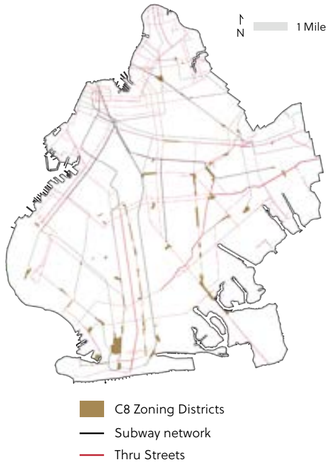
Borough President Reynoso will support local organizations in their efforts to connect their communities to green jobs. For example, in Sunset Park, UPROSE's *Green Resilient Industrial District (GRID) 2.0 Plan* aims to "operationalize a just transition through the green reindustrialization of the Sunset Park waterfront."[24]

Action: Advance the Blue Highways initiative for sustainable freight.

The Blue Highways program, a collaborative effort between DOT and EDC, aims to accelerate private investment in marine vessels transporting goods throughout the city to reduce the reliance on truck-borne freight. Brooklyn in total has 34 marine cargo facilities, making it an ideal hub for maritime freight.

For further climate-focused discussion on the need for a just transition, see the Climate Element, Objective 1.

6. C8 ZONING DISTRICTS, SUBWAY NETWORK, + THRU STREETS



C8-zoning districts are found throughout the borough but are especially concentrated along Thru Streets, where the movement of traffic is paramount. Some C8 districts, however, are located closer to the subway network.

Source: NYC DCP Zoning Features, 2025.

Strategy 2: Retrofit C8 corridors near transit away from automotive uses.

C8 zoning districts allow automotive and heavy commercial uses, and in DCP's language, serve as a bridge between commercial and manufacturing districts.[27] Typical uses in C8 districts include gas stations, car showrooms, tire shops, and car washes. In order to facilitate these uses, C8 districts have a low allowed floor area ratio, high parking requirements, and are exempt from streetscape regulations that apply to all other commercial districts.[28] These loose bulk and streetscape regulations can also enable the development of more suburban style commercial developments such as drive-through restaurants and strip malls.

C8 districts are often mapped along Thru Streets and Through Truck Routes. In these areas, C8 districts present a classic zoning tradeoff. By concentrating heavy automotive uses, other areas may be spared from noxious uses, heavy traffic, and precarious conditions for pedestrians. However, this concentration can create auto-oriented corridors with poor air quality and noise pollution for anyone who lives and works nearby or regularly travels through the corridor. And inhospitable streetscapes can make these areas function as barriers between neighborhoods when they might otherwise be local neighborhood corridors.

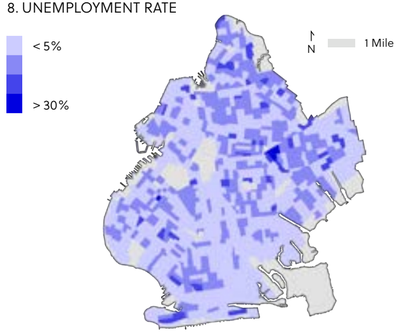
Heavy automotive uses are a reality in any major urban area: even as Brooklyn transitions to a greener borough with fewer vehicle miles traveled and streets designed for people before cars, there will still be a need for places where vehicles are serviced and repaired. But similar to the borough's truck routes (see Objective 5 in the Transit + Freight Element), these automotive corridors should evolve in concert with the borough around them, including a just transition to green jobs for workers employed by businesses in these sectors. While C8 districts may still be appropriate in areas far from the subway network or in the Outer Transit Zone, DCP should revisit C8 districts located within a half mile of transit.

There is striking diversity among such districts in Brooklyn. For example, Coney Island Avenue is a dense, low-rise corridor with an eclectic mix of businesses—both automotive and not—alongside nonconforming and neighboring residential uses. Other C8 corridors, such as Empire Boulevard, are lower-density with less success cultivating automotive-oriented businesses and jobs. As such, there is no one-size-fits-all approach. *The Plan*'s Urban Design Typology offers a lens for understanding potential outcomes for C8 districts across the borough.

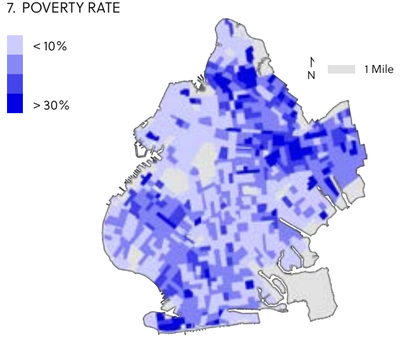
In Hybrid Industrial Areas, maintaining a mix of light industrial uses but applying stronger streetscape regulations may be appropriate. Areas directly adjacent to transit could be more appropriate for mixed-use residential development.

In Regional and Local Centers, commercial districts or overlays may be a better fit to reflect existing mixed uses and plan for additional residential densities. In the Industrial Peripheries, maintaining C8 zoning or allowing additional manufacturing floor area may be appropriate.

8. UNEMPLOYMENT RATE



7. POVERTY RATE



Objective 5:
Expand access to comprehensive job training for youth, adults, and older adults.

Brooklyn's booming economy hasn't benefited everyone. Particularly, residents in communities such as Brownsville, East New York, and Coney Island face higher poverty rates, unemployment, and limited access to resources. Expanding access to comprehensive job training programs starting in schools will equip residents with the skills needed for quality jobs, creating pathways to economic mobility.

Strategy 1: Expand accessibility to and awareness of job training programs.

A wide array of workforce development programs already exists in the borough, but there is no centralized resource where Brooklynites looking for work can find out about these opportunities. Additionally, many available programs do not provide wraparound services that would address potential barriers to participation.

Action: Centralize and improve communication about existing workforce development opportunities.

EDC should build out its HireNYC platform to provide more comprehensive information about City-funded workforce development opportunities across multiple sectors.

Action: Fund workforce organizations to provide wraparound services.

City programs that fund workforce development should ensure that these programs can provide participants with food, transportation stipends, flexible schedules, and childcare.

Strategy 2: Expand workforce development opportunities for high school students.

It is essential to prepare a skilled and adaptable workforce in Brooklyn by connecting students with career pathways and empowering the next generation with the tools they need to thrive in an evolving job market.

Action: Fund and expand the Summer Youth Employment Program (SYEP).

SYEP serves NYC young people ages 14-24, providing paid, on-the-job opportunities for real work experience. The Career Ready program expands on summer opportunities to provide students with year-round work, but the program is only available to a limited number of schools citywide.[29] The Mayor and City Council should expand funding for these programs to open the opportunity to more youth and focus recruitment efforts on target populations (for example, public housing residents, students with disabilities, and LGBTQIA+ youth).

Action: Expand Career and Technical Education (CTE) programs.

Encourage the NYC Department of Education (DOE) to bring CTE-certified schools and the Career and Connected Learning initiative to communities with high unemployment rates. (For more on the connection between youth and workforce development, see the Education Element).

Strategy 3: Expand workforce opportunities for older adults and support for their caregivers.

In Brooklyn, 16.2% of the population is over the age of 65—a 5% increase in the past two decades—and this share is expected to continue growing, with the number of NYC residents aged 65 and older projected to grow 40% by 2040.[30,31] Many of these older adults are reliant on modest Social Security checks and are facing difficult financial circumstances, with 23% of Brooklyn's older adults living in poverty and 62% classified as rent-burdened, paying more than a third of their income on rent.[32]

The rising cost of living has forced more older adults to seek employment. Additionally, the rising population of older adults has increased demand for caregivers. NYC has 1.5 million caregivers, and in Brooklyn, healthcare is the largest employment sector.[33] These caretakers—usually women, older adults, family members, neighbors, or friends—might not be trained to perform caregiving and must balance, on average, 30 hours per week of caretaking with other responsibilities. To effectively support Brooklyn's aging population, the City must invest in resources for caregivers and expand options for those over age 65 to find employment options.

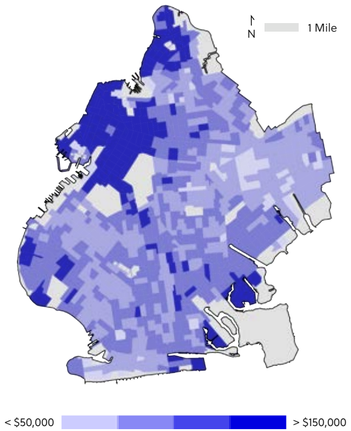
Action: Fund NYC Aging to promote and expand workforce training for older adults.

NYC Aging has several programs to help older adults find employment. For example, the Older Adult Employment Program is designed to help NYC residents age 55 and over find employment and develop workforce skills in various fields. While NYC Aging funding has grown over the last decade, the growing proportion and poverty rate among older adult necessitates a larger expansion of funding.

Action: Further fund NYC Aging to support caregivers.

Currently, NYC Aging has a variety of programs for caregivers, including information and referrals, long-term care planning, support groups, counseling, training, respite care, and financial aid. As the need for caretaking expands, so should the programs that provide financial and programmatic support to caregivers.

9. MEDIAN HOUSEHOLD INCOME



Household income in the borough declines as one moves farther from Downtown Brooklyn. Neighborhoods north of Prospect Park have the highest median household incomes ranging from $120,000 to $250,000. Lower-income households are largely concentrated in the eastern part of the borough.

Source: US Census ACS 5-year DP03, 2023.

Objective 6:
Improve working conditions and wages.

While Brooklyn's economy continues to grow, many workers—especially those in low-wage industries—struggle with stagnant wages, job insecurity, and inadequate workplace protections. Rising costs of living, lack of affordable childcare, and limited access to union jobs further contribute to economic instability for working families. Improving job quality is essential to building a more inclusive economy.

Strategy 1: Expand union job opportunities.

Union jobs are crucial for ensuring fair wages, job security, and better working conditions, all of which reduce wage disparities and support long-term economic stability for workers, allowing them to benefit from economic growth, achieve financial security, and contribute to a thriving local economy.

Action: Expand use of the 485-x tax exemption for development.

One tangible way to increase the number of union jobs is to promote the use of the Affordable Neighborhoods for New Yorkers (485-x) tax exemption program, which requires union labor for development projects.

Action: Ensure NYC workers will be safe on the job regardless of changes to Federal standards.

Currently, the Occupational Safety and Health Administration (OSHA) handles worker safety complaints for the private sector and in Federal agencies. Should the Federal government remove or relax worker safety protections, the City and State should coordinate to fill this gap to protect all working New Yorkers.

Strategy 2: Provide universal free childcare.

Expanding access to free childcare addresses a major barrier to workforce participation, particularly for women.

Action: Expand access to free childcare.

By providing free childcare options such as 2K, 3K, and Pre-K, we enable more parents to join the workforce, attend job training, and increase household income, ultimately contributing to a stronger local economy and reducing economic inequality (see more in the Health and Community Infrastructure Elements).

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MAPS AND FIGURES

1 U.S. Census Bureau, "OnTheMap,"2023. This chart was generated from data analysis conducted in ArcGIS Pro to map the total number of private and public sector jobs within the Economic Place Types that were defined in the Framework chapter.

2 The Commercial Centers map is original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

3 The Neighborhood Corridors map is original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

4 The Industrial Places map is original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

5 Office of the Brooklyn Borough President.

Freight infrastructure sources:

Interstate Highways: U.S. Census TIGER files, 2024

NYC Through and Local Truck Routes: NYC DOT, New York City Truck Routes

SMIAs: NYC DCP Significant Maritime & Industrial Areas

Port Facilities: Port Authority of NY & NJ, Port facilities, 2023.

Red Hook Cross Harbor Barge: Based on the description of barge service between Port Newark and Red Hook Container Terminals described on the Port Authority of NY & NJ's website.

Freight Rail lines: NYC OEM, NYS DOT, NYS Railroad Stations and Lines

NYNJ Rail Car Float: NYNJR Route Map. Note: Network does not yet reflect Grand Central Madison opening.

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6 NYC DCP Zoning Features, 2025

Thru Streets are from the Street Typology introduced in the Framework Chapter of *The 2025 Comprehensive Plan for Brooklyn*.

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8 U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

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Education Element

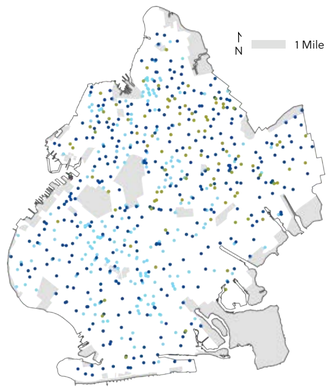
In 2023, Brooklyn schools served more than 273,000 students in kindergarten through 12th grade. Black and Latino students made up the highest percentage of the school population (31% and 30%, respectively), about 15% of Brooklyn students were multilingual learners (MLLs), 20% had a disability, and 10% were experiencing homelessness.[1]

Serving this broad and diverse population is both extremely rewarding and extremely challenging. When asked to grade the City's public schools, Brooklyn parents were split in their perception of school quality, with 37% giving an A/B, 33% giving a C, and 26% giving a D/F.[2] This points to a wide range of experiences within the school system and the need to pursue policies that advance equity and inclusivity and improve outcomes for all students.

Brooklyn's public schools face enrollment challenges, including historic overcrowding in School District 20 (Bay Ridge, Dyker Heights, and Borough Park). Meanwhile, schools east of Prospect Park often experience under-enrollment because of shifting demographics and Bloomberg-era reforms that led to school closures and mergers, disproportionately affecting communities of color. This imbalance complicates efforts to reduce class sizes as mandated by State law, which requires a maximum of 20-25 students per class (depending on grade level) by the 2027-2028 school year.

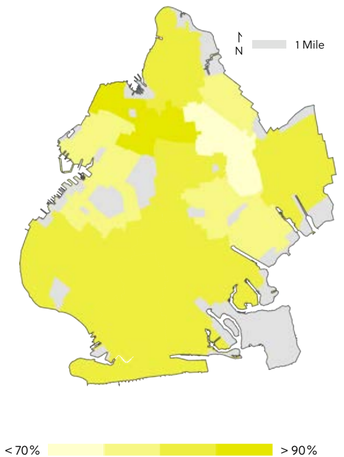
The Education Element imagines a borough that serves its diverse young people through upgraded and equitable school infrastructure, robust programs for all students including those with special needs, and support for students and families that encourages student success. Equitable access to quality education in every part of Brooklyn can help reduce longstanding achievement gaps and ensure that every child, from Pre-K through graduation, can succeed.

1. BROOKLYN SCHOOLS



Brooklyn is home to more than 800 public, private, and charter K-12 schools. As public and private schools are evenly dispersed throughout the borough, charter schools are predominantly located in northern and eastern Brooklyn.

2. GRADUATION RATES BY SCHOOL DISTRICT

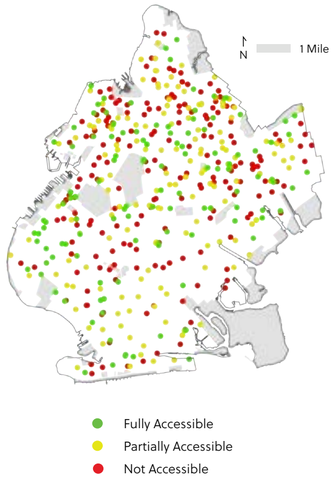


The average graduation rate among the 2024 general education high school class was 76%, 2% less than the overall city rate but the highest level since 2011.

3. ACCESS TO OPPORTUNITY: EDUCATION INDEX (ONLY EVALUATES PUBLIC ELEMENTARY SCHOOLS)

The Education Index is a component of the Access to Opportunity Index of this Plan*'s Framework that holistcally evaluates Brookyln elementary schools. It is a composite index of impact scores (a DOE measure of a school's effect on student test results), survey responses on school quality, teacher experience, chronic student absenteeism rates, and the percentage of students with Individualized Education Programs (IEPs) receiving all services.*

4. CURRENT SCHOOL ACCESSIBILITY (2025)



A fully accessible building allows individuals with mobility disabilities to access all primary educational functions. A partially accessible building provides entry and exit, access to key programs, and at least one restroom, but not all areas are accessible.

Objective 1:
Improve school infrastructure to support student learning.

Aging school infrastructure presents challenges to student learning, with many Brooklyn school buildings experiencing accessibility issues and deteriorating facilities, including excessive flooding, poor ventilation, and crumbling rooftops.[3,4,5] The School Construction Authority (SCA) has proposed an $18.78 billion amendment to the Fiscal Year (FY) 2020-2024 Capital Plan to address these concerns and aims to create thousands of new seats in high-growth areas. However, while Brooklyn has sufficient overall capacity, many available seats are far from where students live, making class size reduction difficult. NYC schools must modernize to meet evolving student needs, prioritizing equity, state of good repair, and compliance with State mandates on class size.

Strategy 1: Ensure Brooklyn school facilities are equitable, inclusive, and accessible.

Students in Brooklyn public schools face stark disparities in access to resources and facilities, which can be even more difficult for students with special needs. By addressing gaps, we can create school environments where every student, regardless of background or ability, has the opportunity to thrive.

Action: Improve accessibility for both new and existing schools.

As of the 2023-24 school year, only 44% of Brooklyn schools were fully accessible.[6] While SCA has committed to making all new schools fully accessible, significant gaps remain in districts with lower new seat projections. To ensure equitable access and reduce student travel times, SCA must balance new school construction with upgrades to existing facilities, including installation of ramps, elevators, accessible restrooms, and other modifications.

Action: Expand access to multisensory rooms in schools.

An increasing number of students face sensory processing challenges that can disrupt their learning experience. Increasingly popular programs such as Sensory Exploration Education & Discovery (SEED) provide dedicated spaces for students with diverse needs, including those in special education programs and students with autism.[7] Additionally, the NYC Department of Education (DOE) notes the growing demand for District 75 specialized programs, with an emphasis on inclusionary settings.[8] Sensory rooms allow for both co-located District 75 students and general education students to have inclusive academic spaces. Students with Individualized Education Programs (IEPs) also benefit from having service providers, such as occupational and speech therapists, utilize these common spaces during school hours.

Action: Expand outdoor play spaces for schools in high-need areas.

Access to outdoor play space is important for students' health and development, yet analysis shows significant disparities in playground access, with Brooklyn experiencing the least access to outdoor play spaces of all the boroughs.[9] A 2020 survey also found that schoolyards are used for parking, further limiting play areas. SCA should prioritize revitalizing underused schoolyards, converting asphalt into green playgrounds, and exploring partnerships with local parks for shared community use. Rooftop or courtyard play areas may be feasible for schools with limited land access. These upgrades can serve broader community needs such as mitigating stormwater flooding, as demonstrated at Brooklyn's Pacific School, where new features included permeable pavers, subsurface water storage, and other green infrastructure.[10]

Action: Expand SCA's Air Conditioning Initiative.

In 2017, SCA invested more than $400 million for air conditioning and related electrical upgrades for all school classrooms. However, this initiative was limited to instructional spaces, leaving out areas of public assembly such as auditoriums, cafeterias, libraries, and gyms. Additionally, the City fails each year to budget for necessary repairs of existing units, forcing school leaders to use their own budgets. Acknowledging the increased frequency of heat waves and heat-associated health concerns, NYC schools must be adequately retrofitted to support students throughout the entire school year.

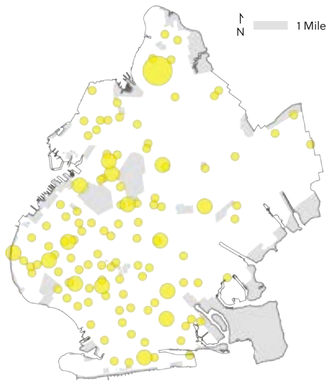
Action: Fund the renovation of school pools.

Drowning remains the leading cause of death for children ages 1 to 4 and a primary cause of accidental death for adults over age 65.[11] With recent City and State efforts to expand access to public pools and swimming lessons for young people, SCA should update its Capital Plan to address these infrastructure needs.

Action: Address the increasing time and cost of school construction projects.

Only 14% of SCA projects are completed "on time or early."[12] Projects funded with City capital, such as auditorium upgrades and gym and playground renovations, continue to see delays and requests for more funding. As projects increase in cost annually and vary in size and scope, SCA has noted that NYC Comptroller Directive 10, which disallows any capital work to begin without complete funding in place, limits elected officials' ability to contribute funding.[13] SCA should explore securing additional funding and/or establishing a dedicated fund for project scoping and assessments to streamline the process, allow for more accurate capital awards, and reduce the time it takes to begin capital projects.

5. UTILIZATION RATE OF SCHOOL BUILDINGS THAT ARE OVER CAPACITY



In Brooklyn, some districts struggle with overutilization, while others have excess capacity. District 19 (East New York) has the greatest number of underutilized buildings in the borough while District 20 (Bay Ridge) has the fewest.

Strategy 2: Optimize school space and enrollment strategies to advance equity, integration, and compliance with mandates.

Brooklyn faces challenges in maximizing the utilization of existing school facilities, which disproportionately affects low-income communities of color. By prioritizing inclusive policies and fostering transparent, community-driven solutions, we can create learning environments that better reflect the diverse needs of Brooklyn's students.

Action: Convene a School Merger Working Group.

A 2023 SCA report cites 22% seat underutilization across all school buildings citywide, with lower utilization rates disproportionately concentrated in communities of color and low-income neighborhoods.[14] As DOE works to comply with the State class-size mandate, it needs additional resources to address historically over-enrolled districts. When executed with strong community engagement, school mergers can be an effective strategy for creating well-resourced, successful schools. For example, the 2020 merger of Fort Greene's lottery-based Arts and Letters school with the former P.S. 305 provided P.S. 305 with a popular program that boosted enrollment and resources, while allowing Arts and Letters to expand and better reflect NYC's demographics.[15] DOE should establish a working group of parents, teachers, students, and local residents to explore other such opportunities.

Action: Enforce data transparency requirements.

Local Law 167 of 2018 requires DOE to publicly post information about its process for determining school seat need projections.[16] However, SCA continues to withhold data, including information on 3K seat projections, housing projections, school rezonings, co-locations, and more.[17] These projections should dictate SCA's 5-Year Capital Plan and determine where new schools are built and where resources are allocated to meet community needs; yet advocates have pointed out that SCA's current plan fails to address the need for more seats in the most overcrowded areas.[18]

Action: Call for greater transparency into the implementation of the State's class-size mandate.

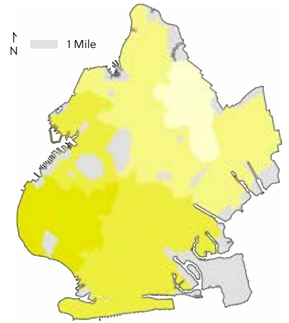
DOE has reported full compliance with the mandate for the first two phase-in years. However, it remains unclear whether compliance can continue given current efforts.[19] DOE allocated $296 million in Contracts for Excellence (C4E) funding toward meeting the mandate in FY 2024, a 67% increase over the previous year.[20] Of that funding, Brooklyn schools have received an estimated $79.4 million to implement several strategies, including maximizing teacher programing, creating multi-session programming, and leveraging virtual learning.[21] Yet significant gaps remain that will require a multi-year, systemwide plan, including interventions such as hiring 12,000 teachers and addressing the need for additional school construction.

Action: Reconfigure underutilized 3K and Pre-K seats to better meet community need.

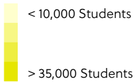
Despite overwhelming demand for expansion of 3K and Pre-K seats citywide, 30,000 vacant early childhood seats remain across the system.[22] While the Adams administration attributes this to oversaturation in certain neighborhoods, their proposed solution was to attempt to close four well-utilized and beloved Brooklyn childcare centers earlier this year.[23] Despite the temporary reversal of this decision, the situation highlighted the challenges community-based organizations (CBOs) face and the need for data-driven decision-making about any site closures or mergers. Future RFPs for childcare sites should prioritize adaptability, enabling providers to convert underutilized capacity into seats where they are most needed. This would help prevent families from being waitlisted or forced to travel farther for childcare, ensuring early childhood education remains accessible and equitable.

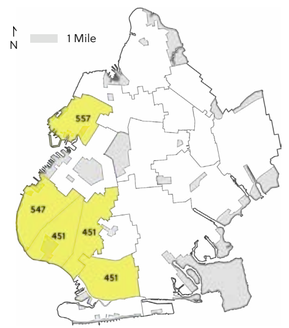
Action: Proactively address school segregation.

Brooklyn's public schools are among the most segregated in the country.[24] District 15's Middle School Diversity Plan provides an example of a proactive effort to change this. WXY Studio, Urban Assembly, and DOE convened a working group to analyze enrollment patterns, demographic shifts, and academic screening criteria to propose a districtwide admissions model. They designed a series of public workshops that engaged more than 1,800 parents, students, educators, and residents. Among the changes made were dropping admission screen requirements from all middle schools and creating a priority admissions system for low-income students and multilingual learners (MLLs). Implementation of the plan resulted in a 55% decrease in economic segregation and a 38% decrease in racial segregation in the district.[25] Expanding such community-driven initiatives can strengthen trust, improve stakeholder engagement, and advance equity across the school system.

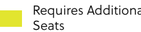


6. TOTAL ENROLLMENT IN ALL K-12 SCHOOLS

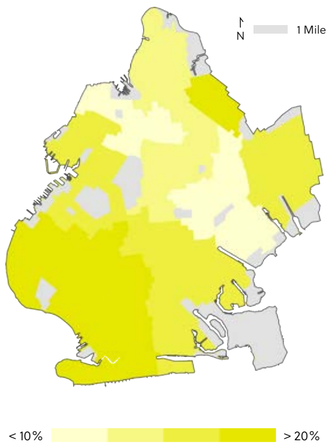




7. NEW SCHOOL SEATS NEEDED BY SCHOOL DISTRICT



8. PERCENTAGE OF ENROLLED STUDENTS WHO ARE MULTILINGUAL LEARNERS (MLL)



About 13% of Brooklyn high school students qualify for MLL services. Districts 20 (Bay Ridge) and 32 (Bushwick) serve the largest percentage of students who qualify for MLL services.

Objective 2:
Support and develop programs for student success.

Ensuring that every student can succeed in today's school system requires expansion and promotion of specialized programs for District 75 students, students with special needs, and students in temporary housing. Such programming should center the "whole child" approach to learning, which focuses on students' social, emotional, physical, and mental health.

Strategy 1: Improve special education services and expand proven programs for vulnerable students.

Special education and District 75 students face significant challenges, including insufficient service delivery, outdated and inefficient school bus contracts, and inequities in college and career readiness programs.

Action: Pass legislation to allow for new busing contracts.

NYC Public Schools (NYCPS) operates over-40-year-old contracts with school bus vendors, affecting students' ability to access reliable transportation, which disproportionately impacts students with disabilities and/or those living in temporary housing. These outdated contracts limit NYCPS' ability to move away from underperforming vendors, leading to persistent issues with irregular bus routes, long travel times leading to missed instruction, service outages, poor customer service, and a lack of accountability. Lack of flexibility also prevents many students from accessing extracurricular opportunities. The State must modernize services while ensuring accountability, industry stability, and fair labor practices that incentivize employment. The market must expand to meet NYC's growing demand, offering contracts to new vendors, especially M/WBEs, who have historically been excluded.

Action: Expand autism programs in high-need districts.

While the Individuals with Disabilities Education Act (IDEA) mandates that students with special needs receive individualized services, many students, particularly in communities of color, face delays and inadequate service delivery. In the first four months of the 2024-2025 school year, 295,701 students citywide received IEP services, but NYCPS considers a family "fully served" after just one session of required services, which does not meet the need for many families.[26,27] Students with special needs also face issues such as delayed services, unsatisfactory service delivery spaces, and a lack of communication from schools.

For example, students with special needs in Districts 16, 23, and 32 face significantly delayed services—up to twice the citywide average.[28] Programs such as ASD Nest, which integrates students with autism into general classrooms with tailored support, have been shown to improve communication and peer relationships. Similarly, SEED provides early intervention, addressing critical developmental needs. Expanding these programs would improve access to timely, high-quality services.

Action: Improve IEP-related services.

Special education programming is often siloed from the system and leads to student segregation. Models that prioritize IDEA mandates for "least restrictive environments" for students with IEPs can address this. For example, co-teaching models with general education teachers and students allow for collaboration among educators and improved academic and social-emotional outcomes.[29] Additionally, flexible service delivery times that include extended-day sessions and school-based/center-based weekend sessions can support families who face delayed or interrupted services.[30]

19%

of NYC public school students are Multilingual Learners

Action: Expand training and outreach efforts for IEP services.

Students with IEPs and their families might be unaware of their rights and could struggle to access accommodations, which results in service delivery disparities. For example, general education teachers might lack training in working with special needs students.[31] Schools should engage families early in the IEP process and maintain regular communication about progress and service delivery. CBOs can also help address gaps by acting as parent advocates and/or mediators.[32] Furthermore, when a student with an IEP transitions from a K-12 setting, they are often insufficiently prepared for either post-secondary institutions or the workforce. According to the National Center for Education Statistics, 88% of post-secondary institutions report enrolling students with disabilities, yet institutions also cite a lack of resources and faculty training in disability services.[33] Higher education institutions can be valuable partners in serving students with IEPs at both ends of the education continuum; however, they require greater investment to continue this work.

Action: Expand programs and services for Multilingual Learners (MLLs).

As of the 2023-2024 school year, DOE enrolled approximately 174,000 MLLs citywide representing about 19% of public school students.[34] The recent influx of asylum-seeking families greatly increased this population in public schools, yet available resources are insufficient to meet their unique needs.[35] In 2024, only 14.7% of MLLs tested out of that status, and of those who did, only 55% tested out within three years. To effectively serve all MLLs, DOE must expand successful programs. For example, dual language programs support long-term academic outcomes as well as cross-cultural appreciation and understanding, building on students' strengths and leveraging families' native language as a resource.[36,37,38] Bilingual education programs also serve as a valuable tool to blend language acquisition with core subject learning. Hiring certified bilingual educators, paraprofessionals, and service providers for students with IEPs is essential to meeting the needs of this growing student population.

Strategy 2: Expand access to holistic support systems in schools.

Access to healthcare, mental health support, and social services helps remove barriers to learning. Schools that integrate academic, social, and emotional supports foster inclusive environments, offering extended learning, academic assistance, and community engagement. Additionally, programs focused on restorative justice and emotional growth contribute to safer, more equitable school climates, empowering students to develop the social-emotional skills needed for future success.

Action: Expand School-Based Health Centers (SBHCs).

SBHCs bring accessible (and often free) healthcare to children and families through partnerships with public and private providers in high-need, under-resourced communities. Services including vision, dental, asthma treatment, and mental health services are invaluable for improving student quality of life and removing barriers to learning. This model has consistently led to improved student outcomes such as reduced absenteeism and increased academic achievement.[39] As of April 2023, there are only 21 of these clinics in Brooklyn.[40]

Action: Expand Community Schools.

Community Schools are another successful model that warrants further investment, wherein organizational partners at more than 100 Brooklyn schools work in tandem with school leaders to bring valuable programming to students and their surrounding communities, such as extended learning time, enrichment activities, academic support and college readiness, social services and case management, and food pantries, depending on neighborhood need.[41]

Action: Expand school-based arts programming.

Arts educators and institutions continue to innovate, transforming students' lives by using art to build community, heal trauma, and much more. Prioritizing arts funding is essential for developing competent, well-adjusted young people and supporting the more than 700 cultural organizations partnering with schools. Arts education currently makes up 3% of DOE's budget. During last year's Preliminary Budget hearing, DOE revealed that 307 schools are operating without certified art teachers. Increased funding would support expanded programming and equitable access across school districts.

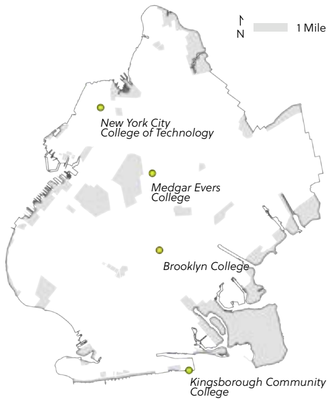
Action: Expand restorative justice programs.

DOE has seen an uptick in hate crimes and bullying over the last 10 years. Moreover, over-policing and the school-to-prison pipeline continue to affect students in low-income communities of color.[42,43] School-based restorative justice programs are increasingly recognized as an effective strategy to combat these negative outcomes. These models center the student experience and peer-to-peer mediation and training. In 2018-2019, the Center for Justice Innovation conducted a randomized control trial of restorative justice programs in Canarsie schools. Students and staff reported an increase in positive relationships, identified spaces for coping and support, noted reductions in fights, and identified strengthened social-emotional competencies as a result of the program.[44]

Action: Develop a plan for universal after-school programming.

Currently, NYC offers a wide array of publicly funded after-school programs, both school-based and center-based. However, these programs vary in cost, quality, access, and funding source. Programs funded by the Department of Youth and Community Development (DYCD), such as COMPASS and SONYC offer quality school-based options to more than 890 locations citywide.[45] Other programs, such as City Council's CASA initiative and the recent New York State (NYS) LEAPS initiative also fund after-school activities. However, these programs face challenges, including unreliable funding streams, low provider wages, inconsistent enrollment, and the inability to serve students with special needs. After-school programs offer enrichment experiences for students, provide childcare options for working families, and support social and emotional learning outcomes. DOE should create a centralized plan to streamline and fund after-school programming, making it available to all students.

9. CUNY CAMPUSES OF BROOKLYN



Brooklyn is home to four major CUNY campuses. These insitutions provide affordable higher education to a total of 58,000 students as of Fall 2024.

Objective 3:
Strengthen the City University of New York (CUNY).

Last year, the Center for an Urban Future released a report showing "glaring racial, ethnic, and geographic gaps in college attainment rates" across the city. Less than half of Brooklynites have a bachelor's degree or higher, falling well short of Manhattan's 68%. At the neighborhood level, the differences are even more stark, with 20% of residents in East New York and Cypress Hills having a bachelor's degree or higher, compared to 79% in Park Slope and Carroll Gardens. They further identified racial and ethnic disparities, with less than one-quarter of Hispanic New Yorkers and less than one-third of Black New Yorkers holding a bachelor's degree or higher, compared to almost 70% of white New Yorkers. This is important because NYC residents with a bachelor's degree earn twice as much as residents who only have a high school diploma.[46] CUNY is a key partner in reducing these disparities because its student body is almost exclusively NYC residents, 76% of whom are people of color and 57% of whom rely on need-based Federal Pell grants.[47]

Strategy 1: Improve existing CUNY facilities.

CUNY's 25 campuses consist of 300 buildings with more than 2,400 classrooms. Their buildings have an average age of 62 years, with 40 buildings that are more than 100 years old.[48] Aging infrastructure creates challenges in maintaining HVAC equipment, elevators, windows, roofs, and electrical connections. CUNY's seven community colleges comprise 111 buildings alone and have an estimated replacement value of $9.2 billion and would require an estimated $200 million per year just to maintain.

Action: Fund capital upgrades to CUNY schools.

CUNY's capital budget is insufficient to maintain its buildings in a state of good repair or to make upgrades for accessibility, climate resiliency, and new educational technology.[49] Notably, this budget represents less than 1% of the City's overall capital investments.[50]

Strategy 2: Expand access to CUNY programs and institutions.

CUNY's success in helping low-income households climb the socioeconomic ladder has earned national recognition.[51] According to a 2024 report from the NYC Comptroller, CUNY associate degree holders earn, on average, 67% more than New Yorkers without a post-secondary degree, while bachelor's degree holders see a 106% increase in earnings.[52] Furthermore, more than half of CUNY graduates proceed to work in essential industries including healthcare, social assistance, and education, while often remaining in the state and contributing billions in local and state tax revenue.[53] In 2022, REACHNY surveyed NYC young people ages 18-24 about their college experience. Across all demographics, at least half cited the rising cost of college and associated student loan debt as a key concern, with 74% of first-generation college students saying they "worry that higher education is not worth the investment."[54] Given CUNY's critical role as an economic engine for the city, removing financial barriers will allow for more NYC residents to gain access.

Action: Encourage CUNY to bring satellite facilities into communities that lack access.

Research shows that local universities have positive economic impacts on their surrounding communities through job creation, career and job training, the attraction of business and talent, and more.[55] Community colleges in particular offer the best opportunities for historically marginalized communities that face barriers to accessing higher education.[56] Expanding satellite facilities can provide unique opportunities for economic mobility within key populations. For example, upcoming new development at Broadway Junction presents an opportunity for such a connection to the surrounding communities of Bushwick, Brownsville, and East New York. Brownsville/Ocean Hill and East New York/Cypress Hills are two of the three Brooklyn neighborhoods with the lowest bachelor's degree attainment rates; the other is East Flatbush.[57]

Action: Make CUNY affordable for everyone.

CUNY tuition was free until 1976, when the City's fiscal crisis pushed them to begin charging tuition. Although CUNY says 67% of its in-state undergraduates don't pay tuition thanks to student aid, if a student cannot access aid, undergraduate tuition is almost $6,000 per year.[58] State legislators have proposed a "New Deal for CUNY," which would guarantee State funding to make tuition free, in addition to enhancing the classroom experience, increasing adjunct faculty pay, and providing other student services.[59]

Action: Expand supportive programming.

The CUNY Accelerated Study in Associate Programs (ASAP) and Accelerated College Education (ACE) programs provide several academic, financial, and career supports, including free MetroCards, fee assistance, and tutoring.[60] The ASAP program has contributed to significant increases in the three-year graduation rate, more than doubling completion rates and narrowing gaps for Black and Hispanic students, while ACE saw an 11.7% increase in four-year graduation rates.[61] Fully funding these programs will enhance the student experience and address historical barriers for underserved students.

Objective 4:
Expand civic education opportunities for youth and young adults.

Voter turnout for the 2022 NYC elections was low, hovering around 14%, even for important ballot initiatives on racial justice and environmental protection.[62] This highlights the urgent need for integrated civics education starting in high school, yet civics education remains underfunded compared to STEM subjects. With only 13% of 8th graders proficient in U.S. History and less than half of Americans able to name all three branches of government, it is clear that we are facing a civics education crisis.[63] Without a solid civics foundation, we fail to build a pipeline of educated and engaged citizens.

Strategy 1: Expand community- and school-based civics education.

NYS has led the way with civics-based initiatives such as the Seal of Civic Readiness, formally recognizing students proficient in civics education.[64] NYC's Civics for All curriculum and programs such as Project Soapbox have successfully amplified student voices. Investments in civics education boost voter turnout; uplift marginalized populations; and foster critical thinking, public discourse, and experiential learning.[65, 66]

Action: Promote opportunities for youth to participate in civic life.

Youth have the opportunity to serve as voting members on various local boards and councils, advising the City on critical issues. City residents 16 and older are eligible to join their local community boards (see more about community boards in the Community Infrastructure Element). Additionally, Neighborhood Advisory Boards (NABs)—which oversee Federal Community Services Block Grant (CSBG) funding and community engagement—allow participation from those under 16, and all school district Community Education Councils (CECs) are required to have one non-voting student member. Despite these opportunities being readily open and available to young people, student participation remains low.[67] Expanding outreach and awareness could help increase youth representation in these decision-making spaces.

Action: Expand Participatory Budgeting (PB) opportunities for young people.

PB is a democratic process in which communities decide how to allocate part of a public budget. Studies show participants have an increased likelihood of voting in regular elections.[68] DOE has committed funding for PB programs in each of its 578 schools (including 135 in Brooklyn), specifically dedicated to projects that students propose, research, and promote with the goal of improving the school community.[69] The City Council's PB process, in which students and young people also have the opportunity to participate, sees on average $300,000 more per year per district spent on schools when councilmembers participate.[70]

Action: Support experiential learning opportunities in civic spaces.

Giving students and youth greater access to government partners provides real-world experience in civics and the opportunity to participate in decision-making processes. The Summer Youth Employment Program (SYEP) is a widely successful model that merits further investment. According to a 2023 report, SYEP participants had the opportunity to work with the City Council, Cultural Institutions Group organizations (CIGs), and more.[71] Embedding young people into existing City programs will strengthen student experiences and deepen understanding of government, its roles, and ways young people can get further involved.

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MAPS AND FIGURES

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Public Realm Element

The public realm is everything in the borough that is open to the public. This includes not only publicly owned destinations such as parks and plazas, but also streets and sidewalks. While parks might be the first thing that comes to mind when people think about public spaces, streets constitute the vast majority of public space in the city.[1]

The public realm should be viewed holistically, as a system of places that links Brooklyn together: whether you're traveling to work or spending an afternoon in the park, for part of your trip you will walk along a sidewalk. And for many Brooklynites, the public realm is their workplace. However, Brooklyn's public realm is not managed holistically, but rather split between several agencies.

The City has made recent attempts to fix this situation by appointing a Public Realm Officer to help coordinate the various stakeholders across the public, private, and nonprofit sectors that shape our public realm. The Public Realm Element builds on this momentum and outlines a coordinating vision for how the borough should plan key decisions pertaining to our shared public spaces to foster a healthier, safer, more resilient, and more equitable borough.

Important context for this Element is the City's Vision Zero initiative to completely eliminate deaths and serious injuries on our streets. Historically, Vision Zero has operated on a "three Es" approach, focusing on engineering, education, and enforcement as the three mechanisms to make streets safer. In recent years, advocates and planners have shifted toward a "safe systems" approach, which prioritizes engineering as the most influential factor. While education and enforcement still play a role, the physical design of a street has the most influence over whether a driver decides to drive recklessly or is successfully constrained to safer speeds and behavior. The NYC Department of Transportation (DOT) has been the lead agency advancing Vision Zero, publishing analyses of the borough's streets and identifying priority corridors, intersections, and areas for safety improvements.

Objective 1:
Strengthen Brooklyn's bicycle and pedestrian infrastructure.

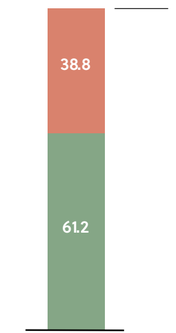
Bicycle and pedestrian infrastructure are essential elements of Brooklyn's public realm. Like all roads, this infrastructure works best when understood as a network, rather than evaluated in isolation. An individual, isolated bike lane is just as effective as an isolated highway to nowhere. Yet too often, the bike and pedestrian network construction is caught up in hyperlocal concerns. As a result, it is possible to discern community district and council district boundaries by just looking at a map of the bike network.

Since 2019, DOT has integrated this planning into the citywide *Streets Plan*, which sets legally mandated targets for bus, bike, and pedestrian infrastructure for five years. To prioritize this buildout, DOT developed Priority Investment Areas, which consider demographics and prior DOT investment to identify where new investments are most needed. However, the *Streets Plan* is ultimately an implementation tool rather than a guiding document. The *Streets Plan* defines the toolbox of interventions the City must deploy and documents progress on specific project implementation, but leaves specific corridors and network construction decisions up to the mayoral administration, leaving its implementation vulnerable to special interests.

Introduced alongside the *Streets Plan* in 2019, *Green Wave* was a plan specifically for cycling that identified a handful of protected bike lane corridors to serve as the skeleton for a full network. DOT drew these corridors with broad strokes, defining general destinations and leaving specifics to be worked out with community stakeholders as individual projects progress.

The Comprehensive Plan for Brooklyn renews the *Green Wave* recommendations, with a few tweaks and additions to reflect development of the network since 2019.

2. *NYC STREETS PLAN* CITYWIDE PROTECTED BIKE LANE PROGRESS, 2023-2024



The NYC Streets Plan *committed to 100 miles of protected bike lanes in total for 2023 and 2024, however only 61.2 miles were built.*

Strategy 1: Build out a network of protected bike lanes, as required by the NYC *Streets Plan*.

Protected bike lanes are the backbone of Brooklyn's bike network. By physically separating cyclists from vehicle traffic, they create a safer, more inviting environment that encourages more people to make full use of the borough's streets. Protected bike lanes also provide benefits for non-cyclists by narrowing vehicle lanes, creating pedestrian islands, and more clearly delineating curbside parking and loading.

While simple painted bike lanes may suffice on quieter neighborhood streets, protected bike lanes are essential on larger arterial roads that connect neighborhoods.

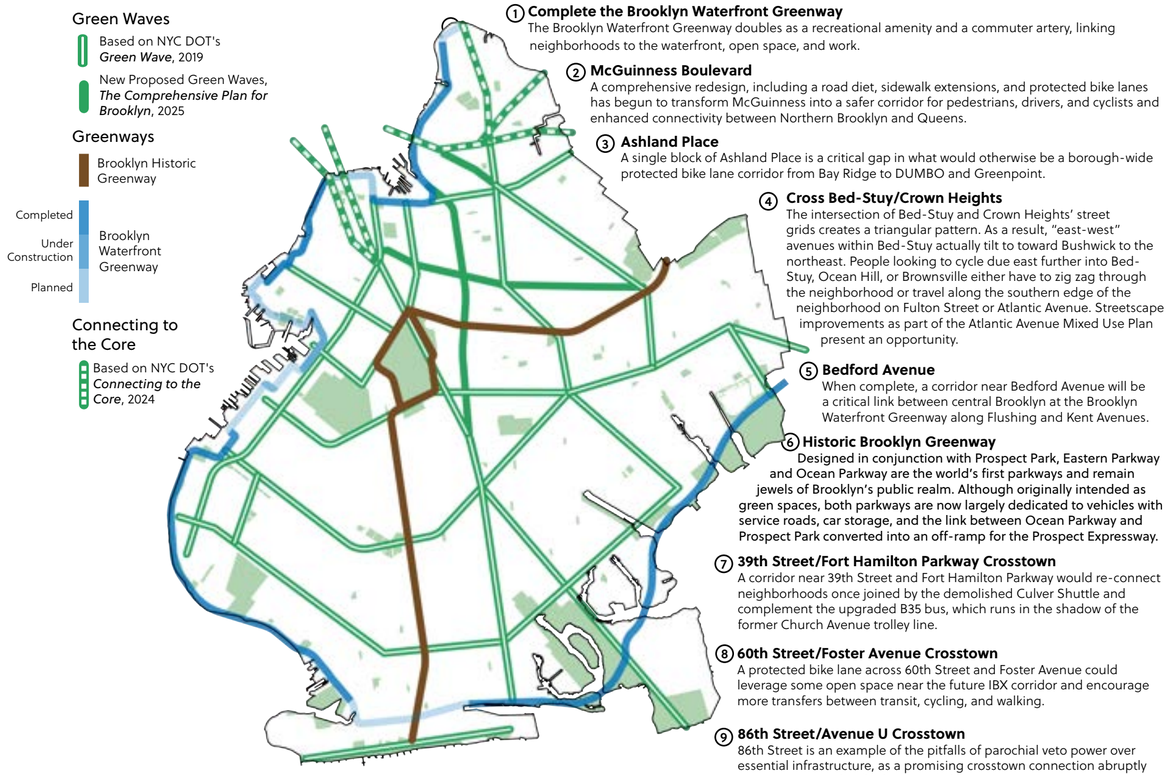
Action: Identify a new set of *Green Wave* corridors.

This would create a guide for how bike lanes should be planned at the local level.

Action: Fulfill the mandates of the 2019 *Streets Plan*.

DOT should issue a new set of five-year benchmarks for protected bike lanes, and the City Council and mayoral administration should ensure that DOT is adequately funded to install them.

3. GREENWAYS, GREEN WAVES, + CONNECTING TO THE CORE



4. CITI BIKE STATIONS IN BROOKLYN

The Citi Bike network does not currently serve southern or eastern Brooklyn. Although DOT has proposed expansions into East New York and Brownsville, much broader coverage is still necessary.

Strategy 2: Increase access to bike share.

Bike share has become an essential part of how Brooklynites get around the borough, especially in neighborhoods that may have subway access to Manhattan but fewer options to go crosstown between neighborhoods within Brooklyn.

NYC's bike share system is currently branded as Citi Bike and operated by a private partner, Lyft. While the system has continually broken ridership records, the public-private partnership has also presented some challenges, as riders have reported decreased satisfaction with maintenance, bike rebalancing, and frequent fare increases.

