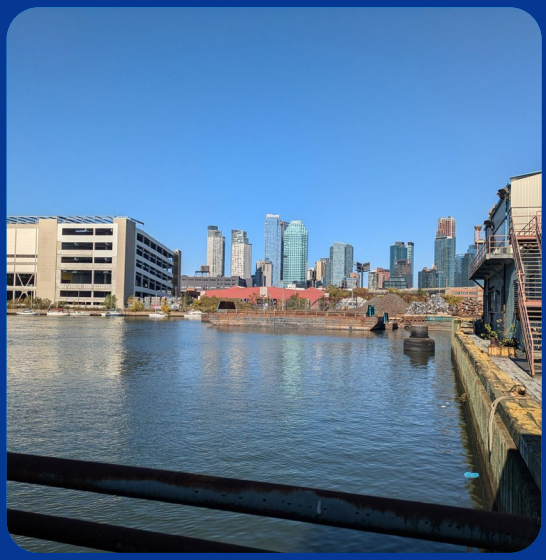
NYC Industrial Plan

FINAL REPORT

December 2025
nyc.gov/industrialplan



NYC

TABLE OF CONTENTS

LETTER FROM LEADERSHIP

Today, over half a million New Yorkers work in the industrial sector. They construct our buildings, maintain roads, bridges, and tunnels, transport essential goods, and make everything from clothes to coffee and films. They turned the city into an economic powerhouse. And for many people, industrial jobs are an important path to the middle-class.

Unfortunately, the story of manufacturing is too often told in retrospective. Industrial businesses clearly face challenges today, but the industrial sector still represents 15 percent of private sector jobs in the five boroughs, and our region remains one of the nation's most critical industrial clusters. New York City must support this vital field.

This report, the first of its kind, looks at how government tools can help the industry evolve and continue to meet the needs of our city and its workers. As the sector as changed, our planning tools to support it have not kept pace. With the strategies laid out in this plan, we can ensure that industry remains an essential part of New York City's economic fabric well into the future.

These strategies were born from the insight of hundreds of New Yorkers who work in, live in, and care about our industrial neighborhoods, and developed in close consultation with industrial businesses, advocates, experts, and communities. We are deeply grateful to every New Yorker who helped to shape this plan, especially members of the City Council who have been strong advocates for industrial businesses and jobs, and have been close collaborators on this report since the passage of Local Law 172.

Our efforts will not end with this plan. We will keep working in the years ahead to implement these strategies, which are organized around five pillars: an innovative sector; space to grow; a modern, efficient freight network; clean and safe industrial neighborhoods; and resilience to climate risks. But with this plan, for the first time, we have a comprehensive blueprint for the work ahead.

Daniel R. Garodnick
Director of the New York City Department of City Planning
and Chair of the City Planning Commission

ABOUT THE NYC INDUSTRIAL PLAN

The NYC Industrial Plan lays the foundation for strengthening and modernizing the city's industrial sector within a transparent policy framework that supports businesses, promotes job growth, and ensures the sustainable and effective use of the city's industrial areas. It was developed by the Department of City Planning (DCP), in partnership with the New York City Economic Development Corporation (NYCEDC) and the Department of Small Business Services (SBS) with support from other City agencies.

This plan provides a framework for the industrial sector and for industrial areas to guide future policy, programs, and capital investments affecting economic and workforce development, land use, development, transportation planning, and environmental planning.

Local Law 172 of 2023 outlines specific requirements and guides much of the content in this Plan. Requirements of the law include:

- Conducting research and analysis on current employment trends, land use, real estate conditions, and broader economic patterns.
- Gathering feedback through extensive engagement with industry experts, local organizations, community stakeholders, and a business survey.
- Identifying and designating Primary Industrial Areas – a new classification for predominantly industrial parts of the city with strong freight transportation connectivity.
- Developing recommendations for new and existing policies, incentives, programs, and land use tools.

The NYC Industrial will be updated every eight years to ensure the City's industrial strategy continues to evolve and respond to changing economic conditions, technological advancements, business needs, and community concerns.

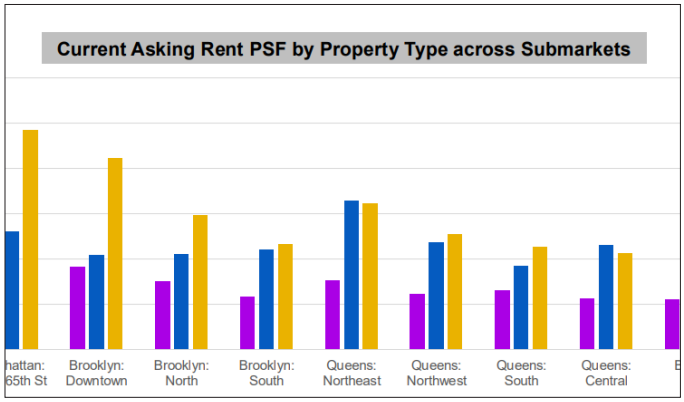
HOW THE NYC INDUSTRIAL PLAN WAS DEVELOPED

Fall 2024
PUBLIC KICKOFF

Spring 2025
EXISTING CONDITIONS & GOALS UPDATE

LEARN

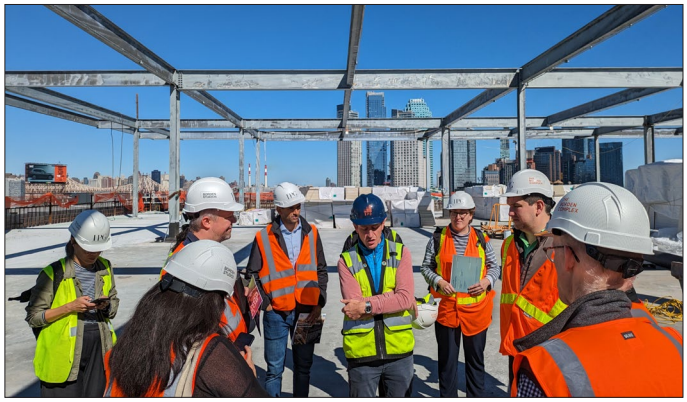
Data Collection



Research: Existing conditions were informed by rigorous analysis of employment, real estate, land use and sector trends.

Survey: Over 600 industrial businesses, workers, and residents completed the survey.

Engagement



Tours: Planners visited more than a dozen industrial areas in all five boroughs

Conversations: Diverse perspectives were shared in eight panels, workshops, and info sessions.

The NYC Industrial Plan was the result of fifteen months of extensive research, engagement with hundreds of stakeholders, industrial area tours, town halls, and public feedback on the Draft Plan. The Plan was developed in partnership with NYCEDC, SBS, and the interagency working group.

Fall 2025
DRAFT RELEASE

Winter 2025
FINAL REPORT RELEASE

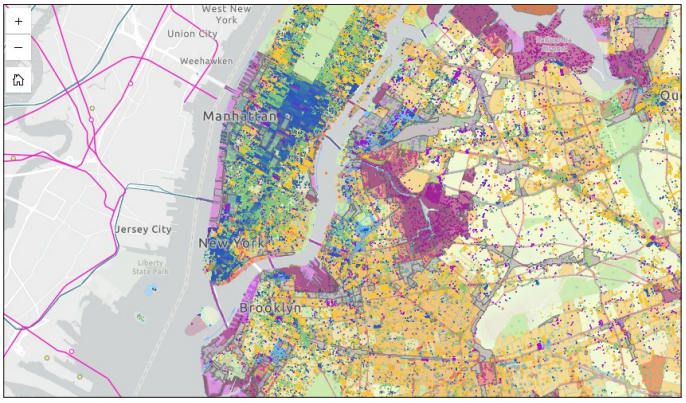
CREATE **REFINE**

Stakeholder Meetings: NYC Planning met with over 50 stakeholders.

Public Feedback

Town Halls: 150 people attended the **five borough-based town halls** on the Draft Plan.

Interagency Working Group: Staff from SBS, NYCEDC, NYCDOT, DCAS, DEP,DSNY, the Mayor's Office of Talent, and SCA contributed to the Plan.



Digital Engagement Tools: A data explorer and online feedback form allowed the public to explore trends and provide comments.

Figure 1: NineDot Energy installs a battery energy storage system (BESS) in NYC. BESS are one of the city's fastest growing industrial asset classes. Source: NineDot Energy

INTRODUCTION

The industrial sector is the backbone of the city's economy. It's a crucial driver of good jobs that keep the city running: building and maintaining infrastructure, moving goods, and making things. Construction contractors build housing, offices, and infrastructure that support the city's growth. Wholesalers supply grocery stores and restaurants with food and hospitals with medicine and equipment. The goods and packages New Yorkers purchase are stored in and delivered from warehouses in all five boroughs. Utilities provide electricity to power businesses and oil to heat homes. Manufacturers, though a small segment of the total industrial sector, serve New York City's niche clientele and play an important role in incubating new businesses.

While manufacturing has seen a long-term decline in employment since its peak in 1947, the broader industrial sector still plays a vital and underappreciated role in the city's economy. Industrial employment has stabilized over the past two decades and now boasts 550,000 private sector jobs — approximately 15 percent of all private employment. The industrial economy has diversified and is now dominated by non-manufacturing jobs in transportation and logistics, distribution, film and media, construction, and utilities. It remains an important source of jobs for New Yorkers without a college degree. Manufacturing districts comprise 15 percent of New York City's land area, underscoring their significant role in the city's physical and economic infrastructure.

As New York City grows and adapts in the 21st century, the industrial sector must adapt as well

As the City plans for the future of this vital sector, five key challenges have become clear over the course of months of research and interviews. These include the ongoing evolution of industrial activities; high demand for industrial space; poor conditions in the public realm; truck traffic and congestion; and the increasing threat of climate change. The NYC Industrial Plan aims to address these issues through strategic policy recommendations that support a modern, resilient, and equitable industrial economy, one that continues to serve the city's diverse workforce and critical infrastructure needs. Based on engagement with external stakeholders and within City government, this plan includes five goals, 20 strategies, and 72 ideas for improving the industrial economy of NYC. The goals include the following:

- Enable industrial businesses to evolve, innovate, and modernize by reducing red tape, investing in capacity building, workforce development programs, helping businesses adopt green technologies, and investing in innovation.
- Advance a balanced and coherent land and real estate strategy through land use policies that reinforce "Primary Industrial Areas" and promote the inclusion of industrial uses in mixed-use projects, while reducing regulatory barriers to industrial development and investment, and modernizing City processes to make it easier to site industrial operations.
- Support modern and efficient freight movement by investing in "Blue Highways", rail freight, micromobility, and improved freight mobility.
- Promote clean and safe industrial areas by creating new design tools and partnerships to prioritize public realm management.
- Prepare industrial areas for climate threats by increasing flood preparedness and mitigating extreme heat.

ACKNOWLEDGMENTS

While the planning process was overseen and led by the NYC Department of City Planning, the NYC Industrial Plan is informed by input from a wide range of contributors:

New Yorkers

Business owners, workers, community members, and anyone with an interest in industrial policy who completed the survey or submitted feedback at public meetings or through online engagement tools.

Stakeholders

Elected officials, community leaders, business owners, and subject matter experts who:

- Partnered with us on engagement, helping to maximize awareness and participation
- Hosted tours of businesses and industrial areas
- Participated in focus groups, interviews, and briefings in the planning process, adding valuable ideas and perspectives

Governmental partners

NYC Planning partnered with multiple City agencies to assess existing conditions, engage with communities, and develop recommendations. The following agencies made substantial contributions to the development of the plan:

- NYC Economic Development Corporation
- Department of Small Business Services
- Department of Citywide Administrative Services
- NYC Department of Transportation
- Department of Sanitation
- Mayor's Office of Climate and Environmental Justice
- Department of Environmental Protection
- Mayor's Office of Talent
- Office of the Deputy Mayor for Housing, Economic Development, and Workforce
- Office of the Deputy Mayor of Operations, and the Chief Public Realm Officer.

This page was intentionally left blank.

02 UNDERSTANDING THE CITY'S INDUSTRIAL SECTOR

Figure 2: Newtown Creek Wastewater Treatment Plant. The largest of the city's wastewater treatment plants, facilities that are critical to the city's functioning. Source: NYC DEP

HISTORY OF INDUSTRIAL BUSINESSES IN NEW YORK CITY

Industry has shaped New York City's landscape since its inception as a fur, wheat, and sugar trading hub in the 17th century. At the end of the colonial period, New York emerged as North America's largest port, surpassing Boston, Philadelphia, and New Orleans due to its proximity to inland waterways and its deep, protected harbor. The opening of the Erie Canal in 1825 further established New York as a preeminent center of global trade and logistics activity, enabling goods to travel from the American heartland to international markets (and vice versa).

Figure 3: The mouth of the Erie Canal shortly after its opening in 1825. The man-made waterway entrenched New York as a maritime industrial hub. Source: NYPL Digital Collections

Figure 4. Garment workers cutting cloth in a downtown factory. New York rode a wave of immigration and technological innovation to become dominant in textile production. Source: NYPL Digital Collections

In the 19th century, New York City leveraged its dominance in the textile trade to become a garment manufacturing giant following the invention of the sewing machine and the subsequent industrialization of clothes production. Waves of immigration in the latter half of the century brought labor and know-how that supercharged New York's industrial economy, providing significant boosts to the city's apparel and printing sectors and leading to a boom in multi-story factory construction.

This growth continued until 1947 when manufacturing employment peaked at 1.2 million jobs and went into steady decline following the construction of the interstate highway system, which established trucks as the dominant mode of freight transportation and allowed manufacturers

Figure 5. The construction of the Gowanus Expressway. Highways increased industrial business' adoption of the automobile and made suburban sites more viable. Source: NYPL Digital Collections

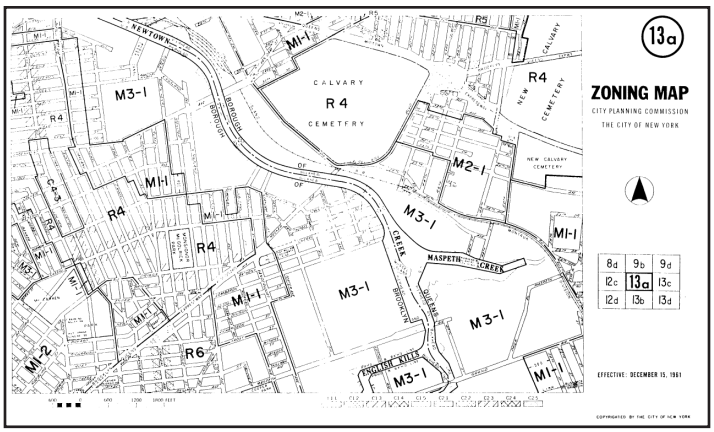


Figure 6. The 1961 Zoning Resolution's zoning map for Newtown Creek. The 1961 ZR sought to enable the city's manufacturing districts to better compete with the growing suburbs. Source: NYC Planning

to decamp to highway accessible greenfield sites in the growing suburbs.

Planners in New York City concerned about the loss of population, jobs, and the legacy of industrial pollution adopted a new Zoning Resolution in 1961 that separated uses and banned new housing in industrial districts. It required and encouraged auto-centric warehouses as the new vision to compete with the suburban locations that were attracting NYC businesses.

U.S. manufacturing employment peaked at 19.6 million jobs in 1979. In the decades that followed, reductions in trade restrictions and changes in monetary policy enabled American producers to move a greater share of their manufacturing operations and supply chains abroad, further diminishing New York's industrial base. By 2000, New York City's population and economy had rebounded, driven by the expansion of "knowledge economy" jobs in finance, healthcare, and creative sectors.

To accommodate the population influx, the City rezoned many underutilized industrial areas in the early 2000s to allow housing. However, many voiced concerns that these rezonings would result in the displacement of active industrial businesses, whose employment had stabilized amid this broader growth. In response, the City established Industrial Business Zones (IBZs) in 2005 as locations where tax incentives encouraged industrial businesses and the administration committed not to support new rezonings to permit residential development.

By 2023, manufacturing employment in the city had fallen to just 57,000 jobs. By contrast, non-industrial employment surged to 3.9 million jobs, signaling

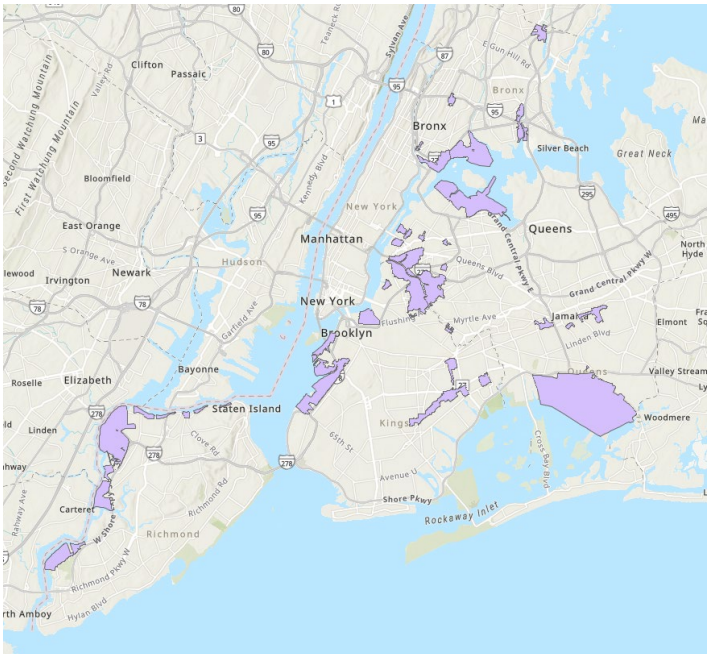
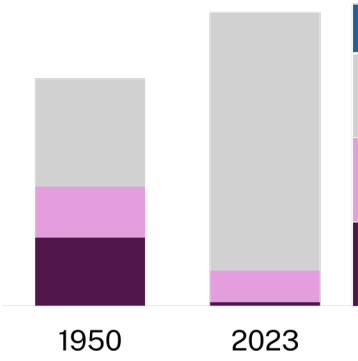


Figure 7. A map of the city's Industrial Business Zones (IBZ's). The city's IBZ policy helped stabilize industrial employment over the last two decades. Source: NYCEDC

a broad restructuring of the city's economic base. The city's new economic strengths brought about job growth across diverse array of industrial sectors such as construction, transportation and warehousing, film and television production, and those involved in the decarbonization and electrification of the city's economy.

The COVID-19 pandemic also refashioned the city's industrial economy, permanently shifting a substantial share of New Yorkers' purchases online and driving the rapid expansion of urban logistics networks. The pandemic also expanded the number of businesses with "omni-channel" models that combine production, wholesale, and retail operations. The City continues to support

Citywide Jobs, 1950 to 2023



Employment	1950	2023
Non-Industrial	1.6M	3.9M
Non-Manufacturing Industrial	777k	481k
Manufacturing	1M	57k

Figure 8: In 1950, the industrial sector dominated in NYC. Today's economy is bigger and more diverse. Source: NYC Planning, Jobs in Transition, 1966; NYC Planning Analysis of NYS DOL QCEW, all ownerships, annual averages, 2023

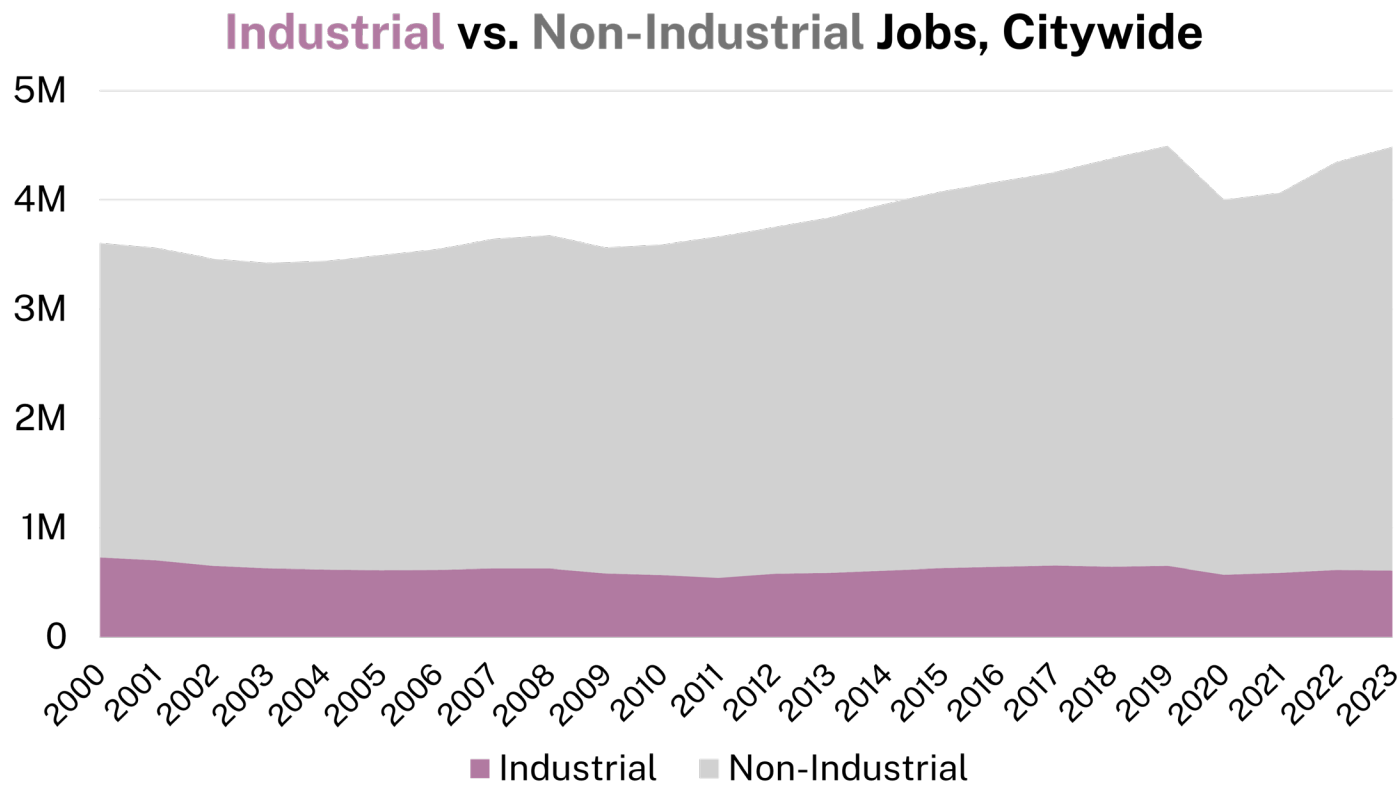


Figure 9: Industrial job declines have stabilized since 2000, while the overall economy continues to grow. Source: NYC Planning analysis of NYS DOL QCEW.

the development of flexible industrial-commercial spaces that can accommodate these dynamic entities through changes to zoning and investments in facilities like the Brooklyn Navy Yard. This diversification has also helped to stabilize industrial employment in recent years.

For over 150 years, the city's prosperity rose and fell with the rapid growth and then precipitous decline of the industrial economy. While the city's economy today is more diversified and more resilient to economic change, the city's industrial legacy is still evident in the urban landscape and new types of industrial activities aligned with logistics, sustainability, and creative production have emerged. These trends point to an industrial sector that, although smaller in scale, is deeply supportive of other components of the city's long-term growth, including its transition to a green economy and its need for infrastructure and housing development. It also speaks to an industry whose use of space needs for business continue to evolve, as will be discussed in more detail in following sections.

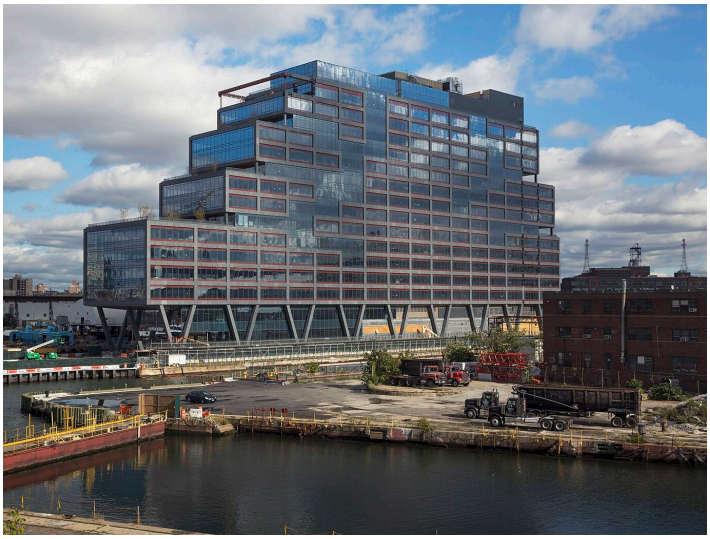


Figure 10: Building 72 at the Brooklyn Navy Yard. Industrial employment has expanded rapidly on the campus under City-led redevelopment. Source: Brooklyn Navy Yard Development Corporation

INDUSTRIAL BUSINESS IN NEW YORK CITY TODAY

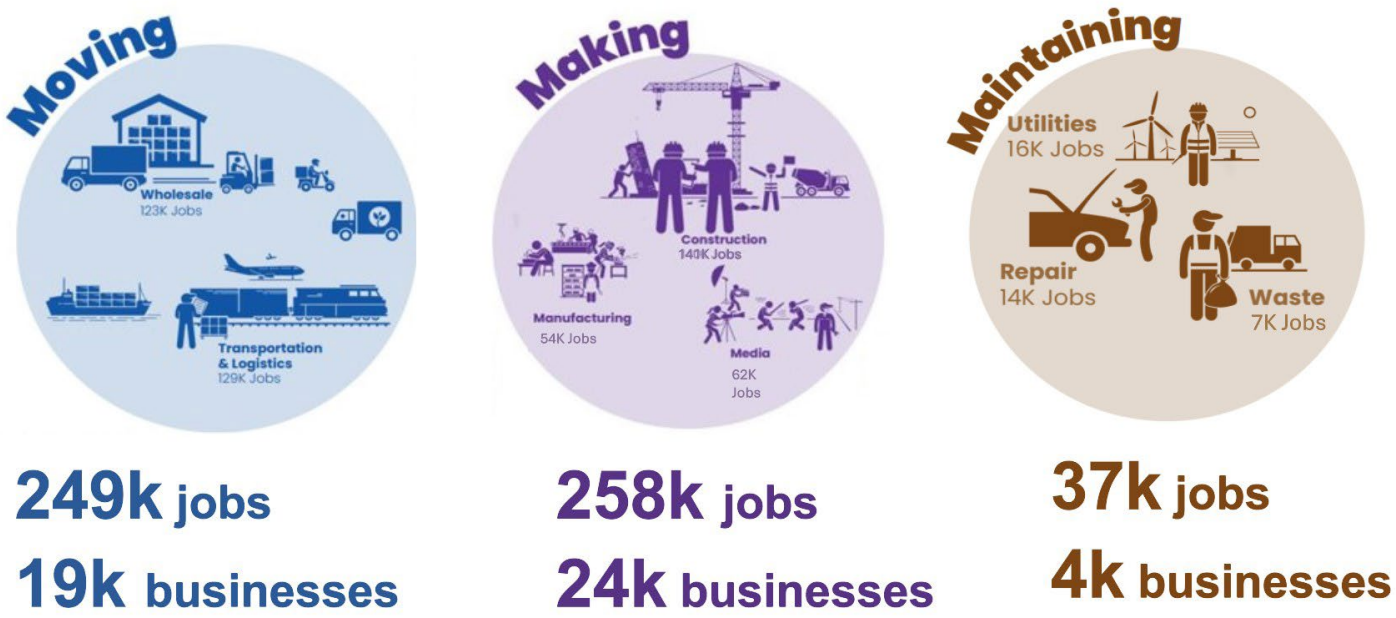


Figure 11: The 545,000 private sector industrial jobs in NYC fall into three categories. Source: NYC Planning analysis of NYS DOL QCEW, private sector, Q3 2024 (preliminary).

Together, industrial jobs form the backbone of the city's economy, providing critical services and infrastructure support for residents, businesses, and global commerce. They constitute 15 percent of all private sector employment in the city. The NYC Industrial Plan focuses its analysis on the 545,000 formally documented jobs within 47,000 private sector industrial businesses within the city limits, and groups them into three general categories: moving, making, and maintaining. These typologies rely on standard industry classification but were developed for the NYC Industrial Plan to group industries with similar operational practices.

Businesses that *move* things: This category includes 19,000 companies in the transportation, warehousing, and logistics sectors, which employ 249,000 workers. Moving businesses employ an average of 13 workers.

Businesses that *make* things: This category includes 24,000 businesses in the construction (the making of buildings) and manufacturing (making of goods), and media production (making of media and film) sectors, which employ 258,000 people. Making businesses employ an average of 11 workers.

Businesses that *maintain* things: This category includes 4,000 companies in the utility services, automotive repair, and commercial sanitation sectors that support the city's essential functions. They employ 37,000 workers. Maintaining businesses employ an average of 10 workers per establishment.

Not included in these figures are industrial occupations in non-industrial businesses, such as a janitor in a school or a stocker in a grocery store. It is estimated that there are as many as 100,000 such industrially oriented positions. These figures also do not include public sector industrial employment, of which NYC government itself estimates 40,000 jobs across sanitation, transportation, infrastructure, and building management occupations. Finally, these counts may miss informal employment

NYC Workers	Industrial Workforce	Overall Workforce
% Male	80%	57%
w/o Bachelor's Degree	70%	45%
Non-White and/or Hispanic	67%	60%
Median Wage	$57k	$70k
Median Wage w/o Bachelor's	$48k	$46k
% NYC Resident	76%	79%
Median Age	43 yrs.	40 yrs.

Figure 12: The industrial sector is more diverse, older, and male compared to the overall city workforce. Source: U.S. Census Bureau, American Community Survey 5-year microdata, 2018–2022. Wage figures are 2023 dollars.

that may be relevant especially in the form of construction labor or day labor, gig workers, or the self-employed.

Industrial jobs are a key source of opportunity for New Yorkers, particularly those without a four-year college degree. Although the median wage in the industrial sector of $57,000 is lower than the citywide median of $70,000, 70 percent of industrial jobs do not require a bachelor's degree, and within these positions, wages are slightly

Metro Area	Industrial Employment	Industrial as % of Total Employment	Industrial Building Supply
Greater LA	1.7M	21.0%	1.9B
New York	**1.7M**	**17.4%**	**1.1B**
Chicago	1.1M	23.8%	1.3B
Dallas	939k	23.7%	1.1B
Houston	800k	25.2%	779M
Atlanta	643k	22.8%	787M
Bay Area	570k	16.0%	388M
Miami	533k	19.6%	260M
Boston	443k	16.0%	268M
Washington	409k	13.2%	210M

Figure 14: The New York region is the second largest industrial economy in the country. Source: NYC Planning analysis of 2023 BLS data and CoStar market data.

higher than the city average ($48,000 vs. $46,000). The sector also offers a significant number of good-paying jobs: 245,000 industrial workers without a college degree earn more than $50,000 annually. Of these, about 80 percent are concentrated in transportation, warehousing, and construction, with the remainder in manufacturing, wholesale trade, and utilities. Compared to the overall city workforce, the industrial sector is more diverse, older, and male. The sector is also an important employment base for a wide range of New Yorkers, especially those from communities that have historically faced barriers to higher education and formal career advancement pathways.

Changes in the Industrial Economy

Although outpaced by overall job growth, the relative steadiness of industrial employment over the past 20 years suggests durability in the urban economy, particularly in areas like logistics, construction, and specialty manufacturing. Some element of that stability arises from their critical role in the city's ability to function. Examples of such critical activities are the purification of water, making of building materials, and the distribution of perishable goods.

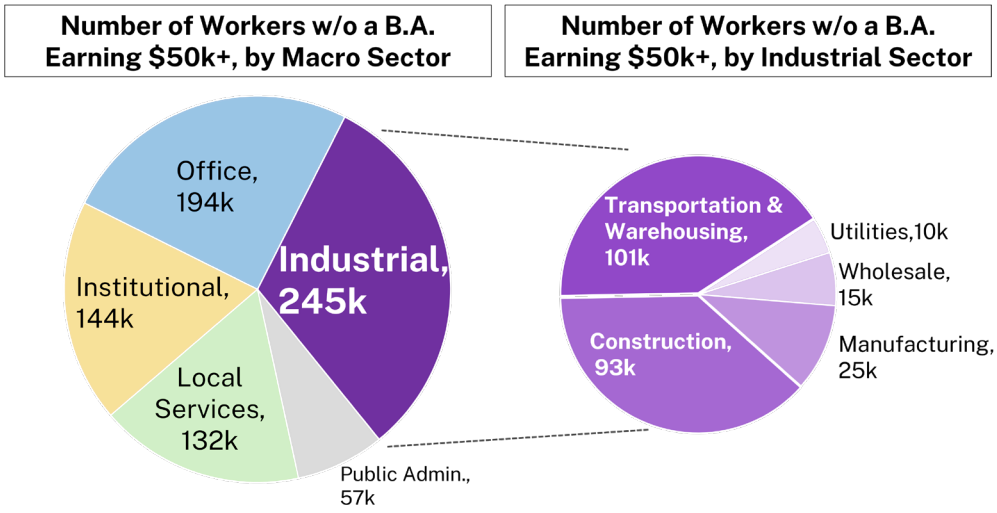


Figure 13: The industrial sector is an important source of good-paying jobs for workers without a college degree. Source: U.S. Census Bureau, 2022 American Community Survey–Public Use Microdata Sample.

New York City's industrial sector is also deeply embedded in a larger regional, national, and global context. Collectively, the New York region is the second largest industrial economy in the country, trailing only the Los Angeles metro area. The city accounts for roughly 25 percent of all industrial employment in the broader metropolitan region, which includes significant industrial hubs in New Jersey, Long Island, Connecticut, and the Hudson Valley. The connectivity of our air and seaports to interstate highways and rail networks, and our dense population centers that serve as massive consumer markets for goods, drive the strategic importance of our industrial market. NYC's economy benefits from access to cheaper, more truck-accessible industrial properties surrounding it. This allows businesses to build and access supply chains and interdependencies for making, moving, and storing goods outside of the confines of NYC's constrained urban spaces.

For a closer look at the employment trends of businesses that move, make, and maintain things, the industries within them are profiled below:

Moving

Figure 15: Baldor Food Distribution Center in Hunts Point, Bronx. Food wholesaling has contributed significantly to the growth of the city's moving sector over the last two decades. Source: NYC Planning

This cluster includes all the kinds of businesses involved in the managing of mobility in our city –including passenger transportation (e.g. school buses and private shuttles), freight transportation (truck companies and rentals, rail freight operators) Warehousing and storage companies, and food and goods wholesalers. In total, business that move things include represent 249,000 jobs in 19,000 businesses.

Over the past two decades, this area of the industrial economy has seen 7 percent growth, adding 16,000 jobs. Passenger Transportation added 10,000 jobs (+22 percent) and Freight Transportation added 6,000 jobs (+13 percent). Warehousing and Storage (NAICS 49) saw the largest increase in industrial employment since 2003, which added 14,000 jobs (+472 percent), balanced against a 20,000-job loss in consumer goods wholesaling – likely a reflecting of the changing national environment on consumer goods and e-commerce, as well as the competitive advantage to storing durable goods in less expensive areas.

Moving businesses tend to have a throughline of reliance on large warehouse spaces. There are over 4 million square feet of recently completed and partially or fully unleased distribution facilities, while, according to CoStar estimates, demand for new parcel delivery facility space is estimated to be 2.2 million square feet over the next decade. These industries are anticipated to play crucial roles in the economy, as e-commerce now represents 16 percent of total retail sales nationally and a recent DOT survey shows that approximately 45 percent of New Yorkers receive a home delivery once a week.

Making

Figure 16: Maspeth Welding in Maspeth, Queens. Construction is the city's largest and fastest growing making sector. Source: NYC Planning

Makers in NYC create our goods, from typical manufacturing consumer goods from jewelry to pianos, to advanced manufacturing like chemicals or sophisticated electronics, to heavy manufacturing fabricating infrastructure elements. They also

construct our buildings, produce film and television media, and create our communications systems which rely on complex physical infrastructure. Together, they represent 258,000 jobs over 24,000 businesses.

Fueled by continued growth of the city and construction of new buildings, the Construction sector (NAICS 23) added 31,000 jobs over the past 20 years, an increase of 29 percent. In addition to continued development activity, the city's push to decarbonize the building sector and bring about a more sustainable and resilient built environment is expected to contribute to future growth in construction employment. The Green Economy Action Plan forecasts significant growth in construction, with subsectors such as Buildings and Resilience Infrastructure adding up to 85,000 and 9,000 jobs by 2040, respectively. These estimates are, in part, driven by Local Law 97, which will require approximately 50,000 buildings across the city to eliminate emissions by 2050.

While manufacturing overall has declined consistently for several decades, the access to employees and markets that New York offers remains an important factor for certain manufacturing businesses, contributing to employment growth in some subsectors. Food Manufacturing added 1,500 jobs (+10 percent) in recent years, buttressed by growth of breweries, bakeries and local food items. Emerging areas like robotics and biotechnology have components of advanced manufacturing intersection. The Advanced Manufacturing subsector has declined by 18,000 jobs (-55 percent) since 2003. Consumer Goods Manufacturing declined by 47,000 jobs (-76 percent) since 2003. Specialty items like woodworking and apparel remain important to local consumers and other parts of the economy, like media and fashion.

Bolstered by the creation of the NYS Film and TV tax credit, the film and media sector has added 13,000 jobs (+54 percent) and 730 establishments (+39 percent) over past 20 years. Approximately 2.7 million square feet are available to productions shooting across nearly 80 stages and production studios throughout NYC, including 775,000 square feet at the newly completed Wildflower Studios. Industrial film and TV production is a component of a wider film and media ecosystem touching broadcasting, advertising, media buying, and other components of the city's creative sector representing over $64 billion in economic output. While the sector experienced a decline of approximately 8,000 jobs between 2021 and 2023 likely due to labor interruption and industry shock, the expectation for long term growth remains strong.

Maintaining

Figure 17: Sprague Energy Terminal in Port Morris, Bronx. Utilities, which are part of the maintaining sector, are essential to the city's green transition.
Source: NYC Planning

Maintaining NYC requires private sector waste and remediation companies, Energy and Utilities companies that build and maintain our power grid, and companies that repair everything from cars and trucks to furniture. Collectively, this cluster represents 37,000 private sector jobs across 4,000 businesses.

Waste includes all industries within the Waste Management and Remediation Services subsector (NAICS 562). These companies perform essential sanitation services like hauling and collecting various waste or performing septic tank services. An example of a common operator in this subsector are waste transfer facilities, of which there are hundreds across New York state that sort and transport solid waste to other facilities for processing, treatment, disposal, or additional transfer. One of the largest metal, glass, and plastic processing facilities in the country is SIMS in Sunset Park, Brooklyn, which processes over 240,000 tons annually. Occupations in this subsector can include truck drivers, material collectors, testing and sampling supervisors, and more. This subsector added approximately 2,000 jobs (+38 percent) over the past two decades.

Utilities include all industries within the Utilities sector (NAICS 22). Employment growth in Utilities has been relatively flat over the last two decades. However, the Green Economy Action Plan estimates

that New York City's Energy sector will add 17,000 jobs by 2040, largely due to the green transition. City and state policies to decarbonize the energy grid and achieve net zero emissions by 2050 are expected to continue to catalyze significant public and private investment in clean energy-related projects. These include efforts to install additional solar power generation and energy storage capacity as well as enable the development of offshore wind farms.

Repair includes most industries within the Repair and Maintenance subsector (NAICS 811). These businesses are engaged in various commercial and consumer repair and maintenance establishments. Many of these operators are automotive focused but the subsector also includes repair and maintenance of industrial machinery and furniture, for example. Since 2003, the Repair subsector saw a decline of 1,000 jobs (-7 percent) citywide. As vehicles become increasingly computerized and electrified, service and repairs may require technicians with skillsets more associated with digital technology, shifting the nature of the automotive workforce.

INDUSTRIAL AREAS IN NEW YORK CITY TODAY

Today's industrial areas are shaped by historical regulations that date initially back to the early 1900s when urban reformers were grappling with how to address the effects of rapid industrialization and population growth, and later rules inspired by a mid-century vision of how to manage industrial decline. Neither of these paradigms reflect the current industrial landscape. The rules that govern what can be built in an industrial area and how businesses can operate are too rigid to meet the needs of today's evolving industry.

For much of New York's early history there were few formal limitations on what property owners were able to construct on their property. In the late 19th century, population growth and technological changes began to change this equation. Continued rapid growth, housing shortages, and industrial encroachment added urgency to the calls of reformers for zoning restrictions separating uses and for new and more effective height and setback controls for all buildings.

The 1916 Zoning Resolution (ZR) introduced height, setback controls, and separated residential, commercial, and unrestricted zones. Unrestricted zones had no regulations or restrictions, meaning that industrial uses could be sited alongside residential uses and vice versa.

By the late 1950s, globalization and technological advances in production had started to catalyze New York City's transition away from a manufacturing-based economy. The ZR reflected planners' thinking of the time that future job intensity would be focused primarily in dense office districts in Midtown or in far flung low-scale production in more suburban settings. As a result, the 1961 ZR subjected new construction buildings in M districts to single-story or low-density FAR, stringent sky exposure plane requirements, high yard requirements, and high parking requirements that

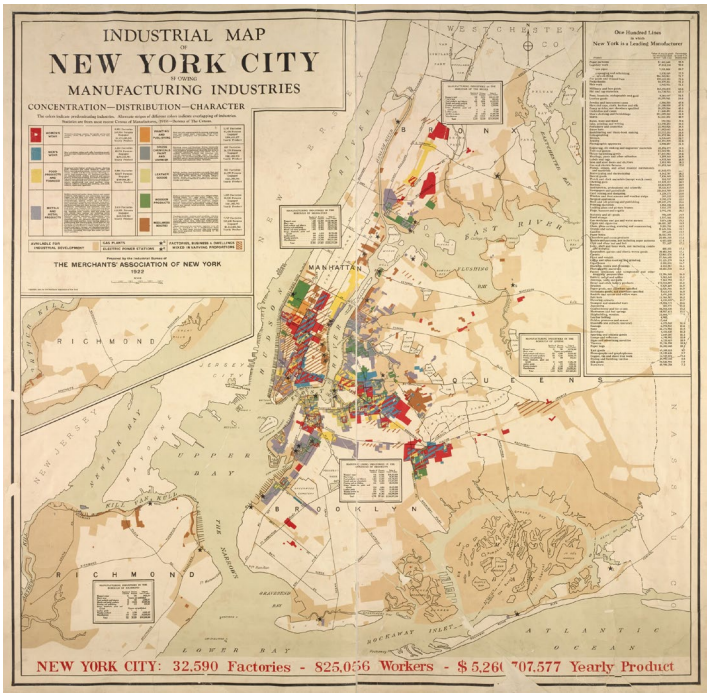


Figure 18: By the 1900s, manufacturing was concentrated in the densest parts of the city, leading to the 1916 zoning restrictions separating uses. Source: NYPL Digital Collections

assumed primacy of car commuting in the future.

The 1961 ZR introduced three broad categories of land use: residential, commercial, and manufacturing, and established specific manufacturing districts (M1, M2, and M3) to better regulate industrial activity based on intensity and potential nuisance.

Manufacturing districts were typically mapped over previous unrestricted zones and locations with a legacy of industrial activity, prohibiting new residences in these locations. Automobile parking requirements were incorporated citywide for all uses. In most instances, permitted densities would be far lower than what had previously been permitted. These reforms aimed to balance the needs of industry with the protection of neighborhoods and the environment, setting the stage for future debates and adaptations as the

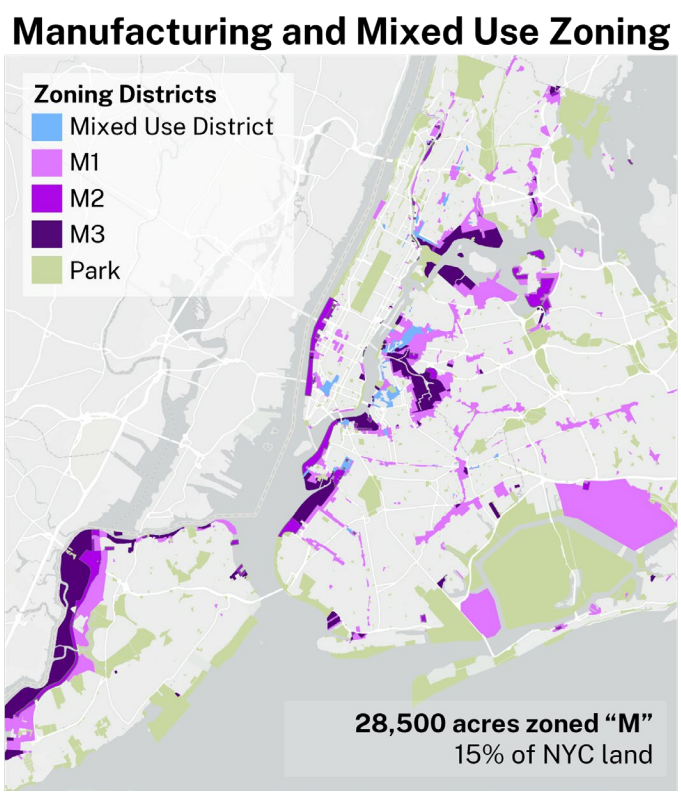


Figure 19: NYC M, MX Zoning. Source: NYC Planning analysis of Zoning Districts shapefiles (NYZD), 2023.

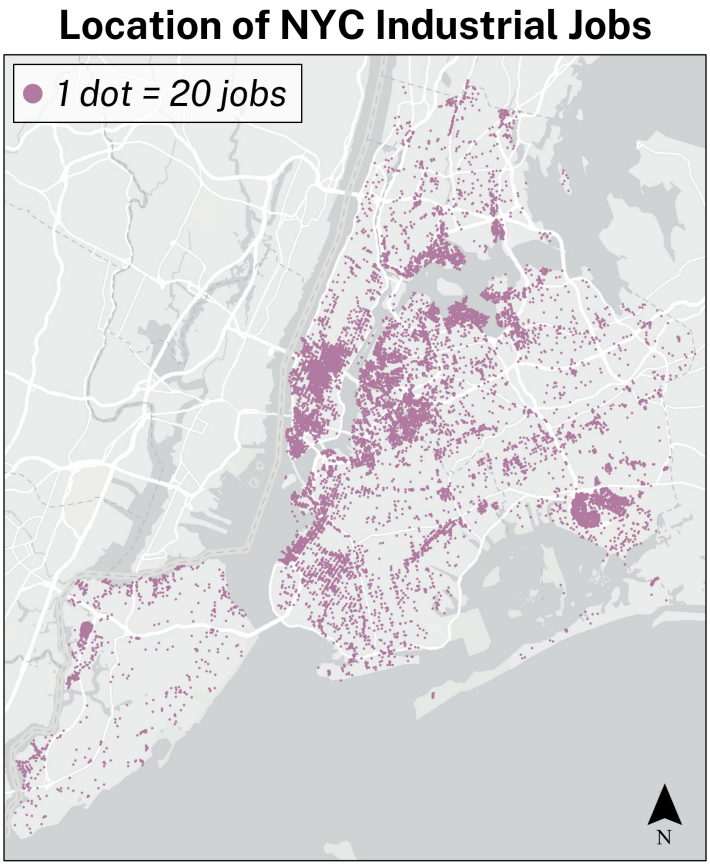


Figure 21: Location of NYC Industrial Jobs. Source: U.S. Census Bureau, LEHD Origin-Destination Employment Statistics (LODES), WAC, JT00, 2022.

city's economy evolved.

The 1961 ZR significantly reduced the allowable floor area ratio (FAR) in most M zones, often at densities that were far less than the existing built context. Today, approximately 96 percent of the city's M districts are zoned for a maximum of 2.0 FAR of commercial, which significantly limits physical vertical business expansion. Approximately one in five buildings in M districts are above their allowable FAR, preventing many kinds of renovations that businesses may need to continue or expand their operations.

Today's manufacturing zoning districts – M1, M2, M3, and MX – are designed to accommodate a range of industrial and commercial activities, with each district defined by the intensity and allowance of use and potential impact on surrounding areas.

M1 districts are the city's lightest manufacturing zones. They allow a mix of industrial, commercial, and some community facilities uses with minimal noise, odor, or traffic impacts. They are often home to a range of light industrial businesses, creative industries, storage, and warehouses. Today, M1 districts cover 17,600 acres of New York City, with

Figure 20: Images of offices, warehouses, and retail within a manufacturing district. Manufacturing districts can and do support a variety of land use and building typologies. Source: Cyclomedia

large clusters at the city's airports, Western Queens, Eastern Bronx, North Brooklyn, and East Brooklyn.

M2 districts serve as a buffer between light and heavy industry. They permit medium intensity industrial uses that may produce more noise or emissions, such as waste transfer or more intensive production activities. Today, M2 districts cover 2,700 acres of New York City, with strong clusters on the West Side of Manhattan and College Point in Queens.

M3 districts are reserved for the most intensive industrial uses. Allowable uses are activities like electrical production, waste processing, water filtering, and heavy manufacturing. These are uses which typically require separation from residential or commercial areas due to their environmental impact. Today, M3 districts cover 7,000 acres of New York City, with strong clusters along Newtown Creek, Arthur Kill, the South Bronx, and Sunset Park.

MX (Mixed-Use) districts allow new residential and non-residential uses (commercial, community facility, and light industrial) to be developed as-of-right and located side-by-side or within the same building. They were established to encourage investment in and enhance the vitality of industrial areas. Today, there are 25 official MX districts in places, primarily covering locations in the south Bronx, western Queens, and Brooklyn; colloquially several special districts with similar provisions (Hudson Square, Tribeca, Gowanus, LIC, Soho-NoHo) may be considered like MX districts. Today, MX districts cover 1,200 acres of New York City.

New York City's industrial businesses are not confined to traditional industrial areas. While many locate in M districts either because the nature of their operations prohibits them in other areas, or because other factors like location or cost have dictated their siting choice, many industrial businesses headquarters in office buildings and even residential neighborhoods. Today, 52 percent of industrial businesses are in an M or MX district, 36 percent are in a C district, and 12 percent are in an R district.

Manhattan was once the epicenter of manufacturing nationally and global leader in apparel production. Despite precipitous losses in manufacturing, the borough continues to host the largest number of industrial jobs, reflecting the

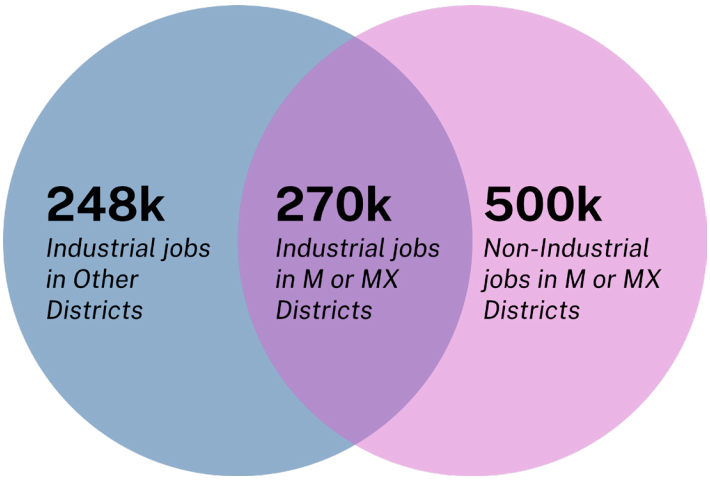


Figure 22: While most types of industrial operations must locate in M-zones, many industrial businesses are headquartered in offices and homes. Source: NYC Planning analysis of NYS DOL QCEW, 2024Q3 (preliminary); MapPLUTO 24v4.1

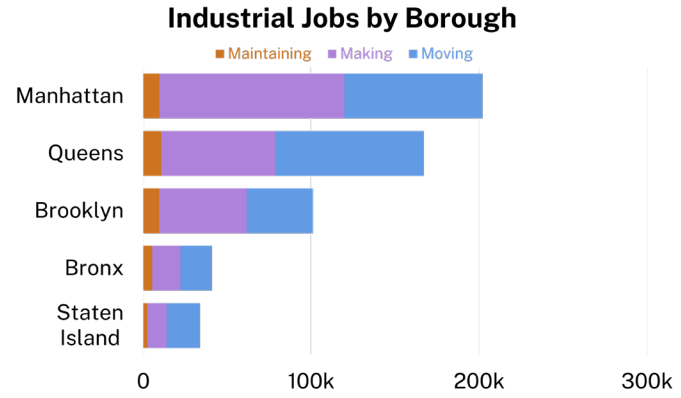


Figure 23: Industrial Jobs by NYC Borough. Source: NYC Planning analysis of NYS DOL QCEW, private sector, Q3 2024 (preliminary).

legacy of manufacturing in the borough from the early 1900s as well as its appeal as a location for national and global headquarters.

Industrial jobs can be in both industrial and non-industrial occupations. Non-industrial occupations tend to be those that support industrial firms but do not inherently require industrial space themselves. Such occupations include administrative staff, sales teams, engineers, project managers, and designers, who can often be housed in office environments. Industrial occupations may also be in nonindustrial spaces due to the nature of the geotagging of positions. Those industrial workers may be paid out of or conduct occasional visits to a workplace in a non-industrial facility and be tabulated as working there even when their primary job site may be mobile or elsewhere.

Buildings across the city that may include offices, homes, and garages may also be places of or

headquarters for industrial work. Thus, while Midtown and Midtown South have a built profile of offices, those offices host many industrial sector jobs. Similar conditions can be seen throughout residential districts in South Brooklyn, Staten Island, and Eastern Queens, where contractors and home repair specialists may operate businesses from their homes while working on projects elsewhere.

EXISTING GOVERNMENT SUPPORTS RELEVANT TO THE INDUSTRIAL SECTOR

Land Use and Zoning

Industrial Business Incentive Areas The Industrial Business Incentive Area (IBIA) designation is a planning mechanism established in 2016 and applied primarily in the Greenpoint-Williamsburg Industrial Business Zone (IBZ). Three projects have been developed under the program. The IBIA requires new buildings to include a minimum amount of industrial space (approximately equal to 1-2 floors) to develop larger buildings for commercial and other nonindustrial uses. The program allows for a parking waiver and a publicly accessible open space height bonus. The program requires applicants to apply for a Zoning Special Permit and to fulfill an annual reporting requirement, which adds time, cost, and an unpredictable process to development.

Self-Storage and M1 Hotel Special Permits The unregulated development of self-storage in IBZs was determined to detract from the City's vision and goals for these active industrial areas. In 2017, the City made the determination to limit as-of-right development of self-storage facilities in certain industrial areas through the implementation of a special permit process. Following a similar logic to the self-storage special permit, in 2018, the City implemented a special permit for new hotel construction in M1 districts. In the years leading up to the implementation of the special permit, the city experienced a rapid increase in hotel development in M1 districts, particularly in areas near transit. This was due to a combination of rapid growth in tourism in New York City between 2008 and 2018 and M1 zoning, which allowed hotel construction in all M1 zoned areas. Hotels may directly or indirectly detract from opportunities for other kinds of development, by occupying vacant or underdeveloped sites that could have been available to other uses better equipped to fulfill neighborhood development objectives and needs, or by accelerating neighborhood change with the expansion of tourism-oriented uses.

City of Yes for Economic Opportunity Recent zoning reforms under City of Yes for Economic Opportunity expanded siting opportunities for industrial businesses. These reforms allowed clean, small-scale production in storefronts and offices in C districts and introduced new M districts focused on allowing for flexibility for building design and more broadly enabling multistory industrial development.

New York City's industrial zoning went largely unchanged since 1961, limiting development to outdated building types like low-density warehouses with large parking lots. These regulations hinder the construction of job intensive, modern industrial spaces and make iconic loft-style buildings largely unbuildable. Developers have often relied on Special Districts, rezonings or incentive programs to work around restrictive rules. In 2024, City of Yes for Economic Opportunity created three new industrial zoning districts with varied densities and building types to support modern business needs. Those districts are:

- M1A districts, which are designed for a wide range of industrial, commercial, and a limited number of community facility uses.
- M2A districts, like the M1A, are intended to support employment densification by allowing a broad mix of industrial, commercial, and limited community facility uses, and offer a FAR bonus for developments that include industrial uses to incentivize modern industrial space and sustain

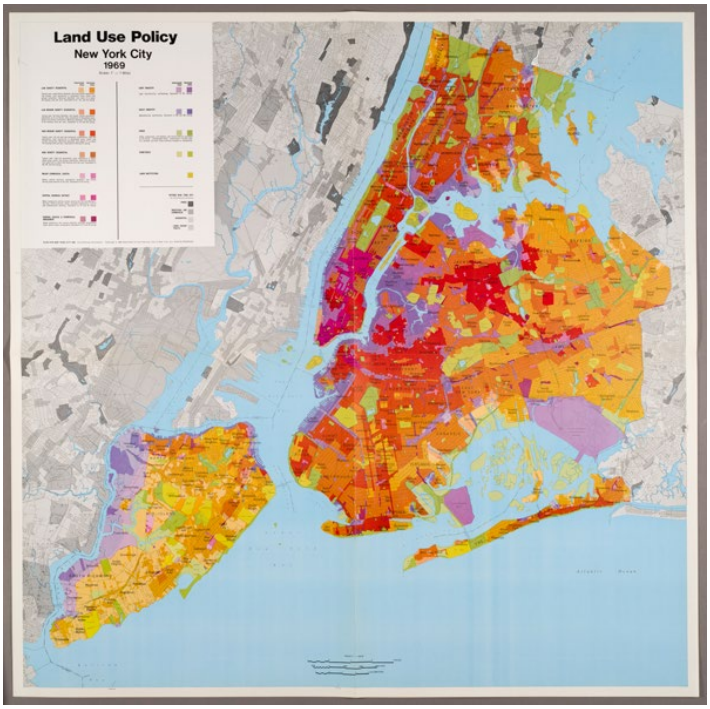


Figure 24: In the 1961 Zoning Resolution mapped manufacturing districts in locations with a legacy of industrial activity, often at densities that were less than the existing built context. Source: Plan for New York City, 1969

industrial employment.

- M3A districts, which are designed for locations with open or high-intensity industrial uses and where modest expansion opportunities should be permitted for legacy industry and future critical infrastructure while reducing allowances for non-industrial uses.

These new zoning districts were first mapped in 2025 through the Jamaica, Long Island City, Midtown South, and Atlantic Avenue neighborhood plans as well as privately initiated rezonings.

Financial and Business Support Programs

Industrial Business Zones Industrial Business Zones (IBZs) were established in 2005 as the locations that could best support strong industrial business districts. In addition to making tax incentives available to businesses relocating from within New York City to an IBZ, the mayoral administration at the time committed not to advance applications to rezone to allow residential use within the IBZs. Although the IBZs are officially administered as tax policy, subsequent administrations have reaffirmed the commitments not to rezone them to allow new residential use.

Financial Incentive Programs New York City offers a variety of industrial incentive programs designed to support the retention, growth, and modernization of its manufacturing and industrial sectors. Programs like the Commercial Expansion Program (CEP) and the Industrial and Commercial Abatement Program (ICAP) provide tax benefits to businesses that improve or expand industrial space, reducing the cost burden of capital investments. The Relocation and Employment Assistance Program (REAP) incentivizes job creation by offering tax credits to businesses relocating to designated areas, particularly outside Manhattan's core. Programs like the Energy Cost Savings Program (ECSP) and Business Incentive Rate (BIR) help lower utility costs for eligible industrial users, making operations more affordable and competitive in high-cost urban environments. The New York City Industrial Development Agency (NYCIDA) supports business growth, relocation, and expansion across the five boroughs by lowering the cost of capital investment. Its programs include a property tax abatement for up to 25 years, a reduction in mortgage recording tax, and waivers for City and State sales tax on purchases of materials and equipment related to construction.

Figure 25: Each year, NYCEDC publishes an "incentives guide" that helps businesses understand what sort of financial support the City can provide. Source: NYCEDC

Other industrial incentive programs target innovation, sustainability, and advanced manufacturing, including:

- The Green Roof Property Tax Abatement and solar energy tax incentives encourage environmentally sustainable retrofits to industrial facilities.
- The NYC Biotechnology Tax Credit supports early-stage biotech companies through refundable credits tied to job creation and investment in research and development.

- The IBZ Tax Credit supports companies operating within Industrial Business Zones by offering a refundable credit per qualified employee.
- ASTEP (Accelerated Sales Tax Exemption Program), a smaller offshoot of the NYCIDA, offers sales tax exemptions for eligible industrial businesses. Reduced corporate tax rates for qualified manufacturers provide long-term savings to strengthen the sector's financial resilience.

Together, these programs reflect one part of the City's commitment to nurturing a diverse, sustainable, and job-rich industrial economy.

Workforce Development Programs

Figure 26: The Workforce 1 Career Center on Staten Island specializes in helping New Yorkers find work in the industrial economy. Workforce 1 centers are a key component of the City's place-based workforce development strategy. Source: NYC Small Business Services

New York City supports industrial workforce training and job placement through a range of targeted initiatives aimed at strengthening the city's manufacturing, transportation, logistics, and construction sectors. Programs are often designed in partnership with employers, community-based organizations, and educational institutions to ensure that training is aligned with industry and jobseeker needs. Small Business Services (SBS) manages a variety of occupational training courses to connect New Yorkers to jobs. SBS operates 18 Workforce1 Career Centers, including a Workforce1 Industrial and Transportation Career Center, which provide screening, job matching, and skills development services tailored to industrial employers' hiring needs.

The City also invests in upskilling workers through workforce training, apprenticeships, certification programs, and sector-specific bootcamps, often targeting unemployed or underemployed New Yorkers. The NYC Office of Talent and Workforce Development (NYC Talent) works in partnership with other government entities, employers, industry professionals, educational institutions, nonprofits, and philanthropic organizations to ensure the City's workforce development strategy aligns with employer demand, jobseeker needs, and the rapidly changing economy.

Some jobseekers need support to overcome common barriers to employment, including covering expenses related to new employee onboarding costs, such as fingerprinting, transportation, uniforms, tools, and driver's licenses. One successful model for providing these supportive services is the Pathways to Industrial and Construction Careers (PINCC) program, administered by the NYC Human Resources Administration (HRA) with support from NYC Talent. This program focuses on connecting low-income New Yorkers with supportive services, career opportunities, and training within the construction and industrial sectors, which include building maintenance, building services, transportation, and security.

Among other initiatives, NYC Talent manages three sector-based Industry Partnerships that foster collaboration among partners and work to understand current and future employer needs, identify challenges in workforce pipelines, and support the alignment of workforce and economic development resources, programming, and systems. The Resiliency, Manufacturing, Industrial, and Infrastructure Council (ReMaIIC) is the City's Industry Partnership dedicated to bringing together key stakeholders across New York City's manufacturing, industrial, construction, transportation, utilities, decarbonization, supply chain, waste and materials management, building operations, and water systems sectors. ReMaIIC aims to align the City's workforce and economic development efforts with changing economic trends to ensure workers and businesses are well-positioned to produce the goods, infrastructure, and climate resiliency measures necessary for a thriving economy. As a co-author of the City's 2024 Green Economy Action Plan (GEAP), NYC Talent also works to ensure NYC's workforce ecosystem is preparing New Yorkers for emerging and in-demand skillsets while also investing in the

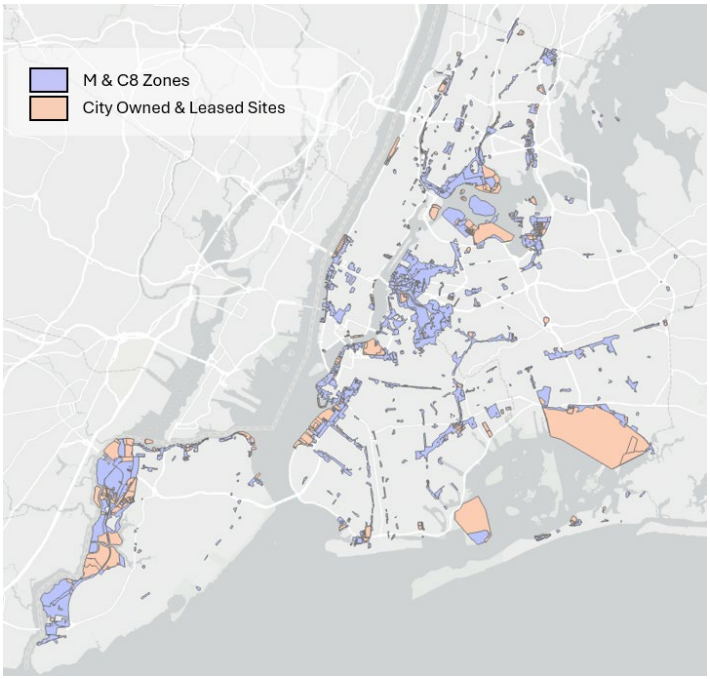


Figure 27: A map of City-Owned & Leased Properties within M and C8 districts. When the airports are included, nearly half of all the city's industrial lands are owned or leased by the City. Source: NYC DCAS

Figure 28: Recently rehabilitated industrial loft buildings at NYCEDC's Made in New York (MiNY) Campus. MiNY, formerly known as Bush Terminal, is one of several city-owned industrial assets in Sunset Park. Source: NYCEDC

expansion of apprenticeships across the city, offering benefits for both jobseekers and employers.

Further, for two of the New York City's major industrial hubs – Sunset Park and Hunts Point – NYCEDC recently launched Economic Mobility Networks, workforce development coalitions designed to help New Yorkers access quality jobs within these industrial sectors. These efforts not only help address skills gaps but also reinforce the City's broader goal of fostering inclusive economic growth through the industrial sector. The city's dynamic and highly skilled workforce are among the chief ways in which NYC remains a competitive industrial market.

City-Owned Industrial Campuses

According to an analysis of the Department of Citywide Administrative Services City-Owned and Leased Property (COLP) dataset, more than a third of all the land in New York City that is zoned for industrial use is owned or leased by the City of New York. While much of this area is comprised of maintenance and storage facilities and essential transportation, waste, and water infrastructure, the City also owns and operates campuses that support the retention and growth of private industrial businesses of all sorts. Most of these facilities are managed by NYCEDC, who is the city's largest landlord and responsible for the maintenance and leasing of over 60 million square feet of City-owned property. Nearly one-third of all private sector jobs at NYCEDC assets are industrial, which is more than double the citywide figure.

