

SUMMER 2009







**THE SUNSET PARK WATERFRONT VISION PLAN OUTLINES A SUSTAINABLE URBAN INDUSTRIAL DISTRICT THAT BALANCES NEIGHBORHOOD, CITY-WIDE, AND INDUSTRIAL DEVELOPMENT GOALS THROUGH PHYSICAL AND POLICY-BASED INVESTMENTS.**

An employee of Barone Steel Fabricators Inc., an industrial business located along the Sunset Park waterfront  
Source: NYCEDC

# SUNSET PARK WATERFRONT VISION PLAN

A SUSTAINABLE URBAN INDUSTRIAL DISTRICT

Dear Friend:

On behalf of the many businesses, stakeholders, and City agencies that were involved in the development of this document, it is a great pleasure to present the Sunset Park Waterfront Vision Plan, a plan that reflects many months of discussion and collaboration regarding the future of this important industrial area in the City of New York. The Vision Plan brings together recommendations from local planning initiatives, including Community Board 7, to create an ambitious agenda for a Sustainable Waterfront Industrial District. The Plan seeks to meet local and regional goals to maximize the efficient movement of goods, protect and grow critical industries, promote environmental sustainability and green practices, and balance neighborhood needs.

We continue to work to reconnect communities across the City with the waterfront that surrounds them, incorporating public access with reactivated water dependent uses and infrastructure. And that is particularly exciting here in Sunset Park, a 2.5 mile stretch at the mouth of Upper New York Harbor that has been a centerpiece of industrial and maritime activity for over a century.

At Sunset Park, the City has an incredible opportunity to build upon existing assets, including a talented local workforce and unique rail and maritime infrastructure. Through a series of investments aimed at bringing aging infrastructure to a state of good repair, professionalizing maritime and rail service, and increasing and diversifying the range of job-intensive industrial uses along the waterfront, the Vision Plan lays out a series of short and long-term recommendations that will strengthen the District as a center for industrial growth. At the same time, the Vision Plan incorporates public access and green initiatives that will produce jobs, reduce emissions, and improve overall quality of life for residents, workers, and visitors alike.

We look forward to continuing to work with our partners in Sunset Park as we begin to implement the Vision Plan and strengthen the Sunset Park waterfront as a 21st century sustainable urban industrial district.

Sincerely,



Robert C. Lieber  
Deputy Mayor for Economic Development







# SUNSET PARK

## ACKNOWLEDGEMENTS :

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# WATERFRONT VISION PLAN

#### DEVELOPED BY:

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Mayor's Office of Industrial and Manufacturing Businesses  
New York City Department of Small Business Services  
New York City Department of City Planning  
Southwest Brooklyn Industrial Development Corporation  
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Summer 2009

The City of New York  
Mayor Michael R. Bloomberg



Office of Council Member Sara Gonzalez  
Office of Robert C. Lieber, Deputy Mayor for Economic Development  
Office of State Assembly Member Felix Ortiz  
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Refuah, Inc.  
Sahadi Fine Foods  
Schnitzel Bar  
Simon Liu, Inc.  
Sims Municipal Recycling of New York  
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Southwest Ironworks, Inc.

Spinner Industries  
Sunrise Baking  
Synthesis, Inc.  
Tabla Rosa  
Terra CRG  
Ultima Construction, Inc.  
United Puerto Rican Organization of Sunset Park  
Uptown Snoods  
V Barile Inc.  
Vitality Home Care  
X X Tire Repair  
Zambrand Auto Collision & Repair



## INTRODUCTION

In the Fall of 2007, the Deputy Mayor for Economic Development charged the New York City Economic Development Corporation (NYCEDC) with developing a comprehensive vision and investment strategy for the Sunset Park industrial district, a hub of city-owned and managed industrial properties on the Brooklyn waterfront. NYCEDC assembled an internal working group in January, 2008, with representation from the NYC Department of City Planning and the NYC Department of Small Business Services, to outline a strategy to achieve that goal. Over the course of the past year and a half, NYCEDC has led the effort to develop a Sunset Park Waterfront Vision Plan, with input and collaboration from elected officials, community organizations and local businesses, and with guidance from the Brooklyn Community Board 7 197(a) Plan. The Vision Plan sets forth recommendations for investment over the next twenty years, with a focus on short-term, implementable projects.

The Southwest Brooklyn Industrial Business Zone (IBZ) is one of sixteen IBZs in the City of New York, and the Sunset Park waterfront district is already a center of industrial activity. However, the district has suffered from substantial disinvestment over the past several decades which reduces its ability to remain competitive as an industrial working waterfront. The physical development of Sunset Park, which began over 100 years ago, was based on a different platform for manufacturing and distributing goods, one which was well-suited to the infrastructure and building types developed at the time. Today, the main challenge is to figure out ways to adapt and re-use this antiquated industrial infrastructure, and develop Sunset Park into a 21st century model for diverse, dense and environmentally-sustainable industry.

The Sunset Park Waterfront Vision Plan sets forth a comprehensive framework for reinvestment. The Vision Plan begins with the understanding that industry serves a vital role in the greater New York City economy, and the goal is to develop physical and policy-based strategies that reconcile active industrial uses with public waterfront access while also enabling sustainable industrial growth. The vision for the Sunset Park industrial waterfront is to balance neighborhood, city, and industrial development goals within this framework.



Example of multi-story industrial building stock prevalent in Sunset Park. Source: EDAW

# EXECUTIVE SUMMARY

The Sunset Park Waterfront Vision Plan outlines a strategy for a modern industrial waterfront that is an environmentally sustainable resource, with a combination of improved freight transportation systems, buildings that can accommodate a range of industrial uses, and policies which promote environmentally-friendly and efficient practices. At the same time, recommendations address the need to make the waterfront a safe environment and resource for adjacent area residents and workers and ensure they all coexist.

Informed and aided by over a year of discussions with and surveys of area stakeholders, business owners, and community leaders, the Working Group developed four goals to guide the Vision Plan recommendations:

1. Maximize the efficient movement of goods
2. Protect and grow industrial employment
3. Promote green practices
4. Balance neighborhood needs

The recommendations include marine, rail, and building infrastructure upgrades, the creation of workforce development opportunities, integrated public open space and amenities, sustainable industrial development guidelines, opportunities for waste-to-profit exchange networks, and measures for advancing district-wide environmental efficiency.

In a reality of limited resources, the goals and recommendations are shaped by the following strategies in the short, medium and long-term:

## Short-Term Strategy (0 to 3 years)

State-of-Good Repair & Asset Stabilization

- Invest in the City's aging infrastructure - including rail, roads, piers, bulkheads and buildings - to bring it up to modern standards and functionality and to attract new businesses to Sunset Park
- Define a strategy to stabilize the City's real estate portfolio with strategic asset management and targeted capital improvements

## Medium-Term Strategy (3 to 9 years)

Professionalization of Service & Renovation and Adaptive Re-use of Industrial Space

- With capital improvements made, begin to leverage the existing, valuable infrastructure, such as rails and rail floats, with a professional operator and efficient service
- Explore ways to activate vacant upper floor space of both public and privately-owned buildings through financing, incentives, potential expansion of allowable non-residential uses and other city actions

## Long-Term Strategy (10+ years)

Densification of Uses & New Development and Infill

- Over the long term, begin to densify and diversify the building stock and uses, and maintain the Sunset Park waterfront as one of the City's premier industrial centers
- Launch a full marketing campaign of Sunset Park as an established sustainable urban industrial waterfront, and increase the usage of its maritime and rail infrastructure assets
- With added density of industrial users, look for new development sites and possible infill industrial development and potential new parking opportunities to support the industrial community

By growing and strengthening the Sunset Park Industrial Waterfront and realizing the recommendations set forth in this Vision Plan, the City can also realize substantial job creation and emissions benefits, while also using City capital investments to leverage non-City funding sources and private investment. The short-term recommendations alone have the potential to create or induce 5,000 jobs in Sunset Park, and defer as many as 19,500 annual regional truck trips (53 trips/day) and 1,000 tons of CO<sub>2</sub> emissions. Implementation of the full Vision Plan could result in the creation or inducement of approximately 11,000 jobs, the elimination of over 70,000 annual regional truck trips and 5,000 tons of CO<sub>2</sub> emissions, as well as the activation of approximately 3.5 million square feet of industrial space for job-generating uses.