Action: Expand the city's bike share system and make it affordable.

DOT should plan to increase its involvement with its bike share system and expand it citywide by 2030. The City should also take steps to guarantee that a regular (non-e-bike, 30-minute-or-less) bike share trip costs no more than a subway fare, as proposed in Intro 1039 of 2024. This could come with significant increased cost, so the City should explore providing additional public subsidy or municipalization if necessary to achieve these goals.

Action: Expand Citi Bike discount programs.

Citi Bike currently offers discounted memberships for Supplemental Nutrition Assistance Program (SNAP) recipients and public housing residents. These programs should be maintained and expanded to match eligibility for the Fair Fares reduced transit fare program.

Action: Integrate the bike share network with OMNY.

The introduction of OMNY, the Metropolitan Transportation Authority (MTA)'s new fare payment system, presents an opportunity to further integrate bike share with the region's transit. For example, in other places such as the Bay Area, anyone with a transit card can also use it for the bike share system.

Strategy 3: Eliminate placard abuse.

Placard abuse refers to the phenomenon of drivers illegally parking their vehicles in places such as sidewalks, bike lanes, and even playgrounds. Drivers place parking placards on their dashboard to indicate they have permission for doing so, even though parking placards only permit vehicles to park within select sections of the curb and never on sidewalks. This practice has seeded a wider culture of illegal parking, with many drivers displaying fraudulent placards or even miscellaneous paraphernalia such as business cards, agency-branded jackets, or high-visibility vests. Some of the most notorious culprits include police vehicles near precinct buildings.

In addition to being a public nuisance, placard abuse makes our streets and sidewalks more dangerous and has come under scrutiny from both the NYC Department of Investigation and U.S. Courts for violating the Americans with Disabilities Act (ADA). The City Council has passed legislation to clarify that this practice is illegal. However, enforcement has been lacking.

Action: Reduce the amount of parking placards issued for official City business.

Eliminating placards would clarify that any attempted use of a placard or City paraphernalia to illegally park is unlawful and subject to penalties. At minimum, the City should eliminate parking placards for any agencies located within Regional Centers (as defined in Urban Design Typology of the Framework).

Action: Increase enforcement efforts.

Pass legislation to create a civilian reporting program for City parking offenses. Modeled off of the existing Citizens Air Complaint anti-idling reporting program, this would allow anyone with the app to report placard abuse and potentially earn part of the funding collected from tickets issued and paid. Additionally, the City should increase penalties for persistent offenders.

Strategy 4: Promote cycling skills and recreational opportunities.

Much conversation around bike lanes rightly focuses on practicality: how can we get riders safely and efficiently from point A to point B? Infrastructure and engineering are the foundation of safe streets, but it is essential that there is also dedicated space for recreational and casual riding, especially for beginner riders who want to gain comfort and proficiency. The Brooklyn Waterfront Greenway and Prospect Park represent two of the largest assets for recreational cycling; however, they are mixed with commuter traffic and pedestrians.

Action: Build new bike-only infrastructure for recreational use in Brooklyn parks and green spaces.

The Chief Public Realm Officer should coordinate with NYC Parks, DOT, and other stakeholders to strike a balance for recreational cycling and passive recreation, including exploring physical changes such as grade separations between cycle lanes and pedestrian pathways, for example on the Prospect Park loop. NYC Parks should explore opportunities for dedicated cycling facilities in Brooklyn, similar to the Kissena Velodrome in Queens.

Action: Integrate bicycle education into public school curricula.

Bringing cycling lessons into public schools through the physical education curriculum would provide all Brooklynites with an introduction and access to cycling.

Action: Complete the Brooklyn Waterfront Greenway.

Nineteen out of 26 planned miles of protected bike lane are now installed, leaving only seven miles to go to complete the full greenway. DOT should prioritize completing the remaining sections in DUMBO, Red Hook, Sunset Park, and Coney Island/Brighton Beach.[2]

Strategy 5: Clarify regulations and develop best practices for e-bikes.

Electric bicycles (or e-bikes) are an emerging form of micromobility that is popular with commuters, working cyclists, and casual riders alike. E-bikes can unlock mobility for a wider range of riders by assisting them up difficult inclines or enabling local shopping trips on a cargo bike. However, in some cases, e-bikes have also caused confusion as old rules and infrastructure try to catch up with new technologies.

DOT distinguishes e-bikes from mopeds: e-bikes do not require registration and are allowed in bike lanes, while mopeds require registration and are restricted to vehicle lanes. In some cases, this distinction is intuitive. Arguably the most typical form of e-bike is a "Class 1" pedal assist bike such as the electric Citi Bike option. These bikes are visibly different from mopeds, have a lower maximum speed, and require riders to pedal in order to move. "Class 3" e-bikes, however, are more similar to some mopeds, with higher maximum speeds and throttle power rather than relying on pedaling. At full speed, these e-bikes can be unsafe when mixed with other bike traffic, especially if riders are distracted. Despite these differences, these two classes of e-bikes are visibly quite similar, making registration and licensing requirements unrealistic and undesirable, as virtually any bicycle rider, electric or not, would be subject to police scrutiny.

Recent DOT efforts have shown that a carrot-and-stick approach can be successful with e-bike safety; a battery exchange program and public charging stations have encouraged many working e-bike riders to take advantage of these safer resources.

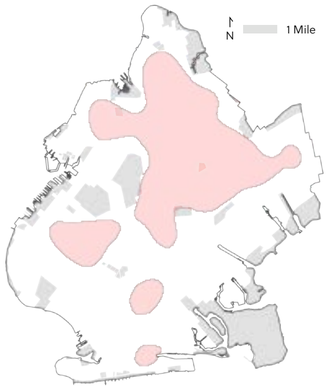
Action: Convene an e-micromobility task force.

DOT should continue this approach to e-bike safety and convene a micromobility task force, as proposed in Intro 1131 of 2024 to evaluate global best practices and further study ways to disambiguate the distinction between Class 3 e-bikes and mopeds without onerous enforcement mechanisms such as licensing requirements.[3]

Action: Require a beginner e-bike rider speed cap.

Riders using bike share systems such as Citi Bike would have a maximum speed of 10 mph for their first e-bike ride.

5. VISION ZERO PRIORITY AREAS



Vision Zero is a citywide initiative, and commitment to end traffic fatalities in New York City. The Vision Zero Priority Area are areas with the highest incidents of pedestrian injuries and fatalities, where safety improvements are most needed, as determined by DOT.

Objective 2:
Combat dangerous driving.

According to DOT, speeding accounts for about one-quarter of traffic fatalities in NYC every year, killing 200 people between 2021-2023.[4] Mirroring national trends, reckless driving in general has increased since the pandemic, with upticks in incidences of red light running and driving while intoxicated leading to fatal crashes. Achieving Vision Zero requires a mix of improved infrastructure and increased enforcement to address these behaviors.[5,6]

Strategy 1: Expand camera enforcement for speeding and running red lights.

NYC implemented automated camera enforcement in 1994, installing red light cameras at 150 intersections. In 2013, the New York State (NYS) legislature authorized the City to install automated speed cameras, which automatically issue citations for vehicles traveling more than 10 mph over the speed limit in school zones.

Camera enforcement has proven effective at reducing dangerous driving habits. Intersections with red light cameras report decreased frequencies of dangerous "t-bone" crashes, while speed cameras reduce incidents of speeding and average vehicle speeds. Most importantly, the presence of cameras produces safer driving habits over the longer term—74% of drivers who receive a ticket do not receive more than two a year.[7]

Action: Secure expanded authorization from NYS to install cameras.

Legislation signed by Governor Hochul in October 2024 authorizes NYC to install red light cameras at only 600 of the city's 13,250 intersections and must be renewed again in 2027.[8] Governor Hochul recently reauthorized the City's speed camera program; however it remains limited to a "demonstration" program only allowed in school zones at least until its reauthorization in 2030.[9] Given how successful these programs have been, the City should work with NYS to expand both.

Action: Pass legislation to increase fines for repeat offenders.

Proposed State legislation would increase penalties for school zone speeding violations from $50 for the first offense to $250 for seven or more offenses.[10]

Strategy 2: Lower the default speed limit on Brooklyn streets and pilot low-traffic neighborhoods.

In 2024, the State legislature passed "Sammy's Law," allowing NYC to reduce speed limits from 25 mph to 20 mph on individual streets and down to 10 mph on select streets undergoing safety redesigns, such as School Streets. Even a small adjustment in speed can save lives. At 20 mph, pedestrians have over 90% chance of surviving a crash. At 30 mph, the chance of surviving drops to 60%. And at 40 mph, the survival rate is only 20%.[11] Following the passage of Sammy's Law, DOT announced plans to implement reduced speeds, including neighborhood-wide "regional slow zones."

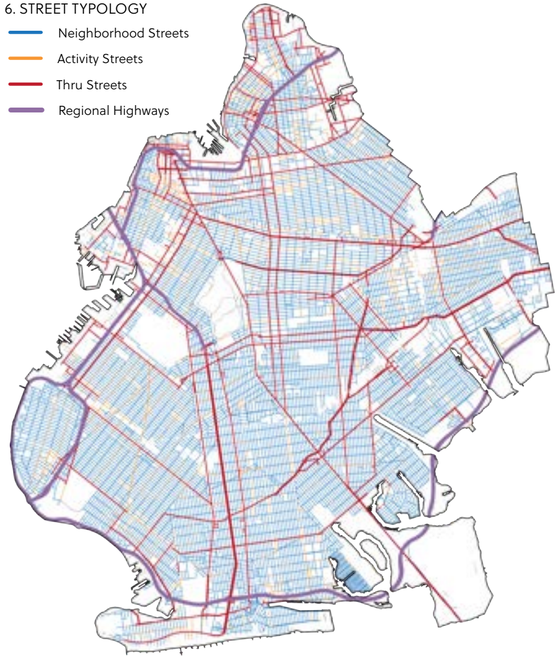
Action: Lower the default speed limit on Neighborhood Streets and implement regional slow zones with reduced speed limits in Regional and Local Centers.

DOT should act on these plans to lower speed limits. Regional slow zones would be a natural complement for parking demand management policies in Regional and Local Centers.

Action: Pilot a low-traffic neighborhood in Brooklyn.

DOT should build on the concept of regional slow zones by piloting low-traffic neighborhoods. These neighborhoods are closed off to vehicle through traffic, allowing only vehicles to make local stops to navigate shared streets at extremely low speeds. Adopting a formal street typology would equip DOT to identify contiguous blocks of neighborhood streets bounded by larger activity or major arterial streets.

6. STREET TYPOLOGY



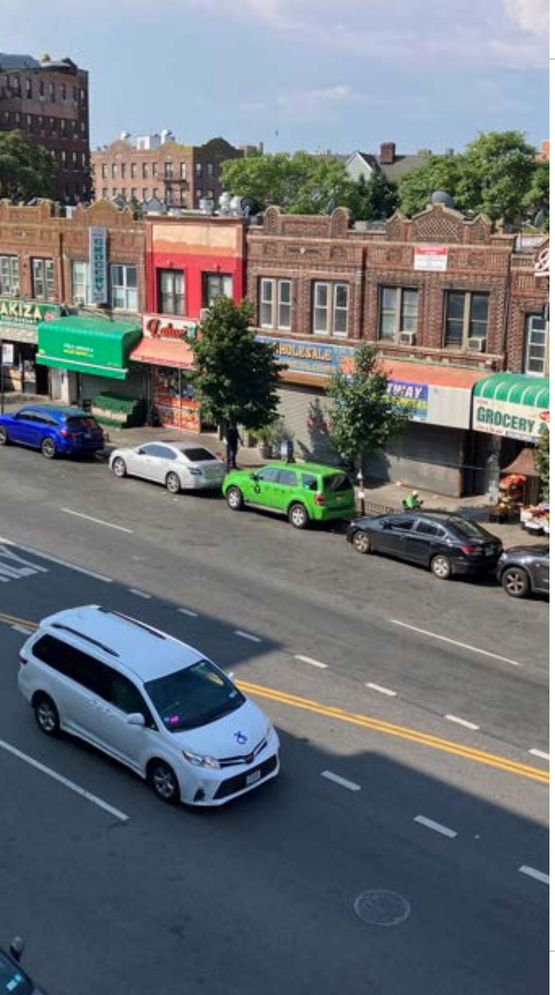
As outlined in the Framework, the Street Typology categorizes Brooklyn's right of way into four types.

Neighborhood Streets are lower traffic streets that serve nearby residents.

Activity Streets are destinations that draw people.

Thru Streets are significant arterial streets for car traffic.

Regional Highways are vehicle-only roadways that serve the highest volumes of traffic.



Strategy 3: Expand the use of Intelligent Speed Assist (ISA) technology.

ISA is a technology that can automatically moderate the velocity of vehicles traveling over the speed limit. The Department of Citywide Administrative Services (DCAS) has successfully piloted a program to install ISA on municipal vehicles, with incidences of speeding reduced by 64%.[12]

ISA can also be used to moderate speeds of private vehicles, particularly for drivers with persistent speeding tickets. As noted above, the majority of drivers who receive a summons for speeding correct their driving habits and do not receive another ticket. However, a small-but-persistent number of drivers repeatedly drive at dangerous speeds.

Action: Require the installation of ISA technology on repeat violators' cars.

State legislation to allow this would offer an intermediate step to curb reckless behavior before permanent license suspension and vehicle impoundment.[13]

Action: Expand the use of ISA on the municipal fleet.

DCAS should expand its ISA pilot to the entire NYC fleet and advance its Safe Fleet Transition Plan, which outlines a series of safety investments and technologies that the City is making in all fleet vehicles.[14]

Action: Explore the expansion of ISA to all new vehicles.

Pending successful implementation of ISA on persistent speeders and municipal vehicles, NYS should explore expanding the technology to all new vehicles sold in New York.[15]

Strategy 4: Daylight all Brooklyn intersections with hardscaped improvements.

In the context of street design, daylighting refers to the practice of removing visual obstructions near intersections and crosswalks to increase visibility for all road users. In practice, this most often means forbidding parking near intersections.

NYS already requires daylighting and bans parking within 20 feet of an intersection, but NYC is allowed to override this law. City and State lawmakers should remove this override, begin removing on-street parking within 20 feet of intersections, and step up enforcement of illegal parking.

Action: Pass universal daylighting legislation for NYC.

Intro 1138 of 2024 would prohibit standing or parking a vehicle within 20 feet of a crosswalk at an intersection and require citywide community education and outreach efforts with regard to the change. Proposed legislation at the State level would remove NYC's exemption from the State's universal daylighting requirement.[16]

Strategy 5: Install more curb bumpouts and raised crosswalks.

Curb bumpouts (sometimes also called bulb-outs, neckdowns, or curb extensions) are a common intervention already used by DOT and in other cities across the world. Bumpouts make intersections safer and more accessible by both reducing the distance that pedestrians have to travel to cross the street and by increasing the turning radius for vehicles, forcing them to pass by at safer, slower speeds. In many cases, bumpouts are formally reclaiming space that Brooklyn pedestrians already use as they step into the street to get a better view of oncoming traffic and prepare to cross.[17]

Raised crosswalks take this concept and go one step further by raising the physical grade of the entire crossing, making it double as a speed bump. Raised crosswalks are a more recent addition to DOT's toolbox and sometimes lack distinctive visual markings such as paint or different paving materials to more clearly signal a change of grade to drivers. Raised crosswalks are often a good fit where smaller streets such as Neighborhood Streets intersect with bigger streets such as Thru Streets.

Action: Integrate the installation of curb bumpouts and raised intersections into routine road maintenance.

DOT typically installs curb bumpouts and raised crosswalks as part of specific Vision Zero projects. While Vision Zero-specific projects should continue, DOT should also incorporate these curb treatments into routine road and sidewalk maintenance; whenever a curb is already being worked on, it should be reconstructed into an upgraded curb bumpout or raised crosswalk. Additionally, the City should fund DOT to appropriately increase staff capacity to allow more hardscaped projects to be conducted in house and in tandem with already occurring projects.

Photo by Lerone Pieters on Unsplash

Objective 3:
Manage Brooklyn's curb space to accommodate all uses, not just car storage.

Curb space is a valuable, but often overlooked, component of the public realm. If not managed and designed responsibly, curb space can be overrun by private parking. But when viewed holistically, curb space is an opportunity for public goods such as trash containerization, parklets, rain gardens, sidewalks, bike parking, expanded bus stops, or dedicated space for local vendors.

In 2023, DOT launched a *Curb Management Action Plan*, which looks to proactively manage the City's curb lanes for more than just private parking. The City should build on this plan and continue to manage curb space as a public resource that can respond to the needs of the borough's Neighborhood Corridors and Local and Regional Centers alike.

Strategy 1: Adopt a Residential Parking Permit (RPP) system tied to the implementation of a complete streets rubric.

Currently, the vast majority of the borough's on-street parking spaces are offered to private users free of charge. This free parking creates an incentive for drivers looking for parking: why spend money to park at a garage when there's a chance to find free parking space on the street? By some measures, an astonishing amount of traffic is drivers circling around the block in search of parking.[18] And once drivers do secure a coveted spot, the prospect of giving it up can discourage people from using their car.

RPPs are a common tool used around the country to manage these problems. Local residents with vehicles and driving records in good standing would be able to pay a yearly fee to secure parking within a given area. This guarantee would also give drivers peace of mind and allow them to no longer hold on to the parking spots they do secure so vigilantly, and in so doing encourage better compliance with alternate side parking. More importantly, the removal of free on-street parking would discourage non-residents from circling the block, reducing the amount of last-mile congestion.

Action: Implement a complete streets assessment along with RPPs.

One concern with RPPs is that they can potentially entrench perceptions that the street "belongs" to private vehicle storage, despite being public property and maintained by public dollars. This perception could make it harder to install necessary public utilities and amenities such as trash containerization, loading zones, and street safety measures in the public right of way. As such, it is essential that any RPP system only be implemented as part of a complete streets assessment and plan that reserves space for the public good. In order for a street segment to receive an RPP, it would have to satisfy a set of criteria based on pedestrian demand and street typology.[19]

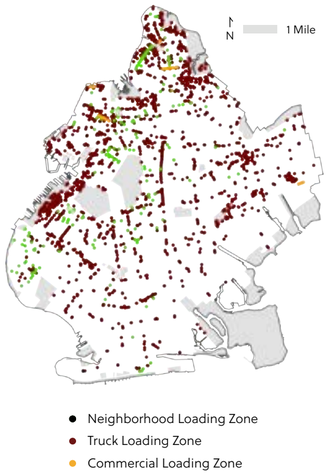
Action: Price RPPs rationally.

Another concern is that RPPs often charge excessively low fees, which do not recover the public expense that goes into maintaining the spaces and may risk incentivizing, rather than discouraging, local car trips. When priced correctly, RPP fees can also prompt vehicle owners who only occasionally use their vehicles to adopt a car-free lifestyle and instead use car-share services for their occasional needs. It is vital that an RPP in Brooklyn charge adequate fees—there is evidence that drivers are willing to pay up to $550 annually (in 2024 dollars) for the peace of mind an RPP system offers.[20]

Action: Develop a rubric for complete streets assessment.

In order to become part of an RPP program, a street segment would be evaluated by a DOT-created rubric that assigns points for essential curb uses and amenities. Street segments would only become eligible for RPPs once they achieve enough points, and stakeholders could use this rubric when evaluating their priorities for a complete street design.

7. LOADING ZONES



Neighborhood Loading Zones reserve space for deliveries on residential streets, while Truck Loading Zones and Commercial Metered Parking reserve space on commercial corridors.

Strategy 2: Reserve space for deliveries in every community.

The continued rise of e-commerce has heightened the demand for reliable loading on Brooklyn's streets. A lack of reliable loading zones for delivery vehicles can result in double parking, congested traffic, and stressful working conditions for couriers (see more on the climate impacts of last-mile delivery in Objective 2 of the Climate Element).

Action: Expand DOT's Local Delivery Hub program.

This program aims to reduce the total number of delivery vehicles on the streets by providing a site for trucks to offload and transfer packages to smaller last-mile vehicles such as cargo bikes or hand carts (see more in the Transit + Freight Element.

Action: Expand Neighborhood Loading Zones, Truck Loading Zones, and Commercial Metered Parking.

Neighborhood Loading Zones are intended to reserve space on quieter Neighborhood Streets, while Truck Loading Zones and Commercial Metered Parking are intended to reserve space on commercial corridors such as Activity and Thru Streets. DOT should continue the implementation of these parking regulations and prioritize the dedication of adequate loading space over private on-street parking.

Action: Expand Neighborhood Delivery Lockers pilot.

Neighborhood Delivery Lockers are similarly intended to reduce the number of truck trips by offering a secure public location for people to retrieve packages that also serves to consolidate the number of trips made by delivery trucks.

Strategy 3: Improve Alternate Side Parking (ASP) enforcement.

ASP regulations are essential to cleaning Brooklyn's streets. When vehicles do not clear the way for street sweepers, trash and debris build up to create unpleasant and even unsafe conditions, risking fires, rodent infestation, spills of toxic materials, and clogged storm drains that increase flood risk. Unfortunately, rather than accommodating their neighbors' needs for clean and safe streets, some vehicle owners opt to take their chances at receiving a ticket and/or view occasional fines as the cost of parking on Brooklyn streets.

Action: Create an escalating fine structure for persistent ASP non-compliance.

Intro 0419 of 2024 would establish penalties for ASP violations at $65 for an initial violation and $100 for subsequent violations in a 12-month period. Additionally, the bill would require the towing of a vehicle found parked in violation of alternate side parking rules if such vehicle has previously been in violation three or more times within the same 12-month period.[21]

Action: Authorize automated camera enforcement on street sweepers.

Mounting cameras on DSNY street sweepers will allow for more effective enforcement, and escalating penalties will cut down on repeat offenders, but NYC can only do this if NYS legislation authorizes it. Combined with a new, adequately priced RPP system, these measures would help ensure that any vehicle storage that happens on Brooklyn streets is done responsibly.

Strategy 4: Rightsize parking rates to reduce traffic and encourage turnover in Commercial Centers.

On-street parking on commercial corridors is typically managed by parking meters, with the intent of allowing spaces to be used for short-term parking. However, the price of most metered commercial spaces is far cheaper than comparable off-street parking options. As with residential parking, this creates an added incentive for drivers to circle the block in hopes of finding an on-street parking space, either in a metered spot or a free spot on a nearby residential street. And once parked in a comparatively cheap metered spot, drivers are loath to give it up and sometimes view the risk of receiving a ticket for an expired meter as an occasional cost of convenient parking.

Together with an RPP system and automated enforcement of on-street parking regulations such as ASP, these actions would serve to eliminate free parking on Brooklyn's streets and remove drivers' incentive to circle the block for a prized free parking space.

Action: Price on-street parking to increase commercial activity.

Increasing the cost of metered on-street parking can improve the amount of turnover of parking spaces in commercial centers, as drivers are less likely to use these spaces for longer-term parking.[22,23] Dynamic parking systems would take this a step further and adjust rates in real time based on current demand and the time of day. DOT is exploring both mechanisms as part of its *Curb Management Action Plan* and should extend their use to Brooklyn's Commercial Centers. Intro 0474 of 2024 would require DOT to create at least one dynamic parking zone per borough where the parking rates would rise or fall depending on real-time demand.[24]

With curb electrification, vendors such as produce and food trucks that frequent a particular location would have access to electricity without needing to use a gas-fueled generator.

Strategy 5: Electrify the curb for vending and other active uses.

Curb and sidewalk space is where vendors all across the borough set up to do business, whether it's once a week at a Green Market or a regular spot for a food truck. Bringing electrical power to the curb would allow vendors to connect to the electrical grid and avoid the noise and gasoline pollution caused by generators.

Action: Integrate curb electrification into DOT's Smart Curbs Pilot Program.

The City should pilot a curb electrification program that prioritizes regular vending locations and incentivizes and/or reimburses vendors who switch from gas generators to electric power.

Action: Expand the Street Vendor Project's (SVP) Environmental Justice Battery Pilot.

In 2023, SVP started a pilot program replacing gas-powered generators with clean battery systems for street vendors. The City should adopt this pilot and provide electric batteries and training to help vendors transition off of fossil fuels.

Strategy 6: Expand the use of the curb for outdoor dining.

Introduced in 2020 when he was a member of the City Council, Borough President Reynoso's Temporary Open Restaurants program was a vital intervention that allowed restaurants to stay in business and residents to enjoy more of our public realm at a time when outdoor space was especially important for public health. In 2023, the City Council passed a modified, permanent version of the program called Dining Out NYC, which restricted businesses to utilizing curb space from only April to November. While a permanent, revised version of the Open Restaurants program was necessary, the seasonal restriction is unnecessary and requires restaurant owners to either bear the costs of building and deconstructing a structure or pay for expensive storage space and moving expenses every year. As a result, less than 30% of restaurants that participated in the Open Restaurants program had applied to participate in Dining Out NYC as of February 2025.[25]

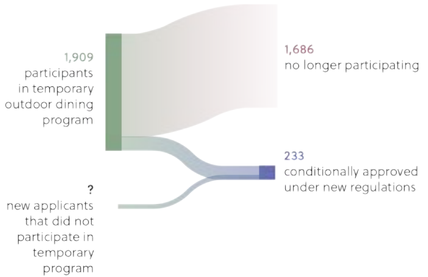
Action: Reinstate year-round roadway cafes.

The City Council can do this by updating the 2023 legislation to remove the seasonal limits and reduce burdensome red tape.

Action: Expedite the Approval Process for Outdoor Dining applications.

The City must address delays in processing applications for sidewalk and roadway cafes. As of mid-February 2025, the Department of Transportation (DOT) had approved less than 1% of submissions—an unacceptable bottleneck that threatens the survival of small businesses. The Mayor and City Council should allocate sufficient funding to ensure DOT has the staffing necessary to process applications swiftly and equitably. Additionally, to streamline approvals, the City should remove community boards from the oversight process as DOT requirements already guarantee safety, cleanliness, accessibility, and appropriate use of public space.

8. ROADWAY DINING PARTICIPANTS, TEMPORARY PROGRAM VS. NEW REGULATIONS, AS OF MAY 2025



Under the temporary outdoor dining program, 1,909 restaurants in Brooklyn held permits for roadway dining. As of May 2025, only 233 restaurants were conditionally approved to participate under the new, seasonal regulations — a reduction of 88%

Photo by Alex Simpson on Unsplash

Objective 4:
Foster healthy and active public spaces, including within the public right of way.

Vibrant public spaces are essential for a healthy and thriving borough. Successful public space includes both big and grand areas such as Prospect Park and everyday places like the sidewalk you use to get to the train every morning. However, the City lacks a comprehensive vision for how these different kinds of places relate to one another. *The Plan* provides a foundation for understanding public space at both these large and small scales.

At the large scale, the borough's Historic Centers are the oldest parts of the borough and feature unique urban fabric, historic landmarks, and opportunities for placemaking. Gateways are the meeting points between Brooklyn's street grid and its marquee public spaces and landmarks. Visual Landmarks are places that visually anchor their neighborhoods. At the smaller scale, the street typology describes the varying types of public spaces within streets themselves.

Strategy 1: Utilize history for creative placemaking.

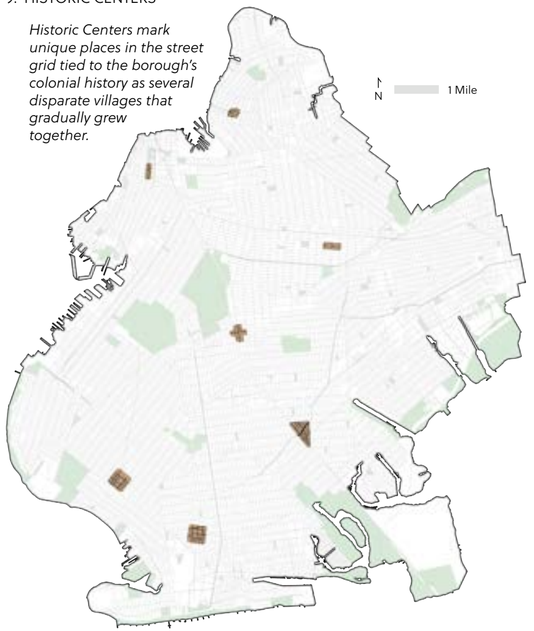
Brooklyn is an amalgamation of six different towns across Kings County. The borough's street grid and built environment still shows the marks of these original towns. Many of these historic centers have unique features such as irregular lot sizes or street grids, historic landmarks such as old Dutch Reformed Church buildings, or public spaces such as Columbus Park in Downtown Brooklyn. It is also not possible to plan for Brooklyn's future without grappling with this country's colonial history. While NYC will need to continue acknowledging and correcting the atrocities of colonization, we have an opportunity to repurpose some of these scars to turn more space over to the public good.

Action: Invest in streetscapes, public plazas, and landmarks at the six historic centers of Brooklyn.

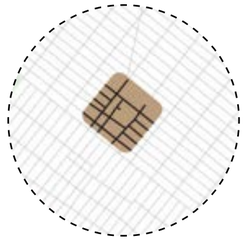
Each of these historic centers can be the center of a local placemaking strategy for Brooklyn's old towns. The City, led by the Chief Public Realm Officer, should look to identify and complement landmarking efforts such as the African Burial Ground in Flatbush with streetscape improvements and property acquisition to create new public plazas.

9. HISTORIC CENTERS

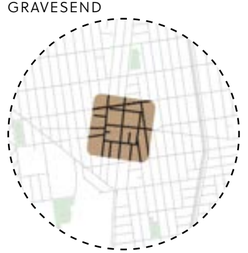
Historic Centers mark unique places in the street grid tied to the borough's colonial history as several disparate villages that gradually grew together.



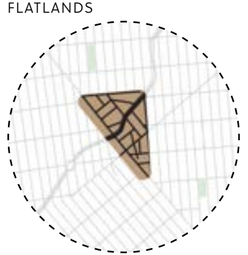
NEW UTRECHT



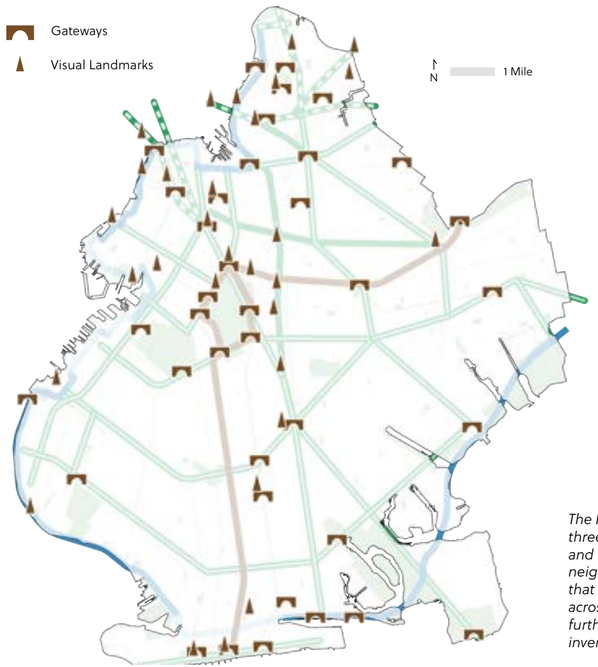
GRAVESEND



FLATLANDS



10. GATEWAYS AND VISUAL LANDMARKS OF BROOKLYN



The Public Space + Placemaking section of the Framework chapter classified three types of Brooklyn's signature spaces: Gateways, Visual Landmarks, and Historic Centers. Gateways serve as entrances to major public spaces, neighborhoods, or unique features. Visual Landmarks are distinct features that shape the skyline and are reference points within neighborhoods and across the borough. These spaces are fluid and subjective and The Plan solicits further input from Brooklynites to build and maintain a more representative inventory of signature spaces that define our borough.

Strategy 2: Create marquee public spaces at the gateways to major open spaces such as Prospect Park.

Brooklyn has world-class public parks and open spaces, but too often, the streets, pathways, and entrances at their doorstep leave something to be desired. Brooklyn's marquee open spaces deserve equally beautiful and accessible gateways that link park space with the borough's streets and neighborhoods.

Action: Invest in the design and restoration of key gateways across the entire borough.

The intersection of Prospect Park, Grand Army Plaza, and Eastern Parkway offers a textbook case of a gateway with unmet potential. Originally designed as a grand entrance to the park by Frederick Law Olmstead and Calvert Vaux, Grand Army Plaza was later separated from the park by vehicle traffic. DOT has begun exploring reuniting the plaza with the park and creating a unified corridor between the park, the plaza, and the parkway. DOT should extend the principle of uniting major park spaces with our streets in other locations as well.

Strategy 3: Expand Open Streets, Summer Streets, and School Streets.

Open Streets is NYC's program that transforms streets to realize their full potential as public spaces. Although the City created the current Open Streets program as a response to the COVID-19 pandemic, the concept of opening up streets as public places has a long history, dating as far back as the Police Athletic League's "play streets" that were first introduced in 1914.

Since the near-overnight implementation of the program in 2020, DOT has refined the program to include both "full closures" to vehicular traffic and "limited local access," where vehicle access is permitted only for local trips such as making deliveries or pickups. One characteristic all locations have in common is that they are all only active for specific hours during the day. While limited hours may make sense for full closures on busier activity streets such as Fifth and Vanderbilt Avenues, they are less relevant on neighborhood streets such as Willoughby Avenue, where the intent is to unlock the street as recreation and open space rather than facilitate active programming such as street vendors, dining, and performances.

Summer Streets is an annual celebration that opens major arterial roadways across all five boroughs for people to play, walk, and bike. Summer Streets also includes free activities and programming such as exercise classes and concerts. Although Summer Streets is more limited compared to year-round interventions such as Open Streets, the program is a celebration of the potential of Brooklyn streets beyond moving vehicles.

School Streets is a specific type of Open Street that fully closes streets outside schools during various times across the school day, including drop-off and pick-up, recess, and outdoor learning. Currently, individual schools apply to DOT to participate in the program.

Action: Expand the "Limited Local Access" model to 24 hours and install permanent traffic calming measures.

Instead of limited hours, successful "limited local access" projects such as Willoughby Avenue should receive physical improvements from DOT's "shared street" toolbox to convert the roadway into a street that is designed for slow travel speeds shared among pedestrians, cyclists, and motorists 24 hours a day.[26]

Action: Lower administrative and legal burdens on Open Streets community partners.

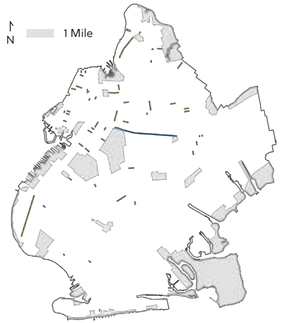
The City should indemnify Open Streets partners, not require $1 million liability insurance policies, and ensure that local partners are fully funded to monitor and program Open Streets.

Action: Expand Brooklyn Summer Streets to more locations, more dates, and longer hours.

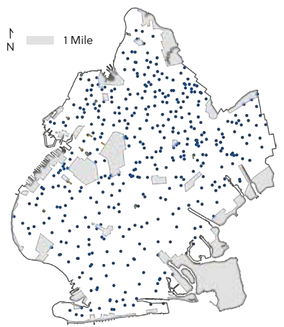
Ocean Parkway would be a strong candidate for a second location for the Summer Streets program to expand and well aligned with the launch of the Historic Brooklyn Greenway Initiative.

Action: Implement School Streets at every public school in Brooklyn.

School Streets in suitable locations such as quieter neighborhood streets should also be expanded to permanent, 24-hour shared streets or pedestrian plazas with permanent hardscaped improvements. DOT should increase cooperation with the NYC Department of Education (DOE) to enroll more schools in school streets and establish a goal to enroll every public school in Brooklyn in the program.



11. OPEN AND SUMMER STREETS, 2025



12. SCHOOL STREETS, 2025

Photo by Nelson Ndongala on Unsplash

Strategy 4: Create a pathway to allow small bodegas, corner stores, and cafés in residential neighborhoods.

Corner retail can play a small but vital role in residential neighborhoods. A small shop on the corner can be a practical convenience, offering a nearby option for last-minute or small shopping trips that avoids a longer walk or car trip. A small café or barbershop can be a small neighborhood hub that offers a "third place" for nearby residents to gather without going all the way to a local commercial corridor.

Action: Enact a Zoning Map amendment to allow corner retail.

City of Yes for Economic Opportunity originally proposed to create a pathway for small retail within 100 feet of an intersection. Applications would have been subject to environmental and community board review. This proposal was ultimately removed during City Council modifications to City of Yes but should be revived and added into the Zoning Resolution.

Objective 5:
Increase equitable access to green space.

Increasing Brooklyn's green space access is an environmental, health, and social strategy all rolled into one. Ample studies prove the benefits of green space, including improvements to physical health, biodiversity, mental heath, environmental protection, and more. These improvements have become more pressing as climate change has increased the frequency of heat waves and chronic diseases have decreased life expectancy. Brooklyn has two primary types of green space: parks and tree canopy. Mirroring other disparities, there is unequal access to these essential resources across the borough.

Strategy 1: Improve access to park space.

In total there are 628 parks in Brooklyn. While each of these parks is important, some offer more benefits than others. NYC Parks' Walk to a Park initiative strives for every New Yorker to live within walking distance to a park. While measuring accessibility in this manner is useful, it ignores the variations in parks across the city. The Borough President's Office analyzed NYC Parks' data to measure access to a park based on the size and use (active and passive recreation) of a park. The adjacent map demonstrates how larger parks with more recreational opportunities were given a greater weight to reflect their benefits.

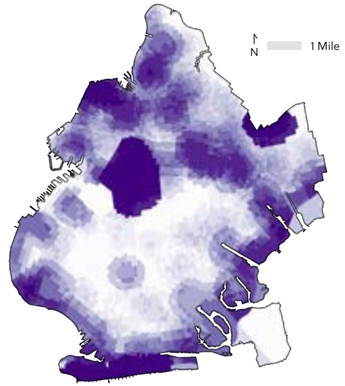
Action: Build new parks in southern Brooklyn.

As shown by the Access to Parks Index map, there is a significant lack of access in much of southern Brooklyn. While many of these neighborhoods may be within walking distance to a park, they are primarily small and micro parks, with only one large park in the majority of Community Districts 11, 12, 14, and 17.

Action: Make parks more accessible to people with disabilities.

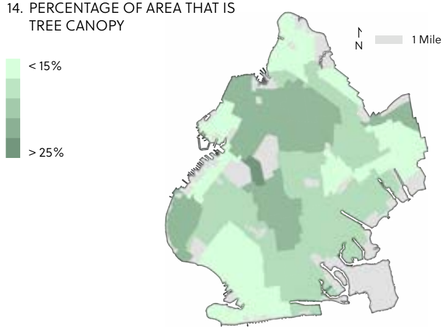
Intro 870 of 2024, introduced at the request of Borough President Reynoso, would require NYC Parks to conduct an annual assessment of park entrances, bathrooms, playgrounds, beaches, and pools to determine if they are compliant with the Americans with Disabilities Act (ADA). If these facilities are not compliant, NYC Parks must report on what steps they are taking to bring these facilities into compliance and how long it will take to achieve compliance. NYC Parks would also be required to create a map on their website that shows all NYC Parks facilities included in the report.

13. ACCESS TO PARKS INDEX

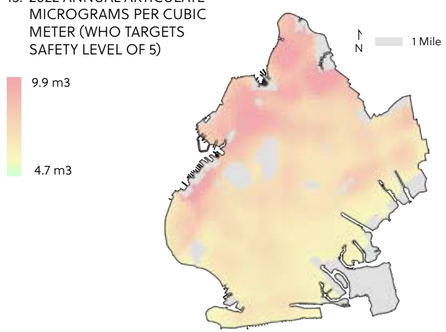


To evaluate Brooklyn residents' access to parks as part of the Access to Opportunity Index, The Plan *categorized parks into four tiers—flagship parks, large parks, small parks, and micro parks—and assigned a weighted score based on proximity to each. Larger parks with more diverse recreational opportunities were assigned greater weight, reflecting their broader benefits to the community.*

14. PERCENTAGE OF AREA THAT IS TREE CANOPY



15. 2022 ANNUAL ARTICULATE MICROGRAMS PER CUBIC METER (WHO TARGETS SAFETY LEVEL OF 5)



Strategy 2: Prioritize expanding the tree canopy in Brooklyn's most vulnerable neighborhoods.

Increasing tree canopy coverage is a straightforward method toward planning for a healthier and more equitable Brooklyn. The famous tree-lined streets of Park Slope, Cobble Hill, and Ditmas Park contribute to their high property values. Trees improve mental health, reduce noise, and create beautiful, walkable neighborhoods (see more on trees in the Heatlh and Climate Elements).

Environmentally, trees capture and store pollutants, provide cooling by blocking the solar radiation onto streets, and absorb rainwater helping with stormwater management.

Unfortunately, the tree canopy is not equally distributed across Brooklyn. The upcoming Urban Forest Plan, as mandated by Local Law 1065 of 2023, will create a plan to increase NYC's canopy coverage from 22% to 30%. In anticipation of that plan, this Strategy advocates for expanding the tree canopy with a focus on closing disparities, heat vulnerability, and air quality.

Action: Plant more trees in high heat vulnerability neighborhoods.

The neighborhoods of Canarsie, East New York, Sunset Park, and East Williamsburg, among others, all experience heightened Urban Heat Island effect.[27] Given the well-substantiated impact that increased tree canopy can have on reducing temperatures, these neighborhoods must be prioritized in the effort to increase tree canopy coverage.

Action: Plant more trees in neighborhoods with poor air quality.

Tree canopy expansion should be prioritized in the Brooklyn neighborhoods that experience worse air pollution. Largely located along the Brooklyn-Queens Expressway, much of the western portion of the borough has the highest concentration of $PM_{2.5}$. Studies have shown that street trees are able to reduce the concentration of $PM_{2.5}$, demonstrating the importance of placing them in these vulnerable neighborhoods.[28]

ENDNOTES

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MAPS AND FIGURES

1 NYC DOT, New York City Bike Routes, 2025.

2 *NYC Streets Plan Update,* 2025. The chart is original work based on the LL195 Benchmark Progress table on page 33 of the *NYC Streets Plan* Update.

3. Office of the Brooklyn Borough President.

Green Waves are based on the "Potential Protected Bike Corridors" from *Green Wave*'s Map 1: Protected Bike Lanes and Neighborhood Networks."

Brooklyn Waterfront Greenway and construction status based on the online map on the Brooklyn Greenway Initiative website, as of July 2025.

Brooklyn Historic Greenway based on the NYC Greenway Expansion Plan, announced by the Mayor, DOT, Parks, and NYC EDC in 2023.

Connecting to the Core is based on the "East River Bridges map" from NYC DOT's *Connecting to the Core* report, 2024.

4 Citi Bike BGFS Feed, 2025.

5 NYC VZV Priority Zones, 2025

6 The Street Typology map is original to the *2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

7 NYC DOT Loading Zones, 2025

8 NYR DOT, Dining Out NYC, Outdoor Dining Conditional Approvals for Roadway Cafes as of Tuesday May 27th, 2025; NYC Open Restaurants, ARC GIS experience builder map, 2024.

9 Conner, R. F. O., Dripps, M. & Korff Brothers. (1852) Map of Kings and part of Queens counties, Long Island N.Y. [N. York New York: Published by M. Dripps, . N.Y. New York: Engraved & printed by Korff Brothers] [Map] Retrieved from the Library of Congress, https://www.loc.gov/item/2013593245/.

10 The Gateways and Visual Landmarks of Brooklyn map is original to *The 2025 Comprehensive Plan for Brooklyn*. Further discussion can be found in the Framework chapter.

11 NYC Open Streets Locations, 2025

12 NYC Open Streets Locations, 2025

13 NYC Parks, Parks Properties, 2025. The Access to Parks Index was created as part of the Healthy Eating + Active Living Factor of the Access to Opportunity Index. See Appendix B for the full methodology.

14 NYC Office of Technology and Innovation (OTI) Tree Canopy Cover LiDAR capture, 2017.

15 NYC DOHMH and OTI, Average predicted surface level for fine particulate matter (PM2.5), 2022

Transit + Freight Element

Brooklyn's transit system is the lifeblood of the borough, connecting its diverse neighborhoods and fueling its growth. The subway, bus, Long Island Rail Road (LIRR), ferry, and Citi Bike systems collectively keep Brooklyn moving. They allow people to come to and travel throughout Brooklyn for work, culture, and community. However, Brooklyn's transit infrastructure is in dire need of improvement and investment. It is aging and crowded, and large swaths of the borough lack adequate access.

As we plan for Brooklyn's future, the focus on transit needs to evolve to comprehensively account for moving both people and goods. Freight infrastructure—ports, railroads, and roadways—is vital to the borough's success, but needs restructuring. The current overreliance on truck-borne freight is exacerbating pollution and congestion, and the system is ill-equipped to handle the projected growth of e-commerce and freight imports.

The Transit + Freight Element envisions a Brooklyn where people and goods can easily move throughout the borough with minimal emissions and maximum efficiency. By improving both systems, we can create a more sustainable, resilient, and economically strong Brooklyn.

Objective 1: Strengthen and expand Brooklyn's rail transit network.

Subway and commuter rail are essential to making Brooklyn, NYC, and the entire region work. Even in a future with more remote and hybrid work, additional transit capacity will be necessary to improve commutes for the borough's growing population and accommodate a growing number of non-work trips.[1]

In its most recent Needs Assessment and Capital Plans, the Metropolitan Transit Authority (MTA) has been clear: maintaining and repairing the rail transit network is a priority. Nuts-and-bolts items such as signals, switches, rail yards, and repair shops need to be replaced in full. While this kind of investment can seem unglamorous, it also presents an opportunity for meaningful improvement in daily commutes. New infrastructure will not only prevent trains from breaking down but will allow them to move faster and more often. The location and timeline of these capacity improvements should be paired with land use decisions to ensure that more housing and transit go hand in hand.

While bringing the system into state of good repair is a priority, it is essential to outline a proactive vision for transit expansion as well. The rail network should be within reach for everyone in the region, which includes every Brooklynite. In recent decades, transit agencies have prioritized major projects to expand access to and within Manhattan, such as Second Avenue Subway Phase 1, the 7 Train extension to Hudson Yards, East Side Access (which opened up Grand Central Terminal and East Midtown to Long Island commuters), and West Side Access (which will do the same for Penn Station and riders in the Bronx, Westchester, and Connecticut). The ongoing Gateway Program will also ease congestion into Penn Station and boost capacity on commuter and intercity rail lines west of the Hudson River.

While these projects expand access to Manhattan and give more flexibility to suburban transit riders, there have been no major expansions within Brooklyn, despite the southeastern part of the borough having limited access to the subway. Unfortunately, fractured decision-making and the lack of a comprehensive plan often put transit and land use planning in a perpetual cycle of kicking the can down the road. The MTA, under pressure to get a good return on investment for scarce capital dollars, runs conservative ridership projections based on existing residential densities rather than scenarios that include planning for additional residential densities. But the Department of City Planning (DCP) and elected officials, who undertake and ultimately approve rezonings, then point to a lack of transit as a reason for opposing new residential density.

This cycle is at odds with Brooklyn's actual historic development, which saw new neighborhoods quickly pop up around train lines built on previously undeveloped farmland. City of Yes for Housing Opportunity (COYHO) took a small, modest step toward correcting this problem by expanding the definition of the Transit Zone in the Zoning Resolution to automatically allow more density near transit stations. The following strategies outline a vision for specific transit improvements and expansions that will facilitate a coherent, transit-oriented growth strategy in Brooklyn.

Strategy 1: Improve signals, clear bottlenecks, and improve connectivity in the existing subway network.

The subway's legacy signal system is more than 100 years old and prone to persistent failure. Modernizing the system with Computer-Based Train Control (CBTC) has been a recent priority for the MTA, as modernized signals will both improve reliability and allow more trains to be run at peak rush hours.