Industrial operations have a particularly strong presence in City-owned assets in the South Bronx and along the Brooklyn waterfront. The Hunts Point Food Distribution Center supported approximately 8,500 industrial jobs as of 2025, representing more than three-quarters of the complex's total employment. The majority of the jobs at the Brooklyn Army Terminal, South Brooklyn Marine Terminal, and Bush Terminal are industrial as well. The Brooklyn Navy Yard, which is managed by a separate not-for-profit development corporation, has witnessed a 165 percent expansion in industrial employment over the last two decades. These figures demonstrate how public stewardship of industrial lands and facilities can benefit industrial ecosystems.

RESULTS OF THE INDUSTRIAL BUSINESS SURVEY

As required by Local Law 172, a citywide survey was launched in September 2024 and remained open through September 16, 2025, after the release of the draft report. Outreach was conducted in six languages and through multiple channels, including business organizations, local industrial advocacy groups, environmental justice advocates, and City agencies.

The survey has received 640 responses including from business owners, workers, residents of industrial areas, and others interested in industrial policy. This diverse pool of respondents captured a range of perspectives on the city's industrial landscape and the challenges faced by those who work, live, or operate businesses in these areas.

Business respondents represented a wide range of business types across the industrial spectrum. Manufacturing businesses were overrepresented relative to their presence in the city, reflecting 34 percent of responses, followed by 10 percent in wholesale trade; 9 percent each in construction and the arts; 5 percent in professional/technical services; 3 percent in transportation, retail, food services; and 25 percent in other sectors.

Businesses across the city responded to the survey, with those in Western Queens, Hunts Point, the Brooklyn coast, and Staten Island being the most well represented.

Nearly two-thirds of business respondents had fewer than 50 employees and roughly 40 percent employed five or fewer workers. More than 80 percent of these firms expected to either retain or expand their current headcount over the coming year.

Approximately half of business respondents occupy facilities that are less than 10,000 square feet and more than a third are in spaces that are 5,000 square feet or smaller. While nearly three quarters of business respondents felt that their building

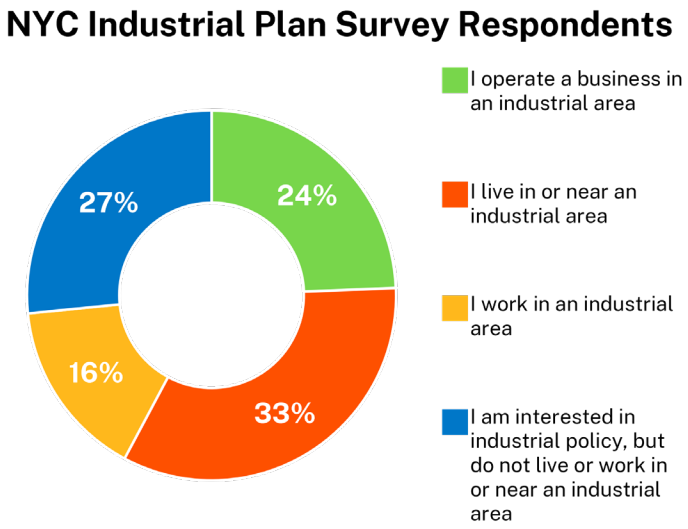


Figure 29: Distribution of Industrial Plan Survey respondent types. Approximately one quarter of all respondents were business operators. Source: NYCEDC analysis of Industrial Plan Survey responses

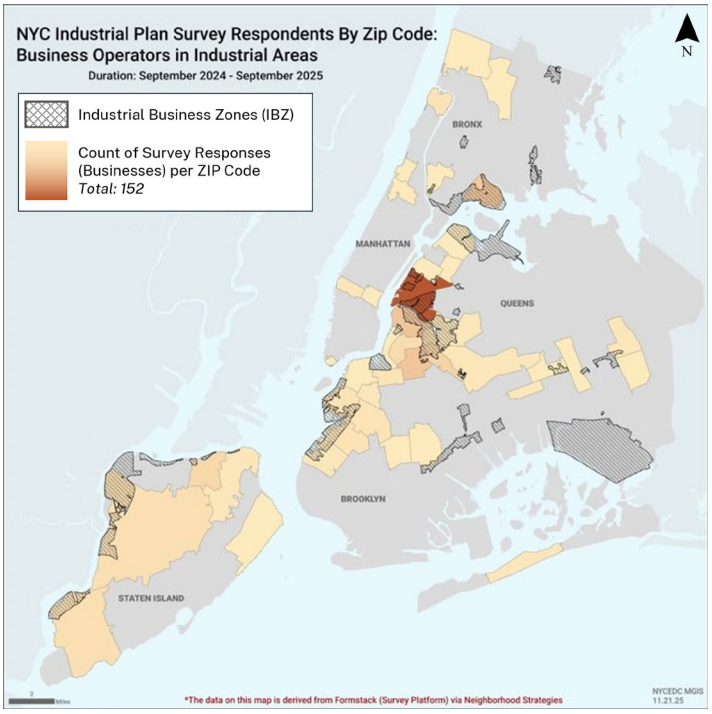


Figure 30: Geographic distribution of Industrial Plan Survey respondents. Long Island City was the most represented neighborhood. Source: NYCEDC analysis of Industrial Plan Survey responses

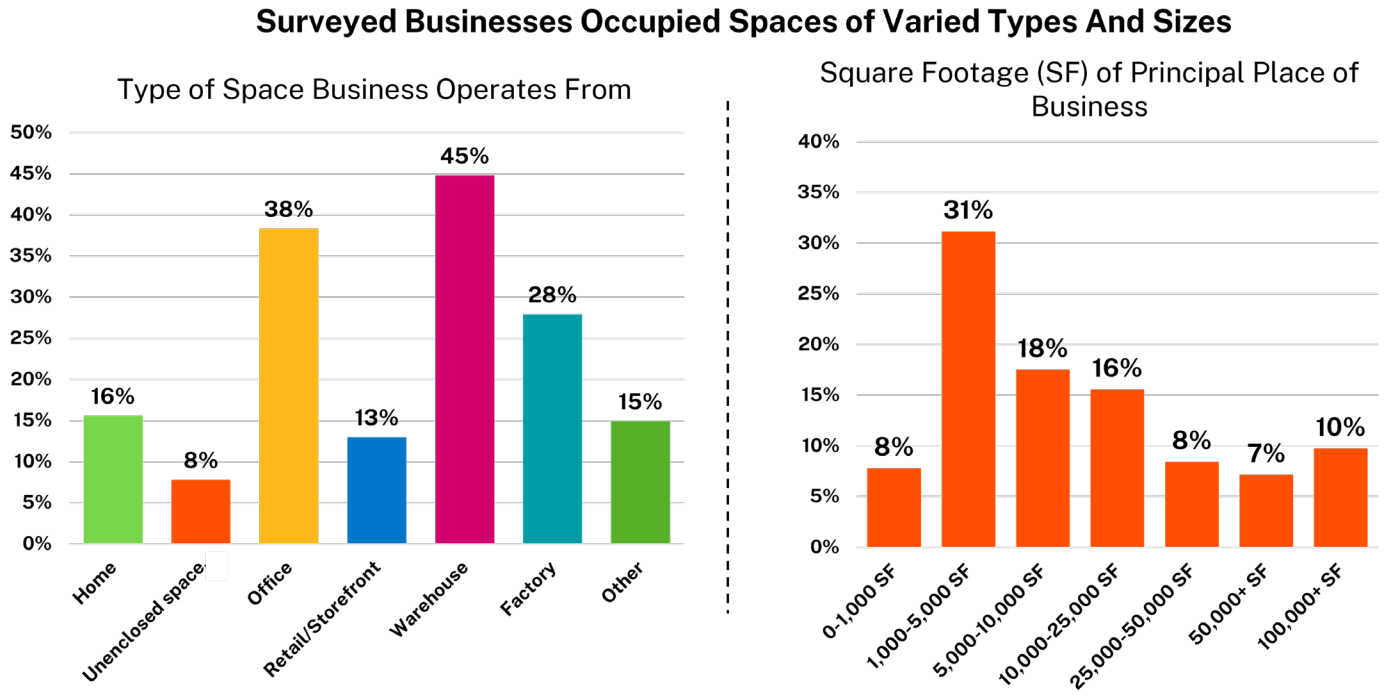


Figure 31: Most businesses reported operating out of spaces between 1,000 and 5,000 square feet. These facilities typically comprised a warehouse. Source: NYCEDC analysis of Industrial Plan Survey responses

adequately met their needs, almost half expressed a desire to expand their footprint in the near future.

Roughly half of business respondents occupied warehouses of various sorts. However, a variety of other spaces supported business respondents as well, including offices, retail storefronts, and even residences. This finding attests to the notion that the locations and spatial configurations of industrial businesses are significantly more diverse than they are conventionally understood to be.

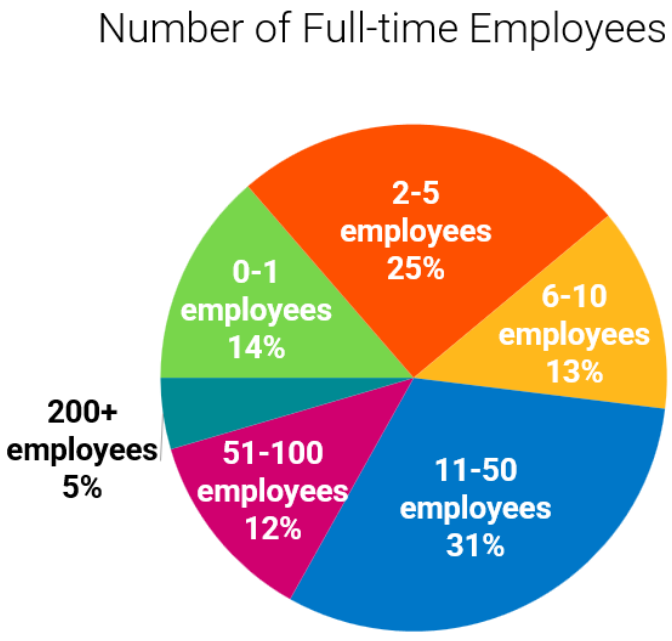


Figure 32: Approximately one-third of the businesses that responded to the Industrial Plan Survey had five or fewer businesses. Businesses with between 11 and 50 employees were comparably well represented. Source: NYCEDC analysis of Industrial Plan survey responses

Approximately two-thirds of business respondents rent their space, with half of respondents reported to have been in their location for more than 10 years. Most business respondents indicated having invested in their spaces in recent years, whether through renovation or the purchase of new equipment and upgrading of technology.

Businesses shared considerable detail regarding their considerations and concerns about finding adequate space. Respondents highlighted the need for adequate, modern space with heights, electrical loads, and maneuverability to support operations, at locations that were supportive of their business needs, at a price affordable to their business operations.

The cost and availability of industrial space emerged as a central issue for businesses. Most reported that they rented their facilities, paying an average of $45 per square foot, and expressed concern over the rising costs and limited availability of appropriately equipped, modern industrial buildings.

Locational priorities for businesses included access to employees, off-street loading, and proximity to transit. About 25 percent of businesses surveyed

indicated renting their space out for a secondary revenue purpose – the most common type being occasional film shoots or events. Despite high costs, most respondents again indicated a desire to renovate or expand. Of the 11 percent who noted the potential intention to relocate, reasons cited included the need to lower costs (rent, fees, congestion), and the need for superior or more proximate to market space. For businesses that focused on zoning and land use, responses surfaced strong divergences in perceptions of mixed use, with some businesses calling for more residential mixing, while others expressed concern for residential encroachment's effect on business operation.

Reported participation in government support programs was relatively low, largely due to a lack of awareness or difficulty meeting eligibility requirements. Businesses also frequently cited the fragmented nature of City support and difficulties navigating government services, as well as a desire for more accessible grant programs.

Residents and workers in industrial areas expressed concern over quality-of-life issues, particularly around pedestrian safety, traffic congestion, poor air quality, and insufficient green space. Over half of those living or working in or near industrial zones reported dissatisfaction with the conditions of their neighborhoods. Common grievances related to outdated or dilapidated infrastructure, poor lighting, inadequate sanitation, and environmental risks associated with industrial operations. Many respondents stressed the need for smarter urban design, better separation of trucks and pedestrians, and more welcoming public spaces for workers and residents alike.

Responses among those interested in industrial policy mirrored the findings of the other groups. Traffic, air quality, and pedestrian safety were their top reported priorities. Across all respondent groups, the most frequently suggested improvements were upgrades to infrastructure (like roads and lighting), better environmental conditions, enhanced public safety, and expanded public transportation. Respondents consistently identified infrastructure as the most effective lever for improving industrial areas, underscoring the intersection between economic growth and livability. The survey results reveal both the complexity and the promise of New York City's industrial areas. While businesses face significant cost and regulatory hurdles, many remain committed to growing in the city. Meanwhile, residents and workers emphasize the need for safer, cleaner, and more accessible industrial neighborhoods. These insights have been vital to shaping the findings of the NYC Industrial Plan. They have specifically informed the strategies on infrastructure, performance standards, affordability, and regulatory support for businesses.

> **"I would like to see especially delivery vehicles shifted to smaller vans, or even e-bikes. Also, the greenspaces, plazas, benches, etc. are lacking in this area by the BQE — *even industrial workers want places to take a break and eat lunch*, and people do live in these areas who would appreciate a better public realm."**

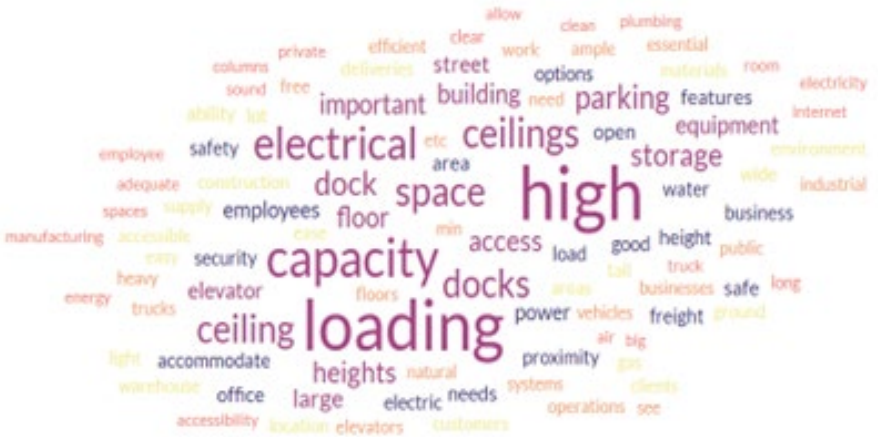
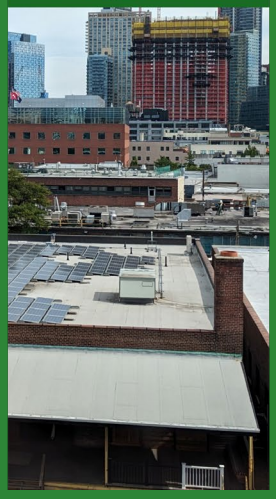


Figure 33: A word cloud of businesses Industrial Plan Survey responses regarding space needs. High ceilings, sufficient power, and adequate loading capacity featured prominently. Source: NYCEDC analysis of Industrial Plan survey responses

03 KEY CHALLENGES & RECOMMENDATIONS

Evolving Industry

Demand for Space



Public Realm Quality

Congestion and Trucks

Climate Threats

Through mixed-methods research and stakeholder engagement, five key challenges were identified as the most pressing for New York City's industrial sector. First, New York City's relationship to the industrial economy has changed, as traditional manufacturing has given way to distribution, construction, and business models that blur the lines between industrial and commercial have proliferated. Second, pressures coming from within and outside the industrial real estate market have resulted in strong demand for a limited amount of usable space.

Third, the city's challenges related to truck traffic and congestion have been exacerbated by the growth of e-commerce, constrained roadway infrastructure, and the limited availability of off-street parking and loading. Fourth, the condition of the public realm in industrial areas continues to create hazards for businesses, workers, and nearby residents alike. Lastly, climate threats such as coastal and stormwater flooding and heat vulnerability disproportionately affect industrial districts, many of which lack adequate resilience infrastructure.

EVOLVING INDUSTRY

Over the past century, New York City has undergone a dramatic transformation from a manufacturing powerhouse into a global hub of finance, technology, media, and culture. As these shifts have taken root, many historically industrial neighborhoods have been repurposed into vibrant, mixed-use communities. This evolution reflects broader economic changes, but it has also presented new challenges in preserving and adapting the industrial sector to meet modern needs.

Despite long-term shifts in the city's industrial economy, several segments of the industrial economy remain strong and are even growing. In recent decades, growth in construction and transportation have stabilized the industrial economy in NYC, cementing a long transition away from manufacturing. Since 2000, industrial employment has declined by just 2 percent, a marked improvement from the steeper losses of earlier decades, even though total employment across all sectors grew by 31 percent in the same period. Key areas of employment growth in the moving sector include warehousing and storage, passenger transportation, freight transportation, and food wholesale. Collectively these subsectors saw double-digit employment growth and a net gain of 48,000 jobs. In the making sector, employment gains were driven by construction, telecommunications, and film, television and sound recording. As in the moving sector, these three subsectors collectively experienced double-digit employment growth, accounting for a net gain of 56,000 jobs over the 20-year period. Modest gains also occurred in food manufacturing, waste management, and utilities.

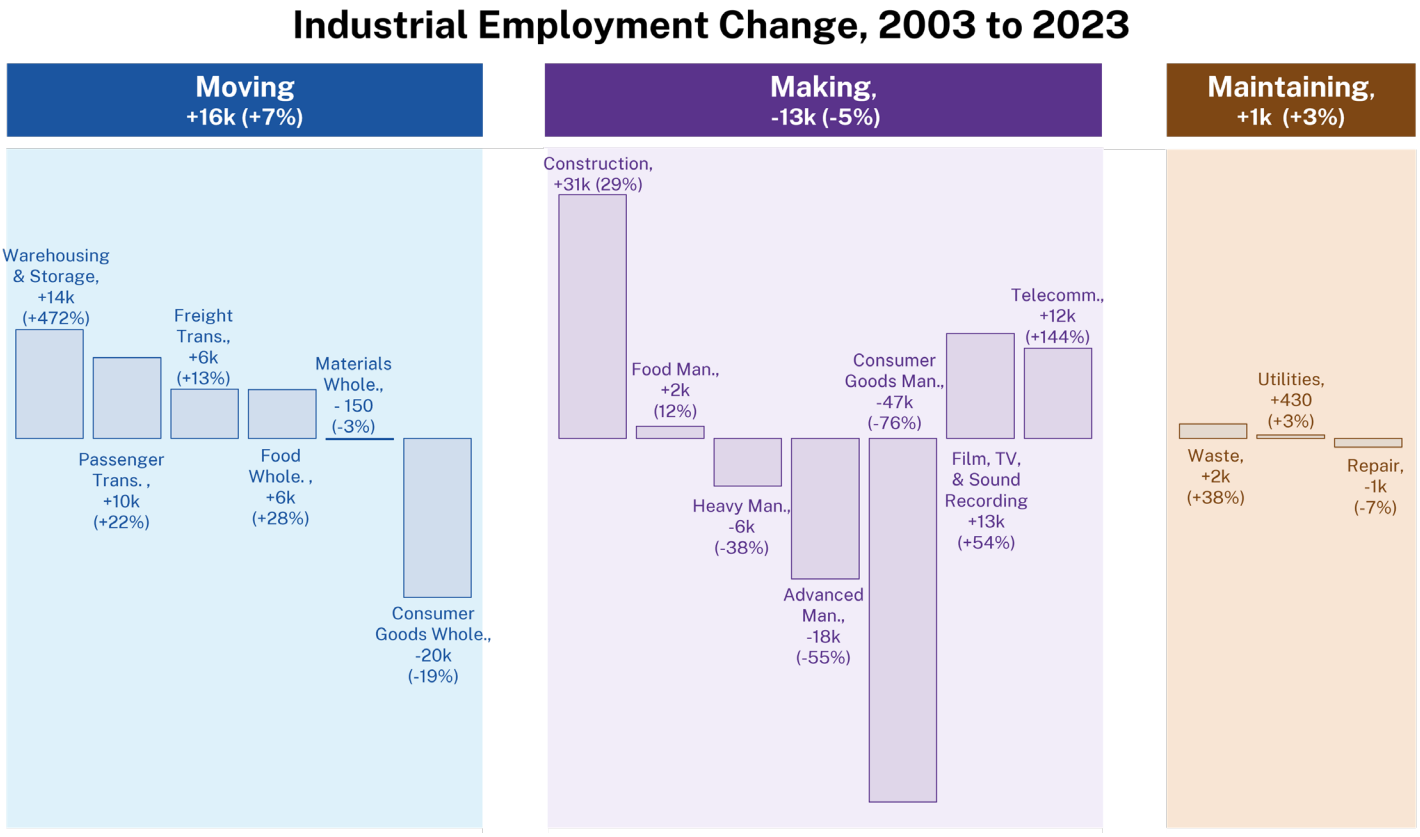


Figure 34: In recent decades, growth in construction and transportation have stabilized the industrial economy in NYC, cementing a long transition away from manufacturing. Source: NYC Planning analysis of NYS DOL QCEW, private sector annual averages 2003 and 2023

These healthy gains were offset by losses primarily in the making sector. The manufacturing subsector accounted for losses that were significant enough to offset the gains in other parts of the making sector like construction, film, television and sound recording, and telecommunications. Heavy manufacturing, advanced manufacturing, and consumer goods manufacturing collectively experienced a net loss of 71,000 jobs. Employment gains in the moving sector were tempered by a modest decline in materials wholesale and by more significant losses in consumer goods wholesale. Taken together, these two subsectors saw employment decline by a net 20,000 jobs.

The data reflects broader economic transformations in the city's industrial landscape between 2003 and 2023. These trends highlight the shifting nature of industrial employment away from legacy manufacturing toward logistics, infrastructure, and technology-driven sectors and underscore the need for adaptive planning and policy strategies to support growing sectors while addressing the decline in traditional manufacturing.

The City has helped anchor the industrial ecosystem over this period, enabling its core components to weather change through investments in talent, affordable space, infrastructure, and incentives. In fact, one of every 12 industrial jobs outside Manhattan is located at an NYCEDC asset. At the same time, businesses report a perception of lack of support from government, particularly in navigating complex regulatory situations or accessing financial resources that might abate the high cost of operating in New York City. There is a sentiment in the industrial community that the regulatory challenges and costs are particularly high for this sector, and that the government is unaware of the how the regulatory environment affects their operations.

New York City has set a target of reducing greenhouse gas emissions by 80 percent by 2050 and has subsequently advanced a series of initiatives that seek to decarbonize buildings, electrify transportation, deploy clean energy infrastructure, and modernize waste systems. The industrial sector is expected to play a key role in implementing these measures to "green" the city's economy. According to NYCEDC's Green Economy Action Plan (GEAP), by 2040, New York City could see as many as 382,000 green economy jobs, with approximately 72 percent of those roles located within the industrial sector. While the green transition presents a generational opportunity for innovation and inclusive growth across the sector, the City has also called upon industrial businesses to shift their own operations away from carbon-intensive activities to the greatest extent possible. New rules, such as Local Law 97, will prompt industrial businesses and facilities to evolve in support of the city's climate objectives.

The industrial businesses that remain in NYC continue to experience a climate of transition and adaptation. As later sections will highlight, space costs and climate vulnerability will continue to affect the physical space configurations of businesses over the next generation. The need for decarbonization may necessitate changes in capital investment or operations. Automation and AI may disrupt the nature of some business types. Regardless of the nature of the disruption, NYC businesses, especially those that are small and undercapitalized, will need government support to innovate and adapt to change.

GOAL: ENABLE INDUSTRIAL BUSINESSES TO EVOLVE, INNOVATE, AND MODERNIZE

To support this vision for the future, the NYC Industrial Plan identifies its first major goal: enabling industrial businesses to evolve, innovate, and modernize. Achieving this vision requires coordinated strategies across the tools of government, from enhancing City government's support for industrial businesses through regulatory and operational challenges, using city-owned sites to incubate innovation, and activating underutilized industrial spaces for the green transition. In parallel, the City must ensure that workforce development programs are aligned with the hiring needs of industrial businesses, particularly in emerging green sectors. By embracing these strategies, New York City can position its industrial sector as a key driver of economic resilience and sustainability in the decades ahead.

Strategy 1 - Improve City government's ability to help industrial businesses navigate regulatory and resource challenges

Figure 35: An event for service providers participating in the NYC Accelerator program. The Accelerator team helps businesses and property owners meet emissions reductions targets under Local Law 97. Source: NYC MOCEJ

1. Improve Local Law 97 compliance supports for hard-to-electrify industrial businesses

Certain types of industrial businesses rely on energy-intensive or high-temperature processes that are presently difficult to sustain absent fossil fuels due to technological limitations. Such businesses, which include iron and steel works, cement batchers, and other building materials manufacturers, may require additional technical and financial assistance to develop and implement tailored measures that seek to meaningfully reduce their emissions, which is required for buildings over 25,000 square feet under Local Law 97. The Mayor's Office of Climate and Environmental Justice (MOCEJ) is retooling the support that it offers these industrial businesses and building owners through its NYC Accelerator program to help them set and make progress towards achievable energy efficiency and decarbonization objectives. MOCEJ aims to have a new contract for the NYC Accelerator that reflects these changes in place by the end of 2025 and plans to launch the revamped program in early 2026.

2. Explore the creation of alternative Local Law 97 compliance pathways that accommodate industrial businesses that are unable to electrify

The operations of many "hard-to-electrify" industrial businesses remain carbon-intensive due to a lack of viable, electrified technologies that could replicate the same processes with fewer emissions. If technologically or financially feasible electric alternatives are not developed or commercialized by 2030, when any building subject to Local Law 97 must achieve significant reductions in their emissions, a "hard-to-electrify" industrial business (or a property that hosts one) would likely be unable to comply and would thus be penalized. MOCEJ and the Department of Buildings (DOB) are convening a working group that is assessing what industrial businesses and buildings may ultimately be unable to electrify, how many are subject to Local Law 97, and what alternative compliance pathways that seek to compel good faith energy efficiency upgrades and emissions reductions could look like.

3. Improve and streamline regulatory processes that impact industrial businesses through efforts to cut red tape

The Department of Small Business Services (SBS) has long played an essential role in collecting input from businesses regarding regulations and relaying any concerns or recommended changes to the agencies responsible. In 2022, the Adams administration established the Small Business Advisory Commission, chaired by the SBS commissioner and charged with assessing the impact of and delivering recommendations on how policies, laws, and regulations could be updated to enhance the experience of small businesses operating in New York City.

In May, the administration convened the Fire Department, DOB, the Department of Consumer and Worker Protection, the Department of Environmental Protection, the Department of Transportation, and the Department of Health and Mental Hygiene to review regulations with the goal of identifying reforms that could support small businesses and promote entrepreneurship. The various existing mechanisms for soliciting feedback regarding and making improvements to regulatory and permitting processes should be leveraged to identify the unique challenges that industrial businesses face in this regard. Additional methods for systematically collecting and incorporating the regulatory concerns of industrial businesses should be explored as well.

4. Optimize industrial business support offered through SBS

The Department of Small Business Services (SBS) offers a variety of programs and services that

help small businesses. Industrial businesses have benefited from assistance on incentives, financing opportunities, recruitment and training, regulatory assistance, general business education, as well as referrals to other small business supports that are provided by specialists with industrial expertise. The City will continue to optimize business services including specialized industrial business services in a way that addresses the evolving needs of industrial businesses with high quality services at scale.

5. Support local industrial businesses in entering the green economy through investment and technical assistance

NYCEDC is implementing We Source NYC, a technical assistance and communications program that supports local small- and medium-sized manufacturers, construction service providers, industrial equipment suppliers, and other relevant companies to capture contract opportunities in regional renewable energy and building electrification supply chains.

Strategy 2 - Activate industrial sites in support of the green transition

6. Maintain GEAP commitment to utilize NYC Industrial Development Agency (NYCIDA) tax incentives to activate battery storage capacity and support other green economy uses.

In 2024, NYCEDC released the Green Economy Action Plan (GEAP), a comprehensive report that defined the "green" economy and outlined a path for New York City to seize the opportunity that it presents. The plan details 63 City commitments that collectively seek to build a sustainable, equitable green economy ecosystem. These include a commitment by NYCEDC to promote and deploy NYC Industrial Development Agency (NYCIDA) tax incentives to support the expansion of battery storage capacity and other green economy-related uses.

7. Convene circular economy stakeholders to increase urban resource recovery through reuse, remanufacturing, and innovative recycling across industrial sectors

The "circular" economy is a local and regional system that seeks to keep materials and products in use for as long as possible, optimizing their economic and environmental value. This system supports NYC's goals of job creation, economic resiliency, and carbon neutrality, as described in the NYCEDC's Green

Figure 36: The 2026 Solid Waste Management Plan (SWMP). The Department of Sanitation's 2026 SWMP outlines the city's strategy for cultivating an increasingly circular economy. Source: DSNY

Economy Action Plan. Existing city initiatives are clear examples of this concept, including DSNY's citywide curbside organics program, DSNY's contract with Pratt Industries for paper recycling in Staten Island, and NYC DOT's recycled asphalt pavement and concrete crushing facilities.

In 2026, DSNY will finalize the next Solid Waste Management Plan (SWMP26), which guides the City's resource recovery efforts for the next ten years. SWMP26 positions the City as a leader in urban resource recovery and circular economy development through multiple strategies. DSNY has committed to convene stakeholders in this effort, with the goals of better understanding the potential of the City's industrial waste streams, identifying materials and products whose recovery can add value to the region, and supporting innovative R&D pilot programs to realize this value. These strategies will be applied across the industrial sector, such as in construction, textiles, transportation and logistics, media production, and renewable energy.

8. Develop resources that encourage more energy storage systems to be sited in industrial areas

Battery energy storage systems (BESS) are essential for energy grid reliability and resiliency as electric loads in NYC increase. They also complement renewable energy resources, storing power generated by solar panels and wind turbines during sunny or windy periods and sending power back to the grid when needed. In 2023, zoning reforms called City of Yes for Carbon Neutrality modified regulations to allow BESS larger than 10,000 square feet outside of manufacturing

districts and expanded rooftop and yard allowances to more easily enable the installation of accessory BESS in commercial and residential districts. These changes have helped BESS expand and enhanced grid resiliency in residential areas, which are disproportionately impacted by outages. However, large, utility-scale BESS installations, which are essential to reducing the City's reliance on peaker plants and other fossil fuel-supported power infrastructure, are well-suited for industrial areas, which have the land, zoning, and existing infrastructure to more easily accommodate their significant footprint. Additionally, the cost-saving and resiliency benefits of BESS are maximized when these systems are co-located with solar generation capacity, another use that is optimized when installed at scale (which is most easily accomplished in manufacturing districts). MOCEJ has convened an interagency working group on solar and storage siting that is exploring potential resources that could be developed and deployed to encourage BESS developers to locate more projects in industrial areas and to co-locate BESS and solar generation capacity wherever practicable.

9. Promote the development of clean energy infrastructure on privately owned industrial sites

Nearly three quarters of the clean energy generation and storage capacity that has been developed in New York City is located outside of industrial areas. While this distribution demonstrates that unlike fossil fuel-based energy infrastructure, "distributed" energy resources or DERs (such as solar, etc.) can often safely locate amid commercial and residential uses, it also indicates that industrial areas' potential to support the deployment of clean energy at scale remains mostly untapped. Manufacturing districts are the only zoning districts where renewable energy infrastructure does not have size limitations or other, additional land use policy conditions. Industrial areas also typically contain larger sites (which are ideal for land-intensive uses) and transmission infrastructure from legacy power infrastructure as well.

There is also demonstrable need for additional clean energy deployment in industrial areas, as they often have greater electricity demands due to their concentrations of energy-intensive businesses and operations. Limited grid capacity can hamper new industrial development (as well as the growth of existing activities), and grid capacity is more quickly expanded through the deployment of DER's (as compared to traditional electric grid upgrades). As a result, the City is considering new measures to incentivize the development of clean energy infrastructure as part of new industrial projects to take advantage of the opportunity industrial areas present to grow the base of clean energy generation and storage as well as preempt any issues with grid capacity that could hinder future industrial growth.

10. Support the development of district thermal heating systems in industrial areas

District thermal heating systems are comprised of low-carbon thermal resources such as the ground, wastewater, and waste heat, whose steady temperatures are captured and reused to provide heat in the winter and cold in the summer via a network of heat pumps and insulated pipes that distribute this heat across clusters of buildings. Industrial areas are ripe with operations that generate a significant volume of waste heat and wastewater typically lost through exhaust systems, cooling towers, and the like that could instead be used to satisfy HVAC needs. The New York State Energy Research and Development Authority (NYSERDA) supports the design and implementation of such projects across New York State through its Large-Scale Thermal and Community Heat Pump Systems programs, including those associated with residential developments in New York City. MOCEJ is building on these efforts, convening an interagency working group on district thermal heating that is exploring ways to seed these networks in industrial areas.

11. Install climate infrastructure on all viable city-owned property by 2035

In 2023, MOCEJ released PowerUp NYC, a study that examined the city's energy system and identified initiatives to promote its long-term sustainability, reliability, and resiliency. Among these initiatives was a commitment to "install climate infrastructure on all viable city-owned property by 2035." This commitment involved identifying opportunities to co-locate climate infrastructure, reducing administrative bottlenecks for climate infrastructure siting, setting energy storage goals for city-owned lots, scaling deployment through Power Purchase Agreements (PPAs), and refining best practices for implementation. The City has made great strides towards this goal in recent years and is in the process of installing climate infrastructure

Figure 37: A rooftop solar installation at NYCHA's Queensbridge Houses. NYCHA is one of many city agencies who have been installing rooftop solar at a rapid clip in recent years. Source: NYCHA

on key industrial assets such as the Ward's Island Wastewater Resource Recovery Facility (WRRF), which will host 10 megawatts (MW) of solar photovoltaic (PV) capacity and 10 MW of large-scale battery energy storage, making it the largest clean energy installation at a WRRF in the world.

The South Brooklyn Marine Terminal (SBMT) in Sunset Park is being redeveloped into a worldclass offshore wind port and interconnection point for New York City's first major offshore wind project. The project, which broke ground in June 2024, is central to the City's commitment to SBMT is also expected to create at least 1,000 construction jobs in port upgrades, onshore substation, and wind turbine staging and pre-assembly.

12. Explore opportunities to activate industrial sites for community solar

NYCEDC, UPROSE, and Working Power announced the development of Sunset Park Solar, a project to bring clean, reliable, and affordable solar energy to Sunset Park residents and businesses. The 725 kilowatt (kW) solar array will reduce greenhouse gas emissions, alleviate energy burdens, and protect low-income households from energy price fluctuations. Over its lifetime, the project will deliver $1.24 million in energy bill savings to approximately 150 households. Located on the roof of Building B at the Brooklyn Army Terminal (BAT), the 45,000-square-foot installation will provide access to solar power generation for subscribing households.

13. Continue to advance NYCEDC's Circular Design and Construction Guidelines across the public and private sectors to reduce embodied carbon and waste in NYC's built environment

NYCEDC launched the Clean and Circular: Design & Construction Guidelines, an operational toolkit to reduce embodied carbon and waste in NYC's built environment. Beginning in 2024, the Circular Design & Construction Guidelines are driving demand for lower carbon construction across NYCEDC's capital portfolio and serving as a tool for industry to chart a path forward to minimizing embodied carbon, reuse and recycle materials, and diverting waste from landfills. The Guidelines support upskilling across design and construction companies and outline a new set of standards NYCEDC will expect from partners to drive cleaner and more circular projects to completion. Positioned between public and private industry, NYCEDC is facilitating demand and building capacity for circularity and embodied carbon reductions through procurement of contractors on capital projects.

NYCEDC is also currently transforming the 20-acre Bush Terminal campus (MADE) into a modern hub for manufacturing and creative industries, an example implementing circular design and construction strategies within industrial use cases. Masonry, wood flooring, and removed wooden columns were removed, refinished, and put back into the building where able, even utilizing some of the columns for our second-floor public space seating, as well as tables and seating elements on the neighboring Pier 6. On the Site, the steel rails were removed and reinstalled as an esplanade amenity. Original cobble stone was salvaged and reused both throughout the sitework but is also being adapted into new paving elements in the upcoming construction of Pier 6.

Strategy 3 - Use City-owned sites to incubate and grow industrial businesses

14. Evaluate the portfolio of City-owned land to improve efficiency and maximize opportunities for industrial siting

More than a quarter of all the land in New York City that is zoned for industrial use is owned or

Figure 38: NYPD Fleet Division Center 1 in Maspeth. The City owns and leases a significant volume and variety of industrial properties. Source: Cyclomedia

leased by the City of New York. City agencies report encountering difficulties around finding appropriate, available sites upon which to site new infrastructure or municipal service operations, and industrial businesses describe similar, persistent challenges with finding suitable spaces. With the appropriate resources, the City could assess its portfolio of industrial assets to identify any that are vacant or underutilized and could be activated with new industrial users, either through the siting of new or relocated agency operations or disposition through sale or lease. Through this effort, the City would gain a more global understanding of ways to improve efficiency or optimize the potential of the portfolio and potentially identify additional City-owned land for industrial activities.

15. Utilize publicly owned industrial campuses to support the piloting of innovative climate technologies and modern industrial practices

NYCEDC is advancing the development of innovative climate technologies and modern industrial practices through various initiatives that are occurring at their assets throughout the city.

At the Brooklyn Army Terminal, NYCEDC is investing $100 million to develop a cutting-edge climate innovation hub, BATWorks, which will anchor a growing ecosystem along the New York Harbor for new climate technologists, entrepreneurs, and talent working to develop, pilot, and deploy new solutions to combat the effects of climate change. BATWorks will enable emerging market innovators, small and medium sized companies, and growth-stage and commercialization-stage companies to build and rapidly prototype products, provide business support using the fit for-purpose space, and carry out product research and development.

NYCEDC has partnered with the Trust for Governor's Island and the Brooklyn Navy Yard Development Corporation to jointly invest $725 million in the Harbor Climate Collaborative, which will activate six million square feet of space for climate research, innovation, and training. NYCEDC continues to spearhead the redevelopment of the Hunts Point Food Distribution Center, which will include a groundbreaking, freight-focused electric truck and vehicle-charging depot as well as modernized loading infrastructure and enhanced intermodal capacity.

16. Build a high-quality campus experience at City-owned industrial assets through sustained investment in facility infrastructure and amenities that serve businesses, workers, and local communities

Figure 39: The Brooklyn Army Terminal (BAT) in Sunset Park. BAT, which is one the city's largest industrial assets in terms of square footage, supports approximately 1,500 industrial jobs, much of which are in manufacturing. Source: NYCEDC

NYCEDC is investing in its industrial assets, adding new infrastructure, amenities, and tenants that will further enhance these facilities' ability to serve businesses, workers, and local communities. In Hunts Point, NYCEDC is in the process of implementing over $1 billion in projects that seek to build resiliency and improve local transportation networks, the environment, and quality of life. In Bathgate Industrial Park, NYCEDC is investigating long-term repositioning of the campus, while continuing to explore short-term activations to program the vacant buildings

with interim uses, beautify the campus and support local job opportunities. At the Bush Terminal Campus in Sunset Park, NYCEDC is delivering new leasable space for growing industries, supporting workforce training and other employment initiatives, and creating new, resilient waterfront public spaces. NYCEDC has also ramped up leasing activity at the Brooklyn Army Terminal, signing 17 new leases that account for over 225,000 square feet in industrial space in 2024 and at the Brooklyn Wholesale Meat Market, a 175,000 square foot processing, cold storage, and distribution facility that is now fully tenanted.

Strategy 4 - Optimize resources available to industrial businesses that seek to grow or transition

17. Continue to support the New York State Film Tax Credit program

Figure 40: East End Studios in Sunnyside, Queens. The NYS Film Tax Credit program has proven essential to keeping production activity here in the city. Source: NYC MOME

New York State offers a 30 percent tax credit on labor, equipment, and other costs incurred during the production of films and television series within the state. The program has been essential to retaining and growing New York City's base of film and television production operations since its inception. The FY 2026 New York State budget, which was signed by Governor Hochul in May, expanded and enhanced the program, providing dedicated support for independent projects, covering costs associated with scoring and post-production, and offering supplemental incentives that encourage recurring business and multiple simultaneous productions. The Mayor's Office of Media and Entertainment (MOME) was one of several key advocates that helped ensure that these measures were included in the state budget.

18. Explore potential improvements to existing tax credits for industrial businesses

The City administers a variety of tax incentive programs that seek to support industrial businesses such as the Industrial Commercial Abatement Program (ICAP), Industrial Development Agency (NYCIDA), the IBZ Tax Credit, and the Relocation Employment Assistance Program (REAP). Throughout the preliminary public engagement for the NYC Industrial Plan, stakeholders have expressed concerns with industrial businesses' ability to use these incentives as well as their effectiveness at supporting growth, citing concerns related to geographic and other eligibility criteria, size thresholds for the investments that the incentives can be used to offset, the value of the tax credits, and what specific tax liabilities the credit can be claimed against. The City should convene an interagency working group that includes the Department of Finance, Office of Management and Budget, Department of Small Business Services, and NYCEDC, among others, to identify how these incentives could be improved to better stimulate industrial business activities.

19. Advance the adoption of new climate technologies in the industrial sector through NYCEDC's Mass Timber Studio and Resilient Energy Studio

Figure 41: Rendering of a mass timber development planned for the Stapleton waterfront in Staten Island. The development will be the first publicly-funded project to use mass timber and participate in NYCEDC's Mass Timber Studio program. Source: NYCEDC

NYCEDC has recently launched the Mass Timber and Resilient Energy Studios, cohort-based initiatives that seek to broaden awareness and

accelerate the adoption of sustainable practices and technologies such as mass timber construction and innovative energy storage concepts. These studios respectively provide technical assistance and regulatory guidance to mass timber and novel energy storage projects in the early phases of project planning and design. The projects being advanced by these studios benefit from collaboration with community organizations, energy experts, leading industry stakeholders, and city regulators like DOB and FDNY.

Strategy 5 – Support workforce development programs

20. Support workforce development and community hiring

The City and NYCEDC will continue incorporating Community Hiring goals into applicable City contracts, including those for construction, industrial services, and related to industrial development to maximize employment opportunities for residents.

21. Support M/WBE and diverse entrepreneurship in industrial sectors

NYCEDC will continue to invest in ConstructNYC, a capacity-building program that connects Minority- and Women-owned Business Enterprises (M/WBEs) with contracting opportunities on NYCEDC projects. The program aims to increase M/WBE participation in all procurements by prequalifying trade contractors and reducing barriers to industry participation. ConstructNYC is also expanding its support for the green economy through specialized training for sustainable construction and climate-resilient infrastructure. By providing technical assistance and directly connecting participants to active projects, the program strengthens local business capacity and advances inclusive contracting within publicly owned industrial assets.

DEMAND FOR SPACE

Ensuring that the city has a sufficient inventory of space to support the growth and evolution of the industrial sector is the second key issue identified in the NYC Industrial Plan. Although businesses are optimistic about their plans to grow in NYC, surveys and interviews with industrial businesses and business support providers indicate that the availability, cost, and quality of the industrial real estate is an urgent impediment to growth.

Several factors have coalesced, contributing to increased demand for industrial space, including:

- The rapid expansion of service sector jobs outside Manhattan, which is driving the conversion of warehouses and loft buildings;
- The aging and shrinking inventory of warehouse space that is sufficient to meet businesses' evolving needs;
- The opportunities and imperative of alleviating the city's urgent housing crisis through new housing near transit;
- The growth of transportation and construction sub-sectors, which drive demand for very large, highway-accessible sites to locate large distribution centers, truck fleets, and storing and staging equipment;

Figure 42: An industrial street in Sunnyside with two buildings built before the 1961 zoning code. The low-rise building could be built today but the loft style building could not under current zoning. Source: Cyclomedia

- The need to site or relocate City operations as the population and economy grow and some facilities have been redeveloped for housing, parks, and economic development;
- Zoning constraints such as low permitted floor area and high parking requirements that limit the ability to redevelop or expand existing buildings to accommodate business needs.

Despite these real estate challenges, many surveyed industrial businesses remain optimistic about their future in New York City. Survey data reveals that 81 percent expect to maintain or expand their operations in NYC over the next five years. This data is consistent with patterns

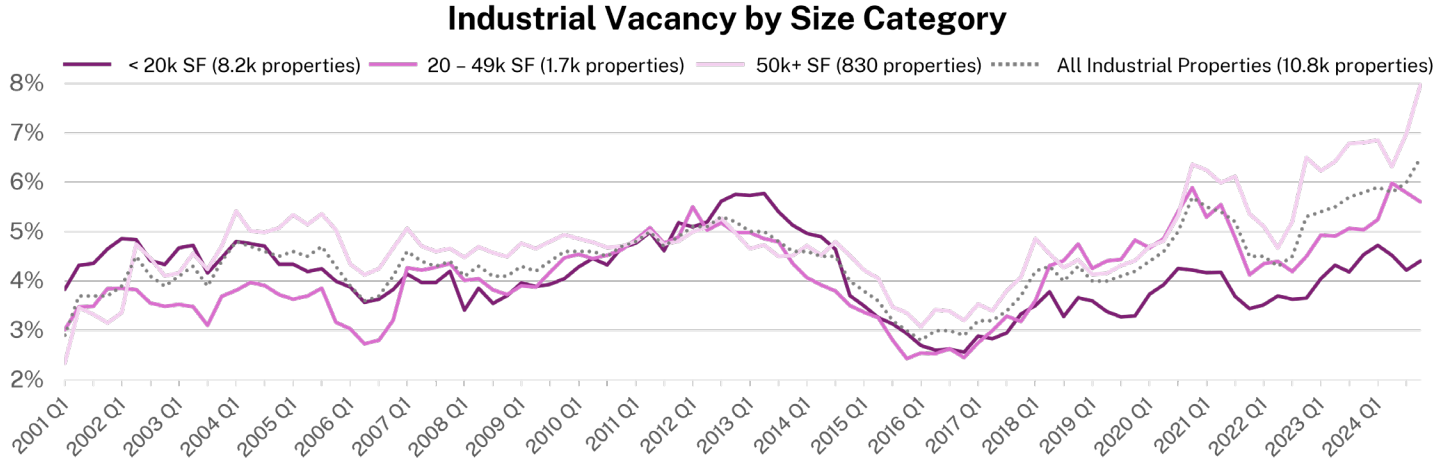


Figure 43: Industrial vacancy remains low but has risen in recent years due to the construction of large distribution warehouses. Source: NYC Planning analysis of CoStar.

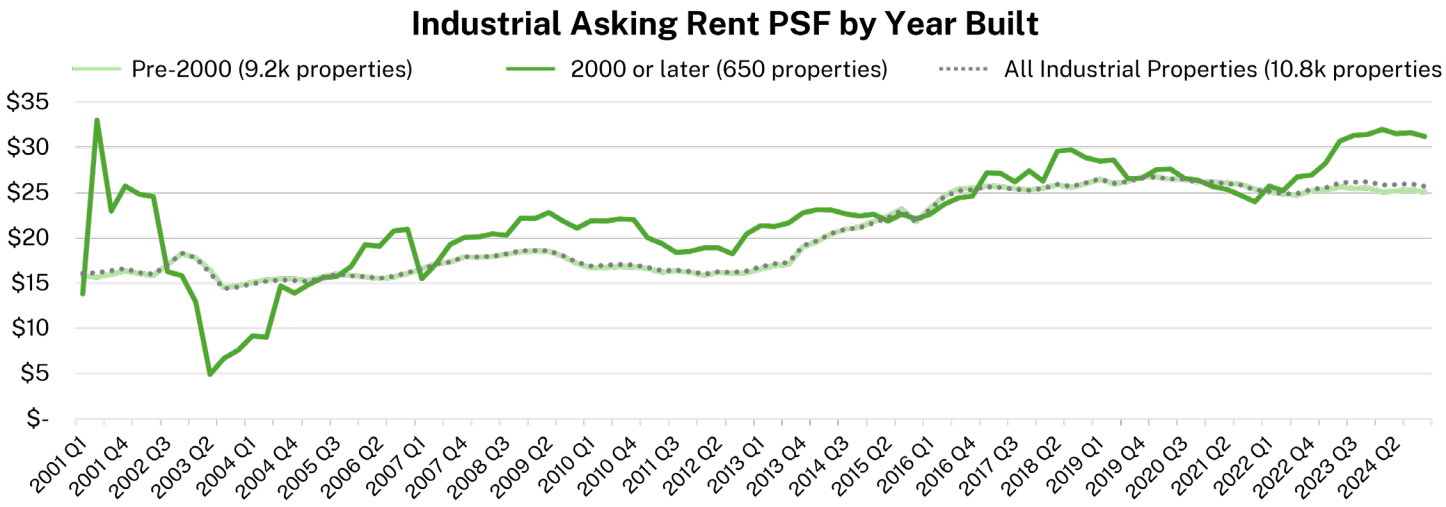


Figure 44: Industrial asking rent per square foot by year built. Newer buildings are typically more expensive on a rent per square foot basis. Source: NYC Planning analysis of CoStar.

of business creation, space absorption, and land use applications that suggest potential growth especially in logistics, construction, energy, and film spaces.

New York City currently has approximately 227 million square feet of industrial space built across 28,500 acres of industrially zoned land, mostly in Brooklyn and Queens.

While most industrial buildings are relatively small (under 20,000 square feet), single-tenant buildings, more than half of all industrial space exists in large-scale structures (over 50,000 square feet). Small companies (less than 10 employees) comprise most industrial business and report needing very small spaces – less than 5,000 square feet. – which is easier to access in multi-tenant industrial space.

Vacancy has risen in recent years across all property sizes, but especially in larger facilities, the one area where new supply has been strong. For small industrial businesses looking to rent, however, the market remains very tight. The vacancy rate for smaller properties remains very low at less than five percent.

However, despite these market changes and rising rents (averaging $25 per square foot, to over $30 per square foot in new developments), these rents still fall short of what is needed to incentivize new construction. Developers have indicated rents well above $30 per square foot are required to support new industrial construction, a figure that puts many industrial tenants at a competitive disadvantage to nonindustrial users that can pay for new space.

Prices vary considerably by submarket, with areas like Long Island City, Red Hook, and Sunset Park, and portions of the Bronx commanding relatively higher rates due to their proximity to dense population centers and last mile logistics demand. Even in these stronger sub-markets, average industrial rents, often ranging from $18 to $30 per square foot, are generally not sufficient to justify the high cost of new construction, which can exceed $60 per square foot.

The type of space that industrial businesses need is diverse and often bespoke, requiring businesses to make significant capital investments in buildings and equipment to accommodate their operations. Many industrial uses have unique siting needs, limiting the options on where they can locate.

Small Warehouses Small warehouses typically range from 1,000 to 20,000 square feet. These facilities often host light industrial activities, construction contractors, storage, and distribution on a smaller scale. In New York City, these buildings make up a large share of the industrial stock and are generally older.

Multi-tenant spaces and loft buildings Larger spaces can also meet the needs of very small industrial companies, which are frequently located in larger, multi-tenant buildings where they can share loading, freight elevators, and amenities with other tenants. These companies often include small-scale manufacturers, research and development firms, start-ups that need space to test and prototype products, and office space. The higher density loft buildings of Midtown, Sunset

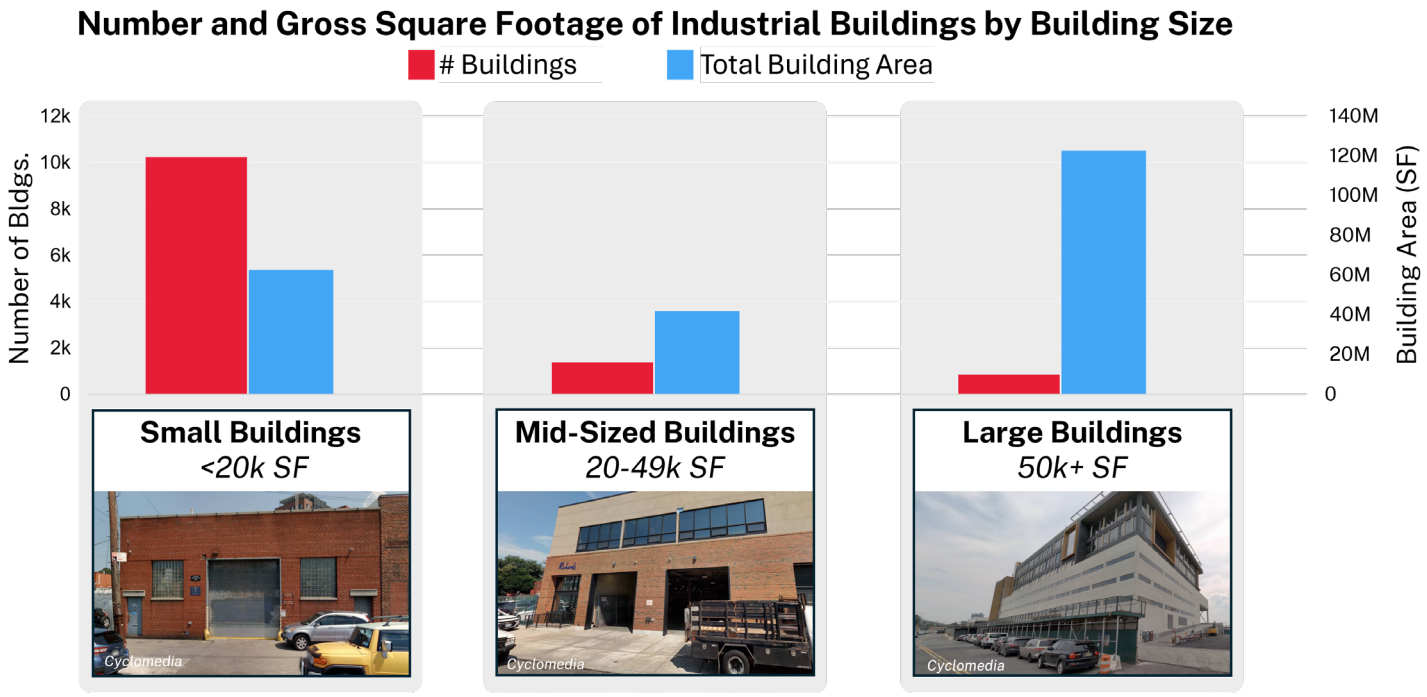


Figure 45: Most of the city's industrial buildings are under 20,000 square feet, but a small number large buildings comprise most of the city's total industrial built floor area. Source: NYC Planning analysis of DOB permitting data

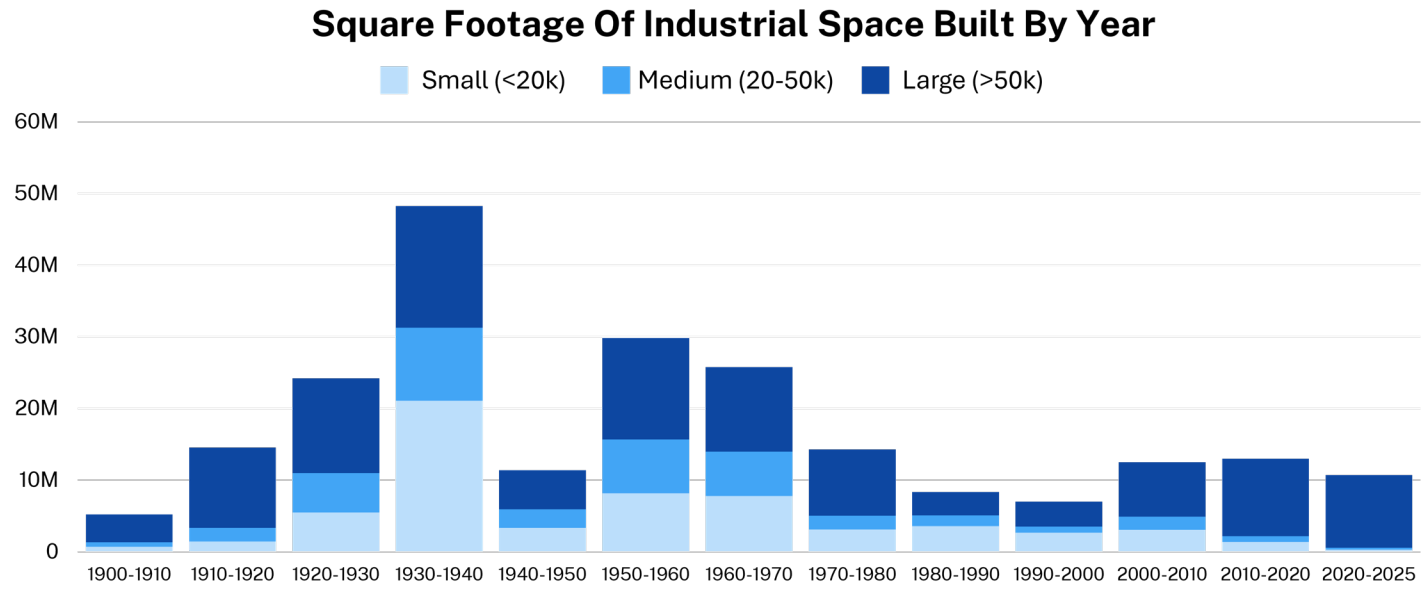


Figure 46: Square feet of industrial space built in NYC by decade. A significant share of the city's industrial building stock was constructed prior to the Second World War. Source: NYC Planning, PLUTO, 24v4.1.

Park, and Long Island City typify this kind of space. Since these buildings typically have little off-street loading and parking, they are often located near transit and serve businesses that are not truck-dependent and whose employees primarily commute by public transportation.

Large warehouses and distribution centers
Large warehouses (over 50,000 square feet) are typically single-story buildings designed for the storage, distribution, and production of goods. These buildings are fundamental to logistics, manufacturing, and supply chain operations. They are usually located near highways, ports, railroads, or airports to facilitate efficient transportation and distribution. Common warehouse uses are logistics centers, e-commerce fulfillment, bulk material storage, or cold storage. Although multi-story warehouses have been constructed in NYC in recent years, they are not common.

Open storage Open storage sites have few built structures (defined for the purposes of this study as having a built FAR below 0.2) and which support

Fleet Parking

Concrete Batching Facility

Construction Material Storage Yard

Figure 47: Images of different open industrial uses. Low density industrial operations provide a variety of essential services. Source: NYC Planning analysis of CoStar.

fleet parking, material storage, unenclosed industrial activities like concrete mixing or recycling, and other critical logistics functions. Very low-density privately-owned sites like those with open storage account for 21 percent of the city's industrially zoned land.

Infrastructure and public facilities Utilities, public facilities, and airports account for 51 percent of the city's industrially zoned land. These facilities are often less than 1.0 FAR. Critical infrastructure, city facilities, materials processing operations, and critical logistics facilities can be particularly challenging to site or relocate because of their locational needs. For example, a concrete batching facility must be in an M2 or M3 manufacturing district, preferably with access to an arterial highway, and within a certain distance of its customers to ensure the viability of its product. Other public and private industrial operations like fleet parking, repair garages, and storage facilities have similarly stringent siting criteria, including very large sites, high electrical capacity, and proximity to customers or service populations. The limited universe of appropriate sites that meets their criteria makes it very challenging to site or relocate these uses.

The city's industrial building stock is aging. Approximately 70 percent of the city's existing industrial buildings pre-date the 1961 zoning changes and do not meet the needs of modern industrial businesses. Routine issues in older industrial buildings include outdated electrical systems, limited ceiling heights, inadequate loading docks, and high maintenance and insurance costs. While there has been some resurgence in industrial development since 2020, that activity has largely come in the form of largescale projects, not the smaller, more flexible spaces that many businesses say they prefer.

Older industrial spaces, though less efficient and often lacking in modern features like high clear heights and loading dock access, remain in use because they offer lower rents that tenants can afford. The main obstacle to new industrial development is the exceptionally high land and construction costs in NYC, coupled with competition from higher value uses like residential or commercial redevelopment. As a result, despite growing demand driven by e-commerce and logistics, the rent gap between what the market can support and what is needed to make new projects financially viable continues to suppress speculative industrial construction.

The role of zoning

Regulatory and zoning constraints further limit the city's ability to expand industrial space. Most manufacturing zones are still governed by 1961 zoning rules that set out to reimagine the city's industrial areas as low-slung industrial parks with large open parking lots. The rules significantly limit building size in most places, require high levels of off-street parking and loading, and impose stringent sky exposure planes that impede efficient building envelopes. Older buildings that once vertically integrated industrial uses are prohibited under most existing M districts, and many of the existing ones became nonconforming under the 1961 zoning. The vast majority - 96 percent - of all M-zoned land is capped at 2.0 FAR, ensuring that any redevelopment is low-density and reducing the incentive to create replacement space. These rules can make it incredibly costly and difficult for businesses to expand or upgrade their buildings, limiting investment industrial areas and keeping supply artificially low and outdated.

Over time, as the number of manufacturing

businesses in the city has declined, previous factory buildings have been attractive sites for the repurposing of space. The number of nonindustrial jobs in industrial areas has climbed substantially, adding considerable economic growth in areas like Long Island City, but contributing to fears of price competition from businesses that have valued the affordability of less competitive areas.

Rezonings in M districts have contributed to concerns about real estate pressure on industrial businesses. In the decade from 2002-2012, large neighborhood plans in centrally located and transit-rich areas like Long Island City and Greenpoint-Williamsburg resulted in a net conversion of 1,100 acres of industrial land to zones that permit residential use. This accounted for 5.2 percent of the city's supply of M-zoned land. Yet, these plans have been instrumental to advancing the City's housing goals. The new housing from this era developed in M zones has generated 24 percent of the new housing completions citywide, representing over 84,000 new homes, 23 percent of which are income restricted.

The rezoning of M-zoned land has slowed considerably since 2012, as the number of centrally located transit-accessible M-zoned areas has diminished. From 2012-2022, rezonings accounted for 430 acres (1.5 percent) of net loss of M-zoned land. Many of the rezonings have been to mixed-use districts, a tool designed to meet housing needs while accommodating industrial and commercial uses. This includes recently approved changes in Jamaica, Queens, Long Island City, Midtown South, and the recently adopted Atlantic Avenue rezoning, which all benefit from the use of mixed-use zoning as a strategy for generating new market rate and affordable housing in areas of historic industrial concentration. The 2024 rezoning of areas around future Metro North stations in the east Bronx neighborhoods of Morris Park and Parkchester is another example of how new transit resources change the opportunities associated with industrial areas by introducing new passenger accessibility; planned investments in Brooklyn and Queens along a future Interborough Express (IBX) corridor may present similar changes to existing conditions that will need to be studied closely to understand what land use changes are warranted.

While those rezonings contributed to a small net loss of industrial land, industrial employment

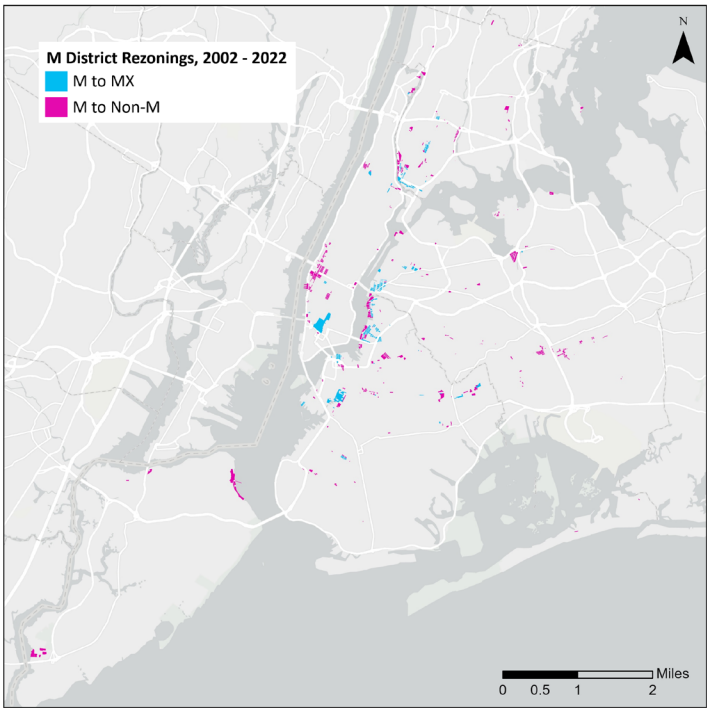


Figure 48: Rezonings of M Districts 2002 to 2022. Most of these rezonings occurred prior to 2012. Source: NYC Planning analysis of Zoning District shapefiles (NYZD).

during that same period still increased. This trend highlights the evolving space needs of industrial businesses.

The City has used MX (mixed-use) zoning to balance residential, commercial, and industrial needs. New York City has been at the forefront of mixed-use development since the Special Coney Island Mixed Use District was created in 1975. When applied, MX areas experienced significant job and wage growth, though industrial employment declined slightly, underscoring the difficulty of maintaining productive industrial space in mixed-use environments. Currently, there are 25 special mixed-use districts in four boroughs, with the largest in Greenpoint-Williamsburg in Brooklyn and Long Island City in Queens.

Historically, MX districts have been a tool to allow for a gradual transition away from industrial uses to a greater mix of residential and commercial, rather than a tool to grow and encourage industrial use. Most use mixing occurs at the neighborhood level, or within existing buildings where residential has moved in next to existing industrial uses. Ground-up new construction of multi-story buildings where new industrial space and new residential space have been co-located in the same building has been exceedingly rare.

However, advances in technology and computerized production have enabled some types of light industrial businesses to operate can sometimes be safely integrated into mixed-use buildings through thoughtful design features such as soundproofing, separate loading areas, and air and noise quality controls that minimize impacts on residential or commercial tenants. Revenue generated from non-industrial tenants, such as office, retail, or residential units, can help subsidize the cost of developing and maintaining the industrial component, making these projects more financially viable than standalone conditions.