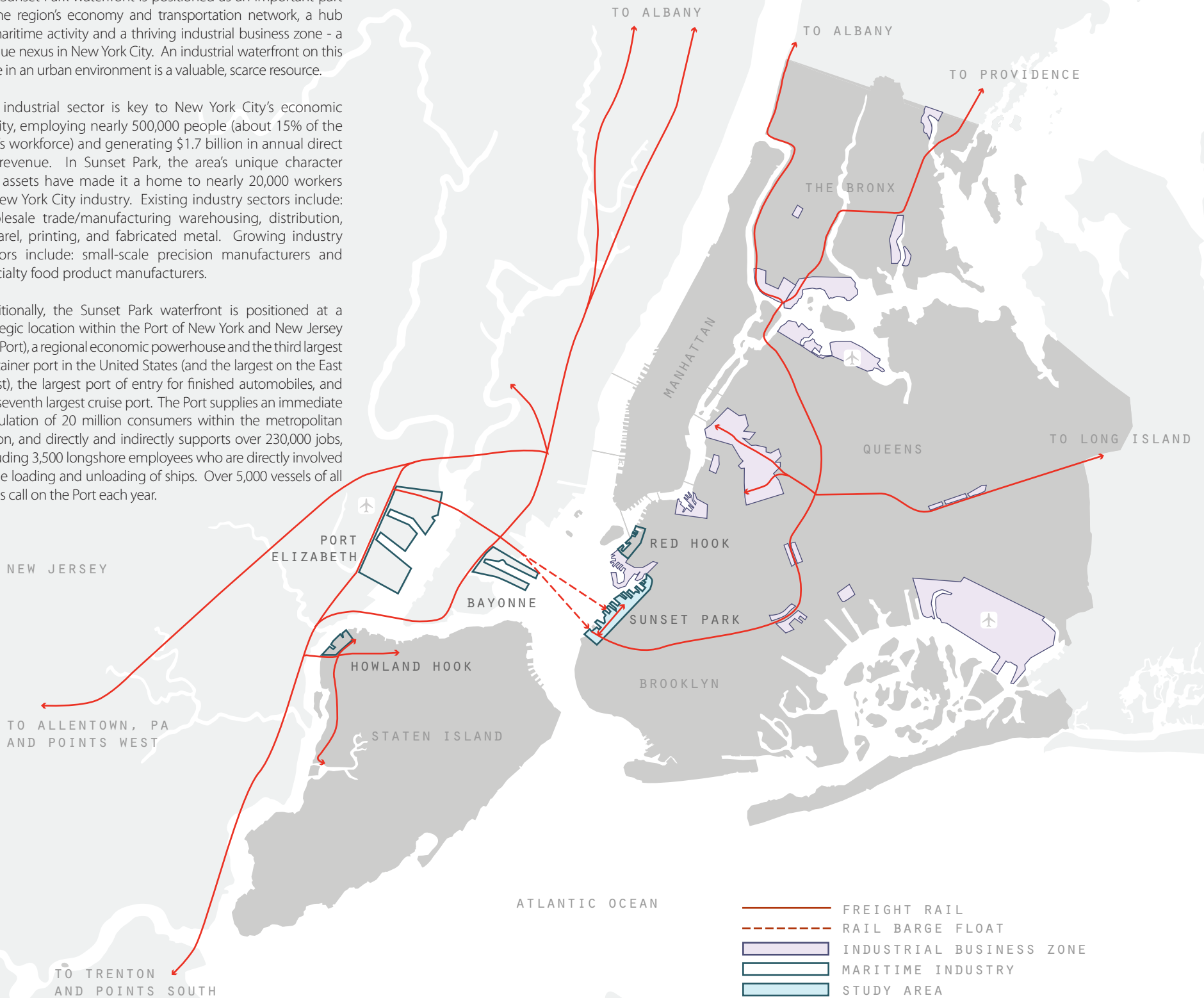
The Sunset Park industrial waterfront's strategic location on Upper New York Bay, extensive industrial infrastructure, access to a large local labor pool, and connection to major transportation networks serving New York City as well as the wider region, help the district maintain its importance as a working waterfront. The recommendations in this Vision Plan aim to foster its continued growth and achieve a vision of how industry can become a better urban neighbor and continuing player in the diversification of the New York City economy.

## REGIONAL CONTEXT

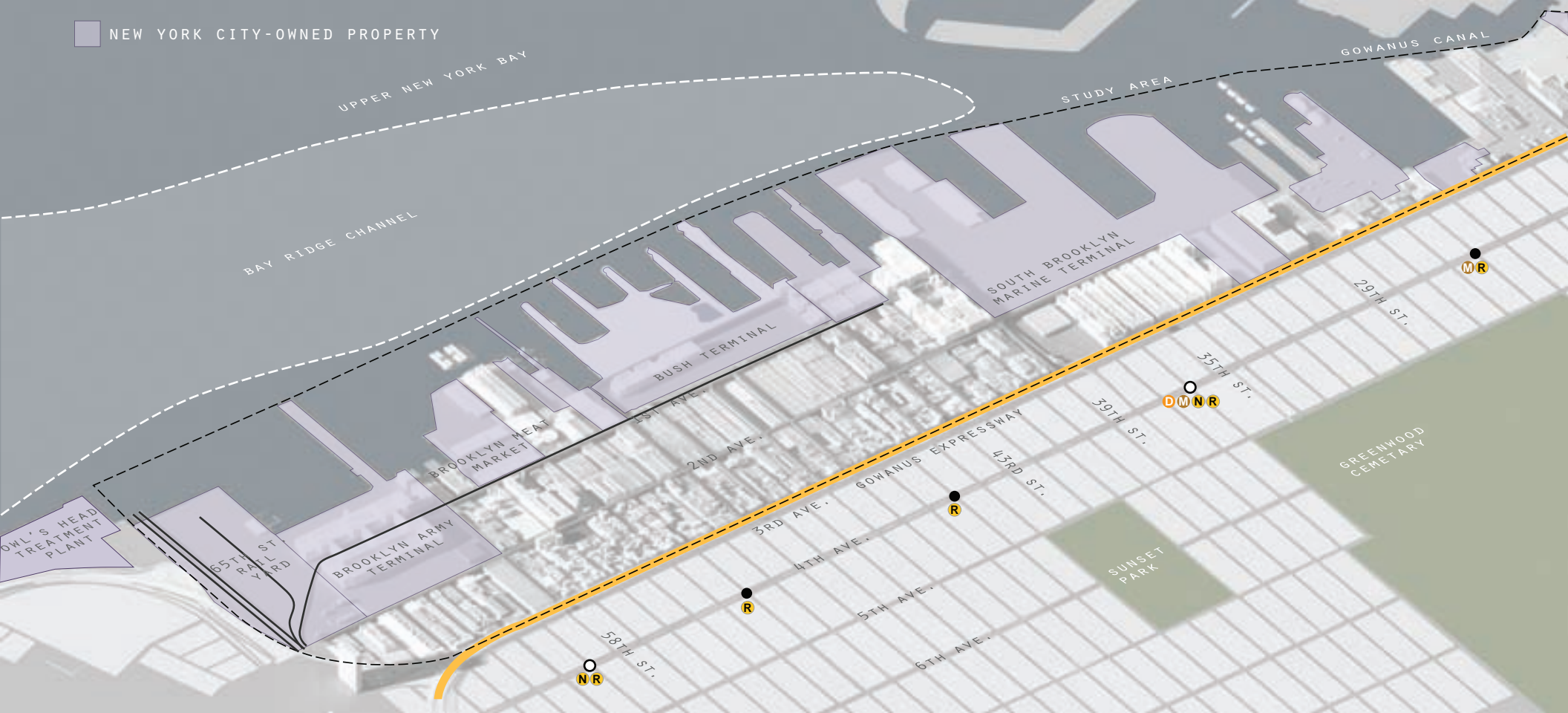
The Sunset Park waterfront is positioned as an important part of the region's economy and transportation network, a hub of maritime activity and a thriving industrial business zone - a unique nexus in New York City. An industrial waterfront on this scale in an urban environment is a valuable, scarce resource.