Action: Fully fund the MTA 2025-2029 Capital Plan in order to continue the build-out of new CBTC signal systems.

In Brooklyn, the MTA has been gradually upgrading signals on the Crosstown Line (F/G trains), and with the implementation of Congestion Pricing, will soon begin work on the Fulton Line (A/C) trains. In the next Capital Plan, the MTA is proposing to upgrade signals on the Broadway Line (N/Q/R/W trains), and the Nassau Line (J/Z trains).

Action: Reconstruct Nostrand Junction to eliminate congestion between Flatbush and Crown Heights trains.

Nostrand Junction is where Flatbush-bound 2 and 5 trains split off from Crown Heights-bound 3 and 4 trains. In its current configuration, some trains have to cross over other tracks in order to get to their destination. These crossovers lead to delays that ripple up and down the entire line. In the 2025-2029 Capital Plan, the MTA proposes to reconstruct this junction both to alleviate this bottleneck and to lay the foundation for a potential subway extension down Utica Avenue. Reconstructing the junction presents a tradeoff: while Flatbush riders would lose a one-seat ride on the 5 train, 2 and 3 train service would improve, and travel faster, more frequently, and more reliably. The MTA should select an alternative that eliminates conflicts and allows the highest frequency of trains to pass through the new junction. Any disruptions to Eastern Parkway should be planned in coordination with EDC, NYC Parks, and DOT's plans for the Brooklyn Historic Greenway.

Action: Prioritize signal upgrades near DeKalb Junction.

Five different trains (D, N, R, B, and Q) from two different subway lines converge near DeKalb Avenue before heading over the Manhattan Bridge. Because the existing block signal system requires trains to keep a significant distance from each other, all these trains crossing in a short area create a bottleneck, leading to the all-too-familiar phenomenon of trains slowing to a halt near the Manhattan Bridge. By upgrading signals near this junction, trains would be able to move more quickly and smoothly through DeKalb Avenue and over the bridge. Although the work would be physically located near Downtown Brooklyn, riders farther south in neighborhoods such as Midwood, Bensonhurst, and Bay Ridge would benefit from improved subway service.

Action: Upon the delivery of new rolling stock, adopt a new service pattern that extends the W train into Brooklyn.

Currently, W trains terminate at Whitehall Street in Lower Manhattan in order to quickly turn around and begin service back to Queens. Once the MTA receives more train cars that they have already ordered, there will be enough trains to keep the current level of service and send W trains through the Montague Street tunnel into Brooklyn, and either terminate at 9th Avenue in Sunset Park or 95th Street in Bay Ridge.

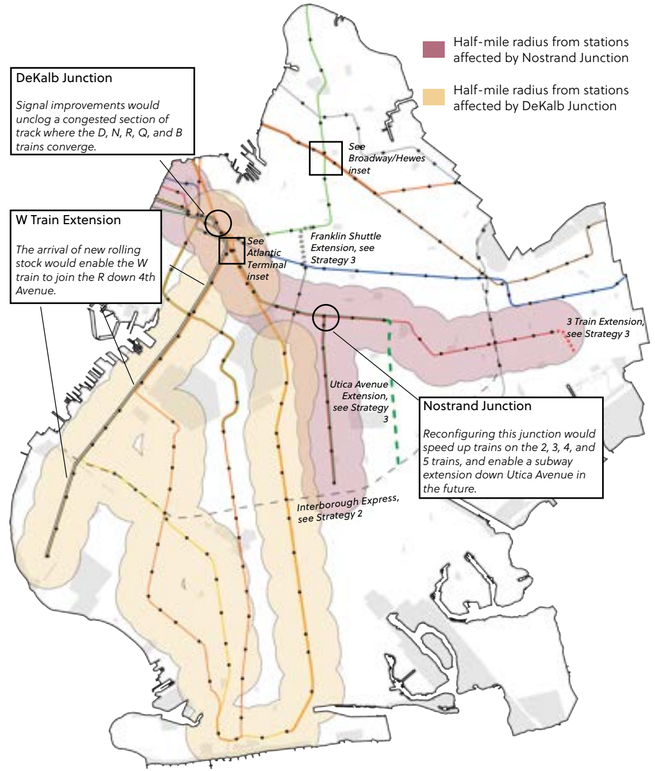
Action: Build an in-system transfer between Lafayette Avenue, Fulton Street, and Atlantic Avenue-Barclays Center.

Despite being a stone's throw away from each other and Atlantic Terminal, the stations at Lafayette Avenue and Fulton Street are not connected. Riders looking to make connections between northern and central Brooklyn on the Fulton and Crosstown Lines and southern Brooklyn on the Brighton and 4th Avenue Lines have to make a cumbersome out-of-system transfer. This is a remnant from before the subway system was unified and separate companies were not incentivized to plan their stations cooperatively. Similar situations in Manhattan have received retrofits with far longer corridors than what would be required here. With the system long since unified, the MTA should prioritize a connection between all lines in the vicinity of Atlantic Terminal.

Action: Add a free out-of-system transfer between Broadway and Hewes Street and/or Lorimer Street.

The entrance to the Broadway G train station is directly underneath the elevated tracks of the J and M trains, and only a few short blocks from the entrance to both the Hewes Street and Lorimer Street stations. However, any riders who transfer between the two stations must pay the fare twice. The MTA should add a free out-of-system transfer between these two lines, similar to what already exists in Manhattan between 59the Street and Lexington Av/63rd Street. The MTA has already provided a free out-of-system transfer at these stations as a mitigation measure during the 2024 shutdown of the G train. This transfer should be made permanent.

1. MAJOR SUBWAY JUNCTIONS + CONNECTION OPPORTUNITIES



POTENTIAL OUT-OF-SYSTEM TRANSFER: BROADWAY, HEWES, + LORIMER

An out-of-system transfer would allow riders to connect between the G and J/M trains without the need of any new physical infrastructure.

○ Station entrances

POTENTIAL IN-SYSTEM TRANSFER: ATLANTIC TERMINAL, FULTON, + LAFAYETTE

A new pedestrian tunnel between Atlantic Terminal, Fulton Street, and Lafayette Avenue would link the C and G trains with the seven different trains that run through Atlantic Terminal.

○ Station entrances

BAY RIDGE BRANCH

The IBX would be built on the Bay Ridge Branch, an existing rail line that is lightly used for freight rail. If coordinated with the Port Authority's Cross Harbor Freight Program (CHFP), the IBX would rebuild the Bay Ridge Branch to enable additional freight trips alongside new transit.

Strategy 2: Build the Interborough Express (IBX) in concert with the Cross Harbor Freight Program (CHFP).

The IBX is a proposed new transit service that would run along the Bay Ridge Branch, a section of the LIRR that is currently lightly used for freight rail. The IBX would connect up to 17 subway lines and the LIRR, extend rail transit to areas in the Outer Transit Zone, and provide a new connection between Brooklyn and Queens.

The MTA began evaluating the IBX and selected light rail as the preferred mode of transportation in 2023. The MTA further examined it in their 20-Year Needs Assessment and scored it favorably, in large part because it would utilize already existing right of way and avoid extensive tunneling and property acquisition costs. Subsequently, the MTA included the IBX as one of the few expansion projects in the 2025-2029 Capital Plan.

The IBX is aligned with several facets of *The Comprehensive Plan for Brooklyn*. It would connect two of the borough's emerging Regional Centers: Sunset Park and Broadway Junction. It would close the gap in the borough's Transit Zones by adding new rail transit to East Flatbush (see Objective 3, Strategy 3 in the Housing Element) and increase transit access to several healthcare facilities such as Brookdale Hospital. Additionally, the IBX offers a unique opportunity to coordinate with the Port Authority's CHFP, which aims to increase the amount of freight trips running from the 65th Street Yard in Sunset Park to Queens, the Bronx, and beyond. CHFP will be discussed further in Objective 5.

Action: Fund the design and construction of the IBX.

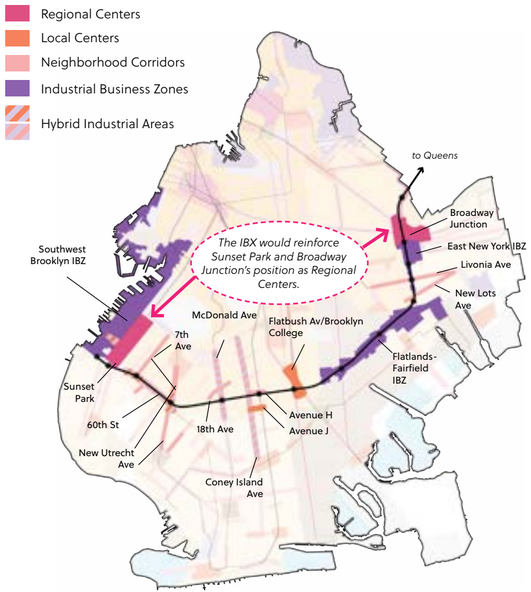
The MTA should include the IBX in their 2025-2029 and 2030-2034 Capital Plans.

Action: Fully incorporate the IBX into the subway system with well-designed transfers and integration into the OMNY fare payment system.

If done correctly, the IBX will connect riders between boroughs, 17 subway lines, and the LIRR. The MTA should make every effort to ensure the transfers between existing transit and rail are as seamless as possible. Some stations, such as Flatbush Avenue-Brooklyn College and Atlantic Avenue-Barclays Center, present unique circumstances that could require riders to walk a few hundred feet between platforms. The MTA should coordinate with NYC Department of Transportation (DOT) and other local partners to ensure high-quality connections.

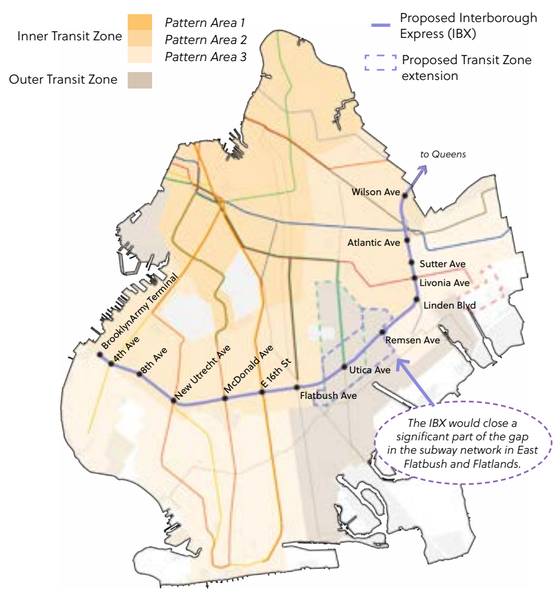
2. INTERBOROUGH EXPRESS (IBX) + URBAN DESIGN TYPOLOGY

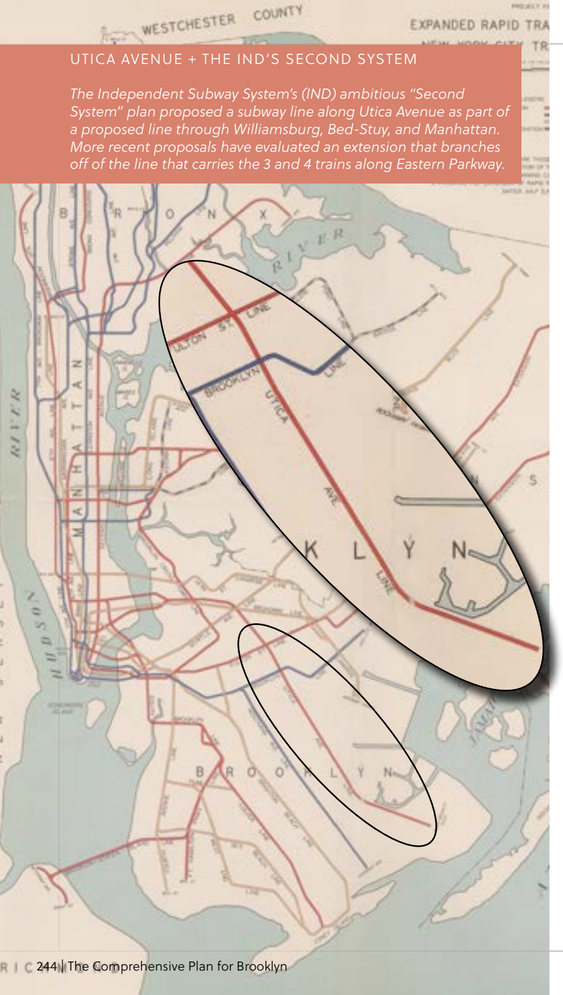
The IBX would connect Broadway Junction and Sunset Park, two emerging Regional Centers discussed in the Framework.



3. INTERBOROUGH EXPRESS (IBX) + TRANSIT EXPANSIONS

The IBX would close a key gap in the borough's rail transit network in Flatlands and East Flatbush.





UTICA AVENUE + THE IND'S SECOND SYSTEM

The Independent Subway System's (IND) ambitious "Second System" plan proposed a subway line along Utica Avenue as part of a proposed line through Williamsburg, Bed-Stuy, and Manhattan. More recent proposals have evaluated an extension that branches off of the line that carries the 3 and 4 trains along Eastern Parkway.

Strategy 3: Undertake meaningful subway expansion projects.

While the MTA has emphasized bringing the subway into a state of good repair, expanding the subway network should remain a long-term vision to bring more Brooklynites within the reach of high-quality public transit.

Action: Extend the subway down Utica Avenue.

Utica Avenue has long been eyed for subway expansion. Utica was originally set to receive its own subway line as part of the Independent Subway System (IND)'s "Second System" in 1929 before being disrupted by World War II. Provisions were even made at the Utica Avenue station to allow the future line to pass above what is now the A and C platforms. Plans for a Utica expansion were revived in the 1950s, before again being scuttled because of the city's subsequent financial crisis.[2]

The MTA evaluated expansion as part of its recent 20-Year Needs Assessment, outlining three different alternatives:

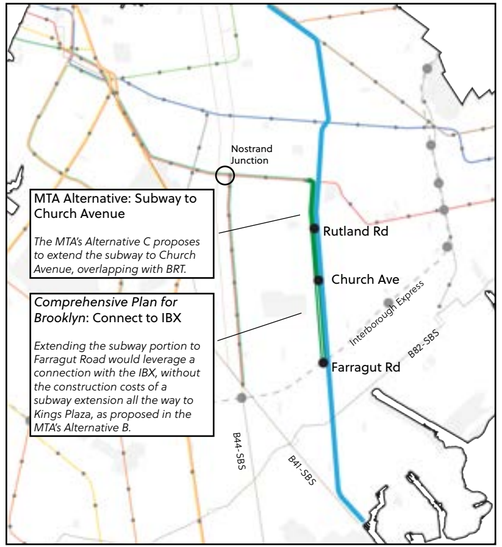
- Alternative A: Bus Rapid Transit (BRT) line from Woodhull Hospital to Kings Plaza.
- Alternative B: Full subway expansion branching from Eastern Parkway to Kings Plaza.
- Alternative C: Combination of BRT and subway, with subway service from Eastern Parkway to Church Avenue and BRT from Church Avenue to Kings Plaza.

The MTA rated the BRT alternative the highest in terms of cost effectiveness. However, both subway alternatives also scored well because of high projected ridership, albeit at higher construction costs. One gap in the MTA's analysis is an alternative with a subway extended all the way to the future IBX line, with BRT service to the south.

The MTA should also revisit this analysis to incorporate recent zoning changes from COYHO and to include ridership projections under various rezoning scenarios in the event of a corridor-wide plan for Utica Avenue. The MTA's recent Bronx Metro-North Station Area Plan is an example of a integrated land use, housing, and transportation plan that could be replicated for an extension down Utica Avenue.

Given the MTA's prioritization of maintenance and modernization, Utica Avenue remains a longer-term expansion goal. Nonetheless, the agency should begin laying the groundwork now for necessary signal upgrades and junction reconstructions (see Strategy 1 in this Objective).

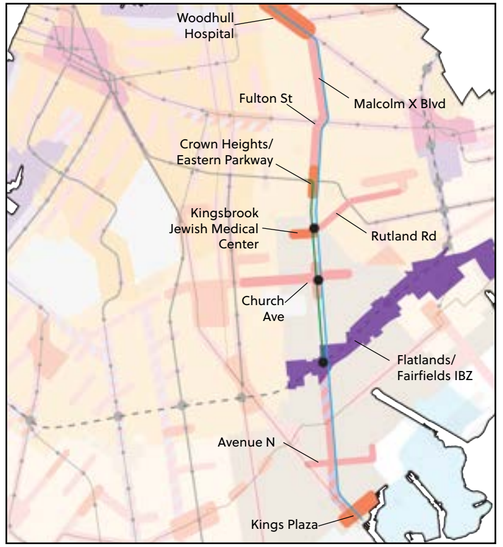
4. UTICA AVENUE SUBWAY + BRT ALTERNATIVES



Proposed new transit:

- Subway extension to Church Avenue (MTA's Alternative C)
- Subway extension to IBX
- Bus Rapid Transit (BRT)

5. UTICA AVENUE SUBWAY, BRT, + URBAN DESIGN TYPOLOGY



Urban Design Typology:

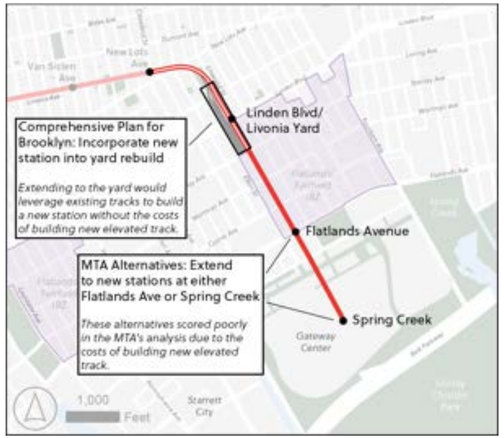
- Regional Centers
- Local Centers
- Neighborhood Corridors
- Industrial Business Zones
- Hybrid Industrial Areas

Action: Extend the 3 train to a renovated, modern Livonia Yard.

While 3 train service currently terminates at New Lots Avenue in East New York, the tracks continue east of the station to Livonia Yard. Livonia Yard is over 100 years old and badly needs a rebuild to shore the facility's structural integrity and improve yard operations and employee facilities.

As part of this rebuild, the MTA should extend 3 train passenger service to a new station located within the yard's footprint. In its 20-Year Needs Assessment, the MTA evaluated several alternatives for an extension, and neither performed well because of high projected costs and middling ridership projections. However, both of these evaluated alternatives included extensions past the yard toward Gateway Center. Building only one additional station to Livonia would meaningfully extend transit across Linden Boulevard without requiring entirely new elevated structures to be built.

A 3 train extension could also provide an opportunity for a neighborhood planning effort to bring additional City and State investment and affordable housing creation and preservation to a part of East New York not included in the 2016 East New York Neighborhood Plan. Renovating Livonia Yard and extending the 3 train would also represent a renewed commitment to industrial and transportation jobs in the Flatlands/Fairfield Industrial Business Zone (IBZ), which directly borders the yard.



6.3 TRAIN EXTENSION TO LIVONIA YARD

- Proposed extension along existing elevated tracks
- Proposed extension on newly built elevated tracks (as evaluated by the MTA)
- Industrial Business Zone (IBZ)

Fully funding the 2025-2029 MTA Capital Plan would allow for the renovations to Livonia Yard. Additionally, while the 20-Year Needs Assessment—which was prepared to inform the 2025-29 Capital Plan—did evaluate a 3 train extension, it only evaluated alternatives that included new elevated track south of Livonia Yard.

The MTA should consider an alternative that explores only a new station within or near the yard as part of planned renovations.

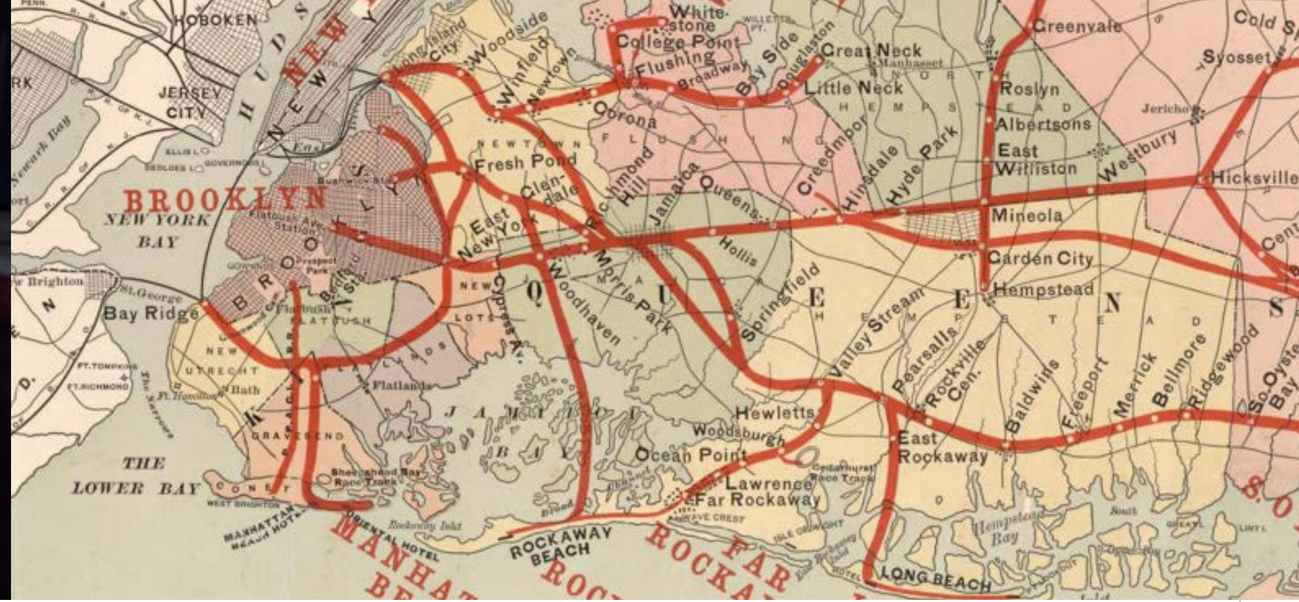
7. FRANKLIN SHUTTLE EXTENSION

- Existing Franklin shuttle
- New proposed service

Action: Connect the Franklin Avenue Shuttle to the Crosstown G train.

The Franklin Shuttle currently connects three subway lines between Prospect Park and Franklin Avenue in Bed-Stuy. The shuttle is a remnant of a former, longer elevated service that ran along elevated tracks on Fulton Street before turning south at Franklin and heading all the way to Brighton Beach.

Extending the Franklin Shuttle to connect to the G train at Bedford-Nostrand would provide an additional crosstown connection for riders that would obviate the need to travel all the way to Downtown Brooklyn or into Manhattan. Despite the relatively short distance between the two tracks, connecting the two would not be simple and would likely require converting existing sections of the shuttle underground. When completed, however, the line would provide an important new connection to northern Brooklyn and Queens and possibly a new linear park in the footprint of the current shuttle.



Strategy 4: Increase the MTA's in-house capacity to lower costs and reduce reliance on outside contractors.

Compared to other metro systems across the world, the MTA struggles to contain the cost of building new transit. Unsurprisingly, NYC has opened fewer new transit expansions than many of its peer cities across the world, with only four new stations in the past 25 years. Reining in the cost per new mile of track will be essential to ensuring the MTA can deliver new transit expansions in our lifetimes. One of the contributing factors to ballooning costs is an over reliance on outside contractors to execute and manage projects.

Action: Build capacity in the MTA's Construction and Development agency.

In 2003, the MTA began consolidating its construction management work into a new agency, MTA Construction and Development (C&D), which has pursued some reforms such as issuing more "design-build" contracts. The MTA should supplement these reforms with building out its internal know-how and capacity so that less work needs to be outsourced to consultants.

Objective 2:
Integrate the LIRR into Brooklyn's transit system.

The LIRR runs into the heart of Brooklyn, connecting Atlantic Terminal to Jamaica, Queens and beyond. The segment of track between Atlantic Terminal and Jamaica is referred to as the "Atlantic Branch" and also has stops at Nostrand Avenue and East New York.

Although it is operated by LIRR, in some ways the Atlantic Branch is more like an express subway train disguised as a commuter railroad. Since the completion of East Side Access in 2023, LIRR now operates the vast majority of trains as a shuttle between Atlantic Terminal and Jamaica, where riders coming and going to destinations further east transfer to a longer-distance commuter train. During peak rush hours, trains are scheduled to come every 12 minutes, a frequency more in line with the subway than a commuter train.[3] Riders interested in an express, one-seat trip from Downtown and central Brooklyn can hop on an LIRR train and arrive in Jamaica in just 20 minutes, compared to a 50-minute, multi-seat journey on the subway. However, this option is not available to many Brooklynites who might only ride the subway or are in the habit of thinking of LIRR as more of an ordeal, involving more advanced planning, more expensive and complicated tickets, and traveling to farther destinations.

With a few coordinated changes to fare payments, scheduling, and long-term capital planning, the MTA can reduce the barriers between its railroad and subway services and retool the Atlantic Branch as a new rapid transit line that was merely hiding in plain sight.

Strategy 1: Integrate the LIRR and subway fare payment systems.

In the last 20 years, the MTA has made some efforts to close the perceived gap between its commuter railroads and the subway. In 2004, the MTA introduced the CityTicket, which provided discounted tickets for LIRR and Metro-North Railroad riders traveling entirely within the outer boroughs during off-peak periods. Later, they introduced the Atlantic Ticket, which allowed Atlantic Branch riders a weekly ticket option and included a free transfer to the subway or bus with each journey. The Atlantic Ticket was eventually discontinued when the MTA expanded the CityTicket to peak hours and both railroads.

Action: Create a weekly CityTicket option with transfers to NYC transit.

The 2023 expansion of CityTicket did not include a weekly option and discarded the free transfer to the subway and bus. Adding these features back into the expanded CityTicket would be low-hanging fruit to increase the utilization of existing train service on the Atlantic Branch.

Action: Complete OMNY rollout to the LIRR.

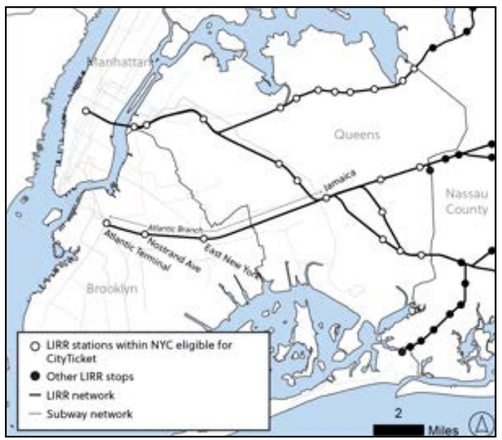
The introduction of the new OMNY fare payment system presents a fresh opportunity to pick up where the Atlantic Ticket and CityTicket left off. Incorporating OMNY to LIRR would demystify the Atlantic Branch fare payment for any Brooklynite already familiar with tapping to pay fares on the subway and bus and make it simpler to expand Fair Fares subsidies to the LIRR. Further, adding OMNY to the railroads might even improve fare collection; a report by the Permanent Citizens Advisory Committee to the MTA found that conductors on the Atlantic Branch often struggle to check all passenger tickets during the short journey between Atlantic Terminal and Jamaica.[4]

OMNY FAREGATES (LEFT)

Extending OMNY to LIRR stations would streamline fare collection and trips between the subway, bus, and LIRR.

8. LIRR WITHIN NYC (RIGHT)

The MTA already offers a discounted CityTicket for stations within NYC. A weekly version would encourage more travel by train and take cars off Brooklyn streets.



Strategy 2: Pilot a "regional metro" rail service on the LIRR Atlantic Branch.

Currently, the Metro-North Railroad, the LIRR, and New Jersey Transit all operate on a "commuter" railroad model, where schedules are configured around morning and evening rush hours. While this pattern is familiar, it results in less efficient service compared to an all-day "regional metro" type of service, where trains run in a more evenly distributed schedule allowing a wider variety of trips to be made across the region. Examples of regional metros around the world include Berlin's S-Bahn, Paris's RER, and Montreal's planned REM system.

The MTA and Amtrak have begun evaluating regional metro service in the context of "through running," where instead of terminating at Penn Station, trains would keep going and provide continuous service from New Jersey to Long Island. Amtrak has identified several technical hurdles for making this change, most prominently the much-debated question of whether a physical expansion of Penn Station is necessary.[5]

However, in Brooklyn, LIRR infrastructure is more straightforward and presents an opportunity to tackle a smaller, but still significant constraint: MTA and NJ Transit's lack of organizational familiarity with operating regional metro-style service. The Atlantic Branch can be used as a pilot for a regional metro service to build expertise within the MTA while the technical details of Penn Station continue to be evaluated. This pilot would build on the integration of fare payment systems by increasing the amount of service and shifting fare collection from train crews to fare gates.

An early stage of implementation would include fully transitioning the Atlantic Branch Shuttle as it already exists between Jamaica and Atlantic Terminal. Later phases could extend regional metro service to Valley Stream, Mineola, or Hicksville, and potentially convert the Far Rockaway Branch to regional metro service.

Action: Increase the frequency of trains between Downtown Brooklyn and Jamaica.

Increasing frequency would allow riders to treat the Atlantic Branch more like a subway service, where riders would show up to a station with the expectation that a train is coming within 10 minutes, rather than having to refer to a schedule for specific departures.

Action: Rebrand LIRR Atlantic Branch service to a new "regional metro" service.

The new service would be featured more prominently on the subway map and advertised to riders as a new transit service with frequent trips throughout the day.

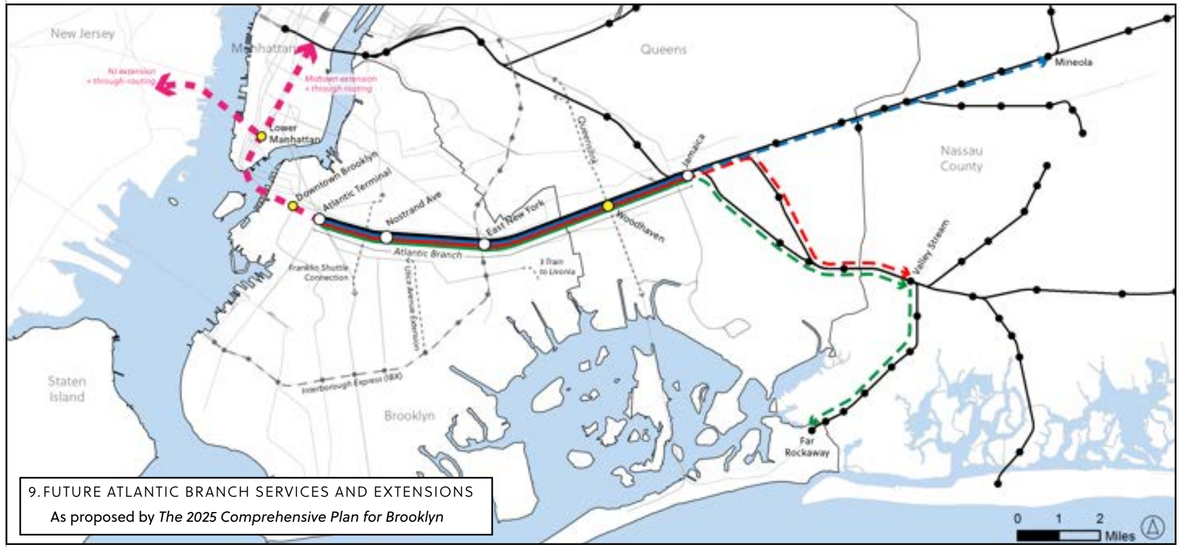
Strategy 3: Extend the LIRR Atlantic Branch to Downtown Brooklyn and Lower Manhattan.

Atlantic Terminal has been the final stop for the LIRR in Brooklyn since the 1880s. However, trains used to run all the way to the water's edge, providing riders with a transfer to ferry service into Manhattan. While Atlantic Terminal's current location offers transfers to several subway lines, re-extending the line to a new station near Boerum Place would further open up Downtown Brooklyn's jobs and civic center to the rest of the region, enhance a new "regional metro" model of service, and lay the foundation of a future extension into Lower Manhattan as part of a region-wide integration of the region's railroads.

For Brooklyn in particular, an extension would mean that two of the borough's Regional Centers (Downtown Brooklyn and Broadway Junction) would be directly connected by an express train that continues on to Jamaica and a connection to JFK airport. Extending the LIRR would require substantial reconstruction of Atlantic Terminal and would thus be a long-term project.

Action: Begin long-term planning for LIRR extension to Downtown Brooklyn.

Agencies will need to coordinate to ensure development or transit investments in the area do not interfere with a future extension.

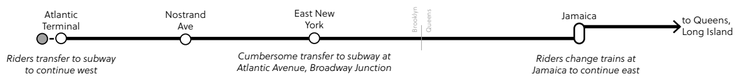


9. FUTURE ATLANTIC BRANCH SERVICES AND EXTENSIONS
As proposed by *The 2025 Comprehensive Plan for Brooklyn*

Legend

- Current LIRR Atlantic Branch station
- New proposed station
- Other LIRR stations
- LIRR network
- Subway network
- Other railroads
- Potential regional metro services on Atlantic Branch
- Potential extensions of regional metro service to Queens, western Nassau County
  Colors represent potential alternatives, not necessarily concurrent services
- Future extension to Downtown Brooklyn, Lower Manhattan

Current Atlantic Branch service



Proposed Atlantic Branch service

Objective 3:
Strengthen Brooklyn's bus network.

Buses are a core part of the borough's transit network, and both complement and supplement the subway system. They are essential for intraborough transit, providing the connective tissue for neighborhoods that may have subway access to Downtown and Manhattan but not to each other. Buses also connect neighborhoods in the Outer Transit Zone to the subway network and provide a more accessible transit option while the subway system works toward full accessibility.

However, Brooklyn's buses face significant challenges. Traffic congestion, obstructions such as double parking, and staffing shortages can lead to slow, overcrowded, and unreliable trips. In the last two decades, the City and the MTA have pursued several ideas to improve bus service. Select Bus Service (SBS) was launched in 2008 to provide riders with an express-style bus service with dedicated bus lanes and off-board fare payment. The City outlined potential expansions to the SBS system as part of 2017's Bus Forward program. In 2020, future bus priority projects were consolidated into boroughwide bus network redesigns.

Better bus speeds and reliability are vital both for improving mobility within Brooklyn's Inner Transit Zones and improving transit access to neighborhoods in the Outer Transit Zone. Bus routes also shape and define the borough's places: many of Brooklyn's Regional Centers are at significant transfer points between buses and the subway, such as Flatbush Junction, Bay Ridge 95th Street, and Canarsie.

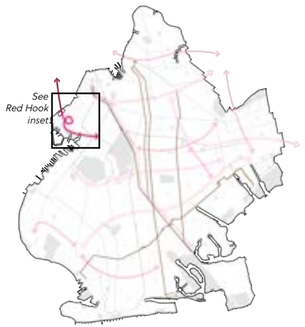
A speedy, effective bus route can help make the difference between a thriving street with foot traffic and local businesses and a congested, car-dominated corridor.

10. BUS PRIORITY CORRIDORS

- New Bus Priority Corridors, *The Comprehensive Plan for Brooklyn* (2025)
- Proposed SBS Expansions, *Bus Forward Plan* (2017)
- Existing and Proposed Select Bus Service (SBS) Routes

1. Williamsburg Bridge to Ridgewood
2. Fulton Mall
3. Downtown Brooklyn to Ridgewood
4. Park Slope to Manhattan via Red Hook
5. Flatbush Avenue
6. Prospect Park to Broadway Junction
7. Bed Stuy to JFK via East New York
8. Ridgewood to East New York
9. Church Avenue West
10. Church Avenue East
11. Rockaway Parkway
12. Bay Ridge to Bensonhurst
13. Bensonhurst to Canarsie
14. Canarsie
15. Bensonhurst to Homecrest

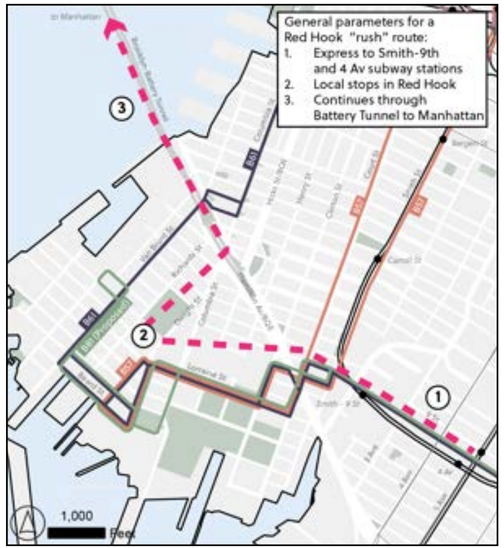
BUS PRIORITY CORRIDORS



New Bus Priority Corridors, *Comprehensive Plan for Brooklyn* (2025)

Proposed SBS Expansions, Bus Forward Plan (2017)

Select Bus Service (SBS) Routes



11. BUS ROUTES IN RED HOOK

Red Hook is currently served by two local bus routes, the B57 and B61. The MTA's Draft Plan for the Brooklyn Bus Network Redesign proposed a new B81 service that would link Red Hook to Midwood. The same Draft Plan introduced a new "Rush" bus route type that provides hybrid local/express service to link neighborhoods to the subway network.

Introducing a Rush route in Red Hook would link the neighborhood to nearby transit stops in Gowanus, Park Slope, and provide direct bus service to Lower Manhattan through the Brooklyn-Battery Tunnel.

Strategy 1: Redesign Brooklyn's bus network to better connect riders to the subway and crosstown.

The MTA kicked off a Brooklyn bus network redesign in October 2019. After a brief pause during the COVID-19 pandemic, they released a draft plan in 2022 and expect to publish a final proposed plan by the end of 2025. The redesign is an opportunity to improve service on local routes and to advance new bus priority projects.

Action: Balance the number of stops and speed.

One trade-off identified in the MTA bus network redesigns is balancing stop frequency with bus speeds. On many routes, bus stops are placed very close together (in some cases two stops on the same block). Removing redundant, less-utilized stops can help speed up local bus routes while preserving local access and accessibility.

Action: Create new "Rush" Service between Gowanus, Red Hook, and Manhattan.

As part of its redesigns, the MTA has established a new hierarchy of bus routes. In addition to Local, Limited, Express, and Select (or "Crosstown") bus service, Rush routes are designed to provide local service within a given neighborhood but then run express to subway stations and key destinations such as those located in Regional and Local Centers.

The MTA's draft proposal suggests converting the B26 (Downtown Brooklyn to Ridgewood) and B20 (Broadway Junction to Spring Creek) routes to Rush, with the intent of connecting areas outside rail transit to several subway lines and job centers.

Left out of the MTA draft proposal was Red Hook, which is a prime candidate for this new Rush service. Red Hook relies on bus service for its transit needs despite being adjacent to major transportation infrastructure such as the F and G trains at Smith-9th Street and the Hugh L. Carey/Brooklyn Battery Tunnel, which carries express bus service that bypasses the neighborhood. The MTA's draft redesign suggests a new "B81" local route for Red Hook that would supplement the existing B61 service and provide direct access to Gowanus, Park Slope, and Midwood.

The MTA should explore adding additional Rush service in Red Hook that makes local stops within the neighborhood but runs nonstop to the subway stations at Smith-9th Street and 4th Avenue in Brooklyn and through a dedicated bus lane in the Tunnel to connect to Lower Manhattan.

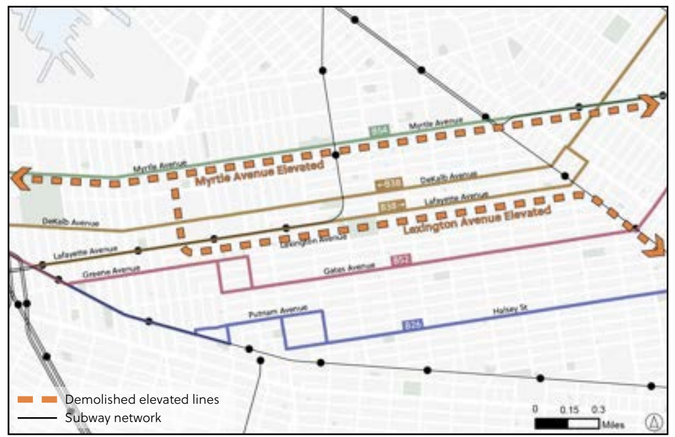
Action: Create bus priority for limited service across Bed-Stuy.

Downtown Brooklyn, Bed-Stuy, and Bushwick used to be connected by elevated trains that ran along Lexington and Myrtle Avenues to Downtown Brooklyn and across the Brooklyn Bridge before being demolished in 1950 and 1969, respectively. While the G train serves some of the areas of the former elevated lines, crosstown traffic headed east of Marcy Avenue relies on B38, B38 Limited, and B54 buses. In 2017, the *Bus Forward Plan* identified Downtown Brooklyn to Ridgewood as a future SBS route.

DOT and the MTA should build on this plan and pursue additional bus priority investments on DeKalb, Lafayette, and Myrtle Avenues. The temporary bus lanes installed during the 2024 shutdown of the G train demonstrated the viability of future priority projects for the B38.

12. BMT MAP SHOWING MYRTLE AND LEXINGTON AVENUE ELEVATED LINES, 1928

This 1928 map shows the elevated lines along Myrtle and Lexington Avenues in Bed-Stuy, which ran from Lower Manhattan, across the Brooklyn Bridge to Downtown Manhattan, then across Bed-Stuy to eventually connect with the lines where the J, Z, and M trains operate in Bushwick and Ridgewood.



13. BUS ROUTES AND FORMER ELEVATED LINES IN BED STUY, 2025

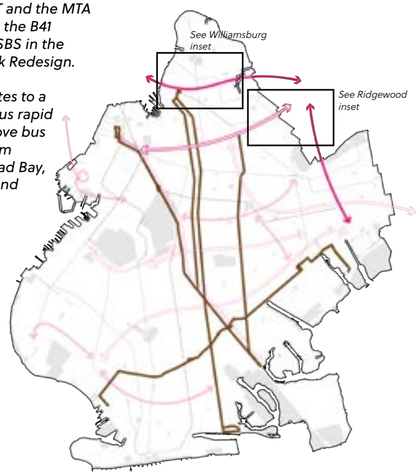
Today, parts of Bed-Stuy once served by elevated train lines are now served by the B54, B38, B52, and B26 for crosstown service to Bushwick and Downtown Brooklyn.

Installing bus priority infrastructure such as bus lanes, signal priority, expanded boarding areas, and street furniture would improve transit for an area that now relies on buses.

14. SELECT BUS SERVICE + BUS PRIORITY CORRIDORS

Currently, Brooklyn has three SBS routes: the B44, B46, and B82. DOT and the MTA have proposed to upgrade the B41 along Flatbush Avenue to SBS in the Draft Brooklyn Bus Network Redesign.

Upgrading all of these routes to a full, physically separated bus rapid transit system would improve bus service for Brooklynites from Williamsburg to Sheepshead Bay, Bensonhurst to Canarsie, and Bed-Stuy to Marine Park.



- New Bus Priority Corridors, The *Comprehensive Plan for Brooklyn*, 2025
- Proposed SBS Expansions, Bus Forward Plan, 2017
- Existing and Proposed Select Bus Service (SBS) Routes

GRAND STREET BUS PRIORITY CORRIDOR

RIDGEWOOD BUSWAY + BUS PRIORITY CORRIDORS

Strategy 2: Upgrade Select Bus Service (SBS) to a fully traffic-separated Bus Rapid Transit (BRT) system.

BRT is a type of bus service designed to give buses more capacity, reliability, and speed than conventional bus routes. While there is some variety across different systems, core components of BRT include dedicated roadways, farther distances between stations, and more substantial stations where passengers pay fares before boarding.

Launched in 2008, NYC's SBS is intended to provide riders with a BRT-like experience. However, SBS lacks several key features that would make it true BRT. While every SBS route has a painted bus lane, they are part-time and not fully separated from other vehicular traffic, leaving them vulnerable to improper use and double parking by drivers of private vehicles. While the MTA and DOT have taken positive steps forward with automated camera enforcement and bus priority investments such as expanded boarding areas, they should move to upgrade every SBS service into a proper BRT system that physically prevents vehicles that are not buses from interfering with transit.

Action: Redesign SBS corridors to provide physical separation between bus lanes and other vehicle traffic.

Protecting bus lanes from other traffic will ensure riders will not experience delays because of blocked lanes and will make travel safer and more efficient as bus drivers will no longer need to switch lanes to avoid double parking.

Action: Advance the Ridgewood Busway in the MTA's 2025-2029 Capital Plan.

The Ridgewood Busway is an MTA proposal to convert space that is currently fenced off underneath the elevated M train tracks to a new dedicated busway. Although the project is located just over the borough border in Queens, it would make buses faster and more reliable for Brooklyn riders and improve transportation access to Bushwick.

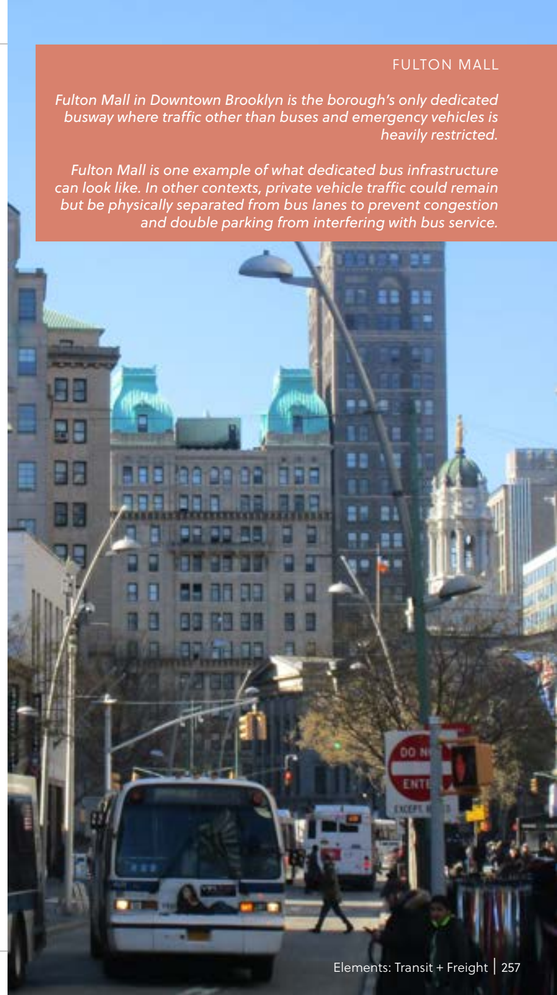
Action: Evaluate a dedicated bus lane on the Williamsburg Bridge.

Expanded Q54, Q59, or B39 service would offer a new one-seat, interborough connection between Manhattan, Brooklyn, and Queens. This upgraded corridor would build on DOT's *Connecting to the Core* vision to take advantage of street space opened up by Congestion Pricing to expand transit, pedestrian, and cycling access over the East River bridges.[6]

FULTON MALL

Fulton Mall in Downtown Brooklyn is the borough's only dedicated busway where traffic other than buses and emergency vehicles is heavily restricted.

Fulton Mall is one example of what dedicated bus infrastructure can look like. In other contexts, private vehicle traffic could remain but be physically separated from bus lanes to prevent congestion and double parking from interfering with bus service.