The 2018 study "Can Mixed-Use Buildings Works In NYC," issued by the Department of City Planning, found that residential-industrial mixed-use development could be feasible, but only in very strong real estate markets and under very specific conditions. In most instances, zoning and financial incentives would be necessary to support the development.

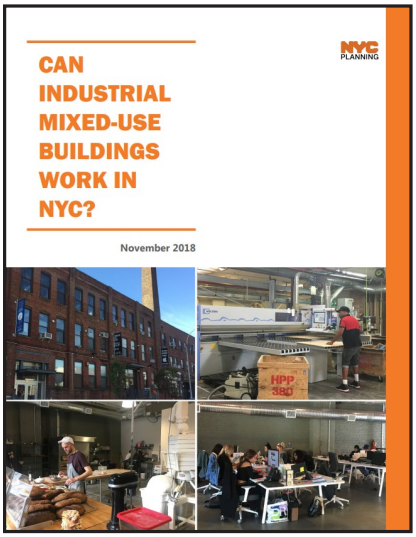


Figure 49: A 2018 study that explored the feasibility of mixed industrial-residential buildings. Such buildings could support the preservation of industrial businesses alongside housing stock growth in high-need areas. Source: NYC Planning

The 2018 study suggested that there are opportunities to advance industrial mixed-use development. However, because of the physical and financial challenges associated with industrial mixed-use space, requirements for inclusion of industrial space risk slowing investment. Moreover, that study did not explore the environmental challenges to co-locating industry with residences, which must be better understood.

GOAL: ADVANCE BALANCED & COHERENT LAND AND REAL ESTATE STRATEGY

As our city continues to grow, we cannot afford to leave our industrial areas behind, saddled by aging buildings and infrastructure. Our vision is to support a land use and real estate policy that supports economic development in our industrial areas, while recognizing both the opportunities and the limits of mixing uses.

To meet the growing demands for housing, jobs, and industry, the City seeks to advance a balanced and coherent land use and real estate strategy that includes both reinforcing industrial areas as centers for preserving the limited subset of uses that require segregation, while also promoting the inclusion of industrial uses in mixed-use projects, all the while reducing regulatory barriers to industrial development and modernizing city processes to make it easier to site industrial operations. Leveraging public assets, such as those managed by NYCEDC, which currently hosts one in 12 industrial jobs in the boroughs outside Manhattan, will also be critical in sustaining and growing the city's industrial base.

Strategy 1 - Strengthen Primary Industrial Areas

22. Establish a new land use framework to guide development and investment in manufacturing zones

The NYC Industrial Plan identifies specific geographies within its manufacturing zones with important or unique assets and infrastructure to support industrial activity and jobs. These areas will serve as the locations to advance place-based policies to preserve and grow the industrial sector, offer a more comprehensive framework for future development in M zones, and provide more real estate stability for industrial businesses seeking to make long-term investments in their assets.

The following high-level framework is proposed to advance this strategy:

Figure 50: A heavily industrial area along Staten Island's West Shore. Primary Industrial Areas are predominantly industrial today and intended to be preserved as mostly industrial. Source: NYC Planning

Primary Industrial Areas (PIAs), which tend to have fewer non-industrial uses or pedestrian activity and large development sites, are most appropriate for the siting of core infrastructure, truck-dependent operations, and other intensive uses. Separation of uses to protect public safety and prevent conflicts with business operations is most critical in PIAs. Building and street design guidelines should be most responsive to truck movements and investments in industrial infrastructure should be prioritized. Public policy should seek to preserve industrial uses within PIAs to maintain a reservoir of space within the city to support essential and difficult-to-site operations. These areas may be appropriate locations to map M3A districts, new zones that restrict certain non-industrial uses, and are not appropriate for residential rezoning.

Figure 51: Industrial and commercial uses alongside one another in Gowanus. Secondary Industrial Areas contain mixed tenancy and are closer to residences, intended to be preserved as mixed job centers. Source: Cyclomedia

Secondary Industrial Areas (SIAs), which tend to have a greater mix of commercial and industrial uses, are most appropriate for smaller scale, higher-performing, and less truck-dependent industry. SIA's are not appropriate for residential. Businesses located in SIAs may create conflicts that necessitate segregation from residential uses but typically benefit from greater proximity to transit and other businesses and can often function in smaller spaces in multi-story buildings. More employees and more customers walking through the area meaning that building and street design need to prioritize pedestrian safety and reducing conflicts with industry. Public policy should preference industrial uses within a broad mix of commercial activity in SIAs. These areas may be appropriate locations to map M2A districts, new zones that allow for a wide range of commercial and industrial uses, but preference industrial uses by providing them with a higher FAR than other commercial uses.

Figure 52: A block that contains both light industrial and residential in North Brooklyn. Neighborhood industrial zones are M zones outside of Primary and Secondary areas with the greatest mix of uses and the most proximity to transit. They can continue to accommodate industrial in pedestrian prioritized environment. Source: Cyclomedia

Neighborhood Industrial Zones are other manufacturing zones outside of Primary and Secondary Industrial Areas that have the greatest mix of uses and are closest to residences and transit. Planning should allow for the continued presence of industrial uses in an environment that prioritizes pedestrian access and supports a broad range of uses. These areas may provide opportunities for higher density development and may be appropriate for mapping M1A districts, a new M-district that accommodates job-dense, transit-oriented commercial and industrial development. They may also be appropriate for new MX districts based on individual planning considerations, in cases where the continued mixing of uses presents opportunities for better

neighborhood outcomes. Any zoning change would remain subject to the significant environmental and public reviews required by Uniform Land Use Review Procedure (ULURP). Public policy should focus on investment in environmental upgrades that allow for safe co-location with industrial uses.

Clearly articulating the City's land use goals within M zones will serve to strengthen the primary industrial areas by directing development to the appropriate locations. For details on the methodology to identify PIA and SIA boundaries and to see proposed maps, see the appendix.

23. Explore potential targeted changes to the current BSA special permit discretionary process for permitting schools within M zones to address conflicts with industrial activities

Schools, pre-Ks, and daycare centers are permitted in light industrial districts (M1 zones) by a Board of Standards and Appeals (BSA) special permit if there are safeguards to protect children from noise and traffic. However, as the city grows and new schools are needed, demand for sites in M1 zones is increasing and conflicts between school populations and truck movements are becoming more common, raising safety concerns. The current BSA process should be evaluated to determine whether changes should be made to enhance school safety and minimize disruption to industrial businesses.

Strategy 2 - Make it easier to build new industrial space & catalyze investment in industrial areas

24. Help businesses take advantage of City of Yes for Economic Opportunity changes

Several provisions of City of Yes for Economic Opportunity (COYEO), adopted in 2024, will make it easy to create new industrial space outside of M-zones and encourage more investment in M-zones. First, COYEO relaxed zoning to allow certain additional production activities to occur in commercial districts, significantly expanding the areas where small-scale, clean production is allowed. It also newly allowed indoor agriculture, previously limited to M-zones, to locate in commercial districts. Second, it modernized loading rules so buildings can adapt over time. Previously, loading requirements applied to enlargements and changes of use, imposing a costly physical retrofit the building user may not want or need. This change will make it easier for the city's building stock to evolve and stay occupied over time. Finally, COYEO created an opportunity for small-scale distribution centers to locate in commercial areas by creating a new "Micro-Distribution Facility" use and allowing them in commercial districts.

25. Implement Recently Adopted Neighborhood Plans

The City Council recently adopted four neighborhood plans that include policy changes and investments that seek to support industrial lands and businesses. *For details, see page 50 and 51.*

26. Study parking and loading zoning requirements to identify impediments to new development

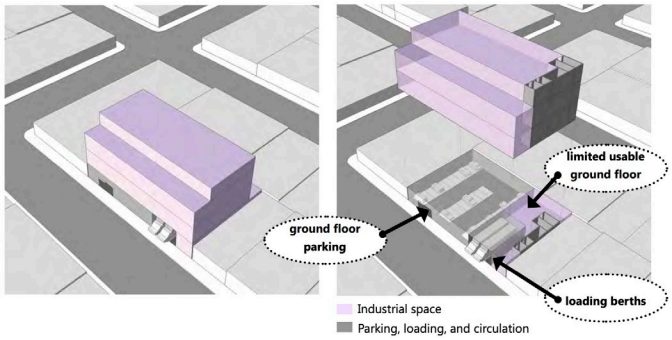


Figure 53: A diagram from the North Brooklyn Industry and Innovation Plan that depicts how current parking and loading requirements constrain the amount of usable ground floor area on smaller industrial sites.

In many industrial districts, zoning requires new developments to build a significant amount of off-street parking and loading for all uses that often exceed what businesses need. In addition, it is often impracticable or infeasible to accommodate the required levels of parking and loading on all but the largest development sites, particularly for mixed-use and multi-story buildings. The result is that the rules discourage new development in many industrial areas where the market can otherwise support it. NYC Planning should study possible changes to the Manufacturing District parking and loading rules to identify impediments to new development.

27. Advance new industrial neighborhood studies

Many of the city's industrial neighborhoods are poised for economic growth but lack proper zoning and other place-based strategies to support it. Often, outdated zoning unnecessarily limits floor area, even near transit, placing a ceiling on potential job

Strategy 25: Implement Recently Adopted Neighborhood Plans

The City Council recently adopted four neighborhood plans that include policy changes and investments that seek to support industrial lands and businesses:

Midtown South Mixed-Use Plan

The Midtown South Mixed-Use (MSMX) Plan will create nearly 10,000 new homes across 42 blocks of this neighborhood where outdated zoning rules forbid new housing. The plan maps Mandatory Inclusionary Housing (MIH) — a first for Midtown — ensuring that up to 2,800 of the new homes will be permanently affordable.

Alongside new housing, MSMX invests in local infrastructure and amenities, including the completion of the transformative Broadway Vision Plan, a 34th Street busway, a full renovation of McCaffrey Playground, local school upgrades, and more. The plan will also support the garment and fashion sectors with a $50 million investment to develop permanent space for these industries and will also launch the "Midtown Made" campaign to elevate local designers, manufacturers, and creative entrepreneurs.

Atlantic Avenue Mixed-Use Plan

The Atlantic Avenue Mixed-Use Plan (AAMUP) will bring approximately 4,600 homes — including 1,900 income-restricted, affordable homes — and 2,800 permanent jobs to the Atlantic Avenue corridor near Crown Heights and Bedford-Stuyvesant in Brooklyn, where outdated zoning rules have long limited housing and job growth. Around 900 of the affordable homes will be built on city, state, and nonprofit-owned sites, with many of them reserved for older, low-income households, families, and formerly homeless New Yorkers.

AAMUP will also enhance street safety, improve open space, and enhance infrastructure. As part of this plan, the city will undertake a comprehensive redesign of Atlantic Avenue, add a new bike lane on Bedford Avenue, create wider sidewalks, improve St. Andrew's Playground, Lowry Triangle and several other public spaces, and upgrade stormwater and sewer infrastructure.

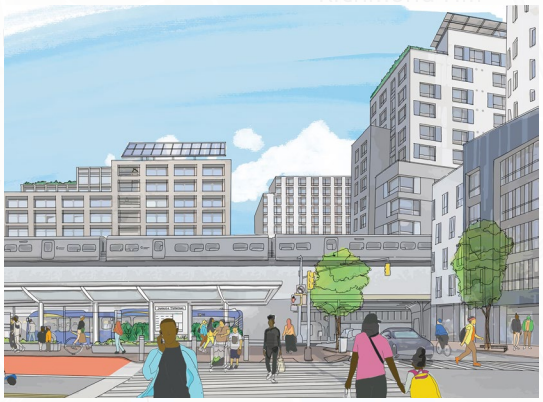
OneLIC Neighborhood Plan

The OneLIC Neighborhood Plan updates zoning in an underused part of Queens to create approximately 14,700 new homes, including 4,350 permanently affordable homes through Mandatory Inclusionary Housing (MIH) and city subsidy programs — the most housing generated by a neighborhood-specific rezoning in New York City history. Through significant increases in commercial and industrial space, the plan will also create 14,400 new jobs.

To support current and future residents and workers in this part of Queens, the plan enables the creation of a continuous public esplanade from Gantry Plaza State Park to Queensbridge Park, as well as nearly five acres of open space under the Queensboro Bridge. It dedicates over $200 million to much-needed repairs and upgrades for Queensbridge Houses, improving the quality of life for the residents of the largest public housing complex in North America. The plan will also invest in streetscape improvements, several new schools, maximize public benefits on City-owned sites and more.

3

Jamaica Neighborhood Plan



The Jamaica Neighborhood Plan will create nearly 12,000 new homes across nearly 230 blocks of this transit-accessible neighborhood. The plan maps Mandatory Inclusionary Housing (MIH), ensuring that approximately 4,000 of these new homes are permanently affordable, and creating the largest MIH area in the city to date. It also unlocks new commercial and industrial space, generating 7,000 new permanent jobs.

To support this growth, the City will invest hundreds of millions of dollars into Jamaica's sewer infrastructure to help address long-standing sanitary drainage and flooding challenges. For health and safety, the plan also includes a hospital expansion to the Claire Shulman Pavilion, a new Trauma Recovery Center, and enhanced streetscapes throughout the area. Public realm improvements will create two new transit plazas near Jamaica Station, fund new and existing parks, provide upgrades to York College, and more.

1

density and increasing pressure to convert existing warehouse space. In some cases, businesses in precarious real estate circumstances lack the stability needed to make capital investments.

NYC Planning should consider geographies for potential industrial neighborhood studies that would bring about zoning changes and new capital investments, programs and services that seek to support the growth of industrial while balancing other local and citywide land use objectives. These should include:

- Areas where the growth of industrial can be encouraged and optimized through additional limitations on commercial and community facilities;
- Areas where industrial can benefit from proximity to office, retail, and the foot traffic that these complementary uses generate and even co-locate in the same buildings;
- Areas where industrial can safely and efficiently operate in a fully mixed-use context, existing alongside residential to the greatest extent practicable;
- Areas that are within manufacturing zones but are predominantly comprised of non-industrial uses, including non-conforming homes and community facilities;
- Areas that may call for some combination of the above-noted approaches, but will require substantial further study prior to any preliminary determination.

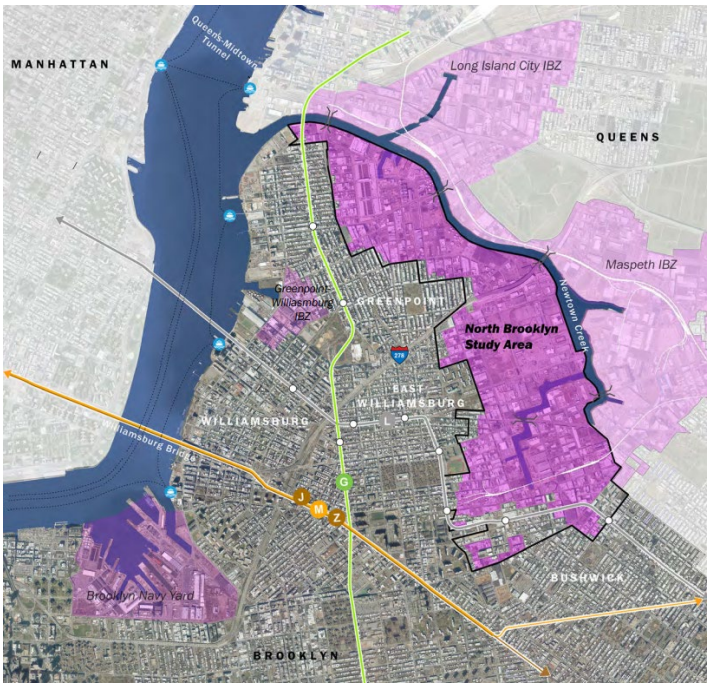


Figure 54: An overview of the study area for the North Brooklyn Industry and Innovation Plan. The plan's land use framework served as a model for the new manufacturing districts created through City of Yes for Economy Opportunity. Source: NYC Planning

For example, the City could explore updating and implementing the 2018 North Brooklyn Industry and Innovation Plan. The Plan, which was not implemented, proposed a land use framework for the North Brooklyn IBZ that proposed to increase space for jobs and economic activity by both supporting essential industrial businesses in an industrial core while also increasing job density in transit-accessible areas adjacent to residential neighborhoods.

28. Streamline the process for development on unbuilt and private streets to make it easier to develop industrial sites

Figure 55: A "paper street" in a Staten Island manufacturing district. Paper streets are mapped but unbuilt streets that run through privately-owned land and complicate development. Source: Cyclomedia

New York City has many mapped but unbuilt streets ("paper streets") in industrial areas that are not likely to ever be constructed. This land would likely become sites that could be developed as-of-right but for the requirement that a developer must receive a waiver pursuant to Section 35 of the General City Laws to build in the bed of a mapped street. Examples include 180 Street in Queens and Botany Place in Staten Island.

Similarly, NYC Planning has identified growing industrial districts across the city that are not accessible by mapped streets and instead rely on a network of record streets and private roads. Development in these areas would often occur as-of-right but for the requirement that development that does not front a mapped street must seek a

waiver pursuant to Section 36 of the General City Laws (among other reviews to ensure safe access or egress). “BSA streets” are streets that are de facto created through this process.

29. Explore how the City could better support community wealth-oriented models for the development and stewardship of industrial space.

Figure 56: 805 Rockaway Avenue, the Greenpoint Manufacturing & Design Center’s newest development. Industrial space that is developed and managed by not-for-profit organizations have become essential to local business ecosystems. Source: NYC IDA

Land trusts, cooperatives, and other novel, typically nonprofit-led space ownership and governance models have proven effective at maintaining affordability as well as generating wealth for families and communities alike. As a result, the City has become increasingly involved in their deployment in recent years, with the Department of Housing Preservation & Development helping to stand up new and bolster the capacity of existing community land trusts (CLTs), SBS supporting the Worker Cooperative Business Development Initiative, and NYCEDC investing in nonprofit developed and managed industrial facilities such as the Brownsville Industrial Center. The City should seek to build on this work, exploring how various agencies can advance the adoption of these innovative approaches among industrial stakeholders.

Strategy 3 - Leverage mixed-use space for industrial uses

30. Launch a study to develop an economically feasible and environmentally safe model for multi-story mixed industrial-residential development.

The city relies on the ability to use MX zoning to achieve the multiple public policy objectives of creating housing in historically industrial areas while growing jobs. Moreover, co-locating industrial uses with other types of uses could free up sites for new investment without displacing space for industry. However, ambiguity related to the enforceability and consistent interpretation of MX zoning raises important questions that may necessitate both zoning and non-zoning solutions. A study is needed to identify a model for mixed industrial development that is viable and environmentally safe to support broadly expanding its use.

31. Target marketing of NYCIDA incentives to encourage industrial space within mixed-use buildings

Figure 57: A rendering of the future Bungalow Studios facility in Red Hook. The New York City Industrial Development Agency invests in millions of square feet of industrial space each year. Source: NYC IDA

In addition to its current work directing financial incentives to industrial users across NYC, supporting good paying jobs, local production and critical supply chains, The New York City Industrial Development Agency (NYCIDA) will expand and strengthen its marketing and pipeline development for projects that can deliver industrial space within

mixed-use buildings. This focused effort will exist in parallel to zoning efforts to expand the delivery of industrial space in mixed use buildings and areas, through tools like the new M2A industrial zoning incentive.

Through its Industrial Program, NYCIDA can provide four key forms of discretionary tax benefits to eligible projects:

- Real estate tax stabilization: building taxes may be stabilized at pre-improvement levels for up to 25 years, with benefits phasing out by no more than 20 percent per year starting in year 21.
- Land tax abatement: land taxes may be fully abated for projects located within an Industrial Business Zone (IBZ), with the same 20 percent annual phase-out beginning in year 21.
- Sales and use tax exemption: the 8.875 percent City and State sales tax may be waived on eligible purchases such as construction materials, fixtures, and equipment.
- Mortgage Recording Tax reduction: the tax may be lowered from 2.8 percent to 0.3 percent, reducing closing costs for project financing.

These benefits, available under NYCIDA's Industrial Program, are targeted specifically to manufacturers, producers, and developers of manufacturing space undertaking capital improvements or new construction in New York City. The program does not extend to non-production uses such as storage, warehousing, or distribution centers. For mixed-use developments that include an industrial component, the entire building may be considered for NYCIDA benefits, except for any residential portion, which is legally ineligible for financial assistance under IDA statute. In such cases, the housing component must be separately condominiumized from the remainder of the project. This structure ensures that industrial and commercial spaces can still benefit from NYCIDA support while maintaining compliance with all legal requirements.

All NYCIDA benefits are discretionary and subject to formal review and approval by the NYCIDA Board of Directors. Applicants must meet program eligibility requirements, demonstrate that financial assistance is necessary to induce the proposed investment ("the inducement requirement"), and undergo full project due diligence prior to Board consideration.

NYCIDA will launch a targeted marketing campaign that includes informational webinars, a custom program flyer highlighting incentive details and recent success stories, and direct outreach to industrial developers and the City's Industrial Business Service Providers (IBSPs) to highlight how NYCIDA benefits can support new mixed-use developments. Collaboration between DCP and NYCEDC in sharing information on site opportunities and offering parallel benefits has precedents in the existing FRESH program, which similarly offers complementary zoning and financial incentives to grocery store developers and operators. . In tandem, NYCIDA is in the process of streamlining and digitizing its application process to make it easier for businesses and property owners to engage with the Agency. Together, these efforts will promote new investment in New York City's manufacturing future and ensure that more businesses can benefit from the Agency's resources.

Strategy 4 - Update City processes to make it easier to site industrial operations

32. Use City reporting and tracking tools to enhance the efficiency and transparency of facility siting

To continue making City services readily available to all New Yorkers, it is important that agencies have appropriate facilities strategically located throughout the five boroughs and the region. The Statement of Needs is one of many tools that helps City agencies make effective and equitable siting decisions, and specifically covers new facilities as well as the relocation, expansion, or consolidation of existing facilities. It identifies new facilities the City plans to site and existing facilities the City plans to close, expand, or reduce significantly in size during the next two fiscal years.

The DCAS Space Request Portal (Portal) is a centralized platform used by DCAS and OMB to receive requests and track agency space needs. City agencies submit detailed space requests through the Portal, where they outline requirements such as size, location, and use. OMB evaluates these needs in collaboration with DCAS to determine whether to allocate existing

City-owned space, reconfigure current assets, or pursue privately owned spaces. The Portal improves transparency and prioritization by tracking all requests in one place which allows for more efficient and equitable space management. The Portal is a component of the City's long-term strategic facility planning, that can help identify trends in space usage across the City's real estate portfolio. It is currently used to inform the Statement of Needs.

33. Identify ways to streamline the City's approval processes to make it easier to find suitable locations for critical, "hard-to-site" city operations

The City must go through a lengthy public review process, called ULURP, whenever it leases or acquires a site to locate city facilities or operations. This adds significant time to the City's process, compared to private transactions. Property owners leasing and selling to the City benefit from limited competition which can lead to higher acquisition costs. This creates particularly unique challenges for hard-to-site facilities, such as tow pounds, green infrastructure, sewer infrastructure, sanitation garages, and repair facilities, which have specific siting criteria and can only be located in limited geographies that meet zoning and operational requirements.

34. Explore changes to the environmental review process to allow for higher scrutiny of industrial business displacement within Primary Industrial Areas

Sometimes a land use action or rezoning can result in business displacement when a new type of development is allowed. Some businesses when displaced will have a harder time relocating than others due to regulations or other impediments. For example, concrete batching plants have more constrained locational needs due to both the timing of their product being only able to travel a certain distance and regulations for siting new plants. They are also limited by zoning as to where they are permitted to locate. The environmental review process should acknowledge the goals of the Industrial Plan and the purpose of Primary Industrial Areas as places to preserve and grow critical industry when considering the effects of potential business displacement from these locations.

CONGESTION AND TRUCKS

With a population of 8.5 million residents, 4.6 million workers across 300,000 businesses, and tens of millions of tourists and visitors daily, New York City generates an enormous demand for goods. According to recent estimates,198 million tons of goods move through the city annually, a number that is projected to grow to over 300 tons in the next two decades. An estimated 96 percent of all freight moves by truck, along a limited network of highways and designated truck routes. These routes funnel traffic through a small number of heavily used bridges and corridors, concentrating congestion and its associated environmental and quality-of-life impacts.

While freight movements affect the whole city, they have a unique and interconnected role with industrial businesses that generate and rely on truck movements, and the industrial areas that support the logistics of the city and cluster freight movements. Industrial zones exist in areas historically close to a range of transportation assets, including waterfront infrastructure, highways, through and local truck routes, freight rail lines, and airports. These areas and the infrastructure supporting their connectivity generally date to the 19th century, where most freight was water or rail dependent. As these areas have adapted to today's trucking patterns, the volume of movements can place tremendous strain on local roadways and local users of an area, particularly if the area is not well-served by highways. Additionally, industrial areas have historically been located adjacent to public or lower income housing, resulting in the burdens of concentrated truck zones being experienced inequitably by lower income communities.

Industrial businesses, workers, and residents report that managing trucks in their area is a chief concern that affects the mobility of workers, infrastructure, safety, and perception in these areas. While businesses are reliant on goods movement and protective of the ability to continue to manage their

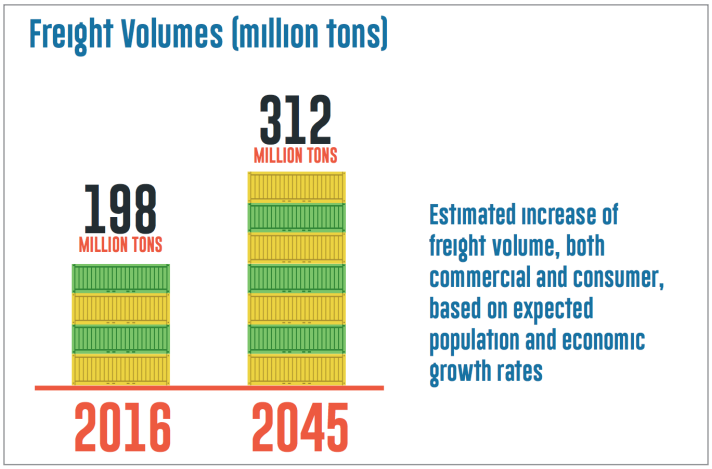


Figure 58: NYC Freight Volumes by Million Tons. More freight is expected to move to and through New York City as its population and economy continue to expand over the coming decades. Source: NYCEDC

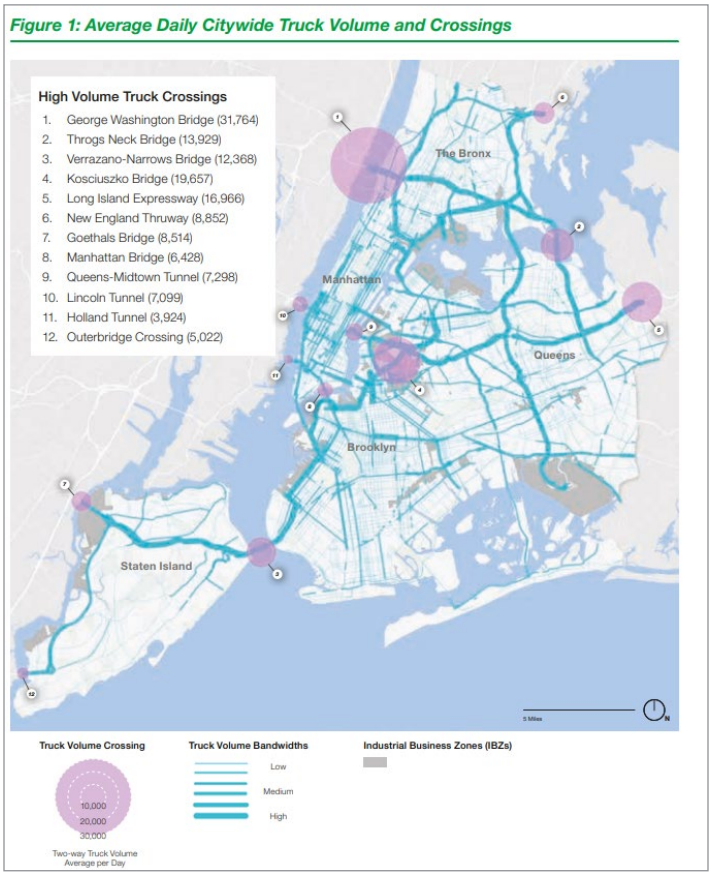


Figure 59: Average Daily Citywide Truck Volume and Crossings. The George Washington Bridge and the stretch of I-278 that runs through Maspeth are major chokepoints. Source: NYC DOT

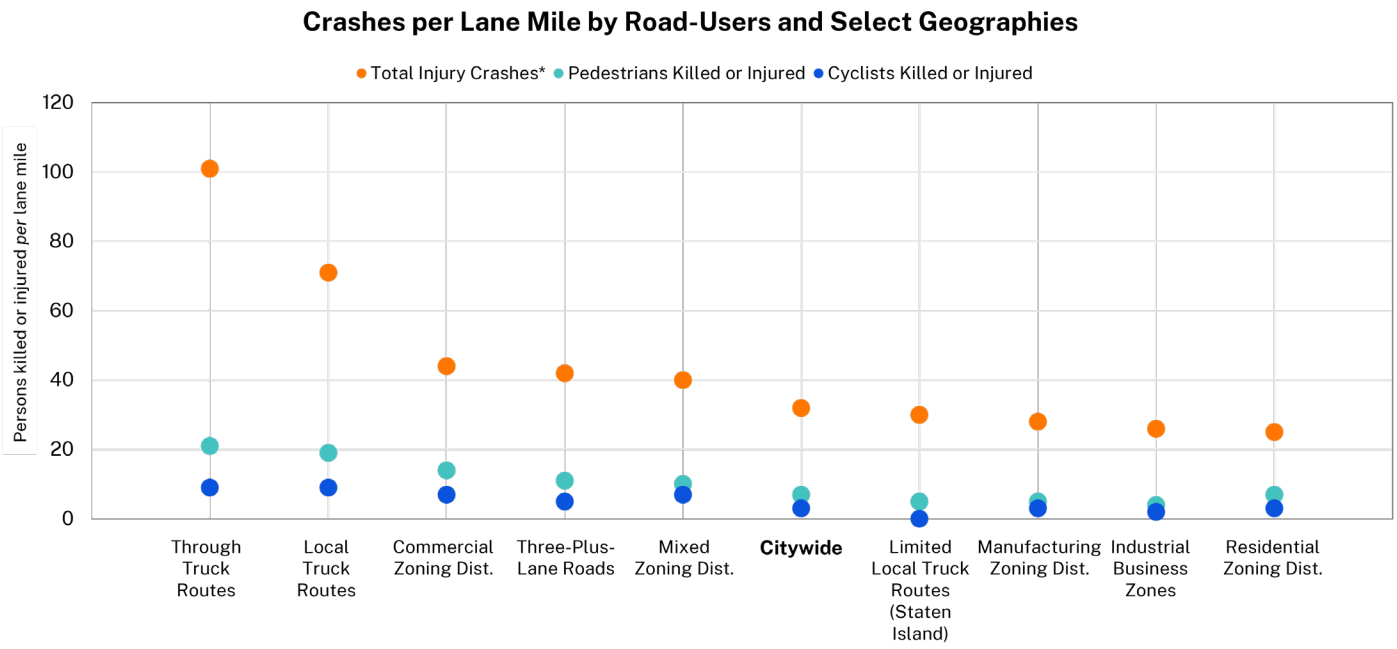


Figure 60: Crashes involving trucks are more frequent in commercial districts and along local truck routes. Sources: NYC DOT, Injury-Crashes, 2017–2024. Note: includes all crashes with injuries, including crashes that did not involve pedestrians or cyclists.

truck-reliant operations, they also note that the chaotic and congested streets of industrial areas can be a detriment to future investment.

At the same time, data shows that the challenges of truck management are not limited to industrial areas, but follow the routes where trucks are most prevalent – particularly in areas where people and trucks have the greatest likelihoods of interaction. Data shows that crashes involving trucks are more frequent in commercial districts and along local truck routes where trucks share space with pedestrians and cyclists. While a high volume of truck activity occurs in manufacturing zones, they are often not the areas where these interactions are most dangerous, highlighting the spatial mismatch between freight routes and land use.

Trucks also have a considerable impact on both the environment and public health. Heavy-duty vehicles are responsible for roughly half of all on-road tailpipe emissions in New York City (despite representing just a fraction of total vehicle activity) and are significant producers of fine particulate matter, which contribute to respiratory disease. While City initiatives have successfully encouraged some operators to adopt low or no-emission vehicles, commercial cargo bicycles, and other sustainable delivery methods, these alternatives only support a small share of overall freight volume at present.

At the root of the challenge is an over-reliance on trucks to move a high and growing volume of goods through a fundamentally limited street network. To address this challenge, the City has begun implementing initiatives aimed at reinventing the freight network for the 21st century – redistributing movements to truck alternatives where possible, while reducing the reducing negative impacts of truck movements where not.

> **"Many businesses have parking or loading requirements or waste management systems that *exceed the capacity of their leased space* and neighborhood infrastructure. The overflow from this greatly *decreases residents' quality of life*."**

GOAL: SUPPORT MODERN AND EFFICIENT FREIGHT MOVEMENTS

In response to these findings, Goal 3 of the NYC Industrial Plan is to support modern and efficient freight movements. The City envisions a future where a greater share of goods moves through alternative modes such as maritime, rail, and micromobility, while truck operations are made safer, cleaner, and more efficient.

Potential strategies to achieve this goal include expanding maritime and rail freight infrastructure, encouraging the use of micromobility for last-mile deliveries, optimizing truck routing and operations, and investing in the decarbonization of truck fleets. Collectively, these efforts will strengthen the freight system while mitigating the impact on neighborhoods and the environment.

Strategy 1 - Support the expansion of the maritime freight network

35. Implement Blue Highways initiative

Figure 61: A rendering of the proposed Hunts Point Marine Terminal. The facility will remove approximately 1,000 truck trips per month to the South Bronx.
Source: NYCEDC

The Blue Highways initiative outlines how reactivating New York City's waterways for the movement of urban freight could create Figure 49: Proposed Hunts Point Marine Terminal. Source: NYCEDC approximately 8,000 net new jobs over the next decade, part of a Blue Highways workforce that could grow to up to 117,000 New Yorkers by 2035. This plan includes strategic recommendations on how to prepare the city's workforce to support the Blue Highways, while ensuring that a broad range of New Yorkers have access to the good jobs it will create.

36. Ensure future development can incorporate maritime access

One of the primary industrial-related changes City of Yes for Economic Opportunity made was to establish new types of job-intensive manufacturing districts that permit higher densities, grant more flexibility around building form, and right-size parking and loading requirements. Once mapped, through both privately and publicly initiated rezonings, any waterfront developments that occur within them would be required to retain a waterfront yard that would enable sites to maintain space for potential maritime freight activation.

37. Encourage the maritime mode shift of freight through strategic activation of Blue Highways landings at publicly owned assets

As part of the Harbor of the Future Initiative, NYCEDC is leading the activation of multiple Blue Highway landings to begin realizing the benefits of reduced congestion, and air pollution that maritime mode shift can deliver as soon as possible.

Hunts Point Marine Terminal

The City has sold and is removing the decommissioned Vernon C. Bain Correctional Center barge from Hunts Point by the end of 2025. In its place, the City has unveiled a vision for a new Hunts Point Marine Terminal, which will create 400 construction jobs, 100 permanent jobs, and $3.9 billion in economic impact over the next 30 years. The marine terminal will be equipped for electric vessels and designed to integrate additional sustainable fuel systems as they become viable within the maritime industry. It is a key connection point between ports up and down the East Coast, including BMT and other nodes in the city. Hunts Point will have the capability to receive barges with containers of food products, received via international ocean vessels at BMT and transloaded via barge to Hunts Point. Examples of goods that could move through HPMT include bottled water from Maine and produce from Central America.

For the barging operation, the Port Authority of New York and New Jersey's 65th St Car Float, operating between Sunset Park, Brooklyn, and Greenville Yards in Jersey City, NJ is looked upon as a model of reducing truck trips on local streets. The float operations run twice a day, with each barge capable of holding 100 tons of cargo, or the equivalent of 72 semi trucks worth of goods, and allow trains making the journey across the Hudson to avoid a 300-mile detour to Selkirk, NY.

Brooklyn Marine Terminal Redevelopment

NYCEDC is advancing a stakeholder-led plan to transform the 122-acre BMT site into a modern, 21st-century maritime port and mixed-use community. In May 2024, Mayor Adams, along

Figure 62: A map ofsites that could be a part of the Blue Highway Network. Three of these new landings are planning construction. Source: NYCEDC

with New York Governor Kathy Hochul, NYCEDC, and the Port Authority of New York and New Jersey, announced a historic agreement to redevelop the site. Since then, the project has secured a total of $418 million in capital funds from City, State, and federal sources. The BMT redevelopment is expected to generate $18 billion in economic impact while potentially creating 37,000 temporary and 2,000 permanent jobs. In addition to being developed as an all-electric port, the redevelopment effort will incorporate future alternative fuel systems as the maritime industry transitions toward low- and zero-emission technologies. In the short term, third-party logistics provider DutchX has begun using space at BMT with the intention of establishing a microfreight hub connecting to New Jersey and Lower Manhattan.

As part of the BMT planning effort, NYCEDC has made a number of commitments with respect to BMT and Blue Highways as part of the BMT Vision Plan. Those commitments have been incorporated into this Action Plan, and the full list of commitments can be found on NYCEDC's website. The BMT Vision Plan calls for BMT to function as a Blue Highways hub, primarily serving as a site for ship-to-barge transloading of international containers of food products to Hunts Point, while also maintaining flex space capable of accommodating other Blue Highways movements, including microfreight. In bringing this vision to life, the City will continue to collaborate with the Port Authority of New York & New Jersey on infrastructure needed to support this endeavor on both the New Jersey and New York sides of the harbor, including developing space for cold storage facilities within the NY Metro region that could be used to streamline and improve the resiliency of food distribution supply chains for consumers in New York City and Long Island. To further refine the Vision Plan and solicit ideas for how BMT could be optimized for maritime industrial uses, including a container barge service connecting BMT to a Hunts Point Marine Terminal, NYCEDC issued an RFEI on October 2, 2025, inviting port operators, developers, and maritime industrial businesses to provide input.

Downtown Skyport Microfreight Terminal

The former Downtown Manhattan Heliport, renamed Downtown Skyport in early 2025, will provide infrastructure for electric vertical take-off and landing (eVTOL) aircraft, while also building out maritime freight-berthing infrastructure to receive vessels for electric cargo bikes to perform last-mile deliveries into Lower Manhattan. This Blue Highways microfreight landing will be the first publicly developed, built-for-purpose landing and will open in Q4 2027. To support route development, NYC DOT and NYCEDC are supporting industry players interested in running pilots to nearby Pier 11 while the Downtown Skyport Microfreight Terminal is being built. The hub will include access for Blue Highways vessels and bikes moving microfreight. This includes necessary infrastructure for workers' safety and comfort, along with the required space for bikes to load and unload. Following the opening of this microfreight landing, NYCEDC plans to open similar microfreight landings at 23rd St Gowanus, the Brooklyn Army Terminal, and Stuyvesant Cove by Q4 2029.

23rd Street Basin

In addition to BMT, NYCEDC commits to activating Blue Highways by advancing Blue Highways uses

and infrastructure at 23rd Street Basin and 29th Street Shed in Sunset Park. An RFP for 23rd Street will be issued by the end of 2025. An RFP for 29th Street will be issued by the end of 2029.

38. Assess opportunities for future maritime freight network expansion and explore potential measures to preserve strategic sites for future activation

The Waterfront Revitalization Program (WRP) requires projects in the Coastal Zone that are also within Significant Maritime and Industrial Areas (SMIA's) or Priority Marine Activity Zones (PMAZ's) to demonstrate how they would support industrial and/or waterfront industrial activities or the city's waterborne transportation network. However, the WRP only applies to projects that are also subject to City Environmental Quality Review (CEQR), leaving open the possibility that non-water dependent uses are still proliferating within these maritime preservation-oriented geographies. Given that growing the volume of goods and materials moved via waterway is a core component of the City's long term freight strategy (per Delivering Green), there may be a need to identify sites with usable maritime infrastructure (i.e., bulkhead, etc.) and explore additional measures that prevent such sites from being redeveloped with non-water-dependent uses to ensure that the city retains enough maritime capacity to advance this goal.

Strategy 2 - Support the expansion of the rail freight network

39. Continue to invest in City-owned rail infrastructure currently keeping trucks off the road

Another goal of Delivering Green was to shift freight from road to rail, with a particular focus on industrial businesses that transport heavier goods such as construction materials, waste, and certain bulk food products. Highway congestion, infrastructure costs, and air pollution concerns have made rail freight competitive again. NYCEDC, alongside its operating partners, is responsible for maintaining three active freight railroads in New York City: The Brooklyn Waterfront Rail System (BWRS), the Staten Island Railroad (SIRR), and the Hunts Point Food Distribution Center Rail spur (HPFDC Rail). Each of these railroads is critical to maintaining daily life in New York City — BWRS and SIRR respectively export tons of recycled materials and municipal solid waste each day while HPFDC Rail ensures timely delivery of fresh meat and produce. By maintaining rail corridors, the City can reduce truck traffic and resulting air pollutants.

40. Assess opportunities for future freight rail network expansion and explore potential measures to preserve strategic sites for future activation

While the 90 miles of freight rail lines that run through New York City stretch across the outer boroughs, there are three nodes in particular that are critical to connecting the city's rail freight to the regional and national network: 1. Fresh Pond, which is the main junction and classification yard for New York & Atlantic Railway, who operates most of the region's freight rail; 2. The 65th Street Yard, which supports the car float that connects rail freight from points east of the New York Harbor to continental rail-connected yards in New Jersey; and 3. Howland Hook, which has maritime-rail intermodal capacity and is the only place in the city with direct access to the continental rail network via the Arthur Kill Lift Bridge. Given that growing the volume of goods and materials moved via rail is also a core component of the City's long term freight strategy (per Delivering Green), the City should explore what sites, either near these key assets or elsewhere, may be strategic to preserve for freight rail network expansion as well as potential measures that could support the future activation of such sites.

Strategy 3 - Facilitate and encourage the adoption of micromobility for cargo

Figure 63: A NYC DOT branded cargo bike. The city recently adopted legislation that has made it easier for businesses to use cargo bikes. Source: NYC DOT

41. Maintain rule changes that establish new curb regulations and allow the use of pedal-assist electric cargo bikes

In 2019, DOT launched the Commercial Cargo Bike pilot program, which enabled cargo bicycles from participating logistics companies to load and unload wherever commercial vehicles could. The pilot prompted a significant increase in cargo bike utilization, with cargo bikes making more than 130,000 trips, delivering over five million packages, and eliminating over 650,000 metric tons worth of carbon dioxide emissions in 2022 alone. In 2024, DOT updated traffic rules to allow pedal-assist cargo bikes to legally operate in New York City and established a permanent cargo bike program that continues to support the adoption of these vehicles by providing guidance, curb access, safety education and outreach, and infrastructure improvements. Additionally, DOT has set a goal of having 25 percent of all last-mile deliveries be conducted via micromobility by 2040.

42. Explore new infrastructure and amenity investments to support micro-distribution

In 2021, City Council passed Local Law 166, which required DOT to issue an RFEI from entities interested in facilitating, operating, or using "micro-distribution centers," which are sites (often curbside) where goods are transloaded from larger freight vehicles to smaller, low emission and electric vehicles or human powered modes such as cargo cycles or hand carts for final delivery. In April, DOT launched their Microhubs Pilot a, which aims to test up to 36 on-and off-street micro-distribution centers across the city, with each operated by an individual delivery company via an annual permit (curbside) or lease (off-street). DOT is collecting data from the first cohort, assessing what infrastructure and amenities could best support both the pilot program and micro-distribution networks, more broadly. Items under exploration include electricity access for vehicle charging, safety barriers and fencing, and how pilot sites can pair with complimentary initiatives such as the Smart Curbs Pilot.

Beyond the NYC DOT pilot, the City of Yes for Economic Opportunity Zoning Amendment has opened opportunities for expansion of microhubs on private sites and land managed by NYCEDC. These private off-street microhubs are expanding cargo bike operations and supporting mode shift in the supply chain by dockside utilization in Blue Highways. The City can further support these efforts by offering best practice strategies and tips for private sites seeking to host microhubs.

Strategy 4 - Maximize the efficiency of truck traffic operations

43. Prioritize Street Improvement Projects (SIPs) along Truck Routes

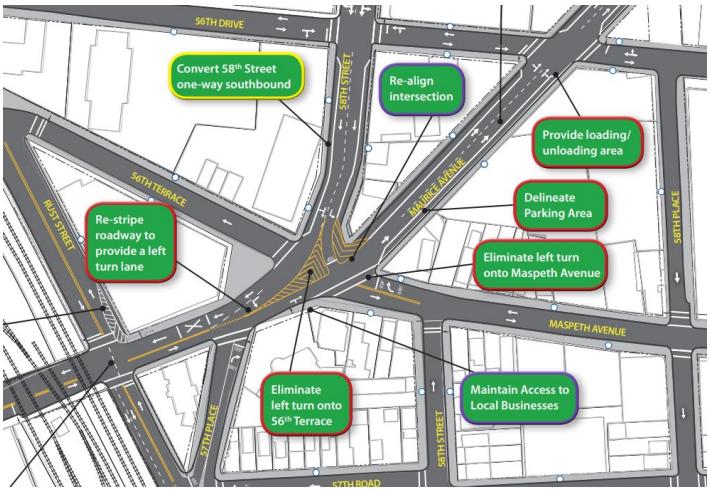


Figure 64: Street Improvement Projects (SIPs) seek to enhance safety along corridors with high crash rates of crash risk. A SIP was implemented on Maurice Ave in Maspeth to improve freight movements. Source: NYC DOT

DOT regularly analyzes crash data and engages community-based stakeholders to identify rights-of-way that may warrant Street Improvement Projects (SIPs). SIPs are traffic engineering improvements that use multiple treatments (signals, markings, concrete, etc.) to better organize traffic, improve travel times, and create safe routes and crossings for both pedestrians and cyclists. DOT has executed dozens of SIPs in industrial areas, supplementing standard traffic calming measures with bespoke interventions that seek to ensure freight mobility and access while enhancing pedestrian and cyclist safety. Given that truck routes witness the highest rates of traffic crashes per lane mile, these corridors (and intersections along them) should be prioritized for future SIPs.

44. Explore expansion of DOT Overnight Truck Parking Pilot to all Primary Industrial Areas

DOT recently launched the Overnight Truck Parking Pilot program, which introduced a new metered parking option for commercial vehicles, including tractor trailers, in Hunts Point, Maspeth, and Flatlands/Fairfield that is available 24 hours a day. The pilot seeks to provide drivers with safe and convenient parking options during mandated rest periods and minimize overnight truck parking in residential areas. DOT is evaluating the performance of the pilot (in terms of utilization as well as user and community satisfaction),

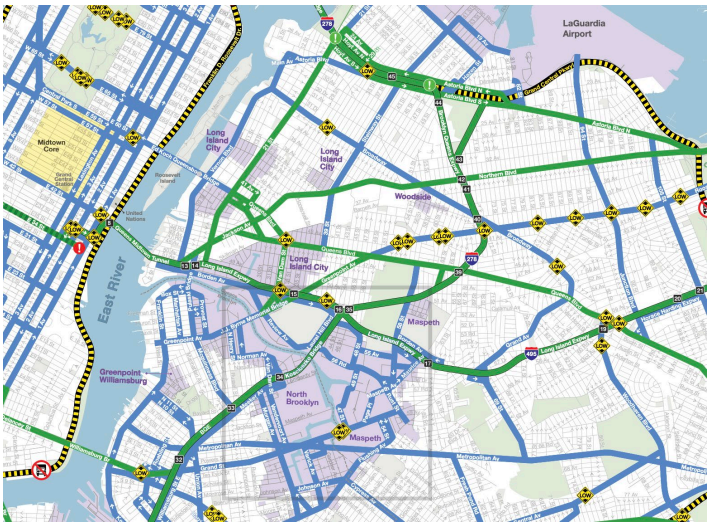


Figure 65: A segment of the Truck Route Network in Brooklyn and Queens. DOT is in the process of updating the network in response to changing traffic patterns and land uses. Source: NYC DOT

assessing the potential to add truck charging where possible, and working to identify additional neighborhoods that the pilot could be expanded to.

45. Implement changes to the Truck Route Network

Established in the 1970s, New York City's Truck Route Network is a system of local (for truck trips starting and ending within the same borough) and through (for truck trips that do not have the same borough origin and destination that may extend beyond City limits) routes that seek to connect major freight origins and destinations seamlessly, facilitating efficient access to industrial and commercial areas. In 2023, the City Council passed Local Law 171, which requires DOT to redesign the Truck Route Network with a focus on enhancing safety and reducing traffic congestion while considering changes in land use, freight travel patterns, and industry trends. Truck route changes that DOT is proposing through this process seek to fill in gaps within the truck route network, provide connections between key freight generators, address changing land uses (i.e., in response to rezonings), and more generally improve the efficiency and reliability of freight movements.

46. Implement enhanced signage, enforcement planning, data collection, and other programmatic recommendations identified through the DOT Truck Route Network Redesign

Through the Truck Route Network Redesign process, DOT identified a set of recommendations. These include adding traffic calming measures along new truck routes where feasible, adding new signage that further clarifies where trucks are allowed to operate, working with NYPD for additional, targeted enforcement near new truck routes, and coordinating with industry stakeholders to ensure truck route changes and rules are well known. Implementation of these commitments is expected to begin by fall 2026.

Strategy 5 - Invest in the decarbonization of truck fleets and other freight vehicles

47. Increase participation in the Clean Trucks Program

Figure 66: Low emission trucks acquired through the Clean Trucks Program. DOT is exploring measures to increase participation in the program. Source: NYC DOT

The Hunts Point Clean Trucks Program was established in 2012 to provide incentive funding for commercial fleet operators in the South Bronx to replace or retrofit older diesel trucks with battery electric and other, lower-emission alternatives. In 2020, the program was expanded to support commercial fleet transition initiatives across all Industrial Business Zones (IBZs). Since its inception, the Clean Trucks Program has replaced approximately 700 heavy-polluting vehicles, eliminated thousands of tons of pollutants, and saved nearly a million gallons of fuel each year. DOT is working to increase the uptake of the program and is reviewing program requirements that could be amended to encourage more fleets to participate.

48. Explore ways to encourage medium- and heavy-duty vehicle (MHDV) charging infrastructure in industrial areas

Medium-and heavy-duty vehicles (MHDV's) constitute just five percent of all vehicles on the road in the United States but are responsible for more than 20 percent of all transportation-related greenhouse gas emissions. While electric vehicle (EV) adoption is accelerating rapidly within the

Figure 67: Matrix Industrial Park in Staten Island. Industrial parking lots like this could support heavy-duty electric vehicle charging. Source: NYC Planning

light duty/passenger car market, MHDV fleets have been much slower to electrify. This gap in uptake is partially attributable to the fact that there is a relative dearth in MHDV charging capacity, as charging infrastructure that can accommodate MHDV's requires significantly greater electrical capacity and thus often necessitate grid upgrades that add time and cost. As a result, the City will identify "priority" geographies for MHDV charging, assess the feasibility of curbside charging infrastructure that would include MHDV's, continue to support ConEd's MHDV Make-Ready pilot program, and explore other incentives to encourage MHDV charging infrastructure development.

PUBLIC REALM QUALITY

The city's most active industrial areas are largely located where industry existed at the turn of the century – along the coastal shipping ports and inland waterways and freight lines. In many cases, large scale factories, oil refineries, and distilleries operated with no environmental controls, releasing pollutants directly into the air, soil, and waterways. While all existing industrial businesses must now comply with more stringent city, state, and federal environmental regulations, public officials and environmental advocates are still working to address this legacy through remediation of brownfields and Superfund sites, as well as enforcement of environmental protection laws.

Even with these protections, however, industrial areas are still places where activities most likely to have emissions or store hazardous materials are likely to be located. The lack of tree canopy and high degree of non-porous surfaces in industrial areas increases the risks of flooding from stormwater runoff. When business, particularly those that are unenclosed, do not utilize proper containment measures, pollutants can wash into the waterways that flank many of these locations. Moreover, the concentration of trucks within industrial areas is a source of mobile emissions, which contributes to poor air quality. The populations living and working in or near industrial areas, many of which are low-income communities of color, are at greater risk of exposure to poor environmental conditions.

While industrial areas are often associated with trucks and heavy equipment, they are home to a wide array of people and activities. Over 727,000 people work in and at least 177,000 people reside in M districts. These areas also include more than 250 educational facilities such as daycares, pre-Ks, and K-12 schools. This diverse user base highlights the importance of ensuring that industrial zones are not only functional for business needs but are also safe, clean, and welcoming for workers, visitors, and residents.

Overwhelmingly, input from both businesses and community members reflected strong concern about the condition of the public realm in industrial areas.

Figure 68: Newtown Creek Nature Walk. An example of how public space and public waterfront access can exist alongside industrial activity. Source: NYC DEP

Stakeholders cited specific concerns, including the poor condition of public infrastructure such as streets, basins or street furniture; inadequate sanitation services and dumping; parking on sidewalks or other public spaces; and insufficient street lighting. Others cited more generalized concerns of "feeling unsafe walking at night" or conflicts between road and pedestrian users. Still others focused on environmental justice challenges of pollution stemming from heavy industrial uses or large truck fleets. These conditions not only impact operational efficiency but also contribute to environmental degradation and diminished quality of life for those who work, visit, and live in these areas.

Community needs requests and service requests to NYC311, a public call line that brings together services from over 200 agencies and non-profits, can drive many City investments in state of good repair, sanitation, and enforcement. Most of these requests come from New York City residents. Since industrial areas have very few residents to advocate for better maintenance and sanitation, the public realm is often neglected and in need of better maintenance. Yet, many of the public realm concerns are validated by 311 data, which showed complaints related to industrial areas rose by 28 percent between 2019 and 2024, particularly in relation to illegal parking,

noise, and sanitation.

Outside of NYC and in less urban environments, friction between user types is solved by creating modern buildings, typically segregated from pedestrian settings in highly truck oriented, antiurban settings. A limited number of locations in NYC can benefit from this truly "industrial campus" orientation, but most NYC industrial areas must function with the presence of older industrial buildings, often with old loading docks and equipment, cheek to jowl with a mix of other users. At the same time, good examples exist of tactical design solutions where a new development, or even a single plaza or park, has brought new comfort and amenities to an industrial area.

> "By improving ***parking availability***, maintaining better road conditions, and addressing issues with ***loitering and littering*** around the area. These improvements would create a safer, cleaner, and ***more accessible environment for both employees and customers***."

GOAL: PROMOTE CLEAN AND SAFE INDUSTRIAL AREAS

To address this range of challenges, Goal 4 is to promote clean and safe industrial areas. This goal reflects a commitment to improving the overall livability and attractiveness of industrial zones. The City envisions taking proactive steps to ensure these areas are healthier and more appealing for workers, residents, and businesses. Proposed strategies include developing a design toolkit to manage public realm conflicts, enhancing street cleanliness and infrastructure maintenance, and improving environmental protections. These efforts aim to help industrial areas flourish not only as economic hubs but as fully integrated parts of the urban landscape.

Strategy 1 - Develop industrial area design toolkit to better manage public realm conflicts

49. Implement Street Improvement Projects (SIPs) for industrial areas

NYCDOT has advanced several Street Improvement Projects within industrial areas to address safety, traffic flow, the impacts of trucks and efficiency of freight movements, and maneuverability. Recent projects include protected bike lanes for Grand Street and Morgan Avenue in North Brooklyn; implemented improvements for pedestrian and cyclist safety on Hunts Point Avenue; and a SIP involving safety enhancements within the Maspeth IBZ. Although not yet an SIP, the Red Hook Traffic and Truck Study is currently underway to address traffic and congestion due to the continued growth and changing land uses in the area.

50. Incorporate new strategies for freight-inclusive street design in the Street Design Manual

The movement of a large volume of trucks moving through industrial areas and the spillover of loading activity into the streets and sidewalk in industrial areas creates safety challenges for pedestrians and exacerbates traffic and parking challenges. The current version of the Street Design Manual — New York City's resource on street design policies, principles, processes, and best practices — has limited guidance on freight infrastructure that supports legal size trucks to operate safely and efficiently on city streets. Future updates should consider more robust strategies to incorporate freight infrastructure into street design.

51. Explore enhancements to zoning design standards within M zones to enhance the appearance of industrial areas

Zoning design standards regulate the design of new buildings and can include measures such as screening, curb cut dimensions, the length of street walls, street furniture, and green infrastructure. Design standards within manufacturing zones are limited compared to other districts due to operational needs of businesses. However, a more nuanced approach could be considered given the diverse character of the city's industrial areas.

Potential enhancements to zoning design standards within manufacturing districts should seek to improve the appearance, safety, and functionality of NYC's industrial areas while supporting their operational needs. Such measures could include expanded street tree planting, landscaped buffers, and integrated stormwater features that cool streets, improve water quality, and create more comfortable pedestrian environments. Design measures to mitigate blank walls — such

as vertical landscaping, lighting, public art, and selective ground-floor activation — can foster street vitality, neighborhood identity, and safety. Updated standards for curb cuts, loading, and parking facilities could optimize goods movement and reduce conflicts between trucks and pedestrians, including through shared loading areas, flexible curb designs, and the repurposing of underused lots for micro-distribution or charging infrastructure. Finally, modest public amenities and greenway connections can improve access to open space, transit, and services, enhancing quality of life for workers and nearby communities while maintaining the productivity of industrial districts.

Strategy 2 - Enhance the appearance and cleanliness of the public realm

52. Support containerization of commercial waste

Since March 2024, all businesses in NYC are required to use secure containers when setting out trash for collection. By moving the black bags off the streets and into sealed, rodentproof receptacles, the City is seeking to reduce conditions that attract rats and detract from quality of life.

53. Invest in public realm activations at City-owned industrial campuses to establish strong connections to residential neighborhoods

NYCEDC is committed to delivering capital investments on its campuses to enhance their connections to the surrounding neighborhoods. In the Bronx, as part of the proposed Hunts Point Marine Terminal, NYCEDC will invest $28 million to extend the existing bike network currently running alongside Food Center Drive to go along Halleck Street and expand access to the waterfront. In Brooklyn, Pier 6 at MADE will deliver five acres of public waterfront open space and provide tenants and visitors with recreational opportunities and coastal views of Lower Manhattan and Governors Island. Brooklyn Army Terminal underwent a series of wayfinding and beautification upgrades in 2024 with more on the way in 2025. In Manhattan, Sunset Pier 94 Studios is currently under construction, a first-of-its-kind space that will be home to both state-of-the-art film and production technology and impressive amenities for all New Yorkers. These include new public restrooms for Hudson River Park, an 1,850-square-foot community amenity space, 25,000 square feet of waterfront open space and pier access, and safety improvements to the bikeway.

54. Establish an interagency working group to develop a program of public realm improvements to address safety, sanitation, and quality of life issues

Residents, business owners, and workers alike have expressed concerns about the condition and operational efficiency of the public realm within industrial areas. The issues raised range from inadequate lighting; challenges with illegal parking and loading; cleanliness and dumping; deferred maintenance of roadways, catch basins, and sidewalks; and a lack of tree cover, open space, and amenities for workers and visitors. A working group comprised of staff from the various operational agencies with jurisdiction over different, but overlapping areas could most effectively address the wide range of concerns.

Figure 69: A wayfinding banner for the West Shore Industrial Business Improvement District. BIDs and other place-based business associations can help bring about cleaner and safer industrial areas. Source: NYC Small Business Services

55. Explore opportunities to develop partnerships with local organizations to support marketing, public improvements, public safety, and supplemental sanitation services in industrial neighborhoods

The City can explore opportunities to partner with local organizations in industrial areas such as merchant associations, Business Improvement Districts, and other groups to provide supplemental sanitation, business support services, marketing, local neighborhood revitalization, and other business support and quality of life improvements.

Strategy 3 - Improve environmental protection in industrial areas

56. Complete Superfund site remediations

Superfund sites are among the country's most

polluted sites. The Environmental Protection Agency (EPA) is authorized to clean up Superfund sites and force parties responsible for the pollution to pay for the remediation. There are four Superfund sites in New York City: the Meeker Avenue Plume in Greenpoint, Brooklyn; the Gowanus Canal in the Gowanus section of Brooklyn; Newtown Creek in northern Brooklyn and western Queens; and the Wolff Alport Chemical Company in Ridgewood, Queens. The Superfund designation of these sites will allow for more resources to complete the remediation.

57. Continue to support brownfield cleanup

New York State and New York City both offer programs to incentivize the cleanup of "brownfields" - sites where redevelopment is complicated by the presence of potential contamination. The State Brownfield Cleanup Program is a tax incentive to encourage private sector cleanup of brownfields and to promote their redevelopment. New York City's Voluntary Cleanup program offers participants protection from liability from additional remediation if they agree to a City-approved cleanup of their sites. They are also eligible for cleanup grants, free soil from the clean soil bank, an exemption from hazardous waste fees, and a NYC Green Property Certification.

58. Support emergency planning for industrial businesses to mitigate hazardous material risks in flood zones

The New York City Department of Environmental Protection (DEP) Community Right-to-Know Program (RTK) requires businesses and facilities that store hazardous substances to file annual reports detailing the quantity, location, and chemical nature of the substances stored within their facilities. In 2013, the City adopted new procedures regulating business and facilities that store hazardous substances in flood prone areas of the city. These plans take effect once a notification of a severe weather event is announced by the National Weather Service.

DEP RTK inspectors will, in addition to their routine inspections, make certain that these procedures and plans are available at those businesses and facilities designated as being in the floodplain. The filing information will be maintained in a database that is accessible to partner agencies involved in performing hazardous materials emergency response as required by US federal law designated in the Emergency Planning and Right-to-Know Act (EPCRA).

59. Complete EJNYC Plan

In 2024, the Mayor's Office of Climate and Environmental Justice released EJNYC: A Study of Environmental Justice Issues in New York City. Many of the Environmental Justice Areas (EJ Areas) identified in the report overlap with the city's industrial areas. The findings of the report will inform the forthcoming EJNYC Plan. The Plan will identify citywide and neighborhood scale initiatives for promoting environmental justice, and it will outline recommendations for embedding equity into the City's decision-making processes. The plan is expected to be released in 2026.

60. Advance implementation of the Last-Mile Facility Special Permit and Indirect Source Rule

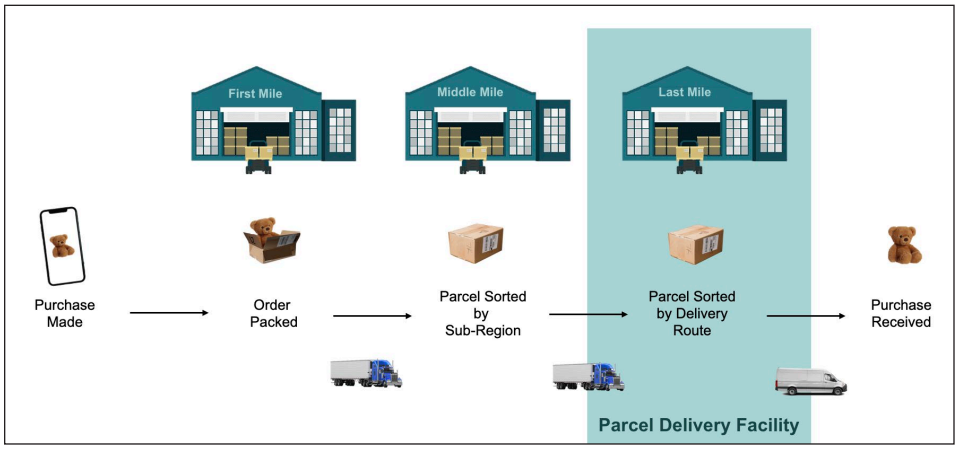


Figure 70: A diagram that depicts how e-commerce fulfillment works. "Parcel delivery facilities" would be subject to the pending zoning text amendment. Source: NYC Planning

Large warehouses generate significant truck traffic, with negative impacts for air quality and health. These impacts are particularly acute in the underserved communities where large warehouses are clustered. Two current initiatives seek to address these impacts.

DEP is developing an Indirect Source Rule (ISR) that would require large warehouses to reduce the air pollution generated by their operations. There would be a menu of options for operators to choose

from to comply with the policy. Today, California has the nation's only ISR, the South Coast Air Quality Management District.

The NYC City Council held a public hearing on the enacting legislation in the spring of 2025, and DEP is in the environmental review process. After that, there would need to a be a vote to approve the enacting legislation and then DEP could enter the rulemaking process, the City Administrative Procedure Act (CAPA).

NYC Planning is proposing a special permit for last-mile facilities, a type of distribution warehouse that tends to create more traffic than other types of warehouses. The proposal would encourage a more sustainable freight network and the more thoughtful siting of these facilities. If approved, certain new last-mile facilities would need to undergo a substantial public review process to open.

After receiving input from a wide range of stakeholders in 2024 and 2025, DCP is fully funded for and advancing environmental review for the proposal. The proposal would then need to go through the land use review process, which includes public review, to be adopted into zoning.

61. Study updates to zoning performance standards and enclosure rules

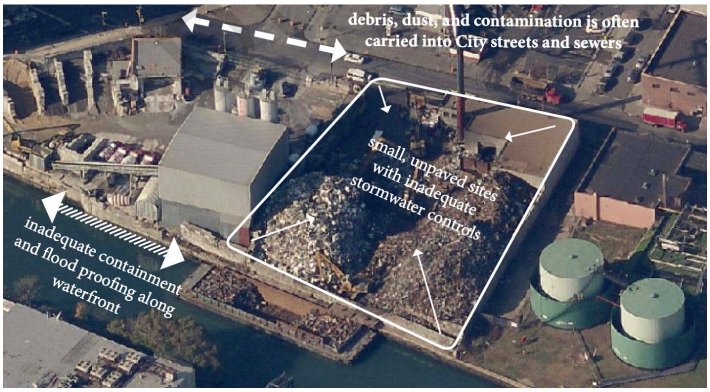


Figure 71: A diagram from DCP's 2014 study on open industrial uses. Enclosure rules help ensure that certain types of industrial operations do not harm nearby communities. Source: NYC Planning

The current M-zones rules were established in 1961, prior to when the Clean Air and Clean Water Acts established national environmental standards. Since many industrial operations at the time were inherently noisy, dirty, or noxious, the 1961 zoning attempted to implement environmental standards on industrial operations through the separation of uses and the creation of performance standards. These standards still govern in manufacturing zones. In general, the more potentially noxious uses are limited to M3 districts but may also locate in M1 and M2 districts if they comply with the higher performance standards of those districts. Additionally, more stringent standards apply to new industrial uses seeking to locate in mixed-use districts (MX), which allow residences. Zoning also attempts to reduce the environmental impact of industrial uses by requiring them to be fully enclosed within M1 districts and within 300 feet of a residence district in M2 and M3 districts. In all M districts, most storage must be enclosed within 200 feet of a residence district.