The industrial sector is key to New York City's economic vitality, employing nearly 500,000 people (about 15% of the City's workforce) and generating \$1.7 billion in annual direct tax revenue. In Sunset Park, the area's unique character and assets have made it a home to nearly 20,000 workers in New York City industry. Existing industry sectors include: wholesale trade/manufacturing warehousing, distribution, apparel, printing, and fabricated metal. Growing industry sectors include: small-scale precision manufacturers and specialty food product manufacturers.

Additionally, the Sunset Park waterfront is positioned at a strategic location within the Port of New York and New Jersey (the Port), a regional economic powerhouse and the third largest container port in the United States (and the largest on the East Coast), the largest port of entry for finished automobiles, and the seventh largest cruise port. The Port supplies an immediate population of 20 million consumers within the metropolitan region, and directly and indirectly supports over 230,000 jobs, including 3,500 longshore employees who are directly involved in the loading and unloading of ships. Over 5,000 vessels of all types call on the Port each year.







## DISTRICT CONTEXT

### SUNSET PARK WATERFRONT INDUSTRIAL DISTRICT

The Sunset Park Waterfront industrial district has unique attributes that make it particularly well positioned for industrial and maritime uses:

#### Connections to Rail & Highway Networks

These connections include the 40-foot deep Bay Ridge Channel with approval by the Army Corps of Engineers to dredge to 50 feet (which allows for deep water vessels), the 1st Avenue Rail line, rail floats at 51st and 65th Streets that connect to the Cross Harbor barge service, and the Bay Ridge Rail line that connects to the East-of-Hudson freight network.

#### Proximity to Local Workforce

Sunset Park is home to the 10th largest immigrant neighborhood in New York City, with the largest employer in the neighborhood being the manufacturing sector, followed by health and social assistance services. The community is also 20% walk-to-work, which is well above-average for New York City neighborhoods, and represents the community's strong link with local employment.

#### Critical Assemblage of City-Owned Waterfront Property

In the waterfront industrial district, west of Third Avenue, much of the property on the waterfront is City-owned and managed by NYCEDC, including South Brooklyn Marine Terminal (SBMT), the Bush Terminal industrial campus, the Brooklyn Meat Market and the Brooklyn Army Terminal (BAT). These properties provide a unique opportunity to develop projects that serve the overall City and the local neighborhoods.

#### Agglomeration of Industrial Uses

There are over 36,000 industrial jobs that range from apparel to woodworking to warehousing. This concentration of industrial activity provides leverage to attract additional industrial businesses and continue to maintain this district for job-generating industrial use. The waterfront is zoned mostly for heavy manufacturing (M3) and light manufacturing (M1) uses, with pockets of isolated residential between Second and Third Avenues south of 51st Street.



# OPPORTUNITIES

## » Projected Growth in Freight Volume

Regional freight volumes to the Port of New York and New Jersey are projected to increase by as much as 50% by 2025, based on forecasts by the New York Metropolitan Transportation Council. Sunset Park has the potential to capture some of this growth given its location along the deep-water Bay Ridge Channel, which enables it to accommodate ocean-going vessels.



Rail float bridge at 51st Street. There are numerous opportunities for expanding rail service along the Sunset Park industrial waterfront.  
Source: NYCEDC

## » Proximity to Transportation Infrastructure

The Sunset Park waterfront is strategically located in close proximity to the regional highway network via the Gowanus Expressway, and the national and east-of-Hudson freight rail network, via the New York New Jersey car float service and the New York & Atlantic Bay Ridge line. These critical connections put Sunset Park at a competitive advantage for efficient and environmentally-sustainable goods distribution. In addition, while few urban industrial districts have access to public transportation comparable to a central business district, the Sunset Park waterfront is located within a 10-15 minute walk of mass transit along 4th Avenue, allowing employees and visitors easy access to the area.



The elevated viaduct of the Gowanus Expressway runs along 3rd Avenue in Sunset Park.  
Source: EDAW

## » Availability of Industrial Space

Sunset Park has been a node of industrial activity for over a century. With over 14 million square feet of both publicly and privately-owned industrial space—much of it underutilized—the Sunset Park waterfront can remain and be strengthened as an industrial center where manufacturing and industrial businesses can establish and expand over the long term.



Typical industrial space available in Sunset Park. This multi-story example is located at Industry City.  
Source: EDAW

## » Increasing Demand for Smaller Industrial Space

Despite the decline in the overall industrial and manufacturing sector during the past several decades, some industrial clusters are expected to grow or remain stable into the future. These sectors include a number of smaller manufacturers (1-10 employees per firm), such as food, furniture, jewelry and metal fabrication, as well as the distribution/logistics, transportation, and building/construction industries. Add to that the anticipated growth in emerging industries like film & media, hi-tech product development and green manufacturing, and Sunset Park has the potential to capture these new and growing industries to renew itself as a center of modern industrial activity.



A worker at American Shoe Corporation, located within the Sunset Park industrial district.  
Source: NYCEDC

## » Growth of the Green Sector

The Sunset Park waterfront provides ample opportunity to encourage sustainable business practices by attracting tenants who promote environmentally-sound business models and produce locally consumed goods. By promoting activity that leverages the area's unique transportation infrastructure, truck trips can be minimized, resulting in reduced carbon emissions and improved air quality.



Newly attracted businesses such as Sims Municipal Recycling of New York can create new opportunities for industrial development within Sunset Park.  
Source: Sims Recycling

## » Active, Engaged Local Organizations/Proximity to Local Workforce

The Sunset Park neighborhood and the immediately surrounding area are home to organizations that are wholly committed to ensuring that the needs of local businesses, workers and residents are met. The Sunset Park community is largely dependent upon many of the businesses located along the industrial waterfront with 20 percent of Sunset Park residents walking to work (more than twice the citywide average).



A community meeting for discussing the alignment options of the Brooklyn waterfront greenway.  
Source: UPROSE



## CHALLENGES

The antiquated industrial infrastructure, such as the 1st Avenue rail shown here, is a major issue along the Sunset Park industrial waterfront.

Source: EDAW



Industrial space at Sahadi's importers, a Brooklyn-based fine foods retailer with warehousing and distribution space in the Sunset Park industrial district.

Source: NYCEDC



The multi-story industrial buildings at Bush Terminal, with vertical loading doors for each floor of the building.

Source: EDAW



The tall, narrow but large-floorplate industrial buildings found in the Sunset Park industrial district present unique difficulties in attracting industrial tenants.

Source: EDAW



43rd Street meets the water at Bush Terminal, a city-owned group of industrial buildings and infrastructure.

Source: EDAW



### » Maintaining Aging District Infrastructure

The Sunset Park industrial waterfront was developed over 100 years ago. Its roadways, rail, pier and other maritime infrastructure require significant investment to function efficiently.

### » Preserving Industrial Space

Over the past decade, the City has conducted a thorough examination of its existing industrial land uses and identified certain areas—designated as Industrial Business Zones—where industrial uses are most active. The City has targeted economic development assistance and planning efforts to these areas, which include Sunset Park. Maintaining a contiguous industrial waterfront of this size within the City's boundaries has environmental, social, and economic benefits and is worthy of preservation and growth.