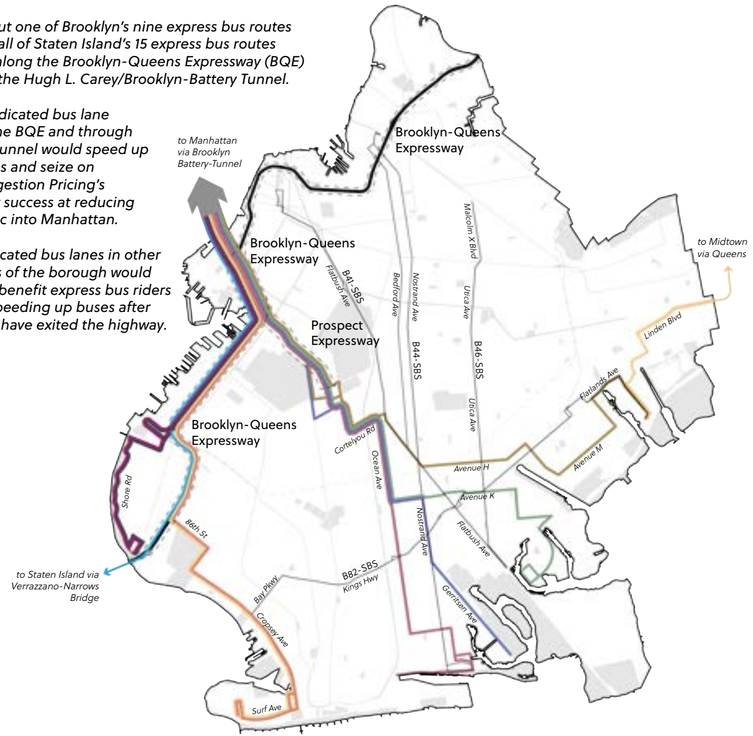


15. EXPRESS BUS SERVICE

All but one of Brooklyn's nine express bus routes and all of Staten Island's 15 express bus routes run along the Brooklyn-Queens Expressway (BQE) and the Hugh L. Carey/Brooklyn-Battery Tunnel.

A dedicated bus lane on the BQE and through the tunnel would speed up buses and seize on Congestion Pricing's early success at reducing traffic into Manhattan.

Dedicated bus lanes in other parts of the borough would also benefit express bus riders by speeding up buses after they have exited the highway.



Strategy 3: Speed up Brooklyn's express bus network with dedicated lanes.

Express buses serve southern and eastern Brooklyn, providing riders with coach-style bus service to neighborhoods on the outer edges and beyond the rail transit network (corresponding to Pattern Area 3 within the Inner Transit Zone and the Outer Transit Zone, as defined in this *Plan*'s Framework).

Action: Dedicate a lane for bus traffic on the Brooklyn-Queens Expressway (BQE), Prospect Expressway, and Hugh L. Carey/Brooklyn Battery Tunnel.

All but one of Brooklyn's express bus routes run along the BQE, Prospect Expressway, and the Hugh L. Carey/Brooklyn Battery Tunnel. Dedicating a lane for bus traffic would speed up express buses from both Brooklyn and Staten Island and align with Congestion Pricing's goal of prioritizing the sustainable movement of people, rather than private vehicles, into Lower Manhattan. Dedicated bus lanes should be planned in concert with a corridor-wide redesign of the BQE and a reevaluation of the Prospect Expressway (see Objective 4, Strategies 1 and 4 of this Element).

Objective 4:
Adapt Brooklyn's vehicle-oriented streets to be less hostile to pedestrians.

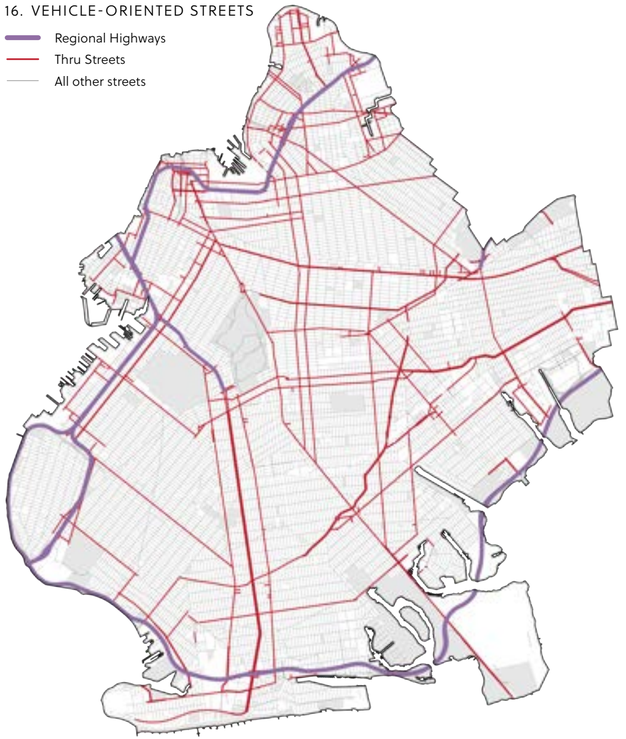
As defined in the Framework, Brooklyn has a network of thoroughfares whose primary function is to move as many vehicles as quickly as possible. These throughfares fall under two types: Regional Highways and Thru Streets.

Regional Highways include the BQE and the Prospect Expressway. As limited access roadways, there are no sidewalks or pedestrian infrastructure on Regional Highways themselves. Nonetheless, they profoundly affect Brooklyn's streets by dividing neighborhoods, encouraging car travel, and creating stressful intersections where fast, highway traffic meets the dense, walkable urban fabric of the borough.

Thru Streets are significant arterial streets where the movement of traffic is paramount. The width and land use surrounding these streets varies: some are relatively narrow streets that accomodate through traffic alongside acceptable pedestrian environments, while others are wide streets that have been designed to accomodate vehicles above all else.

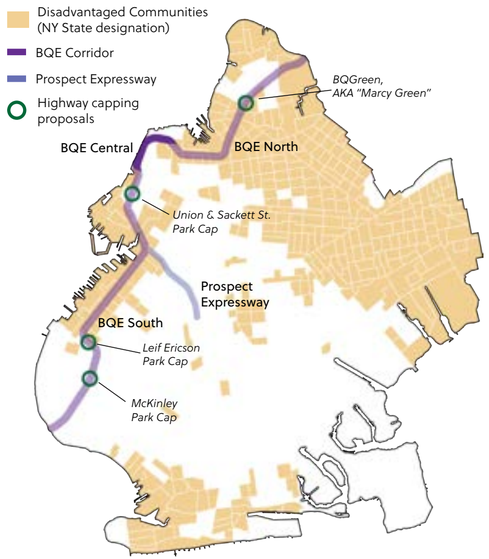
Brooklyn's Regional Highways and Thru Streets can be better—or at least, less worse. Adapting these rights-of-way will require a variety of tactics, and there is no one-size-fits-all approach. But complexity cannot be an excuse for a complacent or defeatist attitude toward the design vehicle-oriented streets. The City and State need to adopt strategies to proactively identify opportunities to improve the pedestrian conditions around all types of roadways.

16. VEHICLE-ORIENTED STREETS



17. BQE CORRIDOR + DISADVANTAGED COMMUNITIES

DOT's BQE Corridor Vision defines the BQE corridor into three segments: North, Central, and South. In October 2024, DOT released a report on proposed changes to the North & South segments that included highway capping proposals in addition to other streetscape and design changes.



Strategy 1: Adopt a corridor-wide approach to reimagining the BQE.

The BQE is in dire need of repair. While the "cantilever" portion in Brooklyn Heights has garnered the most attention for its structural instability, the entire corridor is a source of pollution, noise, and traffic violence across Brooklyn neighborhoods from Bay Ridge to East Williamsburg. Repairing the central cantilever portion of the BQE is a once-in-a-lifetime opportunity to amend the decisions that created the highway in the first place.

At the time of construction, the BQE was envisioned as a centerpiece in an auto-oriented future, with personal vehicles at the forefront. That vision was misguided: transit remains the most popular and effective way for people to get in and around Brooklyn and the city. Instead, the BQE's most vital function is its freight and commercial capacity, facilitating the regional movement of goods.

The BQE's fragility highlights the vulnerability of building a freight network reliant on trucking. Diversifying the region's freight network to include more rail and maritime traffic (see Objective 5 of this Element) is paramount but will take time. In the meantime, the BQE will need to be repaired and should be done in a way that centers environmental justice to comprehensively reconnect neighborhoods along its entire span, not just along the cantilever portion in Brooklyn Heights. Additionally, any reconstruction should seek to limit, rather than encourage, more traffic on the BQE and thus should not expand the number of lanes.

Action: Pursue a corridor-wide approach to repairing the BQE.

A corridor-wide approach would ensure that the north and south segments of the highway receive appropriate attention rather than just the central cantilever portion near Brooklyn Heights.

Action: Pursue highway capping proposals.

BQGreen is an example of a capping proposal that would cover the below-grade segment of the BQE in Williamsburg with a new park. See more on the environmental components of these Actions in the Climate Element.

Action: Evaluate the Prospect Expressway for highway capping or removal.

The Prospect Expressway is a spur route that connects the BQE and Hugh L. Carey/ Brooklyn Battery Tunnel to southern and central Brooklyn. Built under the supervision of Robert Moses in the 1950s, the expressway bisects the neighborhoods of South Slope and Windsor Terrace before dumping traffic onto Ocean Parkway, Church Avenue, and Caton Avenue. Its construction required a substantial reconfiguration of Ocean Parkway, removing the original connection between Prospect Park and the parkway envisioned by Frederick Law Olmstead and Calvert Vaux. A small tunnel used to separate streetcars from Ocean Parkway was also removed at this time. As a result, the construction of the Prospect Expressway destroyed one of the marquee entrances to Prospect Park.

18. OCEAN AVENUE + PROSPECT EXPRESSWAY

Originally designed as a gateway to Prospect Park, the beginning of Ocean Parkway is now overshadowed by the Prospect Expressway. The Belcher Hyde map on the left shows Ocean Parkway as of 1906 as a continuous stretch of parkway with medians extending all the way to Prospect Park. In the aerial imagery on the right, this stretch of Ocean Parkway has been converted into the southern end of the Prospect Expressway.

Strategy 2: Redesign and prevent further construction of excessively wide, auto-oriented Thru Streets.

The borough's Thru Streets need to balance facilitating vehicular traffic with safe and welcoming pedestrian environments. Unfortunately, many Thru Streets do not strike the right balance and are over-engineered for vehicle traffic first and foremost.

Action: Proactively pursue road diets and redesigns to facilitate better walking environments on Thru Streets near transit.

A "road diet" refers to the practice of narrowing roads in order to reduce vehicle speeds and create a less hostile built environment. Road diets can include reducing the width of lanes or eliminating travel lanes altogether in favor of additional sidewalk space, green space, or bus priority infrastructure like boarding islands.

Poor street design is only one element that can lead to unpleasant and unsafe pedestrian environments. Automotive-oriented uses such as gas stations, drive-throughs, and surface parking lots can also create hostile pedestrian environments. In cases where wide Thru Streets exist within a half mile of transit, DCP should collaborate with DOT to adjust zoning to facilitate more active street uses.

Atlantic Avenue is a textbook example of a Thru Street in need of a road diet. The segment between Flatbush Avenue and Nostrand Avenue has six travel lanes, while the rest of the corridor has only four. These vehicle lanes encourage higher speeds for drivers and make Atlantic Avenue a barrier between two walkable neighborhoods.

Action: Adopt a moratorium on road widening and highway expansions across the region.

Retrofitting and repairing the borough's Regional Highways will be a major undertaking. In the meantime, the City and State should avoid the mistakes of the past and issue a moratorium on any road widening projects in the borough. It is difficult to rebuild neighborhoods and communities that were destroyed on behalf of facilitating more traffic. And evidence shows that road widening does not successfully reduce traffic congestion, but instead induces more people to take up driving, creating more traffic.[7] Yet State DOTs continue to use transportation funding on expansion projects, such as the Route 17 widening in the Catskills and the NJ Turnpike widening through Jersey City.

The City and State must stop expanding highways within the city and all of the state that is served by MTA transit lines to prevent the same kind of mistakes we are now spending billions to correct.

Objective 5:
Build a safer, more sustainable, multimodal regional freight network.

Brooklyn's freight network is heavily reliant on trucks. Each day, 73,583 trucks enter the borough to deliver goods.[8] Citywide, 90% of freight moves by truck—a share projected to increase by 85% by 2045. The consequences are severe: worse air pollution (trucks account for 10% of NYC's greenhouse gas emissions), worse congestion (NYC was ranked the most congested city in the United States and the second in the world for 2024), and increased traffic violence (while trucks make up just 5% of crashes involving pedestrians, they are responsible for 23% of fatal or severe injuries).[9,10] Given these impacts, there is an urgent need for a safer, multimodal freight network.

Strategy 1: Shift freight traffic from the road to water and rail through the CHFP.

The Cross Harbor Freight Program (CHFP) is a proposed project that would improve freight connections across New York Harbor. Currently, the rail networks on both sides of the Hudson River are connected by a car float service between Greenville Yard in New Jersey and the 65th Street Yard in Sunset Park. This car float service is the only freight rail crossing of the river for 140 miles. As a result, the majority of freight traffic across the Hudson travels by truck, including freight that enters the region through the New York's own harbor and is unloaded in New Jersey.

This status quo is inefficient, underutilizes existing infrastructure, and pushes freight trips onto Brooklyn's roads, leading to increased traffic, emissions, and crashes. The CHFP aims to shift more freight trips away from roads and onto rail through two alternatives: a new freight rail tunnel or greatly expanding the existing car float service.

The CHFP is inherently intertwined with the proposed IBX as both would use the same rail line, the Bay Ridge Branch. Both projects are proposed to work in concert with one another; as part of building the IBX, the MTA and Port Authority will coordinate to not only maintain but expand freight rail capacity along the Bay Ridge Branch.

Action: Continue implementation of the CHFP.

This will increase throughput of freight rail along the Bay Ridge Branch.

Action: Include electrification of freight rail tracks in the scope of work for the IBX and the CHFP.

In 2022, the CHFP received federal funding to resume a Tier 2 Environmental Impact Study of how to coordinate with the IBX. This project presents an opportunity to electrify all portions of the Bay Ridge Branch and further reduce local emissions. The Bay Ridge Branch was originally electrified until 1968.

Strategy 2: Develop a "freight village" at the 65th Street Rail Yard.

A freight village is a logistics hub where goods are transferred between road, rail, and maritime transport, streamlining distribution and improving efficiency. The New York Metropolitan Transportation Council (NYMTC) has identified the 65th Street Rail Yard as an optimal location for such a development due to its strategic location and multimodal connections. It sits adjacent to the Gowanus Expressway and, most importantly, is connected to the Bay Ridge Branch rail line, providing access to the rail network east of the Hudson River.[11]

When built, the IBX and the CHFP will require additional investments in the yard to build a new maintenance yard for the IBX's light rail trains and prepare for increased freight traffic. These investments already represent a step toward the freight village model. The City should preserve this momentum and invest in transload facilities at 65th Street to open up the Bay Ridge Branch to more container traffic.

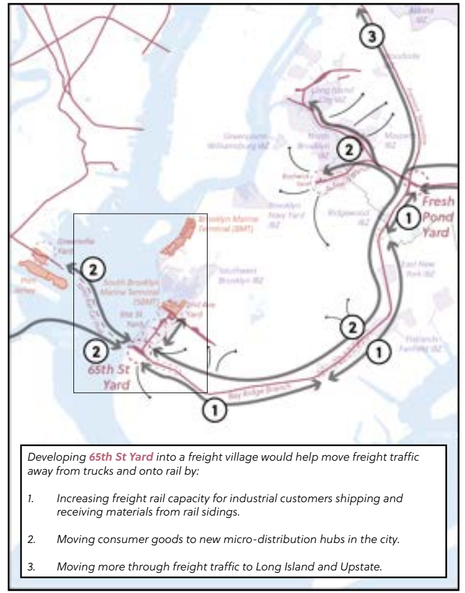
Currently, New York and Atlantic Railroad operates a freight rail service carrying bulk materials and some consumer goods that require assembly and disassembly at the Fresh Pond Yard in Queens. Expanding intermodal operations at the 65th Street Yard would allow this existing service to continue and be supplemented with more trains carrying containers of consumer goods to new micro-distribution centers in Bushwick and Maspeth and last-mile warehouses in Long Island. Additional investment at 65th Street could also allow the yard to accept barge deliveries from additional sources, including Hunts Point, the Brooklyn Navy Yard, or additional ports on the New Jersey side of the harbor.

19. 65TH ST YARD

Action: Build new transloading facilities at the 65th Street Yard.

The NYC Economic Development Corporation (EDC) should explore possibilities to develop new transloading facilities at or near the yard to increase the volume of barge-to-rail transfers across the harbor and onto the Bay Ridge Branch. These transfers would allow through traffic to completely bypass Brookyln streets and enable local deliveries to travel deeper into the borough before beginning the last mile of their journey.

20. FREIGHT RAIL SYSTEM



Developing 65th St Yard into a freight village would help move freight traffic away from trucks and onto rail by:

1. *Increasing freight rail capacity for industrial customers shipping and receiving materials from rail sidings.*
2. *Moving consumer goods to new micro-distribution hubs in the city.*
3. *Moving more through freight traffic to Long Island and Upstate.*

Freight Rail Lines
Includes rail lines that are shared between freight and passenger traffic.

NYNJ Rail Car Float
Barge service that transfers containers between Greenville Yard in Port Jersey to 65th St Yard in Sunset Park, linking the Bay Ridge Branch with the freight rail network west of the Hudson River.

Rail Sidings

Rail Yards

Industrial Business Zones

Strategy 3: Maintain and expand port operations at Brooklyn Marine Terminal (BMT) in Red Hook, both for ocean-bound vessels and local barge traffic.

BMT is a 122-acre facility in Red Hook that includes the Brooklyn Cruise Terminal, the home port for NYC Ferry, and Red Hook Container Terminal (RHCT). RHCT is the only container terminal on the eastern side of the Hudson River, receiving deliveries from ocean-going container ships. RHCT faces many limitations, both structural and organizational. Two of its piers (9A and 9B) have been condemned and need renovation in order to resume receiving cargo. Additional cold storage facilities and upgraded cranes would increase the capacity of the port to receive more deliveries, both from bigger, wider ships and from barge traffic transporting goods from local destinations such as Hunts Point.

But perhaps most significantly, RHCT has never been the subject of long-term planning, as the port operator has only been offered short-term, five-year leases. In 2024, EDC and the Port Authority of New York and New Jersey (PANYNJ) announced a land swap deal between BMT and Howland Hook in Staten Island. Subsequently, EDC quickly launched a planning process to envision a General Project Plan to redevelop BMT as a mixed-use residential, commercial, and port facility, with the rationale that market-rate housing would finance necessary repairs to piers 9A and 9B and other public benefits such as open space.

This rationale is flawed. RHCT is a public good in and of itself and is an important piece of freight infrastructure that must be protected, not reduced in size. Adding residential development within BMT would interfere with port operations and defy the City's policy of never facilitating non-industrial development within Industrial Business Zones. Within the context of BMT, maintaining port operations or additional housing is a false choice. BMT is a Freight Priority Area, and the City should instead look to develop additional housing in Housing Priority Areas near new transit expansions.

Action: Maintain port operations within BMT.

No residential uses should interfere with port and industrial activities within the Industrial Business Zone and Industrial Periphery.

The port footprint should be expanded and the City and State should take this once-in-a-generation-oppotunity to expand and invest in our working waterfront and in the manufacturing and industrial sector.

Action: Renovate Red Hook piers 9A and 9B.

PANYNJ must account for decades of deferred maintenance at these piers, and cross subsidization through residential development is not the only way to pay for this work. The City, State, and Port Authority constantly make choices about what is worth subsidizing; maintaining and expanding port operations at BMT would reduce truck traffic and create new, well-paid union jobs within the borough.

Action: Upgrade crane infrastructure and invest in a second container ship berth.

These investments allow additional types of ocean-going ships to dock in Red Hook.

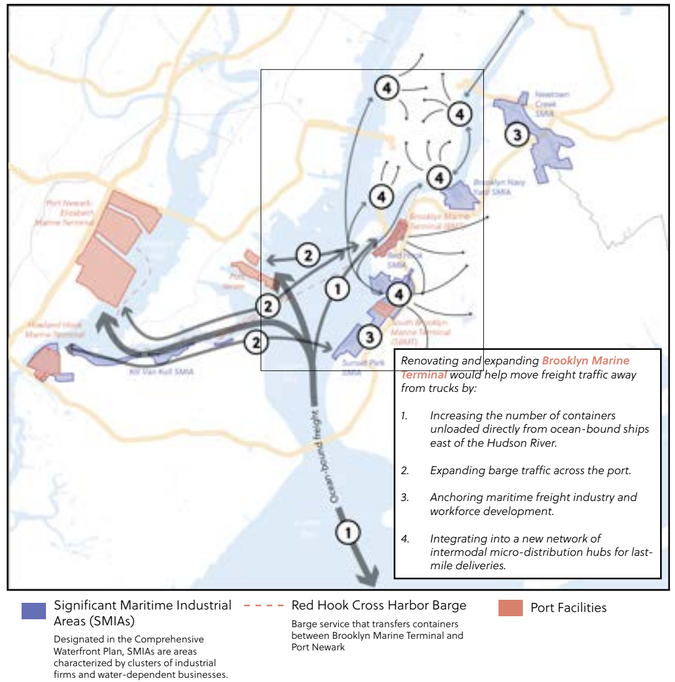
Action: Grant longer-term leases to port operators.

Longer-term leases would reduce uncertainty of short-term leases for private operators at BMT and encourage longer-term planning.

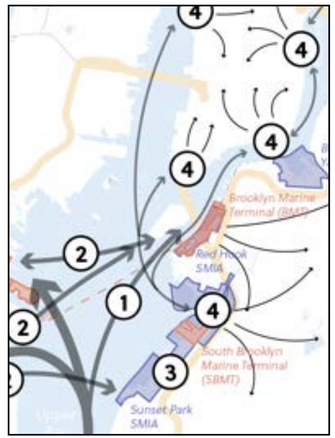
Action: Invest in cold storage facilities at BMT.

Cold storage facilities would allow for more perishable goods to be moved by barge and facilitate a potential link between Red Hook and Hunts Point in the Bronx. This connection is critical to establishing a citywide Blue Highway network.

21. MARINE FREIGHT SYSTEM

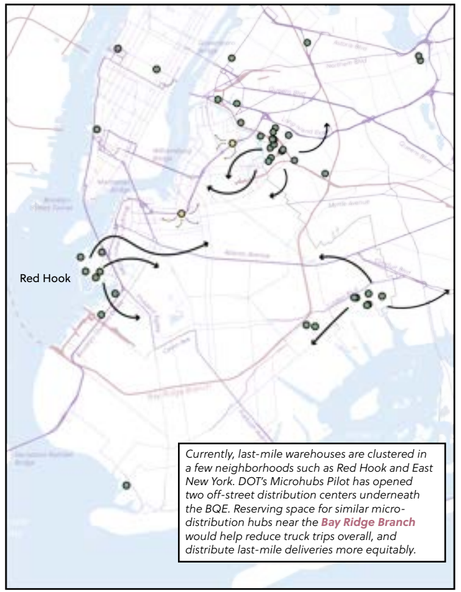


22. BROOKLYN MARINE TERMINAL



Renovating and making long term investments in the Brooklyn Marine Terminal would not only preserve the only container port on the east side of the Hudson River, but also anchor a larger maritime freight industry in the borough.

23. LAST-MILE WAREHOUSES + MICROHUBS



Strategy 4: Shift last-mile deliveries to smaller, dispersed distribution centers and smaller, more efficient vehicles.

The final piece of shifting freight off of Brooklyn's roads is changing where and how last-mile deliveries happen within the borough. In addition to introducing an Indirect Source Rule to regulate last-mile warehouses (see more in the Climate Element) and shifting through freight traffic onto rail (see Objective 5 in this Element), the borough needs a deliberate strategy of building out micro-distribution centers near truck routes and freight rail lines such as the Bay Ridge Branch.[12]

Micro-distribution centers are spaces where goods are transloaded by multiple operators from larger freight vehicles trucks to smaller, low-emission, electric, or human-powered modes such as cargo bikes or hand carts.[13] By consolidating these transfers in one place, micro-distribution centers remove the need for trucks to stop block-by-block to unload and sort their cargo at each destination.

Action: Expand DOT's Microhubs Pilot.

DOT launched a Microhubs Pilot program, with two locations under the BQE. Brooklyn should build on the momentum of this pilot and facilitate additional micro-distribution centers near through truck routes, as well as new transload facilities along the Bay Ridge Branch rail line, which would allow cargo with local destinations to travel deeper into the borough before being loaded onto a truck. Building more and smaller micro-distribution centers would reduce the overall amount of truck trips through Brooklyn neighborhoods, especially in environmental justice communities such as Red Hook, which have borne the brunt of increased demand for last-mile deliveries in the last decade. Shifting trips to smaller, greener vans and micromobility vehicles will leverage DOT's curb management strategies, which are reserving space deliveries along the curb of every neighborhood (see the Public Realm Element, Objective 3).

Future locations would consolidate last-mile deliveries in neighborhoods near a through truck route.

Action: Reserve space for new micro-distribution hubs along the Bay Ridge Branch.

New centers would transload containers from rail cars into smaller vehicles, allowing cargo to travel deeper into Brooklyn before entering a truck.

Strategy 5: Redesign Brooklyn's truck network to adapt to last-mile deliveries and changes in land use.

Brooklyn's truck network is composed of two kinds of routes: Local Truck Routes and Through Truck Routes. Local Truck Routes are designated for trucks with an origin or destination within the borough. Through Truck Routes are designated for trucks with neither an origin nor destination within the borough and typically consist of major arterial streets and highways.

Many of the borough's truck routes are mapped in neighborhoods that were primarily industrial when the network was designed in the 1970s but have since transitioned to a mix of industrial and residential uses, such as the Industrial/Local Centers and Industrial/Neighborhood Corridors identified in this *Plan*'s Urban Design Typology. The rise of last-mile facilities has further exacerbated the concentration of truck traffic in semi-industrial neighborhoods such as Red Hook. Local routes that were once envisioned to connect the port with the BQE and periodic deliveries to manufacturing businesses now receive an influx of large trucks making bulk deliveries to last-mile facilities and smaller trucks dispersing on local trips throughout the borough.

The obsolescence of Brooklyn's truck network is a cautionary tale about the lack of comprehensive planning. The City lacked sufficient tools and structure to plan the truck network in concert with the changes to the zoning map over the decades. As industrial land was slowly chipped away by market pressures and zoning changes, the truck routes remained in place. A citywide comprehensive plan would have mandated that the City consider these two systems in concert with each other.

Additionally, this problem could have been mitigated if the City had adopted a dedicated industrial policy to protect manufacturing-zoned land from commercial and residential encroachment. The City did not make an affirmative commitment to protect industrial areas until the introduction of IBZs in 2006, decades after the initial design of the truck network. Today, the Zoning Resolution still lacks adequate protection and mandates for manufacturing uses, even within IBZs.

Action: Redesign Brooklyn's truck network to incorporate environmental justice and mitigate conflicts between truck routes and Regional and Local Centers and Neighborhood Corridors.

Legislation passed in 2023 has mandated DOT to redesign the truck network to improve safety, increase visibility, reduce traffic congestion, and reduce vehicle miles traveled.[14] DOT should explore how to reduce conflicts between truck routes and the Local and Regional Centers and Neighborhood Corridors identified in this Plan's Urban Design Typology. For example, one of Brooklyn's few Through Routes runs through Church and Flatbush Avenues, bisecting several neighborhood corridors.

A truck network redesign presents an opportunity to advance the City's *Delivering Green* and *Delivering New York* plans. A redesign should be conducted in concert with an effort to retrofit the borough's C8 zoning corridors.

ENDNOTES

1 Commuter Dividend. (2023, October). Regional Plan Association. https://rpa.org/work/reports/commuter-dividend

2 Kabak, B. (2010, September 7). "A history of futility for Utica, Nostrand extension plans." Second Ave. Sagas. https://secondavenuesagas.com/2010/09/07/a-history-of-futility-for-utica-nostrand-extension-plans/

3 While a 12-minute wait is more typical of a late night, "off-peak" subway schedule, the key distinction is the reliability. For the subway, passengers show up to a station whenever they want to travel and expect a train to arrive in a reasonable amount of time without having to consult a schedule. On commuter railroads, schedules are less frequent and less regular, and riders expect to have to check a schedule and plan to make a specific train. Although the Atlantic Branch's new schedule is less frequent than a typical subway line, the fact that it runs every 12 minutes represents a key shift towards a subway-style service, at least during weekday rush hours.

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12 Sometimes also referred to as "microhubs" or "local delivery hubs"

13 Microhubs Pilot Recommendations for distributing goods via sustainable modes of transportation Prepared in Response to Local Law 166 (2021). (2023). NYC Department of Transportation. https://www.nyc.gov/html/dot/downloads/pdf/microhubs-pilot-report.pdf

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MAPS AND FIGURES

1 Half-mile buffers are generated based on Subway Stations shapefile from MTA New York City Transit. Station entrances featured in the inset maps are from Station Entrances and Exits shapefile from MTA New York City Transit.

Depicted transit expansions represent design alternatives presented by *The 2025 Comprehensive Plan for Brooklyn*. While some of these alternatives are based on and refer to existing studies and planning documents, they do not represent official proposals from the MTA or other transit agencies.

2 Adapted from the Urban Design Typology in the Framework of *The 2025 Comprehensive Plan for Brooklyn*. Proposed route for the Interborough Express based on the MTA's Interborough Express Feasibility Study and Planning and Environmental Linkages Study.

3 Adapted from the Major Transit Expansions in the Framework of *The 2025 Comprehensive Plan for Brooklyn*. Proposed route for the Interborough Express based on MTA's Interborough Express Feasibility Study and Planning and Environmental Linkages Study.

4 Office of the Brooklyn Borough President; Utica Avenue subway extension alternatives based on the MTA's 20-Year Needs Assessment, 2023.

5 Adapted from the Urban Design Typology in the Framework of *The 2025 Comprehensive Plan for Brooklyn*.

6 Office of the Brooklyn Borough President; 3 Train subway extension alternatives based on the MTA's 20-Year Needs Assessment, 2023

7 Office of the Brooklyn Borough President.

8 MTA LIRR Branches, MTA LIRR Stations from MTA Long Island Rail Road. Note: the data does not include the opening of the line to Grand Central Madison.

9 Office of the Brooklyn Borough President, based on MTA LIRR Branches and MTA LIRR Stations. Note: data does not include the opening of the line to Grand Central Madison. Queenslink routes based on MTA 20-Year Needs Assessment, 2023.

10 Bus Priority Corridors are original to *The 2025 Comprehensive Plan for Brooklyn*, adapted in part from NYC DOT and the MTA's *Better Buses Action Plan*, 2017. The Existing and Proposed Select Bus Service includes the B41-SBS, as proposed by the *Draft Plan* of the Brooklyn Bus Network Redesign, 2022.

11 Office of the Brooklyn Borough President. Bus routes from CUNY Baruch College, 2020. NYC Transit Spatial Layers and the *Draft Plan* of the Brooklyn Bus Network Redesign.

12 Brooklyn-Manhattan Transit Company, 1928. BMT Lines rapid transit division. [Map]. University of Wisconsin-Milwaukee Libraries. https://collections.lib.uwm.edu/digital/collection/agdm/id/17472/

13 Office of the Brooklyn Borough President. Bus routes and subway network from MTA New York City Transit. Elevated lines based on BMT Rapid Transit map.

14 Bus Priority Corridors are original to *The 2025 Comprehensive Plan for Brooklyn*, adapted in part from NYC DOT and the MTA's *Better Buses Action Plan*, 2017.

Existing and Proposed Select Bus Service includes the B41-SBS, as proposed by the *Draft Plan* Brooklyn Bus Network Redesign, 2022.

Ridgewood Busway based on MTA 20-Year Needs Assessment, 2023.

15 Express bus routes from CUNY Baruch College, 2020. NYC Transit Spatial Layers.

16 Office of the Brooklyn Borough President, adapted from the Street Typology map presented in the Framework.

17 Disadvantaged Communities from NYSERDA, 2023.

Highway capping proposals from NYC DOT, October 2024. *BQE North and South Report*.

18 Left: Lionel Pincus and Princess Firyal Map Division, The New York Public Library. (1906). *Brooklyn, Vol. 5, Double Page Plate No. 22; Part of Ward 29, Section 16*; Retrieved from https://digitalcollections.nypl.org/items/68a31417-d5b7-a681-e040-e00a180613cc

19 Office of the Brooklyn Borough President. See notes for Freight System maps for the Framework chapter

20 ibid

21 ibid

22 ibid

23 ibid

Community Infrastructure Element

When Brooklyn leads the way, the city benefits. The Community Infrastructure Element elaborates on the work that Brooklyn's neighbors, community institutions, community boards, and elected officials do to respond to the unique needs across diverse communities, cultures, and coalitions.

This Element outlines methods to increase access to government services, support cultural and civic life, and build community capacity to fill gaps and advance community priorities. The borough functions best when communities have the resources they need to lead, to thrive, and to collaborate. By thinking of community infrastructure as a key building block to a healthy city, this Element helps to highlight how Brooklyn takes care of Brooklyn.

This Element aims to serve as a guide for increasing access to and navigability of City services, and for recognizing their shortcomings as an invitation to develop new systems, partnerships, and service models that support community self-determination.

Objective 1:
Support the long-term sustainability of community-based organizations (CBOs) and networks.

Brooklyn is home to many innovative organizations tackling challenges across many issue areas, including food access, community participation, tenant organizing, public health, community planning, and more. Their work helps to extend the reach of government programs and services. For example, CBOs have been described as "indispensable" partners in public health initiatives: "Their deep-rooted community connections act as a bridge between institutional healthcare and the experiences of diverse populations, providing an intimate understanding of local needs and resources," and they are, "cultural translators, ensuring that…interventions resonate with the communities they aim to serve."[7] CBOs also move beyond working with government to develop their own programs that improve quality of life, sense of stability, and access to culturally relevant services. However, many nonprofits are also struggling to fulfill their missions. During the height of the COVID-19 pandemic, many CBOs pivoted to addressing the crisis and meeting the direct and urgent needs on the ground. Since then, they continue to focus on addressing gaps in City service delivery and responding to pressing issues such as the arrival of asylum seekers, the direct impacts of climate change, and an economy in which many New Yorkers are struggling to afford basic necessities, rather than creating new, future-oriented initiatives.

Strategy 1: Support CBOs in achieving long-term sustainability.

CBOs, especially smaller nonprofits, can face challenges with securing funding. The New York State (NYS) Comptroller estimates that in 2022, there were more than 33,000 nonprofit organizations in the state.[1] This many organizations vying for limited government and philanthropic grants creates an extremely competitive environment, especially with the unclear future of Federal grant funding.

Additionally, organizations funded through City contracts are experiencing severe payment delays, threatening their ability to continue to operate. In February, the NYC Comptroller's office found that the City registered 80% of its contracts after the vendor was expected to begin providing services. The delay for human services contracts was even higher at 90.7%.[2] Finally, although a struggling office market has created more opportunities for nonprofits to access space, rental and property acquisition costs remain out of reach for many small organizations.

Action: Expand Borough President Reynoso's Brooklyn Nonprofit Acquisition Fund.

When nonprofits rent from a private landlord, they are in danger of losing their space because of increasing rent or lease non-renewals. To assist Brooklyn-based organizations with accessing permanent homes, Borough President Reynoso created the Brooklyn Nonprofit Acquistion Fund, allocating portions of his capital budget to assist eligible Brooklyn nonprofits with purchasing permanent spaces.[3]

Action: Pay nonprofit contracts on time.

In 2022, the Joint Task Force to Get Nonprofits Paid on Time (a group of nonprofit and philanthropy professionals convened by the offices of the NYC Mayor and Comptroller) released an Action Memo including 19 recommendations to address delayed City contracts. However, as of February 2025, the Comptroller's office noted that the Adams administration had failed to act on some of the most critical recommendations, including establishing timeframes and key performance indicators for the procurement process.[4]

Action: Encourage CBOs to create long-term sustainability plans.

Recent changes to the Federal funding landscape provide a cautionary tale to nonprofits that depend heavily on a handful of sources to support their work. Increasingly, in conversations about large funding allocations, Borough President Reynoso is encouraging organizations to create five-year sustainability plans that focus on diversifying funding streams to protect against political volatility and shifting funder priorities.

Action: Partner with CBOs to address gaps in City service delivery.

Borough President Antonio Reynoso will continue to partner with local groups to ensure that Brooklyn residents are aware of and have the opportunity to apply for benefits for which they are eligible, including food assistance, housing vouchers, childcare subsidies, Fair Fares transportation subsidies, assistance with utility bills, etc. Partnering with CBOs on this work can address structural barriers to participation, such as language access and cultural sensitivity. Additionally, BP Reynoso will continue to provide quality in-house constituent services, advocate for improved agency response times to constituent issues, and utilize the Borough Service Cabinet as a forum to address issues with City agency partners.

Strategy 2: Strengthen New York City Housing Authority (NYCHA) Tenant Associations (TAs).

Almost 97,000 Brooklyn residents live in public housing.[5] According to NYCHA, which oversees public housing, about 95% of their developments have TAs, made up of leaders elected by the residents, whose role is "to improve the quality of life and resident satisfaction and participate in self-help initiatives to enable residents to create a positive living environment for families living in public housing."[6] While their work varies by development, each TA serves as the liaison between the residents and NYCHA, advocates for building needs, coordinates events and service delivery, and more. As NYCHA is currently in the process of allowing residents of some developments to vote on their future through NYCHA's various oversight programs (staying in traditional public housing, moving to the PACT- RAD program in partnership with a private developer, or becoming part of NYCHA's Preservation Trust), the TAs' role has become even more critical.

Action: Ensure each NYCHA development has an active TA.

Most Brooklyn developments have these leadership bodies in place, but four do not.

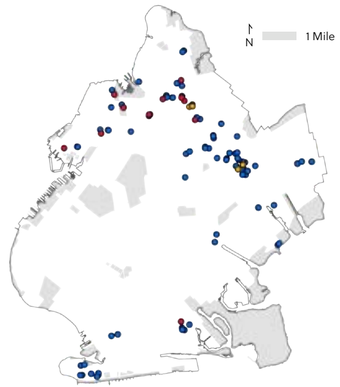
Action: Invest in NYCHA tenant activities and programs.

The Borough President's Office has consistently funded the work of NYCHA TAs, most recently with a $132,000 allocation in February, 2025 distributed among 83 Brooklyn TAs.

Action: Open NYCHA community centers.

Some TAs have difficulty meeting regularly because their respective development's community center is closed because of delayed repairs. This also affects the TA's and other local CBOs' ability to deliver programming to NYCHA residents. Although NYCHA has limited funding for capital repairs (see Objective 2 in the Housing Element), NYCHA should prioritize reopening closed community centers.

1. STATUS OF NYCHA COMMUNITY CENTERS IN BROOKLYN



Community centers on NYCHA campuses offer services for Tenant Assocations, children, older adults, and the broader public. In Brooklyn, 11 centers remain vacant and four more are under construction, leaving them unavailable to the public and NYCHA residents.

Objective 2:
Celebrate Brooklyn's diversity.

Depending on who you ask, Brooklyn has about 77 neighborhoods. The borough's residents represent over 100 countries and speak more than 150 languages. While Borough President Reynoso announced in 2023 a redirection of office resources from celebrations to service delivery, it remains important to honor the cultures and perspectives that make Brooklyn a special and unique place to live.

Strategy 1: Increase community connectedness to neighbors, places, and heritage.

What do summer block parties, cultural parades, religious celebrations, and neighborhood beautification projects all have in common? They were all started by neighbors, with some initiatives growing into large-scale events now managed by CBOs. Brooklyn has a wealth of block and neighborhood associations, cultural and religious spaces, and neighborhood programming spanning people of all cultures and ages. From mural painting to planting street trees to the West Indian Day Parade, Brooklynites have taken it in their own hands to create shared spaces of culture and dialogue among one another.

Action: Support small- and large-scale cultural events.

The Borough President funds local efforts that use art and culture to connect communities, such as parades, fairs, concerts, cultural and culinary events, and block parties. Coming together in our neighborhoods and as a borough, celebrating what makes us unique and what we have in common, and focusing on what unites us rather than divides us makes Brooklyn a safer, more dynamic, and more enjoyable place to live.

Action: Increase participation in civic organizations focused on the public realm.

Borough President Reynoso wants to uplift and invest in existing and create new local groups that manage and improve public spaces, such as "Friends Of" groups to steward local parks and open space; block associations that work on "Greenest Block" and other beautification initiatives; and groups that oversee and program local Open Streets.

Action: Support Brooklyn's libraries.

Brooklyn's libraries provide an impressive list of critical services for youth, older adults, immigrants, the formerly incarcerated, and anyone who wants to learn new skills. In a time when free, indoor public spaces are hard to come by, libraries are one of the few places Brooklynites can connect without spending money, and they provide a refuge for anyone who needs a break, needs to warm up or cool off, and/or wants access to knowledge. Yet their ability to serve Brooklynites is continually threatened by budget cuts. All three public library systems in the city together receive less than 1% of the City's budget. In FY 2026, the City Council was able to restore and enhance operating funds and expand 7-day service to 10 additional branches citywide. Given the benefits libraries provide, the mayoral administration should take cuts off the table for good.

Strategy 2: Support Brooklyn's cultural organizations and institutions.

According to Brooklyn Org, more than 600 cultural groups and businesses call Brooklyn home.[8] Five of the city's Cultural Institutions Group (CIG) properties (institutions dedicated to culture located on City-owned land) are located in Brooklyn, including the Brooklyn Museum, Brooklyn Academy of Music, Brooklyn Botanic Garden, Brooklyn Children's Museum, and Weeksville Heritage Center as the most recent addition.[9] These organizations collectively support a vibrant borough that educates, celebrates, and honors cultural heritage. Cultural activities are also an important economic driver for the city, generating $22 billion annually, a 99:1 return on what the City spends.[10] Yet these organizations also face headwinds. The COVID-19 pandemic had an outsized impact on cultural organizations, which often rely on in-person events and exhibitions.

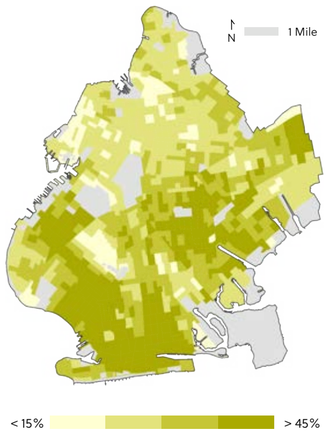
Action: Advocate for consistent funding for cultural organizations and institutions.

In the FY 2025 budget, cultural organizations and the CIG faced major cuts, threatening the future of after-school and youth workforce programs, programs for older adults, jobs for full-time staff and teaching artists, festivals and celebrations, and more. Cuts to cultural organization funding disproportionately affect small nonprofits and organizations run by and serving people of color, which are often called upon to serve their communities in ways other than just arts programming. At the last minute, the Adams administration announced a funding restoration, and in FY 2026 baselined some of this funding (meaning it will not be on the chopping block again). The FY 2026 budget added an additional $30 million to support cultural organizations, and that funding should be baselined as well so that these organizations do not have to fight to maintain their programming every year.

Action: Encourage the Department of Cultural Affairs (DCLA) to facilitate site acquisition.

DCLA does not facilitate property acquisition with its capital dollars, making it very difficult for small cultural organizations to find and secure permanent homes and engage in long-term planning. These groups should be focusing on their work, not worrying about losing their space. This also limits the Borough President's ability to serve cultural organizations through the Brooklyn Nonprofit Acquisition Fund.

2. PERCENTAGE OF RESIDENTS BORN OUTSIDE OF THE UNITED STATES



Generally, the northern half of Brooklyn has a higher percentage of native-born residents (meaning those born in the United States, not necessarily in New York City). The borough's southern half, including Bensonhurst, Sunset Park, Dyker Heights, Sheepshead Bay, East Flatbush, and Coney Island, has significant foreign-born populations.

Strategy 3: Protect Brooklyn's immigrant populations.

About 35% of Brooklyn's population is foreign-born and that population has increased significantly in recent months with the arrival of asylum seekers into the city. Although the flow of asylum seekers into NYC has slowed in recent months, City shelters are still housing about 37,000 migrants.[11] Meanwhile, the Trump administration has begun targeting immigrants for deportation and has expressed intent to continue this practice.

Action: Ensure immigrant Brooklynites know their rights.

As Federal policies shift and the Mayor's Office moves to close at least 46 migrant shelters, it is crucial that all immigrants, newly arrived or otherwise, know their rights, understand how to navigate a complicated system, and are connected to permanent housing opportunities. The Borough President's Office will continue to partner with other City and State agencies, local organizations, and consulates to ensure that immigrants in Brooklyn receive the assistance they need.

Action: Affirm and strengthen Sanctuary City protections.

Borough President Reynoso is committed to upholding the State and local laws that enshrine our Sanctuary policies and supports advocates in demanding transparency and accountability at the Federal, State, and City level for unlawful actions that threaten Brooklyn's immigrant communities, such as the revocation of valid visas. The City should also advocate to ensure ICE is kept out of courts—ICE agents should not be permitted to wait outside of court to detain individuals, which prevents due process and incites fear for individuals needing to attend their proceedings. Additionally, the City Council should pass the NYC Trust Act (Intro. 0214-2024) to create an enforcement mechanism for our Sanctuary City protections.

919,663

Total Foreign-Born Population of Brooklyn[12]

Objective 3:
Support and strengthen Brooklyn's community boards.

The City Charter divides NYC into 59 community districts, 18 of which are in Brooklyn. Representing each district is a community board of 50 appointed, unpaid volunteers who either live, work, attend school, or have a significant interest in their district. The Charter mandates the community boards with 22 responsibilities, including holding public hearings on issues facing their districts, creating their annual Statements of District Needs and Budget Priorities, weighing in on local land use proposals, and working with City agencies to communicate information to district residents and evaluate service delivery. The boards provide a formal structure for residents to be civically engaged and to influence City agency actions and policies in a way that reflects the diversity of thought, lived experience, and culture of their neighborhoods.

Strategy 1: Ensure community boards have resources to carry out Charter-mandated functions.

Robust and meaningful community engagement depends on well-resourced and functioning community boards, yet community boards struggle to carry out their Charter-mandated functions for a few reasons. In practice, each community board is its own independent agency; however, the City has chronically underfunded them. Most community boards have very small staffs and cannot exercise the full complement of services generally performed by a City agency, including but not limited to procurement, human resources, and information technology support, without assistance. Additionally, community boards suffer from a confusing regulatory framework that results in a lack of support from City agencies. For example, boards' leadership have expressed frustration that City agencies do not respond to their budget requests in good faith.

Action: Adequately fund community board staffing.

The City should increase community boards' budgets to allow for the payment of competitive salaries within existing NYC pay ranges and necessary expenses for day-to-day operations. This would include hiring an experienced District Manager and at least three full-time, professional support staff, as well as paying for upgraded technology, livestreaming meetings, office supplies, etc. This funding calculation should be based on a percentage of the budget for Borough Presidents' offices; the funding for each community board district office should be the total expense funding amount for all five Borough Presidents' offices divided by 59.

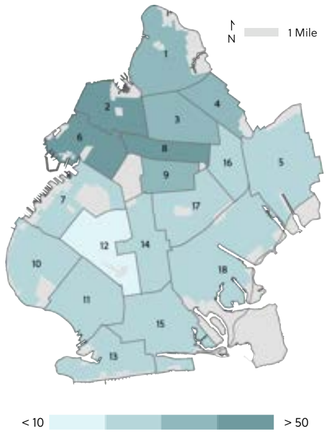
Action: Create a Central Office to support the City's 59 community boards.

Borough President Reynoso is advocating for the City to create a Community Board Central Office, an independent agency funded consistently at a percentage of the City's total budget and tasked with providing support to community boards in eight areas: 1) planning expertise to support participation in the land use review process and development of proactive neighborhood plans; 2) communications and technology; 3) space needs; 4) human resources and Equal Employment Opportunity practices; 5) procurement; 6) intergovernmental support; 7) legal support; and 8) training.

Action: Support community boards as they approach term limits.