Over time, the performance standards and enclosure rules have become less relevant and less effective for several reasons:

- The rules have not been updated since 1961 and are mostly, but not entirely, superseded by more stringent city, state, and federal environmental regulations.
- Most contemporary businesses operate at a much smaller scale and with cleaner technology than they did in 1961 but are conservatively assumed to function to a lower standard, limiting opportunities for siting new industrial businesses, particularly in MX districts.
- Enforcement of the standards is typically complaint-based and executed by multiple agencies, including the Department of Environmental Protection, the Fire Department, the Department of Buildings, and the Department of Sanitation. Consequently, enforcement can be inconsistent and confusing, particularly for businesses that attempt to comply.
- A business may meet the higher performance standard of a higher performing district (e.g. M1) when it opens but may not meet the standard over time as operators change and equipment ages.
- As zoning district boundary lines have changed over time due to rezonings, existing open industrial uses near residence districts may continue to operate without enclosure.

NYC Planning should study potential updates to the zoning to address these issues.

62. Identify clusters of non-conforming residences in manufacturing districts that should

be studied for rezoning to allow new investment

There are several locations in the city with relatively large clusters of non-conforming residential uses within M-zones. The nonconforming status makes it difficult for property owners to invest in their property and the existence of M zoning risks exposing these residents to new industrial uses on adjacent properties. DCP should study targeted rezonings of non-conforming residences that would benefit existing residents with limited disruption to surrounding industrial uses.

63. Explore opportunities to relocate flood vulnerable residences in M Zones through the city's Resilient Acquisition Framework

Figure 72: The Resilient Acquisitions Framework will enable the residents in flood prone areas to voluntarily sell their property to the City, who will use it to enhance community flood resiliency. Source: MOCEJ

MOCEJ recently launched Resilient Acquisitions, a voluntary home acquisition program for New York City residents interested in selling their high-flood-risk homes and moving to lower risk areas. The program will allow the city to engage with interested homeowners, acquire homes, and repurpose acquired land as open space, resilient infrastructure, or, in limited cases, new resilient housing opportunities. The city has announced the first pilot of this program in the Jewel Streets neighborhood and will advance additional projects where there is high flood risk, interest from homeowners, funding available, and a resilient long-term use for the land and an appropriate landowner. Flood-vulnerable residences in M-zones may be one potential location to focus future acquisition projects under this framework since owners of nonconforming residences are limited by zoning from making substantial changes to their homes.

CLIMATE THREATS

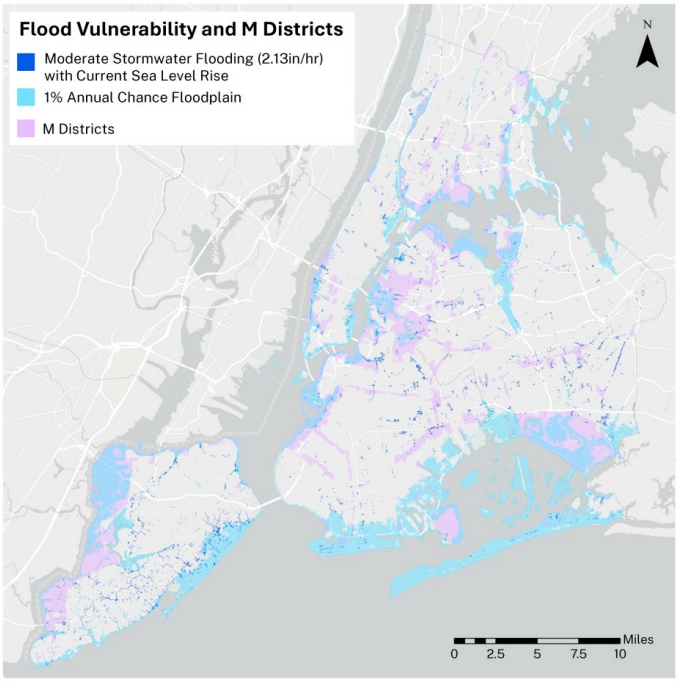


Figure 73: A map depicting how floodplains overlap with industrial zoning districts. Nearly three quarters of M2 districts are within the one percent annual chance floodplain. Source: NYC Planning

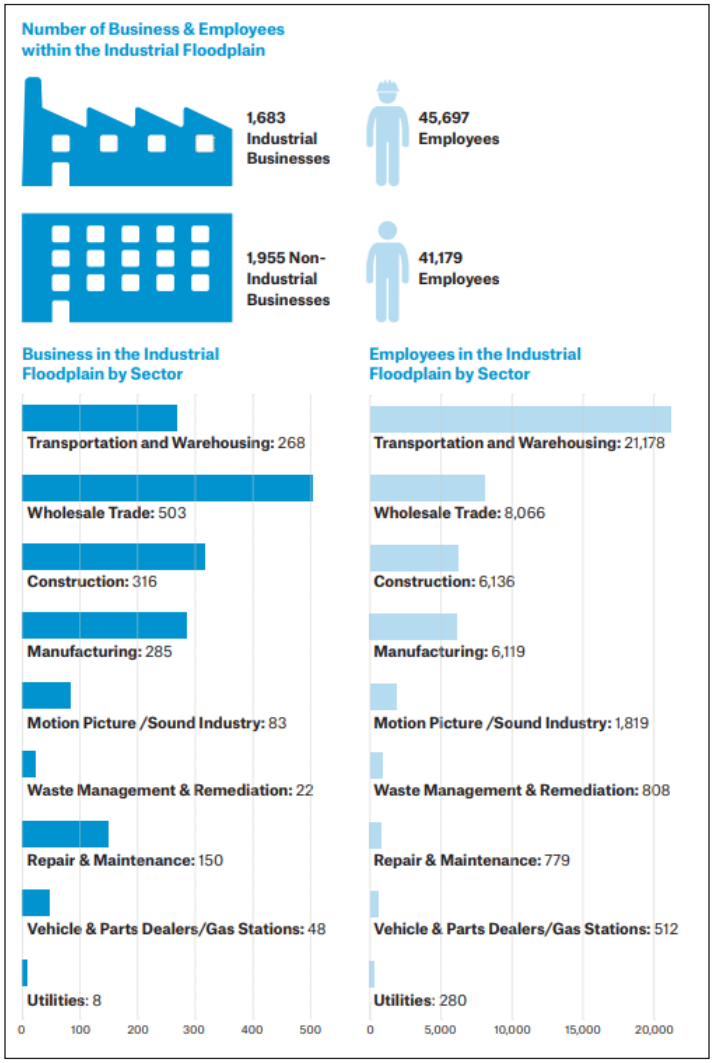


Figure 74: According to DCP's Resilient Industry report, more than a quarter of New York City's industrial businesses are located within the floodplain. Source: NYC Planning

As climate change accelerates, the city's industrial zones, many of which are critical to the local economy and municipal services, face increasing exposure to extreme weather events, sea level rise, and chronic heat. These threats not only endanger business continuity and infrastructure but also pose serious public health and environmental risks to workers and the residents of surrounding neighborhoods as well.

NYC's history as a maritime industrial center now means that a large proportion of industrial businesses are located along or near the city's 520-mile coastline and are particularly vulnerable to the effects of flooding, coastal storms, and sea level rise. Approximately half of all industrially zoned land lies within the 1 percent annual chance floodplain, signifying moderate to high risk of flooding. There is a greater concentration of the city's heavier industrial M2 and M3 districts in this floodplain. This means that many businesses are in areas prone to coastal and stormwater flooding, posing direct risks to their facilities and operations. Most industrial buildings in these areas were built before modern flood regulations. Single-story businesses and unenclosed uses are especially vulnerable, as they provide little opportunity to relocate equipment, inventory or production spaces in case of a flooding event.

Urban heat is one of the most acute climate related challenges for industrial areas. Industrial zones are

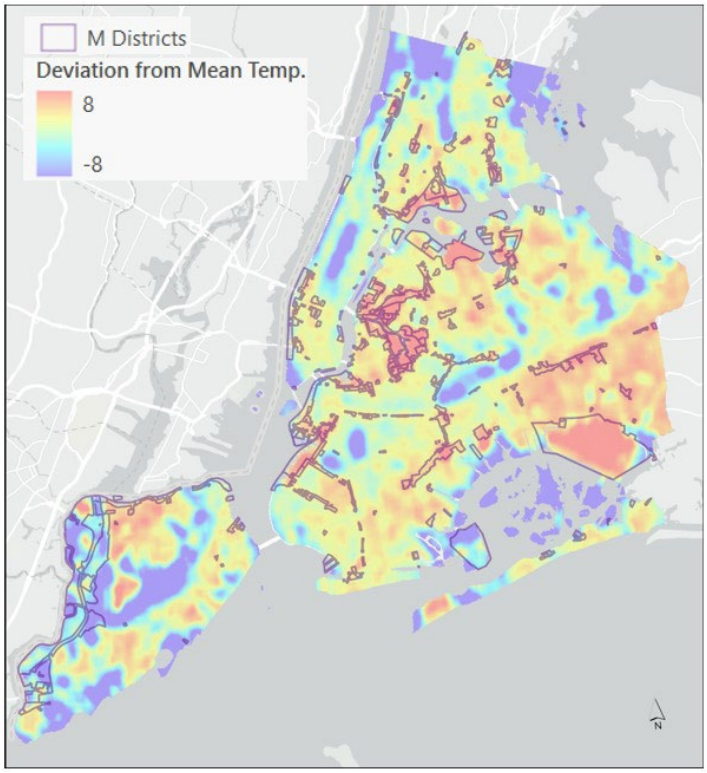


Figure 75: Deviation by Mean Temperature in NYC. Manufacturing districts can be up to 8 degrees hotter than the city as a whole. Source: NYCCAS Air Pollution Rasters, predicted annual average fine particulate matter <2.5 microns, December 2021 - December 2022. Last updated April 2024.

typically characterized by large expanses of hard surfaces, minimal vegetation, and energy-intensive operations, all of which contribute to the urban heat island effect. The New York City Construction Codes and Local Laws 92 and 94 require most new buildings or major renovations to involve "cool" roofs (consisting of reflective, white painting), green roofs, or rooftop solar arrays.

As a result, temperatures in industrial districts can be up to eight degrees Fahrenheit higher than the citywide mean. This increased heat undermines working conditions, raises cooling costs, and can exacerbate the risk of heat related illnesses. However, unlike in other parts of the city, zoning does not require planting in most industrial areas, primarily due to concerns around maintenance and maneuverability. This leaves little natural mitigation for heat impacts.

These vulnerabilities call for proactive strategies to prepare industrial areas for a changing climate. Resilience planning must address both acute risks, like storm surges and heavy rainfall, as well as chronic conditions such as rising temperatures and recurring nuisance flooding. Public and private infrastructure improvements like elevated loading docks, stormwater retention systems, and improved drainage are essential to safeguard industrial operations. At the same time, broader urban design interventions, such as shading, green infrastructure, and revised zoning standards, will be necessary to reduce long-term exposure to climate hazards.

GOAL: PREPARE INDUSTRIAL AREAS FOR CLIMATE THREATS

Goal 5 of the City's industrial strategy is to prepare industrial areas for climate threats through a combination of policy, planning, and investment. This goal envisions a future in which the City actively assesses climate vulnerabilities across its industrial land and implements solutions that both mitigate risk and promote adaptation. Potential strategies include enhancing stormwater management systems, improving the flood resilience of businesses and critical infrastructure, and addressing heat through targeted interventions like greening and reflective materials. With climate impacts only expected to intensify, protecting the city's industrial base is not just an economic imperative, it is a critical component of a resilient and sustainable New York City.

Strategy 1 - Promote better stormwater management in and enhance the flood resiliency of the industrial public realm

64. Revamp design guidelines for public realm planting in industrial areas

Additional planting in industrial areas may help mitigate coastal and stormwater flood risk by creating more permeable, absorbent surfaces in districts that are presently dominated by hardscape. However, such planting would be vulnerable to truck strikes, debris, and other damage from industrial operations. NYC Planning should assess strategies in collaboration with other agencies to achieve goals of increased vegetation and stormwater management.

65. Assess the feasibility of installing green infrastructure and implementing other flood risk

mitigation interventions along industrial rights-of-way

As noted above, coastal and stormwater flood risks are exacerbated by the widespread presence of impermeable surfaces in industrial areas and along industrial rights-of-way. While permeable pavement has been used to reduce the amount of hardscape in residential and certain commercial areas, it is not feasible in industrial areas due to the risk of compression from heavy truck traffic and the potential for sediment buildup that would obstruct draining functionality. In select locations where heavy truck traffic and other industrial operations are minimal, DEP has built infiltration basins – a form of green infrastructure designed to store rainwater beneath a surface that closely mimics its surroundings – in some industrial areas, such as Hunts Point.

DEP and DOT are assessing how to improve drainage conditions in industrial rights of way, such as traditional drainage infrastructure upgrades and alternative forms of green infrastructure. In addition to capital infrastructure investments, DEP is investing in catch basin and sewer cleaning programs to ensure the capacity of the system to capture stormwater is fully available during a storm.

Strategy 2 - Enhance flood resiliency of industrial businesses and critical infrastructure

66. Implement planned coastal flood risk mitigation projects that would protect waterfront industrial sites and areas

Hunts Point is just one industrial community where New York City has made a significant investment in climate resiliency. That investment is focused on energy security and flood protection for both residents and industrial businesses. The City committed $71 million, building on a $20 million HUD Rebuild by Design grant with an additional $51 million from federal and city sources, to fund a feasibility study and early design work completed in 2019. Flood resilience is being addressed through a $14.7 million FEMA BRIC grant to dry-floodproof vulnerable facilities like the Meat Market and 600 Food Center Drive.

In 2022, the City launched the Hunts Point Forward plan, a 15-year strategy directing $140 million toward Produce Market upgrades and shoreline improvements, including Barretto Point Park. Community resilience is also central to the effort, with local organizations like The Point CDC supporting emergency preparedness, environmental justice, and social cohesion. These initiatives represent a comprehensive strategy to protect Hunts Point from climate threats while preserving its vital economic and social infrastructure.

67. Promote updated zoning to support flood resilient construction on privately-owned industrial sites

Nearly half of the city's industrially zoned land falls within the floodplain. Following Hurricane Sandy, the City adopted temporary, emergency zoning rules that made it easier for New Yorkers to rebuild. In 2021, the City adopted Zoning for Coastal Flood Resiliency (ZCFR), a text amendment that took the lessons from Sandy and provided property owners with rules that would enable them to design resilient buildings that are better protected from flood risk and could reduce their flood insurance costs. Specifically, ZCFR granted greater height allowances that could enable buildings to be elevated above projected surge levels, allowed mechanical, electrical, and plumbing to be relocated above base flood elevations, and expanded the geographies where building owners could have access to this additional flexibility to area covered by the 0.2 percent annual chance floodplain according to FEMA. Industrial buildings can also benefit from ZCFR's adoption. ZCFR included provisions to support industrial businesses such as flexibility to locate office and storage space above flood levels, which would improve their long-term resiliency.

68. Continue to advance efforts to manage stormwater in industrial areas

The NYC Department of Environmental Protection (DEP) oversees multiple efforts to better manage stormwater citywide to improve the health of the local waterways and prevent flooding. In 2024, DEP released the 2024 Stormwater Analysis, which highlighted the City's challenges with managing stormwater to address flooding caused by climate change-induced storms. As part of this effort, DEP is developing a stormwater master plan for New York City that will lead to a more resilient

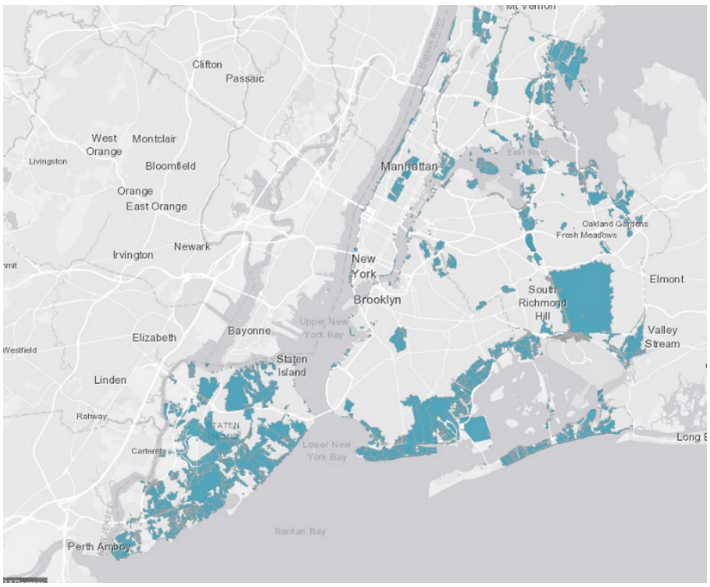


Figure 76: A map of MS4 Drainage Areas. The MS4 system consists of separate storm sewers that carry runoff directly to local waterbodies, the system covers between 30-40 percent of the city and a disproportionate amount of its industrial land. Source: NYC DEP

system overall. In parallel, DEP is continuing with near-term actions to optimize existing infrastructure and implement capital projects to improve capacity. These include strategic expansion of green infrastructure on public properties and on private properties through financial incentives, implementation of the Unified Stormwater Rule (USWR) which covers both public and private properties, as well as initiatives under the MS4 Stormwater Management Program Plan such as the Industrial and Commercial (I/C) Stormwater Program.

The USWR, promulgated in 2022, updates and aligns Chapters 31 (stormwater quantity and flow rate requirements) and 19.1 (construction/ postconstruction permitting program water quality requirements) of Title 15 of the Rules of the City of New York. The USWR requires development projects to incorporate stormwater management measures at the site through retention and detention practices. Management of stormwater runoff at the source on newly developed or redeveloped properties helps divert stormwater from the sewer freeing up drainage capacity in the sewer system and providing water quality benefits to the local waterways.

Certain industrial facilities are required to have stormwater discharge permits from the New York State Department of Environmental Conservation (NYSDEC). Typically, these NYSDEC State Pollution Discharge Elimination System (SPDES) permits (Multi-Sector General Permit for Stormwater Discharge from Industrial Activities or MSGP) require businesses to have a Stormwater Pollution Prevention Plan that describes how the site will prevent pollution from stormwater runoff. Under the Industrial and Commercial (I/C) Stormwater Program, DEP conducts ongoing inspections of permitted facilities and assessments of unpermitted facilities within the MS4 area that could contribute significant pollutants of concern to stormwater. Since the start of the I/C Program, DEP has assessed over 1,400 unpermitted facilities for potential MSGP permitting.

69. Use Climate Resiliency Design Guidelines to mitigate flood risk for critical infrastructure and municipal services

In 2021, the City Council passed Local Law 41, which mandated a five-year pilot program that would ensure that new City infrastructure and public facilities are prepared for extreme weather events and can continue to provide critical services to New Yorkers decades into the future. In response to Local Law 41, MOCEJ translated cutting-edge climate projections into the Climate Resiliency Design Guidelines (CRDG's), technical guidance that goes beyond building codes and standards and is used by architects and engineers as they design roads, hospitals, sewer systems, and the like. Forty projects across 23 capital agencies are applying the CRDG's and are being advanced through the pilot program, nearly half of which will be constructed in environmental justice areas.

70. Continue to promote City programs that support flood resiliency for industrial businesses

The City administers a variety of programs that seek to help business and property owners make flood resiliency-related upgrades to their facilities, including DEP's Resilient NYC Partners program, SBS' Business Preparedness and Resiliency risk assessment and grant program (PREP), and FloodHelpNY. Industrial businesses are more likely to be in a flood-prone area, as most of the land that is zoned for manufacturing in New York City is within a floodplain. The agencies involved in the administration of these programs should continue to monitor use of the programs by industrial businesses.

Strategy 3 - Address the urban heat island effect

Figure 77: NYC rooftop solar installation. Local Law 94 requires that all new construction have planting or solar arrays cover much of their roofs. Source: NYC HPD

71. Promote cool or green roofs

Within New York City's 2019 landmark climate bill, the Climate Mobilization Act, were two provisions that specifically sought to address the urban heat island effect: Local laws 92 and 94. Together, these laws require that all new buildings to install "sustainable roofing zones" that are comprised of a green roof, solar photovoltaic electricity generating system, or some combination of the two. In addition to addressing the urban heat island effect, green roofs have also been shown to reduce indoor air temperatures and thus energy demand from HVAC systems. Additionally, DEP operates a Green Infrastructure Grant Program for green roofs.

72. Leverage and promote opportunities for additional tree planting and stewardship in industrial areas as identified in the Urban Forest Plan

Trees play an essential role in reducing outdoor temperatures, cooling city streets up to two degrees Fahrenheit. It is not a coincidence that industrial areas, which can be up to eight degrees hotter than the city's average temperature on any given day, have a greater dearth of tree cover than their commercial and residential counterparts. In 2024, MOCEJ launched the Urban Forest Plan, a 10-year plan to equitably expand the city's tree canopy to cover 30 percent of its land area. It is essential that some portion of the additional planting that the city undertakes to achieve this goal occurs in industrial areas, where the urban heat island effect disproportionately affects workers and nearby residents. The Urban Forest Plan will also include measures to ensure that both new and existing trees are responsibly preserved and stewarded. These stewardship strategies should also account for the unique challenges associated with maintaining assets within the industrial public realm. The plan is expected to be released in 2026.

73. Evaluate potential changes to street tree planting requirements that would enable these rules to apply to more industrial projects

The Zoning Resolution currently exempts industrial use groups from street tree planting requirements and offers reduced requirements for "semi-industrial" uses such as automotive repair and storage. This policy decision, which was made as part of the 2008 zoning text amendment that established the citywide framework for street tree planting, contributes to the continued lack of tree cover (and thus the persistence of the urban heat island effect) in industrial areas. While there are valid concerns around potential damage to trees that are planted in industrial areas via truck strikes and a lack of compatibility with curb cuts, updated requirements could consider and seek to mitigate these risks. Additionally, there are special districts where industrial development projects of a certain scale must already meet

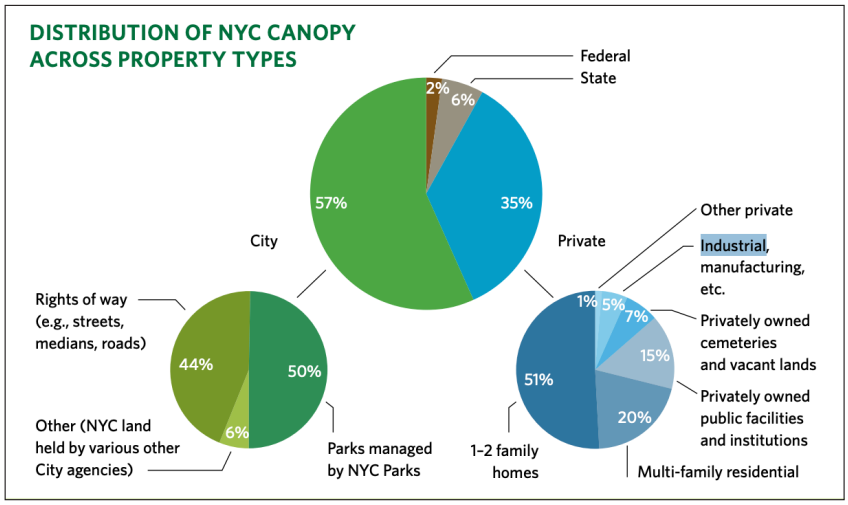


Figure 78: Industrial areas support an extremely small share of the city's tree canopy. The forthcoming Urban Forest Plan will involve measures that seek to enhance tree cover in industrial areas. Source: MOCEJ

Figure 79: An industrial corridor in Bensonhurst. Street trees are not required for most industrial uses, resulting in a public realm dominated by blacktop.
Source: NYC Planning

tree planting requirements, such as Staten Island's Special South Richmond Development District. This example indicates that there is a way to configure planting on an industrial site or along its frontage that does not obstruct business operations or endanger trees. As a result, NYC Planning should revisit the list of industrial use groups that are exempt from street tree planting requirements and explore other potential changes that seek to increase the number of industrial developments that provide trees.

SUMMARY OF GOALS, STRATEGIES AND RECOMMENDATIONS

Goal 1: Enable industrial businesses to evolve, innovate and transition to green technologies

Improve city government's ability to help industrial businesses navigate regulatory and resource challenges	1. Improve Local Law 97 compliance supports for hard-to-electrify industrial businesses 2. Explore the creation of alternative Local Law 97 compliance pathways that accommodate industrial businesses who are unable to electrify 3. Improve and streamline regulatory processes that impact industrial businesses through efforts to cut red tape 4. Optimize industrial business supports offered through SBS 5. Support local industrial businesses in entering the green economy through investment and technical assistance
Activate industrial sites in support of the green transition	6. Maintain GEAP commitment to utilize NYC Industrial Development Agency (IDA) tax incentives to activate battery storage capacity and support other green economy uses 7. Convene circular economy stakeholders and facilitate resource recovery within and across industrial sectors 8. Develop resources that encourage more energy storage systems to be sited in industrial areas 9. Promote the development of clean energy infrastructure on privately owned industrial sites 10. Support the development of district thermal heating systems in industrial areas 11. Install climate infrastructure on all viable city-owned property by 2035

	12. Explore opportunities to activate industrial sites for community solar 13. Continue to advance NYCEDC's Circular Design and Construction Guidelines across the public and private sectors to reduce embodied carbon and waste in NYC's built environment
Use city-owned sites to incubate and grow industrial businesses	14. Evaluate portfolio of city-owned land to improve efficiency and maximize opportunities for industrial siting 15. Utilize publicly-owned industrial campuses to support the piloting of innovative climate technologies and modern industrial practices 16. Build a high-quality campus experience at City-owned industrial assets through sustained investment in facility infrastructure and amenities that serve businesses, workers, and local communities
Optimize resources available to industrial businesses that seek to grow or transition	17. Continue to support the New York State Film Tax Credit program 18. Explore potential improvements to existing tax credits for industrial businesses 19. Advance the adoption of new climate technologies in the industrial sector through NYCEDC's Mass Timber Studio and Resilient Energy Studio
Expand workforce development programs	20. Support workforce development and community hiring at publicly-owned industrial assets 21. Support M/WBE and diverse entrepreneurship in industrial sectors

Goal 2: Advance a balanced and coherent land use and real estate strategy

Strengthen Primary Industrial Areas	22. Establish a new land use framework to guide development and investment in manufacturing zones 23. Explore targeted changes to the current BSA process for siting schools within M zones to address conflicts with industrial activities
Make it easier to build new industrial space & catalyze investment in industrial areas	24. Help businesses take advantage of City of Yes for Economic Opportunity changes 25. Implement Recently Adopted Neighborhood Plans

	26. Study parking and loading zoning requirements to identify impediments to new development 27. Advance new industrial neighborhood studies 28. Streamline the process for development on unbuilt and private streets to make it easier to develop industrial sites
Leverage mixed-use space for industrial uses	29. Explore how the city could better support community wealth-oriented models for the development and stewardship of industrial space 30. Launch a study to develop an economically feasible and environmentally safe model for vertically integrated mixed industrial-residential development 31. Target marketing of IDA incentives to encourage industrial space within mixed-use buildings
Update city processes to make it easier to site industrial operations	32. Use City reporting and tracking tools to enhance the efficiency and transparency of facility siting 33. Identify ways to streamline the City's approval processes to make it easier to find suitable locations for critical, "hard-to-site" city operations 34. Explore changes to the environmental review process to allow for higher scrutiny of industrial business displacement within Primary Industrial Areas

Goal 3: Support Modern and Efficient Freight Movements

Support the expansion of the maritime freight network	35. Implement Blue Highways initiative 36. Ensure future development can incorporate maritime access 37. Encourage the maritime mode shift of freight through strategic activation of Blue Highways landings at publicly owned assets 38. Assess opportunities for future maritime freight network expansion and explore potential measures to preserve strategic sites for future activation
Support the expansion of the rail freight network	39. Continue to invest in City-owned rail infrastructure currently keeping trucks off the road 40. Assess opportunities for future freight rail network expansion and explore potential measures to preserve strategic sites for future activation

Facilitate and encourage the adoption of micromobility for cargo	41. Maintain rule changes that establish new curb regulations and allow the use of pedal-assist electric cargo bikes 42. Explore new infrastructure and amenity investments to support micro-distribution
Maximize the efficiency of truck traffic operations	43. Prioritize Street Improvement Projects (SIPs) along Truck Routes 44. Explore expansion of DOT Overnight Truck Parking Pilot to all Primary Industrial Areas 45. Implement changes to the Truck Route Network 46. Implement enhanced signage, enforcement planning, data collection, and other programmatic recommendations identified through the DOT Truck Route Network Redesign
Invest in the decarbonization of truck fleets and other freight vehicles	47. Increase participation in the Clean Trucks Program 48. Explore ways to encourage medium-and heavy-duty vehicle (MHDV) charging infrastructure in industrial areas

Goal 4: Promote Clean and Safe Industrial Areas

Develop industrial area design toolkit to better manage public realm conflicts	49. Implement Street Improvement Projects (SIPs) for industrial areas 50. Incorporate new strategies for freight-inclusive street design in the Street Design Manual 51. Explore enhancements to zoning design standards within M zones to enhance the appearance of industrial areas
Enhance the appearance and cleanliness of the public realm	52. Support containerization of commercial waste 53. Invest in Public realm activations at City-owned industrial campuses to establish strong connections to residential neighborhoods 54. Establish an interagency working group to develop a program of public realm improvements to address safety, sanitation, and quality of life issues 55. Explore opportunities to develop partnerships with local organizations to support marketing, public improvements, public safety, and supplemental sanitation services in industrial neighborhoods
Improve environmental protections in industrial areas	56. Complete Superfund site remediations

57. Continue to support brownfield cleanup
58. Support emergency planning for industrial businesses to mitigate hazardous material risks in flood zones
59. Complete EJNYC Plan
60. Advance implementation of the Last-Mile special permit and Indirect Source Rule
61. Study updates to zoning performance standards and enclosure rules
62. Identify clusters of non-conforming residences in manufacturing districts that should be studied for rezoning to allow new investment
63. Explore opportunities to relocate flood-vulnerable residences in M zones within MOCEJ's "resilient acquisition framework"

Goal 5: Prepare Industrial Areas for Climate Threats

Promote better stormwater management in and enhance the flood resiliency of the industrial public realm

64. Revamp design guidelines for public realm planting in industrial areas
65. Assess the feasibility of installing green infrastructure and implementing other flood risk mitigation interventions along industrial rights-of-way

Enhance flood resiliency of industrial businesses and critical infrastructure

66. Implement planned coastal flood risk mitigation projects that would protect waterfront industrial sites and areas
67. Use updated zoning to support flood resilient construction on privately-owned industrial sites
68. Continue to advance efforts to manage stormwater in industrial areas
69. Use Climate Resiliency Design Guidelines to mitigate flood risk for critical infrastructure and municipal services
70. Continue to promote City programs that support flood resiliency upgrades for industrial businesses

Address the urban heat island effect

71. Support cool or green roofs
72. Identify opportunities for additional tree planting and stewardship in industrial areas through the Urban Forest Plan
73. Evaluate potential changes to street tree planting requirements that would enable these rules to apply to more industrial projects

This page was intentionally left blank.

04 FEEDBACK ON DRAFT PLAN & NEXT STEPS

Figure 80: Attendees of the NYC Industrial Plan Town Hall in Queens look at boards highlighting the designated industrial areas. NYC Planning held town halls in each borough following the draft plan release. Source: NYC Planning

NYC Planning released a Draft Plan and online data explorer for public comment on September 16, 2025. The Draft Plan summarized the findings from research, the business survey, and public engagement. It also presented 20 proposed strategies and 72 recommendations to address five key issues identified as most affecting New York City's industrial sector. NYC Planning gathered feedback on the Draft Plan through five in-person town halls held in each of the five boroughs, an online feedback form, and through briefings and discussions with a variety of stakeholders. Below is a summary of the key feedback NYC Planning received on the Draft Plan for each goal as well as an overview of how the Plan addresses these items:

Goal 1: Evolving industry

Increase transparency around existing tax incentives for industrial businesses and introduce new or revamped programs. Industrial businesses and property owners expressed frustration about the lack of readily available information regarding what tax credits or other incentives the city offers and how they can access these programs. One industrial business in Brooklyn who was able to take advantage of one of these programs reported that it was difficult to use and that the volume of support available was insufficient and not on par with what a neighboring jurisdiction had offered. Industrial businesses, advocates, developers, and public officials alike appreciated the Draft Plan's acknowledgment that the cost of building, operating, and occupying industrial space in New York City is extremely high and that this dynamic is one of the primary obstacles to industrial growth. However, they were discouraged by the lack of specific proposals to address this challenge, whether through the creation of new funding mechanisms or the reform of existing tools.

Ensure that industrial areas are fulfilling their capacity to drive the green transition. There was broad support for the Draft Plan recommendations that sought to activate industrial businesses and land in support of various climate and sustainability objectives. However, several stakeholders, including those that represent frontline climate justice communities in Brooklyn, conveyed that additional, more ambitious measures were necessary to fulfill industrial areas' potential in this regard and to meet the needs of their constituents. Specifically, they encouraged the City to consider how it could support the development of manufacturing operations and other businesses involved with the supply chains of key climate technologies. Residents from neighborhoods adjacent to industrial areas expressed concerns about the proliferation of battery energy storage systems in their communities and concurred with the Draft Plan's assertion that industrial zoning districts were generally a more appropriate place to promote the development of these assets at scale.

Explore the potential impacts of artificial intelligence on industrial employment and land use. Members of the public and public officials alike inquired about the extent to which the Draft Plan considered how the growth of artificial intelligence and robotics could affect industrial employment. While most acknowledged that white collar jobs seemed to be the most susceptible at present, they expressed concern that warehousing and media production in particular would be the focus of subsequent waves of automation. One constituent in Staten Island observed that automated operations, and the data centers that they rely on, typically occupy large footprints and consume substantial resources without supporting many jobs and that such outcomes should not be a goal of the Industrial Plan.

As the *Existing and Ongoing Tools to Support Industrial Businesses and Areas* section indicates, the City offers a wide range of tax incentives that aim to benefit industrial businesses and facilities. These investment programs are managed by several agencies, each of which provides different levels of publicly available information on who is eligible, how much support can be accessed, and what proceeds can be used for. Additionally, each agency follows different practices and procedures for maintaining data on utilization and the like. Some of this variation is rooted in the fact that certain programs can be claimed "as-of-right" whereas others require discretionary approval. Recommendation 18 seeks to build on the preliminary analysis and problem diagnosis included in the Plan, bringing together relevant agencies in a structured working group that will parse through this broad and diffuse system, cultivate a detailed understanding of how these respective programs may not be meeting the needs of industrial businesses, and develop proposals that seek to respond to and address identified challenges.

As noted above, the Plan includes several recommendations that will enable industrial businesses and land to support the city's transition away from traditional power and waste systems. Recommendation 5 describes the Economic Development Corporation's plans to implement We Source NYC, an initiative that helps local industrial businesses attain opportunities in regional renewable energy and building electrification supply chains. The recommendations under Strategy 2 outline measures that can expand renewable energy infrastructure in industrial areas as well as bring about resource recovery loops for key sectors such as construction. Additionally, the Strategic Planning Area profiles include several recommendations related to ongoing and planned climate and sustainability work at the neighborhood scale. The future of some of this work, namely that related to offshore wind, remains uncertain due to shifting state and federal energy policy priorities.

While the Plan does not include any recommendations that directly respond to the potential for automation in the city's industrial economy, involved agencies will continue to monitor trends and developments in this realm.

Goal 2: Demand for space

Many industrial advocates expressed a desire for assurance that the city remains committed to Industrial Business Zones. For the past 20 years, IBZs have been understood as an important land use tool and some stakeholders expressed concern about the shift away from IBZs as a land use policy. Many felt that the exclusion of some portions of IBZs from PIA and SIA designation would encourage speculation for housing development and expose existing businesses to new displacement pressures. While some constituents, particularly in Brooklyn, advocated for including all current IBZs within either PIA or SIA, others called for the specific locations to be included. Specific locations within IBZs where local businesses, industrial advocates, and elected officials called for designating PIA or SIA included the following: Sunset Park, Red Hook, North Brooklyn, Flatlands-Fairfield in Brooklyn; Ridgewood in Queens; and portions of Port Morris and Hunts Point in the Bronx. Industrial and local elected officials requested that the East New York IBZ be designated as PIA (as opposed to SIA). The Brooklyn Borough President recommended adding additional areas outside of the current IBZs to the PIA/SIA designation, including the corridors along McDonald Avenue in Kensington, Coney Island Avenue in Ditmas Park, and near Broadway in Williamsburg.

It should be noted, however, that many constituents — particularly in portions Long Island City, Greenpoint-Williamsburg, and Dutch Kills — were supportive of the proposed exclusion of certain locations that are currently IBZ from the PIA and SIA designations and welcomed the opportunity for future mixed-use development and greater flexibility to encourage new investment.

Residents and environmental justice advocates in the South Bronx and on Staten Island expressed concerns that the designation of PIA or SIA on the waterfront in New Brighton in Staten Island and Port Morris in the South Bronx would limit opportunities for future public waterfront access. Some residents in Sunset Park expressed concerns about the proposed designation of PIA/SIA on blocks with existing residential uses and advocated for a broader neighborhood study that would consider significant expansion in residential density in the area while still protecting the right balance of industrial capacity.

Mixed-use areas that support both industrial and non-industrial uses can work in certain places, but many expressed concerns that allowing residential would cause displacement of industrial businesses. There were numerous calls, particularly from property owners and residents, to allow and encourage more mixed-use development in industrial areas. While some called for flexible zoning to encourage investment, others were more cautious and encouraged mechanisms to prevent industrial displacement when creating new mixed-use districts. Many industrial businesses and advocates expressed skepticism that industrial businesses and residents could co-exist and often expressed concerns with a land use framework that would potentially support new housing in IBZs.

The goals for and locations of Primary Industrial Areas (PIAs) were generally supported, but many urged the City to implement zoning changes to prevent future industrial displacement. The PIAs are locations where public policy should seek to preserve industrial uses within PIAs to maintain a reservoir of space within the city to

support essential and difficult-to-site operations. The draft plan identified the PIAs as appropriate locations to map M3A districts, new zones that restrict certain non-industrial uses, and are not appropriate for residential rezoning. Other than in proposed SIA along the freight rail in North Brooklyn and in portions of East New York, there were few comments to recommend changes to the proposed PIA boundaries. However, industrial advocates and some elected officials urged the City to advance land use changes to map M3A zones across the PIAs to establish new protections for industrial businesses.

Explore and expand creative approaches for the ownership and tenanting of industrial space. Industrial businesses and industrial advocates emphasized the role that cooperatives, land trusts, and other community or worker-led facility governance models have played in ensuring long-term affordability and encouraged the City to think about how these models could be replicated and scaled in the industrial context. Others lauded the success of nonprofit-led, multi-tenant industrial projects, citing examples such as the Greenpoint Manufacturing and Design Center and projects that employ capital from local Community Development Financial Institutions (CDFI's).

The final Designated Industrial Area maps provide industrial protection for over 17,000 acres of land and create a new citywide geography that is 2,000 acres larger than the Industrial Business Zones. Approximately 1,000 acres were added as Primary or Secondary Industrial Areas as the plan was being refined between the draft and final. These areas, primarily concentrated in North Brooklyn, Ridgewood, and Red Hook, were so designated on the basis of feedback from community members, industrial advocates, and elected officials, who felt that land use protections akin to the Industrial Business Zone commitments were essential to the preservation and growth of industrial businesses in these locales. Approximately 400 acres were removed from Primary or Secondary Industrial area designation following the public engagement process. Most of this land was in Long Island City, Greenpoint, and Williamsburg, where local stakeholders advocated for a more mixed-use future for their industrial economies.

The City recognizes the importance of mapping the M3A and M2A districts that are intended to correspond with the Primary and Secondary Industrial Areas (respectively) to ward off concerns around speculation and displacement. The City also acknowledges that onus for mapping these M3A and M2A districts will likely fall on the Department of City Planning itself, as many industrial businesses, property owners, and advocates lack the resources necessary to steward such a City Planning Commission application through the requisite land use and environmental review procedures. While this plan does not include a timeline for future potential land use actions, the Department of City Planning's practice is to work with the Mayoral administration, local elected officials and communities to identify opportunities to advance neighborhood rezoning proposals to the greatest extent practicable.

Out of an acknowledgment that the Draft Plan did not address how the City could support the proliferation of community or nonprofit owned and operated industrial spaces, Recommendation 29 was added. This recommendation encourages city agencies to explore how existing programs that support land trusts, cooperatives, and the like in the context of housing and other segments of the economy can adapt these models to the industrial sector.

Goal 3: Congestion and trucks

Prevent the designation of Primary Industrial Areas from exacerbating truck traffic issues in nearby neighborhoods. Residents living near existing hubs of freight activity in Southeast Queens recounted persistent issues with trucks operating in their neighborhoods and worried that designating these areas as "Primary Industrial Areas" would only worsen the situation by inviting more truck-intensive businesses and facilities. While they were encouraged by the Draft Plan's aims to shift freight mode share away from trucks, they were skeptical of the truck route network's ability to prevent illegal truck movement, idling, and parking absent significantly greater monitoring and enforcement activity. Some individuals even suggested that the City pursue the real-time tracking of truck movements to compel route compliance.

While the designated industrial area framework characterizes Primary Industrial Areas as districts where truck-dependent operations can and should

be clustered, it also establishes the objective of sequestering these operations to protect public safety and prevent conflicts. This outcome can be achieved through the implementation of Recommendations 45 and 46, which would move segments of the Truck Route Network away from residential areas as well as bring about additional traffic calming measures, signage, and enforcement to ensure that these revised routes are maximally and safely utilized. Earlier this year City Council passed a bill that requires the Department of Transportation to establish overnight parking areas for commercial vehicles in all Industrial Business Zones. This legislation, which was rooted in an acknowledgment that the absence of such infrastructure forces trucks to park where they should not, represents a key step towards the advancement of Recommendation 44.

Goal 4: Public realm quality

Make industrial neighborhoods more people-friendly, providing access to public space and public waterfronts. Concerns around public space and public waterfronts featured prominently in conversations with members of the public across the five boroughs. Residents from neighborhoods adjacent to or within industrial areas described either a dearth of usable public space, industrial facilities and activities that obstructed their access to these assets, or some combination of the two. Constituents in Staten Island and the Bronx felt that industrial facilities and the fencing around them created hard barriers between communities and nearby waterfronts and that efforts to create overlooks should be pursued. Other desired improvements included pedestrian infrastructure and wayfinding that would establish clear and safe connections to the waterfront. Constituents in Brooklyn felt that unkempt conditions around industrial sites created negative perceptions of their neighborhoods, inviting further antisocial behavior. They called for greater enforcement to prevent illegal dumping and other sanitation issues. Constituents in Queens expressed support for the general beautification of industrial areas, believing that it would enhance safety for users of all sorts.

Foreground public health and environmental justice in industrial land use planning. Community-based organizations in Queens and the Bronx encouraged the City to consider the potential impact of Primary and Secondary Industrial area designations on public health of communities nearby, noting that further concentration of truck-intensive or otherwise noxious operations in these areas would likely worsen issues such as high rates of respiratory disease. They acknowledged that the draft designated industrial area map sought to avoid residential but noted that some overlap and immediate adjacency is inevitable, leaving open the possibility of existing environmental justice challenges being compounded. A community-based organization in Brooklyn felt that the Draft Plan failed to consider climate justice and other forms of environmental justice in equal measure and implored the city to center justice in the Plan's discussions of the green transition.

Develop an approach to enable trucks and bikes, pedestrians, and the like to share rights of way, where appropriate. Transportation advocates asserted that truck routes may, somewhat counterintuitively, be appropriate locations for the addition of dedicated, protected bike lanes, as they are wide enough to accommodate multiple types of roadway users. By contrast, some industrial businesses in Brooklyn argued that the accommodation of bikes artificially narrowed and generally disrupted industrial rights of way that were previously capable of facilitating safe and efficient truck operations and that parallel streets away from truck routes would be better locations for this infrastructure. Other members of the public felt that bike lanes and pedestrian infrastructure needed to be provided in industrial districts to some degree, as these areas are often underserved by other modes of transit.

The Plan offers several potential interventions that seek to improve the public realms of industrial districts and nearby neighborhoods. Recommendation 54 would establish a working group consisting of all the agencies who have jurisdiction over elements of the public realm, enabling them to coordinate and collaborate to address concerns around lighting, illegal vehicular activity, cleanliness and the like. Community-based organizations such as business improvement districts and merchant associations could be deputized in support of these activities (Recommendation 55) and new industrial

development projects could be required to include elements that address some of these aesthetic and operational issues (Recommendation 51).

Measures to address climate and environmental justice issues also feature in the Plan. Recommendation 62 would involve the City identifying clusters of non-conforming residential uses that are within manufacturing districts and developing interventions that could address the hardships associated with owning or occupying property in an industrial area. Additionally, the Plan is broadly informed by and aligned with the forthcoming EJNYC plan, which will identify initiatives that seek to promote environmental justice and embed equity into the City's decision-making processes around investment, land use, and other realms of policy and planning.

The Plan acknowledges the often-conflicting interests of various roadway users, particularly along truck routes. The Street Design Manual is New York City's guide for street design policies, practices, processes, and best practices that seek to prevent and manage any such conflicts. At present, its guidance on freight infrastructure is limited, but that would change in future updates under Recommendation 50. Additionally, the Plan calls for the implementation of Street Improvement Projects (SIPs) in industrial areas that will enhance pedestrian and cyclist safety while continuing to consider the transportation needs of industrial operations.

Goal 5: Climate threats

Support additional planting in industrial areas but remain mindful of feasibility concerns related to trees. There was general consensus around the need for greenery to play a role in mitigating extreme heat and increasing the volume of absorbent surfaces in industrial areas. However, concerns were raised about whether additional tree planting was the right approach for achieving this objective. Individuals who worked in industrial areas in Queens felt that trees would provide much needed shade and air quality improvements, while other members of the public asserted that trees would obstruct the operations of industrial businesses by introducing a navigational hazard for trucks and other industrial traffic. What's more, many constituents believed that trees would be unlikely to survive in industrial areas due to vehicle strikes or exposure to pollution and stressed the need for any investment in industrial tree planting to be paired with support for continued stewardship and maintenance, perhaps with BIDs or other local entities playing a role.

Ensure that basic stormwater infrastructure in industrial areas is functioning properly. Members of the public identified dozens of locations across the city's industrial areas that experience recurrent flooding that renders streets and other infrastructure temporarily inoperable during rain, tidal, and other stormwater events. In the Bronx, constituents reported instances of stormwater backing up due to catch basins that were obstructed by trash and debris. In Queens, constituents described what appeared to be hazardous materials permeating throughout stormwater along an industrial corridor. While constituents were generally supportive of the Draft Plan's emphasis on new green infrastructure for stormwater management, they emphasized the need to prioritize these more fundamental issues related to the functionality of existing systems.

The Plan acknowledges the potential issues with trees in industrial areas related to truck maneuverability and maintenance, which undergird the absence of Zoning Resolution tree planting requirements for most industrial uses. The implementation of Recommendation 73 would involve research and engagement that seeks to determine the extent to which tree planting could occur on various types of industrial sites in ways that do not obstruct vehicle movements or endanger trees. The Plan also promotes other forms of vegetation and other flood and urban heat island effect mitigating green infrastructure such as infiltration basins (Recommendation 65) and green roofs (Recommendation 71).

The Plan discusses the Department of Environmental Protection's investments in catch basin and sewer cleaning programs, which seek to ensure that existing stormwater management infrastructure is functioning at full capacity during rain or other events. Recommendation 68 outlines DEP's ongoing work to improve stormwater management practices amid growing climate change-induced storms, such as the development of a stormwater master plan for New York City and support for the strategic expansion of green infrastructure through various incentives and regulatory mechanisms.

The agencies involved in the development of the

Industrial Plan are committed to working with the next administration to advance the implementation of these recommendations to the greatest extent practicable. City Planning will provide progress reports every two years, as stipulated by Local Law 172. These progress reports may include updates to the data and analysis included in this plan, with the goal of establishing key performance indicators that can inform subsequent industrial policymaking and investment as well as future iterations of the Industrial Plan.

This page was intentionally left blank.

05 APPENDIX

MAPS OF DESIGNATED INDUSTRIAL AREAS

In response to the requirements of LL172 seeking the designation of "Primary industrial areas", feedback from stakeholders seeking reassurance of the city's commitment to reserving certain areas of the city for industrial purposes, and other feedback seeking reconsideration of areas that should be assessed for potential transformation, the city believes that transparently articulating a framework for considering industrial prioritization in future land use decisions is an essential component of the industrial plan's policy statement.

To fulfill this objective, The NYC Industrial Plan identifies specific geographies within the city's manufacturing zones with important or unique assets and infrastructure to support industrial activity and jobs. This designation is a kind of a land use framework, which itself is not a zoning change, but may forecast the potential for zoning changes in the future.

These areas will serve as the locations to advance place-based policies to preserve and grow the industrial sector; offer a more comprehensive framework for future development in M zones; and provide more real estate stability for industrial businesses seeking to make long-term investments in their assets. This designation allows the City to proactively plan for a land use framework that distinguishes areas of future stability and potential areas of change- that there continues to be sufficient space for the city's critical and municipal industrial uses as we continue to identify sites appropriate for industrial transition.

The land use framework includes designations of three different kinds of industrial areas:

Industrial Area Designations

Primary Industrial Areas

Primary Industrial Areas are parts of the city that are most appropriate for the siting of core infrastructure, truck-dependent operations, and other intensive industrial activities that require significant segregation from residential populations, significant pedestrian activity, and function most effectively in clusters of other intensive users to protect business operations. Public policy should seek to preserve the clustering of industrial uses within Primary Industrial Areas to maintain a reservoir of space within the city to support essential and difficult-to-site operations. For instance, these areas may be appropriate locations to map M3A districts, new zones that restrict certain non-industrial uses, and are not appropriate for residential rezoning. Building and street design guidelines should be most responsive to truck movements and investments in industrial infrastructure should be prioritized in these areas, as the most essential zones for supporting the core industrial functions of the city.

Secondary Industrial Areas

Secondary Industrial Areas tend to have a greater mix of commercial and industrial businesses interspersed within them, typically at smaller scale than in primary areas and in closer proximity to residential neighborhoods. Despite this proximity, Secondary Industrial Areas are not appropriate for residential. Rather, these are areas where public policy should focus on retaining and growing industrial space within the context of a robust and diverse jobs district. For instance, these areas may be appropriate locations to map M2A districts, new zones provide an incentive for the creation of new industrial space within larger commercial buildings, providing an opportunity to co-locate ground floor industrial use with higher floor activities. Because of the potential conflicts between existing business operations and housing, secondary areas should not be considered for residential rezoning, but these areas do typically have more employees and customers, and in some cases pre-existing housing, creating pedestrian activity, requiring that building and street designs need to prioritize pedestrian safety and reducing conflicts with industry. Public policy should preference industrial uses within a broad mix of commercial activity in SIAs. These areas may be appropriate locations to map M2A districts, new zones that allow for a wide range of commercial and industrial uses, but preference industrial uses by providing them with a higher FAR than other commercial uses.

Neighborhood Industrial Areas

Neighborhood Industrial Areas are manufacturing zones outside of Primary and Secondary Industrial Areas that have the greatest mix of uses and are closest to residences and transit. Planning should allow for the continued presence of industrial uses in an environment that prioritizes pedestrian access and supports a broad range of uses. These areas may provide opportunities for higher density development and may be appropriate for mapping M1A districts, a new M-district that accommodates job-dense, transit-oriented commercial and industrial development. They may also be appropriate for new MX districts based on individual planning considerations, in cases where the continued mixing of uses presents opportunities for better neighborhood outcomes. Any zoning change would remain subject to the significant environmental and public reviews required by Uniform Land Use Review Procedure (ULURP). Public policy should focus on investment in environmental upgrades that allow for safe colocation with industrial uses.

Methodology

To identify these areas, staff identified all areas of the city zoned M or C8, and analyzed the concentrations of industrial land uses on each block. For this analysis, "industrial" land uses were defined as land use categories 06 (industrial & manufacturing), 07 (transportation & utility), 10 (parking facilities), and 11 (vacant land).

Blocks were assessed to screen whether a majority of current land uses were industrial in nature.

Blocks with a majority of lot area devoted to industrial uses were initially given highest priority for inclusion.

A second screen examining employment concentrations was also applied, ensuring that sites on blocks that contained significant concentrations of industrial employment, but were not predominantly comprised of industrial land uses were also considered.

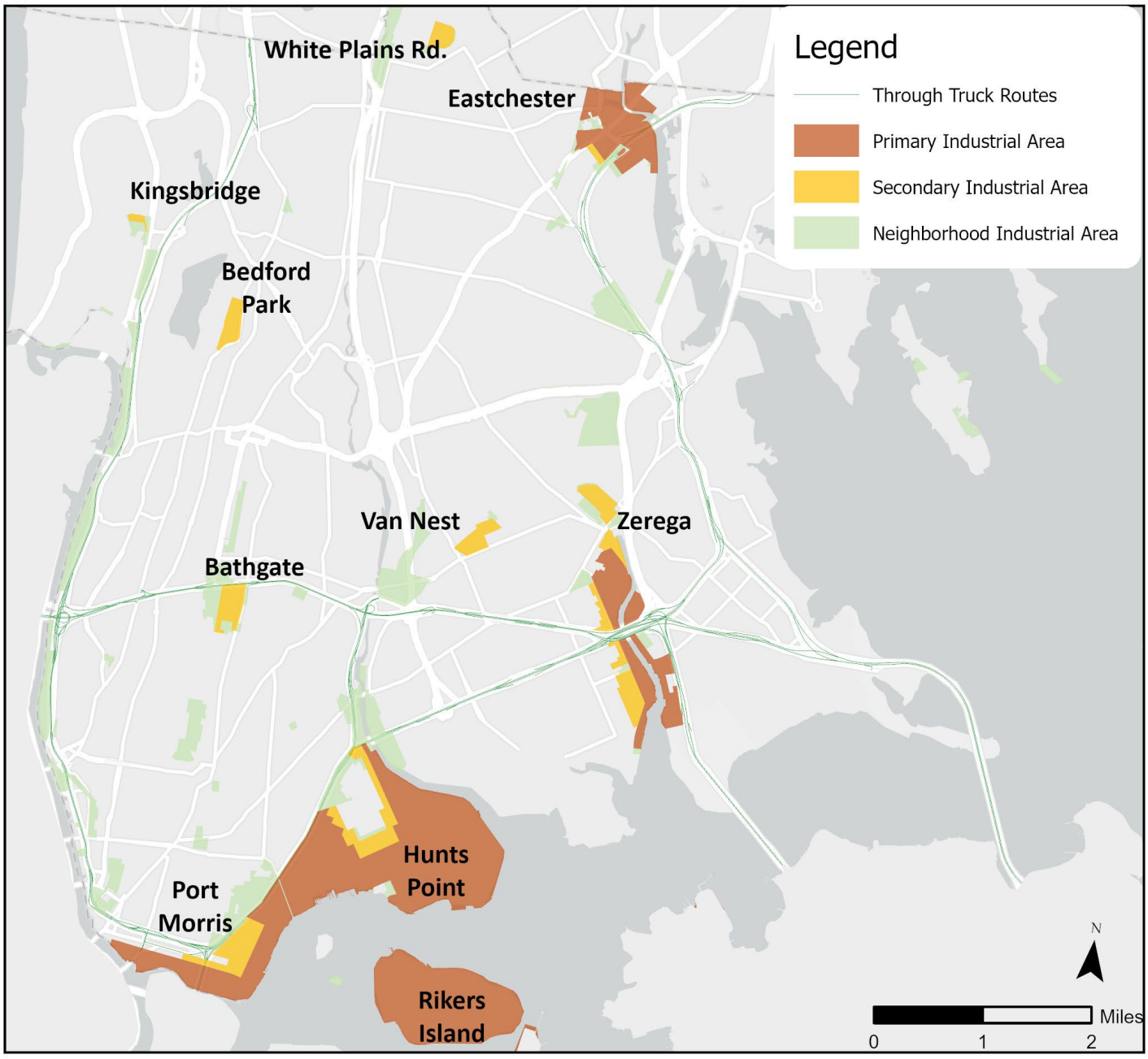
A third, infrastructural approach was layered on, prioritizing areas within ¼ mile radii of major infrastructure assets: interstate highways, truck ramps, railyards and rail lines, intermodal rail facilities, and marine access points, along with existing through truck routes. Where clusters of potential designated areas were identified, staff analyzed existing routes relationships to key interchange points, considering where future intensification of industrial activity would rely on movements outside of designated industrial clusters, potentially creating additional environmental impacts on adjacent communities.

DCP analyzed areas with close proximity to infrastructure assets, like truck ramps

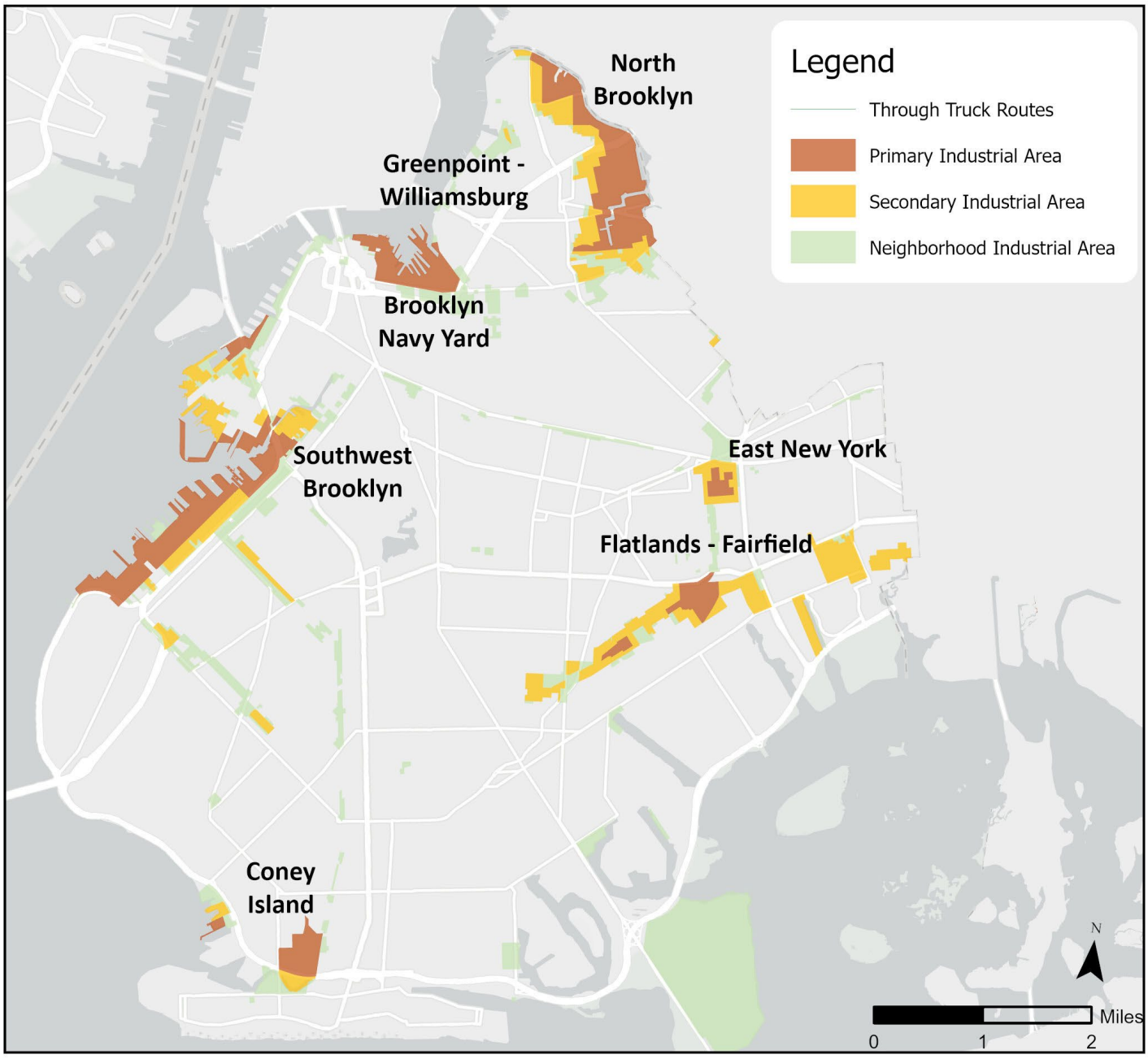
Significant additional work was done to supplement the quantitative approach with qualitative information about known sites and areas. Using the staff of DCP and other agencies with on the ground knowledge of city neighborhoods, staff vetted initial gradations of the 3 categories to rationalize boundary lines, reflect known local planning efforts, and complement ongoing planning around transit oriented nodes, resiliency efforts, or other city and state initiatives. For instance, considerable work was done to align the draft maps with prior planning efforts advanced in the North Brooklyn Innovation study, with the Gowanus Neighborhood Plan, the OneLIC Neighborhood Plan, the Jamaica Neighborhood Plan, the Brooklyn Marine Terminal redevelopment, and ongoing work at the Brooklyn Army Terminal and Sunset Park waterfront. The plan attempted to take into consideration generational investment in transit infrastructure and new transit facilities along the new IBX corridor which represent unique and evolving conditions that may need to be re-evaluated as planning continues for this area.

Following the release of the Draft Plan, the City received several hundred comments that requested geographic modifications to the land use framework, from industrial businesses and business organizations, property owners, advocates and civic groups, and elected officials. Feedback typically fell into two categories, with some stakeholders advocating for additional designations of secondary or primary to ensure industrial stability, with other groups advocating for additional flexibility to unlock future investment or transformation. As these comments were generally disparate in location, the final maps reflect the majority feedback received with changes reflecting both an increase of primary and secondary areas, especially in areas such as North Brooklyn, Sunset Park, Red Hook, Ridgewood, and East New York, as well as an increase in Neighborhood industrial areas in Long Island City and Sunnyside. In total, the land use framework reflects over 18,000 acres of areas in the Primary and Secondary categories.