### » Retrofitting and Modernizing Existing Industrial Buildings

Contemporary industry is often found in single-story buildings with large floorplates concentrated in areas immediately adjacent to transportation infrastructure. Much of the Sunset Park industrial building stock was built for economic models of transportation and distribution which are now obsolete. Today, industrial business growth is occurring mainly in sectors represented by smaller firms that require the large buildings to be subdivided into smaller, more efficiently configured spaces. Transforming the older industrial building stock into a viable economic option for today's industry remains a major challenge in Sunset Park. The images to the left highlight examples of older industrial building stock found in Sunset Park. The majority of space (more than 8 million square feet) is housed within large buildings that may not fit the space needs of smaller tenants.

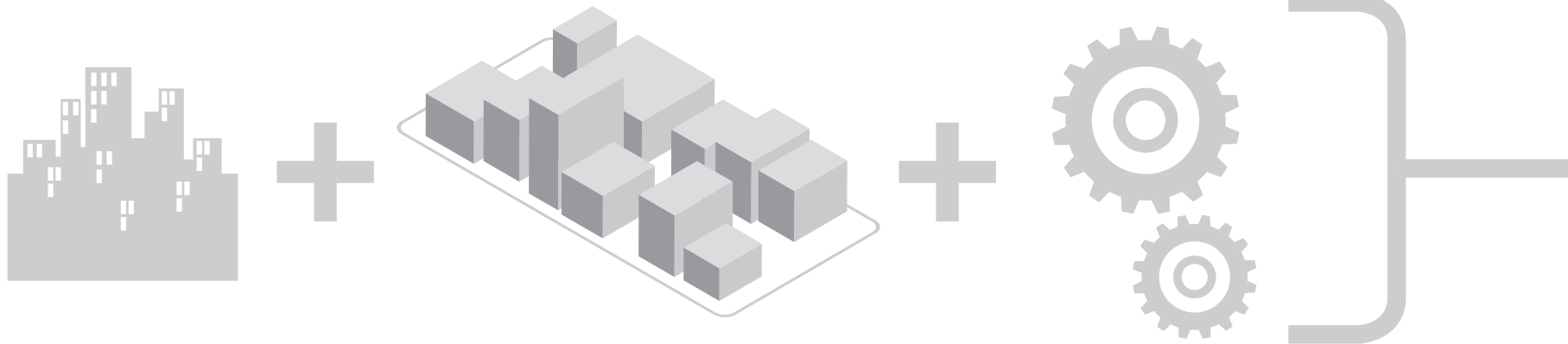
### » Balancing Public Waterfront Access and Industrial Expansion

Creating safe public access to the waterfront while maximizing the area's utility for industry is a challenging but critical issue to solve and balance to ensure the long-term success of the Sunset Park Waterfront.



## PROJECT VISION

**THE ESTABLISHMENT OF A SUSTAINABLE WATERFRONT INDUSTRIAL DISTRICT THAT BALANCES NEIGHBORHOOD, CITY-WIDE, AND INDUSTRIAL DEVELOPMENT GOALS THROUGH PHYSICAL AND POLICY-BASED INVESTMENTS.**



### CITY-WIDE GOALS

#### » **Protect and Grow Industrial Activity**

Industrial and manufacturing activity remains an important part of a diverse City economy. Employing nearly 500,000 people at a variety of skill levels and representing as much as 20% of the workforce in the Boroughs of Brooklyn, the Bronx, and Queens, industrial activity must be protected and growth facilitated in areas of the City that have unique geographic and infrastructural assets. The diversity of the New York City economy provides for greater resilience in times of economic contraction.

#### » **Leverage City Assets and Coordinate Investments**

The City owns a large quantity of assets along the Sunset Park Waterfront, including the Brooklyn Army Terminal, Bush Terminal, and the South Brooklyn Marine Terminal. With a coordinated vision across these assets and in cooperation with state and federal government and private stakeholders, the City can maximize the impact of its activities and investments while ensuring the viability of industrial activity in the area.

#### » **Implement Sustainability Goals**

Urban industry is a potential pillar of sustainability, and can play an important role in the City's realization of the City-wide environmental goals developed under PlanNYC 2030. Industrial activity provides the opportunities to incorporate environmental best practices with local businesses in the production and handling of goods in close proximity to the markets in which they are consumed.

### NEIGHBORHOOD GOALS

#### » **Increase Local Employment**

The Sunset Park Waterfront has for over a century provided a direct linkage between area residents and employment opportunities on the working waterfront. The diverse upland neighborhoods of Sunset Park can benefit from increased activity in this adjacent industrial district.

#### » **Provide Safe Access to the Waterfront**

A shared waterfront between industrial and public activities requires a careful balance between vehicular and pedestrian circulation. Providing safe access to new amenities such as the Bush Terminal Piers Open Space is a critical concern.

#### » **Reduce Local Emissions and Congestion**

While acknowledging that with increased economic activity and job opportunities comes additional vehicular trips and potential traffic, the Sunset Park neighborhood is keenly sensitive to emissions and congestion in an area that already plays host to a major regional highway in the form of the Gowanus Expressway. Providing for ways to mitigate emissions and congestion with circulation improvements, rehabilitation of non-truck freight movement infrastructure, and fleet-based practices is a key priority.

### INDUSTRIAL DEVELOPMENT GOALS

#### » **Build a Ready Workforce**

Industrial businesses throughout the Sunset Park Waterfront are in need of a variety of skills and competencies, and can benefit from additional workforce development efforts that help local workers build the skills they need to join the business in the district.

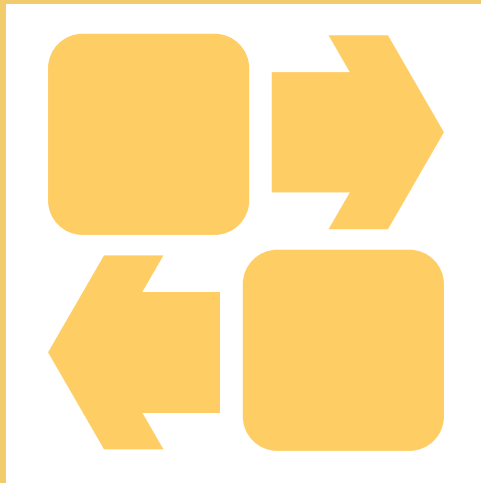
#### » **Improve Local Goods Movement**

The efficient movement of goods throughout the industrial district—whether by truck, railcar, or barge—is of critical concern to local businesses. Bringing infrastructure to a state of good repair and implementing other basic circulation improvements at key intersections can achieve new efficiencies and help businesses thrive.

#### » **Increase Parking Availability**

While parking is available at many surface parking lots throughout the district, growth in industry and economic activity can be facilitated by additional parking. Decked parking may be considered to free up valuable land for other industrial development uses.

## PROJECT GOALS



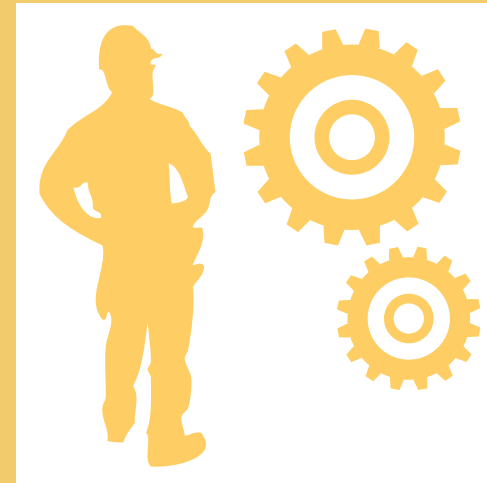
### **INCREASE EFFICIENT MOVEMENT OF GOODS**

Achieve local and regional efficiencies in goods movement by bringing infrastructure to a state of good repair, improving professional rail/maritime service, and building a user base for non-truck modes.



### **PROMOTE GREEN PRACTICES**

Advance City-wide and district goals of sustainability through both policy-based and physical methods and forge connections throughout the district, taking advantage of economic and environmental efficiencies that can be achieved through proximity of businesses.