In 2018, voters approved term limits for community board members of two four-year terms, a total of eight years. In 2027 and 2028, long-term board members will reach the end of their allowed terms. While this will create the opportunity to appoint new and diverse board members, it will also mean a loss of institutional memory of community issues and board operations. All community boards should create succession plans for committee leadership.

3. NUMBER OF NEW 2025 COMMUNITY BOARD APPLICANTS PER 100,000 RESIDENTS



During the 2025 community boards application cycle, northern Brooklyn community boards saw a greater number of applicants per 100,000 residents than southern Brooklyn. Community Boards 2, 6, and 8 had the highest number of new applicants, while Community Board 12 had the lowest.

Strategy 2: Increase the community board applicant pool and ensure that membership accurately reflects the communities they represent.

Although community boards have been around since 1963, and interest in board membership is increasing (Brooklyn received more than 1,100 applications in the 2025 cycle, the most since Borough President Reynoso took office), many Brooklynites remain unaware of the important work the boards do and the opportunity to participate. The City Charter tasks Borough Presidents' offices with ensuring adequate representation on boards based on where in the district applicants live, and on diversity of backgrounds, including race, ethnicity, gender, age, disability status, sexual orientation, language, and any other relevant characteristics that ensure inclusion of underrepresented groups on the boards.

While the Brooklyn Borough President's Office strives to follow this mandate as closely as possible (for more details, see each year's Community Board Demographics Report on the Borough President's website), it presents a challenge because underrepresented communities are often not as civically engaged and may also face language and cultural barriers to engagement and access to the democratic process. Some communities have been historically disenfranchised and as such have to be convinced that their voice is required and necessary as trust is established or rebuilt.

Action: Continue to target outreach to underrepresented demographics.

Underrepresented demographics include youth, public housing residents, immigrants, renters, and certain employment sectors.

Action: Increase language and disability access at board meetings.

Especially in neighborhoods where there is limited English proficiency, it is necessary to fund translation and interpretation at community board meetings to support inclusive discussions. We must also ensure equal participation for persons with disabilities by working with the Department of Citywide Administrative Services (DCAS) to assess Americans with Disabilities Act (ADA) compliance for all meeting spaces and fund any needed accommodations.

ENDNOTES

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12 U.S. Census Bureau, American Community Survey 5-Year Estimates,"Selected Social Characteristics in the United States," Table DP02, 2023.

MAPS AND FIGURES

1 Directory of NYCHA Community Facilities, NYC Open Data.

2 U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP02, 2023.

3 Brooklyn Borough President's Office, 2025 Community Board Applications; U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP02, 2023. The Number of new 2025 Community Board Applicants Per 100,000 Residents map was created with data from the 2025 Brooklyn community board application cycle as well as population data from the 2023 American Community Survey 5-Year Estimates

Appendix A:
Existing Conditions

Demographics

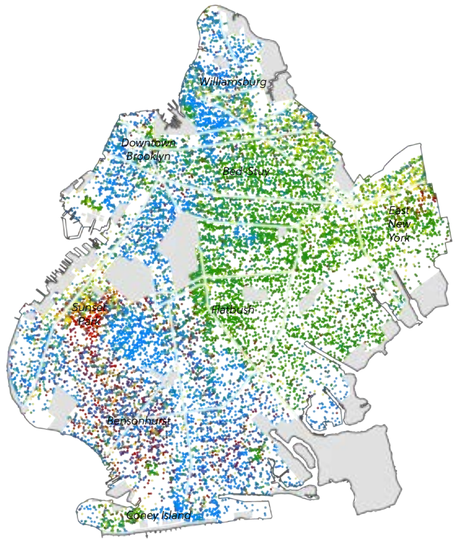
1.1 Race + Ethnicity

Most of Brooklyn's Black population is concentrated in its central and eastern neighborhoods. The Asian population is clustered in southwest Brooklyn. The Hispanic/Latino population is concentrated in the borough's northeast, along the Queens border, and its southwest neighborhoods. Brooklyn's white population is mostly found in the western and southern portions of the borough. Many neighborhoods remain segregated, with stark lines visible along several major corridors.

1.2 Median Age

Generally, Brooklyn's population gets older moving south, except for Borough Park, which has one of the borough's largest concentrations of residents under the average age.

1.1 Race + Ethnicity



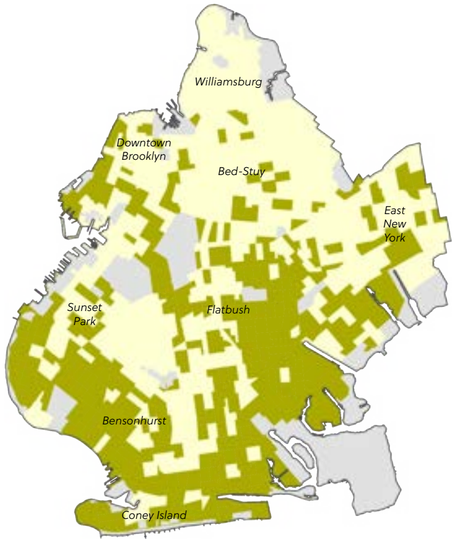
1 dot = 150 people

- Black or African American
- White
- Hispanic or Latino
- Asian

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "ACS Demographic and Housing Estimates," Table DP05, 2023.

1.2 Median Age



Average age of residents

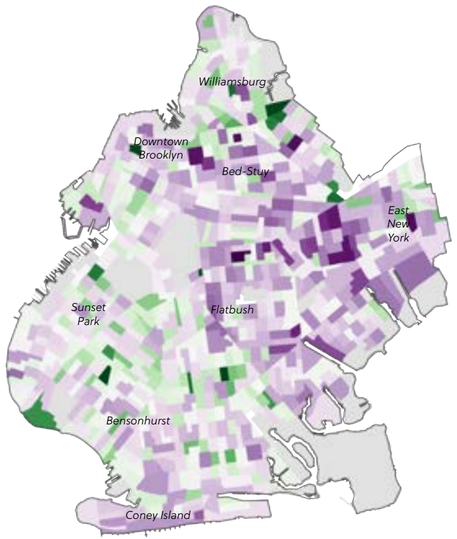
Younger than average — Older than average

37.9 years

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "ACS Demographic and Housing Estimates," Table DP05, 2023.

1.3 Sex Ratio



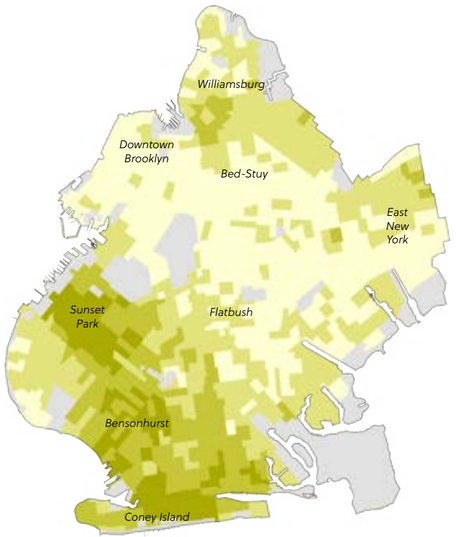
Male residents per 100 female residents

40 (more female) — Even — 160 (more male)

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "ACS Demographic and Housing Estimates," Table DP05, 2023.

1.4 Limited English Proficiency



Percent of residents that speak English "less than very well"

< 10% — >50%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP02, 2023.

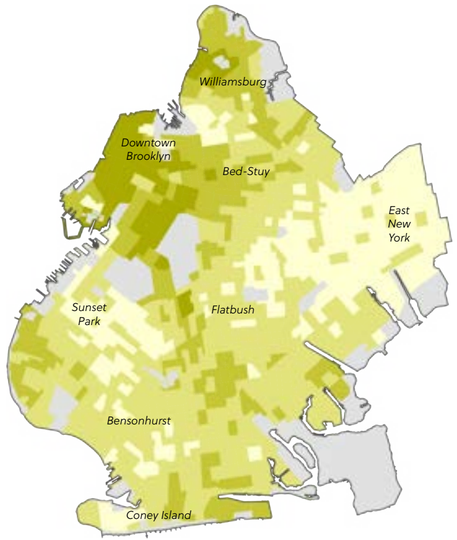
1.3 Sex Ratio

Most neighborhoods in the borough have roughly equal proportions of male and female residents (as defined by the US Census, which does not survey for different gender identities). But eastern Brooklyn has the widest sex ratio of anywhere in the borough, with a large area of less than 80 male per 100 female residents.

1.4 Limited English Proficiency

In Sunset Park, more than 52% of the population self-identifies as "speaking English less than very well." Williamsburg, Bensonhurst, Bath Beach, Sea Gate, Coney Island, Sheepshead Bay, and Homecrest also have smaller pockets of populations with limited English proficiency. Languages spoken in these neighborhoods include Spanish, Chinese, Russian, and Yiddish.

1.5 Educational Attainment



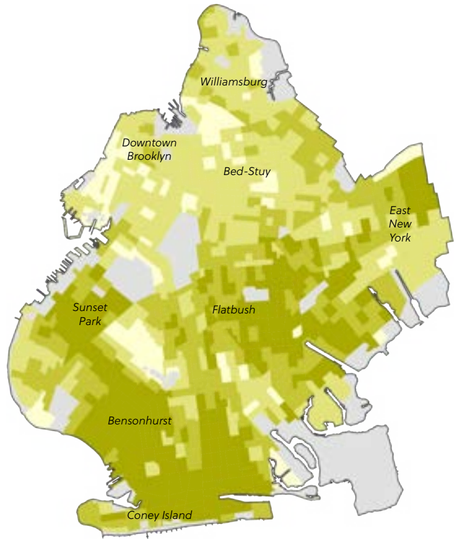
Percent of residents over age 25 with a bachelor's degree

< 10% > 30%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP02, 2023.

1.6 Foreign-Born Population



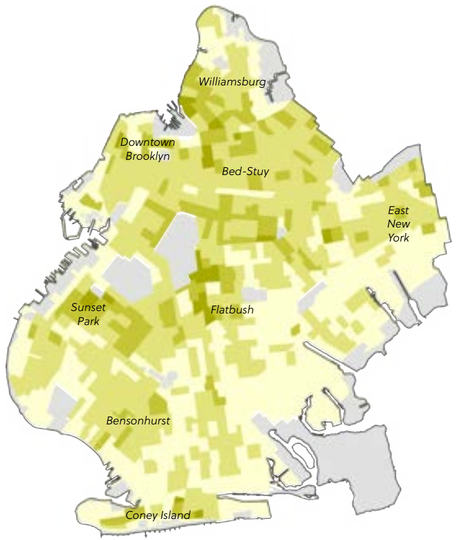
Percent of residents born outside of the United States

< 15% > 45%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP02, 2023.

1.7 Population Density



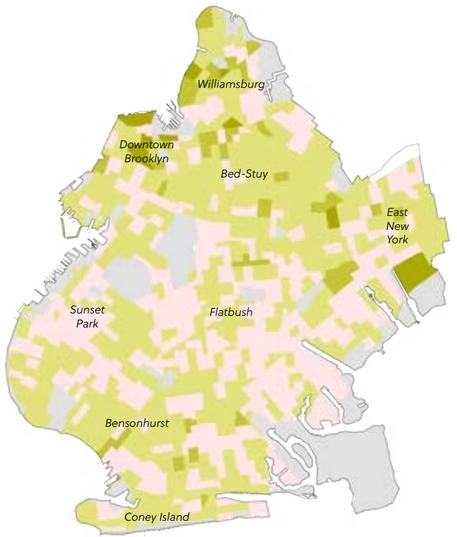
Total population

< 40,000 > 100,000

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP02, 2023.

1.8 Population Change



Percent population change, 2010-2023

< 0% (lost population) 0% > 100%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP02, 2023.

1.5 Educational Attainment

In many Brooklyn census tracts, less than 21% of people over age 25 hold a bachelor's degree. North and northwest Brooklyn neighborhoods have the highest number of residents who are college graduates.

1.6 Foreign-Born Population

Generally, the northern half of Brooklyn has a higher percentage of native-born residents (meaning those born in the United States, not necessarily in New York City). The borough's southern half, Bensonhurst, Sunset Park, Dyker Heights, Sheepshead Bay, East Flatbush, and Coney Island, have significant foreign-born populations.

1.7 Population Density

Brooklyn's population dispersal reflects changes in housing affordability, zoning, and culture and demographics. High-density areas include NYCHA developments, other large residential buildings, and mixed-use buildings along major roads and subway lines.

1.8 Population Change

Recent trends in population change include an increase in young professionals in neighborhoods such as Crown Heights and Bushwick, continued high-density development in Downtown Brooklyn and Williamsburg, and growth in immigrant communities in South Brooklyn. Additionally, Black communities in Bed-Stuy, Crown Heights, Canarsie, and Brownsville have seen an average decrease of about 10% of the population since 2010, largely because of gentrification and economic changes.

Health

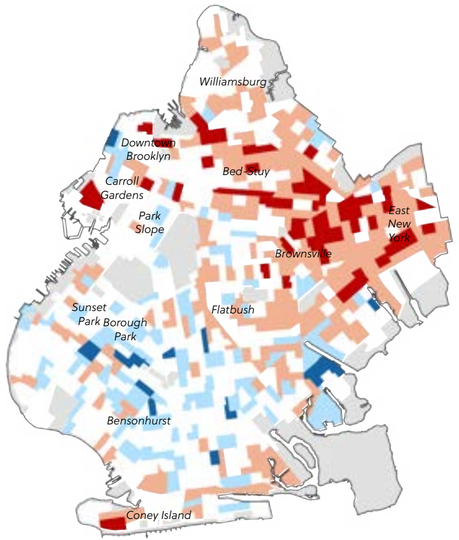
2.1 Life Expectancy

Life expectancy in Brooklyn can vary as much as 20 years from neighborhood to neighborhood. Residents in parts of Brownsville, Bed-Stuy, East New York, and Coney Island have life expectancies as much as 10 years below the city average. By contrast, in parts of Cobble Hill, Carroll Gardens, Park Slope, Bensonhurst and Flatbush, life expectancy exceeds the city's average by five years, and up to 10 years in Borough Park.

2.2 Access to Healthcare

Lack of health insurance is pronounced in predominantly Hispanic/Latino parts of Brooklyn, including portions of Bushwick, Ocean Hill, and Cypress Hills, and Sunset Park, where there is also a significant Asian population.

2.1 Life Expectancy



Life expectancy compared to NYC average (80.7 years)

6 or more years below average

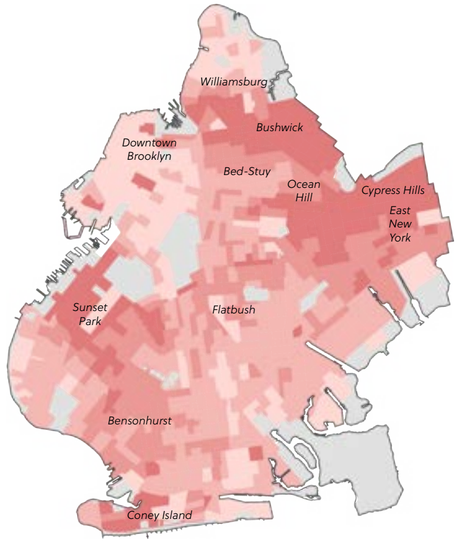
+/- 2 years of NYC average

6 or more years above average

N 1 Mile

Source: Analysis by Regional Plan Association based on data from CDC's 500 Cities and NYC Bureau of Vital Statistics, 2019.

2.2 Access to Healthcare



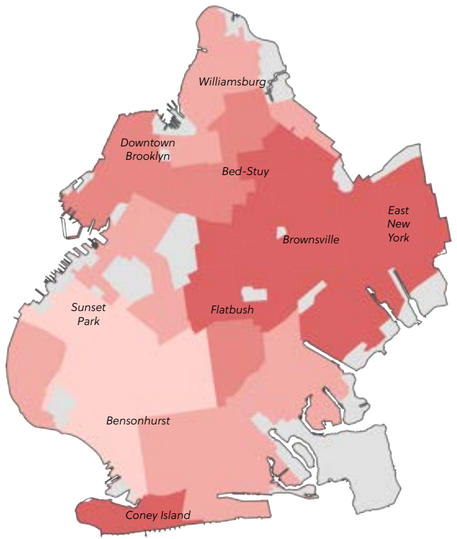
Percent of residents without health insurance

< 10% > 20%

N 1 Mile

Source: CDC PLACES, Census Tract Data 2024 release, "Current lack of health insurance among adults aged 18-64 years," 2024.

2.3 Childhood Asthma



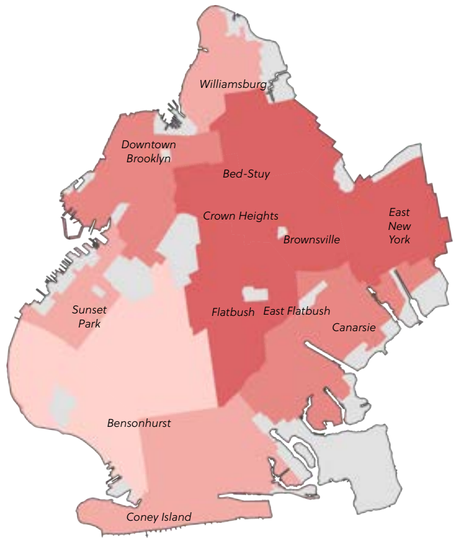
Child asthma hospitalizations per 10,000 children age 0-17

> 5 > 20

N 1 Mile

Source: NYS DOH Asthma Dashboard, Sub-County Data, by Zip Code, 2019-2021.

2.4 Adult Asthma



Adult asthma hospitalizations per 10,000 adults age 18-64

< 2 > 6

N 1 Mile

Source: NYS DOH Asthma Dashboard, Sub-County Data, by Zip Code, 2019-2021.

2.3 Childhood Asthma

Northeastern Brooklyn has the largest concentration of childhood asthma hospitalizations, with a notable cluster in Brownsville and East Flatbush.

2.4 Adult Asthma

The highest rates of adult asthma are found in central and eastern Brooklyn, including Brownsville, East New York, eastern Crown Heights, East Flatbush, and portions of Canarsie. The lowest instances of adult asthma occur in northwestern Brooklyn and in areas east and southwest of Prospect Park.

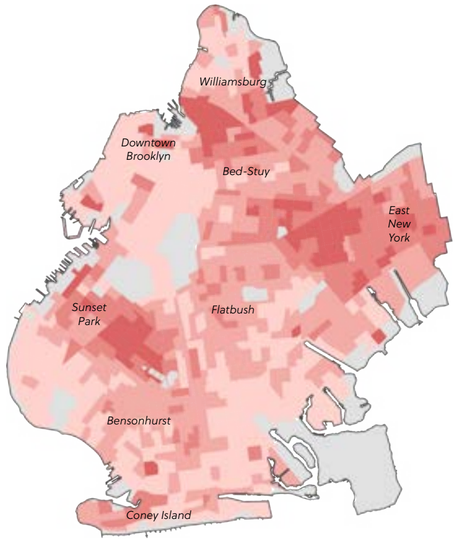
2.5 Mental Health

Many communities in Brooklyn self-report poor mental health, with a higher percentage of residents in parts of South Williamsburg, Brownsville, East New York, Sunset Park, Borough Park, and Coney Island reporting that their mental health has been "not good" for over two weeks.

2.6 Physical Health

According to the Centers for Disease Control and Prevention (CDC), physical activity can lower the risk of early death, coronary heart disease, stroke, high blood pressure, type 2 diabetes, breast and colon cancer, falls, and depression. A lack of exercise infrastructure and open space in certain neighborhoods limits residents' access to affordable exercise options needed to sustain a healthy lifestyle.

2.5 Mental Health



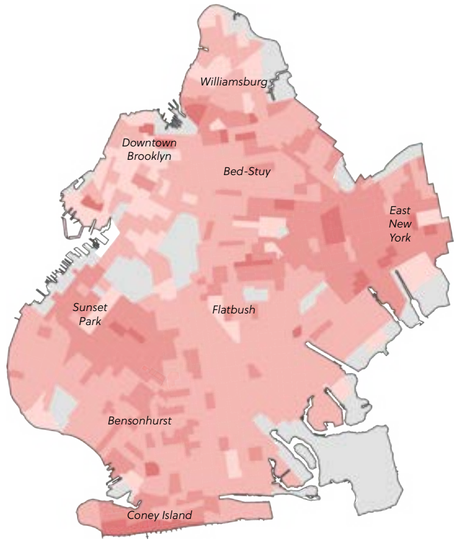
Mental health "not good" for more than 14 days in the past month

< 15% > 20%

N 1 Mile

Source: CDC PLACES, Census Tract Data 2024 release, "Frequent mental distress among adults," 2024.

2.6 Physical Health



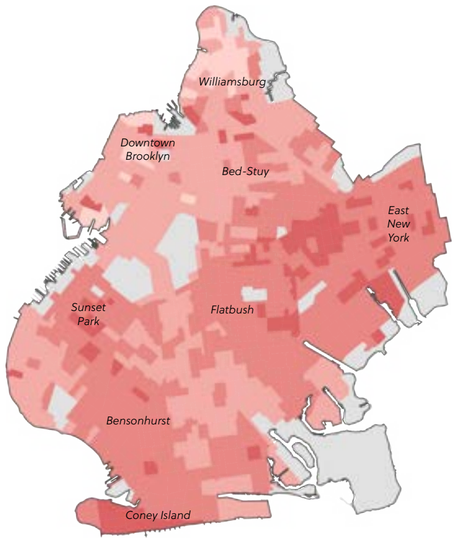
Physical health "not good" for more than 14 days in the past month

> 5% > 15%

N 1 Mile

Source: CDC PLACES, Census Tract Data 2024 release, "Frequent physical distress among adults,, 2024.

2.7 Diabetes



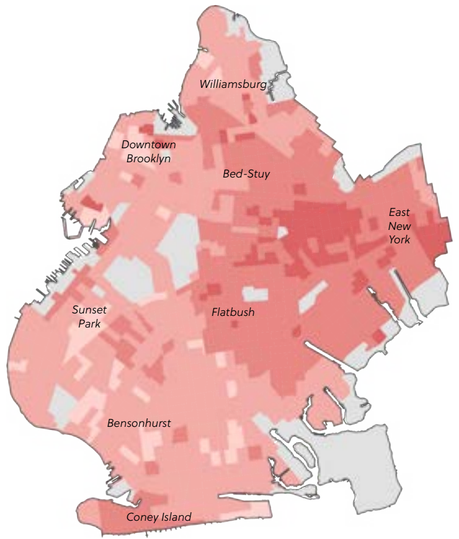
Diabetes prevalence in adults

< 5% > 15%

N 1 Mile

Source: CDC PLACES, Census Tract Data 2024 release, "Diagnosed diabetes among adults," 2024.

2.8 Obesity



Obesity prevalence in adults

< 20% > 35%

N 1 Mile

Source: CDC PLACES, Census Tract Data 2024 release, "Obesity among adults," 2024.

2.7 Diabetes

Like asthma rates, adult diabetes is generally clustered in central and eastern Brooklyn, as well as Coney Island and Sunset Park. Brownsville, East New York, eastern Crown Heights, and East Flatbush have the highest proportion of adults with diabetes.

2.8 Obesity

Adult obesity largely correlates with diabetes rates. Obesity among adults is most prevalent in and around Brownsville and generally less common in western Brooklyn.

2.9 Cancer

Adult cancers are more prevalent in eastern Brooklyn. In general, cancer prevalence mirrors high rates of other chronic health conditions, such as asthma, mental health, physical health, diabetes, and obesity. These areas also have higher percentages of residents without access to healthcare.

2.10 Coronary Heart Disease

Areas north of Prospect Park, except for a portion of South Williamsburg, experience the lowest rates of coronary heart disease. Coney Island, which has many low-income older adult residents, has a high prevalence of this disease.

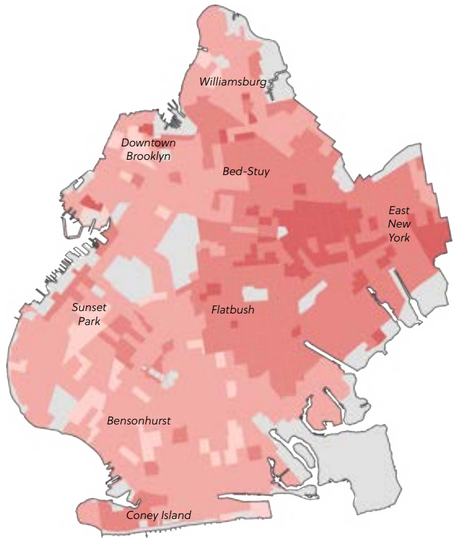
2.11 Premature Mortality

The percentage of people who die before age 65 can indicate the overall health of a population. This includes deaths from health complications and disease, as well as factors such as gun violence and traffic incidents. A swath of eastern Brooklyn along Atlantic Avenue reports the highest rates of premature mortality in the borough.

2.12 Low Birthweight at Full Term

Low birth weight is closely associated with infant death, cognitive development issues, and inhibited growth. It is also indicative of contributing maternal health factors at the time of pregnancy, such as a mother's nutritional intake, chronic illness, and mental health status. Low birthweight at full term is more common in eastern Brooklyn, with East New York and Canarsie representing the highest rates.

2.9 Cancer



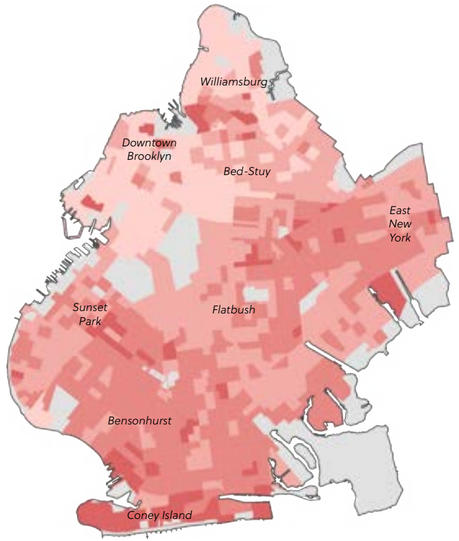
Cancer prevalence in adults (all types)

< 20% > 35%

N 1 Mile

Source: CDC PLACES, Census Tract Data 2024 release, "Cancer (non-skin) or Melanoma," 2024.

2.10 Coronary Heart Disease



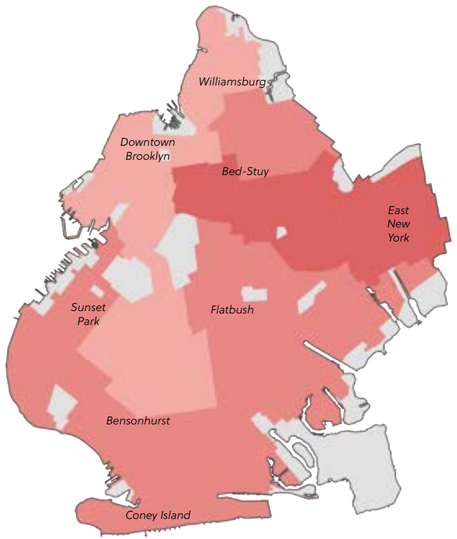
Coronary heart disease prevalence in adults

< 4% > 8%

N 1 Mile

Source: CDC PLACES, Census Tract Data 2024 release, "Coronary heart disease among adults," 2024.

2.11 Premature Mortality



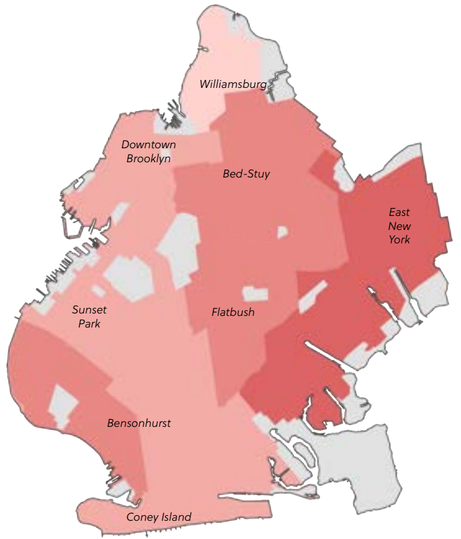
Premature deaths per 100,000 people

< 100 > 200

N 1 Mile

Source: New York City Department of Health, Environment & Health Data Portal. Mortality data. Premature mortality, 2016.

2.12 Low Birthweight at Full Term



Percent of births with birth weight less than 5 lbs. 8 oz. at birth

< 1.5% > 3%

N 1 Mile

Source: New York City Department of Health, Environment & Health Data Portal. Birth outcomes data. Low birthweight at full term, 2013

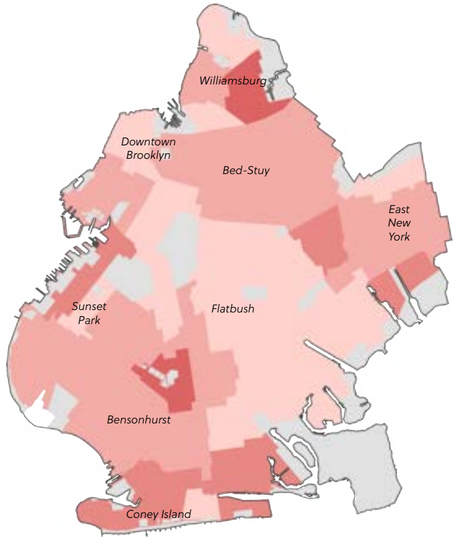
2.13 Food Insecurity

Food insecurity is a lack of consistent access to enough food for every person in a household to live an active, healthy life. East Williamsburg, Borough Park, Coney Island, Gravesend, and Brownsville have the highest percentage of food-insecure households (ranging between 20% and 27%). These geographies also correlate to neighborhoods with the highest share of households receiving SNAP assistance, which, for some families, is insufficient to meet their nutritional needs.

2.14 Unhealthy Food Access

The NYC Department of Health and Mental Hygiene (NYC DOHMH) measures unhealthy food access based on the ratio of bodegas to supermarkets in each community district. By this measure, Bed-Stuy and Sunset Park stand out, with as many as 19 bodegas to a single supermarket.

2.13 Food Insecurity



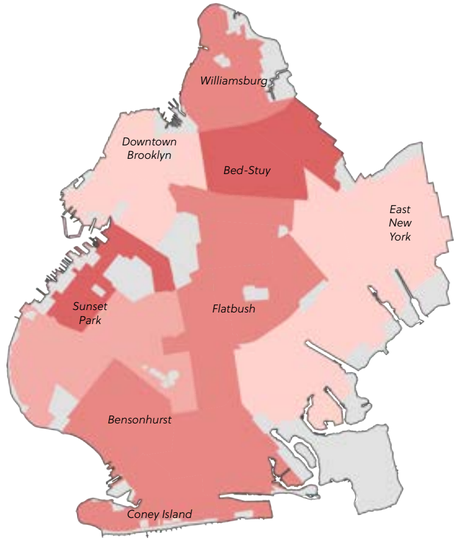
Food insecure population

< 15% > 25%

N 1 Mile

Source: NYC City Council Data Team, Food Insecurity in New York City, 2024.

2.14 Unhealthy Food Access



Ratio of bodegas to supermarkets

< 15 > 30

N 1 Mile

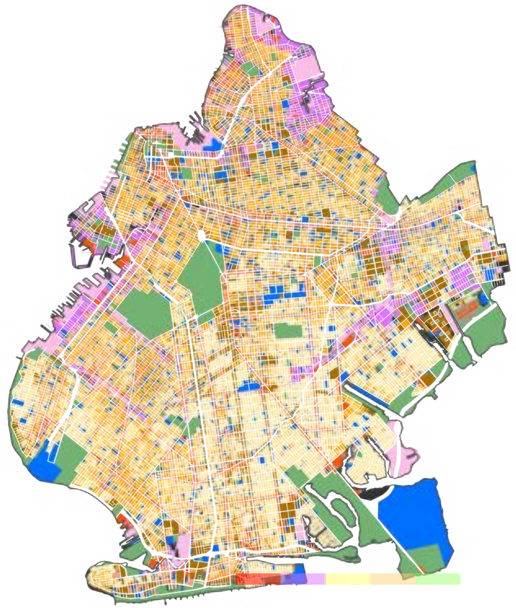
Source: New York City Department of Health, Environment & Health Data Portal. Healthy eating data. Unhealthy food access, 2016

Land Use + Built Form

3.1 Land Use

Brooklyn's land use is largely residential, with extensive acreage of one- and two-family homes and multifamily buildings. Mixed commercial and residential zones are common along major corridors. Industrial and manufacturing uses are primarily located near the waterfront, especially in the Industrial Business Zones (IBZs). Transportation and utility land uses are primarily adjacent to IBZs, major freight areas, and highways. Commercial and office buildings are clustered in the borough's regional center of Downtown Brooklyn. The majority of open space is provided by Prospect Park, Green-Wood Cemetery, and major public parks along the waterfront. Smaller lots of open space and public facilities are scattered throughout the borough. Vacant land and parking lots are sparse but evenly distributed, with larger vacant lots in the southeast of Brooklyn.

3.1 Land Use



N

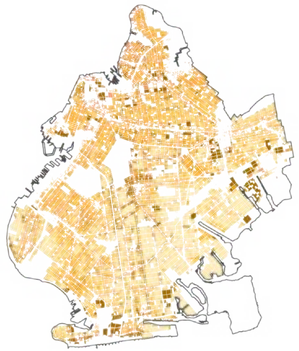
1 Mile

Land Use Categories

- One & Two Family Buildings
- Multi-Family Walkup Buildings
- Multi-Family Elevator Buildings
- Mixed Commercial/Residential Buildings
- Commercial/Office Buildings
- Industrial/Manufacturing
- Transportation/Utility
- Public Facilities & Institutions
- Open Space
- Parking Facilities
- Vacant Land
- All Others or No Data

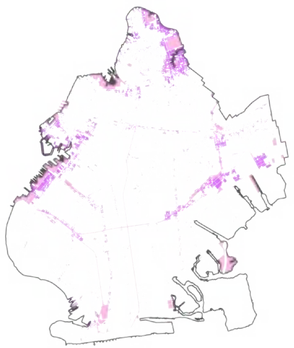
Source: NYC DCP MapPLUTO 24v4.1. "Land Use Category"

One- and Two-Family, Multifamily Walkup, Multifamily Elevator Buildings

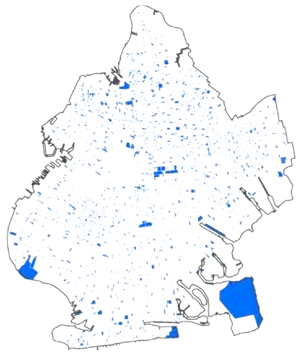


Mixed Commercial/Residential and Commericial/Office Buildings

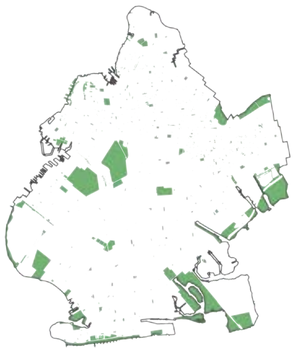
Industrial/Manufacturing



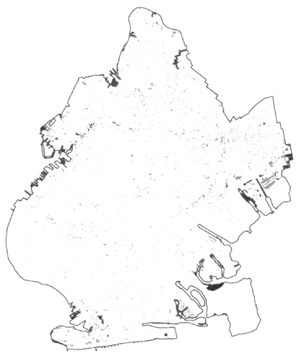
Public Facilities and Institutions



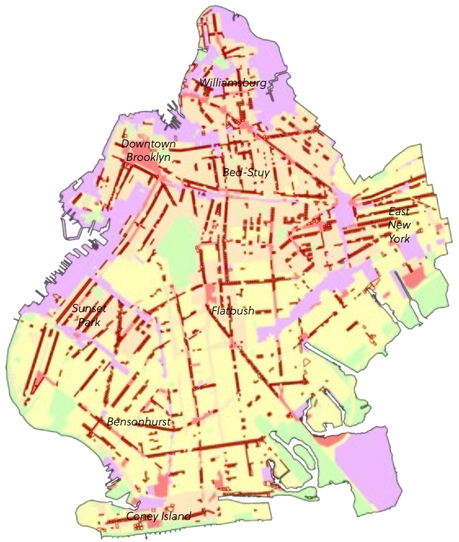
Open Space



Parking Facilities and Vacant Land



3.2 Zoning Districts



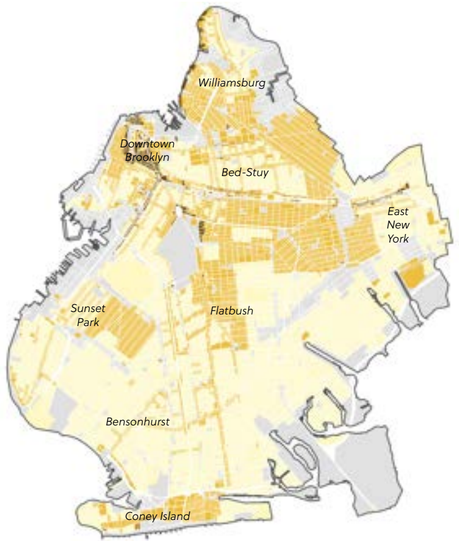
Zoning Districts

- Low-Density Residential R1 - R5
- Medium to High Density Residenital R6 - R10
- Commercial C1-C8
- Manufacturing M1-M3
- Parks

N 1 Mile

Source: NYC GIS Zoning Features ESRI Shapefiles, NYC Zoning Districts, 2025.

3.3 Allowable Residential Density



Residential Floor Area Ratio

< 2 FAR — > 6 FAR

Residential not allowed

N 1 Mile

Source: NYC DCP MapPLUTO 24v4.1. "Maximum Allowable Residential FAR"

3.4 Allowable Commercial Density

Commercial Floor Area Ratio

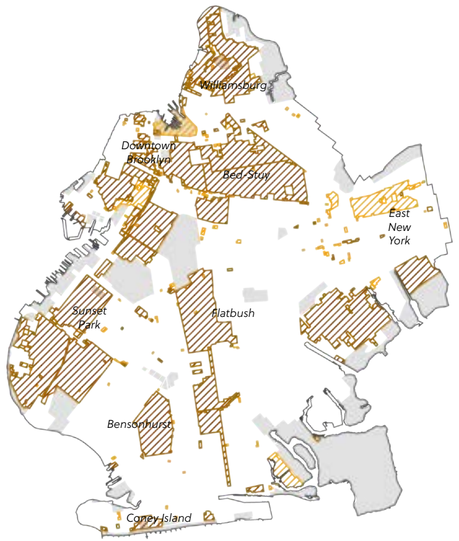
< 2 FAR — > 6 FAR

Commercial not allowed

N 1 Mile

Source: NYC DCP MapPLUTO 24v4.1. "Maximum Allowable Commercial FAR"

3.5 Zoning Changes



Zoning Map Amendments

- Adopted 2002-2013 (Bloomberg)
- Adopted since 2014

N 1 Mile

Source: NYC GIS Zoning Features ESRI Shapefiles, NYC Zoning Map Amendments, 2025.

3.2 Zoning Districts

Zoning districts regulate building use and forms. Manufacturing districts are prevalent along the waterfronts of the New York Harbor, Newtown Creek, and the Gowanus Canal, and along freight rail lines in East New York and Canarsie. Many major avenues and most of Downtown Brooklyn are zoned to support commercial uses. Residential zoning makes up the balance, with the Downtown area and select corridors allowing for the greatest densities, and low-density residential districts dominating the southern half of the borough.

3.3 Residential Floor Area Ratio

Floor area ratio (FAR) is the principal bulk regulation that controls the size of buildings. FAR is the ratio of total building floor area to the area of its zoning lot. The southern half of the borough allows for low densities ranging from 0.5 to 2 FAR. Downtown Brooklyn allows for the greatest residential density, with an allowable FAR of up to 10. Some waterfront areas and select corridors along Fulton Street and Atlantic Avenue, as well as northeastern blocks adjacent to Prospect Park, allow up to 6 residential FAR.

3.4 Commercial Floor Area Ratio

While commercial space in Brooklyn is mainly located in Downtown Brooklyn, a few corridors along major streets, such as Atlantic Avenue, Flatbush Avenue, 4th Avenue, and Broadway, permit moderate commercial densities.

3.5 Zoning Changes

Most zoning map amendments adopted from 2014 to 2024 sought to facilitate new affordable housing and mixed-use development, but some neighborhood-wide contextual or downzonings were also approved. Gowanus and East New York saw large neighborhood-scale rezonings aligned with these goals during the de Blasio administration. Additionally, the City has approved 126 smaller private rezonings to support increased development in Brooklyn since 2014.

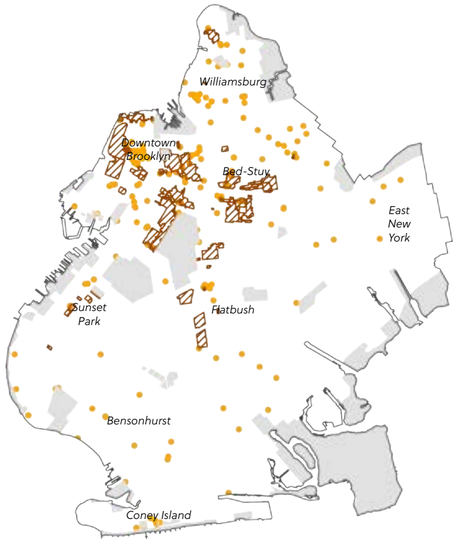
3.6 Historic Districts + Landmarks

The New York City Landmarks Preservation Commission (LPC) designates buildings and districts with historical significance as NYC landmarks. Most Brooklyn historic districts are located in Brooklyn Heights, Bed-Stuy, Park Slope, and Crown Heights, while individual landmarks are found across the borough but concentrated in the areas north of Prospect Park. Neighborhoods such as Borough Park, East Flatbush, and Canarsie have relatively few individual landmarks and historic districts.

3.7 IBZs + BIDs

Industrial Business Zones (IBZs) were created in 2005 to protect the city's manufacturing sector. Brooklyn's IBZs cover the Brooklyn Navy Yard and parts of East New York, Flatlands, North Brooklyn, and Southwest Brooklyn. Business Improvement Districts (BIDs) are public-private partnerships overseen by the City and run by boards of local property owners, merchants, and elected officials. They support retail corridors with maintenance, marketing, and advocacy efforts. Brooklyn's BIDs are scattered throughout the borough's commercial areas.

3.6 Historic Districts + Landmarks

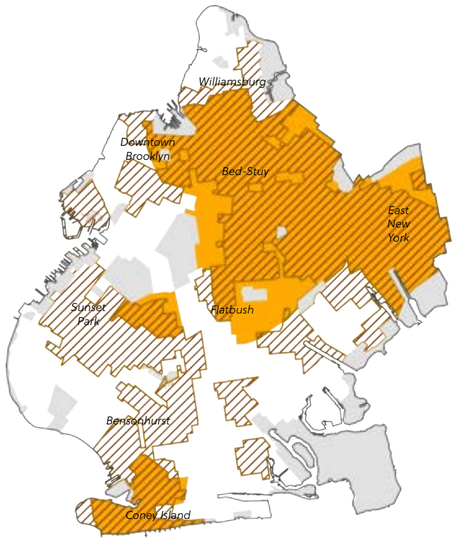


Source: NYC Individual Landmark and Historic District Building Database (Map), 2024

3.7 Industrial Business Zones (IBZ) + Business Improvement Districts (BID)

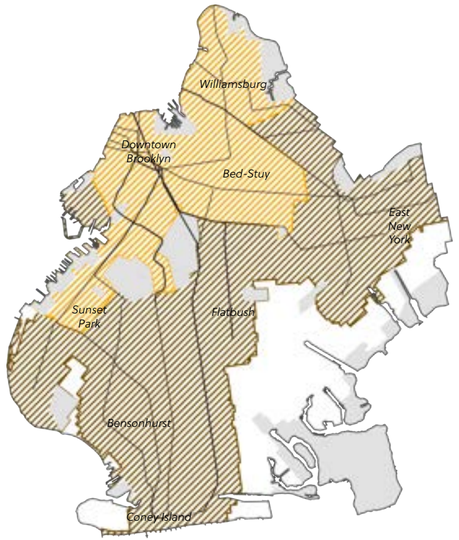
Source: Industrial Business Zone Boundaries, NYC DCP; Business Improvement District boundaries, NYC SBS, 2024.

3.8 FRESH Food Program



Source: FRESH Zoning, NYC DCP BYTES, 2024.

3.9 Transit Zones



Source: Office of the Brooklyn Borough President, based on the "Transit Zones Parking Geographies" layer on NYC DCP ZoLa, New York City's Zoning & Land Use Map, 2025.

3.8 FRESH Food Program

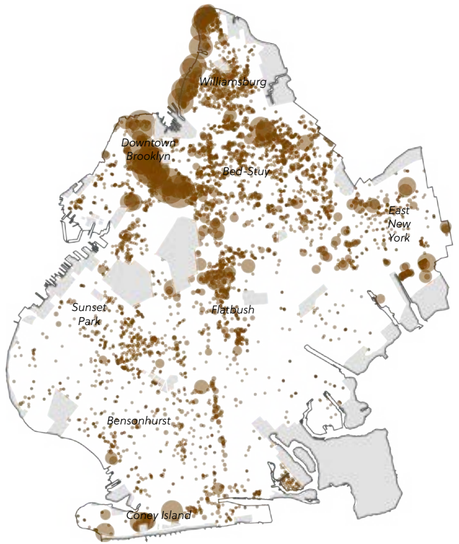
The Food Retail Expansion to Support Health (FRESH) program was created in 2009 to bring healthy, affordable foods to underserved neighborhoods. FRESH Zones offer incentives to create and maintain grocery stores in "food deserts" where residents lack sufficient access to fresh meats, fruits, and vegetables. Much of central and eastern Brooklyn is eligible for either a discretionary tax incentive or zoning incentives offering greater development capacity in exchange for including a grocery store.

3.9 Transit Zones

First adopted in 2016 through the Zoning for Quality and Affordability (ZQA) citywide text amendment, the Transit Zone was initially a fairly limited tool that waived parking requirements for affordable housing projects near transit. City of Yes for Housing Opportunity (COYHO), passed in 2025, expanded both the Zone's boundaries and purpose. The Transit Zone is now composed of "Inner" and "Outer" Zones that delineate areas near transit that qualify for a suite of zoning tools intended to facilitate modest housing growth. Together, the Inner and Outer Transit Zones are now referred to as the "Greater Transit Zone."