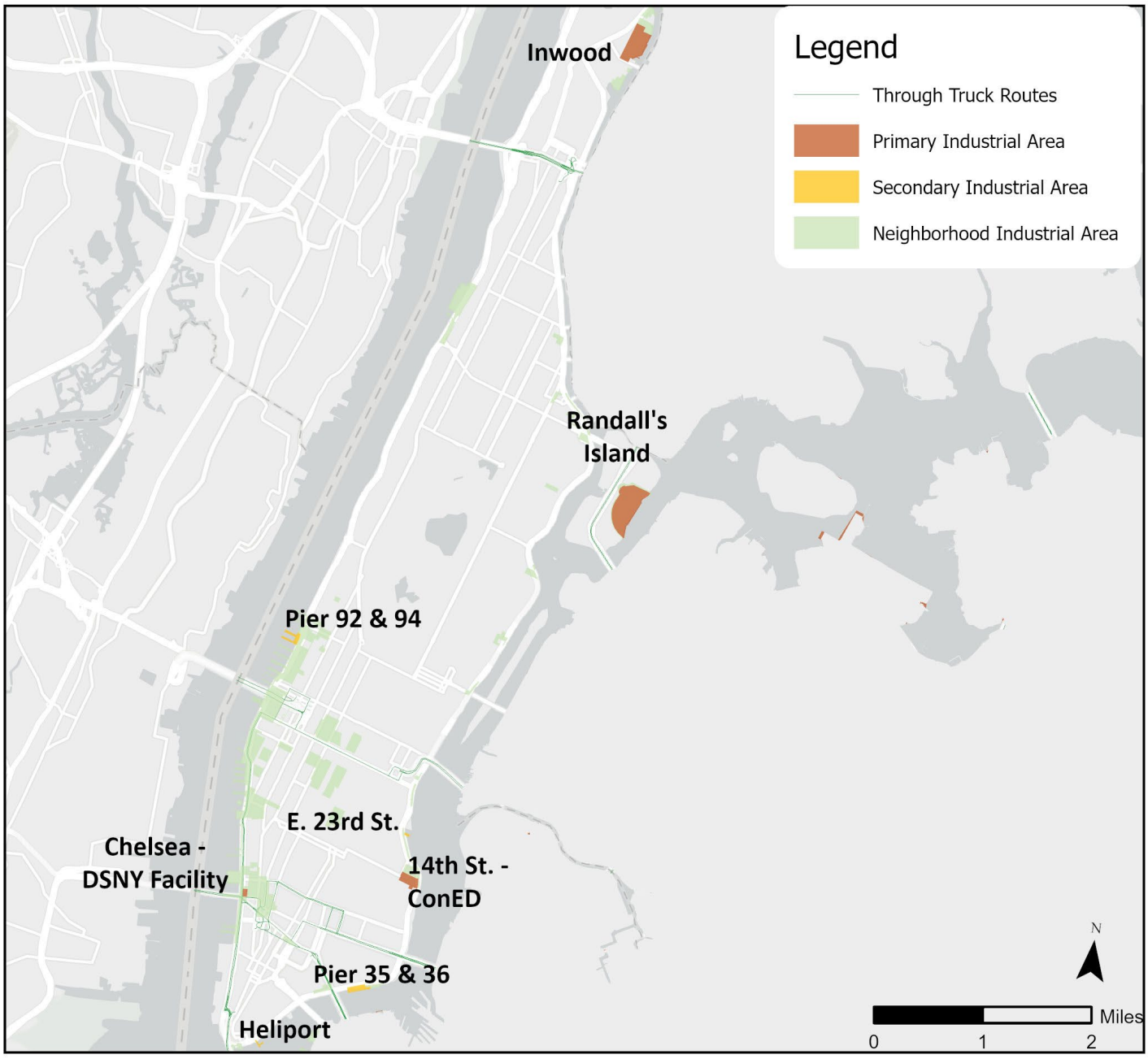
DESIGNATED INDUSTRIAL AREAS: THE BRONX



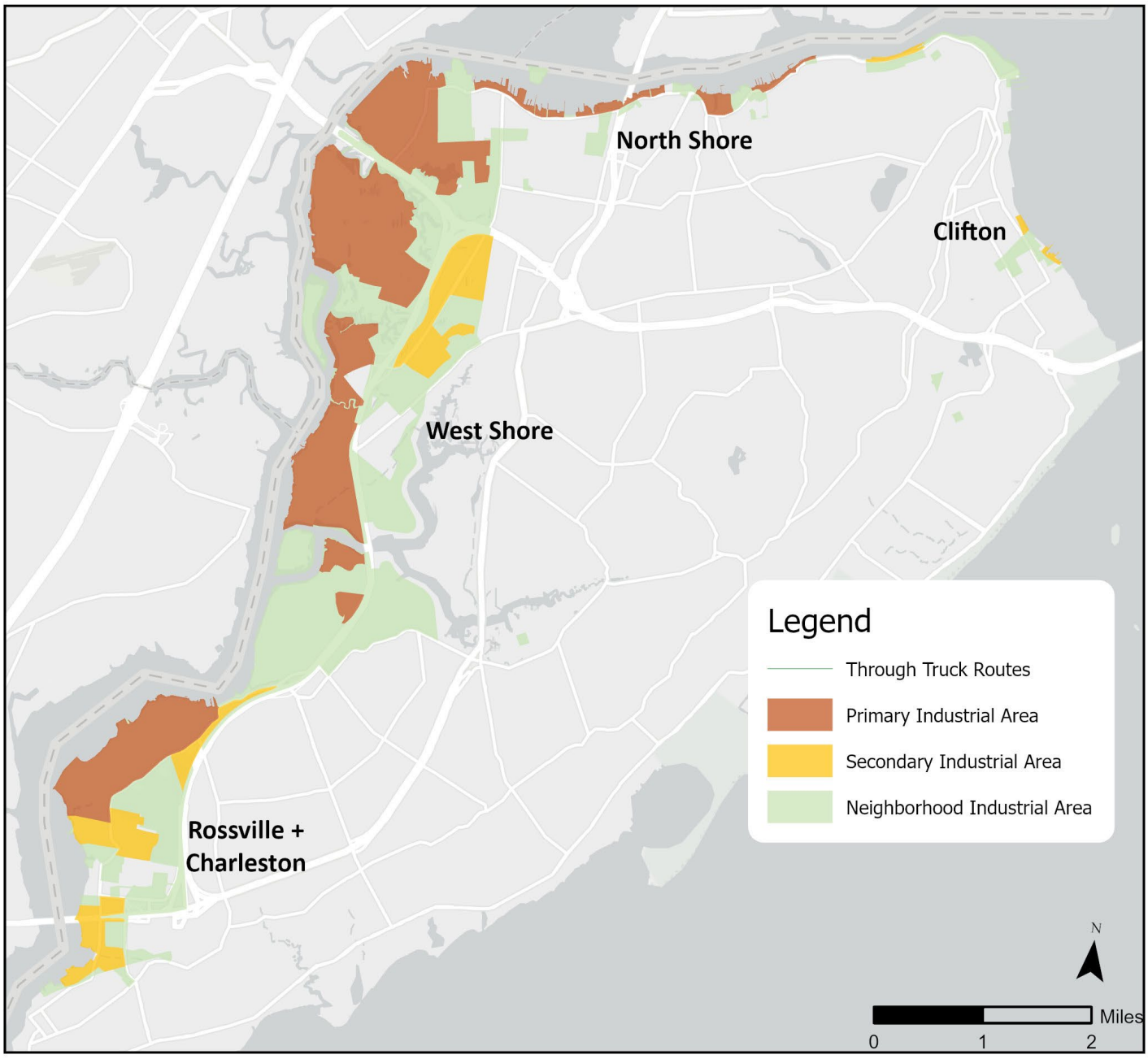
DESIGNATED INDUSTRIAL AREAS: BROOKLYN



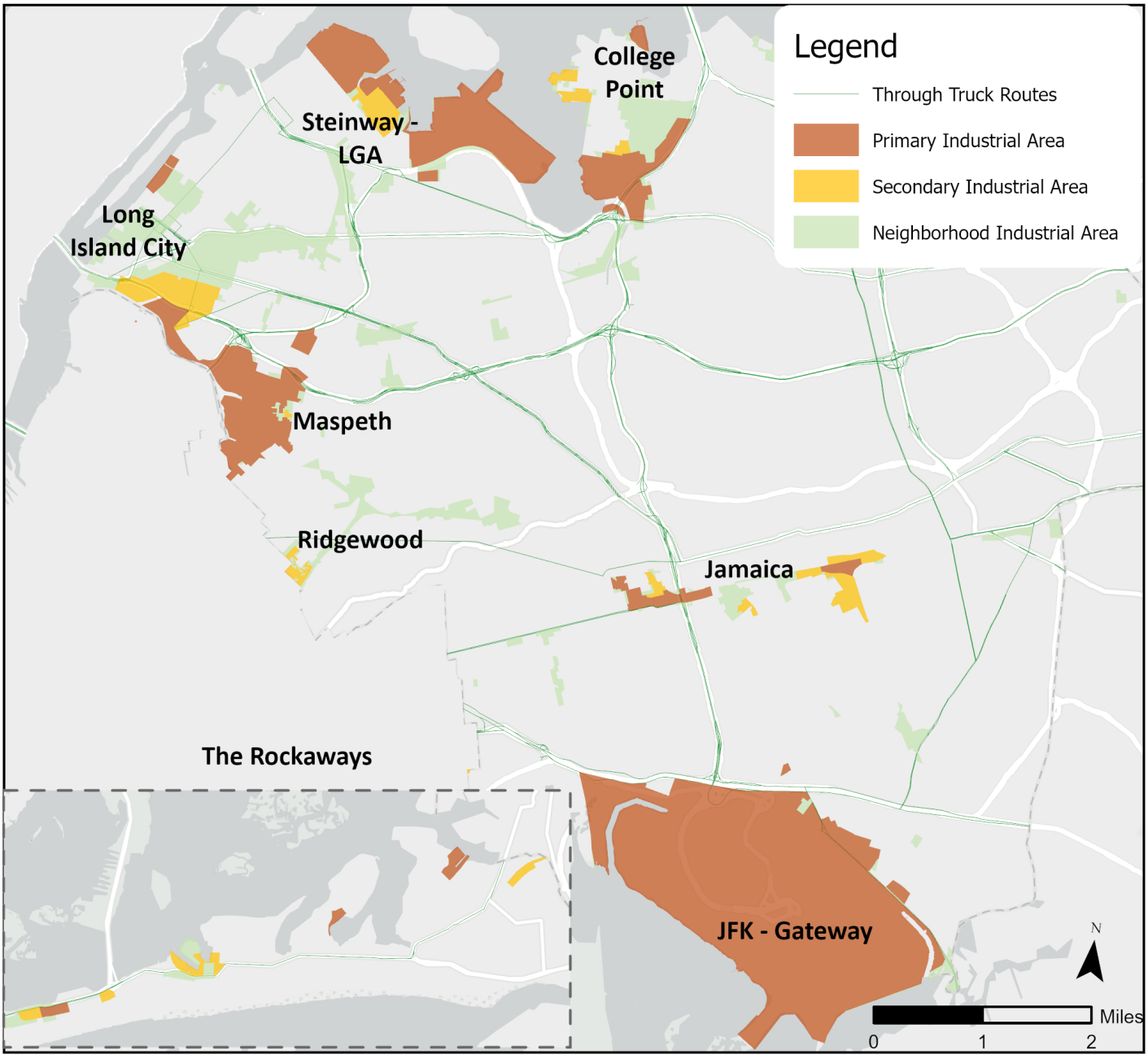
DESIGNATED INDUSTRIAL AREAS: MANHATTAN



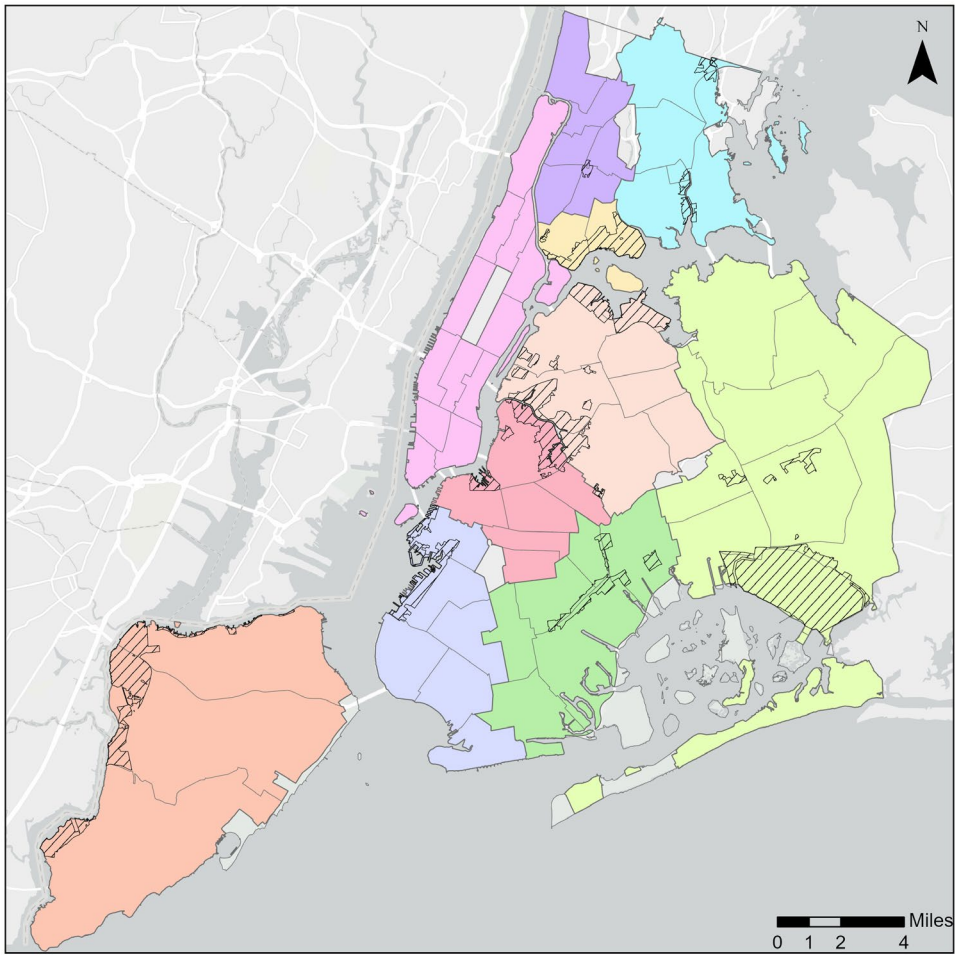
DESIGNATED INDUSTRIAL AREAS: STATEN ISLAND



DESIGNATED INDUSTRIAL AREAS: QUEENS



STRATEGIC PLANNING AREA PROFILES



Local Law 172 Identifies 10 “Strategic Planning Areas” which this plan should provide more detailed research and assessment of to facilitate additional planning and investment for the future. These areas include North, South and East Brooklyn; Eastern and Western Queens, North and South and Eastern Bronx, and Manhattan and Staten Island.

The following sections include economic, land use, environmental, and infrastructure information related to these specific geographies.

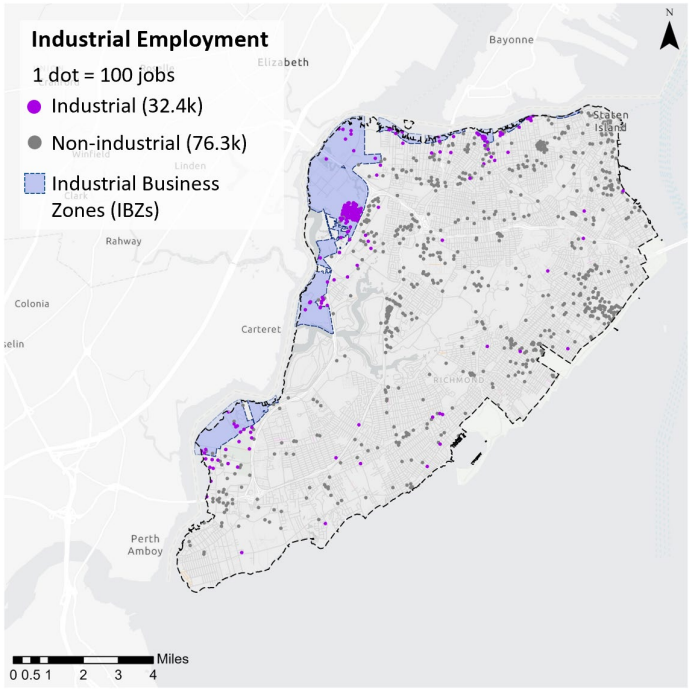
STATEN ISLAND STRATEGIC PLANNING AREA

The **Staten Island Strategic Planning Area** serves as a center of New York City's logistics and maritime industries. The industrial economy of Staten Island is anchored by the Howland Hook Marine Terminal and the adjacent Arlington Yard, the only freight rail terminal in New York City with direct access to rest of the continental rail system; the Matrix Logistics Park, a major truck-based freight center that primarily services e-commerce distribution operations; and the Pratt Paper Mill, which processes most of the city's paper waste and remanufactures it into recycled paper products. Along the North Shore, waterfront sites retain maritime support services that are essential to freight and passenger operations in the harbor such as Caddell Dry Dock, Miller's Launch and the Sandy Hook Pilots. Localized industrial employment, often consisting of jobs in construction, logistics or waste management, is present throughout the southern part of the island, including along commercial corridors and even in residential areas as nonconforming or accessory use. Unlike other parts of the city, Staten Island continues to attract modern industrial investment due to its access to highways via the Staten Island Expressway, Goethals Bridge, and Outerbridge Crossing, proximity to key maritime, rail, and air cargo facilities, and available land capacity to support larger scale industrial developments. Today, the area plays a vital role in regional goods movement, construction supply, maritime trade and a growing role in e-commerce logistics.

Employment

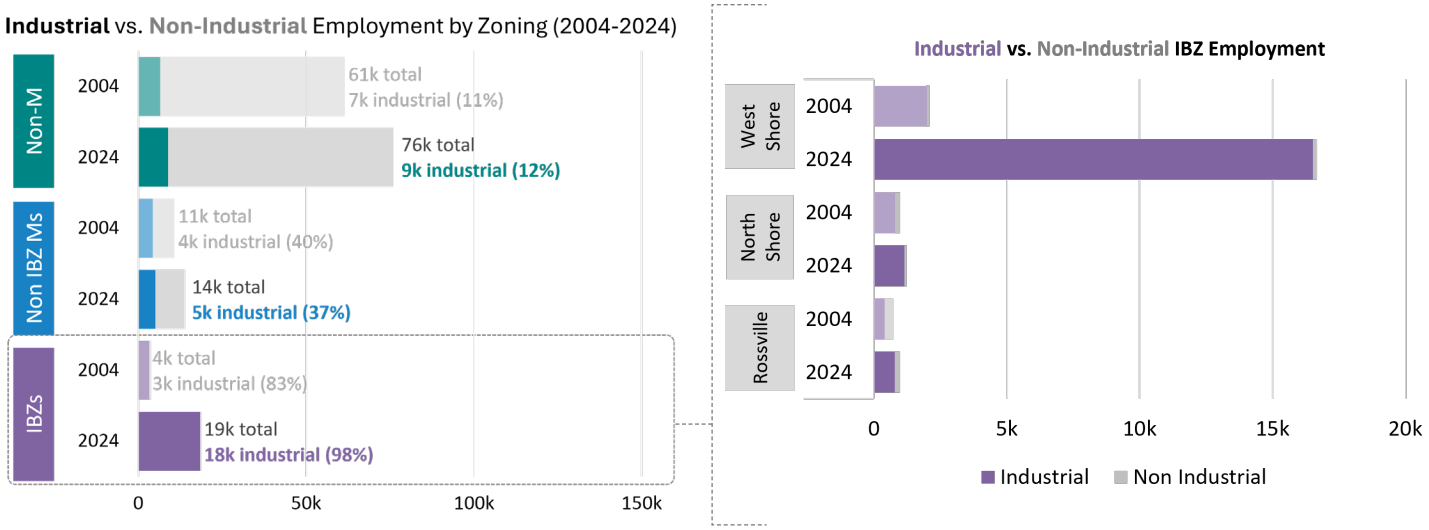
There are 32.4k industrial jobs in Staten Island, accounting for 30 percent of all private sector employment. 56 percent (18k) of industrial jobs are located within the area's three IBZs, with 16k in the West Shore and approximately 1k in Rossville and the North Shore, respectively. The industrial economy of Staten Island is dominated by transportation and logistics with employment in Moving establishments accounting for 60 percent of all industrial employment. The construction sector is also a major facet of the borough's industrial economy, comprising nearly 30 percent of industrial employment.

Between 2004 and 2024, industrial employment in Staten Island increased by 130 percent. Most industrial sectors added jobs, but overall growth was driven by a 291 percent increase in the Moving sector (+14.6k jobs). All subsectors of Maintaining experienced employment gains, with waste management driving much of its growth. The employment increases witnessed in Staten Island's freight transit sector offset modest job losses in wholesale. Construction saw the most employment growth (+3k) of any making sector, while Consumer

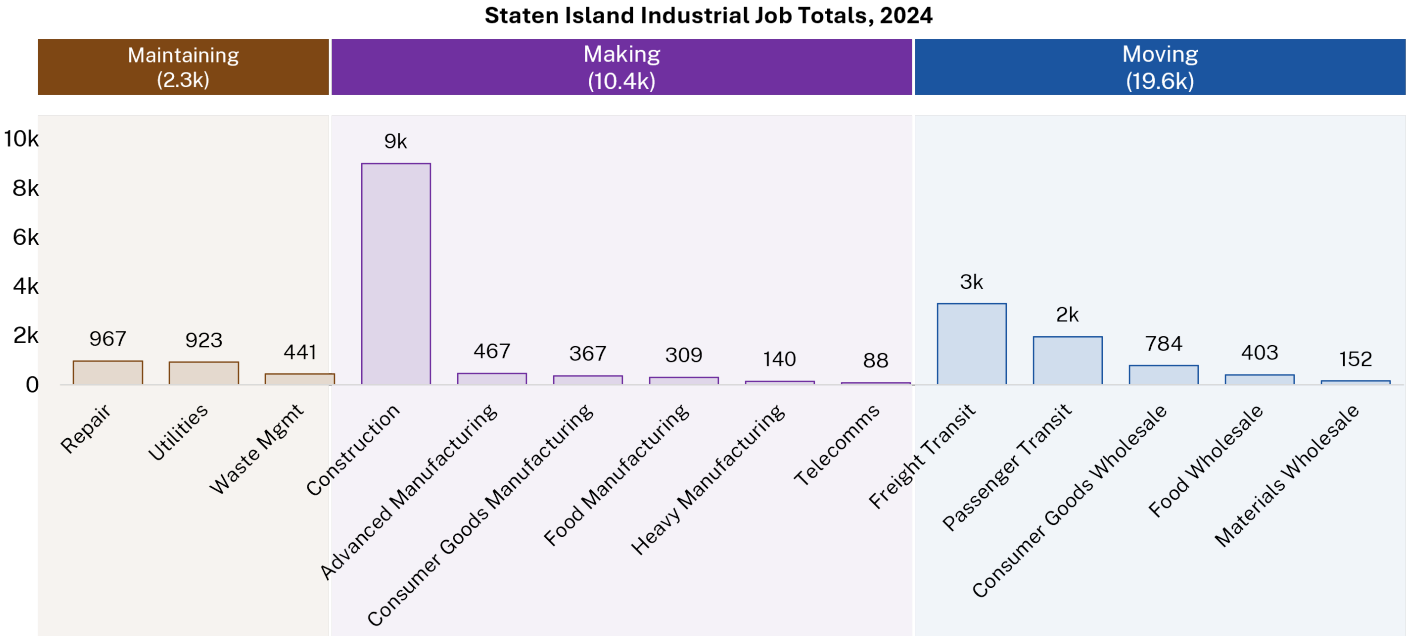


Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022

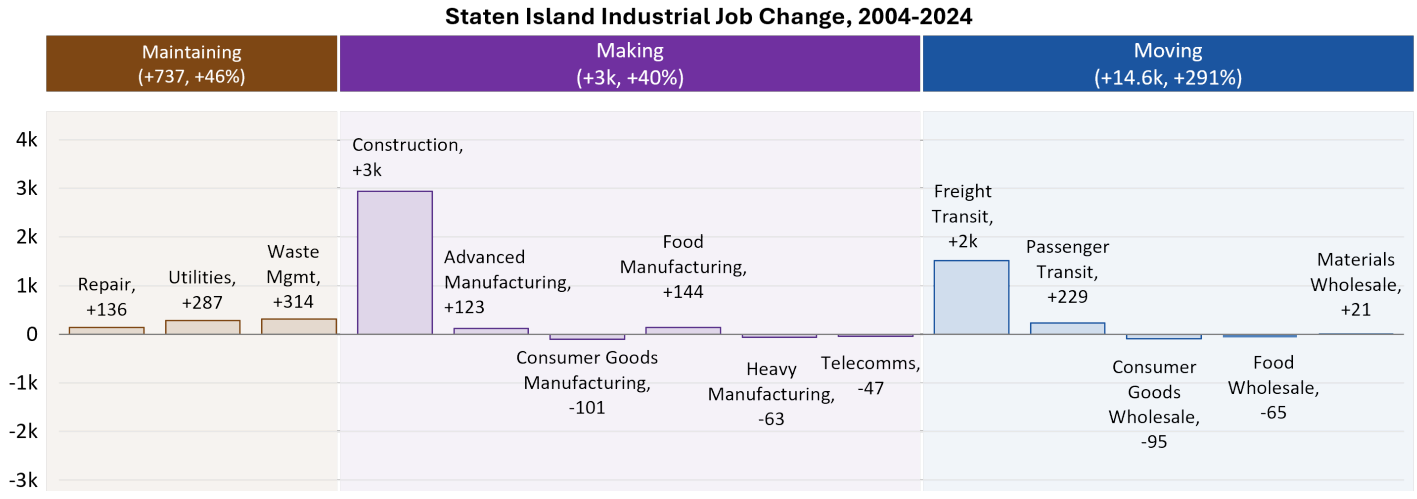
Goods Manufacturing was the only subsector to show any significant decline (-101).



Source: NYC Planning analysis of NYS DOL QCEW, private sector, 2004, 2024



Source: NYC Planning analysis of NYS DOL QCEW, private sector, 2024



Source: NYC Planning analysis of NYS DOL QCEW, private sector, 2004, 2024

Workforce

82 percent of Staten Island's industrial workers are men, making the borough's industrial workforce more male-dominated than the city's already heavily male industrial workforce (75 percent). Staten Island's industrial workforce is also whiter (82 percent) than the city's (71 percent), but the borough has a nearly identical share of workers without a bachelor's degree (38 percent). The earnings and age profile of Staten Island's industrial workforce are also on par with that of the city's overall industrial workforce, with two-thirds of workers making over $39,000 per year and nearly 60 percent being between the ages of 30 and 54.

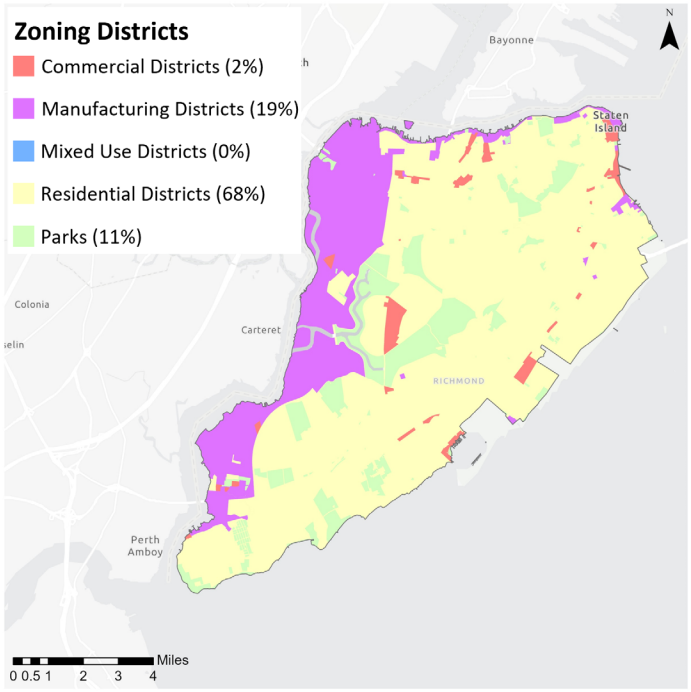
Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	82%	50%	76%
w/o Bachelor's Degree	62%	49%	60%
Annual Wages $39k+	66%	52%	68%
Age			
Under 29	16%	25%	16%
30 to 54	58%	53%	58%
55+	26%	23%	26%
Ethnicity			
Hispanic or Latino	23%	19%	25%
Not Hispanic or Latino	77%	81%	75%
Race			
White Alone	80%	66%	71%
Black or African American Alone	12%	20%	14%
Asian Alone	5%	11%	12%
American Indian or Alaska Native Alone	1%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.2%	0.2%	0.2%
Two or More Race Groups	1%	2%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

Zoning and Land Use

Approximately 7,000 acres of land on Staten Island of Staten Island is zoned for manufacturing uses, covering 19 percent of the island, making Staten Island the most industrial borough in terms of land use. Manufacturing districts generally cover the island's northern and western shorelines, extending upland from the Arthur Kill to the West Shore Expressway, encompassing areas to the north and south of Richmond Terrace, and dotting the waterfronts of St. George, Tompkinsville, and Clifton-Rosebank. Staten Island does not currently have any MX zones.

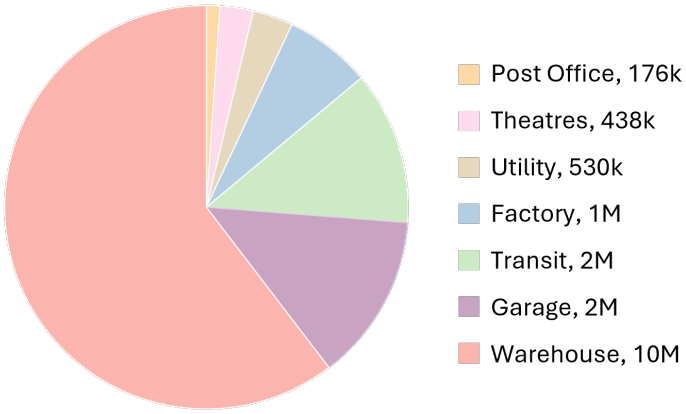
Many of Staten Island's manufacturing zones have additional layers of zoning regulation in the form of a variety of special purpose districts such as the Special South Richmond Development District (SRD),which involves additional controls on natural features modification and parking and vehicular circulation. Most of Staten Island's manufacturing districts are within the Coastal Zone, which results in many industrial projects having to undergo Waterfront Revitalization Program (WRP) review. Additionally, wetlands are present throughout much of the borough's west shore, subjecting industrial projects to additional review and permitting from the New York State Department of Environmental Conservation (DEC).



Source: NYC Planning analysis of Zoning District shapefiles (NYZD)

aggregate terminals, and the storage of vehicles and other machinery and materials. Recent major industrial developments in Staten Island include One Nassau Place, a 331,700 square foot warehouse in Charleston at the foot of Outerbridge Crossing, and 2807 Arthur Kill Road, a 136,346 square foot warehouse near multiple West Shore Expressway ramps in Rossville.

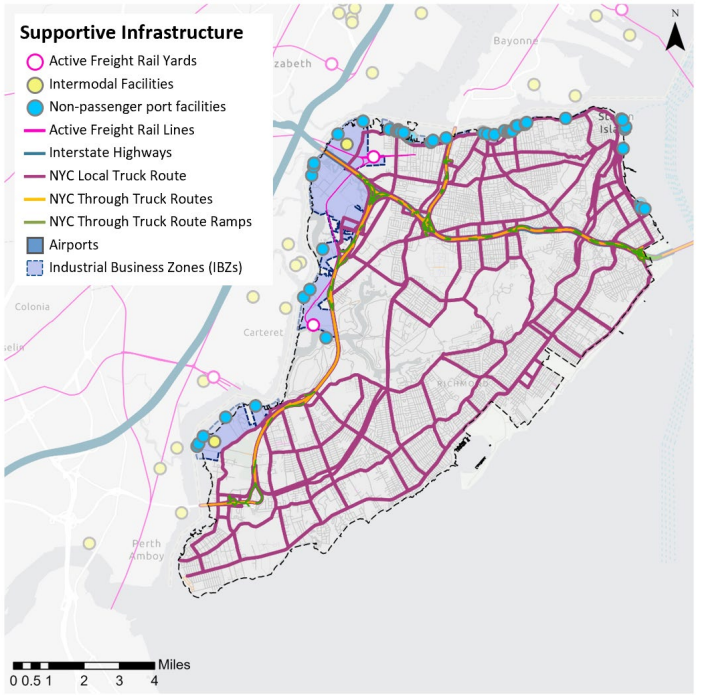
Industrial Buildings by Area (16M SF)



Source: NYC Planning analysis of MapPLUTO 25v2

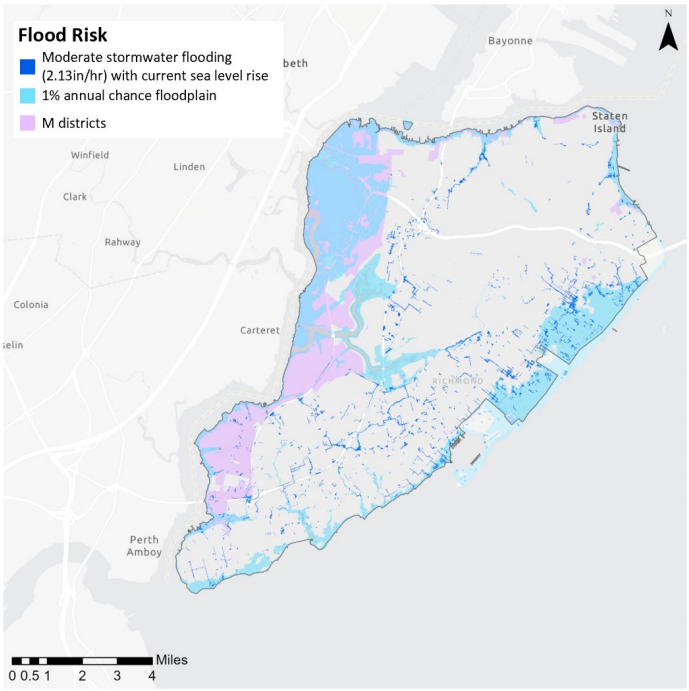
Infrastructure and Public Realm

Staten Island's industrial success is supported by the presence of the major transportation and maritime infrastructure of Howland Hook and Arlington Yard, connected to the mainland by extensive interstate highways, and the city's only direct freight rail connection to the US mainland. While the borough has robust highway infrastructure, there are significant distances between access ramps and the local roads that connect major freight centers to highways, such as Arthur Kill Road, are often too narrow to suitably accommodate truck traffic or in close proximity to residential communities. These dynamics create conflict points between industrial and other traffic, particularly in the southern areas of the island. What's more, as noted above, much of the roadway network in Staten Island's industrial areas consists of unmapped streets. This dynamic results in many key rights of way lacking adequate signaling, lighting, stormwater management infrastructure, and maintenance. The North Shore's primary industrial artery and local truck route, Richmond Terrace, has several stretches that are too narrow to accommodate the volume and types of traffic that frequent the street. Richmond Terrace also struggles with limited pedestrian infrastructure and significant exposure to flood risk at several points across its 6-miles, making the growth of intensive industrial activity a challenge. As maritime activity grows, congestion in the Kill van Kull may need to be monitored.

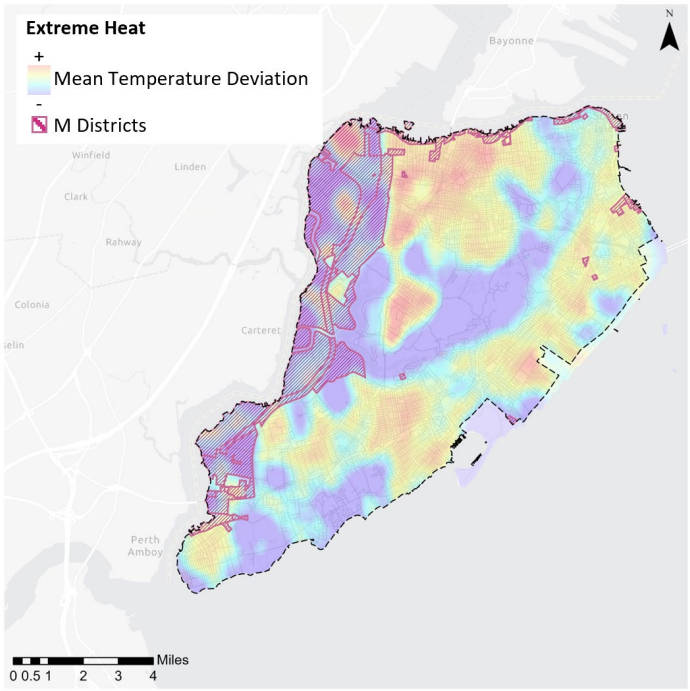


Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

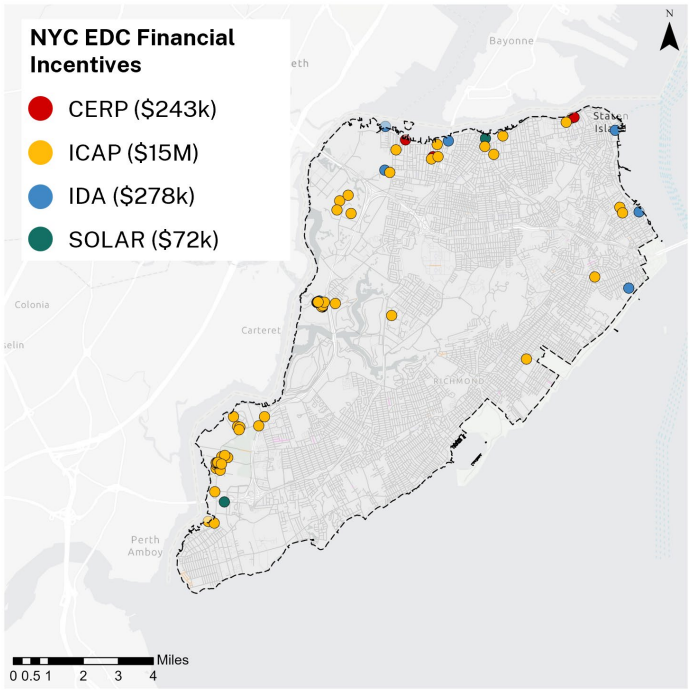


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

More than half of Staten Island's manufacturing zoned land is within the one percent annual chance flood plain, including nearly all the manufacturing zoned land waterside of Richmond Terrace, Howland Hook, and most of the areas to the north of Freshkills and west of the West Shore Expressway. While the wetlands that cover much of the West Shore can help mitigate this flood risk, their presence also requires nearby development projects to involve ecologically sensitive components and stormwater best management practices. The North Shore is home to several environmental justice areas where truck traffic, emissions, and waste operations are proximate to homes and vulnerable populations.

City Investment in Industrial Projects

In Fiscal Year 2024, the City invested $15.7 million in 71 industrial projects across Staten Island through four different tax abatement programs. More than 95 percent of this investment ($15 million) was made via the Industrial & Commercial Abatement Program (ICAP). Approximately 80 percent of the industrial projects on Staten Island that received city investment through these programs were warehouses, with a mix of light manufacturing and automotive facilities comprising the remainder. Industrial projects received nearly half of the total investments made through these programs in Staten Island. Emissions, and waste operations are proximate to homes and vulnerable populations.

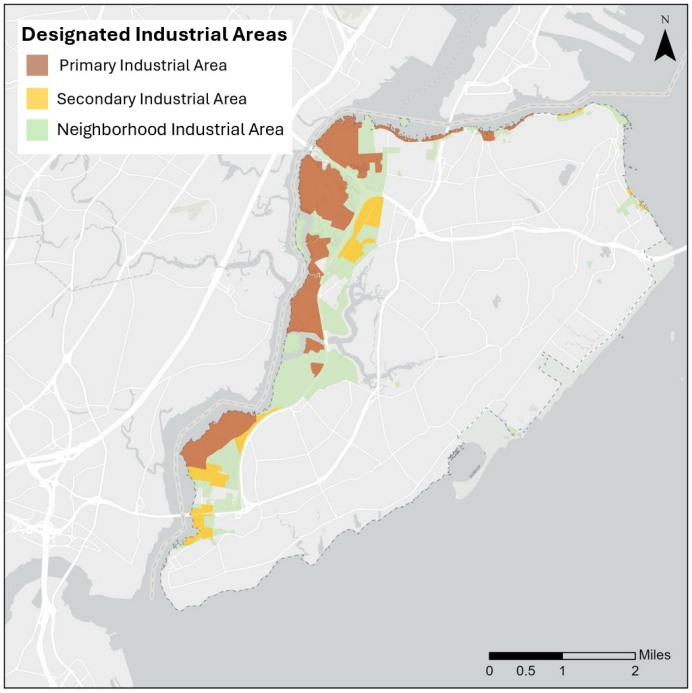


Source: NYCEDC

Local Feedback and Recommendations

Planning for Staten Island's industrial future should continue to support strong industrial growth while prioritizing residential buffers and resiliency, including:

- Advance planning efforts to guide balanced industrial and residential growth along Staten Island's North and West Shores, including mapping modern M districts that support logistics, maritime, and clean industry.
- Support the ongoing modernization and expansion of the Howland Hook Marine Terminal as well as other local port and intermodal facilities in order to strengthen Staten Island's role in the regional freight economy.
- Complete all phases of the Arthur Kill Road widening and improvement project as well as other funded capital projects that seek to enhance the functionality of the West Shore's street network.
- Monitor industrial and other growth along Richmond Terrace and develop measures to improve capacity and safety.
- Implement DOT's proposed changes to Staten Island's Truck Route network, prioritizing those that seek to reduce volume of truck traffic on local roads near Outerbridge Crossing.
- Complete the implementation of the South Richmond Watersheds Drainage Plan and explore opportunities for additional nature-based stormwater management projects near Staten Island's key industrial assets.
- Continue to restore the Saw Mill Creek Marsh using NYCEDC's Wetland Mitigation Bank and ensure that development within the surrounding Arthur Kill Ecologically Sensitive Maritime and Industrial Area is considerate of this resource.



Source: NYC Planning

MANHATTAN STRATEGIC PLANNING AREA

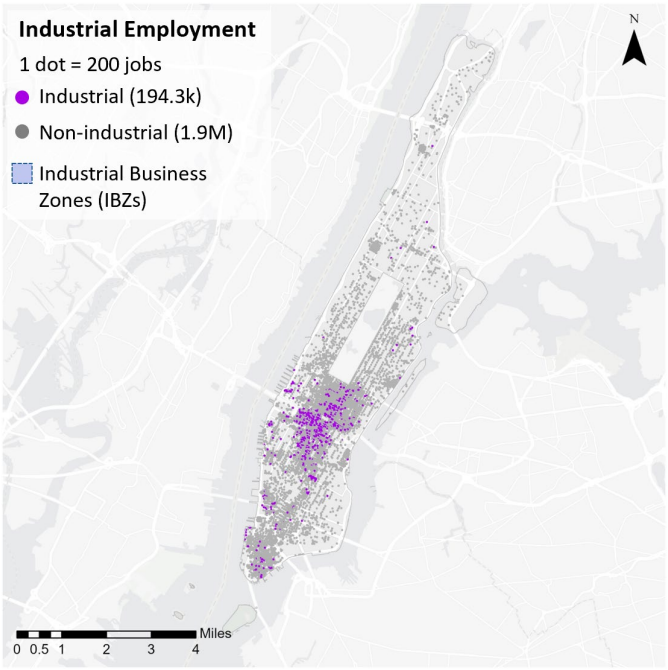
The **Manhattan Strategic Planning Area** is made up of all Community Boards 1-12 in Manhattan. Manhattan remains the commercial heart of NYC and the region, home to 2.5 million jobs, 25 percent of all regional employment. Over the past generation, the historic industrial maritime and freight rail that supported areas of the far west side have been transformed into mixed use neighborhoods of Hudson Yards, West Chelsea, the far West Village, Hudson Square and Chelsea, while the former industrial waterfront itself has been transformed into the world class Hudson River Park. Office and storefront based industrial uses and neighborhood scaled utilities and services exist throughout the commercial areas of the island, especially in Midtown South, while small clusters of more intensive production, distribution and utility uses remain clustered in West Chelsea, West Clinton, Hudson Square and Inwood.

The cost of doing business in Manhattan can present challenges for industrial users, from the cost of space, to the challenges of freight access and loading and truck movements, yet proximity to other businesses and consumers sustains demand for particular business types--such as in garment uses (supporting Broadway and nearby fashion retailers), logistics, energy and transportation infrastructure, auto repair, and waste removal. Given the mixed-use nature of Manhattan, these demands create an ongoing need to site industrial uses within neighborhood settings and sometimes within single buildings.

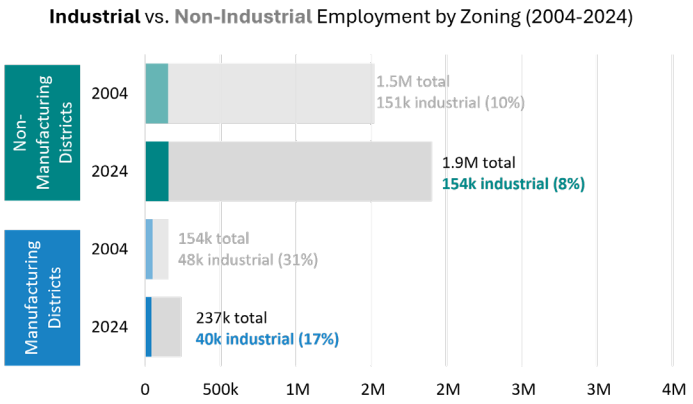
Employment

There are 194.3k industrial jobs in Manhattan, accounting for 9 percent of all private sector employment. The industrial economy of Manhattan is characterized by a concentration of construction, film & TV, and consumer goods wholesale uses. Only 21 percent (40k) of industrial jobs are located within the borough's M districts, with the majority occupying commercial areas.

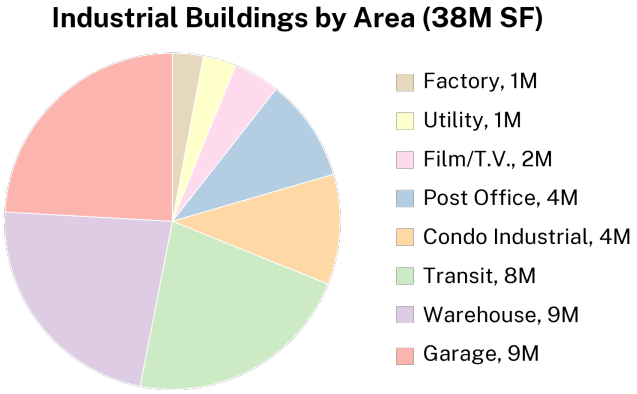
Between 2004 and 2024, industrial employment in Manhattan declined by 2 percent. Losses were concentrated in the consumer goods wholesale (-13k) and consumer goods manufacturing (-24k), while Film & TV (+16k), Telecom (+12k) and construction (+9k) saw the most employment growth. Industrial employment declined more significantly within M zones, which lost 8k industrial jobs as they gained 83k jobs; Industrial employment increased +3k outside of M districts.



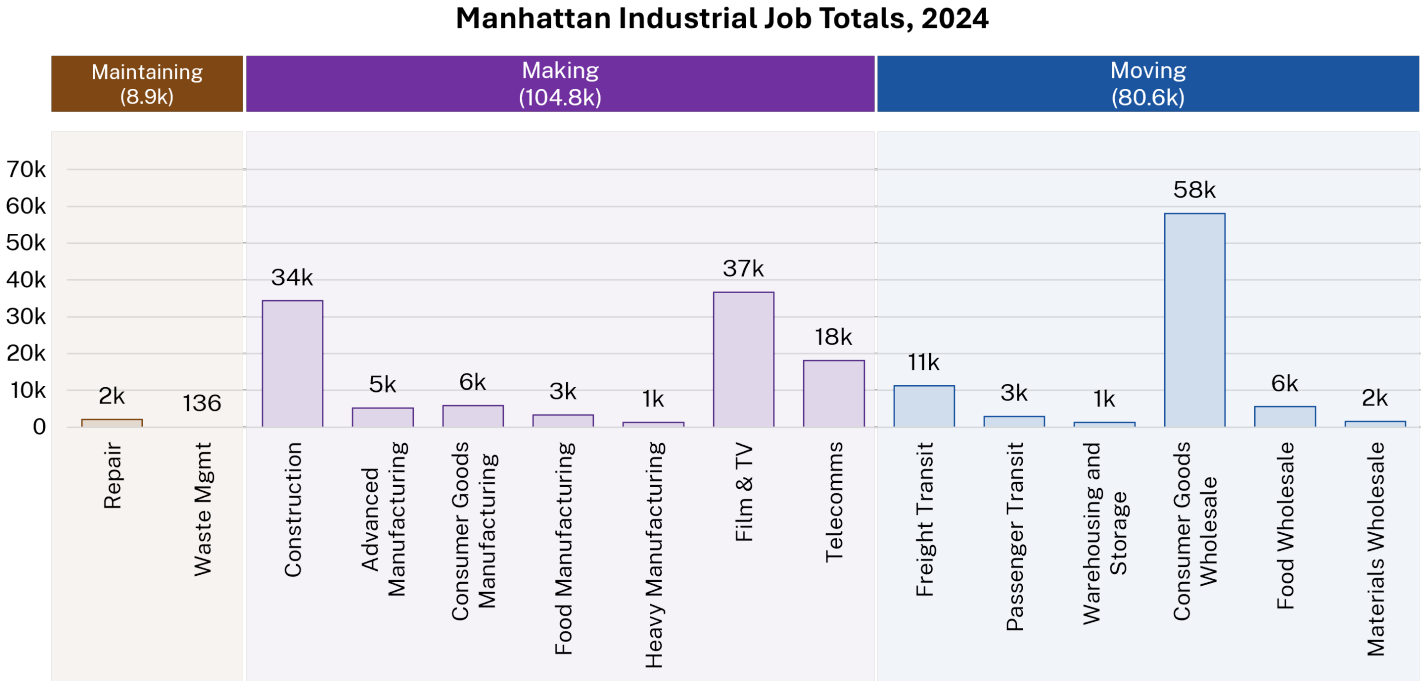
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



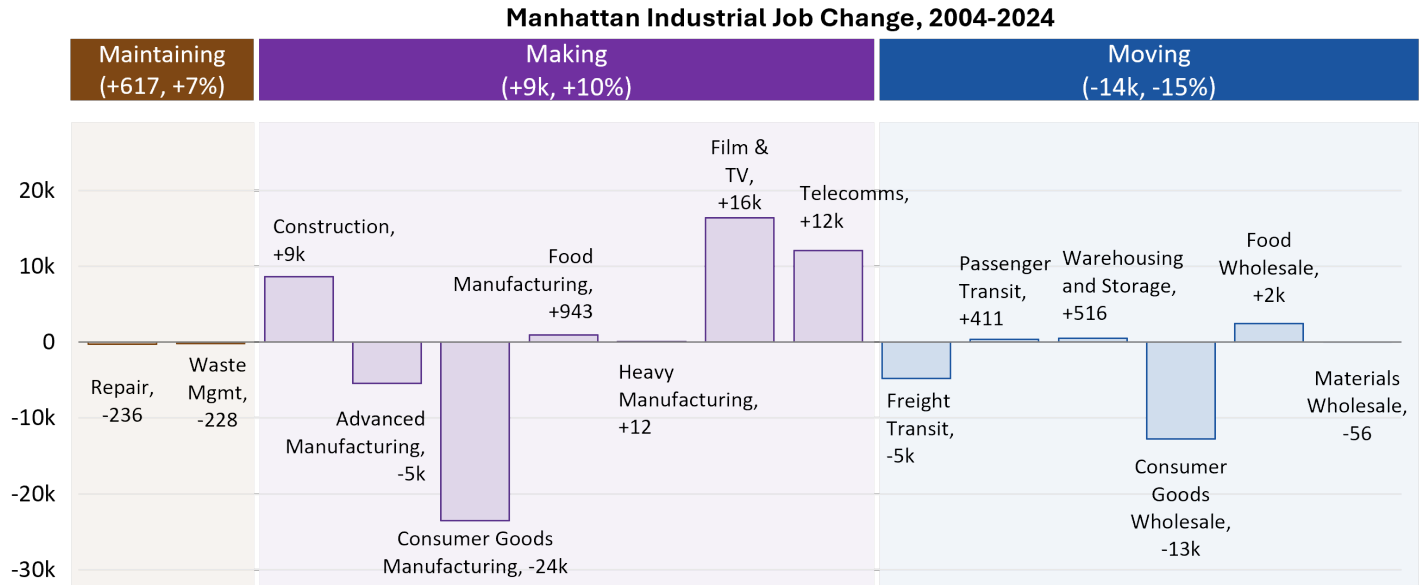
Source: NYS DOL QCEW, private sector, 2004, 2024



Source: MapPLUTO 25v2



Source: NYS DOL QCEW, private sector, 2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

72 percent of Manhattan's industrial workers are men, making the borough's industrial workforce slightly less male-dominated than the city's already heavily male industrial workforce (75 percent). Manhattan's industrial workforce largely mirrors that of the rest of the city in terms of racial and ethnic composition as well as educational attainment. Manhattan's industrial workers typically have higher earnings than their counterparts elsewhere in the city, with more than three quarters of Manhattan's industrial workers earning over $39,000 per year. The age profile of Manhattan's industrial workforce is on par with that of the city's overall industrial workforce, with nearly 60 percent being between the ages of 30 and 54.

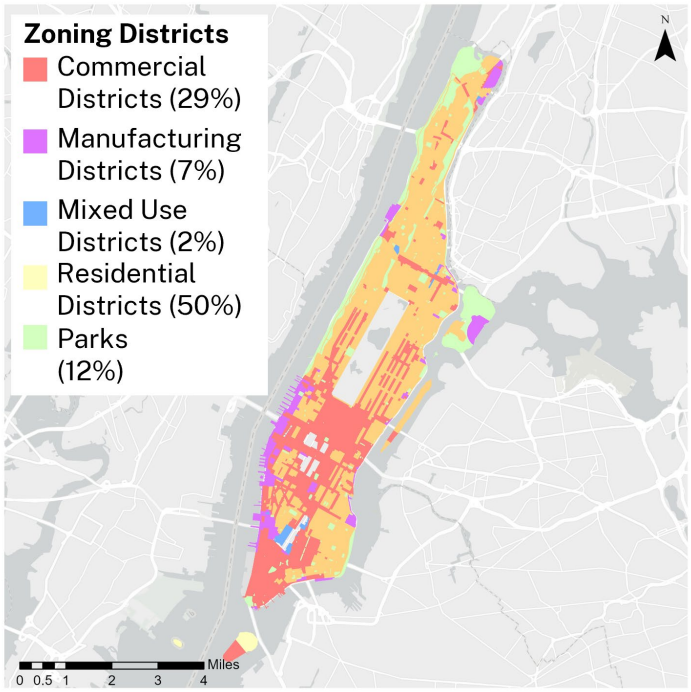
Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	72%	50%	76%
w/o Bachelor's Degree	56%	45%	60%
Annual Wages $39k+	77%	73%	68%
Age			
Under 29	17%	25%	16%
30 to 54	58%	53%	58%
55+	25%	23%	26%
Ethnicity			
Hispanic or Latino	22%	19%	25%
Not Hispanic or Latino	78%	81%	75%
Race			
White Alone	72%	66%	71%
Black or African American Alone	13%	20%	14%
Asian Alone	12%	11%	12%
American Indian or Alaska Native Alone	1%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.1%	0.2%	0.2%
Two or More Race Groups	2%	2%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

Zoning and Land Use

Manhattan features a highly diverse and dense mix of land uses, driven by its role as the economic, cultural, and governmental center of New York City. Industrial activity in Manhattan occupies a small but strategically important share of the borough's land area. 1,000 acres of land are zoned M, generally in former port areas along the west side in West Clinton, Hudson Yards, and the Meatpacking District. Within these areas, older manufacturing buildings have generally transitioned to mixed production, logistics, and creative industry spaces. M clusters also exist in East Harlem and Inwood, supporting construction trades, warehousing, and small-scale fabrication. Manhattan is also home to 293 acres of MX zoning, generally the product of rezoning changes in recent decades that have sought to accommodate industrial uses while introducing a wider mix of uses. Manhattan does not have any Industrial Business Zones.

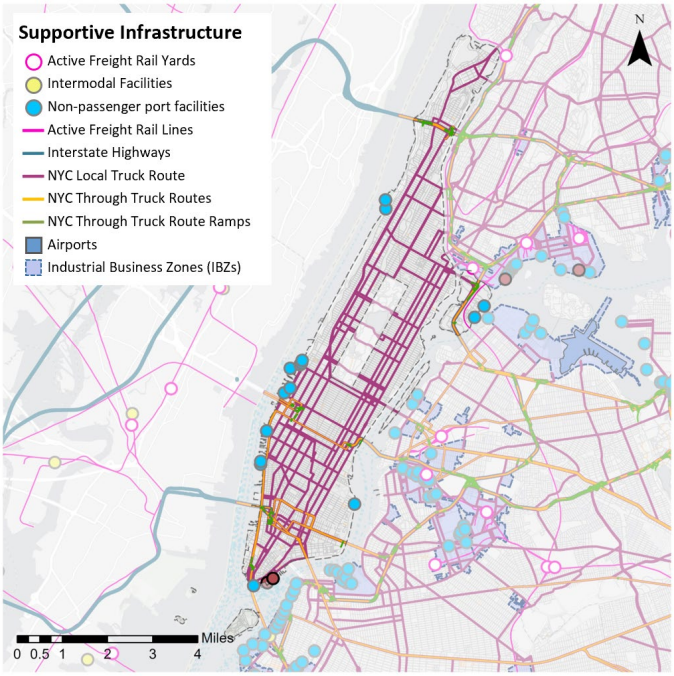
Manhattan is also home to 4,000 acres of commercial zoning, representing the office centers of Lower Manhattan and Midtown and commercial corridors throughout. In 2024, City of Yes for Economic Opportunity modified zoning to allow for more industrial use with limited environmental footprints to site in Commercial districts as well, significantly expanding the as-of-right territory for industrial businesses to site in Manhattan.



Source: NYC Planning Zoning District shapefiles (NYZD)

Infrastructure and Public Realm

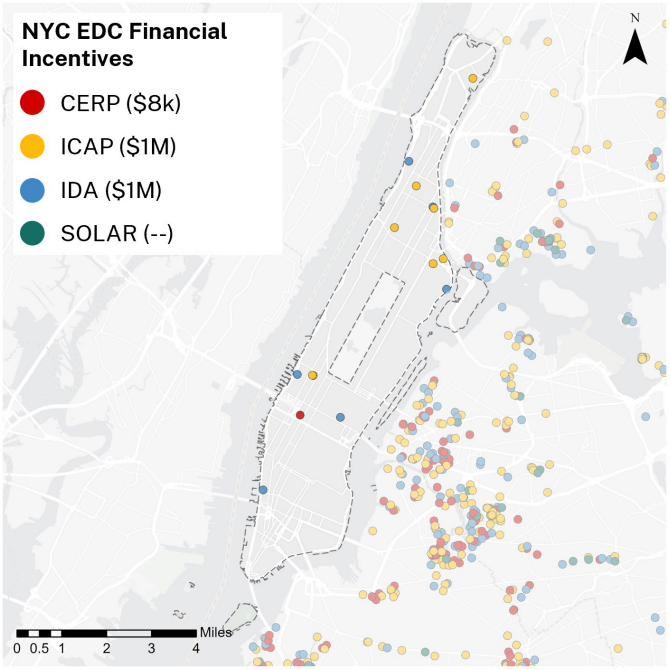
Manhattan's zoned industrial areas occupy limited but strategically important sites connected to maritime and highway routes, linking to the borough's extensive network of bridges, tunnels, and regional freight routes that support goods movement. However, industrial activity is not limited to M zones alone, with a primary challenge being the sharing of freight movements along congested and pedestrian oriented streets. Ongoing public sector investments including the Second Avenue Subway extension, Gateway, and coastal resiliency projects enhance critical infrastructure and drive industrial activity. Aging utilities, constrained loading zones, and heavy pedestrian and vehicle congestion continue to challenge industrial operations and the surrounding public realm, underscoring the need for coordinated freight management including alternative solutions like micro distribution.



Source: NYC Planning

City Investment in Industrial Projects

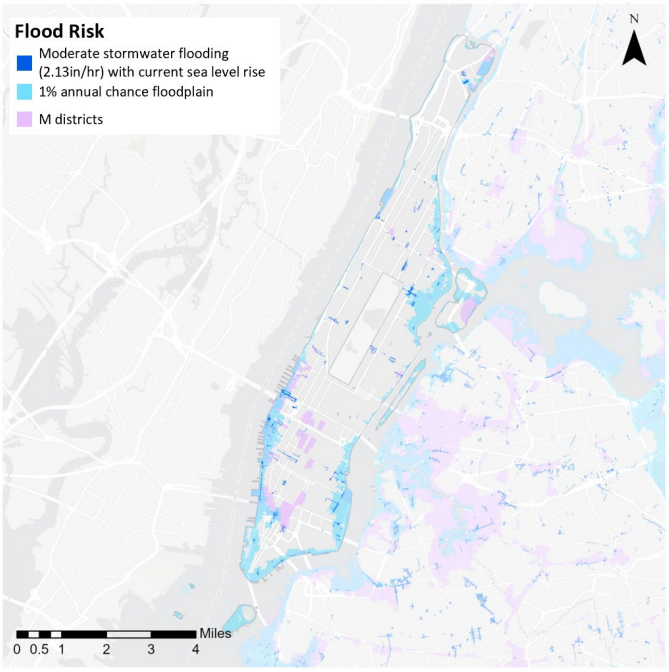
In Fiscal Year 2024, the City invested $3.4 million in 14 industrial projects across Manhattan through three different tax abatement programs. Nearly two-thirds of this investment ($2.2 million) was made via the New York City Industrial Development Agency (IDA). The industrial projects in Manhattan that received city investment through these programs were a mix of warehouses and automotive facilities. Industrial projects received just one percent of the total investments made through these programs in Manhattan.



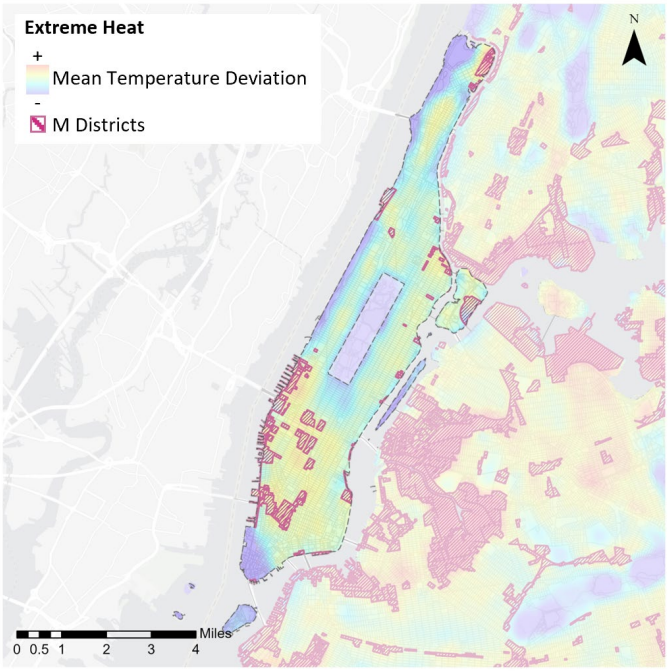
Source: NYCEDC

Environmental Conditions

As primarily maritime areas, Industrial districts in Manhattan face significant risk from coastal flooding. Environmental justice concerns are most acute uptown and in the Lower East Side, where truck traffic and poor air quality overlap with climate vulnerabilities. Limited green infrastructure in M districts combined with truck traffic creates additional air quality challenges, particularly in neighborhoods closest to vehicular infrastructure. Addressing these challenges requires sustained investment in resilient waterfront infrastructure, cleaner freight systems, expanded green space, and equitable access to transit and public amenities.



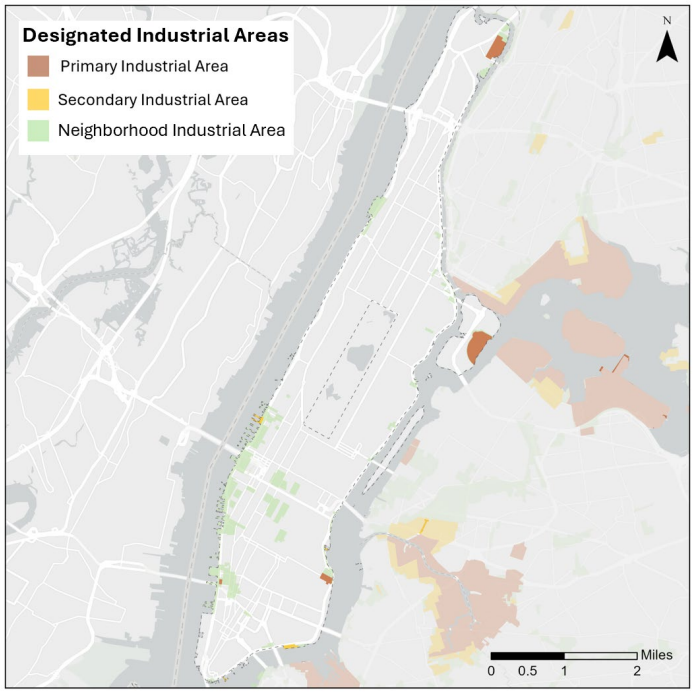
Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise



Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

Local Feedback and Recommendations

- Advance planning efforts like MSMX to balance growth and infrastructure investment across Manhattan's neighborhoods, supporting a mix of commercial, institutional, and light industrial uses that sustain local employment.
- Implement "Midtown Made", a suite of new programs and investments launched alongside MSMX and intended to support designers, garment manufacturers, and the industry more broadly. Midtown Made includes a suite of programs for businesses and real estate-specific tools designed to offset the cost of sector-specific space.
- Continue major public and private infrastructure investments focused on climate resilience, transit modernization, and public realm improvements.
- Prioritize ongoing coastal protection and stormwater management projects, including the East Side Coastal Resiliency and Lower Manhattan Coastal Resiliency initiatives.
- Complete the Second Avenue Subway extension and Penn Station reconstruction to enhance mobility, safety, and regional connectivity.
- Implement the Blue Highways Initiative in order to move more freight to the borough via maritime means.
- Support modernization of waterfront and pier facilities to strengthen Manhattan's role in tourism, transportation, and emergency logistics, and specifically the implementation of the Manhattan Cruise Terminal Master Plan
- Support DOT's efforts to promote adoption of cargo bikes
- Expand Con Edison and NYSERDA investments to upgrade aging energy infrastructure, support clean-energy transitions, and prepare for widespread EV charging and building decarbonization.



Source: NYC Planning

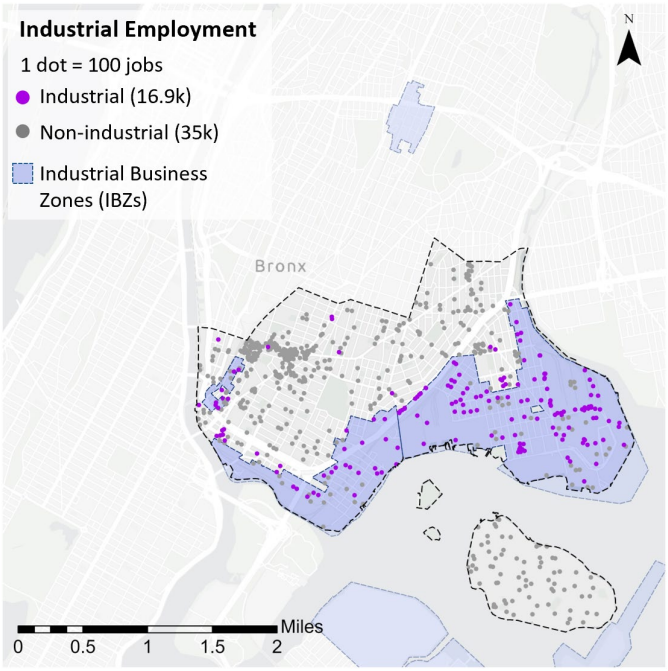
SOUTH BRONX STRATEGIC PLANNING AREA

The **South Bronx Strategic Planning Area** encompasses Community Boards 1 and 2 and serves as the center of the city's food distribution network, linking national markets to the city's vast base of consumers. The area's industrial economy is anchored by large and active clusters of M zones generally south of the Bruckner along the East River. Other less intensive clusters exist along the Harlem River waterfront and in the Lower Concourse. These districts support food distribution, logistics, construction supply, utilities, and waste management businesses that serve the city and the larger region. The South Bronx's proximity to Manhattan, major bridges, and highway connections like the Bruckner and Major Deegan Expressways has made it a strategic location for last-mile delivery, food distribution, and freight operations. At the same time, the legacy of industrial activities in close proximity to residential neighborhoods of Hunts Point and Port Morris have brought heightened attention to environmental justice concerns tied to air quality, contamination, traffic safety and public realm quality. In recent years, city investments and local neighborhood actions have sought to improve the relationship of industry and residents, with the creation of the city's first MX district in Port Morris, a Special district in Hunts point to recognize the distinct needs for buffer between residential and industrial areas, and later rezonings in the Lower Concourse to bring new housing and waterfront access opportunities.