### **PROTECT AND GROW INDUSTRIAL EMPLOYMENT**

Facilitate local business growth and increased industrial activity through promotion of Sunset Park as an industrial hub for the City of New York and by working to reactivate existing industrial buildings throughout the district.



### **BALANCE NEIGHBORHOOD NEEDS**

Provide opportunities for public engagement of the working waterfront, through employment connections and the construction of a major open space amenity on the waterfront for enjoyment by residents and workers of Sunset Park.





## GOAL: INCREASE EFFICIENT MOVEMENT OF GOODS

### MARINE AND RAIL INFRASTRUCTURE

#### CURRENT INVESTMENTS

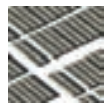
##### » Construct 1st Avenue Rail Upgrades

The City is currently investing in track upgrades along the 1st Avenue rail line to increase its functionality as a freight transportation option. These actions enable firms in the Sunset Park industrial waterfront district to have a more efficient link to regional rail networks via the Bay Ridge line at 65th Street, and points west via the cross-harbor rail barge floats at 65th and 51st Streets.



##### » Activate Marine Cargo at SBMT

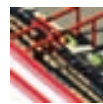
At 88 acres, South Brooklyn Marine Terminal is the largest land area holding of the City within the Sunset Park industrial waterfront district. Leases have recently been executed with marine-cargo based firms, (including The Axis Group and Sims Construction), in this location to leverage the parcel's industrial waterfront assets. These operations are the first moves intended to catalyze a more robust center of marine-based industrial employment at this location.



#### RECOMMENDATIONS

##### » Activate Rail & Marine Transfer Hub at 65th St. Yard

The 65th Street rail yard sits at a critical juncture between the harbor, the regional rail of the Bay Ridge line, and the 1st Avenue rail line serving local firms in the Sunset Park industrial waterfront district. In the past it has served as an intermodal yard as goods were transferred from water to rail to truck. The City can harness these connections through infrastructure upgrades to facilitate the multi-modal movement of incoming goods such as building materials and construction aggregates and the export of materials such as containerized solid waste. The first steps towards this goal include opening the rail floats to active use and negotiating operating agreements between the rail line operators.



##### » Establish Marine Freight Village at SBMT

The creation of a marine freight village in this location could maximize the efficient use of marine and rail transportation infrastructure in the district while providing a solid employment base. A marine freight village is defined as a cluster of value-added businesses that utilize multi and inter-modal infrastructure in



providing logistics services. It achieves efficiency through the integration of shared infrastructure and services, and could leverage new SBMT tenants such as The Axis Group.

##### » Expand Rail Capacity

The 1st Avenue rail upgrades that the City is currently implementing can be expanded to extend service to businesses along its length and to new ones at the South Brooklyn Marine Terminal. This additional rail capacity enables firms to use a freight transport method that mitigates truck congestion and greatly reduces emissions. As a rule of thumb, each ton of freight carried by rail produces at least 80% less carbon dioxide than if moved by road, and a small train replaces roughly 30 truck trips.



##### » Continue Study of Deepwater Container Port

As stated by the 2007 NYMTC report, freight traffic servicing the NYC metropolitan region is expected to increase 50% by 2025. In light of this demand and the limited options to expand maritime freight facilities in the harbor, further exploration of a deepwater container port in coordination with key stakeholders is warranted.





## GOAL: INCREASE EFFICIENT MOVEMENT OF GOODS

### VEHICULAR INFRASTRUCTURE



#### CURRENT INVESTMENTS

##### » Bush Terminal Circulation Improvements

The Bush Terminal Industrial Campus will soon see the implementation of vehicular, pedestrian, and bicycle circulation improvements catalyzed by the construction of Bush Terminal Piers Park. These circulation improvements will not only separate industrial traffic at the Bush Terminal campus from the Park users, but will serve as an industrial model for future improvements in the rest of the waterfront district.



##### » Resurface Roadways

Streetscape conditions vary greatly within the waterfront industrial district. Some are well-surfaced with asphalt, while others are littered with sizable potholes, abandoned rail lines, and exposed cobble. Greater efficiency in local vehicle traffic can be achieved by resurfacing the newly designated truck routes, as delineated by the blue lines in the above drawing.

##### » Improve Intersection and Roadway Configurations

Turning radius adjustments have been studied for portions of the district as part of the Southwest Brooklyn Industrial Business Zone Transportation and Infrastructure Analysis Report released in 2007. This recommendation calls for the implementation of these and other improvements at key intersections and roadways throughout the industrial district.



##### » Support the Study of New Gowanus Expressway Access at 39th St.

The Gowanus Expressway is directly adjacent to the Sunset Park waterfront industrial district, yet the highway is only accessible at two points along this length and the 39th Street access point is for incoming southbound traffic only. This difficulty of access to the industrial district causes a large amount of truck traffic congestion and subsequent emissions in the local area. Access improvement options range from a large-scale Gowanus Expressway overhaul to the conversion to a buried tunnel. This recommendation is to study the implication of adding both northbound and southbound on-ramps to the Expressway at 39th Street as a strategy to increase the efficient movement of goods while reducing congestion and emissions.