Housing

4.1 Housing Growth



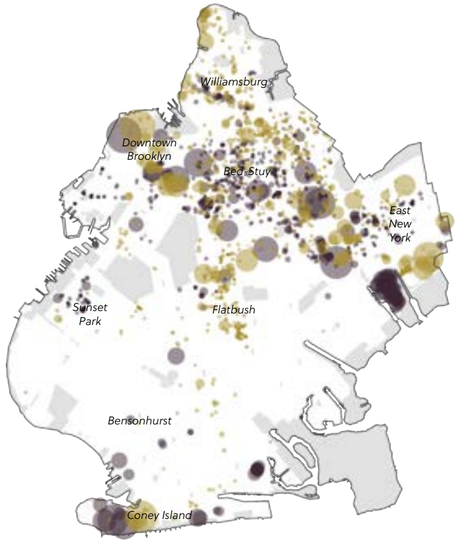
Residential units in newly constructed buildings, 2014-2024

1 10 50 100

N 1 Mile

Source: NYC DCP Housing Database Project-Level Files, 24q4

4.2 Affordable Housing Growth



Affordable units constructed and preserved, 2014-2024

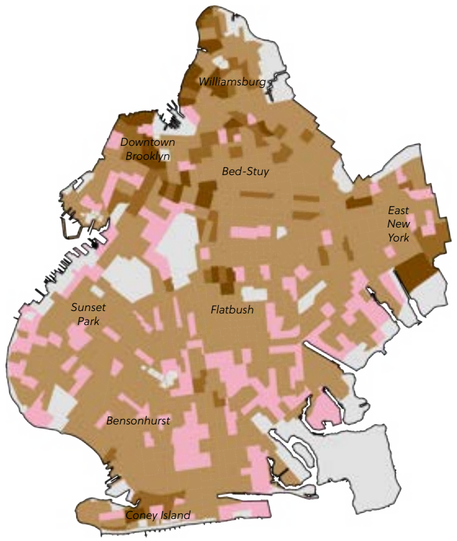
1 10 50 100 Constructed

1 10 50 100 Preserved

N 1 Mile

Source: NYC HPD Affordable Housing Production by Building, 2025

4.3 Housing Unit Change



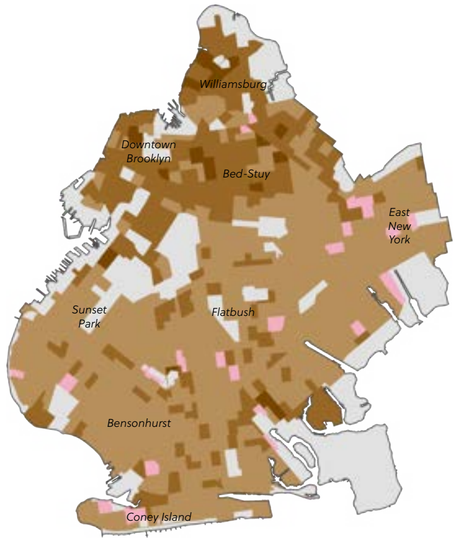
Residential unit change, 2014-2024

< 0 (Lost Units) 0 units > 700

N 1 Mile

Source: NYC DCP Housing Database Project-Level Files, 24q4

4.4 Median Rent Change



Change in median rent, 2014-2023

< $0 (Rent Decrease) $0 > $1500

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

4.1 Housing Growth

Between 2014 and 2024, neighborhoods in north and central Brooklyn saw large increases in the total number of residences, in some cases adding hundreds of units per block. Some of these gains can be attributed to policies that facilitated multifamily residential development, such as the 2005 Greenpoint/Williamsburg rezoning. In other neighborhoods such as Bushwick, zoning allows for relatively large new buildings to be constructed without any discretionary rezoning approvals.

4.2 Affordable Housing Growth

Income-restricted housing, both new construction and preservation, has been concentrated in northern and eastern Brooklyn, with the exception of Coney Island, some new construction in Flatbush, and limited preservation in Sunset Park. Much of southern Brooklyn has not seen any affordable housing development. For example, between 2014 and 2024, East New York created or preserved 12,635 units of affordable housing while Bay Ridge only created or preserved nine units.

4.3 Housing Unit Change

Between 2014 and 2024, northern and central Brooklyn constructed the most housing units, in some instances gaining up to 4,700 units in one census tract. Parts of Cobble Hill, Park Slope Sheepshead Bay, and Midwood reported housing unit loss, likely because of consolidations of two- and three-family residences into single-family homes. Greenpoint and Williamsburg added 22,252 units while Canarsie, Bergen Beach, Mill Basin, Flatlands, Marine Park, and Georgetown added fewer than 500 units combined.

4.4 Median Rent Change

Many Brooklynites feel the housing crisis most acutely through high monthly rent payments: 69% of Brooklynites are renters, and median monthly rent for the whole borough is $1,885 (as compared to apartments currently listed for rent, which can skew significantly higher). The highest rents are concentrated in northwestern Brooklyn. Census tracts with NYCHA developments report lower rents, highlighting the importance of public housing in providing stable housing in changing neighborhoods.

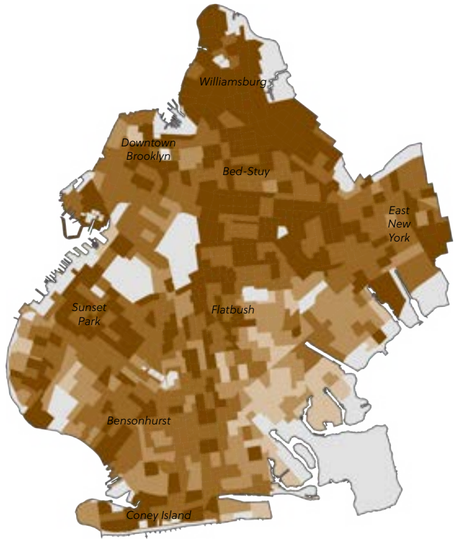
4.5 Housing Tenure

More than two-thirds of Brooklynites are renters. This pattern is spread relatively evenly across the borough, with slightly higher homeownership rates in southeastern Brooklyn and concentrations of renters in north and central Brooklyn.

4.6 Rent Burden

Rent burden (defined as rent costing 30% or more of household income) is pervasive in Brooklyn—only eight scattered Census tracts report less than 21% of the population experiencing rent burden. Borough Park, East New York, Brownsville, Crown Heights, Coney Island, and South Williamsburg have the deepest concentrations of rent-burdened households in the borough. While the highest gross median rents are concentrated in northwestern Brooklyn, rent burden better illustrates how pervasively the housing crisis is felt boroughwide.

4.5 Housing Tenure



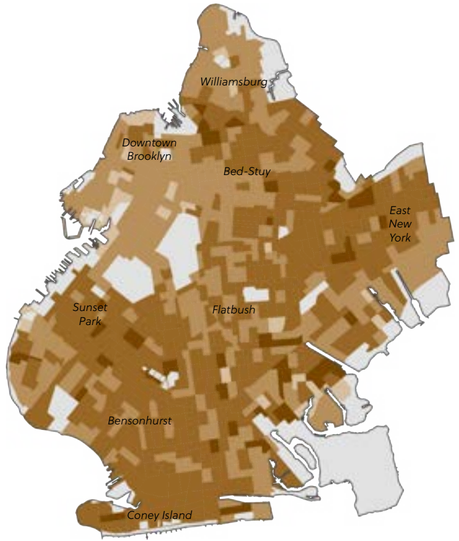
Percentage of households renting

< 25% > 75%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP04, 2023.

4.6 Rent Burden



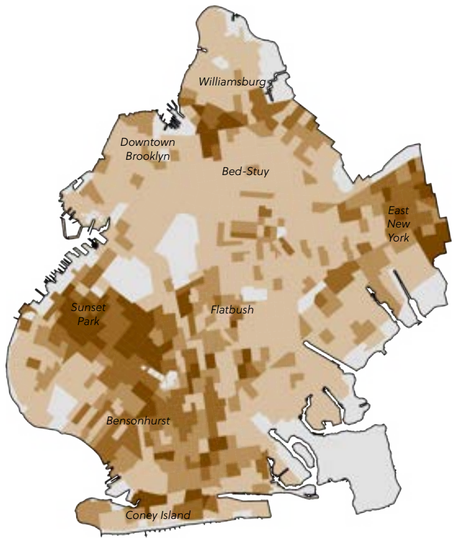
Percentage of households spending 30% or more of income on rent

< 25% > 75%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP04, 2023.

4.7 Overcrowded Households



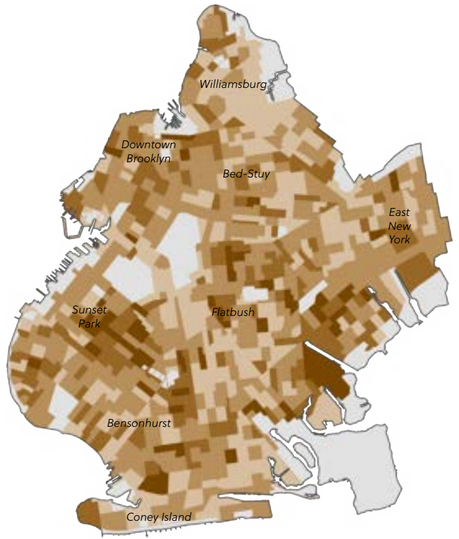
Percentage of households with more occupants than rooms

< 10% > 25%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP04, 2023.

4.8 Vacant Units



Percent of housingunits that are vacant, 2023

< 5% > 15%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table B25005, 2023.

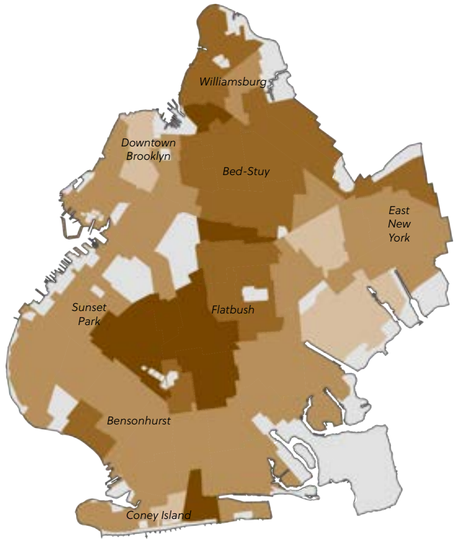
4.7 Overcrowded Households

High housing costs can encourage higher rates of overcrowding, defined by the Census as a household with more occupants than rooms. Borough Park and Sunset Park have the highest number of overcrowded households, followed by South Williamsburg, East New York, Bensonhurst, and Coney Island.

4.8 Vacant Units

The NYC Housing and Vacancy Survey (HVS) is the longest-running housing survey in the country and the official source of the city's net rental vacancy rate, used to determine the continued need for rent control and rent stabilization. The 2024 housing vacancy rate in Brooklyn is 1.27%, slightly lower than the city's vacancy rate of 1.4%. The largest concentration of census tracts with vacancy rates below 5% are in Williamsburg, East Williamsburg, and Bushwick. Experts state that a healthy vacancy rate is between 5-8%.

4.9 Potential Lead Exposure



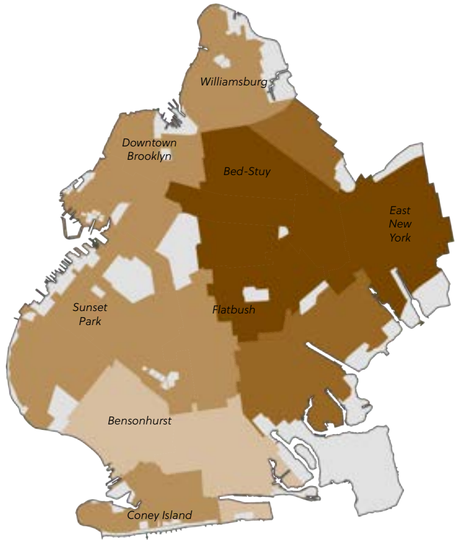
Elevated blood lead levels per 1,000 tested (under age of 6)

< 10 > 25

N 1 Mile

Source: New York City Department of Health, Environment & Health Data Portal. Lead poisoning data. Elevated blood lead levels (under age 6), by NTA, 2019

4.10 Housing Conditions



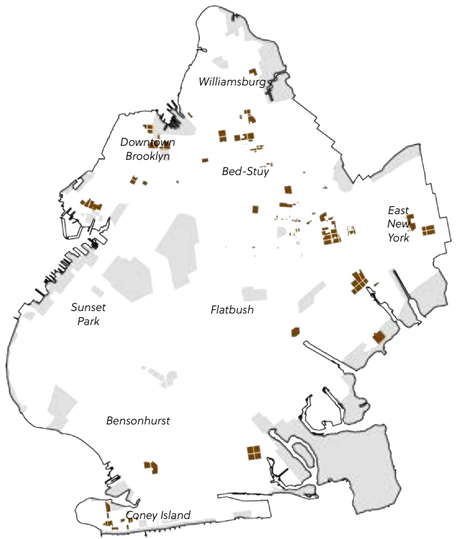
Percentage of households with 3 or more reported housing deficiencies

< 3% > 15%

N 1 Mile

Source: NYC EH Data Portal, New York City Housing and Vacancy Survey (NYCHVS), 2017.

4.11 Public Housing

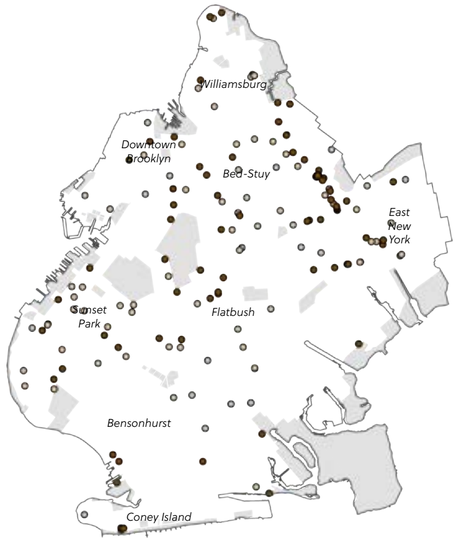


NYCHA Campus

N 1 Mile

Source: NYCHA Public Housing Developments, 2025.

4.12 Shelters + Transitional Housing



Homeless Shelters

Other Transitional Housing

N 1 Mile

Source: NYC DCP MapPLUTO 24v4.1. Based on the Building Class Codes fields, which are generated by the Department of Finance.

4.9 Potential Lead Exposure

In Brooklyn, the leading causes of lead poisoning in non-pregnant adults are from working in construction and living in older homes. Most children with lead in their blood live in or regularly visit housing that has old, decaying lead paint, exposing them to leaded paint chips and dust. Adults can also be exposed to lead through lead-contaminated products, including some imported health remedies, spices, foods, pottery, and cosmetics. Borough Park and Midwood show the highest number of children with elevated blood lead levels.

4.10 Housing Conditions

Homes with maintenance issues can threaten the health of the people who live there. According to the HVS, Bed-Stuy, Brownsville, and East New York reported having the highest percentage of homes with heating equipment breakdowns, additional heating required, rodent infestation, cracks/holes in the walls, ceilings or floors, broken plaster/peeling paint larger than 8½ x 11 inches, toilet breakdowns, or water leaks from outside the unit.

4.11 Public Housing

New York City Housing Authority (NYCHA) public housing developments are concentrated in Brooklyn's northern half, with a few campuses in southern Brooklyn. Five community districts, all in the southwestern part of the borough, have no public housing. NYCHA developments are in need of significant capital repairs. As of June 2023, the agency estimates that it needs more than $78 billion dollars to bring its housing stock up to a state of good repair across all five boroughs.

4.12 Shelters + Transitional Housing

Homeless shelters are concentrated in the north and central parts of the borough, with fewer in Bensonhurst, Sheepshead Bay, and Canarsie. Other transitional housing is spread more evenly throughout the borough. Shelter and transitional housing data changes rapidly and is often difficult to track. For example, the City does not publish the locations of temporary housing for survivors of domestic violence. Additionally, there is a lack of public data on the sites for migrants seeking asylum.

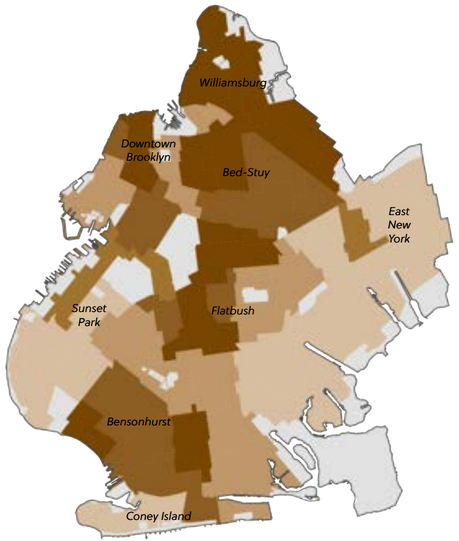
4.13 Market Pressure

Market pressure is found in neighborhoods where changes related to median gross rents, housing price appreciation, and demographic composition over the last decade have accelerated over the last decade. Market pressure is strongest in areas of the borough that are connected to Manhattan via bridges, tunnels, and highways. In neighborhoods bordering Prospect Park's eastern and southern side, market pressure is most prevalent along subway lines.

4.14 Displacement Risk

Displacement risk refers to the threat of needing to relocate due to housing/real estate conditions and socioeconomic pressures. Higher- and lower-risk areas are found across all community districts. However, displacement risk is highest in neighborhoods immediately south of Prospect Park, Bensonhurst, Sunset Park, East New York, and northern Bushwick. Compared to recent housing growth and residential density, it becomes apparent that the areas with the highest displacement risk are also those lagging behind in housing growth.

4.13 Market Pressure



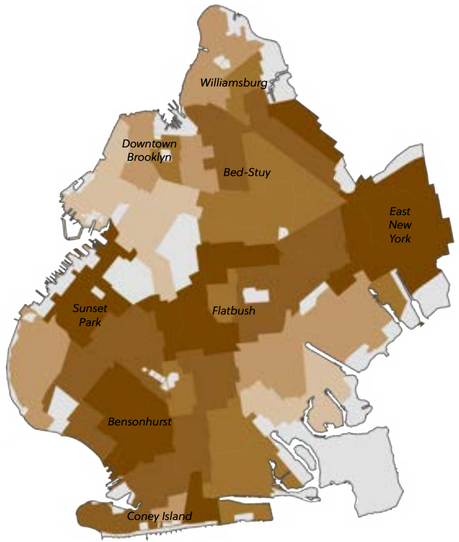
Market pressure risk index

Lowest — Highest

N — 1 Mile

Source: NYC DCP Equitable Explorer Tool, 2023.

4.14 Displacement Risk



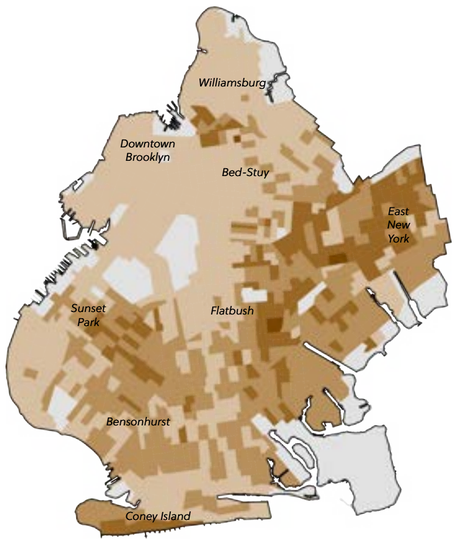
Displacement risk index

Lowest — Highest

N — 1 Mile

Source: NYC Equitable Development Data Explorer, 2023.

4.15 Energy Costs



Percentage of household income spent on energy costs

> 2% — > 6%

N — 1 Mile

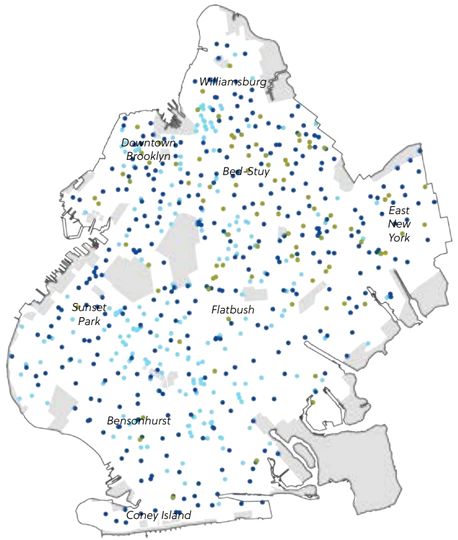
Source: U.S. LEAD tool, Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," 2023.

4.15 Energy Costs

A household that spends more than 6% of income on energy costs is considered "energy burdened." Energy burden is in Brooklyn is highest in Brownsville, Eat New York, and East Flatbush. Energy burden tends to be highest for low- and middle-income residents due to high energy costs, old housing stock, income disparities, seasonal variations, and lack of energy-efficient housing upgrades.

Education

5.1 Schools



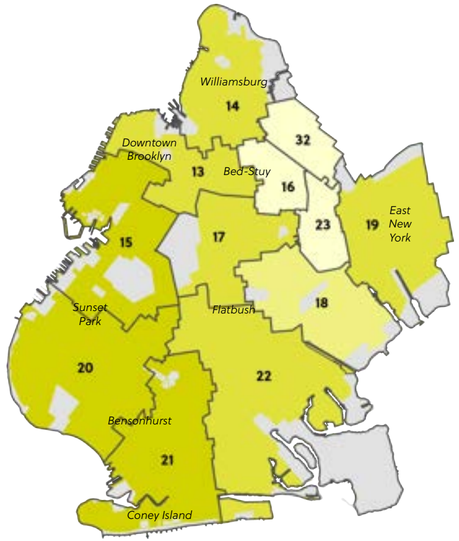
All school types

- Public
- Private
- Charter

N 1 Mile

Source: NYC DOE School Point Locations, 2024.

5.2 School Districts



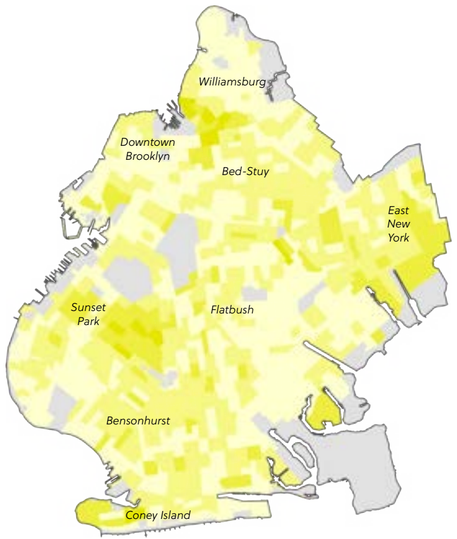
Number of schools per school district

< 50 > 80

N 1 Mile

Source: NYS GIS Clearinghouse, School Districts, 2025.

5.3 Youth Population



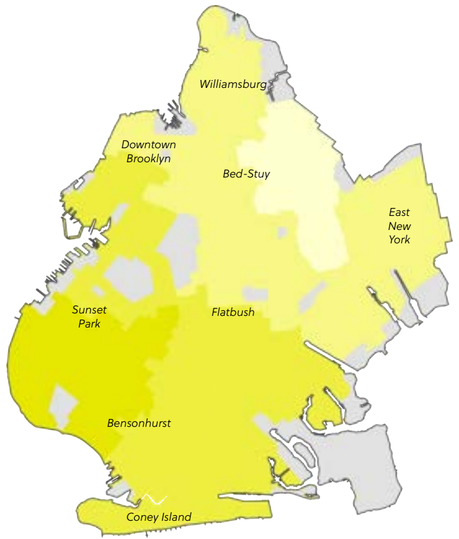
Total population ages 5 to 19

< 500 > 2,000

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP04, 2023.

5.4 Enrollment



Total enrollment K-12 (all schools)

< 10,000 > 35,000

N 1 Mile

Source: NYC Public Schools, Office of District Planning, District Data Summaries, 2024.

5.1 Schools

Brooklyn is home to more than 800 public, private, and charter K-12 schools. As public and private schools are evenly dispersed throughout the borough, charter schools are predominantly located in northern and eastern Brooklyn. For public schools, the NYC School Construction Authority (SCA), creates Five-Year Capital Plans and oversees planning, real estate, budgeting, design, and construction for new schools and upgrades to existing schools.

5.2 School Districts

The NYC Department of Education (DOE) determines school district boundaries in coordination with local government and community input. Unlike many other parts of the country where school districts are independent entities, NYC operates as a single, unified school system. Districts 16, 23, and 32 have the fewest schools per district.

5.3 Youth Population

In 2023, 18% of the population of Brooklynites were reported to be under the age of 20. The neighborhoods of Borough Park, South Williamsburg, and East New York reported having the highest percentage of youth population.

5.4 Enrollment

Brooklyn has the highest school enrollment of any borough, with more than 273,000 students in grades K-12 registering for the 2023-2024 school year. Enrollment is highest in Bay Ridge and Dyker Heights.

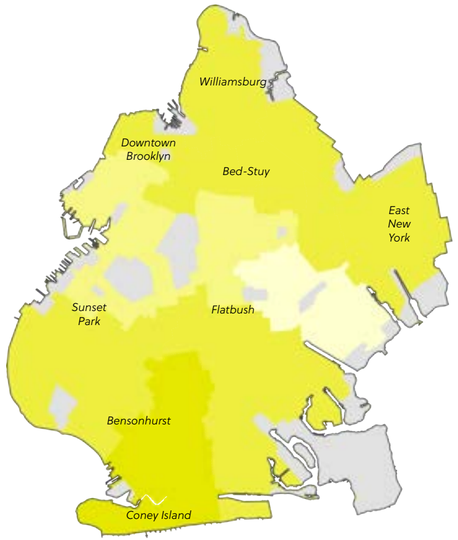
5.5 Enrollment Change

Over the past five years, Brooklyn elementary school enrollment decreased by 18%, while Brooklyn middle school enrollment decreased by 14%. However, from 2023 to 2024, enrollment across the majority of grades stabilized, seeing minimal changes. This trend seems to be following the restabilization of the residential population in the borough post-COVID-19.

5.6 School Retention

School retention is defined as a student being enrolled in the same school district where they reside. North Brooklyn, Downtown Brooklyn, and Bed-Stuy have fewer families with children attending schools in the districts where they live.

5.5 Enrollment Change



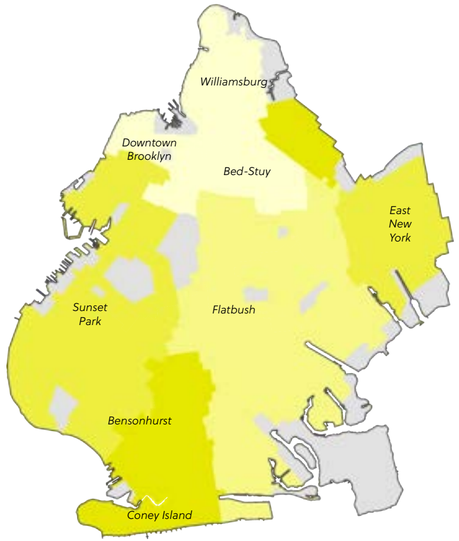
Total enrollment percent change K-12 all schools, 2019-2024

> -15% < -5%

N 1 Mile

Source: NYC Public Schools, Office of District Planning, District Data Summaries, 2024.

5.6 School Retention



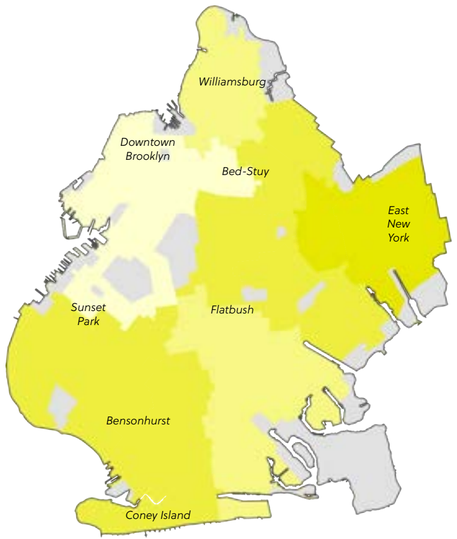
Percentage of students living and enrolled in the same district (K-8), 2024

< 25% > 50%

N 1 Mile

Source: NYC Public Schools, Office of District Planning, District Data Summaries, 2024.

5.7 Economically Disadvantaged Students



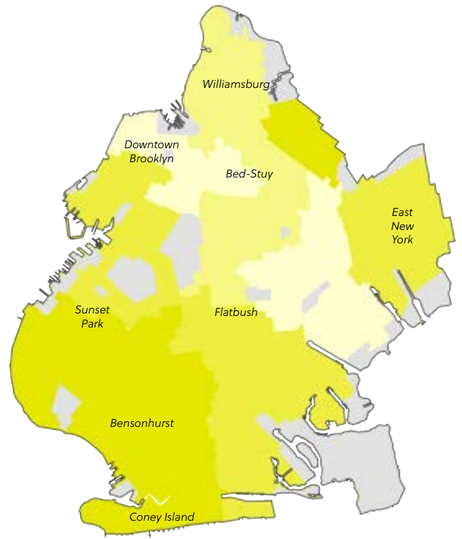
Percentage of enrolled students that are economically disadvantaged

< 60% > 90%

N 1 Mile

Source: NYC Public Schools, Office of District Planning, District Data Summaries, 2024.

5.8 Multilingual Learners (MLL)



Percentage of enrolled students that are Multilingual Learners (MLL)

< 10% > 20%

N 1 Mile

Source: NYC Public Schools, Office of District Planning, District Data Summaries, 2024.

5.7 Economically Disadvantaged Students

About 78% of Brooklyn high school students are considered economically disadvantaged based on eligibility for Free and Reduced-Priced Meal (FRL) or other benefits from the NYC Human Resources Administration (HRA). Districts 13, 15, 21, and 22 (western Brooklyn) serve a lower percentage of high school students who are economically disadvantaged than the borough average.

5.8 Multilingual Learners

About 13% of Brooklyn high school students qualify for Multilingual Learner (MLL) services. Districts 20 (Bay Ridge) and 32 (Bushwick) serve the largest percentage of students who qualify for MLL services and Districts 13 (Downtown Brooklyn) and 16 (Bed-Stuy) serve the lowest percentage of students who qualify for MLL services.

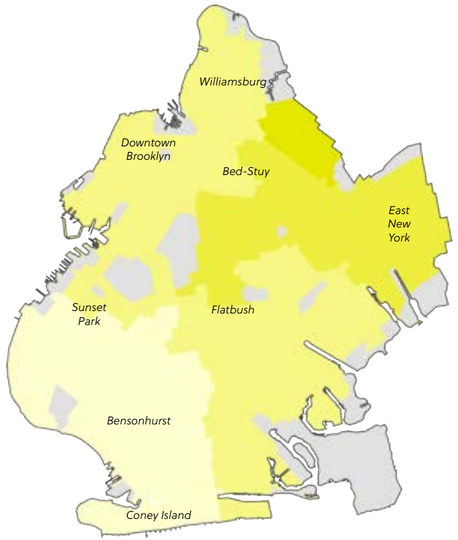
5.9 Temporary Housing

About 8% of Brooklyn high school students live in temporary housing. Districts 23 (Brownsville) and 32 (Bushwick) serve the highest percentage of students living in temporary housing in the borough.

5.10 Graduation Rates

The average graduation rate among the 2024 general education high school class was 76%, 2% less than the overall city rate but the highest level since 2011.

5.9 Temporary Housing



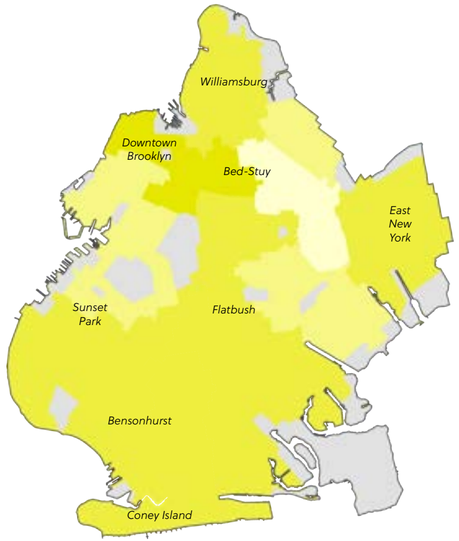
Percentage of enrolled students that are in temporary housing

< 6% > 18%

N 1 Mile

Source: Office of District Planning School Districts; All students not in permanent housing (excluding students with unknown status), 2024.

5.10 High School Graduation Rates



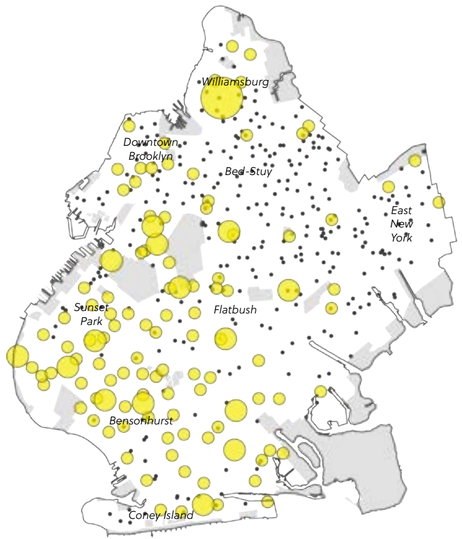
Percentage of enrolled students that graduated in 2024 (2020 cohort)

< 70% > 90%

N 1 Mile

Source: NYC DOE All Enrolled Students (2020 Cohort), 2024.

5.11 Overutilized Schools



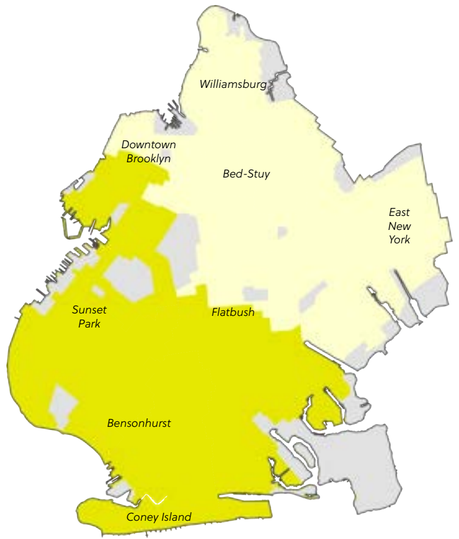
Utilization rate of school buildings that are over capacity

< 100% 101%-150% 151% -200% 201% +

N 1 Mile

Source: NYC Office of District Planning School Buildings, 2024. The New York City School Construction Authority calculates utilization rate by determining the capacity of each NYC Public Schools building and comparing the capacity to the building enrollment.

5.12 School Utilization Rates



Utilization rates for all school buildings

More Underutilized Buildings — More Overutilized Buildings

N 1 Mile

Source: NYC Office of District Planning School Buildings, 2024.

5.11 Overutilized Buildings

Twenty buildings with high school students are overutilized, which indicates possible overcrowding or space challenges at those schools. NYC Public Schools Office of District Planning works collaboratively with communities to identify how to optimize excess space in buildings, including adding programming where demand aligns to space. Eastern and central Brooklyn contain fewer overutilized school buildings.

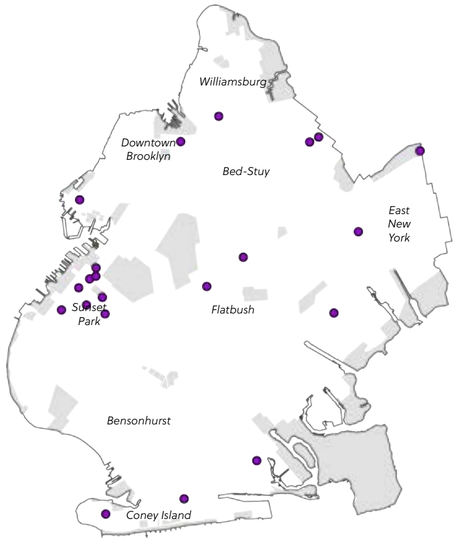
5.12 Utilization Rates

Some districts, most notably the districts in southern Brooklyn, struggle with overutilization, while others have excess capacity. Fifty-two DOE buildings with high school students are underutilized, meaning there is an excess of seats in these buildings. District 19 (East New York) has the greatest number of underutilized buildings in the borough while District 20 (Bay Ridge) has the fewest.

5.13 School-Based Health Centers

5.13 School-Based Health Centers

SBHCs bring accessible (and often free) healthcare to children and families through partnerships with public and private providers in high-need, under-resourced communities. There is a cluster of these centers in Sunset Park, but most of the borough remains underserved.



Source: NYC DOE All School-Based Health Clinics, 2024.

Environment

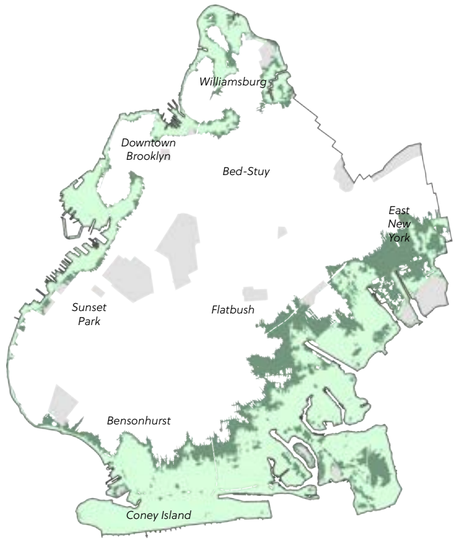
6.1 Future Floodplain

As a result of sea level rise, neighborhoods adjacent to the southeastern waterfront will likely see coastal flooding increase in frequency, extent, and depth. By the year 2050 and based on high estimates (sea level rising by 31 inches), Sea Gate, Coney Island, Brighton Beach, and Manhattan Beach will all likely fall in the 100-year floodplain as shown on the map (1% chance of flooding on any given year).By 2080, most of Coney Island is anticipated to be affected by high tides on a regular basis. Red Hook and portions of Greenpoint will also see increased coastal flood risk.

6.2 Stormwater Flooding

Different from coastal floods, stormwater flooding occurs from extreme rainfall events. As such, stormwater flooding mostly affects areas with low elevations and poor drainage, regardless of an area's proximity to the coastline. An extreme precipitation event of 3.5 inches per hour will likely affect most neighborhoods in Brooklyn, with only a few high-ground areas such as Sunset Park and Prospect Heights exempt.

6.1 Future Floodplain



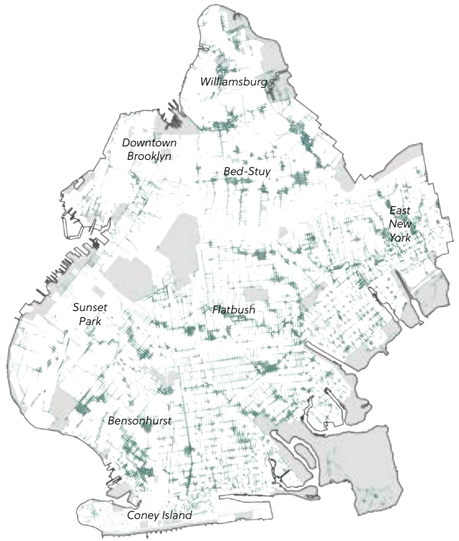
2050 100 Year Floodplain

2050 500 Year Floodplain

N 1 Mile

Source: FEMA 90th Percentile Projects for Sea-Level Rise (31 inches), 2024.

6.2 Stormwater Flooding



Extreme precipitation (3.5 inches per hour)

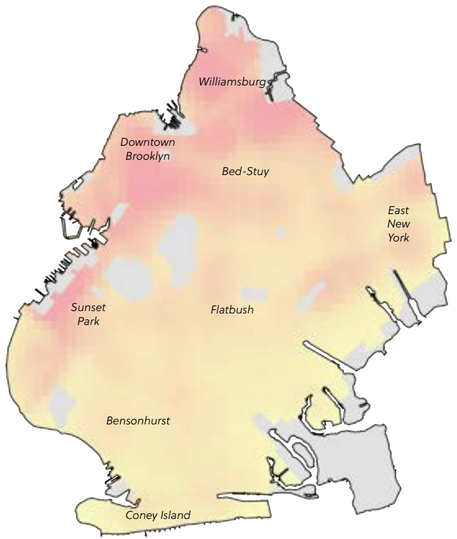
Nuisance Flooding (less than 1 ft.)

Deep and Continguous Flooding (1 ft. and greater)

N 1 Mile

Source: NYC DEP Areas of potential flooding scenarios under varying sea level rise conditions, 2024.

6.3 Air Pollution $PM_{2.5}$



Annual particulate matter µg/m³, 2022
(WHO targets safety level of 5)

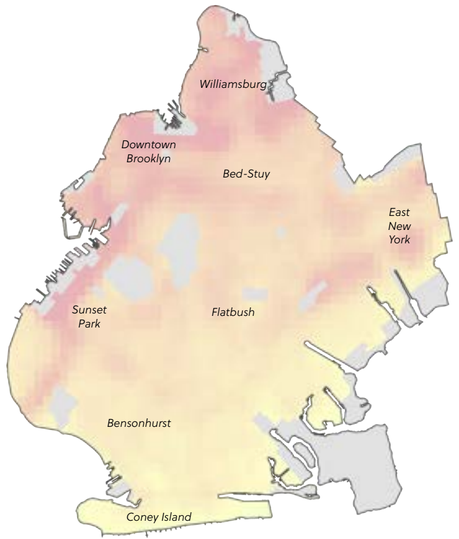
4.7 µg/m³ — 9.9 µg/m³

5 µg/m³

N 1 Mile

Source: NYC DOHMH and OTI Average predicted surface level for fine particulate matter ($PM_{2.5}$), 2022.

6.4 Air Pollution Nitrogen Dioxide



Annual particulate matter µg/m³, 2022
(WHO target safety level of 10)

6.2 µg/m³ — 28.4 µg/m³

10 µg/m³

N 1 Mile

Source: NYC DOHMH and OTI Average predicted surface level for nitrogen dioxide (NO2), 2022.

6.3 Air Pollution $PM_{2.5}$

Fine particulate matter ($PM_{2.5}$) is a term for particles in the air smaller than 2.5 micrometers. Combustion and other operations that involve burning/combustion, such as vehicle engines or tobacco smoke, are a significant source of $PM_{2.5}$. While higher rates of $PM_{2.5}$ occur along the BQE and in industrial areas, nearly all of Brooklyn experiences unsafe exposure to $PM_{2.5}$, as defined by the World Health Organization (WHO).

6.4 Air Pollution Nitrogen Dioxide

Nitrogen dioxide (NO_2) is a pollutant formed by ground-level emissions related to fossil fuels, both from static sources such as industrial plants and mobile sources such as vehicles. High concentrations typically occur near major roads—a pattern that holds true in Brooklyn, where the highest measurements are found near major vehicular corridors such as the BQE and Atlantic Avenue. NO_2 is a concern at the hyperlocal level; studies have shown that concentrations may be 30% to 100% higher near heavy traffic.

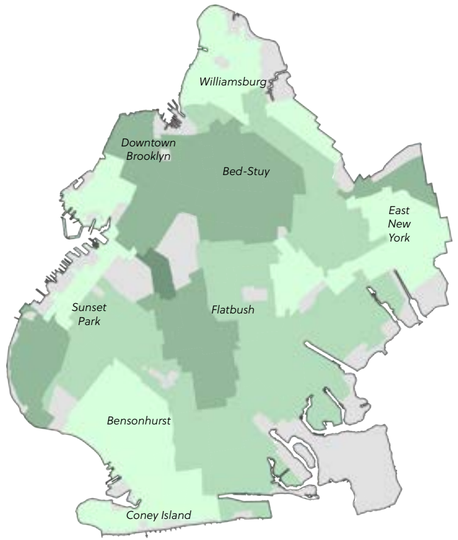
6.5 Tree Canopy Cover

In addition to beautifying the borough's neighborhoods, trees clean the air, shade buildings and streets, and help manage stormwater. Overall, 18% of Brooklyn is covered by tree canopy, the lowest coverage of the five boroughs. According to a recent study, daytime air temperature is significantly reduced when tree canopy covers 40% or more of a city block.

6.6 Tree Canopy Cover Change

While Brooklyn's tree canopy grew overall between 2010 and 2017, Superstorm Sandy left a visible scar on the borough's tree canopy, as prolonged saltwater inundation killed many trees that were not salt-tolerant in coastal neighborhoods such as Canarsie and Coney Island.

6.5 Tree Canopy Cover



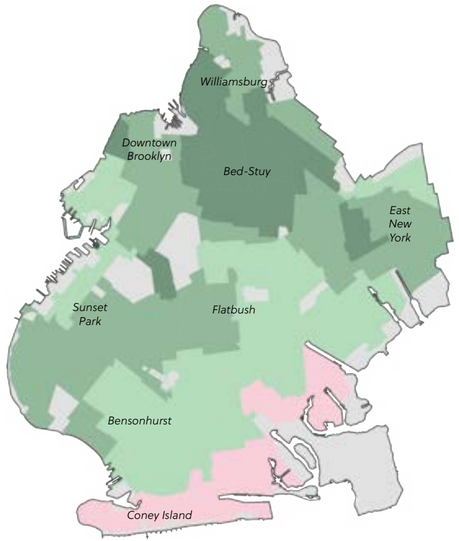
Percent of area that is tree canopy, 2017

< 15% > 25%

N 1 Mile

Source: NYC OTI LiDAR capture, 2017.

6.6 Tree Canopy Cover Change



Percent change in tree canopy cover, 2010-2017

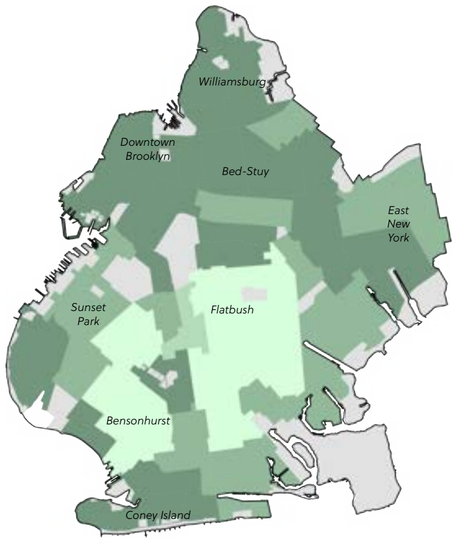
< 0% > 3%

0

N 1 Mile

Source: Source: NYC OTI LiDAR capture, 2017.

6.7 Walking Access to a Park



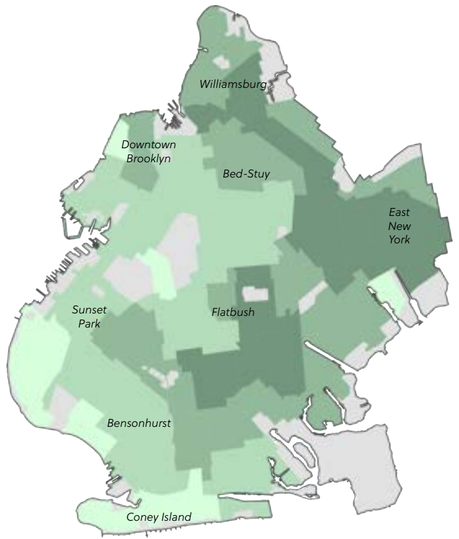
Percentage of population within a quarter- to half-mile distance to a park

< 70% > 90%

N 1 Mile

Source: NYC EH Data Portal, New York City Department of Parks and Recreation; New York City DOHMH population estimates, modified from US Census Bureau inter-censal population estimates, 2023.

6.8 Daytime Surface Area Temperature



Average daytime summer surface temperature in degrees fahrenheit

< 96 > 100

N 1 Mile

Source: New York City Department of Health, Environment & Health Data Portal. Climate data. Daytime summer surface temperature, 2018

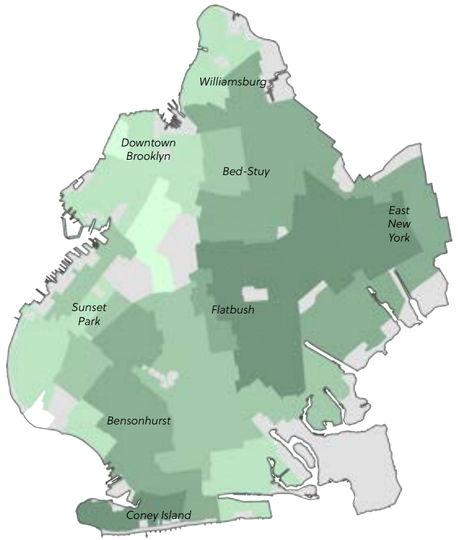
6.7 Walking Access to a Park

Most of the borough is within a five-minute walking distance of a park. However, significant pockets of southern and eastern Brooklyn have a 10-minute walk to access a park. Some areas of Sea Gate, Mill Basin, Flatbush, and Cypress Hills are underserved, requiring more than a 10-minute walk to reach a park. It should be noted that all parks are not created equal. Many parks are too small for active recreation or covered in blacktop or concrete, meaning access to open space does not necessarily imply the availability of green space.