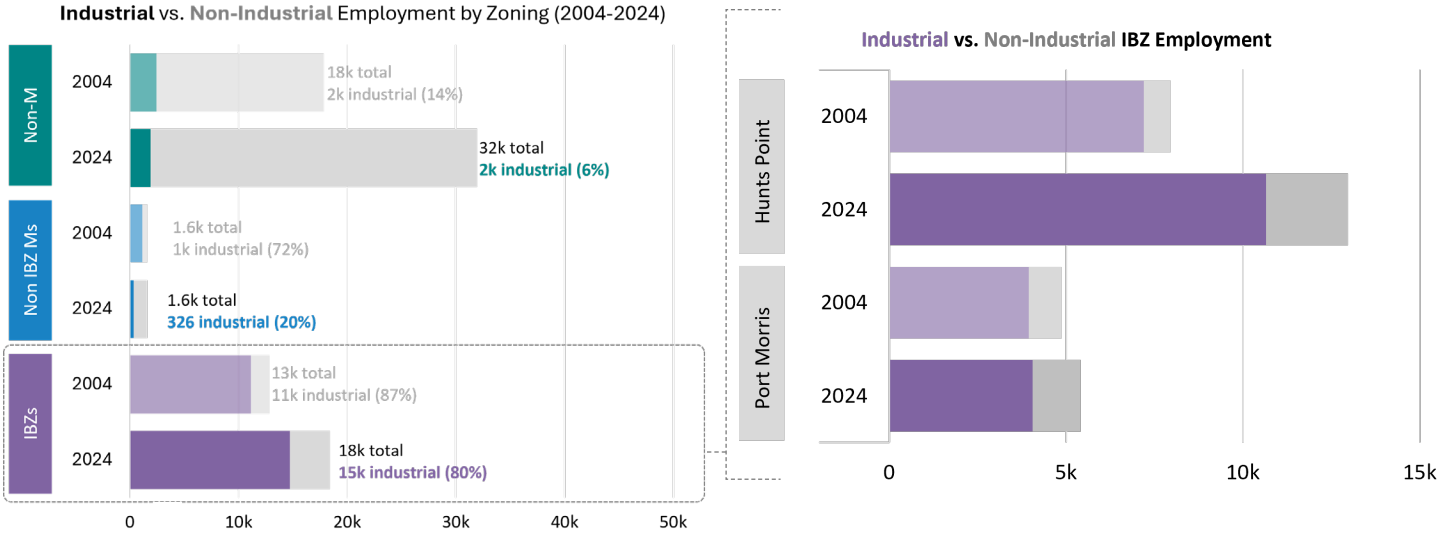
Employment

There are 16.9k industrial jobs in the South Bronx, accounting for 33 percent of all private sector employment. 87 percent (14.7k) of industrial jobs are located within the area's two IBZs – Port Morris (4.1) and Hunts Point (10.6k). The industrial economy of the South Bronx is characterized by concentrations of food wholesale, construction and freight transit.

Between 2004 and 2024, industrial employment in the South Bronx grew by 15 percent, driven by growth in Food wholesale (+4k), Freight transit (+1k) and food manufacturing (+668). Modest job losses in occurred in advanced, heavy and consumer goods manufacturing.

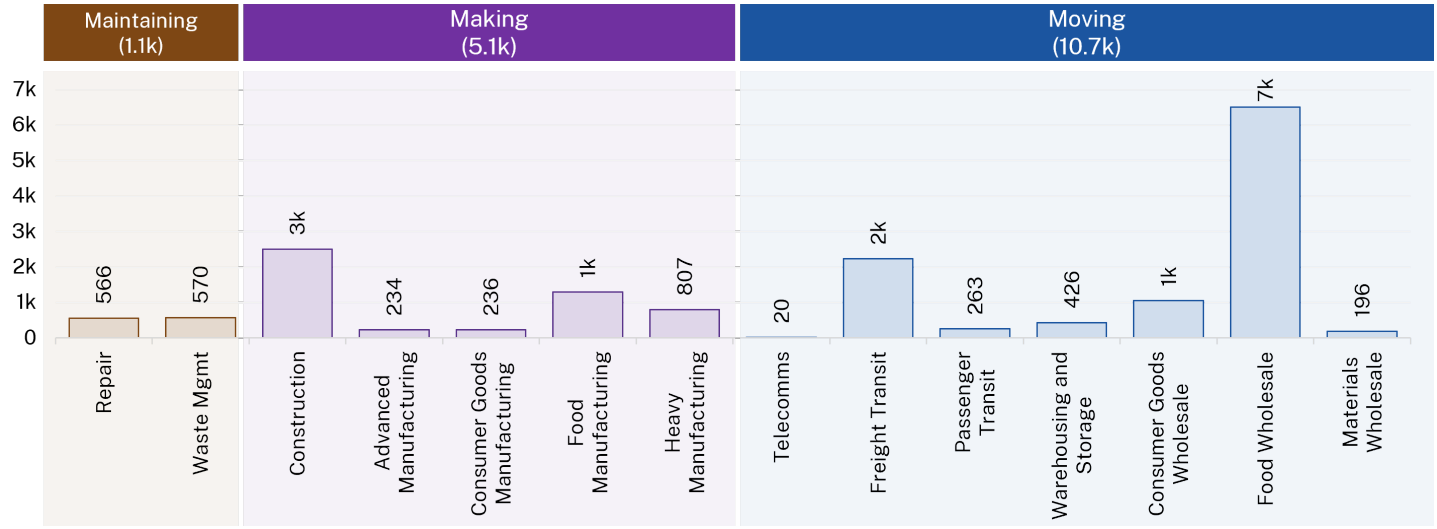


Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



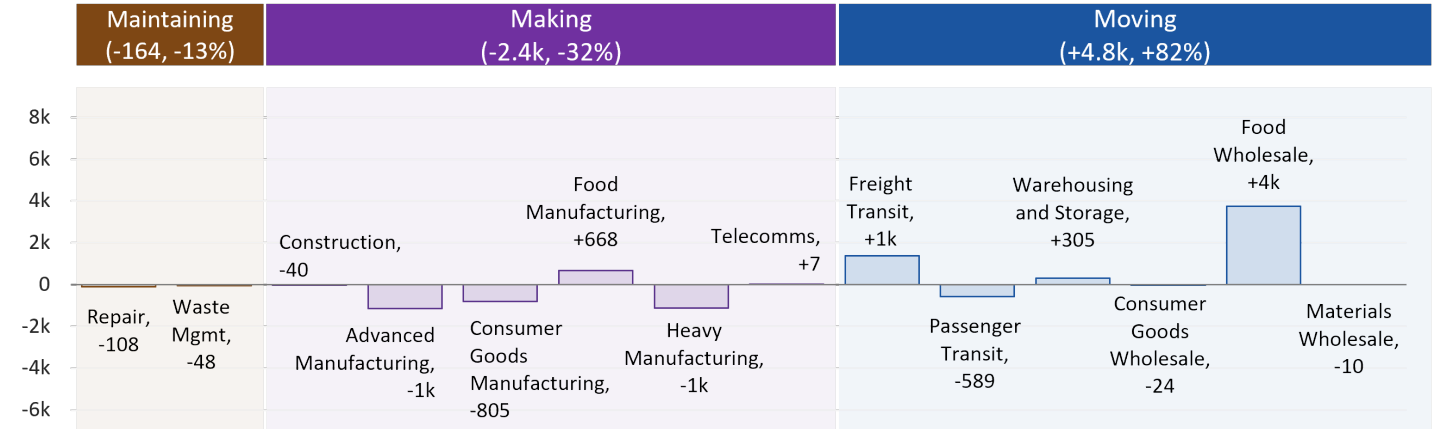
Source: NYS DOL QCEW, private sector, 2004, 2024

South Bronx Industrial Job Totals, 2024



Source: NYS DOL QCEW, private sector, 2024

South Bronx Industrial Job Change, 2004-2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

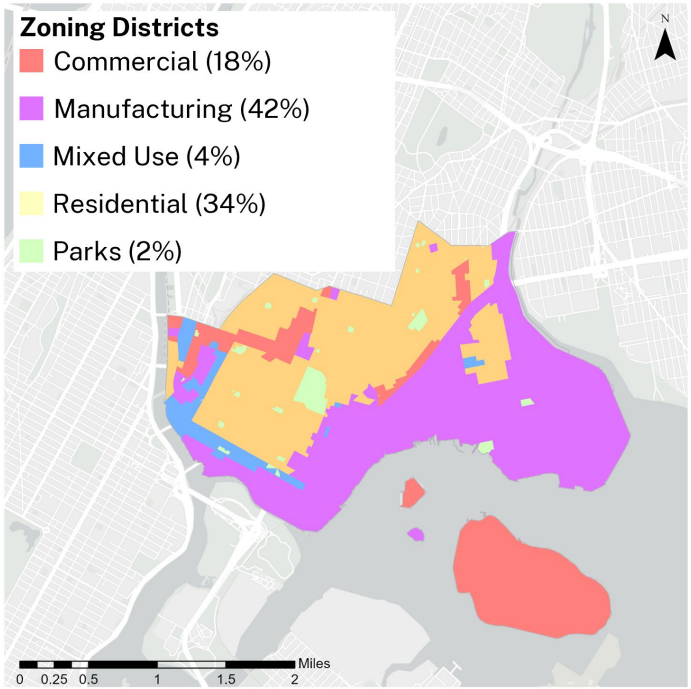
77 percent of the South Bronx's industrial workers are men, making the Strategic Planning Area's industrial workforce slightly more male-dominated than the city's already heavily male industrial workforce (75 percent). The South Bronx's industrial workforce is more racially and ethnically diverse than the city's as a whole, with higher proportions of Black and Hispanic workers. While the South Bronx's industrial workers are less likely to have a bachelor's degree than the typical industrial worker citywide, their earnings profile is comparable. The age profile of the South Bronx's industrial workforce is on par with that of the city's overall industrial workforce, with nearly 60 percent being between the ages of 30 and 54.

Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	77%	50%	76%
w/o Bachelor's Degree	65%	60%	60%
Annual Wages $39k+	68%	61%	68%
Age			
Under 29	14%	17%	16%
30 to 54	57%	58%	58%
55+	29%	25%	26%
Ethnicity			
Hispanic or Latino	41%	39%	25%
Not Hispanic or Latino	59%	61%	75%
Race			
White Alone	70%	57%	71%
Black or African American Alone	19%	32%	14%
Asian Alone	7%	8%	12%
American Indian or Alaska Native Alone	2%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.4%	0.3%	0.2%
Two or More Race Groups	2%	2%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

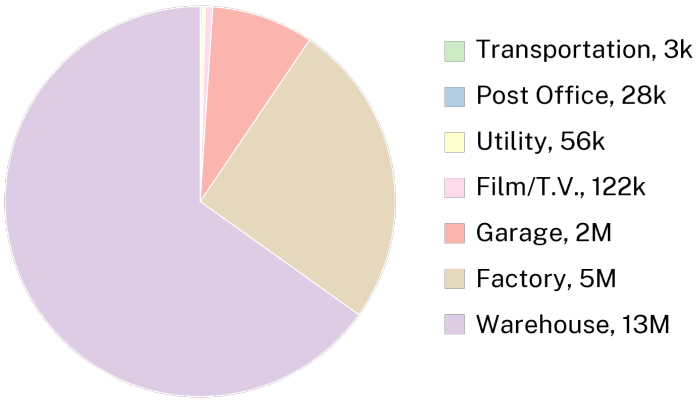
Zoning and Land Use

The South Bronx features a complex mix of industrial, commercial, and residential land uses shaped by its history as both an industrial hub and a center of post-industrial redevelopment. The area is home to 1,000 acres of M-zoned land, representing 42 percent of land area and the vast majority of areas between the Bruckner expressway and the East River. The area is also home to MX districts in Mott Haven, Lower Concourse, and Longwood which have seen significant residential and mixed-use redevelopment of former industrial parcels. Corridors such as East 138th Street and 3rd Avenue now support higher-density housing, retail, and community facilities.



Source: NYC Planning Zoning District shapefiles (NYZD)

Industrial Buildings by Area (20M SF)

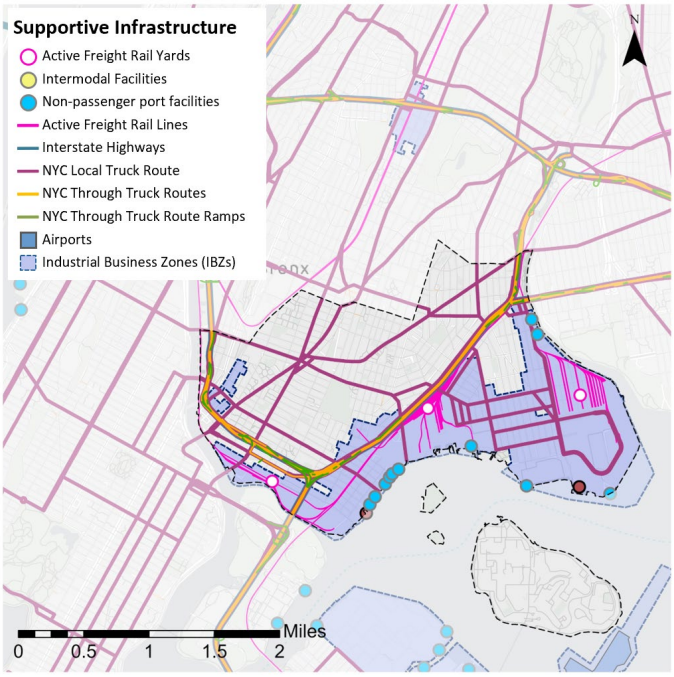


Source: MapPLUTO 25v2

Infrastructure and Public Realm

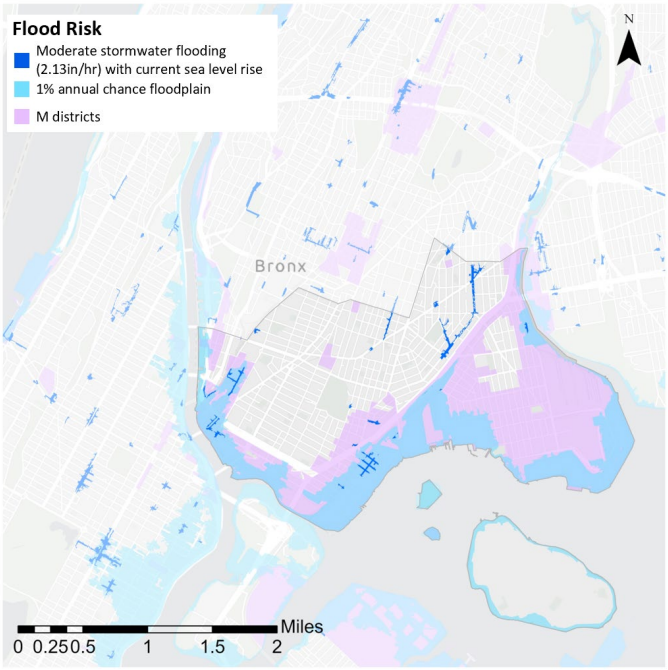
The South Bronx's industrial landscape is defined by major freight and transportation corridors including the Major Deegan and Bruckner Expressways and the CSX rail tracks which create regional freight connectivity, but physical and environmental barriers for local communities. The area also remains industrially connected to the waterfront, with maritime freight occurring at several private sites in Port Morris and Hunts Point, and with new planned Blue Highway facilities under development at the Hunts Point terminal market. Recent years have seen the completion of new highway access points into and out of Hunts Point in an effort to redirect truck movements away from local streets.

Industrial hubs in Hunts Point and Port Morris are vital employment centers yet face aging infrastructure, limited loading and curb space, and heavy truck congestion. Despite strong transit access, residents and workers experience limited east–west connectivity and sometimes threatening pedestrian conditions. Ongoing efforts to modernize freight routes, rebuild interstate highways, expand green infrastructure, and improve waterfront access are essential to strengthen mobility, safety, and the public realm around industrial areas.

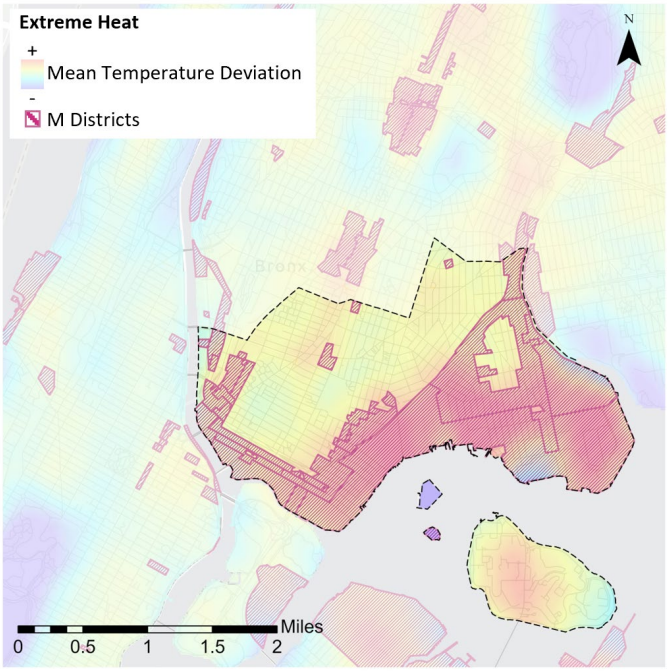


Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

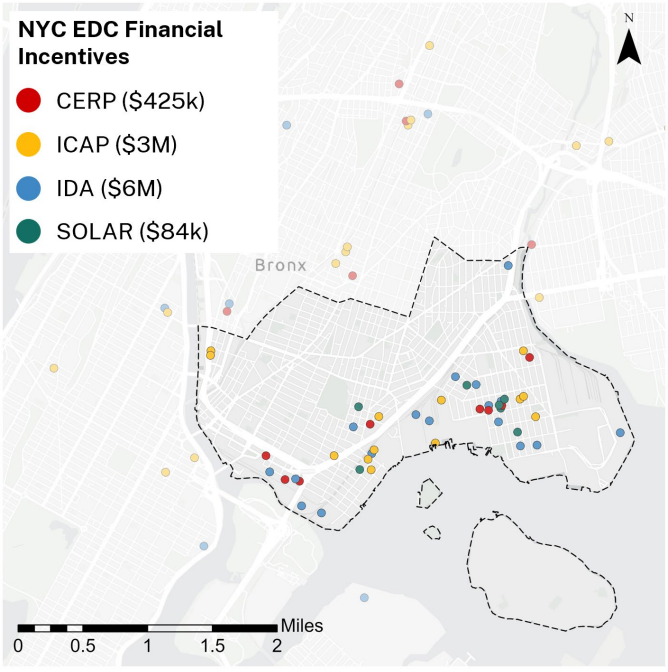


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

Industrial districts in the South Bronx, particularly Hunts Point and Port Morris, face significant environmental challenges from coastal flooding, storm surge, and legacy contamination. These same areas also experience heat and stormwater flooding due to limited tree cover and impervious surfaces. Continued concerns regarding emissions from existing businesses and concentrated truck traffic near homes and schools are longstanding environmental justice concerns for this area, as is the need for pollution control and cleaner freight systems, stormwater and drainage upgrades, and expanded green and open space to enhance resilience and community well-being.

City Investment in Industrial Projects

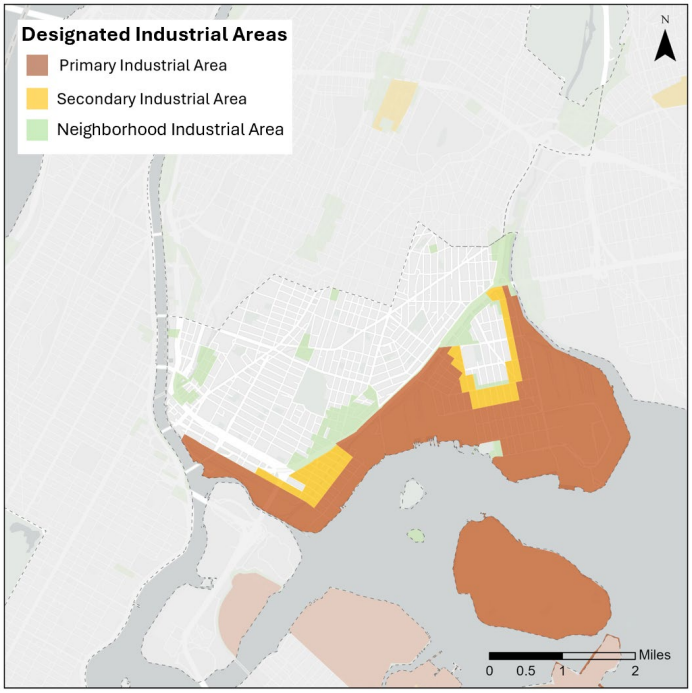
In Fiscal Year 2024, the City invested $13.5 million in 46 industrial projects across the South Bronx through four different tax abatement programs. More than three-quarters of this investment ($10.5 million) was made via the New York City Industrial Development Agency (IDA). Nearly half of the industrial projects in the South Bronx that received city investment through these programs were factories, the highest proportion of any Strategic Planning Area. Industrial projects received nearly two-thirds of the total investments made through these programs in the South Bronx.



Source: NYCEDC

Local Feedback and Recommendations

- Complete the Hunts Point Access Improvement Project's ongoing reconstruction of the Bruckner Expressway and Sheridan Boulevard to improve freight access, reduce truck traffic on local streets, and add new pedestrian and bike connections.
- Continue the Lower Concourse Infrastructure Investment Strategy of major street, sewer, and utility upgrades with new lighting, sidewalks, and a 2.3-acre waterfront park to enhance resilience and public access along the Harlem River.
- Implement the Blue Highways Initiative and move more freight in Hunts Point via maritime mode
- Continue work on the Hunts Point Resiliency Project, an ongoing DEP and NYCEDC efforts to upgrade stormwater systems, strengthen coastal defenses, and pilot green infrastructure to mitigate flooding and heat risks in industrial and residential areas.
- Continue investments in utility and clean energy upgrades through Con Edison and NYSERDA investments to modernize the South Bronx's electrical grid and expand EV infrastructure, building decarbonization, and renewable energy readiness in industrial and mixed-use corridors.
- Evaluate the public health and environmental justice impacts of heavy industrial and infrastructure assets in the South Bronx and explore mitigatory measures.
- Explore opportunities to enhance public waterfront access in Mott Haven and Port Morris while remaining considerate of the needs of water-dependent industrial operations.



Source: NYC Planning

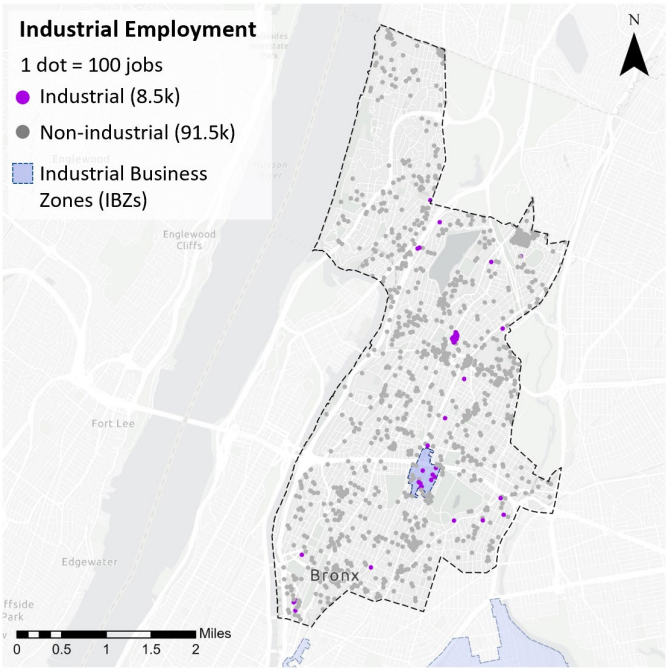
NORTH BRONX STRATEGIC PLANNING AREA

The **North Bronx Strategic Planning Area** encompasses Community Boards 3, 4, 5, 6, 7, and 8, features a mix of industrial, institutional, and residential uses shaped by its historic rail corridors and highway infrastructure. The area's industrial economy is anchored by clusters in Bathgate, Morrisania, and Melrose, along the Harlem Line rail corridor with smaller clusters in Kingsbridge and near interstate highways like the Cross Bronx Expressway, which bisects the area, and the Major Deegan which runs along the Harlem river. These districts support construction supply, wholesale distribution, and automotive services that serve both local and regional markets. The North Bronx's proximity to Manhattan and Westchester, combined with access to key transportation networks namely I-95, has made it attractive for logistics, construction, and small-scale manufacturing uses. At the same time, industrial areas face pressure from housing growth, constrained land availability, and aging infrastructure. Today, the North Bronx remains an important employment and service hub, linking regional supply networks with neighborhood-scale economic activity.

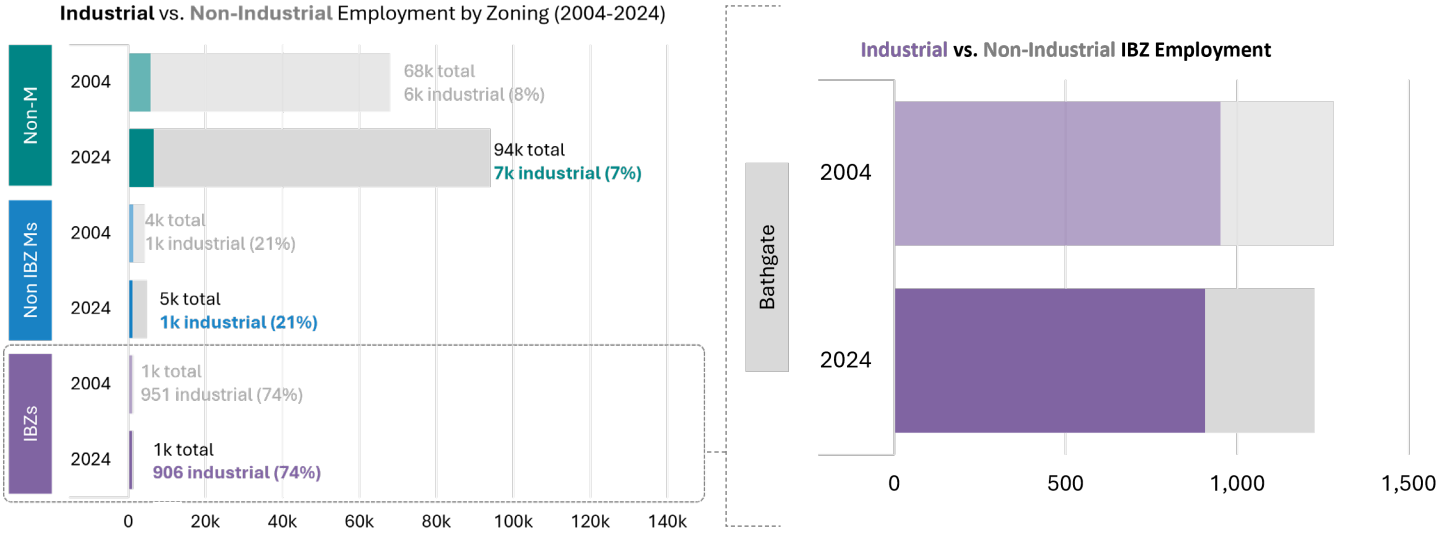
Employment

There are 8.5k industrial jobs in the North Bronx, accounting for 9 percent of all private sector employment in the area. 11 percent (906) of industrial jobs are located within the area's one IBZ – Bathgate (CB 6). The industrial economy of the North Bronx is characterized by small concentrations of construction, repair, advanced manufacturing, and freight transit.

Between 2004 and 2024, industrial employment in the North Bronx grew by 8 percent (+626 jobs). Modest increases were seen in freight (+237) and passenger transit (+100), and construction (+150) while modest losses were experienced in consumer goods wholesale (-232), heavy manufacturing (-232) and food manufacturing (-159).

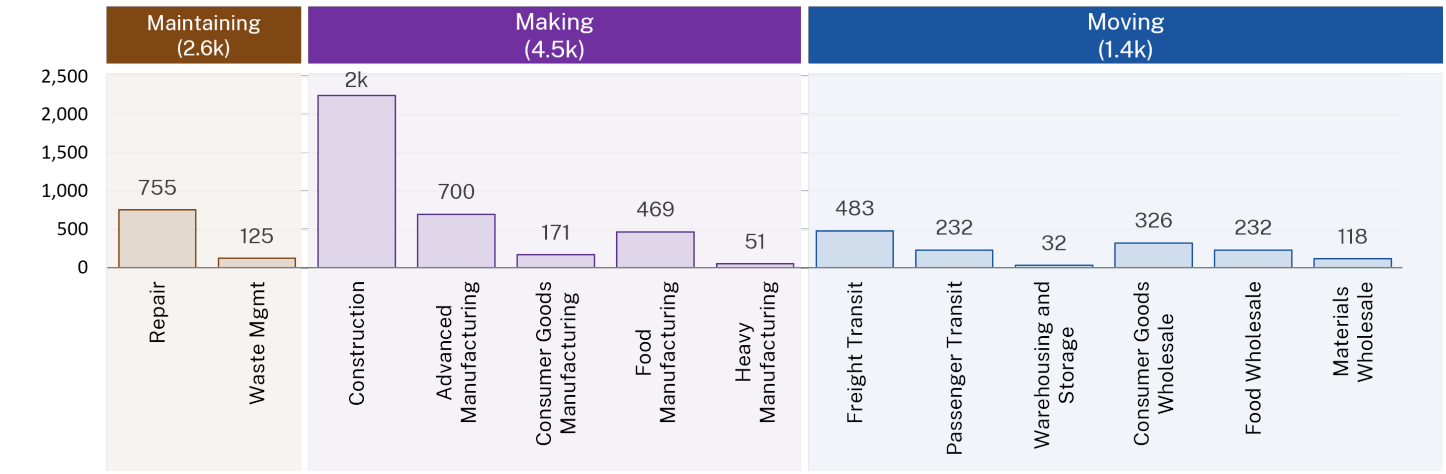


Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



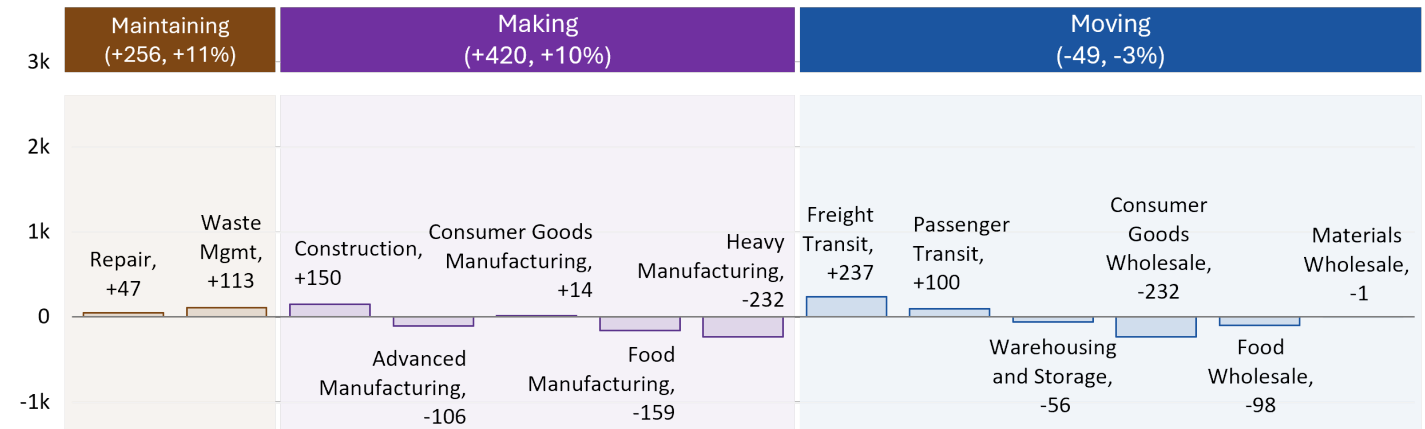
Source: NYS DOL QCEW, private sector, 2004, 2024

North Bronx Industrial Job Totals, 2024



Source: NYS DOL QCEW, private sector, 2024

North Bronx Industrial Job Change, 2004-2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

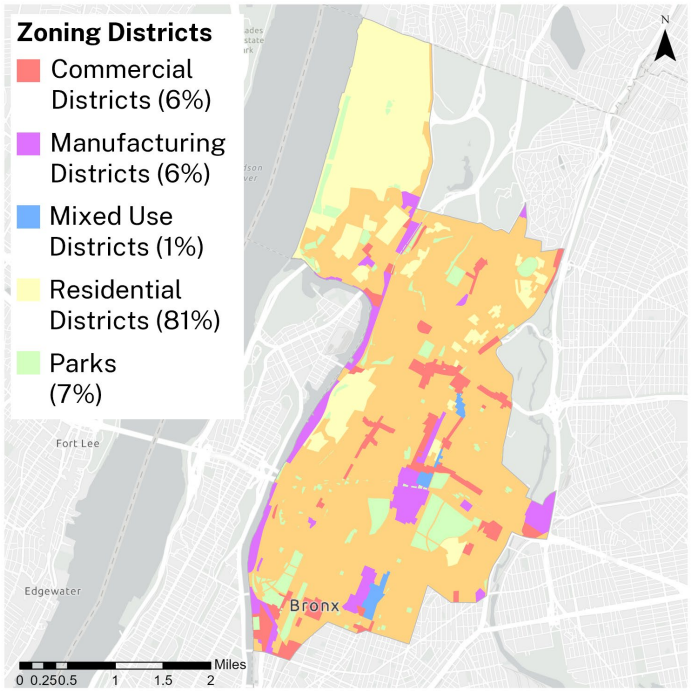
80 percent of the North Bronx's industrial workers are men, making the Strategic Planning Area's industrial workforce more male-dominated than the city's already heavily male industrial workforce (75 percent). The North Bronx's industrial workforce is more racially and ethnically diverse than the city's as a whole, with higher proportions of Black and Hispanic workers. While the North Bronx's industrial workers are less likely to have a bachelor's degree than the typical industrial worker citywide, their earnings profile is comparable. The age profile of the North Bronx's industrial workforce is on par with that of the city's overall industrial workforce, with nearly 60 percent being between the ages of 30 and 54.

Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	80%	43%	76%
w/o Bachelor's Degree	66%	56%	60%
Annual Wages $39k+	66%	62%	68%
Age			
Under 29	13%	18%	16%
30 to 54	58%	57%	58%
55+	29%	25%	26%
Ethnicity			
Hispanic or Latino	40%	33%	25%
Not Hispanic or Latino	60%	67%	75%
Race			
White Alone	69%	53%	71%
Black or African American Alone	21%	33%	14%
Asian Alone	7%	10%	12%
American Indian or Alaska Native Alone	2%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.3%	0.3%	0.2%
Two or More Race Groups	2%	3%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

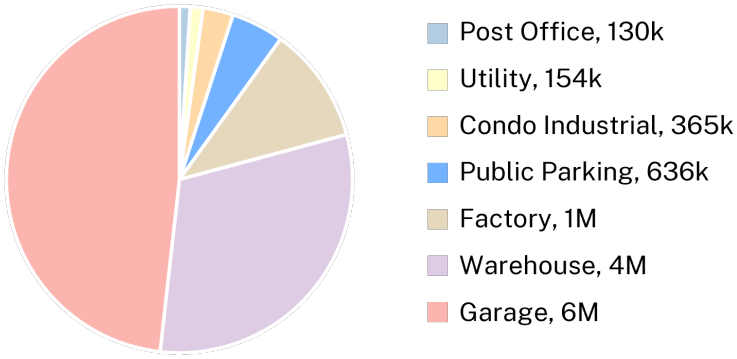
Zoning and Land Use

The North Bronx contains a diverse mix of land uses that reflect its long history of urban development and changing industrial patterns. Dense residential neighborhoods dominate much of the area, particularly in Morrisania, Mount Hope, Fordham, and University Heights, where large apartment buildings and public housing complexes sit alongside active commercial corridors. 8 percent of the North Bronx is zoned for Manufacturing – most of that in the form of industrial and auto-related concentrated along major transportation routes such as the Cross Bronx Expressway, Webster Avenue, and Harlem River waterfront, though many former manufacturing sites have transitioned to storage, distribution, or institutional use. Jerome Avenue and parts of Webster Avenue have seen rezoning and new mixed-use development, introducing higher-density housing and retail near transit hubs. Northern sections such as Riverdale and Kingsbridge feature lower-density residential areas, two large subway yards, and institutional campuses. In Melrose and Bathgate, the adjacency of industrial and residential zones creates ongoing land use challenges related to traffic, environmental impacts, and neighborhood livability. Balancing housing growth with the retention of employment and community-serving uses remains a key planning priority.



Source: NYC Planning Zoning District shapefiles (NYZD)

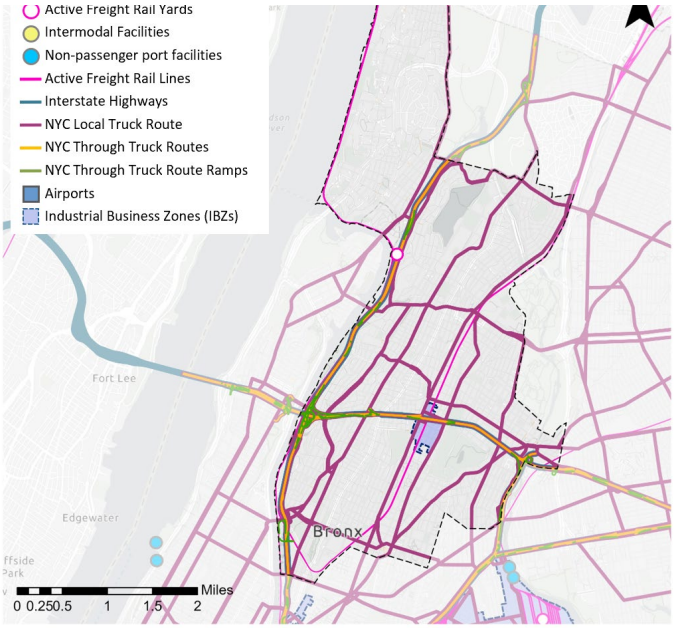
Industrial Buildings by Area (13M SF)



Source: MapPLUTO 25v2

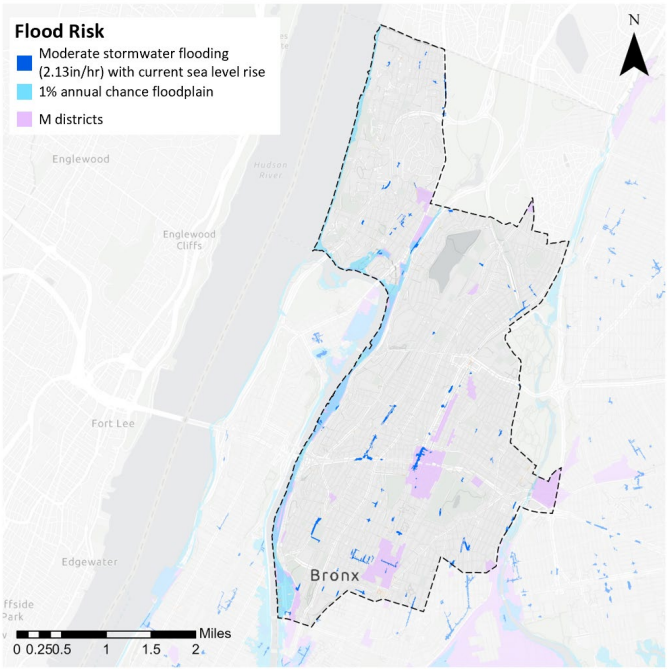
Infrastructure and Public Realm

The North Bronx contains a dense mix of residential, commercial, and industrial areas concentrated along major transportation corridors. Highways such as the Cross Bronx and Major Deegan Expressways and truck routes like Webster and Jerome Avenues support heavy freight movement, but create congestion, safety, and environmental challenges for the local host communities. Industrial districts in Morrisania, Melrose, and Bathgate retain importance as employment centers but face aging infrastructure, limited loading areas, and close proximity to housing.



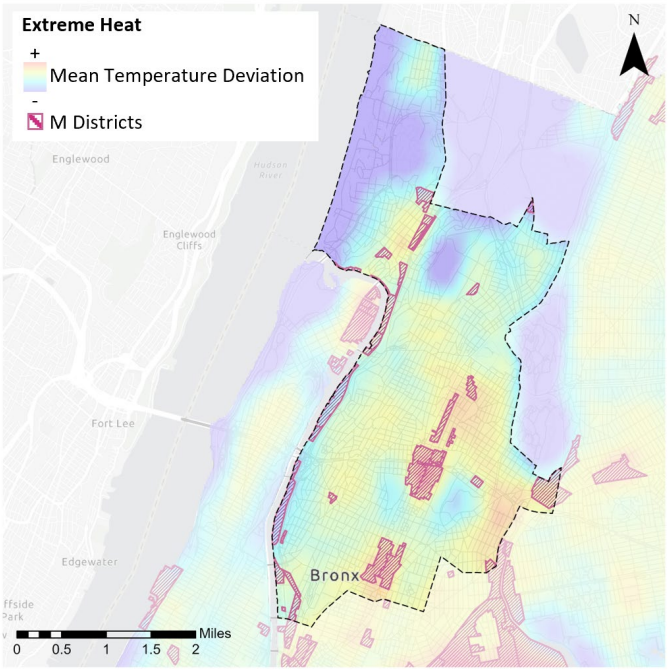
Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

Industrial and waterfront areas along the Harlem River face growing risks from flooding, storm surge, and sea-level rise. Inland neighborhoods such as Morrisania, Melrose, and Bathgate experience hotter temperatures, and stormwater impacts due to limited

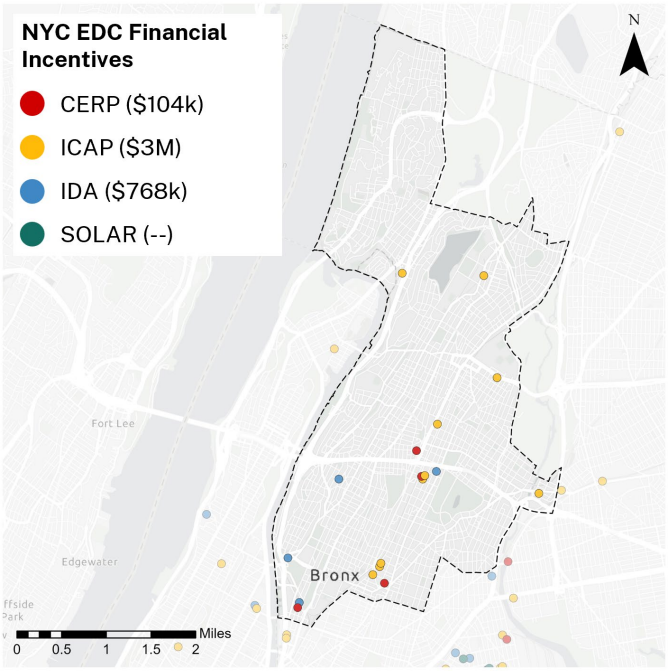


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

tree cover and extensive paved surfaces. Truck traffic, emissions, and legacy contamination along freight corridors contribute to poor air quality and environmental justice concerns.

City Investment in Industrial Projects

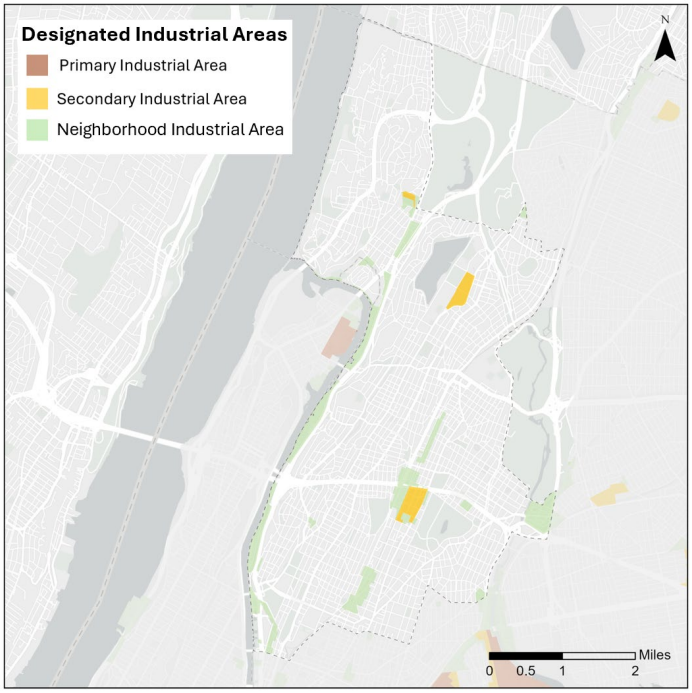
In Fiscal Year 2024, the City invested $3.5 million in 18 industrial projects across the North Bronx through three different tax abatement programs. More than three-quarters of this investment ($2.6 million) was made via the Industrial & Commercial Abatement Program (ICAP). Nearly 80 percent of the industrial projects in the North Bronx that received city investment through these programs were warehouses. Industrial projects received just over five percent of the total investments made through these programs in the North Bronx.



Source: NYCEDC

Local Feedback and Recommendations

- Study areas of Bathgate and Park Avenue for potential land use changes
- Implement the Cross Bronx Expressway Bridges Rehabilitation. Led by NYSDOT, this project will replace and rehabilitate five aging bridges on the Cross Bronx Expressway between Boston Road and Rosedale Ave.
- Construct the Bronx River Parkway Bridge Replacements between East Tremont and Bronx Park. This is a $517.5 million NYSDOT project will replace two major bridges along the Bronx River Parkway between East Tremont Ave and Bronx Park.
- Finish the Grand Concourse Phase 5 Reconstruction between E Fordham Rd to E 198th St. The reconstruction will upgrade sidewalks, add bike lanes, wider medians, underground utility work including sewers and water mains, plus extensive traffic-calming features.
- Continue investments in the Bronx River Greenway which includes new shared-use paths, shoreline stabilization, and the transformation of industrial and paved sites into public open space, improving connectivity through neighborhoods such as West Farms and bridging to the Harlem River corridor.
- Support the Propel NY Energy project — a transmission-line upgrade project that proposes 4 miles of new underground transmission lines in the Bronx to strengthen the electricity grid and support clean energy delivery.



Source: NYC Planning

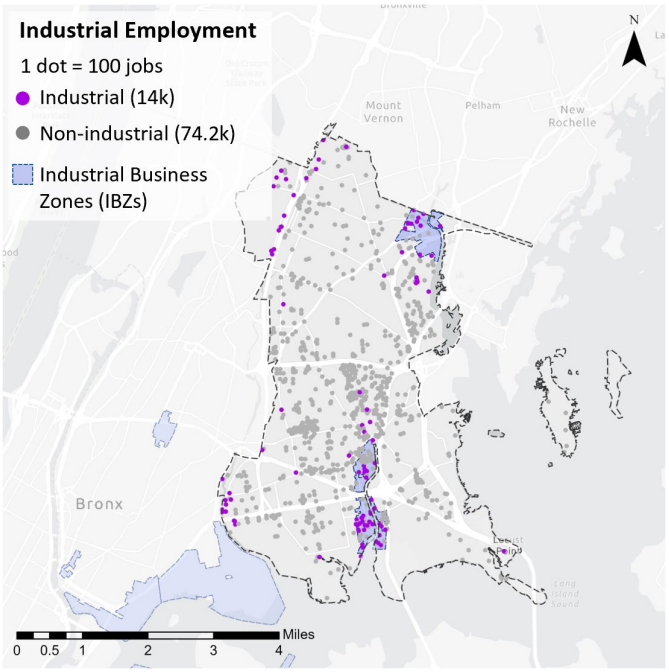
EAST BRONX STRATEGIC PLANNING AREA

The **East Bronx Strategic Planning Area** covers Community Boards 9, 10, 11, and 12. The area's industrial economy is anchored by strong clusters in Zerega and Eastchester, with additional concentrations dotted along the Metro-North corridor and major truck routes such as the Bruckner Expressway, I-95, East Tremont Avenue, and Lafayette Avenue. These districts support logistics, construction supply, and food distribution businesses that serve both local and regional markets. The East Bronx's location adjacent to major regional freight network highways make it attractive for last-mile delivery, distribution, and light manufacturing. At the same time, older industrial areas face pressures from non-industrial encroachment, limited infrastructure capacity, and flooding risks in low-lying waterfront zones. The East Bronx remains a vital part of the city's distribution, repair and production economy, connecting regional freight intake with distribution throughout the city.

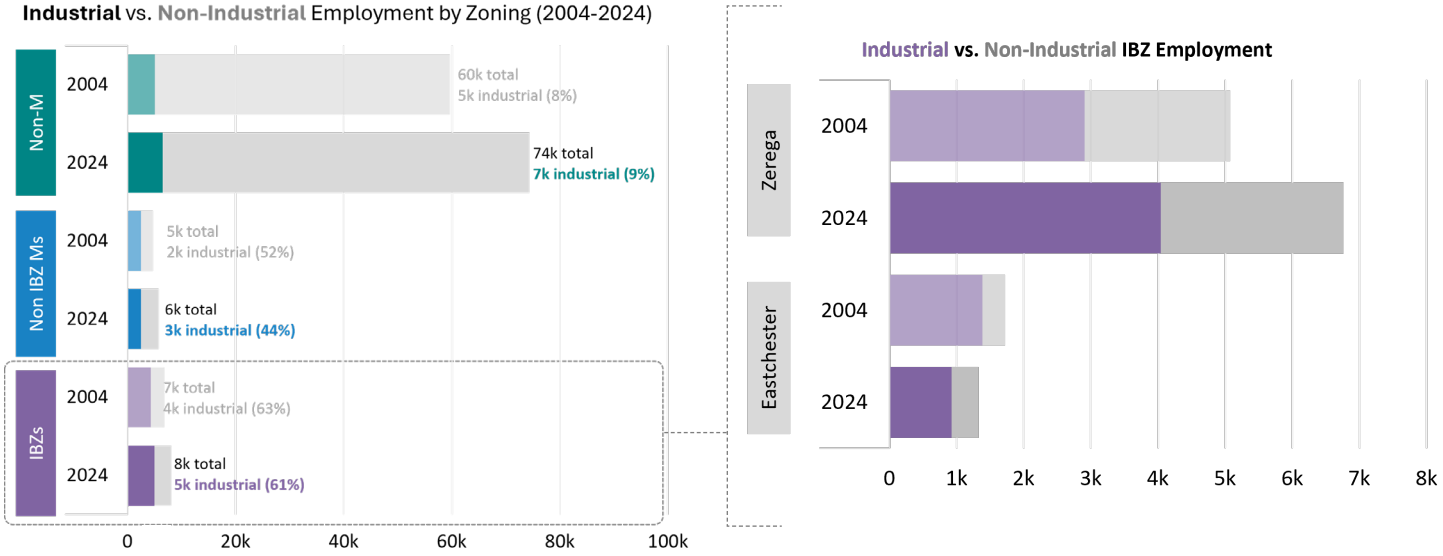
Employment

There are 14k industrial jobs in the East Bronx, accounting for 16 percent of all private sector employment. 35 percent (5k) of industrial jobs are located within the area's two IBZs - Eastchester (CB 12) and Zerega (CBs 9 and 10). The industrial economy of the East Bronx is characterized by a concentration of construction, passenger transit, and freight transit uses.

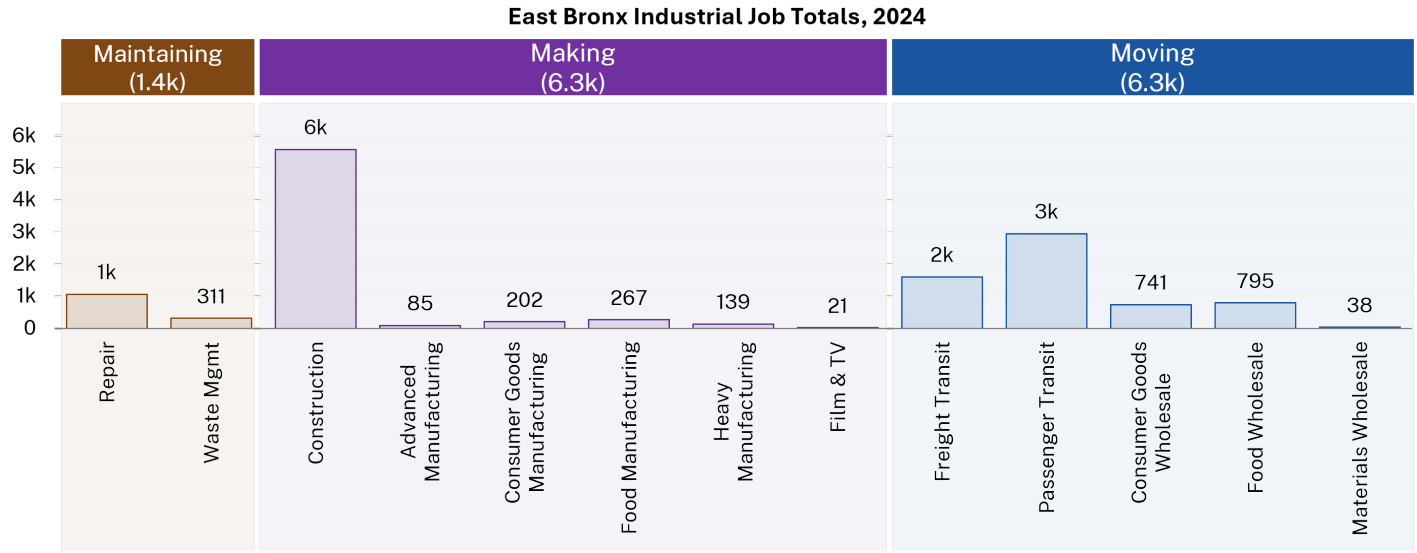
Between 2004 and 2024, industrial employment in the East Bronx added over 1700 jobs (+ 19 percent). The largest subsector gains were in Passenger Transit (+2k) and Construction (+1k), while modest losses were concentrated in advanced manufacturing, consumer goods wholesale and consumer goods manufacturing.



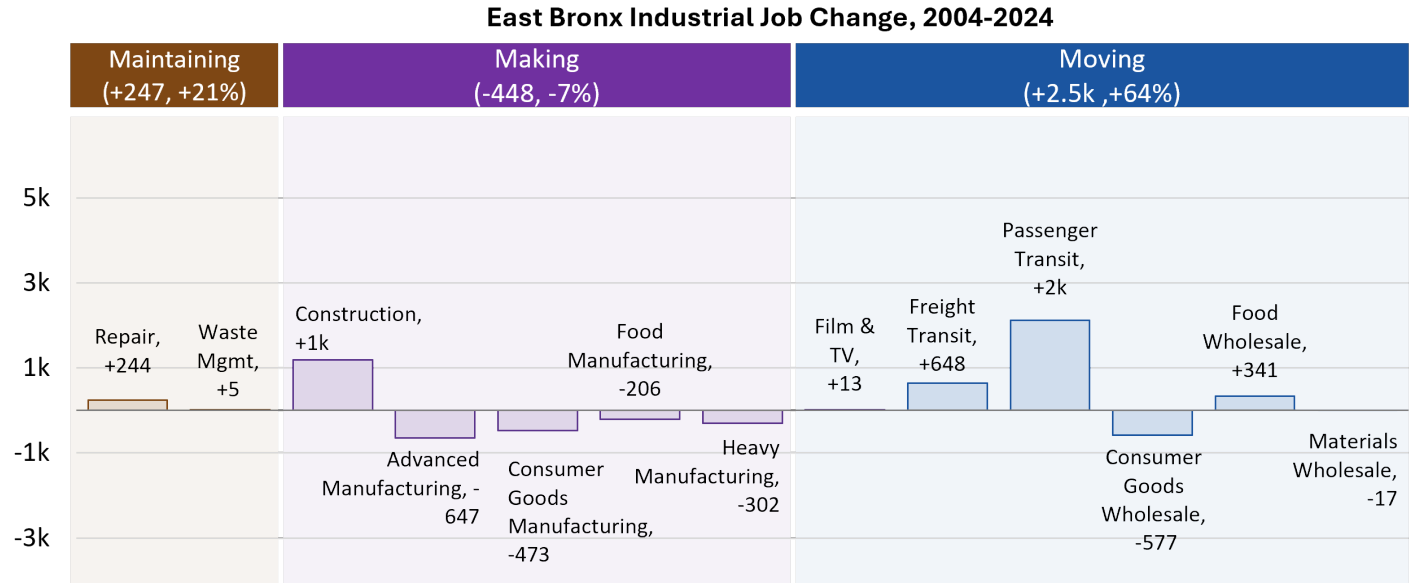
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



Source: NYS DOL QCEW, private sector, 2004, 2024



Source: NYS DOL QCEW, private sector, 2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

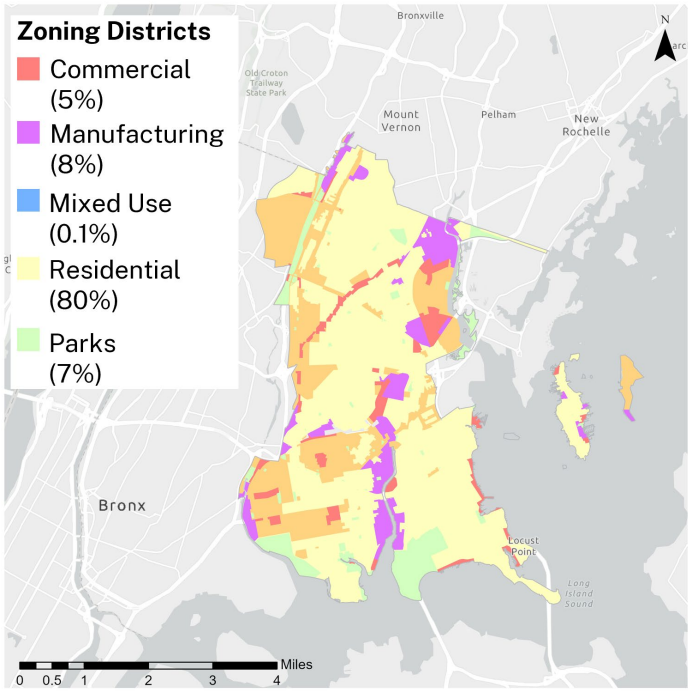
80 percent of the East Bronx's industrial workers are men, making the Strategic Planning Area's industrial workforce more male-dominated than the city's already heavily male industrial workforce (75 percent). The East Bronx's industrial workforce is more racially and ethnically diverse than the city's as a whole, with higher proportions of Black and Hispanic workers. While the North Bronx's industrial workers are less likely to have a bachelor's degree than the typical industrial worker citywide, a slightly greater share of the East Bronx's industrial workers earn over $39,000 per year (71 percent), as compared to the citywide figure (68 percent). The age profile of the East Bronx's industrial workforce is on par with that of the city's overall industrial workforce, with roughly 60 percent being between the ages of 30 and 54.

Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	80%	46%	76%
w/o Bachelor's Degree	66%	58%	60%
Annual Wages $39k+	66%	55%	68%
Age			
Under 29	13%	18%	16%
30 to 54	58%	56%	58%
55+	29%	26%	26%
Ethnicity			
Hispanic or Latino	40%	32%	25%
Not Hispanic or Latino	60%	68%	75%
Race			
White Alone	69%	55%	71%
Black or African American Alone	21%	32%	14%
Asian Alone	7%	10%	12%
American Indian or Alaska Native Alone	2%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.3%	0.3%	0.2%
Two or More Race Groups	2%	2%	2%

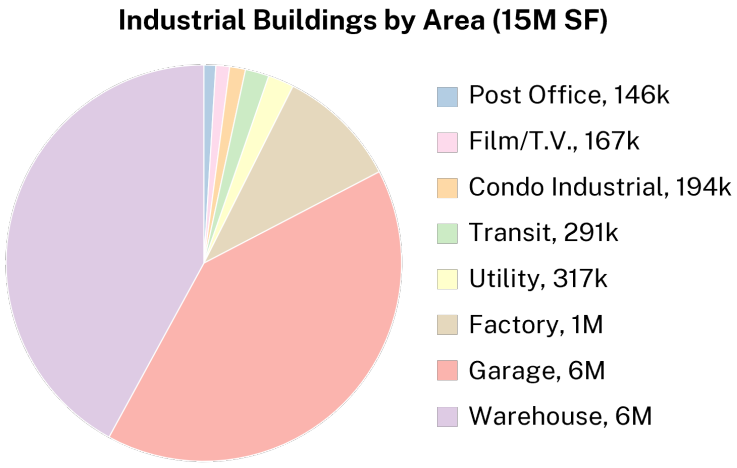
Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

Zoning and Land Use

The East Bronx has industrial uses concentrated along interstate highways and the Metro-North corridor. 1,000 acres (8 percent) of the East Bronx Strategic Planning Area is zoned for Manufacturing districts. The area holds over 14 million square feet of industrial buildings — supporting significant logistics, construction supply, and food distribution warehouses and factory spaces, as well as several large bus, train and energy depots. While residential neighborhoods dominate much of the East Bronx, particularly in Pelham Bay, Morris Park, Throggs Neck, and Soundview, industrial zones remain essential for both the local economy and regional supply chains. Recent rezonings in Morris Park and Parkchester create the potential for new housing and mixed-use opportunities around planned Metro-North stations.



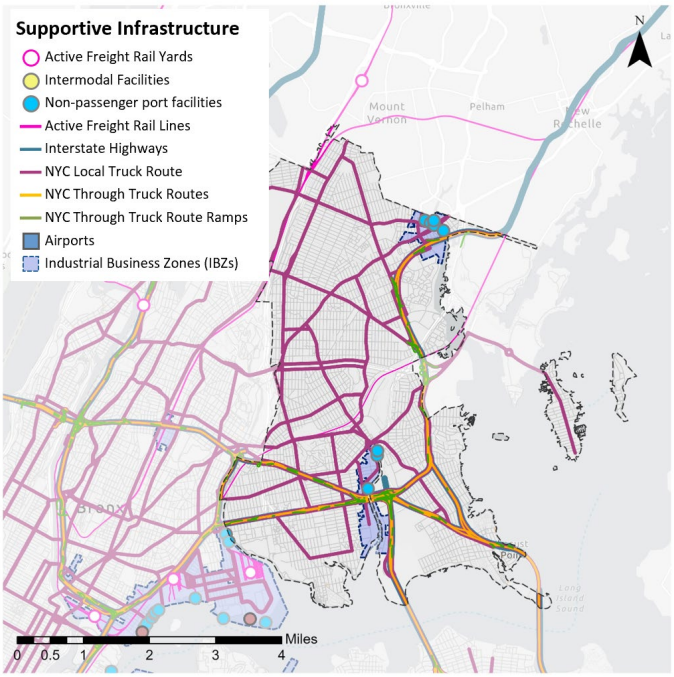
Source: NYC Planning Zoning District shapefiles (NYZD)



Source: MapPLUTO 25v2

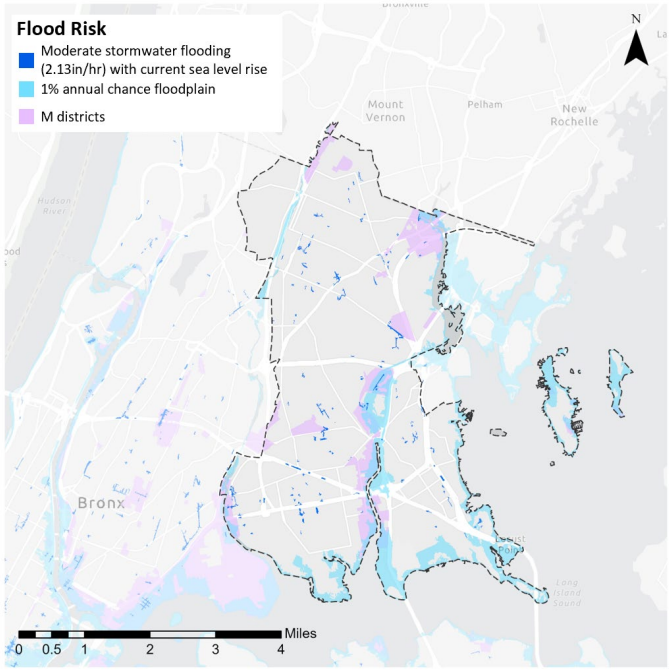
Infrastructure and Public Realm

Industrial districts in the East Bronx rely on major interstate highways like the Bruckner Expressway and I-95. These highways and local truck routes are frequently congested. There is some active maritime industrial activity in parts of Zerega and Eastchester. Eastchester in particular struggles with public realm issues around illegal parking, unpaved roads and poor lighting.