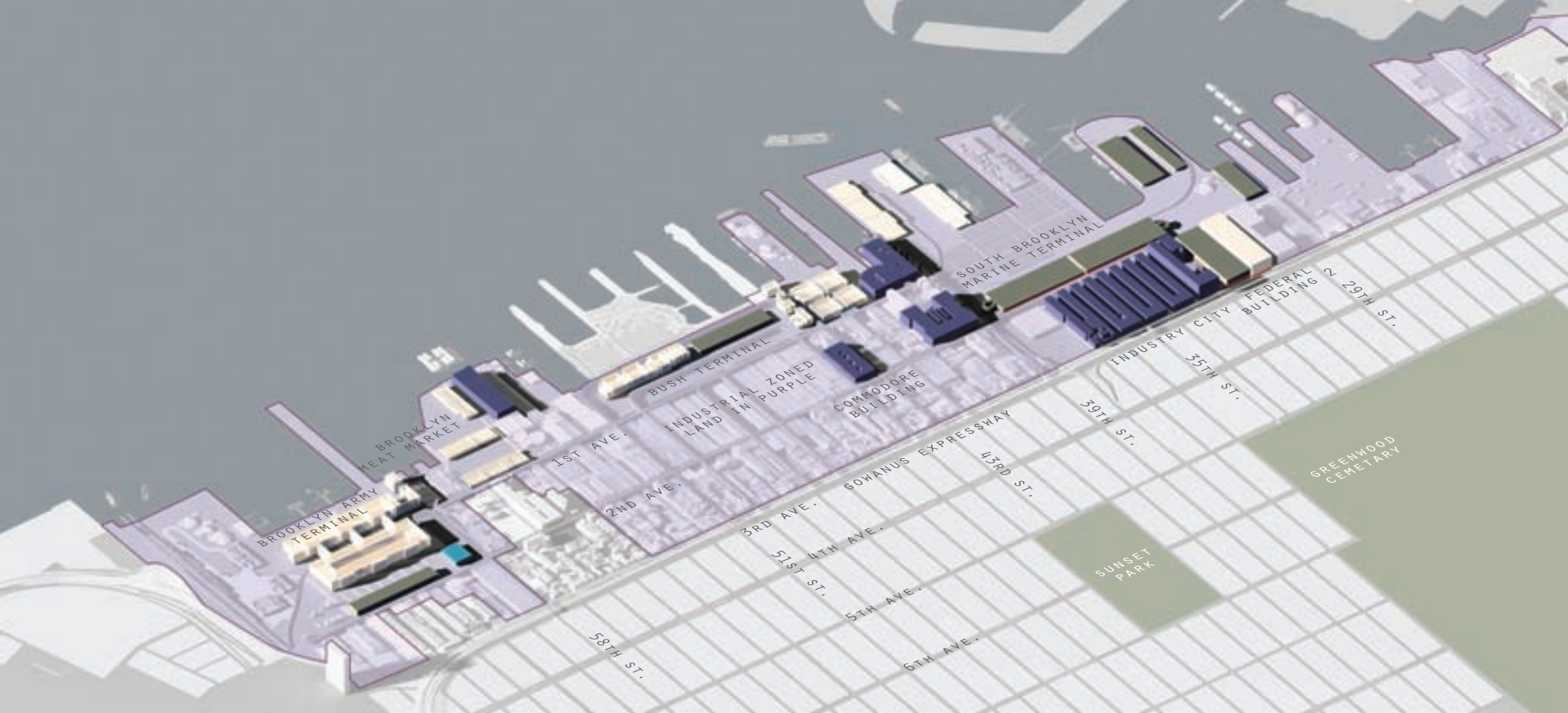


#### RECOMMENDATIONS

##### » Improve Signage, Signaling, and Lighting

While there is currently a hierarchy of designated truck routes throughout the industrial district, their use is often unenforced and not followed by trucks moving through the area. Increased clarity of truck route delineation through signage and associated enforcement of misuse can increase the efficient movement of goods in the area. New signaling and lighting at key intersections could also increase truck circulation efficiency.





## GOAL: PROTECT AND GROW INDUSTRIAL EMPLOYMENT

### RENOVATION AND INFILL

#### CURRENT INVESTMENTS

##### » Preserve City-Owned Assets for Industrial Use

The goal of industrial job preservation and growth within the Sunset Park waterfront industrial district is shared by the City and neighborhood alike. The City has continued to attract and secure industrial tenants across its large portfolio of assets in the area, including Brooklyn Army Terminal, Bush Terminal, and South Brooklyn Marine Terminal.



#### RECOMMENDATIONS

##### » Explore Activation of Vacant Industrial Space

The industrial building stock in Sunset Park presents a number of challenges in serving the needs of modern industrial users. Specifically, the vast amount of above-ground square footage found in large, old, multi-story buildings is difficult to make economically viable for contemporary industry, and as a result vacancy in these structures is a large issue. Innovative strategies, including creative use of zoning tools and district management models, should be explored to increase the activation of vacant industrial space with a potential expanded set of allowable non-residential



uses without threatening or compromising the industrial integrity of the district.

##### » Continue Capital Improvements to Industrial Space

Improvements must be made to the available industrial building stock in order to attract new industrial tenants and build on current industry-targeted property dispositions. While many tenants choose to locate in Sunset Park due to the availability of space, new industrial growth can come on the heels of building infrastructure upgrades, enhancements, and fit-outs that best serve the needs of contemporary industry.

##### » Improve Connections to Workforce Development Resources

The Sunset Park residential neighborhood, with its increasing immigrant population, would benefit from stronger workforce connections with local industrial businesses. In the long-term, there are a few structures that could be converted into facilities to house workforce programs (including ancillary structures at the Brooklyn Army Terminal as



highlighted in blue). Additionally, partnerships with other educational institutions in the City can be expanded to better serve the local community.

##### » Consider Additional District Parking and Infill Development

As industrial users in the district begin to densify the area, development sites for infill and additional district parking should be considered. Many areas in the Sunset Park industrial waterfront are used as surface parking lots. Additional decked parking in the area may be considered to free up valuable land for other industrial uses. Vertical parking structures could also be used by an industrial tenant on one side and a non-industrial tenant on the other, creating a practical and efficient division between disparate land uses in certain locations such as the 2nd Avenue boundary of South Brooklyn Marine Terminal.





## GOAL: PROMOTE GREEN PRACTICES



### CURRENT INVESTMENTS

#### » Conduct City-wide Green Sector Study

A New York City-wide study of emerging green industrial sectors commenced in 2008, with the goal of identifying key areas of future growth in firms with green industrial practices. The study aims to identify space and infrastructure needs from these clusters and match those needs with industrial business zone opportunities, such as those prevalent in Sunset Park.

#### » Increase Energy Efficiency at Brooklyn Army Terminal

The New York City Economic Development Corporation has undertaken a major renovation of the Brooklyn Army Terminal facilities, and in doing so has offered a host of incentive programs for its tenants. The energy cost-savings program enables the delivery component of electricity bills to be reduced by 45 percent. Furthermore, the delivery component of natural gas bills can be reduced by 35 percent.

### RECOMMENDATIONS

#### » Promote Efficiency Through Infrastructure

The New York Industrial Retention Network (NYIRN) has conducted a City-wide study defining the potential for solar array deployment across large-



footprint industrial building rooftops. The report found a large number of large-roofed industrial structures in Sunset Park with solar capabilities, including many that are City-owned. This can significantly help mitigate emissions associated with energy production within one of the City's load-pockets. Other energy efficient infrastructure includes district heating loops within specified utility corridors, and individual building resource efficiency measures.

#### » Establish District-Wide Environmental Policies

In an industrial area with such a concentration of City-owned properties, it is possible for the City to adopt district-wide environmental policies that can be a model for private owners and tenants. It is important to note that many of the rail and marine freight movement are also emissions-reducing investments. For example, 1 barge has enough capacity to replace 100 truck trips, and per ton carried, rail produces at least 80 percent less carbon dioxide than if moved by road while requiring 4 to 7 times less energy in doing so. (source: Freight on Rail) Beyond these multi-modal infrastructure investments, the City should promote the adoption of



alternatively-fueled vehicle fleets that can greatly reduce emissions. Additional policy measures that provide incentives for firms to incorporate environmentally efficient practices should be applied to the entire industrial business zone. Additionally, the City should continue to work with UPROSE and other community partners to identify remediation and reactivation strategies for area brownfields through the Brownfield Opportunity Area Program.

#### » Advance Recycling and Energy Initiatives

The Sunset Park industrial waterfront has a tremendous diversity of firm types that can begin to communicate with one another in an effort to increase resource use efficiency through a process called industrial symbiosis. Industrial symbiosis is a process of traditionally separate industries engaging with one another in a collective approach to competitive advantage involving physical change of materials, energy, water, and/or by-products. (source: Chertow, Yale ESF) An organizational framework across stakeholders including the City, industrial advocacy firms, and individual businesses should be established to begin to define resource sharing opportunities.







## GOAL: BALANCE NEIGHBORHOOD NEEDS

### PUBLIC ACCESS AND AMENITIES

#### CURRENT INVESTMENTS

##### » Create Major Open Space at Bush Terminal Piers

The new 22-acre Bush Terminal Piers Park will become a major new community open space asset for both the Sunset Park neighborhood and City alike. As the largest State Bond Act grant for brownfield remediation in New York State history, it will host a variety of programs spanning active and passive recreation, environmental education, urban reforestation, wetland restoration, and stormwater management best practices.



#### RECOMMENDATIONS

##### » Create East-West Pedestrian Friendly Streetscapes

Bush Terminal Piers park provides a major new public amenity along the waterfront but is disconnected from the Sunset Park neighborhood and forces visitors to maneuver down still-active industrial streets to access. In tandem with the newly proposed vehicular and truck circulation routes displayed earlier, key corridors at 35th, 43rd, 51st, and 58th streets have been identified to become pedestrian friendly streetscapes, enabling safe passage to the shared asset of the Brooklyn waterfront.



There is also an opportunity to tie these public realm corridors into existing open space and cultural amenities within the uphill Sunset Park neighborhood to the east. Establishing streetscape linkages with the Sunset Park open space and Greenwood Cemetery can create a network of green refuges along this newly created network of public realm enhancements.

##### » Explore Ferry Service Along Waterfront

Currently, there is water taxi service located on Pier 4 just west of Brooklyn Army Terminal providing service to Manhattan from Brooklyn. While this public transportation service has been used in the past mostly by commuters from Bay Ridge traveling to downtown to work, the newly designed park at Bush Terminal Piers and other public realm enhancements and amenities could catalyze further development of ferry stops along the waterfront edge in key locations.