6.8 Daytime Surface Area Temperature

Surface temperatures vary based on vegetative cover (which promotes cooling), as well as by materials that retain heat (like paved roads, sidewalks, and buildings). Hotter neighborhoods tend to have more heat-exacerbated deaths associated with extreme heat events. The western portion of the borough experiences lower surface area temperatures.

6.9 Heat Vulnerability Index



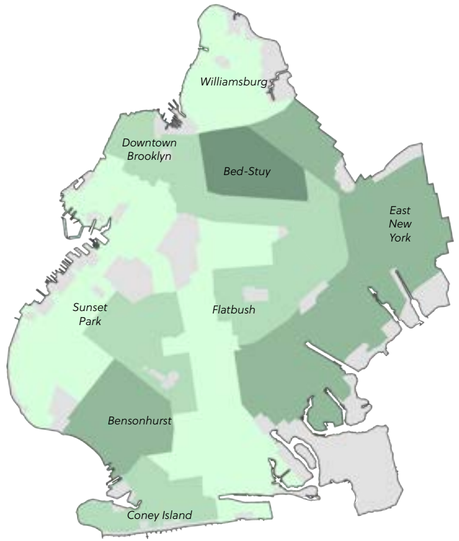
Heat Vulnerability Index score

1 2 3 4 5

N 1 Mile

Source: NYC EH Data Portal, American Community Survey 5 year estimates, 2016-2020; LiDAR, 2017, NYC Office of Information Technology; US Census, 2020; ECOSSTRESS thermal imaging, August 27, 2020, NASA; United States Census Housing and Vacancy Survey, 2023.

6.10 Heat Stress Hospitalizations



5-Year emergency department visits due to heat-related illness per 100,000 people

< 5 > 15

N 1 Mile

Source: NYC DOHMH and OTI, 2018-2022.

6.11 Noise Pollution

Road, rail, and aviation noise 24-hour average (dBA) (EPA target safety of 55 dBA)

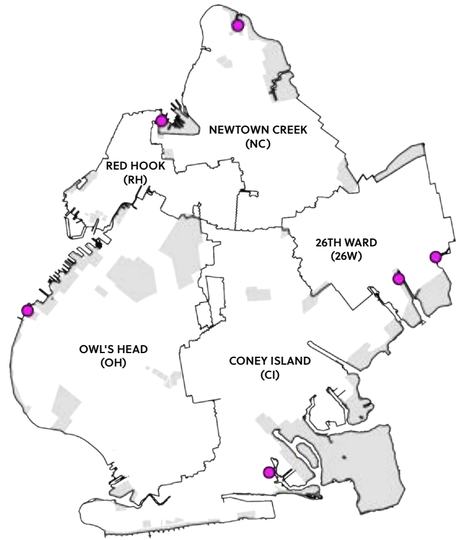
45 dBA 125 dBA

55 dBA

N 1 Mile

Source: US BTSAir, Rail, and Freight Noise Pollution, 2025.

6.12 Sewersheds



Wastewater treatment plants

Sewershed districts

N 1 Mile

Source: Open Sewer Atlas NYC, 2023.

6.9 Heat Vulnerability Index

The NYC Heat Vulnerability Index measures how the risk of heat-related illness or death differs across neighborhoods. According to DOHMH, neighborhood risk factors that increase heat vulnerability in NYC are less access to home air conditioning, less green space, hotter surface temperatures, and more residents who are low-income or non-Latino Black. Central, northern, and eastern Brooklyn suffer the highest levels of heat stress, as does the western end of the Coney Island peninsula.

6.10 Heat Stress Hospitalizations

Emergency department visits due to heat-related illnesses, such as heat stroke and heat exhaustion, represent part of the public health burden of extreme heat and occur most frequently in Bed-Stuy, Bensonhurst, Canarsie, and East New York. Residents with a diagnosis of excessive heat due to non-environmental conditions were excluded.

6.11 Noise Pollution

According to the U.S. Environmental Protection Agency (EPA), street, rail, and aviation noise exposure is potentially dangerous, as excessive noise from any source is an important risk factor for adverse health effects. Exposure to any noise level above 55 decibels over a 24-hour period can lead to lifelong hearing effects. Neighborhoods along the BQE, as well as blocks adjacent to above-ground subway stations and along truck routes, are the most vulnerable to noise pollution in the borough.

6.12 Sewersheds

Brooklyn's water infrastructure includes five sewersheds, each with its own waste water treatment processing plant. Brooklyn has a combined sewer system that collects stormwater and wastewater/sewage in the same pipes. Usually, these pipes carry both to the treatment plants. However, during heavy rainfall, this stormwater/wastewater mix flows into the city's waterways. The Combined Sewer Outfalls (CSOs) where this happens are concentrated mainly along the western coastline.

6.13 Commercial Waste Zones

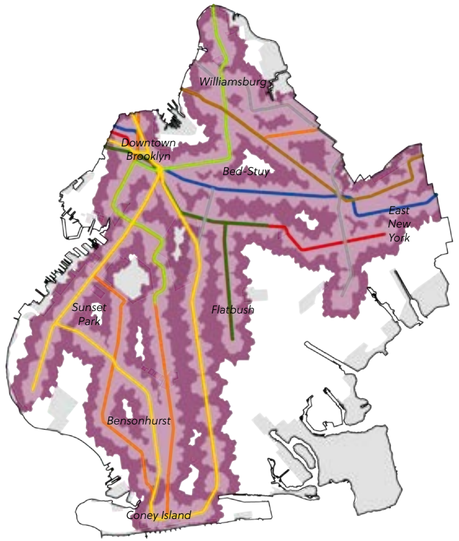
6.13 Commercial Waste Zones (CWZs)

When fully implemented, the Commercial Waste Zone program will divide the city into 20 zones. The Department of Sanitation (DSNY) will designate three private waste haulers per zone to pick up trash, recycling, and organics from commercial businesses. The program's goal, as outlined in Local Law 199 of 2019, is to reduce vehicle miles traveled in the commercial waste industry, thereby reducing greenhouse gas emissions and improving conditions for workers. DSNY will also impose higher safety standards and require carters to create plans to reduce the amount of waste sent to landfills. As of June 2025, DSNY has implemented one zone in Queens and expects to add two zones in the Bronx this fall. DSNY has committed to full program implementation by the end of 2027.

Source: NYC DSNY Commercial Waste Zones, 2025

Transportation

7.1 Walking Distance to a Subway



Walking distance to subway entrances

Quarter-mile Walk (~5 mins)

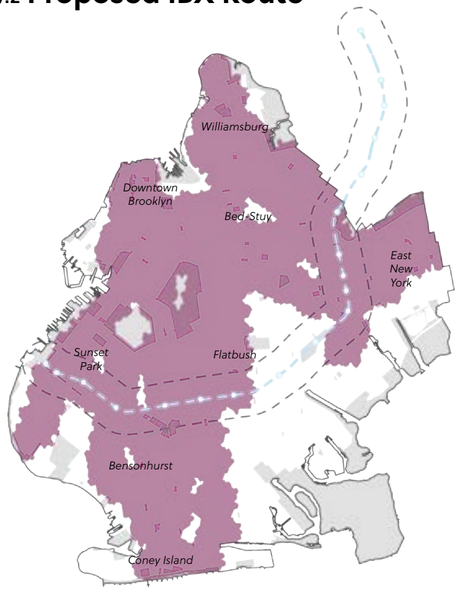
Half-mile Walk (~10 mins)

N

1 Mile

Source: NYCT and RPA Walkshed, 2018.

7.2 Proposed IBX Route



Proposed IBX route and stations as of 2025

Proposed IBX Route

IBX Station

Half-mile Radius

Half-mile Walk to Existing Station

N

1 Mile

Source: NYC MTA Proposed Train Route, 2023.

7.3 Bus Ridership by Route

Average bus monthly ridership peak periods, 2020-2023

< 25,000 > 100,000

All Bus Routes

< 25,000 > 100,000

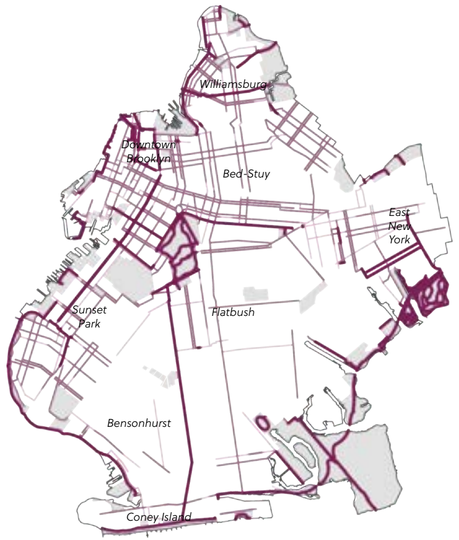
SBS Routes

N

1 Mile

Source: NYC MTA Bus Routes, 2023.

7.4 Bike Routes



Bike route classes

Protected (Class I)

Conventional (Class II)

Signed/Marked (Class III)

N

1 Mile

Source: NYC DOT Bike Routes Infrastructure, 2024

7.1 Walking Distance to a Subway

The gap in transit access becomes more apparent when viewed in terms of walksheds. Much of southeastern Brooklyn and portions of Red Hook, Dyker Heights, Coney Island, and Sheepshead Bay are farther than a half-mile (or 10-minute) walk from a subway entrance and are reliant on buses. Neighborhoods farther from the subway network are primarily one- and two-family residential areas, while a few areas, such as Coney Island and Red Hook, have dense residential land uses, including public housing developments.

7.2 Proposed Interborough Express (IBX Route)

The Interborough Express (IBX) is an MTA proposal to connect southern Brooklyn and Queens utilizing an existing freight rail line. This would vastly improve transit access for residents who lack access to subways to easily reach residential neighborhoods, commercial offices, industrial businesses, and public facilities. The IBX would also have a different orientation than the Manhattan-focused subway lines in the borough, giving residents, workers, and visitors the opportunity to move east-west within the borough and connect to central Queens.

7.3 Bus Ridership by Route

Bus lines expand the transit network serving the borough but are less available below Prospect Park. While much of Brooklyn's bus network converges in Downtown Brooklyn along Fulton Mall, many of the high ridership routes are circumferential routes that complement the subway network and help connect riders to rail. There are three Select Bus Service (SBS) routes that provide Bus Rapid Transit (BRT)-style service: the B44 and B46 serve busy north-south corridors, while the B82 connects a less-dense part of the borough.

7.4 Bike Routes

In 2023 more than 25,000 Brooklynites used bicycles for regular commuting. Thousands more ride bicycles regularly for recreation and exercise. The most robust bike infrastructure exists near Manhattan, as well as in portions of Sunset Park and Bay Ridge. Much of southern, central, and eastern Brooklyn lacks adequate bike infrastructure. Conventional bike lanes (unprotected, meaning on-street markings only) are often co-located with arterial roads. Places with more bike lanes, like Crown Heights and Bushwick, tend to have safer roadway conditions for cycling.

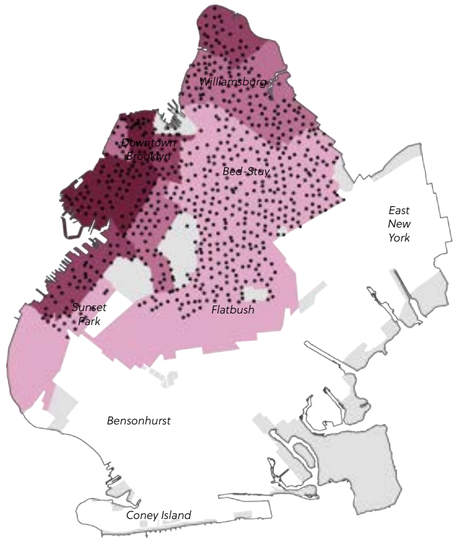
7.5 Citi Bike Availability

Citi Bike stations are distributed evenly throughout the Citi Bike service area. This dataset measures how many bikes are available at the docking station. The most consistent availability of bikes is found in neighborhoods closest to Manhattan, such as Downtown Brooklyn. The network has recently expanded to include Bed-Stuy, Crown Heights, and Prospect Lefferts Gardens. DOT aims to further expand the Citi Bike network in Brooklyn.

7.6 Monthly Bike Usage

Bike usage overlaps with the presence of bike infrastructure. Areas where residents use bicycles regularly tend to have more demand for bike infrastructure, while adequate provision of protected bike lanes and docks tend to promote bicycle usage. Importantly, this map shows how often residents report riding a bicycle, not the count of the number of bicycles on the roads. Working cyclists and people biking through an area are not included in this dataset.

7.5 Citi Bike Availability



Average number of Citi bikes available between 7am - 7pm (per 1,000 people)

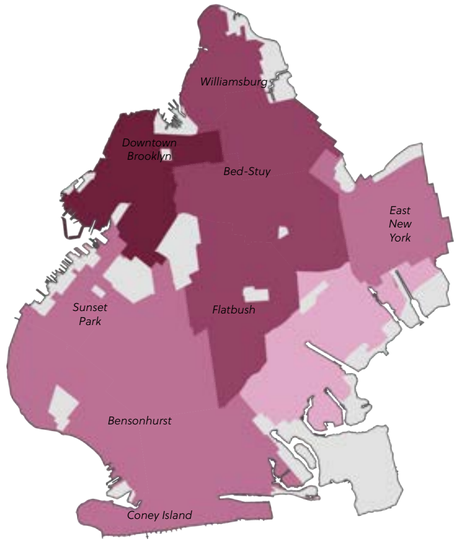
< 5 > 15

● Citi Bike Docks

N 1 Mile

Source: NYC EH Data Portal, Citi Bike GBFS feed, 2023. Note: Number of Citi bikes per person is collected at the NTA level, which spans a larger geography than the current station locations.

7.6 Monthly Bike Usage



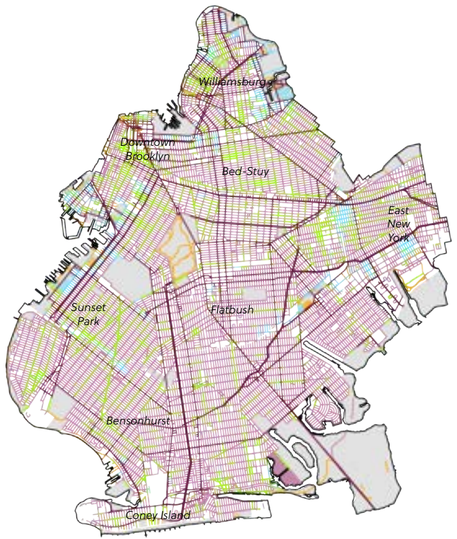
Percentage of adults reported riding a bike at least once a month in past year

< 10% > 25%

N 1 Mile

Source: NYC EH Data Portal, New York City Community Health Survey (CHS), 2022.

7.7 Street Types

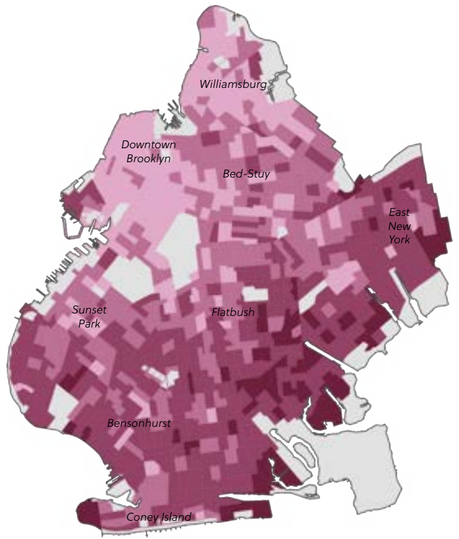


Thru Street
Activity Street
Neighborhood Street
Other/Non-Residential Street
Unclassified

N 1 Mile

Source: RPA "All Streets," 2023.

7.8 Commute to Work by Driving



Percentage of workers who commute by car, truck, or van

< 10% > 40%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

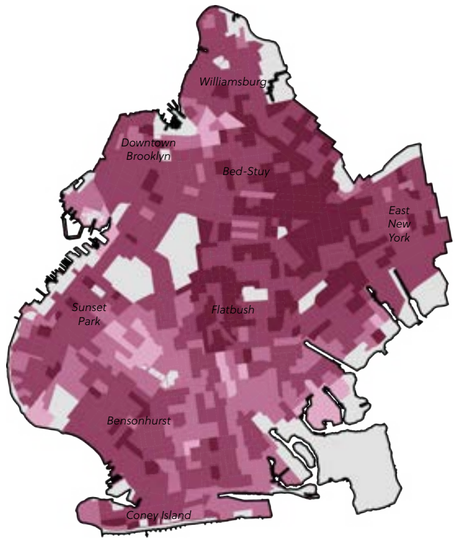
7.7 Street Types

The Regional Plan Association (RPA) developed a streets typology based on the key characteristics and needs of every NYC street. "Thru streets" are significant arterial streets where maintaining traffic flow is paramount, such as Flatbush Avenue, Atlantic Avenue, and Broadway. "Activity streets" are often commercial destinations that draw people in from the surrounding areas. "Neighborhood streets" are low-traffic streets that primarily serve the people who live or work on the street and constitute the bulk of the borough's street network.

7.8 Commute to Work by Driving

Only 22.3% of Brooklynites commute to work by driving, with higher rates in southern Brooklyn fa rther away from the existing subway network.

7.9 Commute to Work by Transit



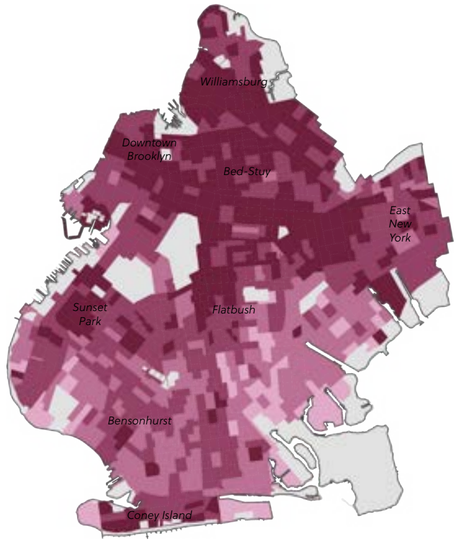
Percentage of workers who commute to work by transit

< 20% > 60%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

7.10 No Vehicles Available



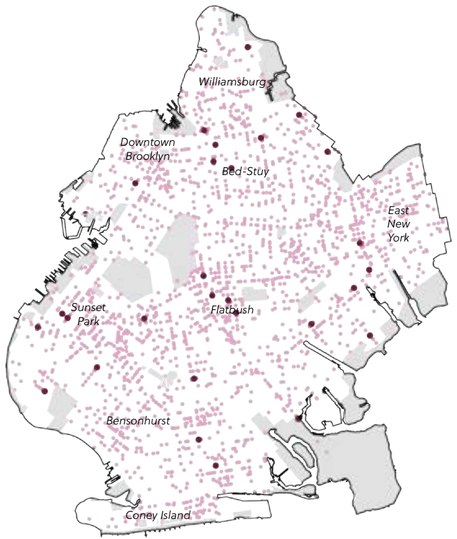
Percentage of households with no vehicles available

< 20% > 60%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP04, 2023.

7.11 Motor Vehicle Collisions – Pedestrians



Vision zero data, Jan 2024-Jan 2025

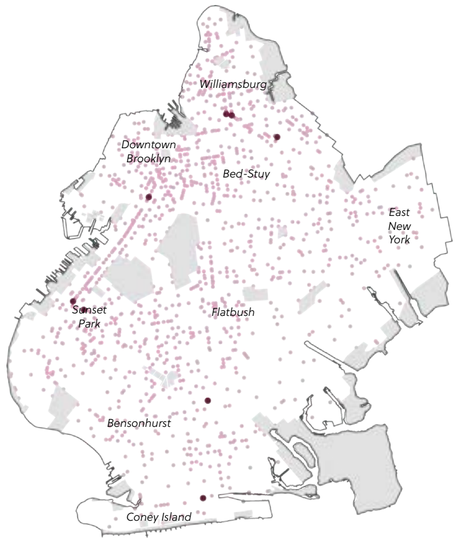
Pedestrian Injured

Pedestrian Killed

N 1 Mile

Source: NYC Vision Zero Collision points, 2025.

7.12 Motor Vehicle Collisions – Cyclists



Vision zero data, Jan 2024-Jan 2025

Cyclist Injured

Cyclist Killed

N 1 Mile

Source: NYC Vision Zero Collision points, 2025.

7.9 Commute to Work by Transit

A majority (53%) of Brooklynites commute to work using public transportation. Areas closest to subway stations and Select Bus Service (SBS) routes have higher rates of transit use, particularly in northern and central Brooklyn, areas that are close to regional jobs centers. Areas in southern Brooklyn with transit options also report higher commuter ridership. Fewer people commute by transit in Borough Park (CD 12), where walking to work is more common, and Flatlands (CD 18), which is just beyond the existing subway network.

7.10 No Vehicles Available

Areas farther from the subway network, particularly in southeastern Brooklyn, have higher rates of car ownership. Most Brooklyn households with access to the subway network do not have a vehicle available.

7.11 Motor Vehicle Collisions – Pedestrians

Traffic violence is a major problem on Brooklyn's streets. From January 2024 to January 2025, crashes were widespread across the borough - 2,544 pedestrians were injured and 31 pedestrians were killed in vehicle collisions. DOT updated its Borough Pedestrian Safety Action Plans in 2023 to include additional priority corridors and intersections for safety.

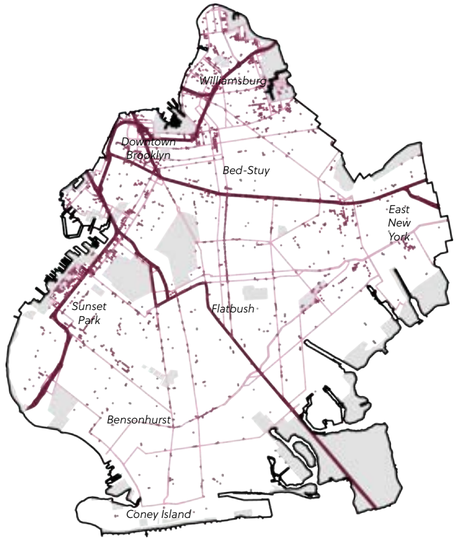
7.12 Motor Vehicle Collisions – Cyclists

Injuries and deaths of cyclists are similarly widespread, with concentrations in Downtown Brooklyn and decreasingly slightly moving outward to the eastern and southern parts of the borough. Areas with bicycle infrastructure report lower numbers of non-fatal cyclist injuries from motor vehicle collisions compared to areas where no bike infrastructure exists.

7.13 Truck Routes

7.13 Truck Routes

The movement of freight is a critical component of the borough's transportation network, magnified by the increase in deliveries during and after the COVID-19 pandemic. DOT has a dedicated truck route network, where all vehicles identified as trucks (two axles and six tires, or three or more axles) are required to travel until reaching their destination. DOT has also identified dedicated truck loading zones along curbs in the borough, largely distributed along industrial and commercial corridors.



Truck Route Types and Loading Zones

Through Route
Local Route
Truck Loading Zone

Source: NYC DOT Truck Routes, 2024.

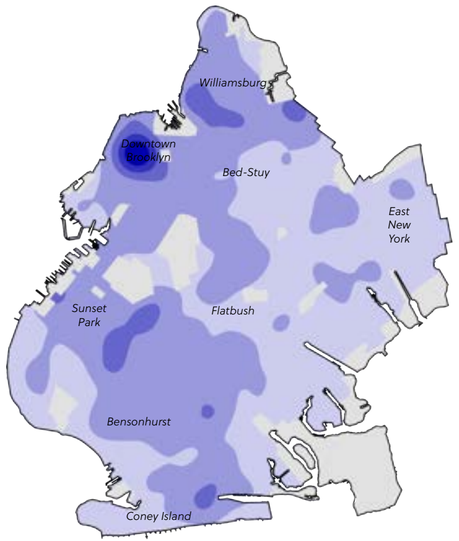
N
1 Mile

Jobs

8.1 Brooklyn Job Locations

8.1 Brooklyn Job Locations

While Brooklyn's most significant job hub is located in Downtown Brooklyn, there are a few outer corridors where jobs are concentrated. From June 2023 to June 2024, Kings County had the highest percent employment gain (4%) in the country, with the healthcare and social assistance services workforce growing the fastest (13.27% year-over-year, 371, 204 total employed).



Number of jobs per square mile

< 9,000 > 150,000

N 1 Mile

Source: US Census LEHD OnTheMap Tool, 2022.

8.2 Brooklyn Resident Job Destinations

8.2 Brooklyn Resident Job Destinations

Brooklynites commute to a variety of locations for work, with the majority traveling to Manhattan, other parts of Brooklyn, and Queens. Supported by subway transportation, most Brooklynites who work outside the borough commute to Manhattan, especially to Midtown and Lower Manhattan. Many residents also work within Brooklyn, particularly in industries such as healthcare, education, retail, and the arts.

Job count by census tract (top 50)

< 5,000 > 15,000

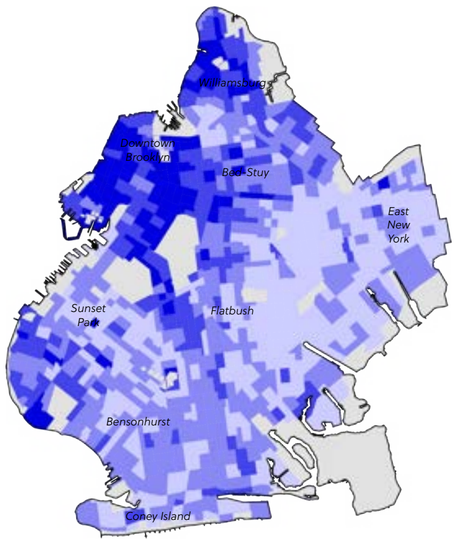
N 1 Mile

Source: US Census LEHD OnTheMap Tool, 2022.

8.3 Work from Home

8.3 Work from Home

The prevalence of remote work among Brooklyn residents has experienced notable changes over recent years, influenced significantly by the COVID-19 pandemic. Approximately 23% of Brooklyn's workforce was employed in industries conducive to remote work, aligning with the citywide average of 23.1%. Neighborhoods closest to Manhattan have the highest percentage of remote workers.



Percentage of workers age 16 and over who work from home

< 10% > 30%

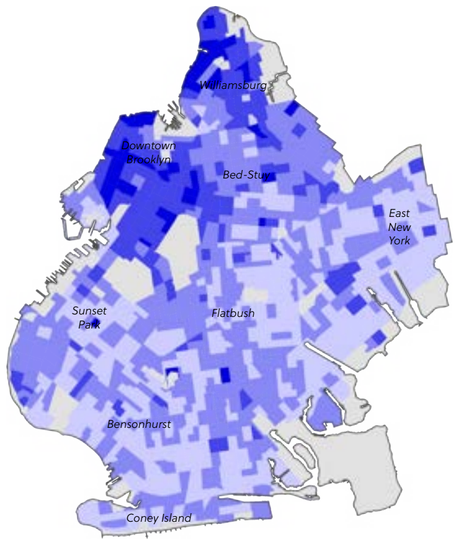
N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.4 Professional Services

8.4 Professional Services

Professional services as well as administrative, management, and scientific roles tend to dominate industries in northern Brooklyn and in the neighborhoods surrounding Downtown. This industry is expanding along the corridors of Atlantic Avenue, 4th Avenue, and Broadway.



Percentage of workers age 16 and over who work in professional services

< 10% > 30%

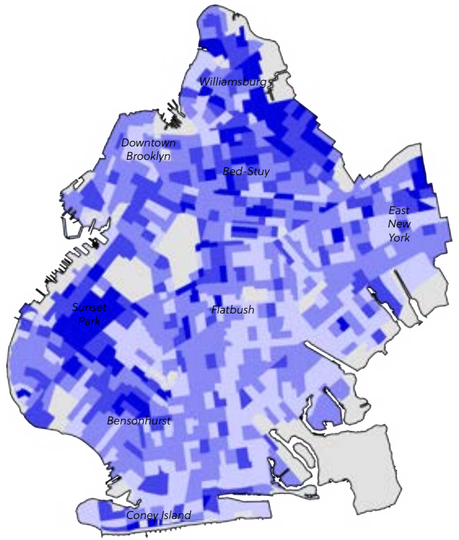
N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.5 Arts, Entertainment, + Food Services

8.5 Arts, Entertainment, + Food Services

Brooklyn has experienced growth in the music, art, and entertainment sectors in recent years. The areas that have attracted these artists and workers have followed the trends of access to transit, lower cost of living, and availability of commercial space. A majority of food service workers are of Hispanic/Latino decent, living in Sunset Park and Bushwick, and traveling by day to other parts of the borough.



Percent of workers age 16 and over that work in arts, entertainment, and food services

< 5% > 15%

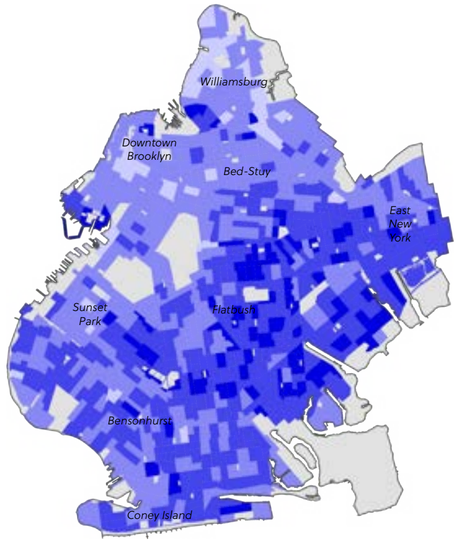
N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.6 Education + Health Services

8.6 Education + Health Services

Nearly a third of the borough works in the education, healthcare, and social assistance industries. Healthcare support workers (e.g., home health aides, nursing assistants, dental assistants, and phlebotomists) live predominantly in east and southern Brooklyn across the neighborhoods of Flatbush, Flatlands, Brownsville, Canarsie, East New York, Gravesend, and Coney Island. Notably, many of these areas correspond with areas farther than a 10-minute walk from a subway station.



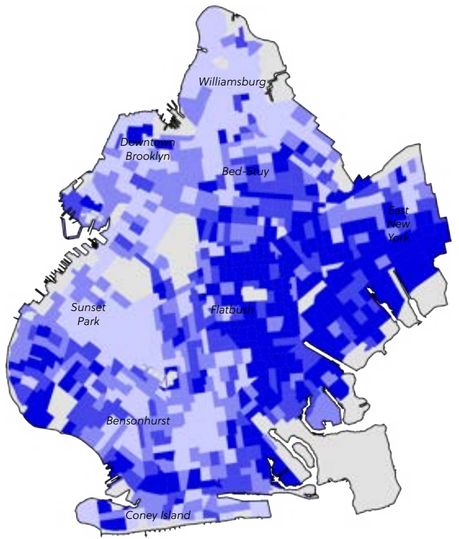
Percent of workers age 16 and over that work in education and health services

< 15% > 45%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.7 Government Workers



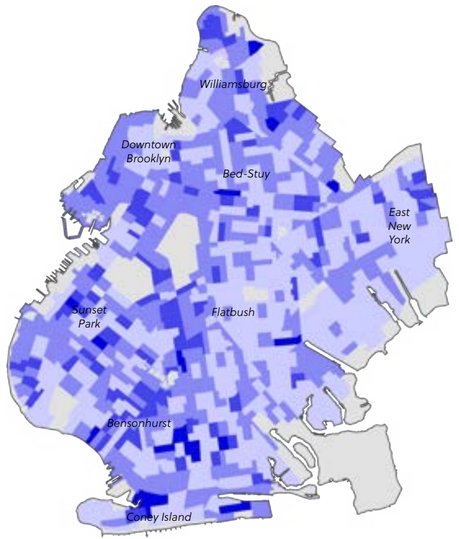
Percentage of workers age 16 and over who are government workers

< 10% > 20%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.8 Self-Employed Workers



Percentage of workers age 16 and over who are Self-Employed

< 5% > 15%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

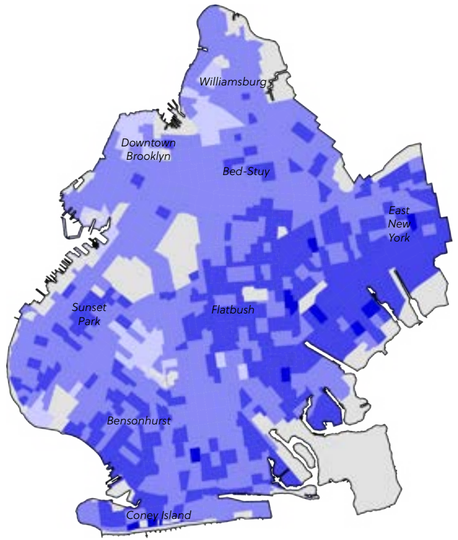
8.7 Government Workers

Government workers and City employees are the backbone of the city's employment workforce. Canarsie is home to a large number of City workers, particularly those working in transportation, sanitation, and law enforcement. Bay Ridge and Bensonhurst have significant populations of teachers, transit workers, and other City employees.

8.8 Self-Employed Workers

Self-employed workers in Brooklyn live throughout the borough, but they tend to cluster in neighborhoods that offer a mix of affordability, workspace access, and vibrant creative or entrepreneurial communities. These neighborhoods include Williamsburg, Bushwick, Bed-Stuy, Flatbush, Red Hook, and Bensonhurst.

8.9 Average Commute Time



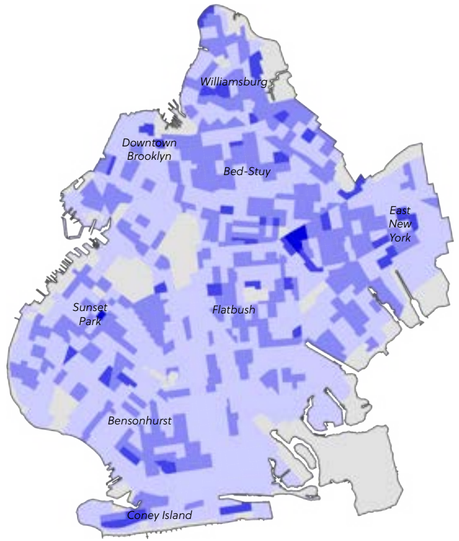
Mean travel time to work

< 30 min > 60 min

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.10 Unemployment



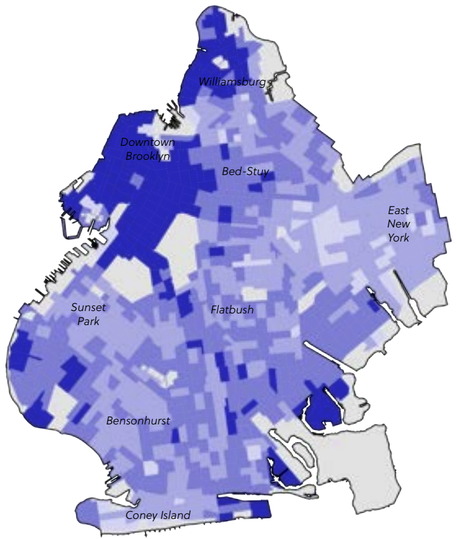
Percentage of labor force that is unemployed

< 5% > 15%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.11 Median Income



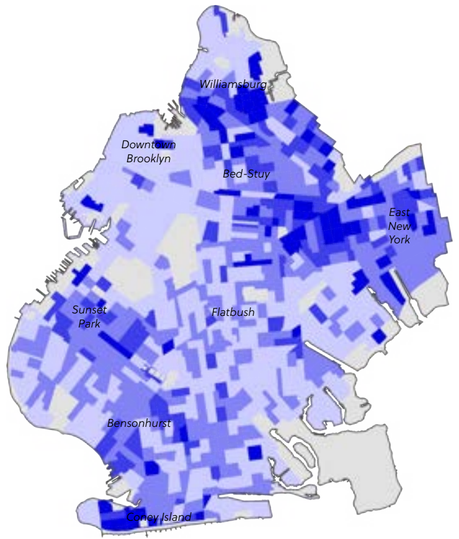
Median household income

< $50,000 > $150,000

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.12 Poverty



Percent of families below poverty line

< 10% > 30%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.9 Average Commute Time

Over the past decade, the average commute time for Brooklyn residents has remained consistently higher than the national average, with notable variations across neighborhoods and in large part because of a lack of available transportation options in many neighborhoods. The average difference between commute times in Williamsburg and Starrett City (East New York) is 50 minutes, and recent measures like congestion pricing aim to alleviate some of these challenges.

8.10 Unemployment

Post-pandemic unemployment in Brooklyn has followed the trends of the city, with the unemployment rate for the borough at 5.5%, still the second highest citywide. Pre-pandemic, the unemployment rate in the borough was at 4.5%, following strong economic growth cycles in the city.

8.11 Median Income

Household income in the borough generally declines as one moves farther from Downtown Brooklyn. Neighborhoods north of Prospect Park have the highest median household incomes ranging from $120,000 to $250,000. Lower-income households are largely concentrated in the eastern part of the borough, including Brownsville and East New York. Other pockets of low-income households can be found in Coney Island, eastern portions of Crown Heights, South Williamsburg, and Borough Park.

8.12 Poverty

There are relatively high concentrations of poverty in most of the borough's community districts. Brooklyn's northeastern quadrant has the highest concentration, where 20% or more families are earning below the Federal poverty line. Moving south, contiguous stretches of poverty are also found in Sunset Park, Borough Park, and Coney Island. Many Census tracts with high percentages of families living below the poverty line also contain public housing developments.

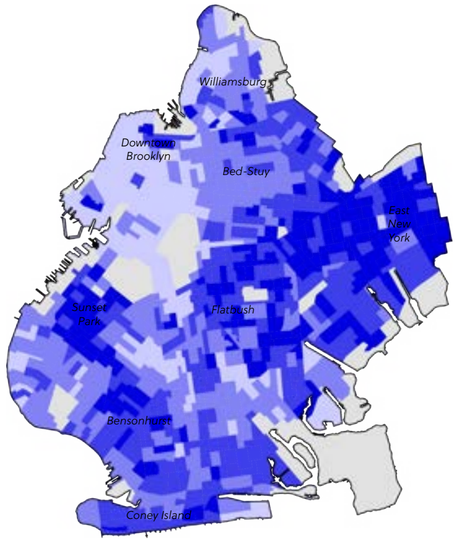
8.13 Service Occupations

The borough's workforce is employed largely in service occupations, including but not limited to professions such as security, food service, building maintenance, and personal care. The workers in these industries (by their place of residence) are particularly concentrated in Brownsville, East New York, Flatbush, and Sunset Park.

8.14 Healthcare Occupations

Nearly a third of the borough works in the education, healthcare, and social assistance industries. Healthcare support workers, which include but are not limited to jobs such as home health aides, nursing assistants, dental assistants, and phlebotomists, live predominantly in east and southeast Brooklyn across the neighborhoods of Flatbush, Flatlands, Brownsville, Canarsie, and East New York, as well as in the southern Brooklyn neighborhoods of Gravesend and Coney Island.

8.13 Service Occupations



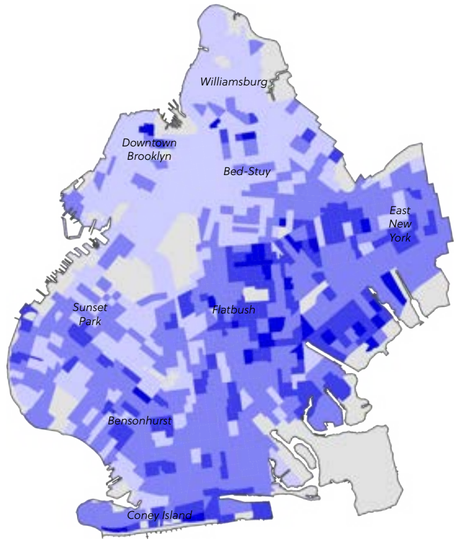
Percentage of workers age 16 and over who are in service occupations

< 10% > 30%

N 1 Mile

U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.14 Healthcare Occupations



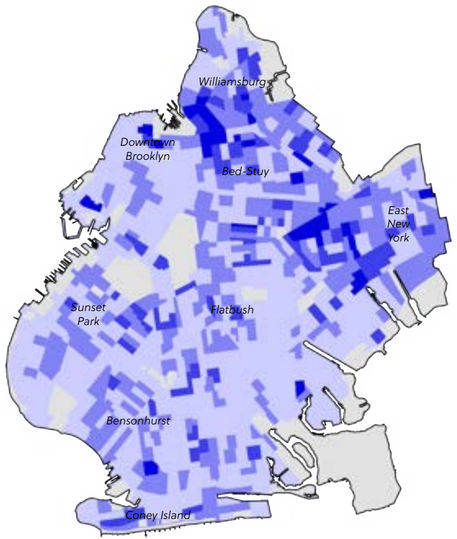
Percentage of workers age 16 and over who are in healthcare occupations

< 10% > 30%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table S2401, 2023.

8.15 Cash Public Assistance



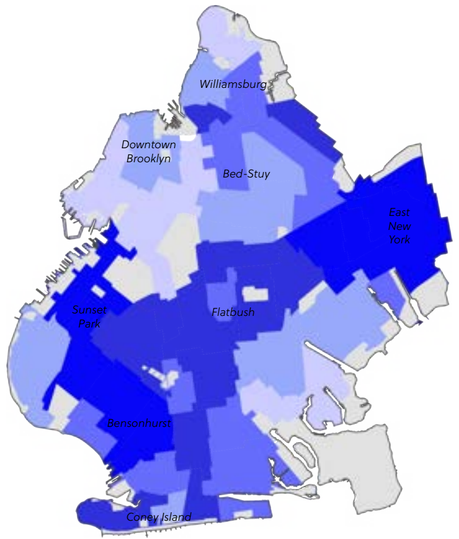
Percentage of households receiving cash public assistance

< 5% > 15%

N 1 Mile

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, "Selected Social Characteristics in the United States," Table DP03, 2023.

8.16 Population Vulnerability



Population vulnerability to displacement

Lowest Highest

N 1 Mile

Source: DCP Equitable Development Reporting Tool, 2023

8.15 Cash Public Assistance

Brownsville, East New York, and South Williamsburg have higher percentages of households receiving cash public assistance than other parts of the borough. Other notable concentrations exist in Red Hook, Gravesend, and across the Coney Island peninsula.

8.16 Population Vulnerability

Population vulnerability is an index developed by HPD and DCP as a component of their Displacement Risk Index. It identifies areas of severe rent burden (when a household pays more than 50% of income on rent), limited English proficiency, low-income households, and non-white non-Hispanic population. Brooklyn's most vulnerable populations are concentrated in the east and southwest portions of the borough.

Neighborhood Conditions

9.1 Topography

Elevation (feet)

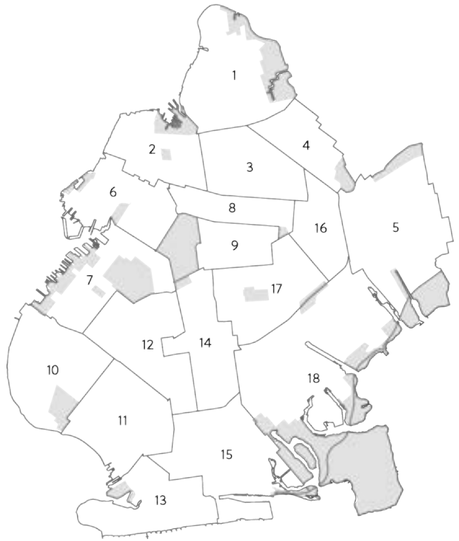
- 73 ft. — 411 ft.

0 Ft
Sea Level

N 1 Mile

Source: NYS GIS Clearinghouse, DEM LiDAR, 2022.

9.2 Community Districts



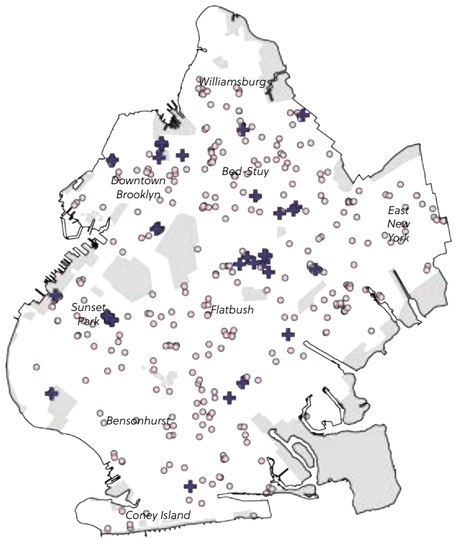
Community Districts

CD Boundary

N 1 Mile

Source: NYC DCP, 2025.

9.3 Hospitals + Medical Care



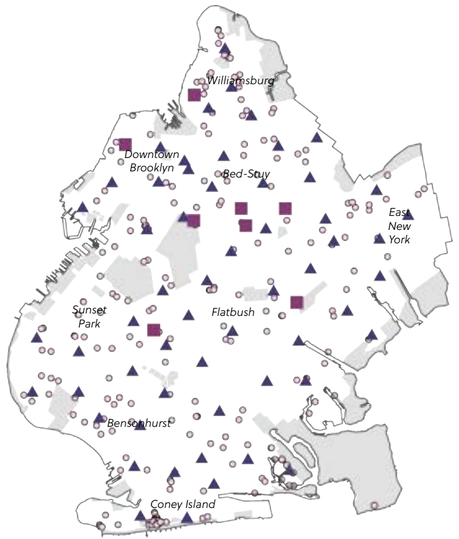
Hospitals and Long-Term Care

Other Medical Services

N 1 Mile

Source: NYC DCP MapPLUTO 24v4.1. Based on the Building Class Codes fields, which are generated by the Department of Finance.

9.4 Public Assembly



Museums

Libraries

Other Community Centers

N 1 Mile

Source: NYC DCP MapPLUTO 24v4.1. Based on the Building Class Codes fields, which are generated by the Department of Finance.

9.1 Topography

The highest natural point is Brooklyn is Battle Hill (Prospect Park) at 220 feet (67 meters), while most of the borough is flat and at sea level. The borough sits on a mix of glacial till, sand, and clay, carved by glaciers millions of years ago, with better drainage in some areas (like Brooklyn Heights) and poorer drainage in others (like East New York).

9.2 Community Districts

Neighborhood names or boundaries in NYC are not officially defined and are constantly shifted, reinvented, and reinforced in response to a number of factors. In 1969, the NYC Department of City Planning created 59 community districts, 18 of which are in Brooklyn. These districts are represented by community boards, which serve as an important level of local government tasked with making decisions for their community. The borders of these districts have not changed since 1969.

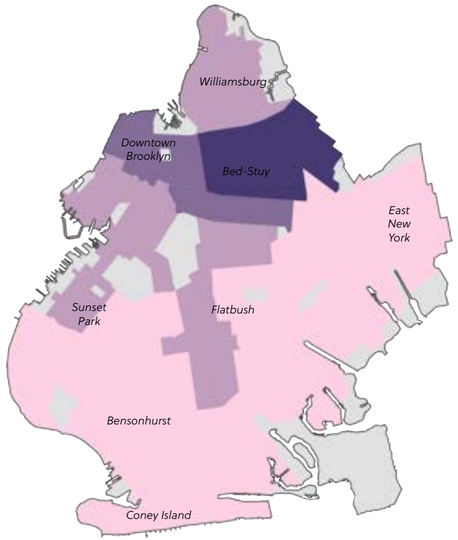
9.3 Hospitals + Medical Care

Healthcare facilities include hospitals, infirmaries, and pharmacies. Other health-related facilities include nursing homes and adult care institutions. These types of facilities are spread relatively evenly throughout the borough, with an average of 12 per community district.

9.4 Public Assembly

Places of public assembly—defined here as non-religious institutions where the public generally gather such as libraries, museums, and community centers—are distributed fairly evenly throughout the borough, with fewer museums located in the outer ring of the borough from Bay Ridge to East New York.