##### » Commence Brooklyn Waterfront Greenway Masterplan

The alignment of the future Brooklyn waterfront greenway masterplan is an important effort that will kick off this year. These public realm enhancements, recommended to be carried out within and adjacent to the Sunset Park waterfront industrial district, can help inform in more detail how the continuous route of the greenway could best maneuver through the area without compromising industrial activity.

##### » Explore Transit Extension to Serve Local Community

The current B-70 bus line terminates at 39th Street and 1st Avenue. This key public transit connection into the Sunset Park community could be extended, as displayed by the dotted purple line in the image above, down 1st Avenue in conjunction with the opening of Bush Terminal Piers Park, and increased activity at both Bush Terminal and Brooklyn Army Terminal.





## COMPOSITE RECOMMENDATIONS

SUNSET PARK WATERFRONT VISION PLAN

### MAXIMIZE EFFICIENT MOVEMENT OF GOODS

#### Current Investments

- » 1st Avenue Rail Upgrades
- » Marine Cargo at SBMT
- » Bush Terminal Circulation Improvements



#### Recommendations

- » Create Rail & Marine Transfer Hub at 65th St. Yard
- » Create Marine Freight Village at SBMT
- » Expand Rail Capacity
- » Continue Consideration of Deepwater Container Port in Coordination with Key Stakeholders
- » Improve Signage, Signaling, and Lighting
- » Resurface Roadways
- » Improve Intersection and Roadway Configurations
- » Support the Study of New Gowanus Expressway Access at 39th St.

### PROTECT AND GROW INDUSTRIAL EMPLOYMENT

#### Current Investments

- » Industry-Targeted Property Dispositions



#### Recommendations

- » Explore Activation of Vacant Industrial Space, Including Zoning Tools and District Management Strategies
- » Continue Capital Improvements to Industrial Space
- » Improve Connections to Workforce Development Resources
- » Consider Additional District Parking and Infill Development

### PROMOTE GREEN PRACTICES

#### Current Investments

- » Conduct City-wide Green Sector Study
- » Increase Energy Efficiency at Brooklyn Army Terminal



#### Recommendations

- » Promote Efficiency Through Infrastructure
- » Establish District-Wide Environmental Policies
- » Advanced Recycling and Energy Initiatives

### BALANCE NEIGHBORHOOD NEEDS

#### Current Investments

- » Create Major Open Space at Bush Terminal Piers



#### Recommendations

- » Create East-West Pedestrian Friendly Streetscapes
- » Explore Ferry Service Along Waterfront
- » Commence Brooklyn Waterfront Greenway Masterplan
- » Explore Transit Extension to Serve Local Community



## SOUTH BROOKLYN MARINE TERMINAL DISTRICT

### » Marine Freight Village and Advanced Recycling Hub

This district balances increased maritime, recycling, and job-intensive industrial and commercial activity through investments in infrastructure and a focus on activating large-format industrial buildings.

## BUSH TERMINAL DISTRICT

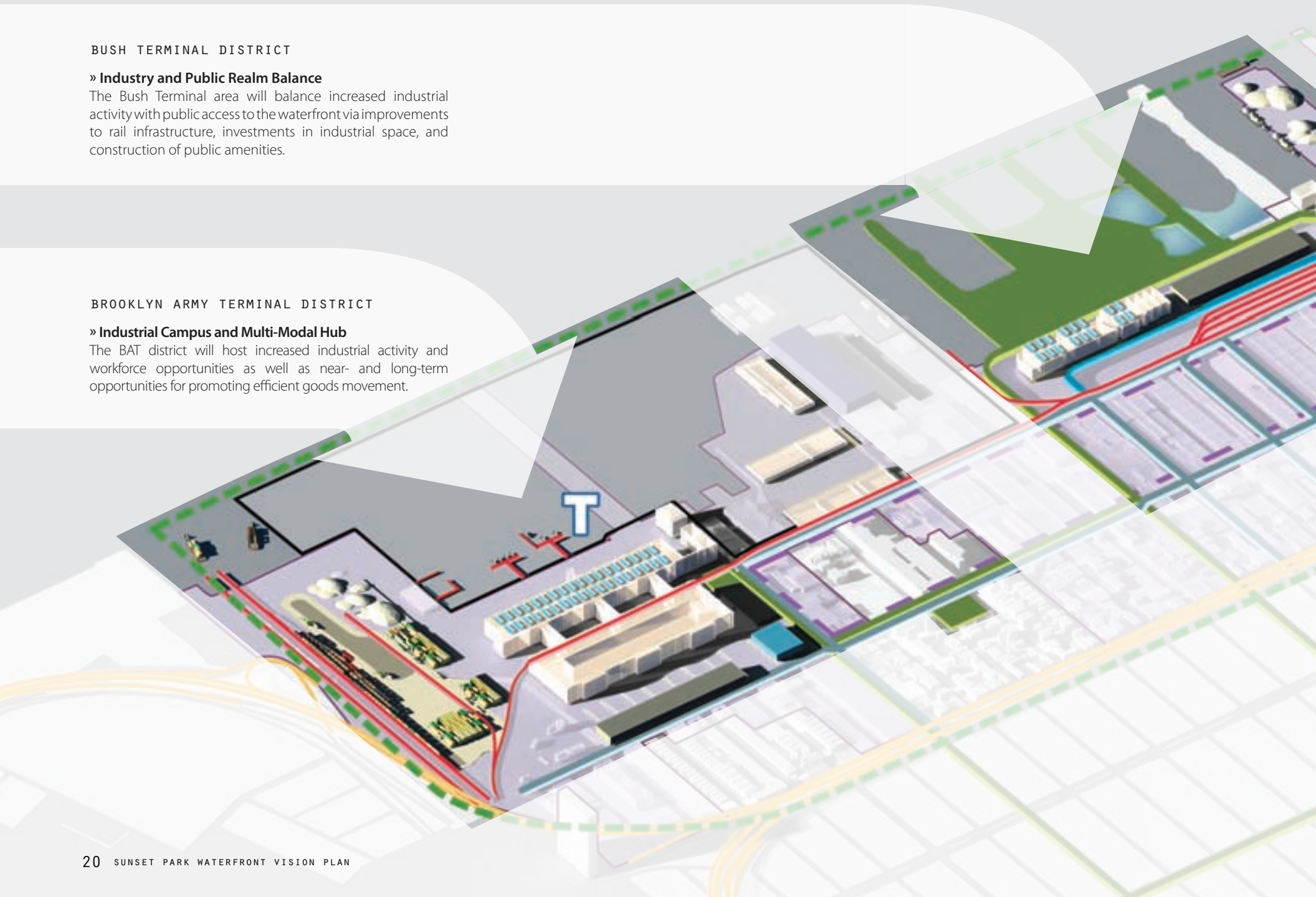
### » Industry and Public Realm Balance

The Bush Terminal area will balance increased industrial activity with public access to the waterfront via improvements to rail infrastructure, investments in industrial space, and construction of public amenities.

## BROOKLYN ARMY TERMINAL DISTRICT

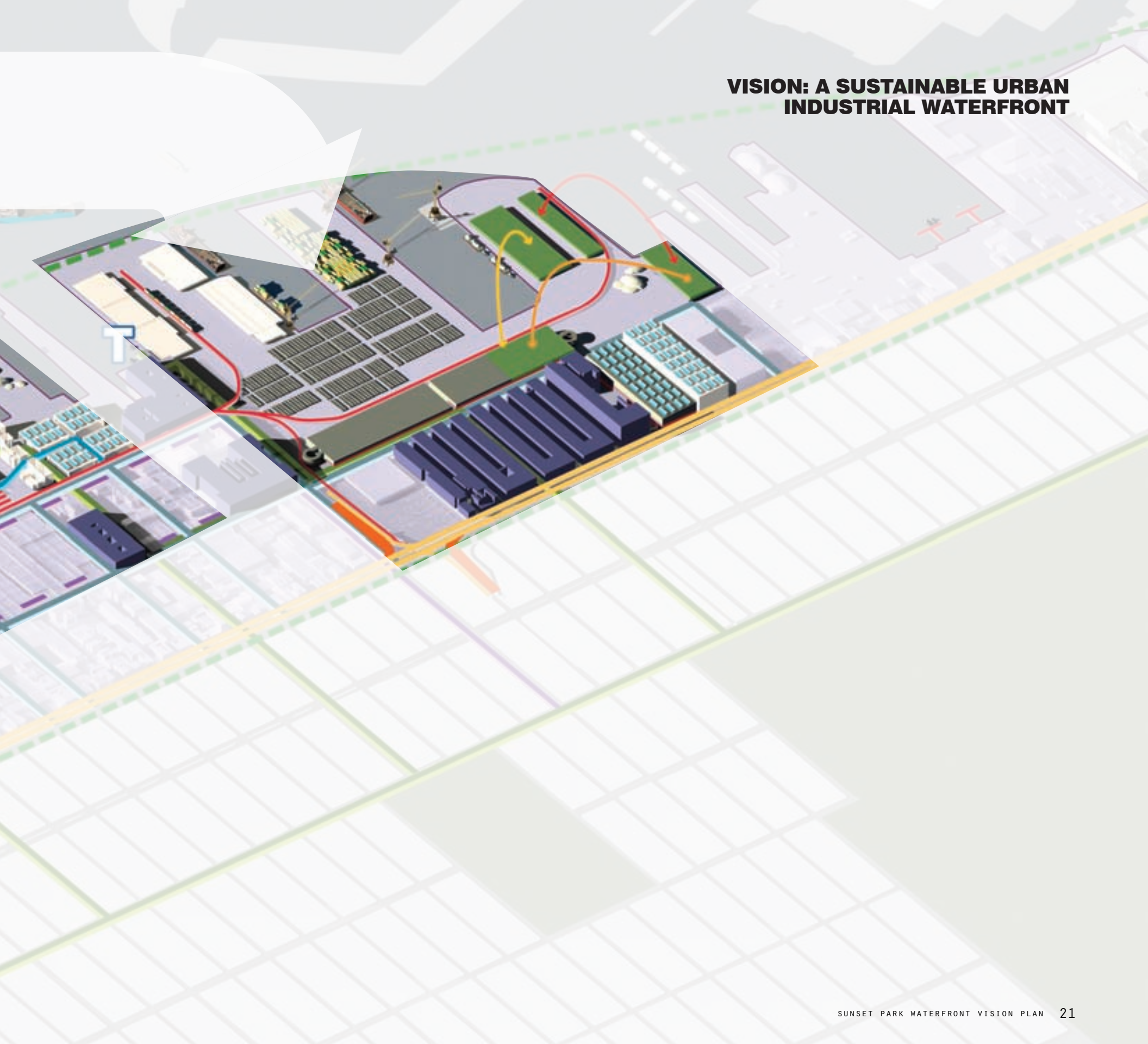
### » Industrial Campus and Multi-Modal Hub

The BAT district will host increased industrial activity and workforce opportunities as well as near- and long-term opportunities for promoting efficient goods movement.









**VISION: A SUSTAINABLE URBAN INDUSTRIAL WATERFRONT**





# IMPLEMENTATION STRATEGY

In a reality of limited resources, the goals and recommendations are shaped by the following implementation strategies in the short, medium and long-term:

		SHORT TERM (0-3 YEARS)	MEDIUM TERM (3-9 YEARS)	LONG TERM (10+ YEARS)
INCREASE EFFICIENT MOVEMENT OF GOODS		» Bring Rail, Road, and Marine Infrastructure to a State of Good Repair	» Select Professional Operators of Marine and Rail; Make Upgrades for Higher Cargo Capacity	» Densify and Increase Marine and Rail Users; Improve Regional Connections; Begin Container Port Investments
PROTECT AND GROW INDUSTRIAL EMPLOYMENT		» Continue Negotiations for Targeted Real Estate Dispositions and Space Renovations	» Explore Policy Tools to Facilitate Industrial and Job Expansion	» Explore New Infill Construction on City Properties
PROMOTE GREEN PRACTICES		» Complete Remediation and Habitat Restoration of Former Brownfield Site at Bush Terminal	» Study and Implement District-Wide Environmental Best Practices	» Facilitate Resource and Operational Efficiencies Between Firms
BALANCE NEIGHBORHOOD NEEDS		» Construct Public Open Space Amenity on the Waterfront	» Implement Public Access Improvements to Waterfront Open Space	» Identify and Construct Additional Public Access and Amenities
COST IMPACT		» Low Cost, Currently Funded Projects	» Medium Cost, Currently Unfunded Projects	» High to Very High Cost, Currently Unfunded Projects that Require Multiple Sources of Funding

<p><b>Short-Term Strategy (0 to 3 years)</b> State-of-Good Repair &amp; Asset Stabilization</p> <ul style="list-style-type: none"> <li>Invest in the City's aging infrastructure - including rail, roads, piers, bulkheads and buildings - to bring it up to modern standards and functionality and to attract new businesses to Sunset Park</li> <li>Define a strategy to stabilize the City's real estate portfolio with strategic asset management and targeted capital improvements</li> </ul>	<p><b>Medium-Term Strategy (3 to 9 years)</b> Professionalize Service &amp; Renovation and Adaptive Re-use of Industrial Space</p> <ul style="list-style-type: none"> <li>With capital improvements made, begin to leverage the existing, valuable infrastructure, such as rails and rail floats, with a professional operator and efficient service</li> <li>Explore ways to activate vacant upper floor space of both public and privately-owned buildings through the use of various tools that may include financing and zoning incentives, potential expansion of allowable uses, district management strategies, and other city actions</li> </ul>	<p><b>Long-Term Strategy (10+ years)</b> Densification of Users &amp; New Development and Infill</p> <ul style="list-style-type: none"> <li>Over the long term, begin to densify and diversify the building stock and users, and maintain the Sunset Park waterfront as one of the City's premier industrial centers</li> <li>Launch full marketing campaign of Sunset Park as a sustainable urban industrial waterfront, and increase the usage of its maritime and rail infrastructure assets</li> <li>With added density of industrial users, assess new development sites and possible infill industrial development and potential new parking opportunities to support the industrial community</li> </ul>
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Brooklyn Army Terminal. Source: EDAW

## CONCLUSION

The Sunset Park Waterfront Vision Plan represents the combined efforts of multiple constituencies working together towards a common goal for the future health of the Sunset Park industrial waterfront district.

This industrial waterfront's strategic location on Upper New York Bay, extensive industrial infrastructure, access to a local labor pool, and connections to major transportation networks serving New York City as well as the wider region, help the district maintain its importance as a working waterfront. The City and the Sunset Park Waterfront Vision Plan Working Group are ready to act on the ideas within this document, and use these recommendations

to achieve the vision of making industry a better urban neighbor and continuing player in the greater New York City economy.

By growing and strengthening the Sunset Park Industrial Waterfront and realizing the recommendations set forth in this Vision Plan, the City can also realize substantial job creation and emissions benefits, while also using City capital investments to leverage non-City funding sources and private investment.

The short-term recommendations alone have the potential to create or induce 5,000 jobs in Sunset Park, and defer as

many as 19,500 annual regional truck trips (53 trips/day) and 1,000 tons of CO<sub>2</sub> emissions. Implementation of the full Vision Plan could result in the creation or inducement of approximately 11,000 jobs, the elimination of over 70,000 annual regional truck trips and 5,000 tons of CO<sub>2</sub> emissions, as well as the activation of approximately 3.5 million square feet of industrial space for job-generating uses. Taken together, the recommendations set forth above outline a comprehensive vision for the growth and development of the Sunset Park Waterfront, and for the advancement of the shared goals to improve goods movement, protect and grow critical industries, and incorporate public amenities and green, sustainable practices.





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