9.5 Rat Infestation



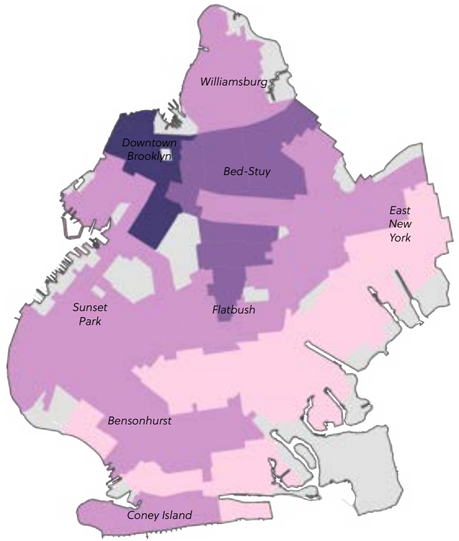
Failed rat inspections (active rat signs)

< 2% > 15%

N 1 Mile

Source: New York City Department of Health, Environment & Health Data Portal. Mice and rats data. Homes with mice or rats in the unit or building, 2024

9.6 Litter Basket Coverage



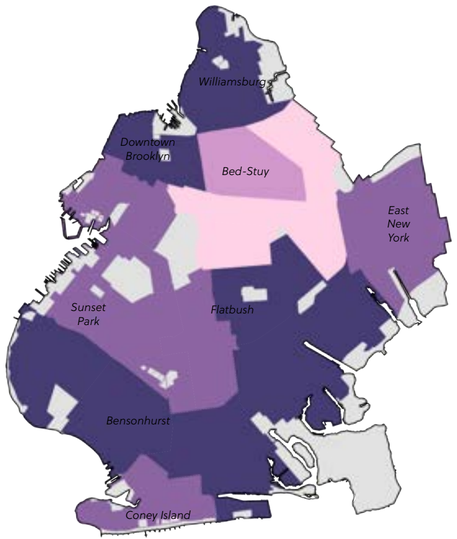
Litter basket density (per square mile)

< 50 > 250

N 1 Mile

Source: New York City Department of Health, Environment & Health Data Portal. Active design data. Litter basket coverage, 2022

9.7 Street Cleanliness



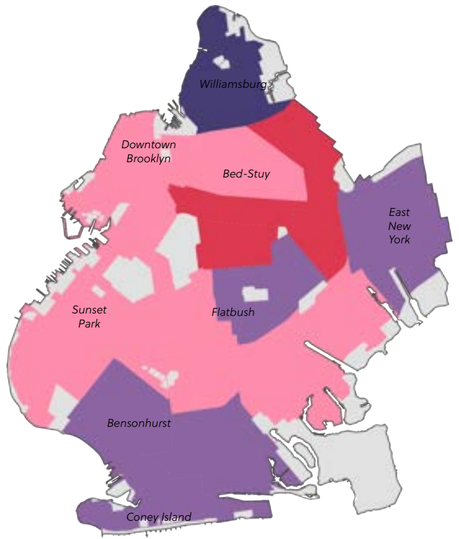
Percentage of acceptably clean streets, Q2 2024

< 70% > 90%

N 1 Mile

Source: NYC Mayor's Office of Operations, Community Board Fiscal Year Report, 2024.

9.8 Street Cleanliness Change



Percentage change of acceptably clean streets, Q2 2023-Q2 2024

< -20% > 10%

0

N 1 Mile

Source: NYC Mayor's Office of Operations, Community Board Fiscal Year Report, 2023-2024.

9.5 Rat Infestation

Rat inspections reported to 311 are conducted for signs of rats and the conditions that attract them. Bed-Stuy experiences the highest number of failed rat inspections, or active signs of rat presence. Over the past decade, Brooklyn has experienced fluctuations in its rat population, influenced by factors such as climate change, development, and waste management practices. Continued efforts in waste management and infrastructure improvements are likely to help manage rat infestations in the future.

9.6 Litter Basket Coverage

DSNY supports public health by providing clean, healthy public spaces for people to live, work, and get around. Litter baskets, or trash cans, are associated with a decrease in littering, and enclosed, non-wire baskets are generally more effective than wire baskets. A lack of litter basket coverage in certain neighborhoods may lead to dirtier streets, clogged sewer systems, and worse overall neighborhood conditions. Litter basket coverage tends to decrease moving farther from Downtown Brooklyn.

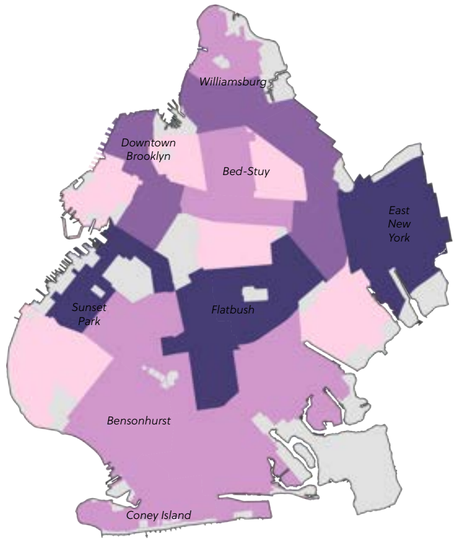
9.7 Street Cleanliness

The Mayor's Office of Operations reports on the cleanliness of city streets through the Scorecard Inspection program which measures and reports on street and sidewalk cleanliness in the city. NYC Office of Administrative Trials and Hearings (OATH) violations and 311 service requests also play a role in street cleanliness acceptance rates, as certain neighborhoods experience these complaints more often than others. In 2024, Crown Heights, Bushwick, and Brownsville had the lowest percentage of acceptably clean streets.

9.8 Street Cleanliness Change

COVID-19-related budget cuts in the early days of the pandemic led to a reduction in sanitation services such as trash pick-ups and changes to alternate side parking regulations. Such cuts overlapped with an increase in outdoor dining and other shifting patterns of human behavior, resulting in spikes in complaints relating to street cleanliness and rat sightings.

9.9 Felony Crime Statistics



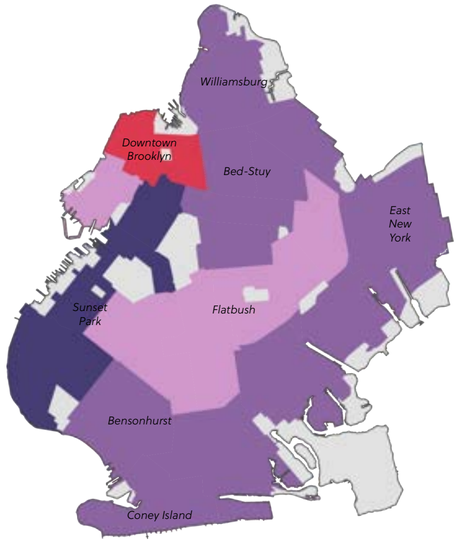
Total reported crimes (7 major felonies), 2024

< 1,000 > 2,000

N 1 Mile

Source: NYPD, All Reported Crimes, 2024.

9.10 Felony Crime Statistics Change



Percent change in reported crimes (7 major felonies), 2022-2024

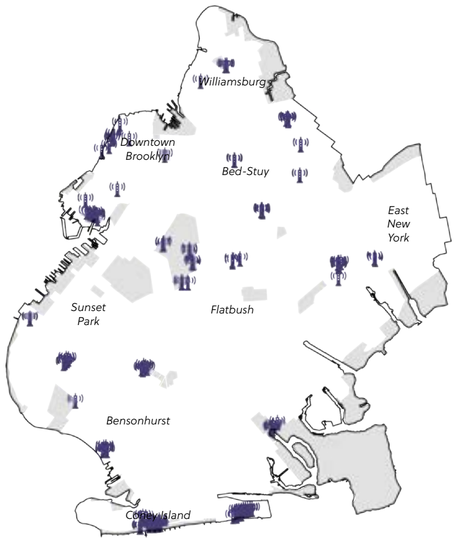
< -40% > 0%

0

N 1 Mile

Source: NYPD, All Reported Crimes, 2024.

9.11 WiFi in Public Spaces

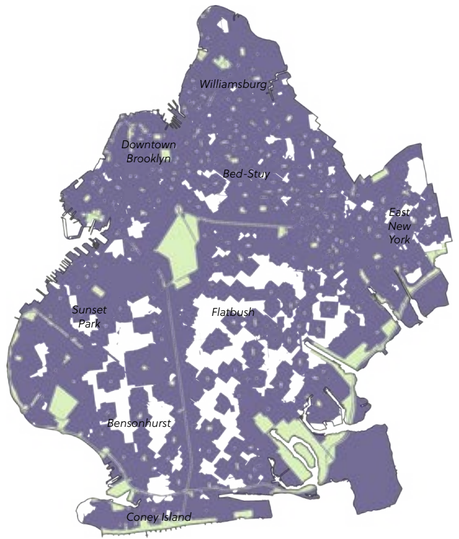


WiFi Hotspot Locations

N 1 Mile

Source: NYC OTI, Wi-Fi in Public Space (Open Space), 2022.

9.12 Park Access



Walking distance to a NYC park

Walk to a Park Service Area

NYC Parks

N 1 Mile

Source: NYC Parks Dept., Walk-to-a-Park Service area, 2024.

9.9 Felony Crime Statistics

In 2024, Brooklyn experienced notable shifts in crime statistics, reflecting broader trends observed in NYC. The seven major felonies include murder, rape, robbery, felony assault, burglary, grand larceny, and grand larceny of a motor vehicle. Last year, the major felonies were reported at higher rates in Sunset Park, Flatbush, and East New York.

9.10 Crime Statistics Change

Reported violent crime rates in Brooklyn have been decreasing since summer 2024, with marked drops in nearly all categories when compared to the same period in 2023. While overall crime statistics decreased over the last decade, there has been an increase in juvenile involvement in crimes. In 2024, 12% of gun arrests involved minors, up from 7% in 2018.

9.11 WiFi in Public Spaces

Since 2016, NYC has made WiFi access free for all users at all times in several, but not all, NYC parks. The locations follow the same park accessibility trend, where Midwood and Flatbush have little to no park access.

9.12 Park Access

The NYC Parks Department created the Walk to a Park initiative as a part of the Mayor's Management Report to increase access to parks and open spaces to parts of the city that are under-resourced and where residents live farther than a quarter mile from an NYC park. "Walking distance" is defined as a quarter mile or less for sites such as small playgrounds and sitting areas; or a half mile or less for larger parks that serve a wider region, typically over eight acres or situated on the waterfront.

Appendix B: Data, Methodology, + Sources

Access to Opportunity Methodology

What is an Access to Opportunity Index? Why create an Access to Opportunity Index?

The Brooklyn Access to Opportunity Index identifies and maps the areas of the borough based on residents' access to opportunities that influence economic, social, and health outcomes. The 2023 *Comprehensive Plan for Brooklyn* established that there are deep inequities across the borough in income, educational attainment, life expectancy, and many other factors. The 2025 update to *The Plan* examines the underlying factors that contribute to these inequalities. The Access to Opportunity Index creates one composite score to help the City decide where investments are most needed.

Geography

The Access to Opportunity Index uses census blocks as its level of geography. Census blocks, as defined by the U.S. Census, are small urban areas, typically the size of one block, bounded by visible features such as roads, streams, and railroad tracks, as well as by nonvisible boundaries such as property lines; city, township, school district, and county boundaries; and short line-of-sight extensions of roads.[1] They are the smallest geography the Census provides and demonstrate the varied access to resources that exist within Brooklyn.

Methods

The Borough President's Office reviewed several cities', states', and nonprofits' Access to Opportunity Indexes to inform ours, as many decisions shape how these indexes are developed, including which variables to include/exclude and how much weight to assign to each variable. The five categories for the Access to Opportunity Index are:

1. Education
2. Healthy Eating and Active Living
3. Access to Transit
4. Jobs
5. Environment

For each variable, we identified the best publicly available spatial datasets. A full list of sources, justifications, and weighting for each variable appears in the following pages.

Polygon-based data (e.g., school districts, Health Professional Shortage Areas (HPSAs), Access to Transit Index) with quantitative scores were spatially joined to the census blocks they intersected, assigning each block the value of the polygon it falls within. In cases where blocks overlapped multiple polygons, we used the value of the polygon that contained the block's centroid. These scores were then normalized using min-max normalization, which scales values to a range between 0 and 1.

Point-based data (e.g., hospitals, parks, older adult centers, and supermarkets) were analyzed using proximity buffers. We created both quarter-mile and half-mile buffers around each location. Census blocks intersecting these buffers received scores based on distance: blocks within a quarter mile received a higher proximity score than those between a quarter mile and half a mile. These buffer distances reflect commonly used planning thresholds for walkability and access to neighborhood-scale amenities. A spatial join allowed us to apply proximity-based scores to each block, which were then normalized using the same min-max method. Blocks with missing data for a variable—such as those outside a school zone or not within proximity of a mapped amenity—were assigned a score of zero for that factor, reflecting a lack of access.

After normalization, each census block had a score for each variable within a given factor. These variable scores were then combined into a composite factor score using the weights determined through academic research and precedent indices. The weighted factor scores were then normalized again using the min-max method to reduce the influence of outliers. This process was repeated for each of the five factors. Finally, each census block's five normalized factor scores were averaged—giving equal weight to each factor—to calculate the overall Access to Opportunity Index score.

Education: The education analysis evaluated public elementary schools and K-8 schools because New York students attend the elementary school in their school, typically within 10 minutes from where they live.[2] This is not the case for middle and high schools, where students can travel to other school zones. For this reason, middle-only and all high schools were not included because they are not tied to a location's opportunity score. K-8 schools were included because they offer elementary education. While the focus on elementary schools is a limitation, studies have shown that success in elementary school is associated with later education and career success.[3] Moreover, the ability for students to travel across the city to attend schools is somewhat captured by the Access to Transit factor. The analysis excluded charter schools and did not award any points to school zones that did not have a public elementary school.

For the education variable, public elementary school data—including test scores and enrollment—was aggregated at the level of Brooklyn's elementary school districts. If a district contained more than one school, we used the average of all schools' scores. Each census block was then assigned the score of the school district in which its centroid falls.

Environment: The environment factor was treated as a negative indicator of opportunity. Unlike the other variables, which represent access to beneficial infrastructure or services, the environment variable captured exposure to environmental burdens. Higher scores on this variable indicated greater environmental burden, and thus lower opportunity.

Limitations

There are several limitations to acknowledge for the Access to Opportunity Index. First, the methodology relies on weighting each factor. While all five major categories were weighted equally, an equal weight is itself a form of weighting. Moreover, while significant research went into the weighting of each component within the five categories to best reflect their contribution to opportunity, ultimately these decisions involved subjective judgment.

Second, the selection of the variables themselves is inherently subjective. While the inclusion of each indicator is supported by research, other valid measures of opportunity may have been excluded due to data limitations or project scope. Additionally, the analysis is limited by the availability and accuracy of data. For example, the polygon-based data were only available at larger geographies than census blocks, which obscures census block level variation.

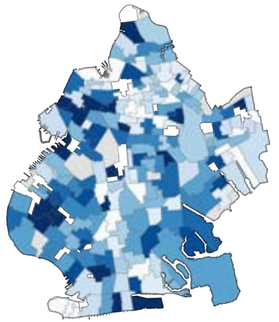
Third, the index does not account for income disparities, which play a significant role in actual access to opportunities. For example, households with higher disposable income may be able to send their children to private schools or own a car to expand their access to quality jobs; advantages not captured by this analysis.

Finally, the index does not measure lived experience. While it identifies physical access to opportunities, it excludes variables that data can not capture and does not account for residents' ability to meaningfully engage with the opportunities. For example, it cannot measure the impact of a neighbor who offers tutoring, or other benefits provided by social networks that support health and upward mobility. Likewise, proximity to a given resource does not account for systemic barriers to opportunity associated with race, gender, sexual orientation, or immigration status.

EDUCATION

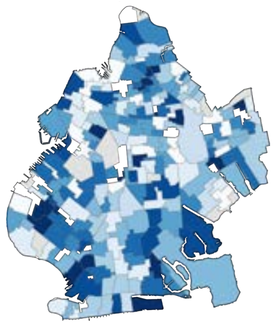
INDICATOR	WEIGHT	SOURCE	DESCRIPTION
Impact scores	20%	NYC school quality reports and resources, 2023-2024	NYC DOE collaborated with MIT Blueprint Labs to develop the "impact score" measure. It is an evaluation method of test scores that incorporates the starting point of students. Using a regression analysis, they created the Comparison Group, a statistical benchmark that predicts how students at a given school would have performed if they had attended an "average" New York City public school, controlling for factors such as prior test scores, socioeconomic status, English language proficiency, and special education needs. Impact scores measure the difference between the average student test scores at the actual school they attended and their predicted results at the Comparison Group to estimate the impact the actual schools had on its students' academic outcomes. In essence, the "Comparison Group" allows us to ask: How much of a difference does this school make for its students, compared to what we would expect if they attended an average NYC public school?
Survey questions: percentage of postive responses	20%	NYC school quality reports and resources, 2023-2024	NYC DOE conducts surveys to assess school quality. There are six survey categories: rigorous instruction, collaborative teachers, supportive environment, effective school leadership, strong family-community ties, and trust. For each survey question, NYC DOE calculated the percentage of positive responses. Positive responses are defined as those in the favorable half of response options (i.e., out of four possible response options, the two most favorable options).
Percent of teachers with 3 or more years of experience	20%	NYC school quality reports and resources, 2023-2024	As part of the School Quality reports, NYC DOE calculates the percentage of teachers with three or more years of experience. Research from the Learning Policy Institute evaluated 30 studies that concluded that more years of teaching experience is positively correlated with student achievement, test scores, and student attendance throughout a teacher's career, with the greatest increases happening the first few years.[4] Additionally, experienced teachers benefit their colleagues; A study on elementary school students in North Carolina concluded that teachers whose peer teachers were more experienced generally had improved student outcomes.
Percentage of students chronically absent	20%	NYC school quality reports and resources, 2023-2024	Chronic absence is defined as missing at least 10% of a school year, which is 18 days. It has been found to be a very important indicator. Studies have found that students who are chronically absent have lower test scores and a heightened risk of eventually dropping out. As students miss class, they miss out on learning that is hard to make up. Moreover, when a class has a high rate of chronically absent students, it has an impact on an entire classroom as teachers must spend class time catching up absent students.[5]
Percent of students with Individualized Education Programs (IEPs) receiving services	20%	NYC school quality reports and resources, 2023-2024	This metric includes all students with Individualized Education Programs (IEPs) as of June 2024. Types of programs include Special Class (SC), Integrated Co-Teaching (ICT), Special Education Teacher Support Services (SETSS), speech therapy, occupational therapy, physical therapy, and counseling. A student is reflected as "fully receiving" if there is an exact match between the IEP and the course enrollment in the STARS scheduling system. If the student is receiving some subjects or services but not all recommended subjects or services, this is reflected as "partially receiving." Students with no STARS data or no matching program are reflected as "not receiving."

Impact scores



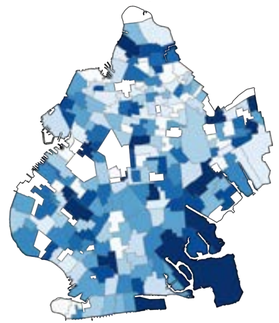
Lower Score Higher Score

Survey questions: percentage of postive responses



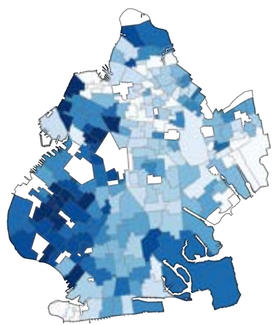
Lower Score Higher Score

Percent of teachers with 3 or more years of experience



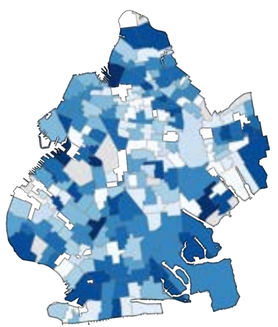
Lower Score Higher Score

Percentage of students chronically absent



Lower Score Higher Score

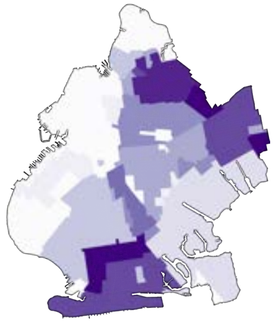
Percent of students with Individualized Education Programs (IEPs) receiving services



Lower Score Higher Score

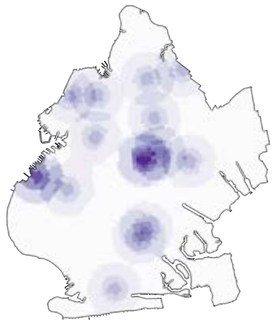
	INDICATOR	WEIGHT	SOURCE	DESCRIPTION
Access to Healthcare (33.3%)	Medicaid-Eligible Population Health Provider Shortage Area (HPSA)	22.22%	HRSA Health Workfore Shortage Area Kings County, NY, 2025	The U.S. Health Resources and Services Administration (HRSA) defines a HPSA as a geography of census tracts that has a shortage of primary, dental, or mental healthcare providers. In the Access to Opportunity (ATO) Index, if a census block had an HPSA designation, it received negative points. Brooklyn has several designated shortages of providers for the Medicaid-eligible population. A ratio greater than one primary care physician to 3,500 residents is the threshold for an HPSA. A ratio of one mental health provider to 30,000 residents is the threshold for a mental health HPSA. A ratio of one dentist to 5,000 residents is a dentist HPSA. Every HPSA has an HPSA score, ranging from 0 to 26, where the higher the score, the greater the priority of need for healthcare providers. In the ATO Index, census blocks with a higher HPSA score receive more negative points, with the scores normalized from 0 to 1 using the min-max normalization method. There have been multiple studies pointing to the detrimental impact of HPSA. Insufficient primary care providers in a geography is correlated with higher rates of hospitalization, lower patient-rated health quality, and higher mortality. Access to continued primary care is central to the prevention and management of health conditions.[6] For mental health provider HPSAs, a recent study found that mental health professional workforce shortages were associated with increased youth suicide rates.[7] Similarly, among dentist HPSAs, studies have found that expanding dental workforce in dental HPSA improves dental health. This factor was assigned a high weight because of its direct, significant impact on health.
	Distance to hospitals	11.11%	NYC Health + Hospitals, Hospitals Dataset, 2025	Access: 1/4 mile = 3 points; 1/2 mile = 2 points; 1 mile = 1 point A 2007 study found that increased travel distance to a hospital seems to be associated with increased risk of mortality, even after potential confounding by illness severity is taken into account. Data suggest that each additional kilometer is associated with a 2% relative increase in mortality.[8] This factor is weighted moderately high, as it affects the ability to receive timely care, but not as strongly as access to healthcare providers.
Access to Parks and Older Adult Centers (33.3%)	Distance to flagship parks	9.5%	Department of Parks and Recreation Parks Properties, 2025	Access: 1/4 mile = 3 points; 1/2 mile = 2 points Parks are immensely important to Brooklynites' health. Parks are venues for walking, running, and sport. The vegetation in parks improves air quality. Natural settings reduce stress and improve mood and cognitive function, regulate temperature, and provide a space for community and social interaction. However, among the 628 parks in Brooklyn, some offer more benefits than others. The Brooklyn Borough President's Office established four tiers of parks using NYC Parks' data to measure access to a park based on the park's size and use (active and passive recreation). Larger parks with more recreational opportunities were given a greater weight to reflect their larger benefits. Flagship Parks include Prospect Park, Highland Park, and Coney Island. Large Parks includes community parks greater than 6 acres, parkways, and nature areas. Small Parks included neighborhood parks, community parks less than 6 acres, playgrounds, and waterfront facilities less than 8 acres. Micro Parks include triangle/plaza parks and malls. Cemeterys, historic house parks, lots, strips, managed sites, and buildings or institutions of NYC Parks were all omitted.
	Distance to large parks	7.33%		
	Distance to small parks	5.1%		
	Distance to micro parks	1.9%		
	Distance to older adult centers	9.5%	Senior Centers, Department of Youth and Community Development, 2025	Access: 1/4 mile = 2 points; 1/2 mile = 1 point Older adults who participate in older adult center programs experience better psychological well-being across several measures compared to non-participants, including higher levels of health, increased social interaction, and greater life satisfaction.[9] A study of NYC older adult centers found that 75% of participants visit their center one to three times per week and spend an average of 3.3 hours per visit.[10]
Access to Healthy Food (33.3%)	Distance to supermarket	22.22%	NYC Mayor's Office of Environmental Justice Mapping Tool, Supermarkets, 2024	Access: 1/4 mile = 2 points; 1/2 mile = 1 point Higher access to supermarkets is associated with higher consumption of fresh fruits and vegetables, lower consumption of fast food and soda, and a lower likelihood of becoming overweight or obese.[11,12] While there is an ongoing debate in the literature about whether food deserts—areas with limited supermarket access—are the primary driver of poor dietary habits, the benefits of living near a supermarket provides access to fresh and affordable food.[13] Given this benefit, it was given a high weight.
	Distance to farmers market	11.11%	NYC Mayor's Office of Environmental Justice Mapping Tool, Farmers markets, 2025	Access: 1/4 mile = 2 points; 1/2 mile = 1 point Farmers markets provide a valuable source of fresh, healthy, and nutritious fruits and vegetables. Research has shown that living near a farmers market increases the likelihood of going to that farmers market.[14] In NYC, the Health Bucks program provides SNAP recipients with coupons to purchase fresh fruits and vegetables at farmers markets and is correlated with increased consumption of fruits and vegetables.[15]

Medicaid-Eligible Population Health Provider Shortage Area (HPSA)



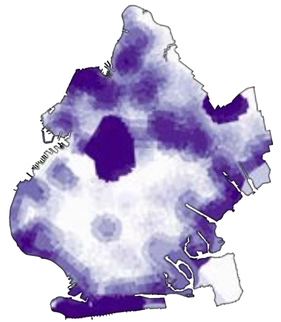
Greater Shortage — No Shortage

Distance to hospitals



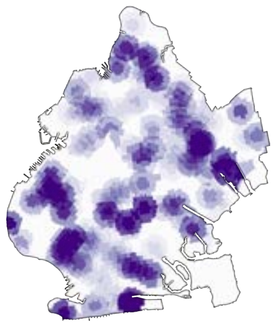
Greater Access — Less Access

Distance to parks



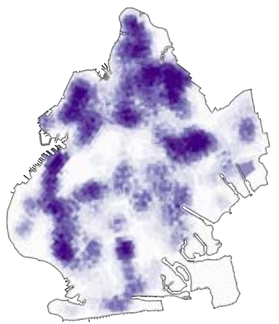
Greater Access — Less Access

Distance to older adult centers



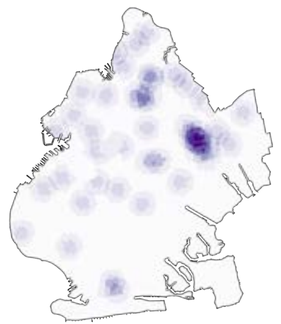
Greater Access — Less Access

Distance to supermarkets



Greater Access — Less Access

Distance to farmers markets

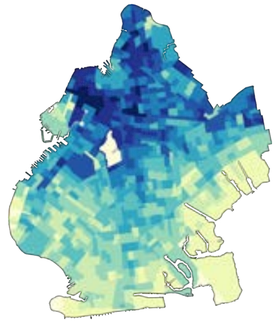


Greater Access — Less Access

ACCESS TO TRANSIT

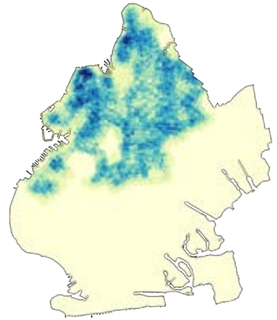
INDICATOR	WEIGHT	SOURCE	DESCRIPTION
Department of City Planning Transit Travelshed – Access Mobility Index	75%	NYC Planning Travelshed, 2021	The Department of City Planning (DCP) developed a Transit Travelshed in 2021 that shows how far a person can travel from a given NYC census tract within one hour using all possible public transit service between 7am and 10am. They then developed an index to rank every census tract based on most to least distance traveled in an hour. This is an ideal way to measure access to public transportation so it receives the majority of the weight for this analysis. Every census block was assigned its Access Mobility Index score of the census tract that it is a part of. Limited access to public transit in NYC neighborhoods is associated with higher levels of unemployment: the unemployment rate was 12.6% in neighborhoods with some but insufficient transit access, compared with 8.1% in neighborhoods that are highly ranked in terms of transit access.[16] Studies draw a connection between transportation-related factors and long-term economic outcomes. Greater access to transportation also equates to greater access to education opportunities, especially for middle and high school students.[17]
Citi Bike docks	10%	NYC Mayor's Office of Environmental Justice Mapping Tool, Citi Bike Docks, 2025	Access: 1/4 mile = 2 points; 1/2 mile = 1 point Citi Bike stations are an important factor in NYC's public transportation network, as they extend the reach of existing transit and make one-way bike trips possible. Moreover, they lessen barriers to bike riding because they do not require bike ownership, storage, or maintenance.[18]
Distance to class I bike lanes	10%	DCP LION 2v4z	Access: 1/4 mile = 2 points; 1/2 mile = 1 point Evidence shows protected bike lanes improve the economies of surrounding neighborhoods, improve safety, and expand ridership. NYC's injury rates for all road users, including drivers, pedestrians, and cyclists, typically decrease by 40-50% on Class I (protected) bike lanes.[19] For this reason, Class I bike lanes received a higher weight.
Distance to class II bike lanes	5%	DCP LION 2v4z	Access: 1/4 mile = 2 points; 1/2 mile = 1 point While Class II bike lanes are not as effective as protected lanes, they still increase ridership and safety. Their lessened protection warrants a lower weight.

Department of City Planning Transit Travelshed – Access Mobility Index



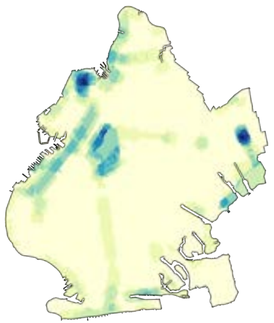
Greater Access Less Access

Citi Bike docks



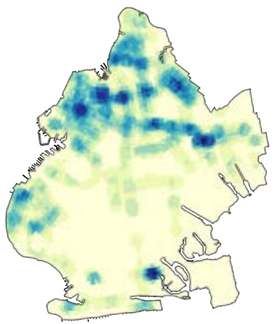
Greater Access Less Access

Distance to class I bike lanes



Greater Access Less Access

Distance to class II bike lanes

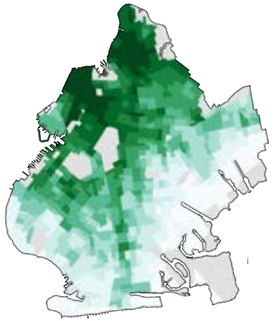


Greater Access Less Access

ACCESS TO JOBS

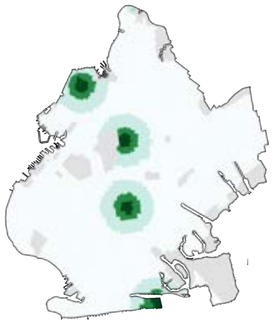
INDICATOR	WEIGHT	SOURCE	DESCRIPTION
Department of City Planning Transit Travelshed – Access to Jobs Index	85%	NYC Planning Travelshed, 2021	The NYC Department of City Planning (DCP)'s Transit Travelshed is a tool that maps how far a New Yorker can travel within one hour from any census tract in NYC using the full range of public transit options. DCP's Access to Jobs Index overlays job data onto the Transit Travelshed, calculating the number of jobs accessible from each census tract and assigning a job access score, with more weight for jobs that are closer in proximity. This metric provides a robust measure of job accessibility via public transit, making it the primary factor in this analysis. Every census block was assigned the Access to Jobs Index score of the census tract that it is a part of.
CUNY locations	7.5%	New York State City University of New York (CUNY) University Campus Locations Map, 2023	Access: 1/4 mile = 2 points; 1/2 mile = 1 point Community colleges positively impact surrounding communities through job creation, career and job training, attracting business and talent, and more. For this reason, it was included in the jobs index.
Adult education sites	7.5%	OACE (Office of Adult and Continuing Education) Sites 2024	Access: 1/4 mile = 2 points; 1/2 mile = 1 point Proximity to adult education sites is also included because of their proven role in increasing employment rates and incomes.[20]

Department of City Planning Transit Travel Shed– Access to Jobs Index



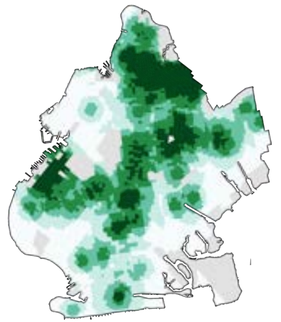
Greater Access Less Access

CUNY locations



Greater Access Less Access

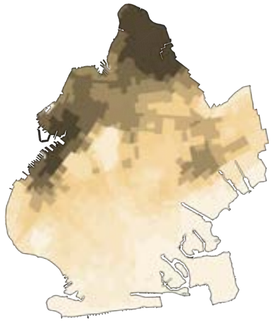
Adult education sites



Greater Access Less Access

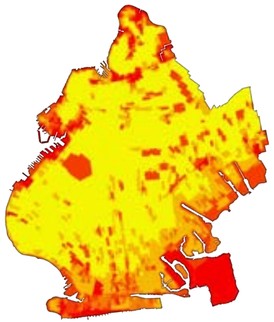
	INDICATOR	WEIGHT	SOURCE	DESCRIPTION
Air Pollution (33.3%)	$PM_{2.5}$	6.667%	Department of Health and Mental Hygiene (DOHMH) NYC-CAS Air Pollution Rasters, 2025	Established in 2008, the New York City Community Air Survey (NYCCAS) collects air quality measurements of five pollutants that have negative health impacts, including $PM_{2.5}$, Nitrogen Dioxide, Nitric Oxide, Ozone, and Black Carbon. Every census block was assigned a score based on the pollution of the census tract it is in.
	Nitrogen Dioxide	6.667%		
	Nitric Oxide	6.667%		
	Ozone	6.667%		
	Black Carbon	6.666%		
Flood Risk (33.3%)	2020 Tidal Flooding High Tide	6.055%	NYC Mayor's Office of Environmental Justice Mapping Tool, Tidal Flooding: 2020, 2050, 2080	Sea level rise leads to higher tides, increasing the frequency of tidal flooding. Tidal flooding, also known as sunny-day or nuisance flooding, occurs when low-lying areas off the coast are inundated with water absent a storm event. While less severe than coastal storm surge, tidal flooding can still inflict significant property damage, disrupt mobility, and impact quality of life. Current high tide flood risk was weighted more heavily than future projections (2050 and 2080) to reflect the immediate vulnerabilities communities face today.
	2050 Tidal Flooding High Tide	3.028%		
	2080 Tidal Flooding High Tide	2.018%		
	Coastal Surge Flooding 2020 100 Year Floodplain	6.055%	NYC Mayor's Office of Environmental Justice Mapping Tool, 100-Year Floodplain 2020, 2050, 2080	Coastal storm surge is an abnormal rise in sea level generated by a tropical or winter storm that causes water to rush onto land. Warming ocean temperatures due to climate change will increase the frequency and intensity of tropical storms in the Northeast. Coastal storm surge combined with sea-level rise can produce devastating effects. Since 1900, sea levels in NYC have risen by a foot and are expected to increase by as much as 5.4 feet by 2100, leading to an increased frequency and intensity of coastal flooding. Coastal communities are the most exposed to storm surge. 57% of the population living within the projected 2020 100-year coastal floodplain live within designated Environmental Justice (EJ) Areas, and 58% of residents living in the projected 2080 100-year coastal floodplain live in EJ Areas.[21] Current flood risk was weighted more heavily than future projections (2050 and 2080) to reflect the immediate vulnerabilities communities face today.
	Coastal Surge Flooding 2050 100 Year Floodplain	3.028%		
	Coastal Surge Flood 2080 100 Year Floodplain	2.18%		
	Limited Flood (1.77 in/hr) with Current Sea Levels	6.055%	Department of Environmental Protection (DEP) NYC Stormwater Flood Maps, 2024	New York City is projected to experience more extreme rainfall in the mid- and late-century. Annual rainfall may increase more than 20% by the end of the century.[22] A short-term extreme rain event, also known as a cloudburst, can unleash intense volumes of water onto the city. This excess water can overwhelm the city's existing stormwater drainage system and result in severe flooding. Extreme rainfall can also trigger combined sewer overflows that send sewage, industrial waste, and other pollutants into the city's waterways. Similar to flooding caused by coastal storm surge and tidal events, stormwater flooding can inflict significant damage on homes, businesses, and infrastructure. Current stormwater flood risk was weighted more heavily than future projections (2050 and 2080) to reflect the immediate vulnerabilities communities face today. For stormwater flood risk, limited flooding was weighted most heavily as it is more likely to occur.
	Moderate Flood 2. 13 per hr with 2050 Sea Level Rise	3.028%		
	Extreme Flood: 3.66 inches per hr with 2080 Sea Level Rise	2.18%		
Heat Deviation from the Mean (33.3%)	33.33%		New York City Council Data Team, NYC Heat Map (Surface Temperature), 2022	To obtain a higher level of detail, this analysis used heat deviation from the mean. Using satellite data from the U.S. Geological Survey's Landsat 8 satellite, the NYC Council's Data Team put together a map of how temperature varies across the city. Exposure to extreme heat is the leading extreme weather-related cause of death in the U.S. Prolonged exposure to heat can cause heat rashes, heat stress, heat exhaustion, and heat stroke. Even moderate heat days can pose health risks; almost two-thirds of annual heat mortality in NYC is associated with moderate heat.

Air pollution



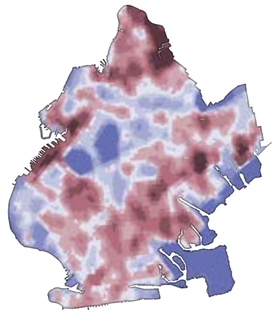
More Polluted — Less Polluted

Flood risk



Greater Risk — Less Risk

Heat deviation from the mean



> 8 degrees — < -8 degrees

Transit-Oriented Development (TOD) Index Methodology

The 2023 Comprehensive Plan for Brooklyn encouraged an equal amount of growth around every subway station. *The 2025 Comprehensive Plan for Brooklyn* categorizes all subway stations into four tiers that rank each stations' suitability for transit-oriented development (TOD). Through researching multiple academic and professional examples of TOD typology methods, *The 2025 Plan* measures a half mile from each station and includes four variables:

1. The Shannon Index for Land Use Diversity
2. Department of City Planning (DCP) Transit Travelshed – Access to Jobs Index
3. Ridership
4. Dwelling Units per Acre

Shannon Index

The Shannon Index is a measure of land use diversity in the area surrounding each subway station. The index calculates the diversity of parcels per land use category (rather than acreage), where a higher Shannon Index indicates a greater diversity of land use types, and a lower Shannon Index indicates a more homogenous land use distribution. The Shannon Index utilizes the Primary Land Use Tax Lot Output (PLUTO™) data within a half mile of each subway station.

In calculating the Shannon Index, certain PLUTO land use categories were consolidated to better reflect true diversity. The number of variables heavily influences the final results, and we wanted to ensure that a higher Shannon Index truly reflects a positive mix of land uses. Therefore:

We decided to combine multifamily elevator and multifamily staircase parcels into one land use category because from the perspective of land use diversity, both types of buildings serve a similar purpose.

We multiplied mixed-use parcels by two to reflect that these parcels have two uses.

We combined Transportation & Utility, Public Facilities & Institutions, and Open Space & Outdoor Recreation into one category (Parks and Other) because they all reflect a similar public space category.

We removed vacant parcels from the analysis because we did not want a high presence of vacant parcels to be considered as a positive contribution to land use diversity.

After calculating the Shannon Index, we normalized the data using the min-max method.

Department of City Planning Transit Travelshed – Access to Jobs Index

As discussed, DCP developed a Transit Travelshed tool that maps how far a person can travel within one hour from any census tract in NYC using the full range of public transit options. Building on this, the Access to Jobs Index overlays job data onto the Transit Travelshed, calculating the number of jobs accessible from each census tract and assigning a job access score, with more weight for jobs that are in closer proximity.

Each subway station complex was assigned the Access to Jobs Index score of the census tract that it is located in. A higher score indicates more jobs within 60 minutes of transit, a lower score indicates less job access. The data was then normalized using the min-max formula.

Ridership

Ridership was calculated using MTA's hourly ridership dataset for Brooklyn subway stations for all of 2023. The data was then normalized using the min-max formula.

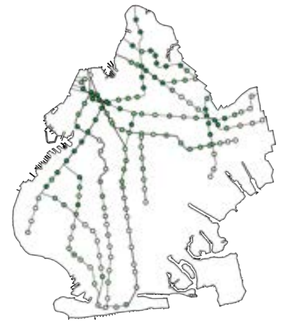
Residential Units per Acre

Residential units per acre were calculated from MapPLUTO 2024v2. PLUTO lots were filtered to include only buildable land: open space, military bases, utilities and transportation, landmarks, hospitals, Industrial Business Zones, and other irregular and nonviable lots were excluded. Lot acreage and residential unit counts were joined within a half mile of each subway station complex through a one-to-many spatial join. Residential units per acre for each station complex were normalized using the min-max formula.

TRANSIT-ORIENTED DEVELOPMENT DATA

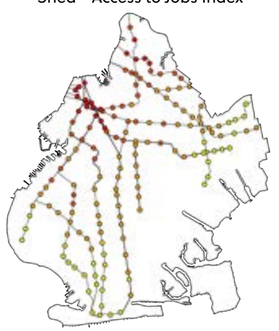
INDICATOR	WEIGHT	SOURCE
Shannon Index	25%	NYC DCP MapPLUTO 24v4.1.
Department of City Planning Transit Travelshed - Access to Jobs Index	25%	NYC Planning Travelshed, 2021
Ridership	25%	MTA Subway Hourly Ridership 2023
Residential Dwelling Units per Acre	25%	NYC DCP MapPLUTO 24v4.1.

Shannon Index



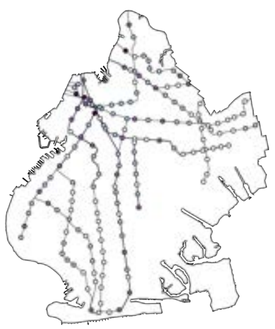
Greater Travel Shed
Less Travel Shed

Department of City Planning Transit Travel Shed - Access to Jobs Index



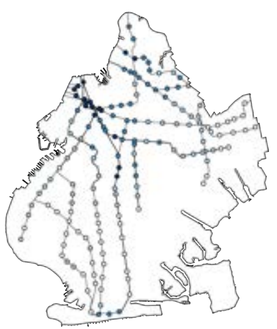
Greater Travelshed
Less Travelshed

Ridership



Greater Ridership
Less Ridership

Residential Units per acre



Greater Residential Units Per Acre
Less Residential Units Per Acre

Commercial Corridor Vacancy Analysis Methodology

The Jobs, Industry, + Economic Prosperity section of the Framework identified the economic places of Brooklyn, including its commercial corridors. As a way to analyze the health of these corridors, *The Plan* categorized them based on two key indicators: storefront vacancy rates and average asking rents. This approach draws on the methodology developed in the Department of City Planning's (DCP) 2019 report *Assessing Storefront Vacancy in NYC: 24 Neighborhood Case Studies*. In that study, DCP examined vacancy rates and rents alongside other contextual factors such as household income, demographic change, and residential and employment density to classify corridors into four categories: Hot, Underperforming, Regional Stable, and Local Stable.[23]

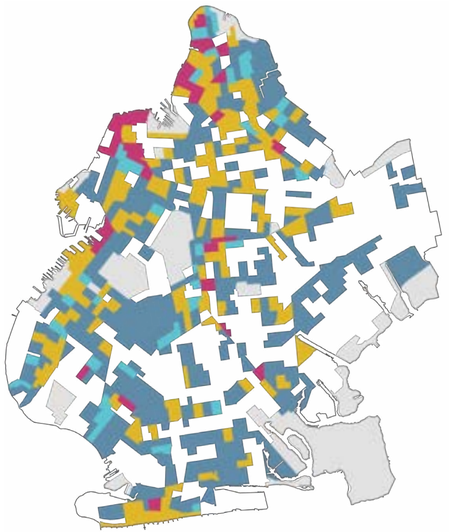
The 2025 Comprehensive Plan for Brooklyn adapts the core of DCP's methodology by focusing only on vacancy rates and asking rents. It applies these measures across the full geography of Brooklyn's commercial corridors, expanding the analysis beyond DCP's original 24 case studies. While DCP used near-real-time vacancy data collected by Live XYZ, that dataset is not publicly accessible. This analysis instead relies on data reported under Local Law 157 of 2019, which requires property owners to disclose vacancy and rent information for ground-floor commercial spaces. Specifically, it draws from the "Storefront Registration Class 2 and 4 Statistics" dataset, which includes all registered ground-floor and second-floor storefront properties.[24] The most recent available data, from the 2023 reporting year, was used in this analysis. Moreover, this data is only available at the census tract level, requiring an approximate method to apply it to corridors. The Local Law 157 dataset is also slightly outdated and depends on self-reporting by business and property owners, which has been described as inconsistent by the NYC Department of Small Business Services (SBS) in testimony to the City Council.[25] For *The Plan*, corridors were classified using a scatterplot of average rent versus vacancy rate, and grouped into four categories using simple thresholds:

- Overheated Corridors: Vacancy rate above 10% and rent in the top third of the boroughwide rent distribution
- Prime Corridors: Vacancy rate below 10% and rent in the top third
- Local Stable Corridors: Vacancy rate below 10% and rent in the bottom two-thirds
- Underutilized Corridors: Vacancy rate above 10% and rent in the bottom two-thirds

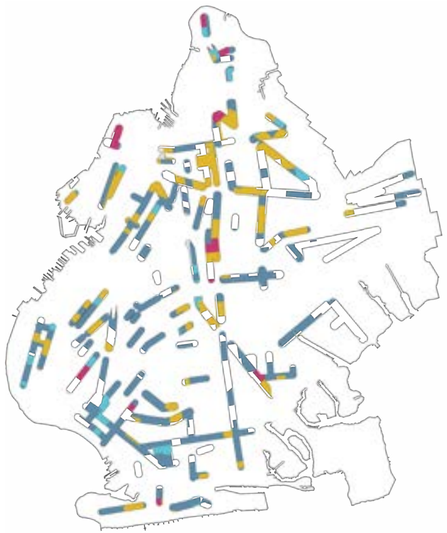
The 10% vacancy threshold reflects a widely used planning benchmark for a health vacancy rate and is used in the 2019 DCP report.[26] The "high rent" threshold was set at the 75th percentile to identify census tracts with the relative highest asking rents in Brooklyn. To assign data to corridors, each corridor was spatially overlaid on the map of census tracts using Adobe Illustrator. Rent and vacancy values were then attributed based on the intersecting tracts. As a result, corridor-level data reflects averages across full census tracts, not just the specific storefronts within the corridor boundaries. Additionally, many corridors span more than one tract, meaning their assigned values are influenced by conditions outside the corridor itself. These factors directly influence the results of the analysis and should be considered when interpreting the findings.

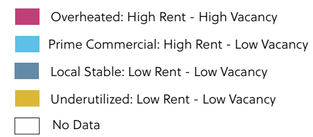
While the results should be understood as approximations, the typology provides a clear and replicable lens for assessing commercial corridor performance. It is important to note that these classifications reflect conditions at the census tract level, not the specific blockfronts within a corridor. Currently, the City contracts with Live XYZ to maintain a real-time map of storefront occupancy. This dataset would allow for more precise and dynamic analysis of vacancy patterns, but it is not publicly available. Making this data accessible would enable deeper analysis and support more targeted interventions to address the storefront vacancy issue.

Commercial Vacancy Analysis
by Census Tract



Commercial Vacancy Analysis
by Commercial Corridor





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