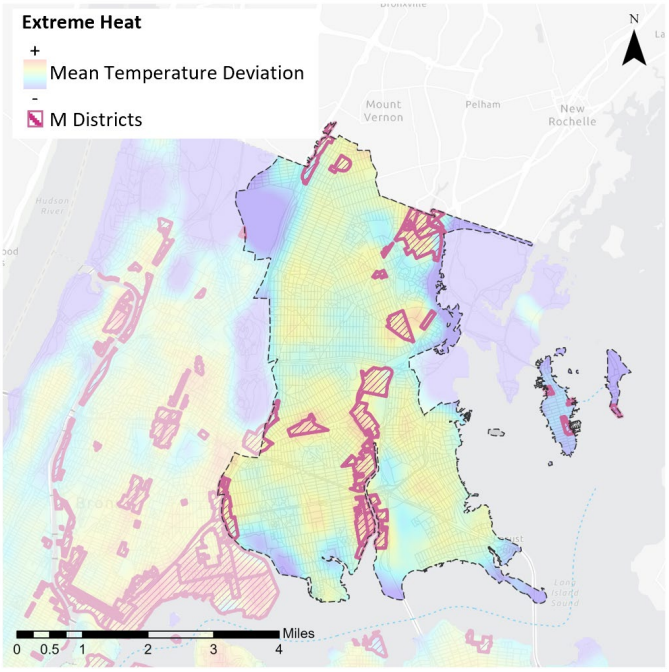


Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

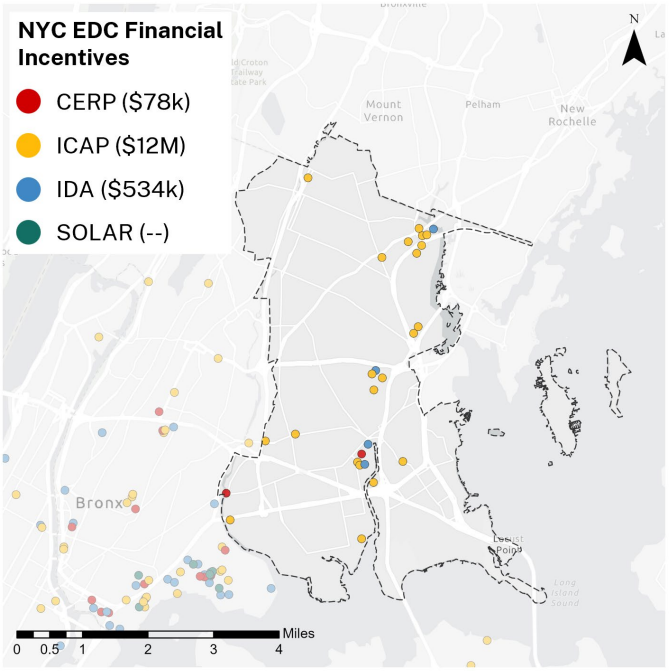


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

Industrial zones in Soundview, Zerega, and Eastchester are exposed to a range of environmental challenges including coastal and stormwater flooding, and urban heat island effect due to dense development and impervious surfaces. Industrial corridors contend with high truck volumes, emissions, and legacy contamination near residential areas, creating pronounced environmental justice concerns. Addressing these issues requires investments in resilient infrastructure, stormwater management, air quality improvements, and expanded access to open space, transit, and waterfront amenities.

City Investment in Industrial Projects

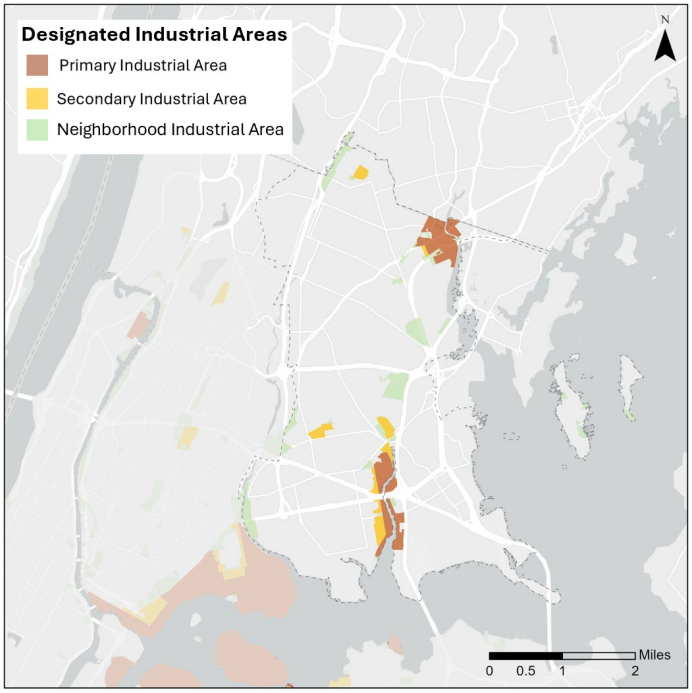
In Fiscal Year 2024, the City invested $12.7 million in 27 industrial projects across the East Bronx through three different tax abatement programs. More than 90 percent of this investment ($11.8 million) was made via the Industrial & Commercial Abatement Program (ICAP). More than a third of the industrial projects in the East Bronx that received city investment through these programs were automotive facilities, the highest share of any Strategic Planning Area. Industrial projects received just over a third of the total investments made through these programs in the East Bronx.



Source: NYCEDC

Local Feedback and Recommendations

- Continue work on Metro-North Service to East Bronx with the construction of four new Metro-North stations in the East Bronx in order to improve access for industrial workers and drive employment.
- Make associated infrastructure investments as part of the Metro-North project of roughly $500 million in street, sewer, utility and public realm upgrades around stations.
- Make sewer and green infrastructure upgrades at Throggs Neck Houses.
- Continue green infrastructure installations in CB 12 to reduce stormwater runoff reaching the Hutchinson River.
- Complete clean transportation and access improvements linked to the Hunts Point Access Improvement Project
- Explore additional maritime industrial frontage activation in Eastchester and Zerega as the Blue Highways Initiative launches



Source: NYC Planning

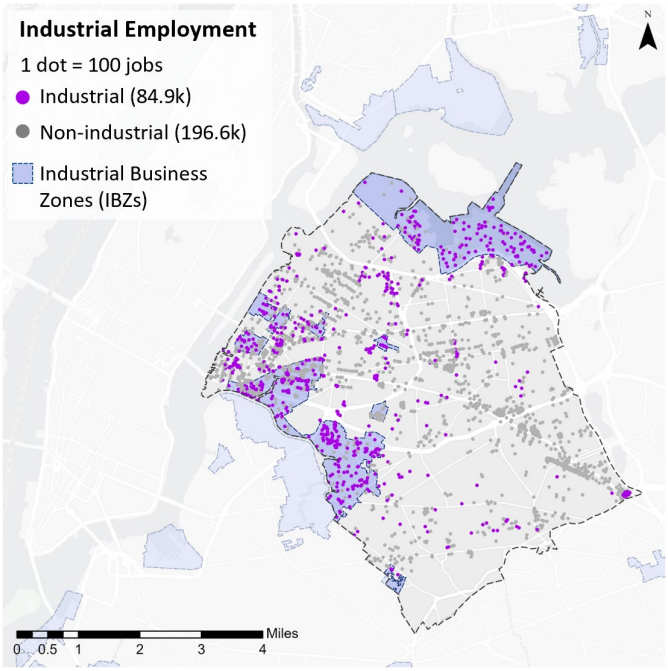
WESTERN QUEENS STRATEGIC PLANNING AREA

The **Western Queens Strategic Planning Area** covers Community Boards 1, 2, 3, 4, 5, and 6, has long been central to New York City's industrial economy. Strong waterfront and rail connections have enabled Long Island City, Astoria, and Maspeth to develop dense clusters of factories, warehouses, and energy infrastructure. The area's proximity to Manhattan and access to major bridges, tunnels, and rail lines have made it ideal for heavy industry, printing, and later food production, construction staging, and distribution. Beginning in the mid 20th century, the area experienced significant job losses due to deindustrialization and containerized shipping. In recent decades, Western Queens has seen renewed investment in light manufacturing, distribution, Film & TV, and green infrastructure. Today, it remains a critical part of the city's industrial economy, balancing legacy high intensity uses with new forms of sustainable and urban production.

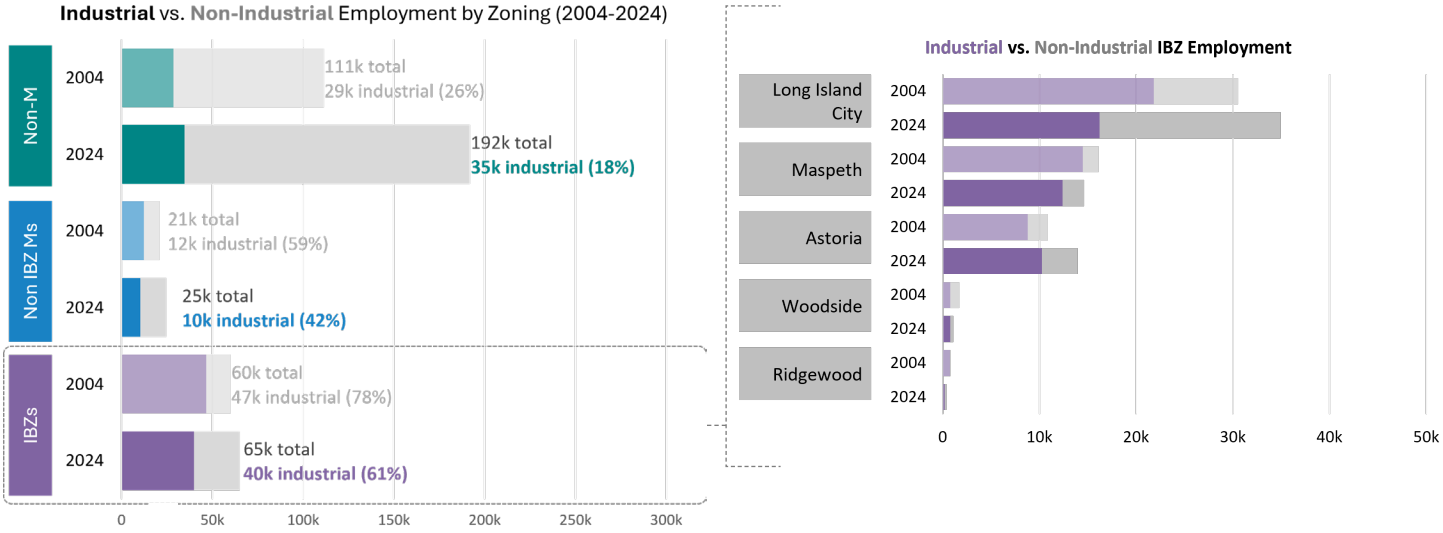
Employment

There are 84.9k industrial jobs in Western Queens, accounting for 30 percent of all private sector employment. 47 percent (39.8k) of industrial jobs are located within the area's five IBZs - Long Island City (16.2k), Maspeth (12.4k), Ridgewood (196), Astoria (10.3k), and Woodside (777). The industrial economy of Western Queens is characterized by a concentration of logistics, construction, film, and fabrication uses.

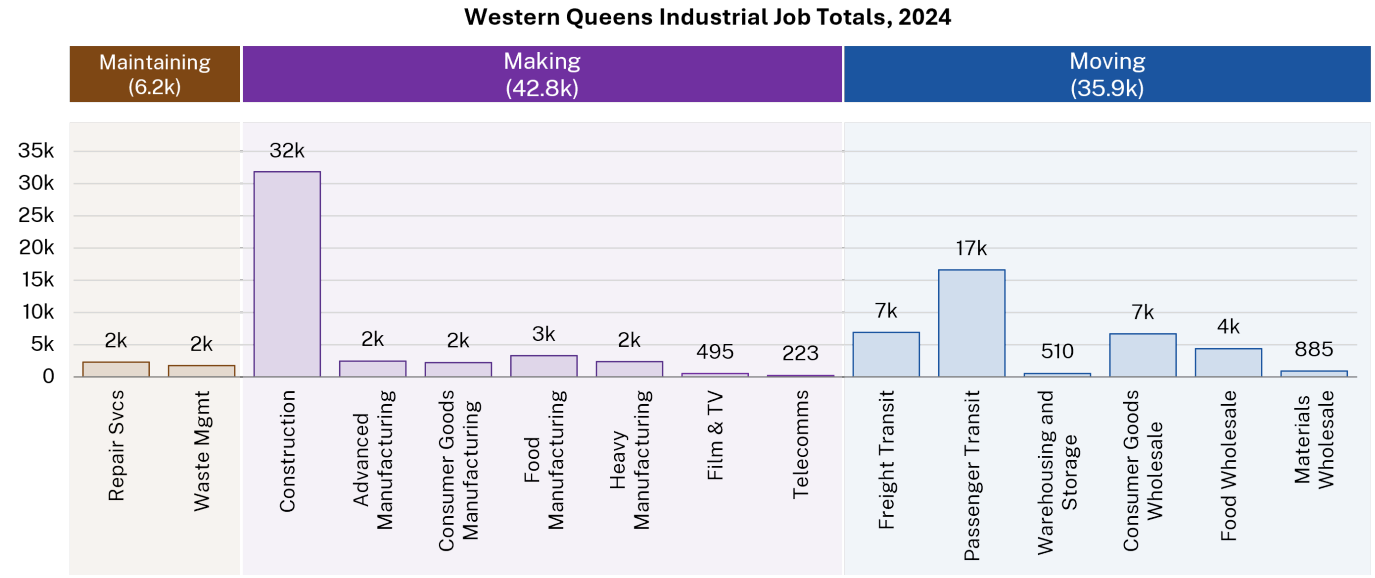
Between 2004 and 2024, industrial employment in the SPA declined by 3 percent. Losses were concentrated in Consumer Goods Manufacturing (-8k), Advanced Manufacturing (-5k), and Heavy Manufacturing (-764) while significant growth occurred in Passenger Transit (+6k), Construction (+7k) and Food Manufacturing (+1k).



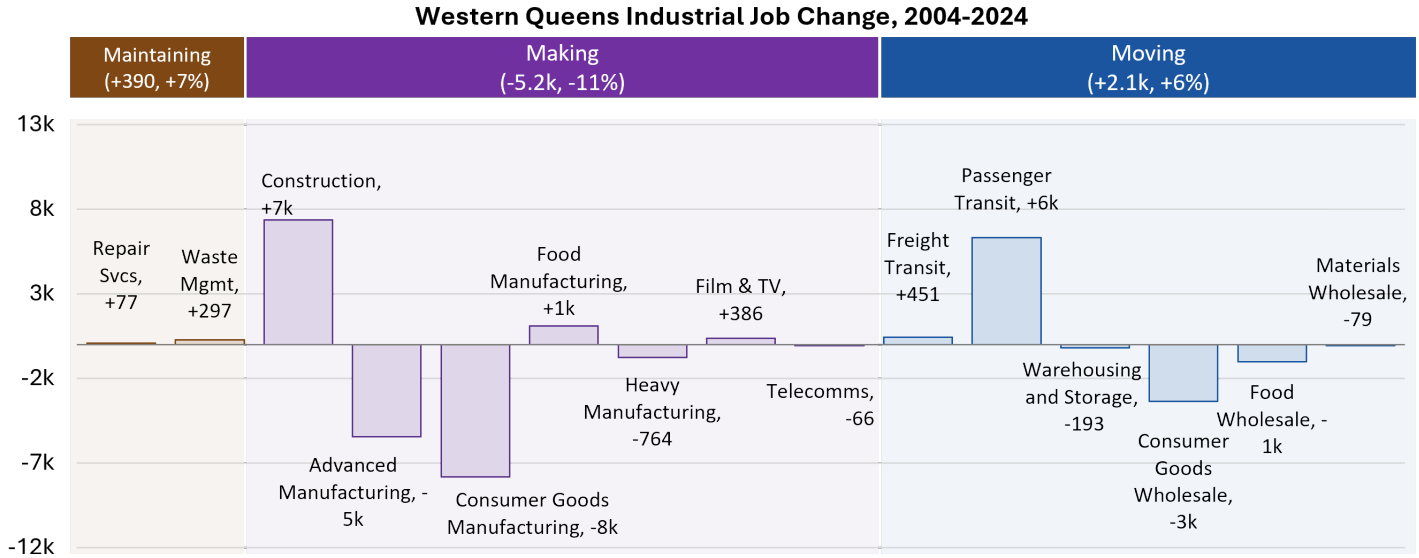
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



Source: NYS DOL QCEW, private sector, 2004, 2024



Source: NYS DOL QCEW, private sector, 2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

78 percent of Western Queens' industrial workers are men, making the Strategic Planning Area's industrial workforce slightly more male-dominated than the city's already heavily male industrial workforce (75 percent). Western Queens' industrial workforce is whiter than the city's as a whole (74 percent) but has a higher proportion of Hispanic workers (29 percent). The earnings, educational attainment, and age profiles of Western Queens' industrial workforce are roughly on par with that of the city's overall industrial workforce.

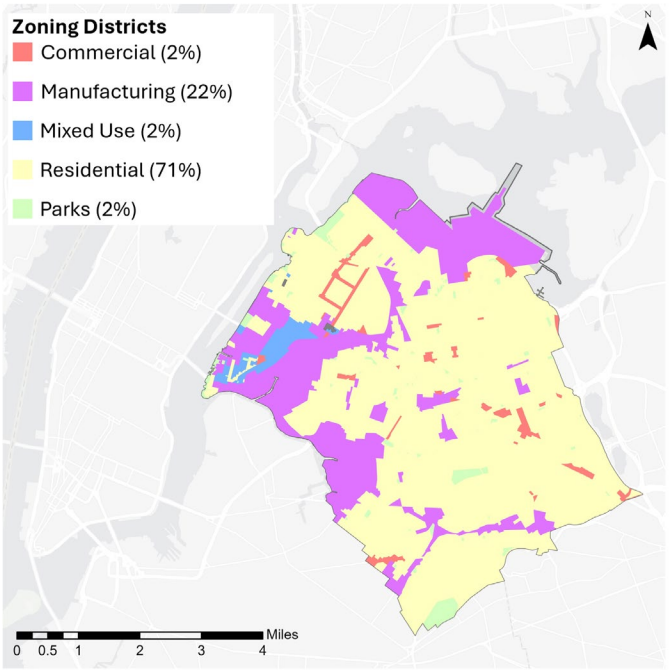
Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	78%	51%	76%
w/o Bachelor's Degree	63%	56%	60%
Annual Wages $39k+	71%	53%	68%
Age			
Under 30	14%	19%	16%
30 to 54	59%	56%	58%
55+	27%	25%	26%
Ethnicity			
Hispanic or Latino	29%	27%	25%
Not Hispanic or Latino	71%	73%	75%
Race			
White Alone	74%	58%	71%
Black or African American Alone	13%	24%	14%
Asian Alone	10%	15%	12%
American Indian or Alaska Native Alone	1%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.2%	0.2%	0.2%
Two or More Race Groups	2%	2%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

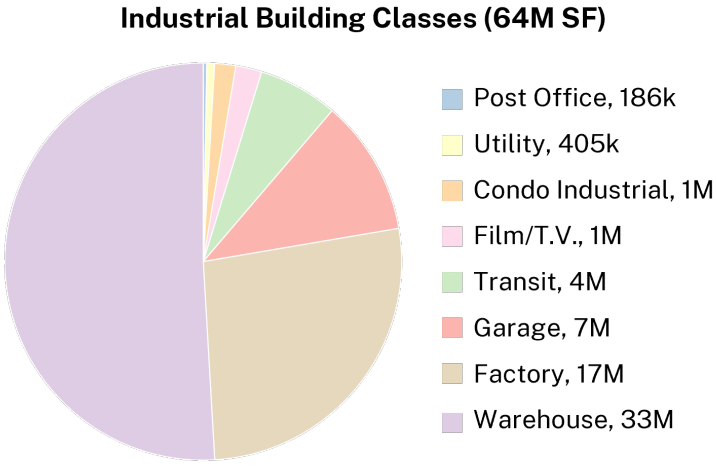
Zoning and Land Use

Western Queens contains some of the city's most active and diverse industrial areas, shaped by their strategic location near Manhattan and major regional highways. M zoned areas account for 18,000 acres, or 23 percent of all land area. Western Queens is also home to 343 acres of MX districts in Long Island City, allowing for a wide mix of residential, commercial and industrial uses to proliferate. Together, the area holds 64 million sf of industrial space.

Longstanding industrial districts in Maspeth, Ridgewood, and Woodside continue to support manufacturing, construction, and logistics firms, while parts of Long Island City have transitioned toward mixed-use and creative production spaces. Industrial Business Zones in Long Island City, Maspeth and Astoria remain critical employment centers, offering proximity to the Brooklyn-Queens Expressway, Long Island Expressway, and the New York and Atlantic Railroad. Warehousing and distribution uses are expanding to serve the city's growing e-commerce and construction sectors, particularly in areas of Maspeth and Long Island city close to Newtown Creek. In areas nearest to Court Square and fast-growing population centers, industrial areas have seen increased investment in neighborhood scaled businesses, ranging from industrial breweries and bakeries to amusement and retail uses, to office based and laboratory uses.



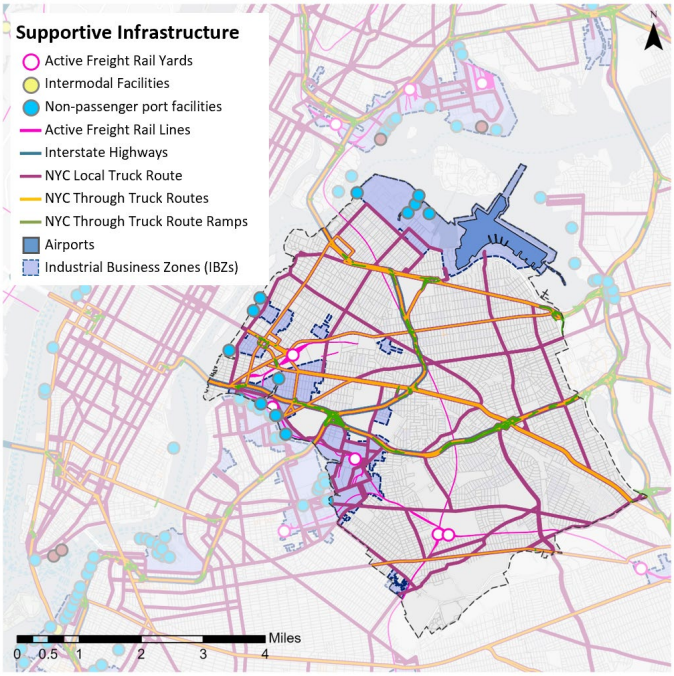
Source: NYC Planning Zoning District shapefiles (NYZD)



Source: MapPLUTO 25v2

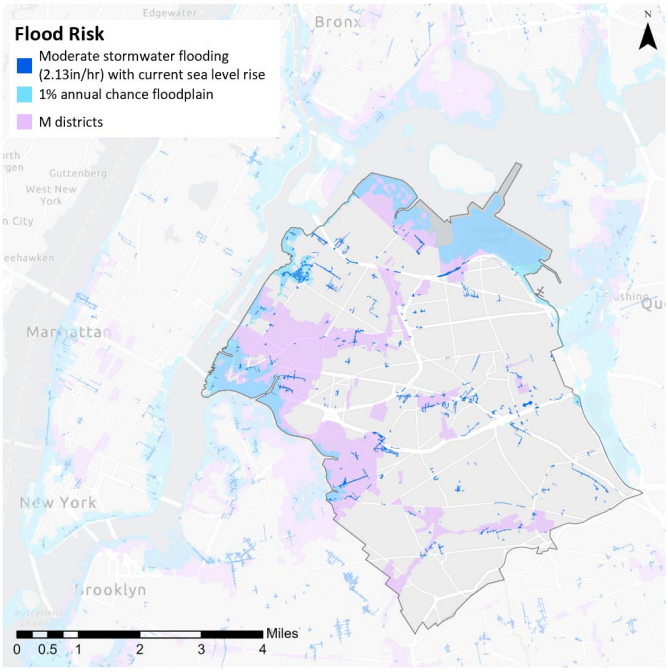
Infrastructure and Public Realm

Western Queens contains areas with heavy concentrations of intensive industrial uses like Maspeth, Steinway, and Long Island City along Newtown Creek. The area's industrial corridors are shaped by aging transportation and utility infrastructure, with major freight routes, bridges, and highways like the Long Island Brooklyn-Queens Expressways supporting regional goods movement but contributing to congestion, safety, and noise concerns. Ongoing rezonings, public investments in waterfront access, freight modernization, and streetscape improvements aim to better integrate industrial zones with surrounding communities. However, outdated building supply, constrained utilities, and congested roadways continue to challenge the quality and functionality of the area's industrial sector.

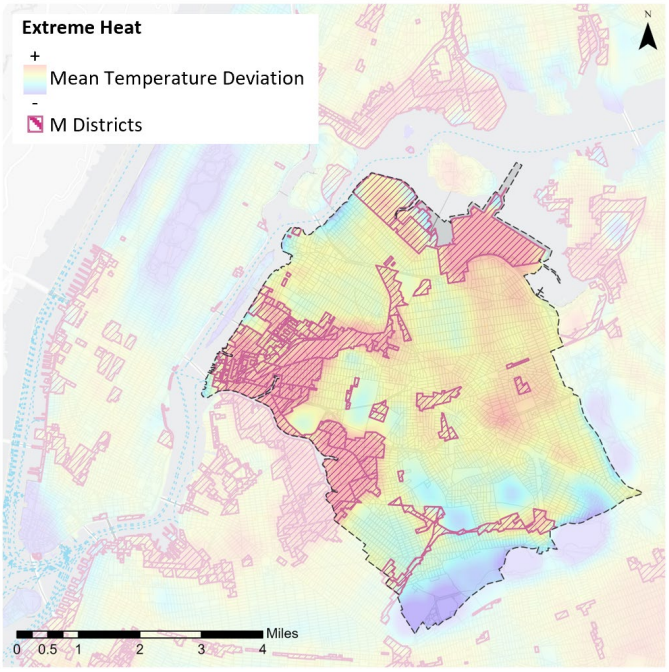


Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

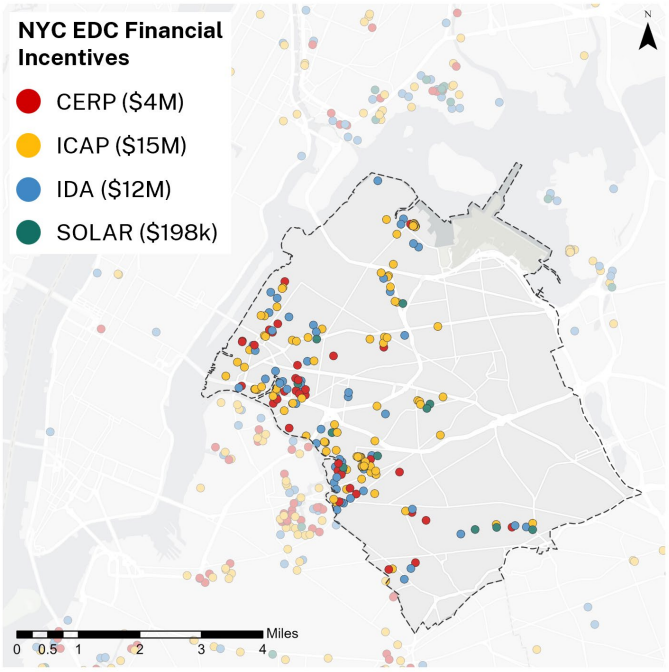


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

Industrial areas in Western Queens face significant environmental pressures tied to both climate and land use. Waterfront industrial districts like Long Island City and Steinway are within the flood plain, increasingly vulnerable to sea-level rise, coastal flooding, storm surge. Inland areas like Maspeth also experience heat vulnerability and stormwater runoff due to extensive paved surfaces and minimal green infrastructure. Environmental justice concerns are most acute in Maspeth and Long Island City, where high truck volumes, industrial emissions, and waste-handling facilities are located near dense residential neighborhoods and public housing.

City Investment in Industrial Projects

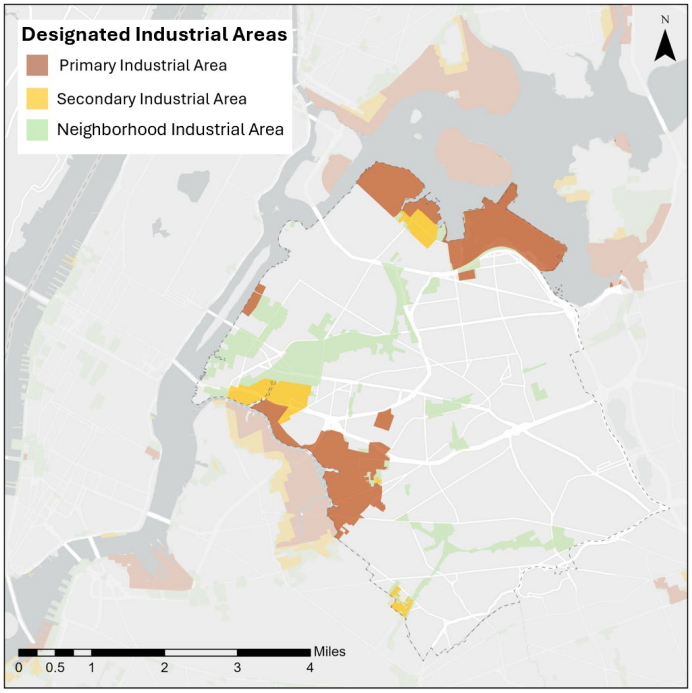
In Fiscal Year 2024, the City invested $30.8 million in 245 industrial projects across Western Queens through four different tax abatement programs. Approximately half of this investment ($15 million) was made via the Industrial & Commercial Abatement Program (ICAP). Nearly two thirds of the industrial projects in the Western Queens that received city investment through these programs were warehouses and much of the remainder were factories. Industrial projects received just over a third of the total investments made through these programs in Western Queens.



Source: NYCEDC

Local Feedback and Recommendations

- Continue to monitor industrial development within the new, higher density M zones that were mapped within the OneLIC Neighborhood Plan area.
- Following the rezoning in LIC, consider the additional MX in Hunters Point, Ravenswood, Dutch Kills and Sunnyside.
- Support the development of the Ravenswood Generating Station campus as a clean energy hub.
- Embrace Blue Highways as a mechanism for moving more freight into and out of the neighborhood.
- Work with New York and Atlantic to identify sites for potential future freight rail activation.
- Implement NYC DOT's truck route redesign and associated safety upgrades to make it safer and easier for trucks to navigate a more mixed-use district.
- Construct the new TLC Woodside facility, complete the Maspeth Sewer & Drainage Upgrade (Phase II), reconstruct the Grand Street Bridge, install signalization at Maspeth and Rust, and support ConEd's Reliable Clean City project adding 200 MW of electrical capacity in LIC.



Source: NYC Planning

EASTERN QUEENS STRATEGIC PLANNING AREA

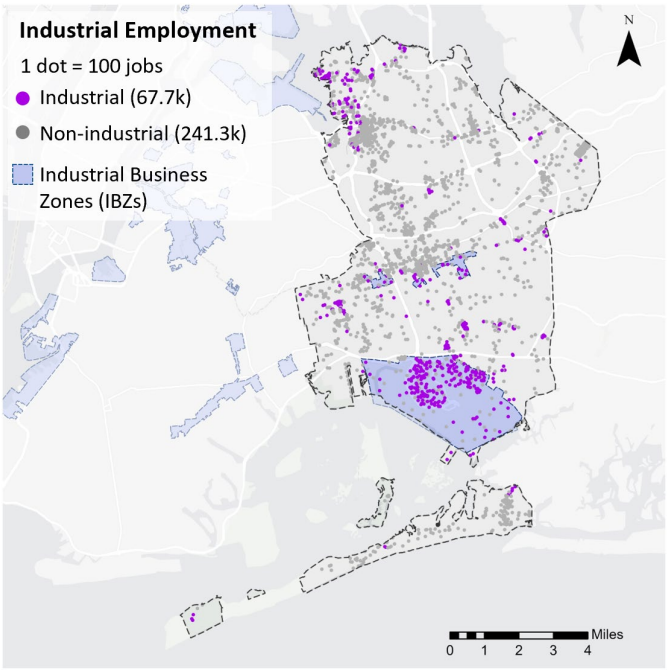
The **Eastern Queens Strategic Planning Area** covers Community Boards 7, 8, 9, 10, 11, 12, 13, and 14. This area is home to JFK Airport, the largest and busiest passenger and cargo airport in the region which moved 1.67 million tons of cargo last year. This significant industry supports considerable industrial strength in areas outside the airport in Southeast Queens. College Point also represents a significant industrial cluster anchored by large production facilities like the New York Times, large public infrastructure, and more recently large logistics facilities drawn to the strategic location along the Grand Central Parkway. Other significant clusters of smaller industrial users exist in Jamaica along the LIRR, and on the Flushing waterfront.

Growth across subsectors of industrial in Eastern Queens has been strong. Areas of College Point and JFK Gateway are particularly attractive to modern industrial investment due to their proximity to the airport, the Van Wyck Expressway and the Whitestone Expressway. Today, the area is a critical part of the city's distribution, transportation, and production economy.

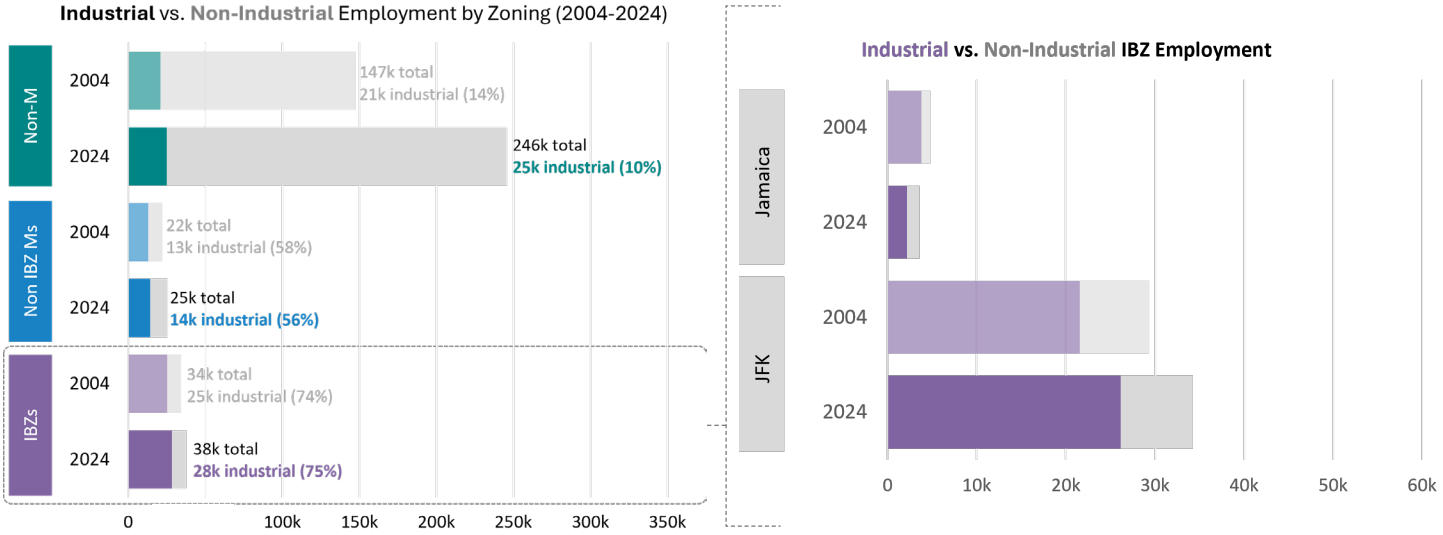
Employment

There are 67.7k industrial jobs in Eastern Queens, accounting for 22 percent of all private sector employment. 42 percent (28.3k) of industrial jobs are located within the area's two IBZs - Jamaica (2.1k) and JFK Gateway (26.2k). The industrial economy of Eastern Queens is characterized by a concentration of logistics, construction, film, and fabrication uses.

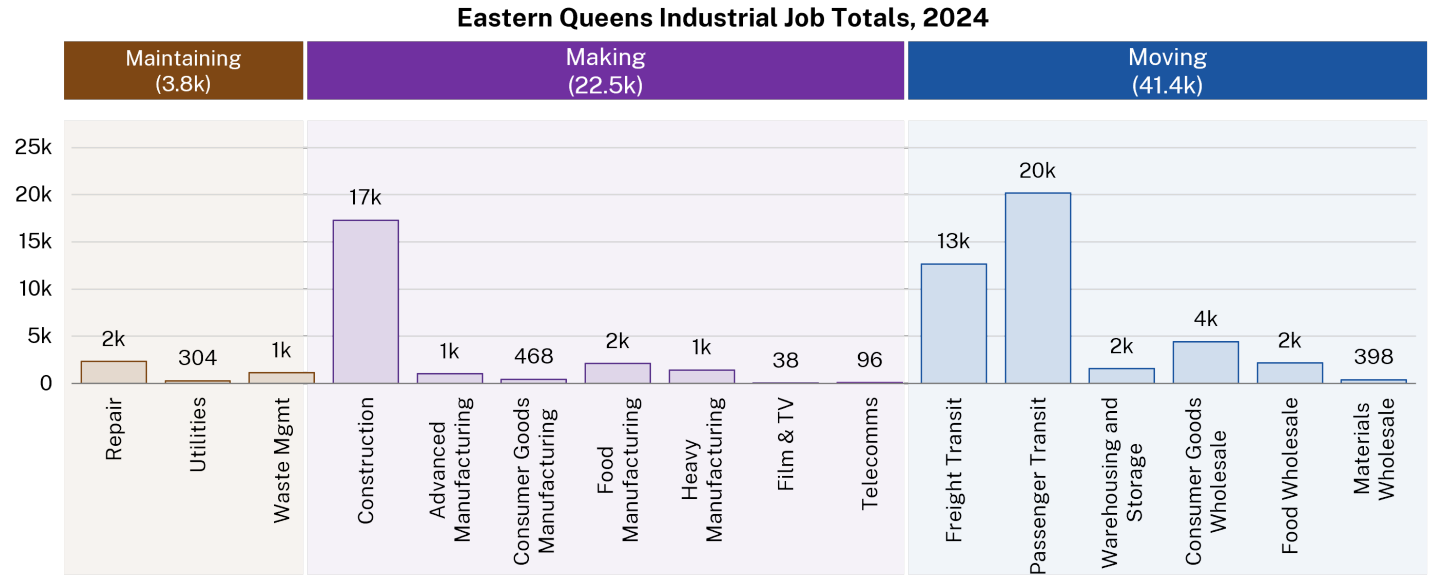
Between 2004 and 2024, industrial employment in the SPA grew by 14 percent. Job growth was driven by a growing Passenger Transit subsector (+5k), with supplementary growth in Construction (+3k), Freight Transit (+1k), Warehousing and Storage (+1k) food wholesale (+840) and Food manufacturing (+557). Job losses were concentrated in Advanced Manufacturing and Consumer Goods Manufacturing.



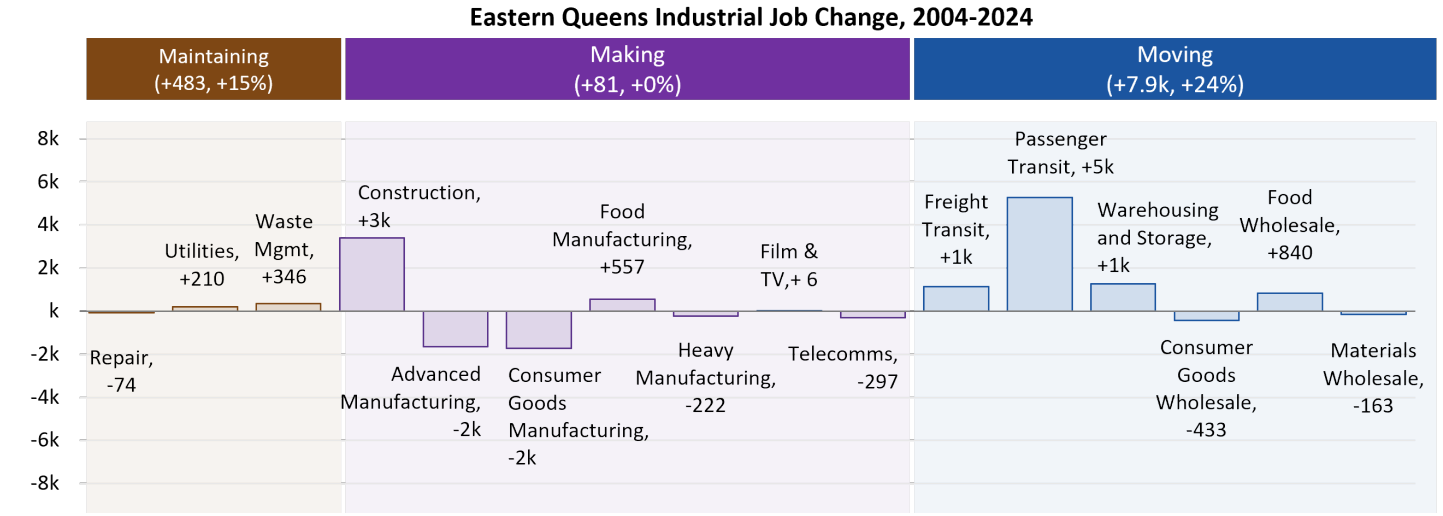
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



Source: NYS DOL QCEW, private sector, 2004, 2024



Source: NYS DOL QCEW, private sector, 2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

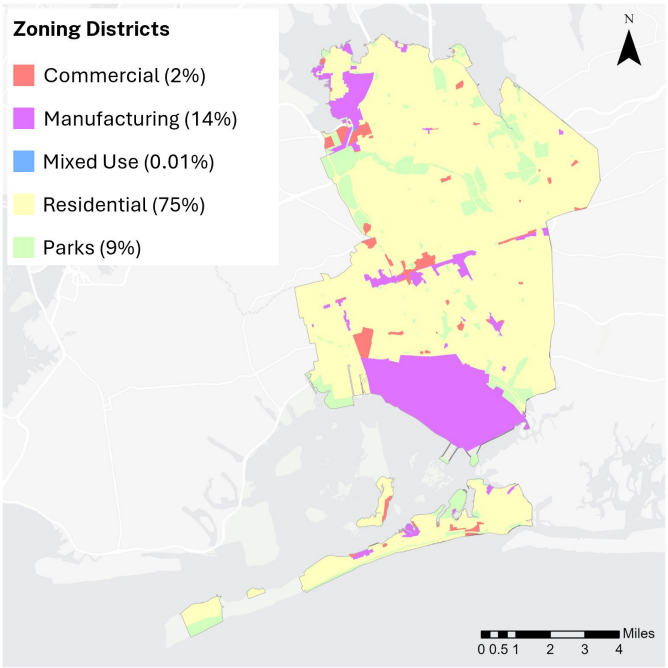
80 percent of Eastern Queens' industrial workers are men, making the Strategic Planning Area's industrial workforce more male-dominated than the city's already heavily male industrial workforce (75 percent). Eastern Queens' industrial workforce is less white than the city's as a whole (62 percent) and has a higher proportion of Black, Hispanic, and Asian workers. A smaller share of industrial workers in Eastern Queens earn more than $39,000 per year (63 percent) than the city's industrial workforce and industrial workers in Eastern Queens are also less likely to have a bachelor's degree. The age profile of Eastern Queens' industrial workforce is on par with that of the city's overall industrial workforce, with roughly 60 percent being between the ages of 30 and 54.

Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	80%	46%	76%
w/o Bachelor's Degree	62%	55%	60%
Annual Wages $39k+	63%	51%	68%
Age			
Under 30	13%	18%	16%
30 to 54	60%	55%	58%
55+	27%	27%	26%
Ethnicity			
Hispanic or Latino	25%	20%	25%
Not Hispanic or Latino	75%	80%	75%
Race			
White Alone	62%	47%	71%
Black or African American Alone	15%	24%	14%
Asian Alone	21%	26%	12%
American Indian or Alaska Native Alone	1%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.3%	0.2%	0.2%
Two or More Race Groups	2%	2%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

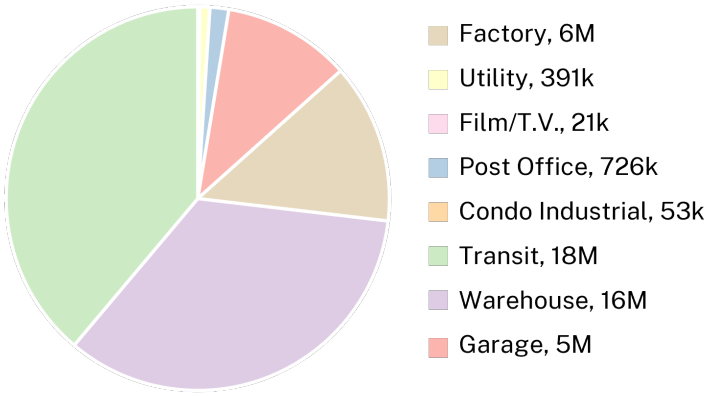
Zoning and Land Use

Eastern Queens features limited but strategically important industrial areas concentrated in College Point, Whitestone, and Springfield Gardens near JFK. The College Point Corporate Park serves as one of the borough's key industrial nodes, accommodating manufacturing, construction supply, and logistics operations that benefit from proximity to the Whitestone and Van Wyck Expressways. In Springfield Gardens, light industrial and air cargo-related uses support airport operations and regional distribution, forming an essential component of the JFK freight economy. Smaller clusters of industrial activity exist along the Long Island Railroad and major corridors such as Northern Boulevard. Overall, industrial lands account for 14 percent of zoned land in Eastern Queens host a range of critical transportation, logistics, construction, and airport support services in over 46 million sf of industrial space. Limited new industrial development has occurred in recent years, likely due to the high cost of construction relative to rents, as well as the low densities and outdated rules available under local M zones.



Source: NYC Planning Zoning District shapefiles (NYZD)

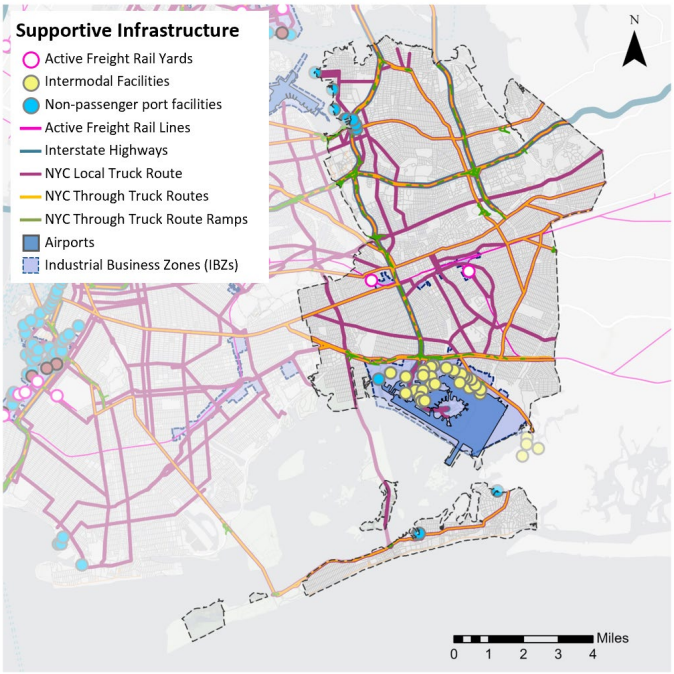
Industrial Buildings by Area (46M SF)



Source: MapPLUTO 25v2

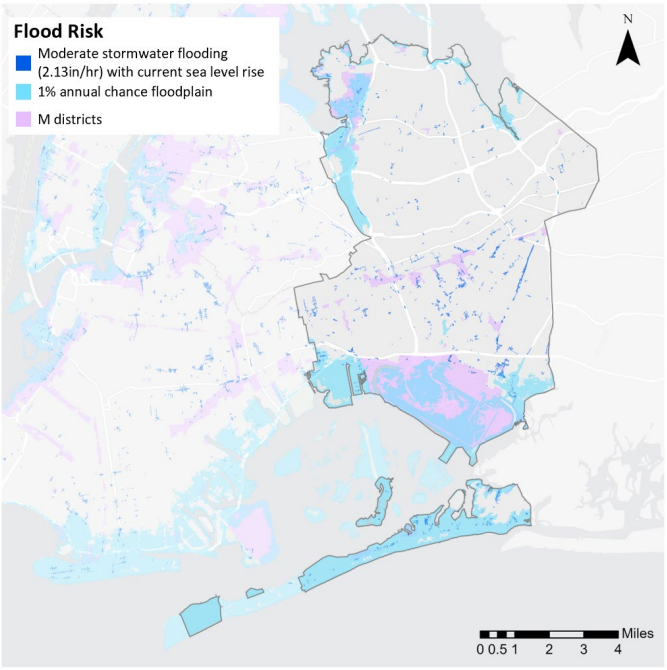
Infrastructure and Public Realm

Eastern Queens's industrial clusters sit along major highway routes, and between largely low-density residential areas in Jamaica, College Point, and surrounding JFK airport. Rising freight demand puts additional challenges on constrained highway routes in this area, resulting in ongoing major infrastructure investments including multi-billion-dollar upgrades to JFK and the Van Wyck Expressway aim to modernize critical freight connections. Throughout the area, difficult street configurations, truck congestion, and residential adjacency can cause safety and mobility challenges.

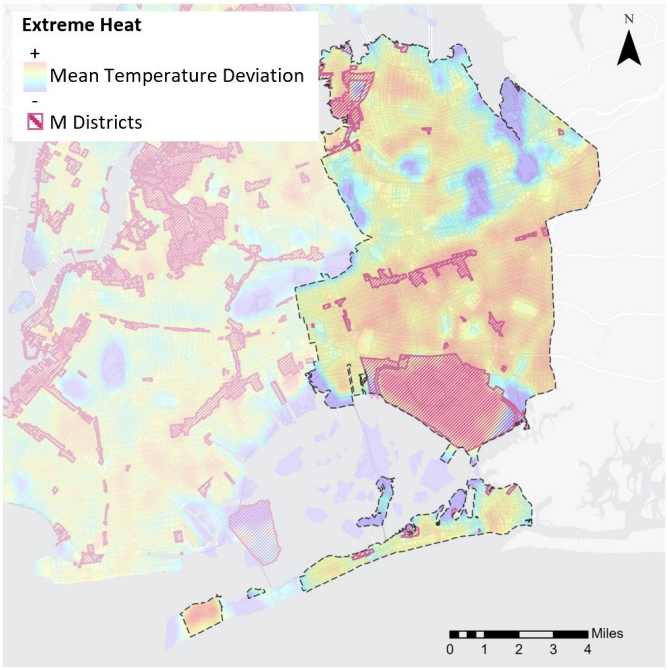


Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

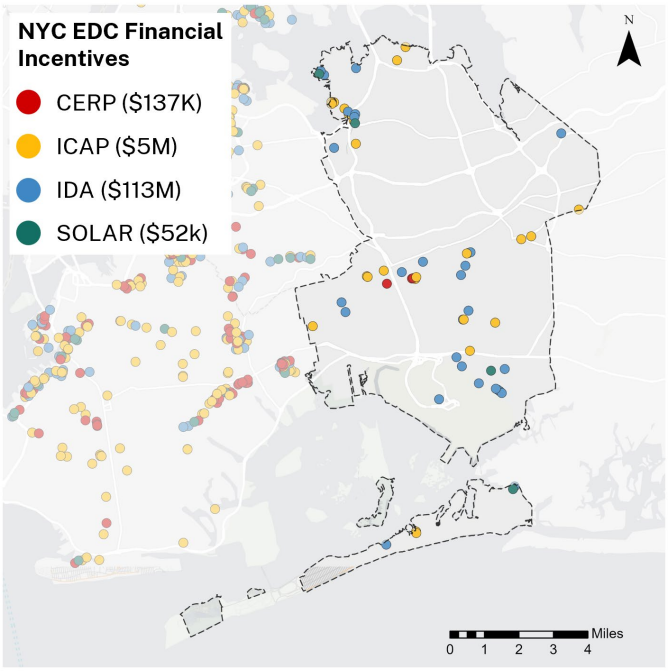


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

Coastal industrial districts such as College Point and JFK area sit within the flood plan, making them increasingly vulnerable to sea-level rise, storm surge, and coastal flooding. Inland zones like Jamaica and Flushing experience urban heat and stormwater impacts due to extensive paved surfaces and limited green infrastructure. Environmental justice concerns are most acute in Jamaica, JFK Gateway, and Flushing where industrial uses, truck traffic, and waste-handling facilities border residential neighborhoods.

City Investment in Industrial Projects

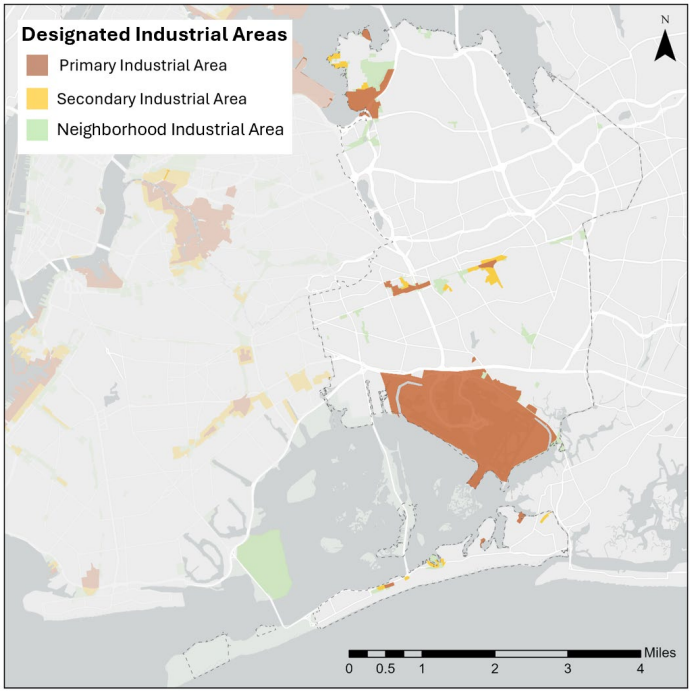
In Fiscal Year 2024, the City invested $110.9 million in 79 industrial projects across Eastern Queens through four different tax abatement programs. Approximately 95 percent of this investment ($106.4million) was made via the New York City Industrial Development Agency (IDA). The industrial projects in the Eastern Queens that received city investment through these programs were diverse in terms of building typology, consisting of warehouses, multi-tenant industrial facilities, transportation and utility infrastructure, and automotive facilities. Industrial projects received nearly two-thirds of the total investments made through these programs in Eastern Queens.



Source: NYCEDC

Local Feedback and Recommendations

- Continue to monitor industrial development within the new, higher density M zones that were mapped within the Jamaica Neighborhood Plan area.
- Continue major public and private infrastructure investment focused on climate resilience, improved mobility, and utility modernization.
- On resilience, DEP and DDC are completing over $200 million in sewer, drainage, and water-main upgrades in Whitestone and Flushing Bay to reduce flooding and modernize aging infrastructure.
- On infrastructure, finish work on the $1.9 billion Kew Gardens Interchange and Van Wyck Expressway reconstruction which will improve capacity, safety, and pedestrian connections.
- Continue the $19 billion JFK Airport redevelopment which is rebuilding the airport with new terminals and expanded roadways. The plan includes major airfield, utility, and parking improvements, creating tens of thousands of construction jobs and cementing its viability as a cargo hub.
- Additionally, support Con Edison's $1.2 billion Idlewild Project is strengthening the Southeast Queens electric grid and preparing the area for clean energy uses and EV infrastructure.
- Strengthen enforcement against illegal truck movements and overnight parking in the residential areas proximate to JFK Airport and the adjacent clusters air cargo operations.



Source: NYC Planning

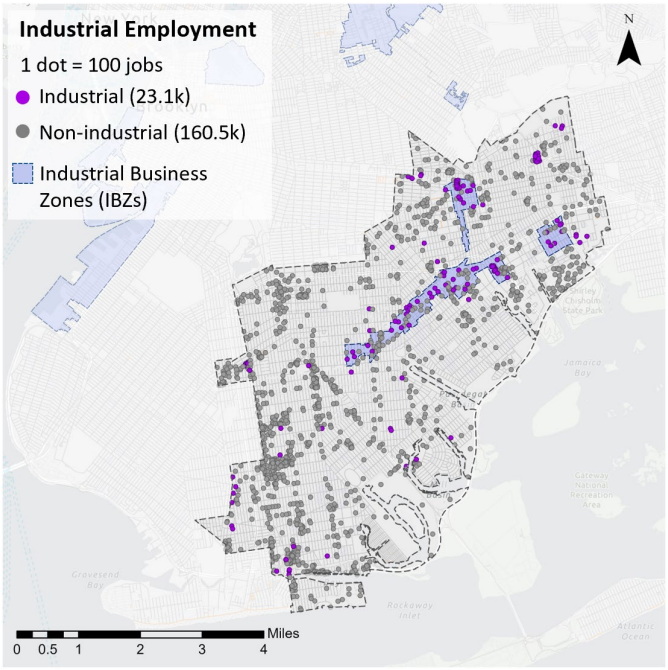
EAST BROOKLYN STRATEGIC PLANNING AREA

The **East Brooklyn Strategic Planning Area** covers Community Boards 5, 14, 15, 16, 17, and 18, serves as one of New York City's active industrial and distribution corridors. The area's industrial economy is largely centered in East New York, Canarsie, and Flatlands, within the bounds of the Industrial Business Zone boundaries. Additional public and private industrial concentrations exist along Spring Creek and to the east of Flatlands. These districts support logistics, construction supply, and food distribution businesses that serve both local and regional markets. Eastern Brooklyn's location between JFK Airport, Inner Brooklyn and Manhattan have made it increasingly attractive for last-mile delivery and e-commerce operations. At the same time, older industrial areas face pressure from residential growth, antiquated building supply, and limited highway connectivity. Despite issues around truck access, East Brooklyn remains a viable industrial district attracting new distribution uses due to its links to regional freight networks with neighborhood-scale commerce.

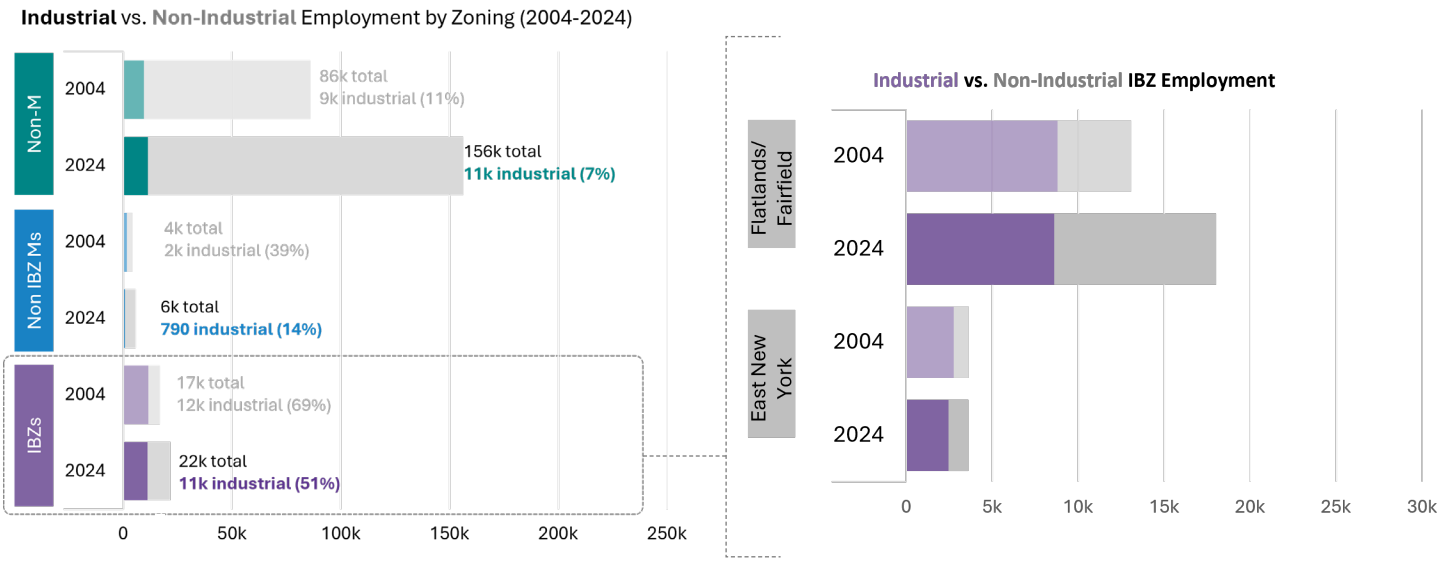
Employment

There are 23.1k industrial jobs in Eastern Brooklyn, accounting for 13 percent of all private sector employment. 48 percent (11k) of industrial jobs are located within the area's two IBZs – East New York (CBs 5 and 16) and Flatlands-Fairfield (CBs 5 and 18). The industrial economy of Eastern Brooklyn is characterized by a concentration of logistics, construction, film, and fabrication uses, with employment in making establishments accounting for 37 percent of all industrial employment.

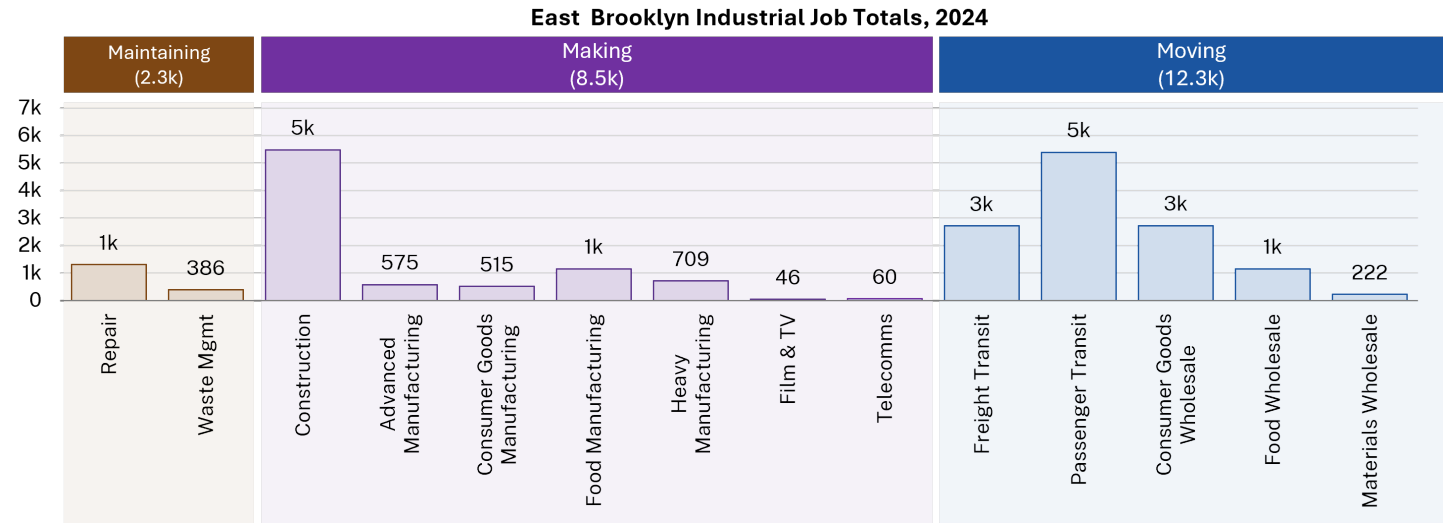
Between 2004 and 2024, industrial employment in the SPA increased by 2 percent (+470). Losses were concentrated in the making sector (-21 percent or –2.3k), led by a decline in all manufacturing-related subsectors. Construction saw the most employment growth of any making subsector (+924), while Advanced Manufacturing saw the greatest decline (-1k). Employment in the Moving sector expanded by 20 percent (+2k), with Passenger and Freight Transit driving much of this growth. Employment in East Brooklyn's Maintaining sector grew significantly over this period, adding approximately 750 jobs (+50 percent).



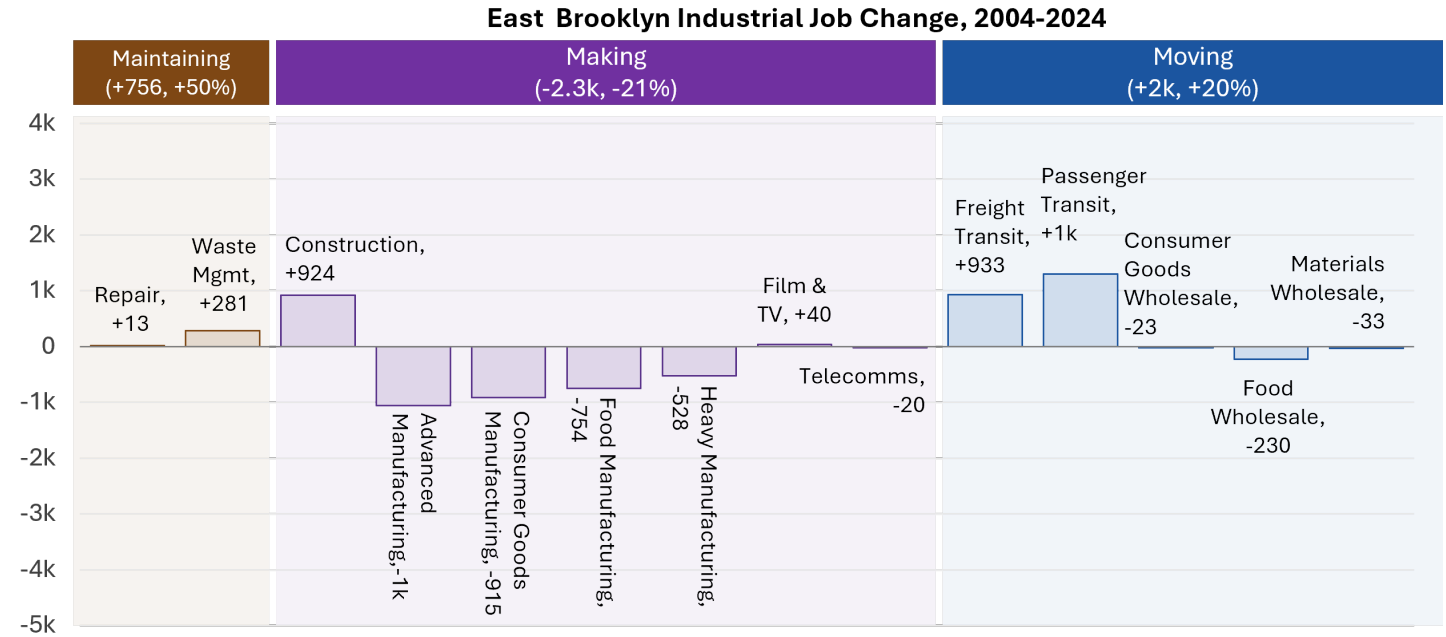
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



Source: NYS DOL QCEW, private sector, 2004, 2024



Source: NYS DOL QCEW, private sector, 2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

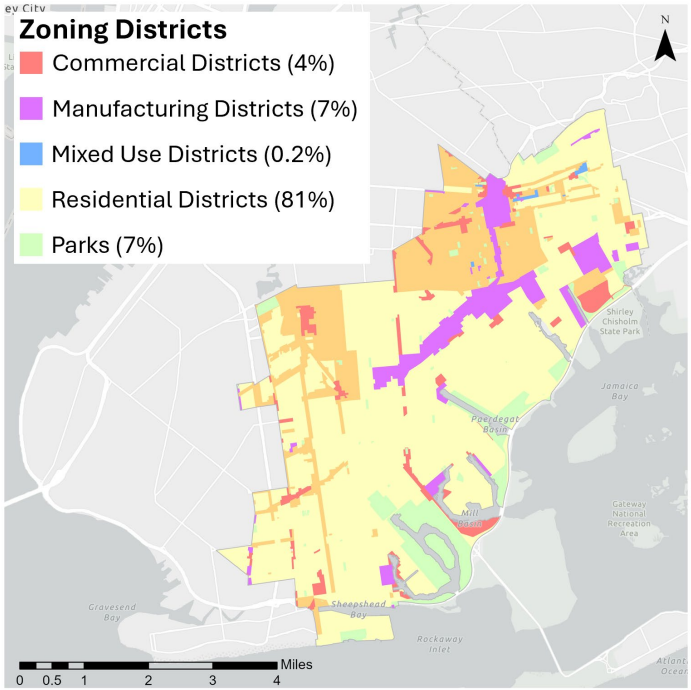
78 percent of East Brooklyn's industrial workers are men, making the Strategic Planning Area's industrial workforce slightly more male-dominated than the city's already heavily male industrial workforce (75 percent). East Brooklyn's industrial workforce is less white than the city's as a whole (66 percent) but has a higher proportion of Black workers (20 percent). Just over half of industrial workers in East Brooklyn earn more than $39,000 per year, a notably smaller share than the citywide figure (68 percent). The age and educational attainment profile of East Brooklyn's industrial workforce are on par with that of the city's overall industrial workforce.

Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	78%	38%	76%
w/o Bachelor's Degree	61%	57%	60%
Annual Wages $39k+	56%	42%	68%
Age			
Under 30	15%	17%	16%
30 to 54	56%	54%	58%
55+	29%	28%	26%
Ethnicity			
Hispanic or Latino	22%	22%	25%
Not Hispanic or Latino	78%	78%	75%
Race			
White Alone	66%	55%	71%
Black or African American Alone	20%	30%	14%
Asian Alone	11%	13%	12%
American Indian or Alaska Native Alone	1%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.3%	0.2%	0.2%
Two or More Race Groups	2%	2%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

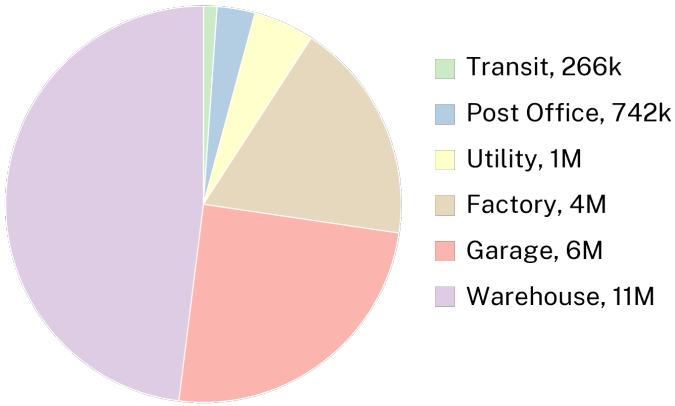
Zoning and Land Use

East Brooklyn is largely defined by middle to high density residential use but also contain large tracts of industrial areas. 7 percent of East Brooklyn is zoned for Manufacturing, most of those zones in East New York, Canarsie, and Flatlands. Industrial activity is concentrated in the area's two Industrial Business Zones, where manufacturing, construction, and logistics firms operate along major corridors such as Atlantic Avenue, Linden Boulevard, and the Bay Ridge Branch. The area's proximity to JFK supports significant trucking and distribution activity, with emerging warehouse redevelopment catering to e-commerce and regional supply chains. Along the waterfront in Canarsie and Bergen Beach, small clusters remain of maritime, storage, and auto-repair. While residential and mixed-use development pressures are increasing and truck access is a challenge, East Brooklyn remains a viable base for industrial employment, goods movement, and construction-related businesses serving the broader city.



Source: NYC Planning Zoning District shapefiles (NYZD)

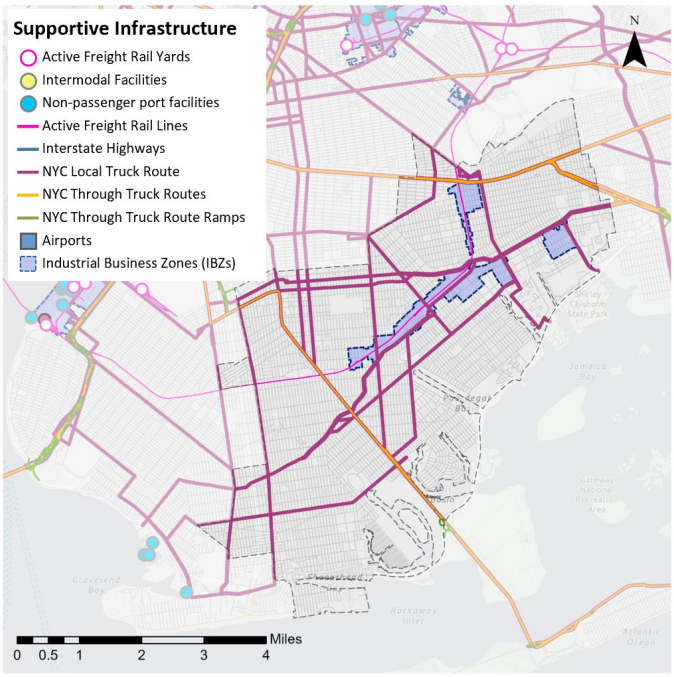
Industrial Buildings by Area (24M SF)



Source: MapPLUTO 25v2

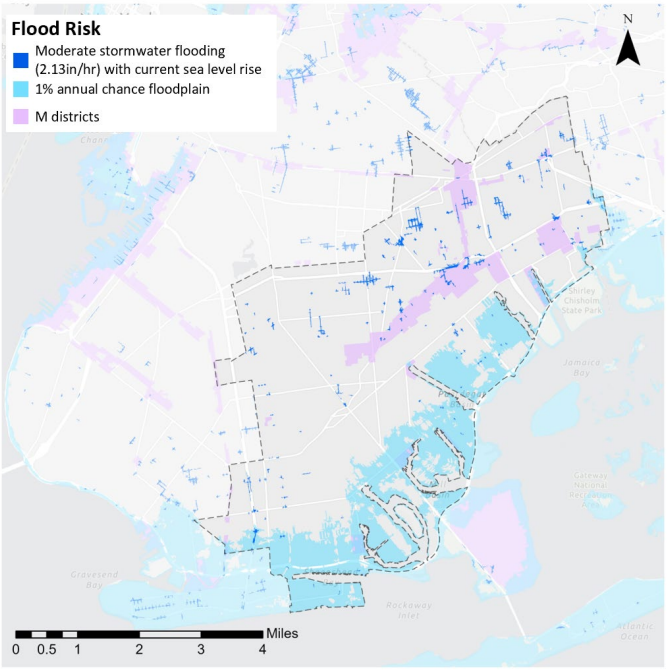
Infrastructure and Public Realm

Eastern Brooklyn is home to industrial corridors concentrated in East New York, Canarsie and Flatlands. The area's transportation infrastructure includes aging roadways, limited subway access, and extensive bus networks. Major commercial and freight routes like Atlantic Avenue, Linden Boulevard, Flatbush Avenue, and Kings Highway experience congestion, safety challenges, and infrastructure strain. The area is not directly connected to any interstate highway which poses a major challenge for freight-based businesses. Industrial zones continue to serve as key employment centers but are constrained by outdated utilities, limited truck management, and underdeveloped public spaces.

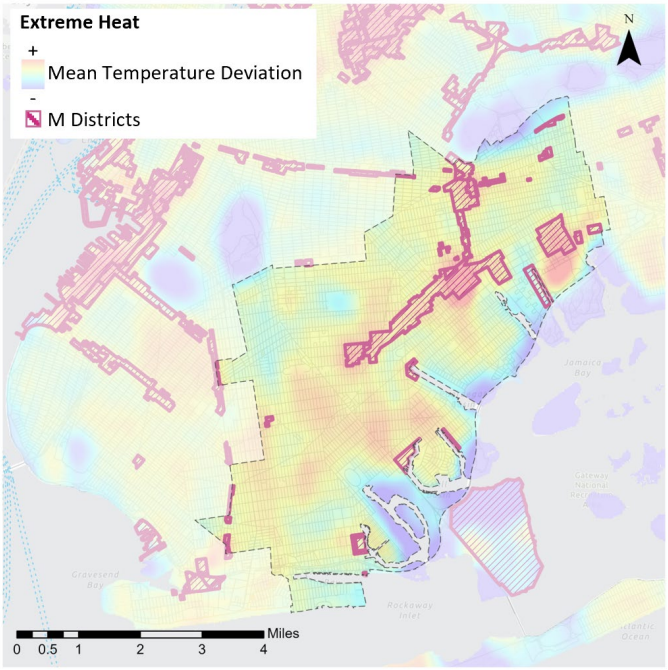


Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

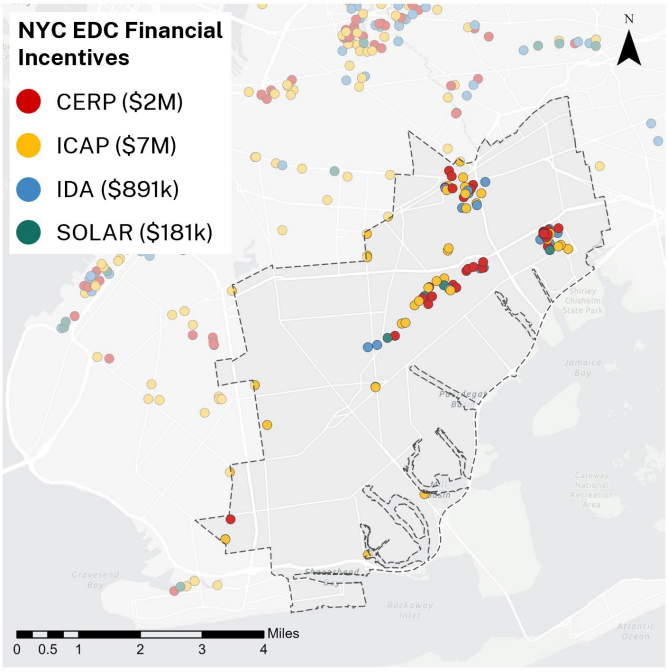


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

Industrial areas in Eastern Brooklyn face significant environmental pressures from both climate and land-use factors. Low laying areas like Canarsie, Flatlands, and Mill Basin are increasingly exposed to coastal flooding, storm surge, and sea-level rise, while inland zones such as East New York, Brownsville, Canarsie, and East Flatbush experience heat vulnerability and stormwater runoff due to dense development and extensive impervious surfaces. Truck traffic, industrial emissions, and legacy contamination near residential areas exacerbate environmental justice concerns throughout the area. Addressing these challenges requires coordinated investments in resilient waterfront and streetscape infrastructure, fleet electrification, new charging infrastructure, stormwater management, and transit access to strengthen both environmental and community health.

City Investment in Industrial Projects

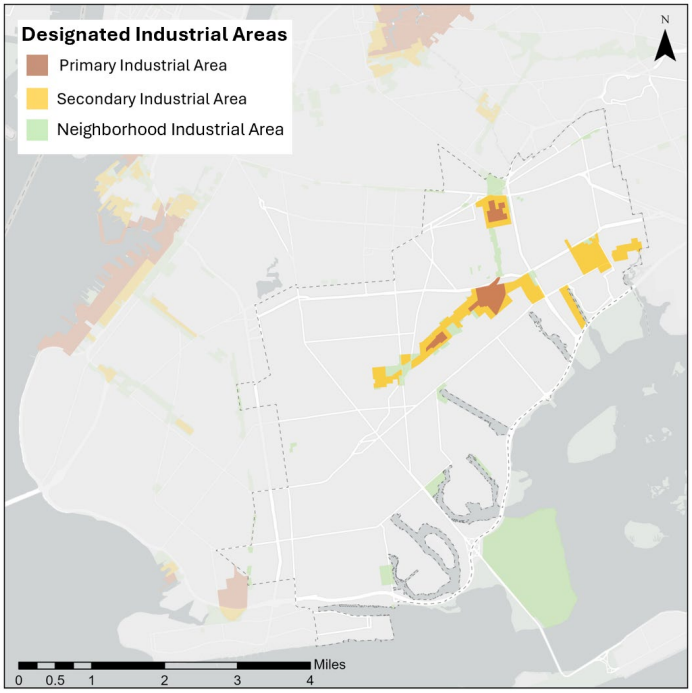
In Fiscal Year 2024, the City invested $10 million in 94 industrial projects across East Brooklyn through four different tax abatement programs. Nearly three quarters of this investment ($7.4 million) was made via the Industrial & Commercial Abatement Program (ICAP). Roughly half of the industrial projects in the East Brooklyn that received city investment through these programs were warehouses. Industrial projects received approximately a quarter of the total investments made through these programs in East Brooklyn.



Source: NYCEDC

Local Feedback and Recommendations

- Advance coordinated planning to guide balanced industrial and residential growth in areas such as East New York and Canarsie, including modern zoning that supports logistics, light manufacturing, and clean industry.
- Continue major public and private infrastructure investments focused on climate resilience, mobility, and utility modernization across the district.
- DEP and DDC should prioritize coastal protection and stormwater management projects in Canarsie, Marine Park, and Mill Basin, including drainage upgrades and green infrastructure to reduce chronic flooding.
- Improve key transportation corridors such as Linden Boulevard, Flatbush Avenue, and Kings Highway to enhance safety, freight mobility, and access to jobs.
- Advance the implementation of the Jewel Streets Neighborhood Plan, which seeks to address urgent infrastructure needs and lay the foundation for a more resilient and connected neighborhood.
- Support modernization of industrial and warehouse areas in East New York and Canarsie to strengthen their role in the city's goods movement and local employment economy.
- Expand Con Edison and NYSERDA investments to upgrade Eastern Brooklyn's electric grid and support clean energy uses, EV infrastructure, and building decarbonization.



Source: NYC Planning

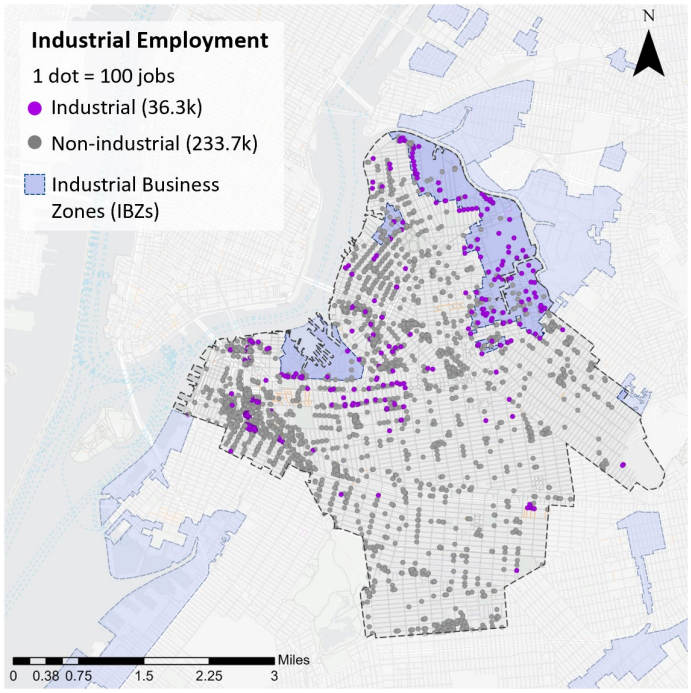
NORTH BROOKLYN STRATEGIC PLANNING AREA

The **North Brooklyn Strategic Planning Area** covers Community Boards 1, 2, 3, 4, 8, and 9. North Brooklyn is one of the city's most dynamic and evolving centers of industrial and creative production. Industrial activity is centered in the industrial districts of North Brooklyn, Greenpoint, East Williamsburg, and the Brooklyn Navy Yard which host a busy ecosystem of manufacturing, construction supply, logistics, Film & TV, and creative fabrication businesses. Smaller industrial clusters are present in Wallabout and Crown Heights which are largely centered on construction supply, light production and auto repair. North Brooklyn's proximity to Manhattan, major bridges, Newtown Creek, the BQE and its legacy as an industrial area have made it a major industrial district. While land use conflicts with a growing population center, environmental concerns, and rising costs challenge long-term industrial retention, the area remains vital to the city's goods movement, maker, and creative economy.

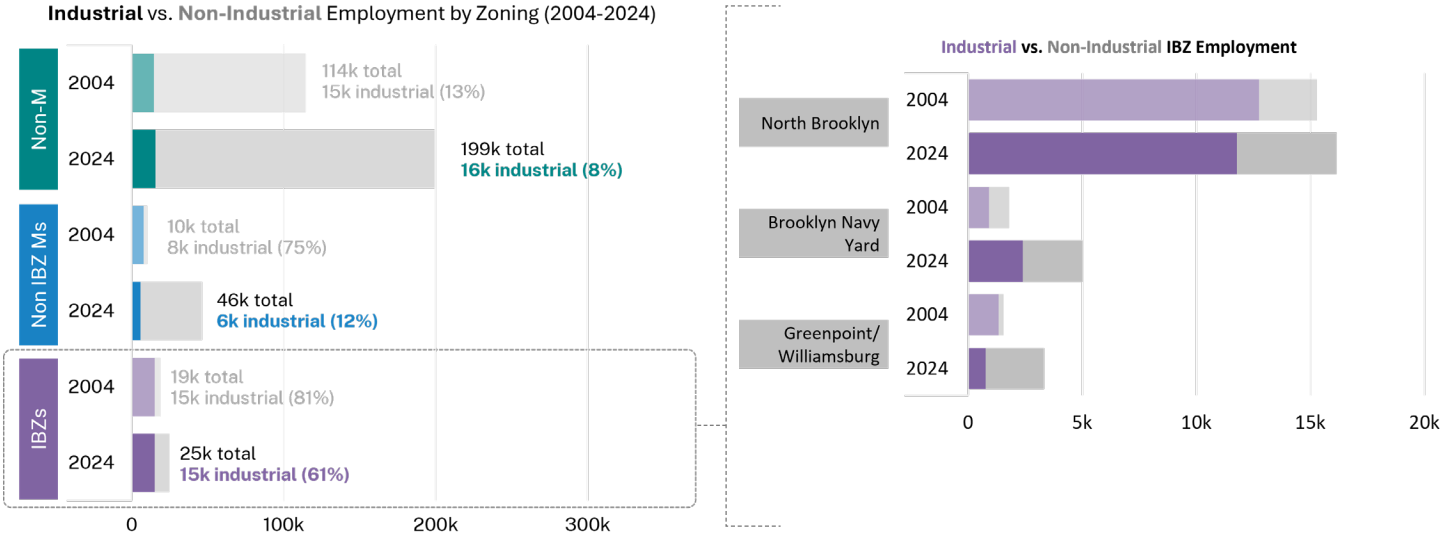
Employment

There are 37k industrial jobs in North Brooklyn, accounting for 14 percent of all private sector employment. 40 percent (15k) of industrial jobs are located within the area's three IBZs – North Brooklyn (11.7k), Greenpoint-Williamsburg (768), and Brooklyn Navy Yard (2.4k). The industrial economy of North Brooklyn is characterized by a concentration of logistics, construction, film, and fabrication uses.

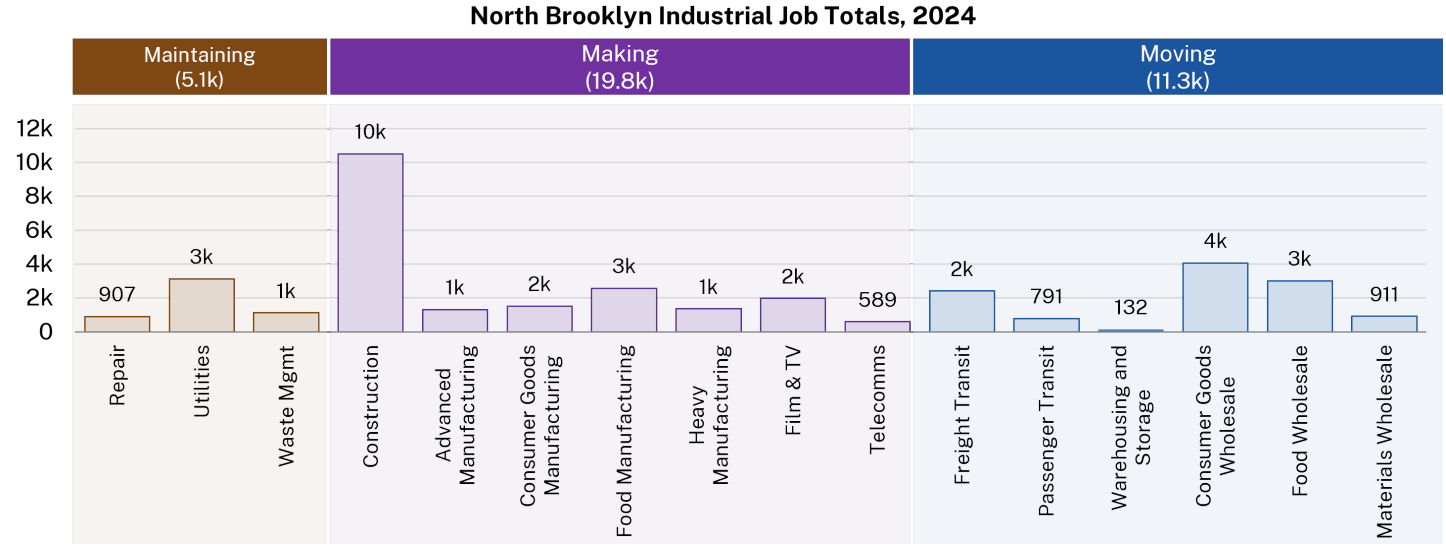
Between 2004 and 2024, industrial employment in the SPA decreased by 3 percent. Losses were concentrated in Advanced manufacturing (-2k), Consumer Goods manufacturing (-3k) and heavy manufacturing (-2k) while Film and TV (+2k) and Construction (+3k) experienced considerable gains. Pattens of industrial employment have varied widely across the area: the Brooklyn Navy Yard, with the assistance of public investment, more than doubled industrial employment, the North Brooklyn IBZ remained relatively stable, and the Greenpoint Williamsburg IBZ lost industrial employment while more than doubling non-industrial employment.



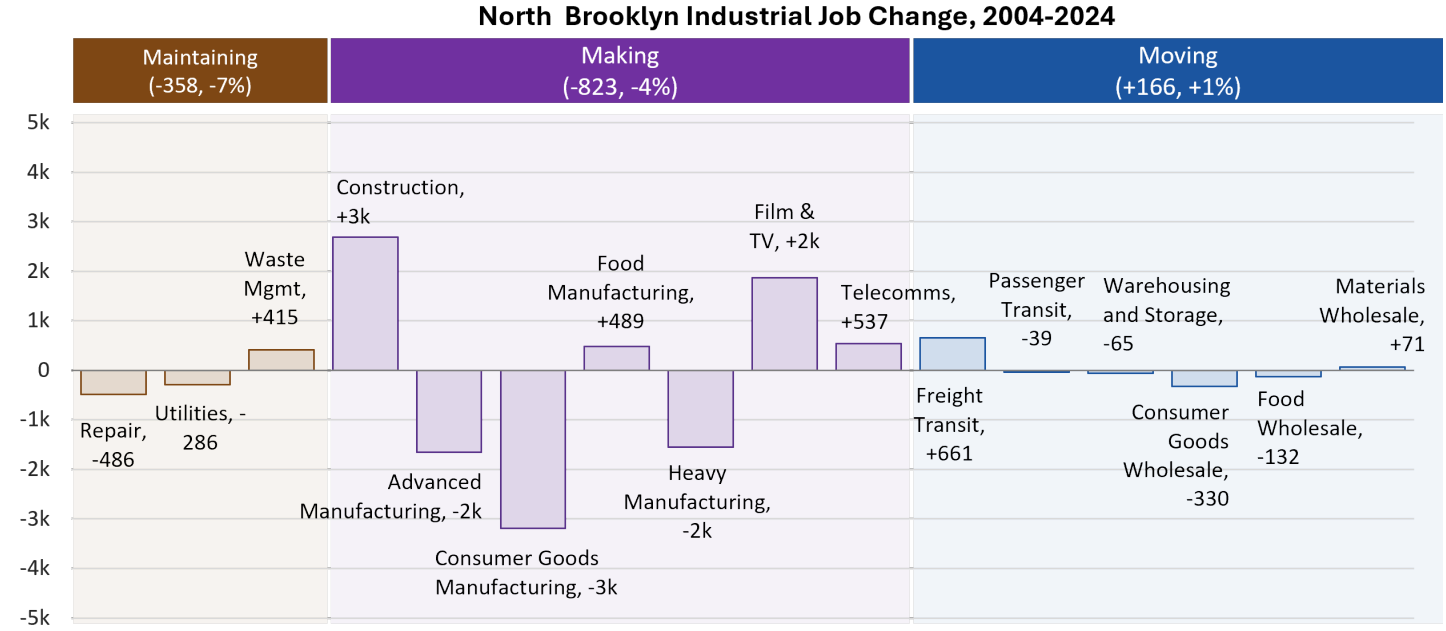
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



Source: NYS DOL QCEW, private sector, 2004, 2024



Source: NYS DOL QCEW, private sector, 2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

72 percent of North Brooklyn's industrial workers are men, making the Strategic Planning Area's industrial workforce slightly less male dominated than the city's overall (75 percent). North Brooklyn's industrial workforce largely mirrors that of the rest of the city in terms of racial and ethnic composition as well as educational attainment. North Brooklyn's industrial workers typically have lower earnings than their counterparts elsewhere in the city, with just 60 percent of North Brooklyn's industrial workers earning over $39,000 per year. The age and educational attainment profile of North Brooklyn's industrial workforce are on par with that of the city's overall industrial workforce.

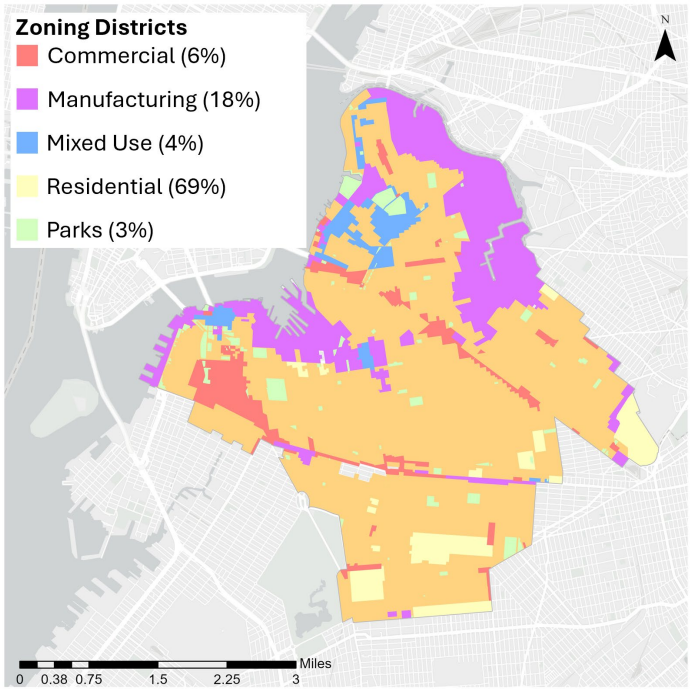
Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	72%	50%	76%
w/o Bachelor's Degree	60%	55%	60%
Annual Wages $39k+	62%	59%	68%
Age			
Under 30	18%	20%	16%
30 to 54	57%	57%	58%
55+	25%	24%	26%
Ethnicity			
Hispanic or Latino	24%	22%	25%
Not Hispanic or Latino	76%	78%	75%
Race			
White Alone	71%	55%	71%
Black or African American Alone	13%	30%	14%
Asian Alone	13%	11%	12%
American Indian or Alaska Native Alone	1%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.2%	0.2%	0.2%
Two or More Race Groups	2%	2%	2%

Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

Zoning and Land Use

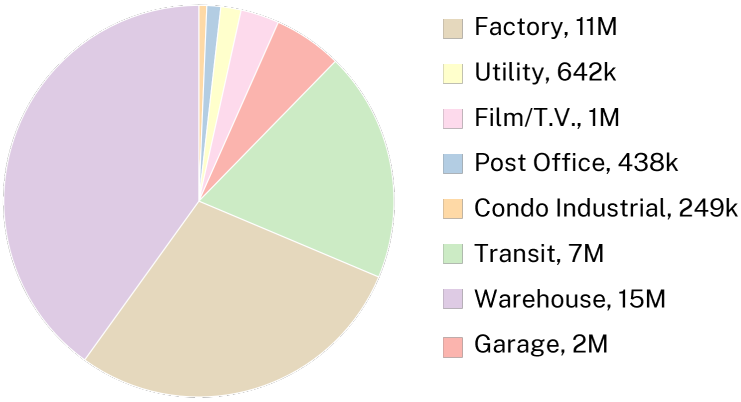
North Brooklyn is a densely populated and rapidly growing part of the city. High density residential zones directly abut legacy and high intensity industrial districts. 2,000 acres of North Brooklyn are zoned Manufacturing, representing 18 percent of the area. Industrial zones in this strategic planning area are concentrated in two large clusters - one along the East River at the Brooklyn Navy Yard campus and the other along Newtown Creek most of which is inside the North Brooklyn IBZ. The Queens side of Newtown Creek hosts the Maspeth and Long Island City IBZs, making the Newtown Creek area one of the largest contiguous industrial areas in the city. These zones host a mix of legacy and transitioning industrial activities that play a key role in the city's production and distribution economy. The presence of the BQE, freight rail and active industrial maritime frontage drive industrial activity in this geography. The presence of significant residential zones proximate to these industrial areas has served as an engine for construction, Film & TV, creative production, and food production activity.

In addition, 369 acres (4 percent of area) is zoned MX, predominantly in Greenpoint and Williamsburg, representing the largest MX cluster in the city. Several buildings in the Greenpoint Williamsburg IBZ area have been constructed via an "Industrial Business Incentive Area" zoning which incentivizes the creation of new industrial space in mixed buildings by linking additional non-industrial floor area to the provision of industrial space.



Source: NYC Planning Zoning District shapefiles (NYZD)

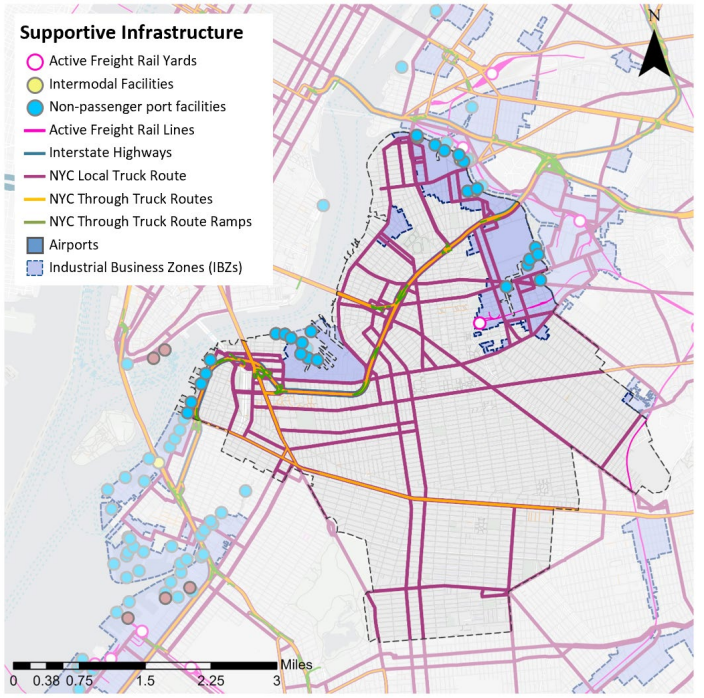
Industrial Buildings by Area (38m SF)



Source: MapPLUTO 25v2

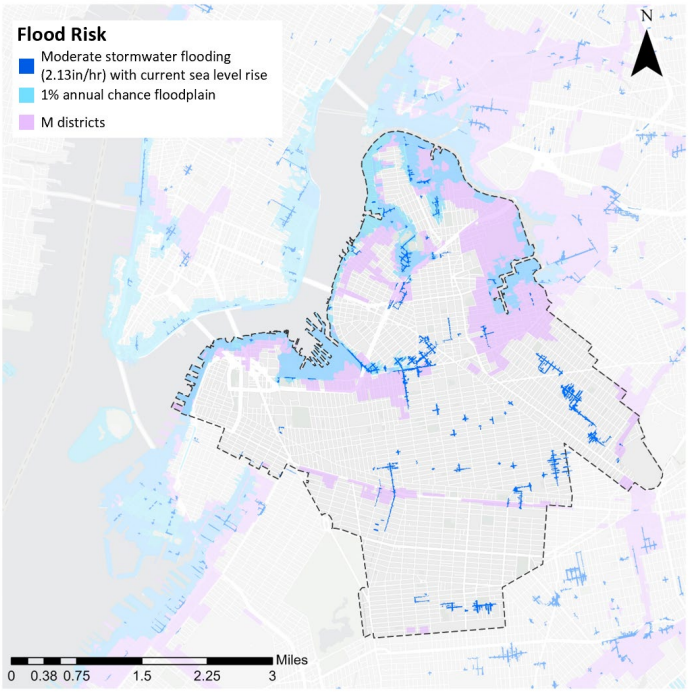
Infrastructure and Public Realm

North Brooklyn contains dense mixed-use neighborhoods alongside legacy and transitioning industrial districts. Industrial areas in the North Brooklyn and Brooklyn Navy Yard IBZs have rail, maritime and interstate highway access. Greenpoint-Williamsburg and other clusters of industrial are more constrained by limited interstate highway access and struggle with truck route constraints. Road conditions vary in industrial areas and maintenance challenges are common particularly in less trafficked areas. Public investments including cleaning Newtown Creek, improving waterfront access, and modernizing truck routes all aim to improve resilience, environmental quality, and the public realm. Continued coordination between industrial operations and surrounding neighborhoods is essential to sustain greater North Brooklyn's role as both a production hub and an area of substantial population growth.

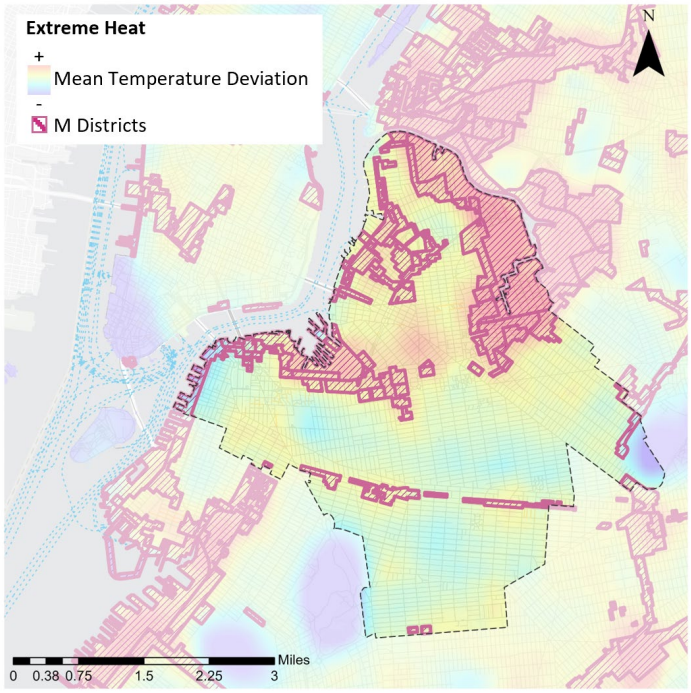


Source: NYC Planning

Environmental Conditions



Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

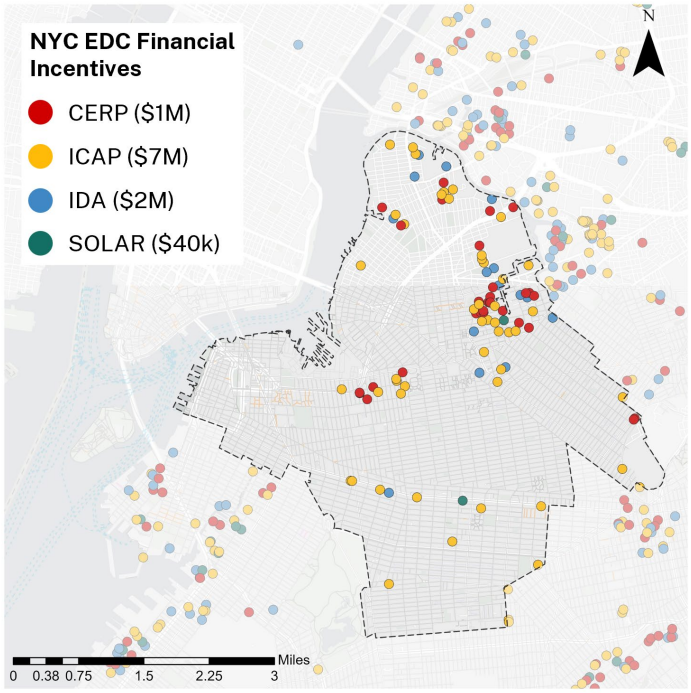


Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

Industrial zones in North Brooklyn face significant environmental pressures. Waterfront areas along Newtown Creek and the East River are vulnerable to tidal flooding, storm surge, and sea-level rise. Legacy contamination, limited green infrastructure, and poor drainage exacerbate stormwater and heat risks in former industrial sites. Heavy truck traffic, air pollution, and proximity to residential areas create environmental justice concerns, particularly in East Williamsburg, Greenpoint, and Bushwick. Strengthening stormwater management, improving air quality, and expanding green and waterfront infrastructure are critical to enhancing resilience and environmental health across industrial corridors.

City Investment in Industrial Projects

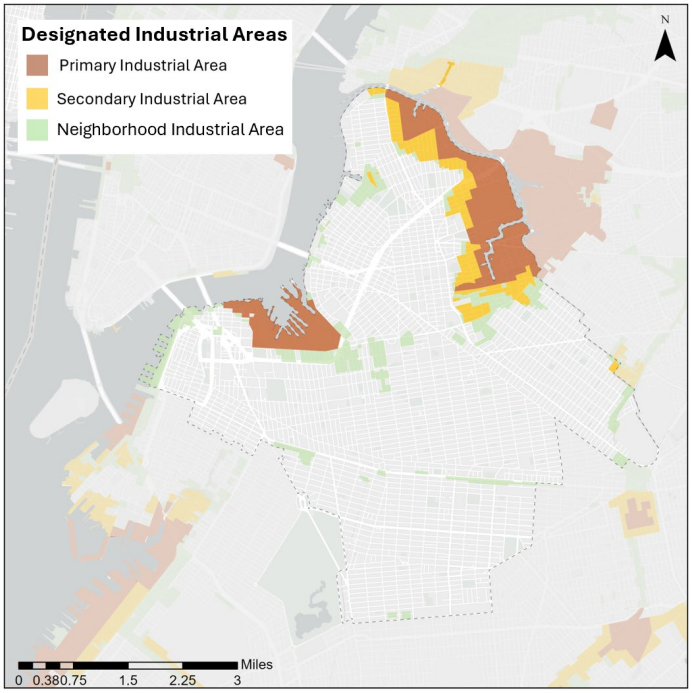
In Fiscal Year 2024, the City invested $10.5 million in 99 industrial projects across North Brooklyn through four different tax abatement programs. Nearly two thirds of this investment ($6.7 million) was made via the Industrial & Commercial Abatement Program (ICAP). Like other Strategic Planning Areas in Brooklyn, approximately half of the industrial projects in the North Brooklyn that received city investment through these programs were warehouses, However, North Brooklyn also witnessed significant City investment in film and television production facilities. Industrial projects received just over 10 percent of the total investments made through these programs in North Brooklyn.



Source: NYCEDC

Local Feedback and Recommendations

- Continue cleanup of the Newtown Creek Superfund site's East Branch multi-year federal remediation program to remove industrial contamination along the waterway.
- Finish and explore other opportunities like the Gateway to Greenpoint green infrastructure and flood-resilience project. The DEP funded program will reduce local flooding, improve water quality, and create resilient open space in Greenpoint.
- Support the DEP Newtown Creek Wastewater Resource Recovery Facility upgrade and modernization to expand treatment capacity and convert waste streams into energy.
- DOT to complete the reconstruction of the Grand Street Bridge and the rehabilitation of the Williamsburg Bridge.
- Explore updating and advancing recommendations of the North Brooklyn Industry and Innovation Plan
- Coordinate with Evergreen and other local stakeholders on ongoing planning efforts in the Greenpoint/Williamsburg IBZ area
- Maintain support for Brooklyn Navy Yard as work continues resiliency and capital upgrades to its campus.



Source: NYC Planning

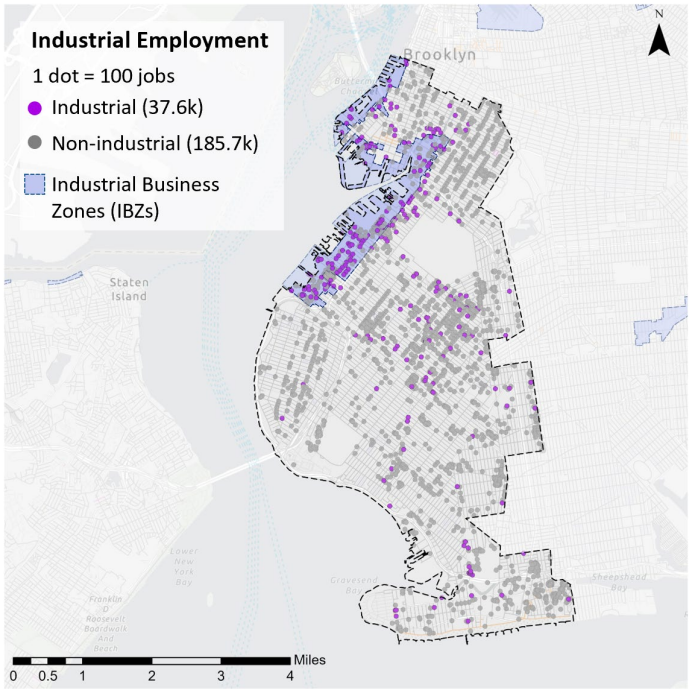
SOUTH BROOKLYN STRATEGIC PLANNING AREA

The **South Brooklyn Strategic Planning Area** covers Community Boards 6, 7, 10, 11, and 13. South Brooklyn is one of New York City's key maritime, production and distribution hubs. The area's industrial economy is anchored by clusters in Sunset Park, Red Hook, and Gowanus, concentrations in Coney Island, Gravesend, along the Bay Ridge Branch, and southern Borough Park. These districts support logistics, food distribution, manufacturing, and construction supply businesses that serve both local and regional markets. South Brooklyn's location adjacent to the Brooklyn working waterfront, the Verrazzano-Narrows Bridge, the BQE, and the Bay Ridge Branch has made it historically attractive for maritime, production, utilities, and e-commerce operations. Despite pressures from flooding risk, residential encroachment, and aging infrastructure South Brooklyn remains an area of the city with a large and robust industrial economy. The presence of large EDC and other private investments in the area are intended to further cement the area's identity as a maritime, innovation, green energy and light production center.

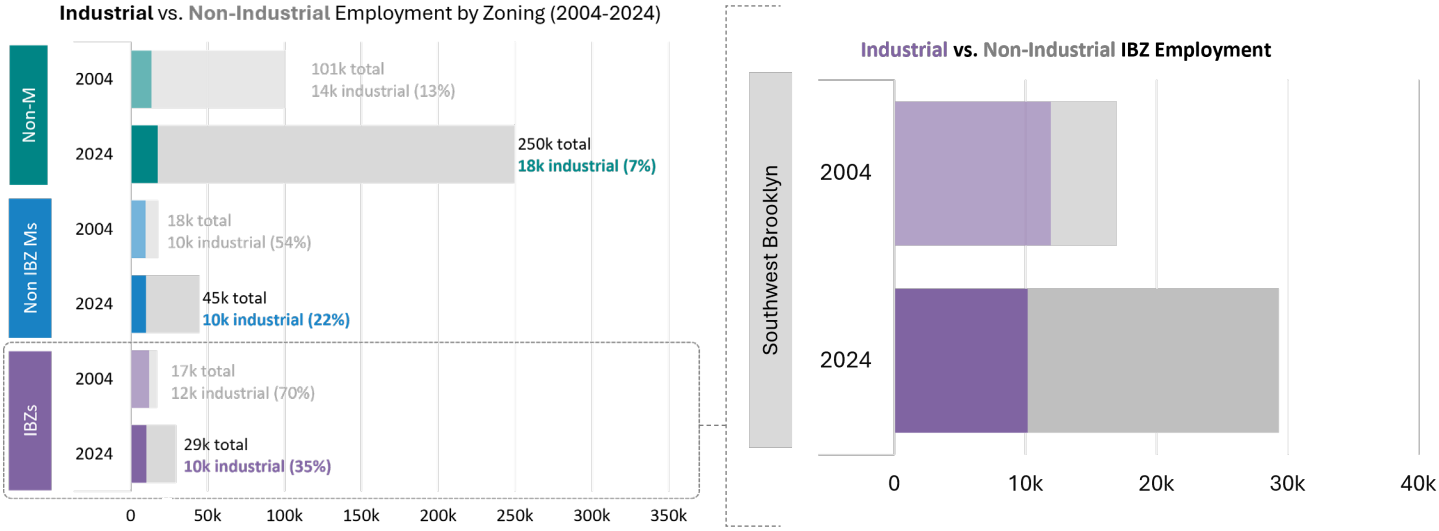
Employment

There are 37.6k industrial jobs in South Brooklyn, accounting for 17 percent of all private sector employment. 56 percent (10k) of industrial jobs are located within the area's IBZ – Southwest Brooklyn. The industrial economy of South Brooklyn is characterized by a concentration of logistics, construction, film, and fabrication uses.

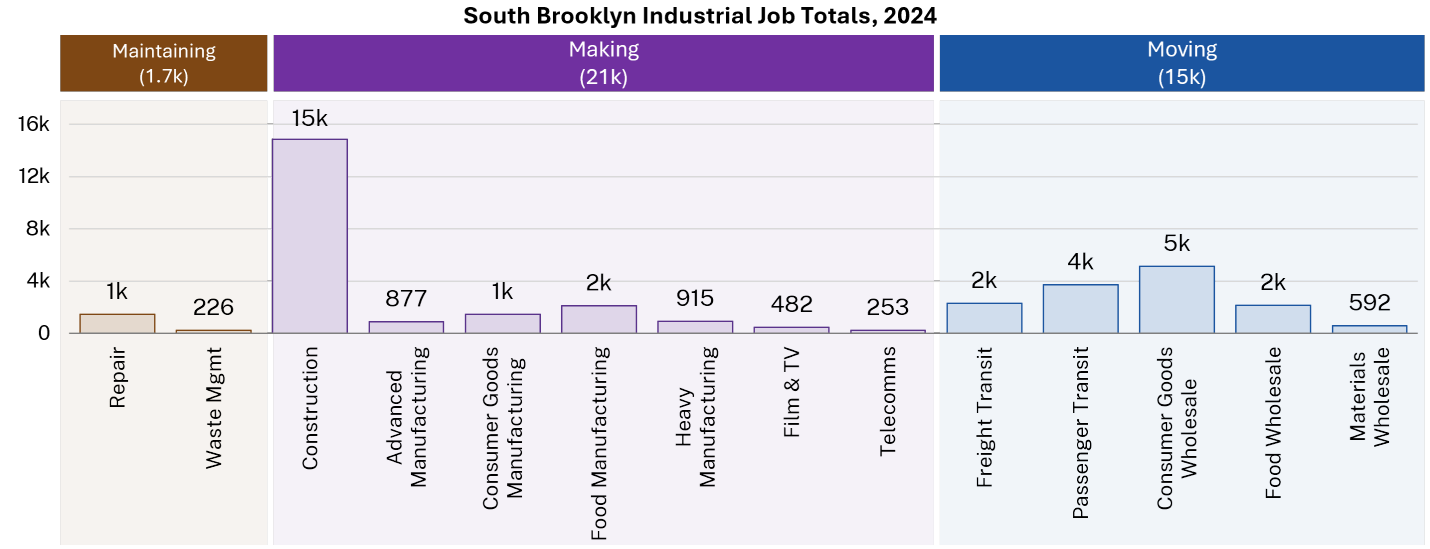
Between 2004 and 2024, industrial employment in South Brooklyn expanded by 2.5k jobs (+7 percent). Significant growth was experienced in construction (+6.6k) and freight transit (+943). Manufacturing employment declined significantly over this period, driven by a loss of approximately 4,000 Consumer Goods Manufacturing jobs. However, certain making subsectors witnessed gains, such as Food Manufacturing (+277 jobs or +15 percent) and Film & Television Production (+372 or +338 percent).



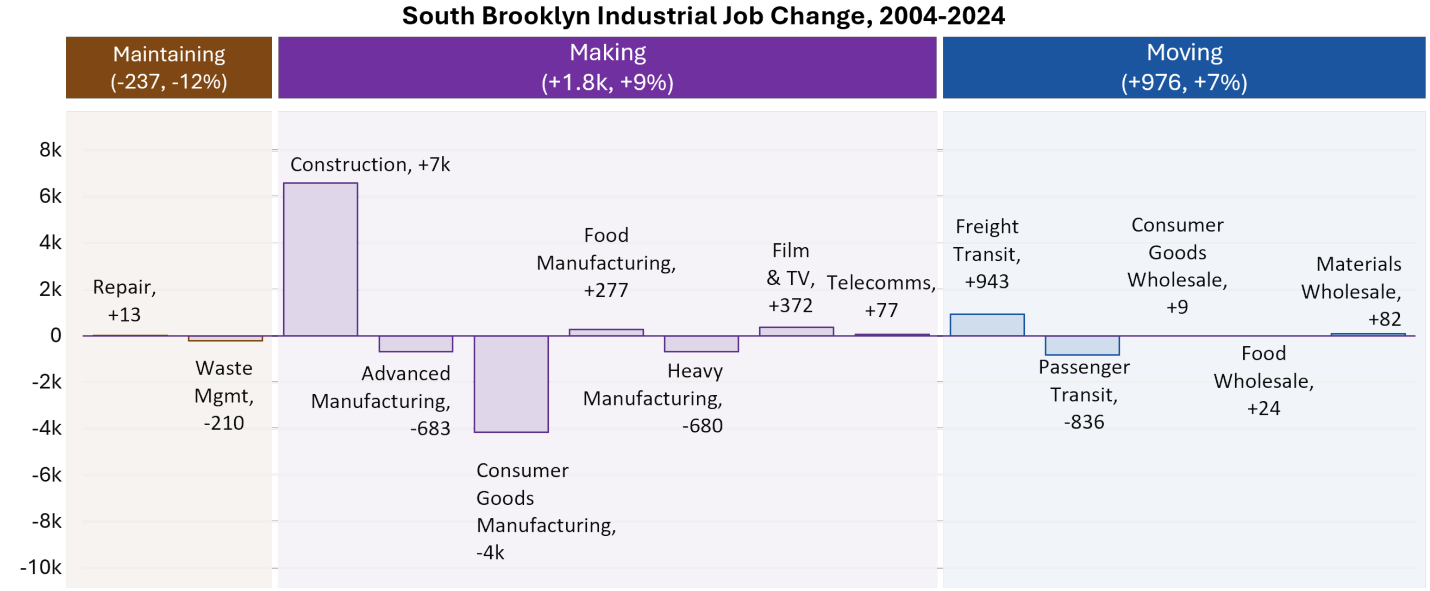
Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics 2022



Source: NYS DOL QCEW, private sector, 2004, 2024



Source: NYS DOL QCEW, private sector, 2024



Source: NYS DOL QCEW, private sector, 2004, 2024

Workforce

74 percent of South Brooklyn's industrial workers are men, giving the Strategic Planning Area's industrial workforce a similar gender profile to the city's (75 percent). South Brooklyn's industrial workforce largely mirrors that of the rest of the city in terms of racial and ethnic composition as well as educational attainment. Just over half of industrial workers in South Brooklyn earn more than $39,000 per year, a notably smaller share than the citywide figure (68 percent). The age and educational attainment profile of South Brooklyn's industrial workforce are on par with that of the city's overall industrial workforce.

Category	Industrial Workforce	Overall Workforce	Industrial Workforce Citywide
% Male	74%	39%	76%
w/o Bachelor's Degree	60%	55%	60%
Annual Wages $39k+	55%	39%	68%
Age			
Under 30	16%	19%	16%
30 to 54	58%	55%	58%
55+	26%	26%	26%
Ethnicity			
Hispanic or Latino	21%	20%	25%
Not Hispanic or Latino	79%	80%	75%
Race			
White Alone	70%	58%	71%
Black or African American Alone	11%	21%	14%
Asian Alone	17%	18%	12%
American Indian or Alaska Native Alone	1%	1%	1%
Native Hawaiian or Other Pacific Islander Alone	0.3%	0.2%	0.2%
Two or More Race Groups	1%	2%	2%

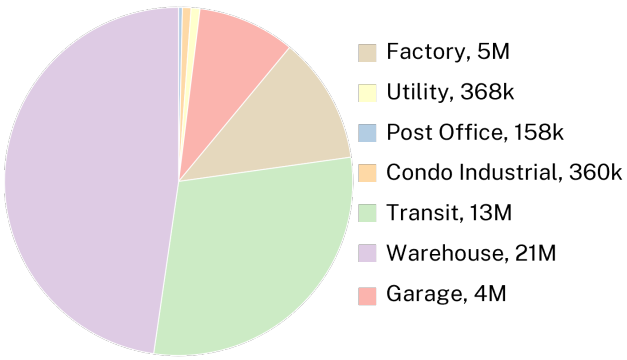
Source: U.S. Census Bureau, 2022 LEHD Origin-Destination Employment Statistics. Small geographies require use of a dataset that does not delineate race by ethnicity.

Zoning and Land Use

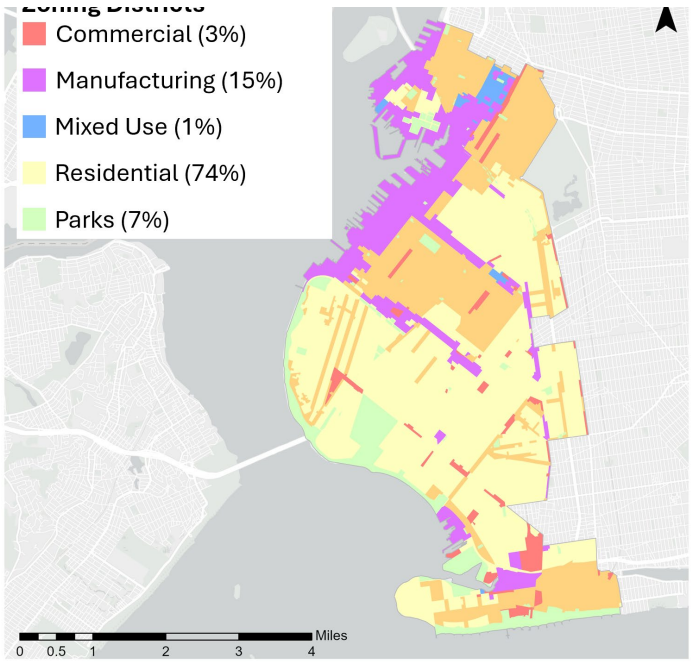
South Brooklyn contains some of the city's most active industrial areas, particularly in Sunset Park and Red Hook. Other less intensive or mixed clusters of industrial exist in Gravesend, Coney Island, Borough Park and Gowanus. In total, the area has 2,000 acres of M zoned land, and another 134 acres of MX zones, reflecting 16 percent of the area.

South Brooklyn contains over 45 million square feet of industrial spaces. Waterfront industrial zones in Sunset Park and Red Hook support maritime activities, warehousing, food processing, and manufacturing, taking advantage of port access, rail connections and interstate highway proximity. Inland districts along the Bay Ridge Branch and major truck corridors host construction supply, logistics, and distribution facilities that serve both local and regional markets.

Industrial Building Classes (45m SF)



Source: MapPLUTO 25v2

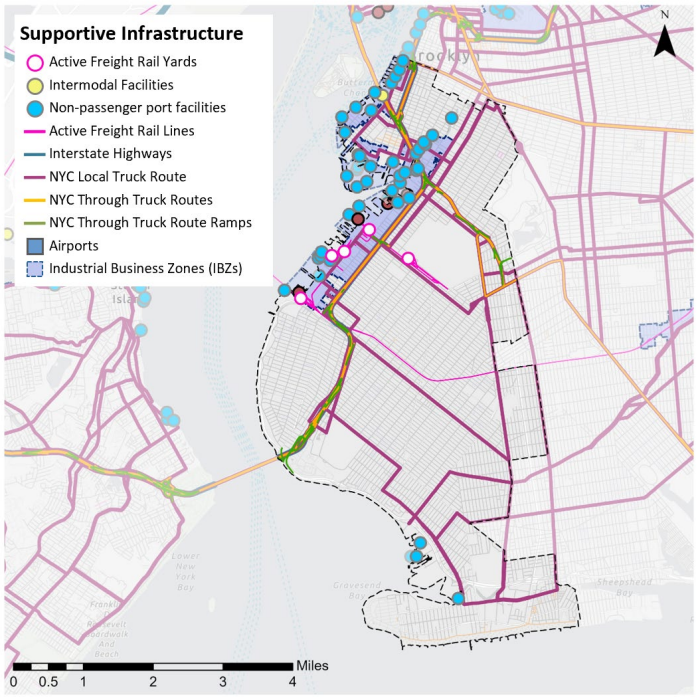


Source: NYC Planning Zoning District shapefiles (NYZD)

Infrastructure and Public Realm

South Brooklyn's industrial areas in Red Hook, Sunset Park, and along the Bay Ridge Branch rail line rely on aging transportation corridors, truck routes, and freight rail connections, while the area is well served by subway and bus. Major arteries such as the BQE, 2nd Avenue, 3rd Avenue, and the Bay Ridge Branch support freight and commercial activity but face congestion, safety, and maintenance challenges. Balancing the needs of trucks and other road users is of particular concern in this geography where dense residential districts abut interstate highway ramps and busy industrial districts. Conditions in the public realm vary among industrial areas but there are persistent concerns around sidewalk blockages, illegal parking, open industrial uses, and perceptions of personal safety.

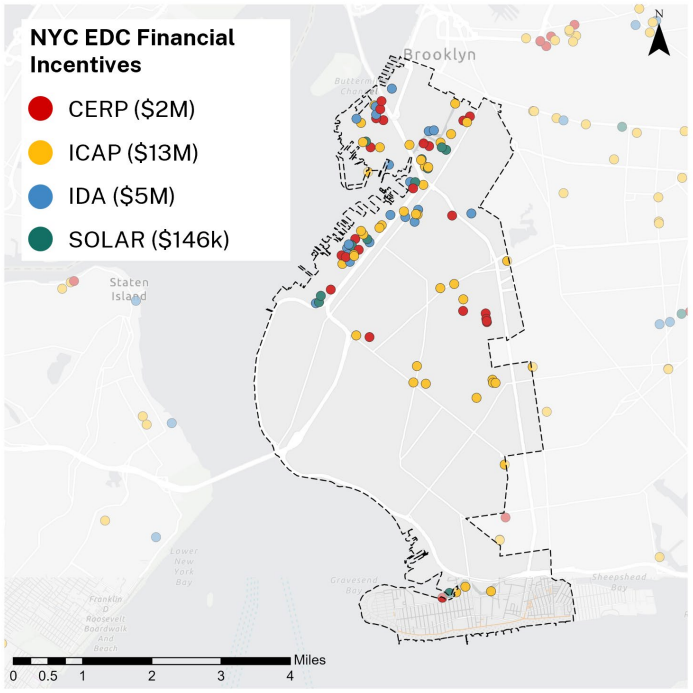
South Brooklyn supports one of the city's major freight rail assets, the 65th Street Railyard and the adjacent New York-New Jersey Short Line Marine Railroad, a float barge service that carries cars from the New York & Atlantic freight railway to a node of the continental freight rail network in Jersey City. The Southwest Brooklyn waterfront is also dotted with other intermodal maritime facilities, such as concrete and aggregate terminals and marine transfer facilities that handle recyclables and other waste.



Source: NYC Planning

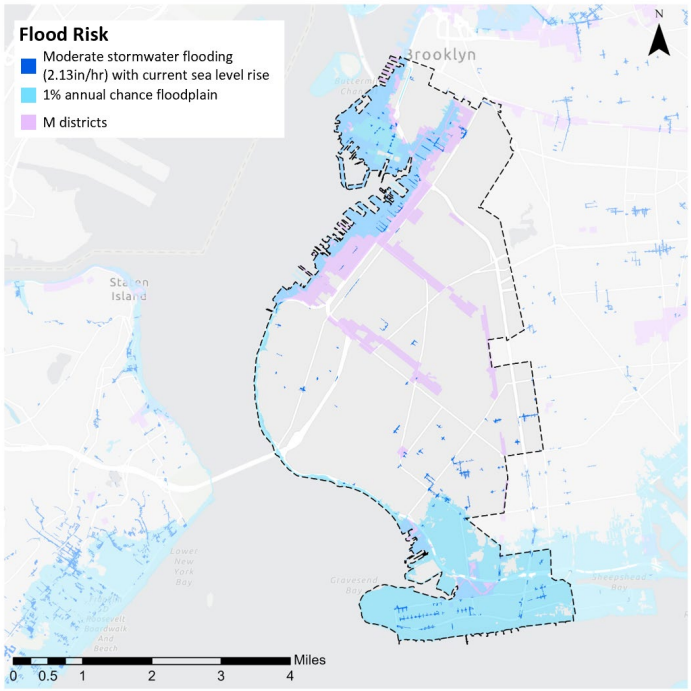
City Investment in Industrial Projects

In Fiscal Year 2024, the City invested $19.8 million in 110 industrial projects across South Brooklyn through four different tax abatement programs. Nearly two thirds of this investment ($13 million) was made via the Industrial & Commercial Abatement Program (ICAP). Nearly three quarters of the industrial projects that received investment through these programs in South Brooklyn were warehouses, with automotive facilities comprising much of the remainder. Industrial projects received just over a third of the total investments made through these programs in South Brooklyn.



Source: NYCEDC

Environmental Conditions



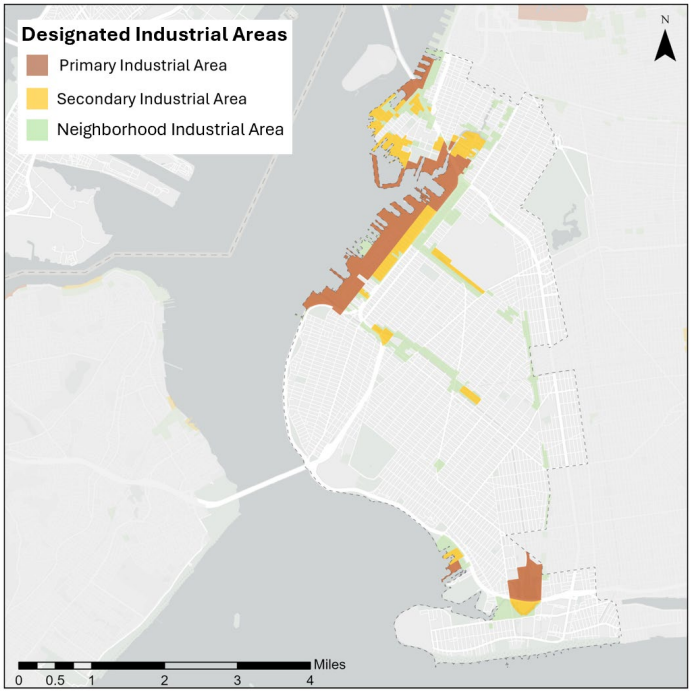
Source: NYC Planning Zoning Districts, PFIRM 2015 100 year, DEP stormwater flood map – moderate with current sea level rise

Source: NYC Planning analysis of NYCCAS Air Pollution Rasters. Last updated April 2024

South Brooklyn's industrial zones are increasingly vulnerable to flooding, sea-level rise, storm surge, and urban heat island, emphasizing the need for coordinated investments in stormwater management, green infrastructure, and public realm improvements to sustain industrial operations and neighborhood resilience. Heavy truck traffic, fleet and facility emissions, and legacy contamination near residential areas create environmental justice concerns, particularly in historically mixed industrial neighborhoods like Red Hook and Sunset Park. Strengthening stormwater systems, coastal resiliency infrastructure, improving air quality, and expanding access to open space, waterfront amenities, and transit are critical to enhancing environmental health and resilience across South Brooklyn. Southwest Brooklyn is also home to two "peaker plants", or gas-powered generating stations that are activated during extreme weather or other events that stretch the capacity of the borough's energy grid.

Local Feedback and Recommendations

- Continue work on transforming South Brooklyn Marine Terminal (SBMT) into a 73-acre offshore wind staging and operations port.
- Implement the Vision Plan for the Brooklyn Marine Terminal, which involves the creation of a 60-acre modern and sustainable all-electric port and new marginal pier to promote water-to-water freight, over 275,000 square feet of flexible and modern industrial space, 6,000 units of housing, and a resilient waterfront.
- Continue work on the combined sewer overflow (CSO) retention tanks and associated upgrades in Gowanus to prevent up to 12 million gallons of sewage overflow during storms and add public waterfront open space.
- Implement reliability and energy-efficiency upgrade to the sewage pump system at the Coney Island Wastewater Resource Recovery Facility. The project will reduce electricity use by 20 percent and extend the facility's service life for decades.
- Implement Blue Highways at Brooklyn Marine Terminal and other sites in South Brooklyn in order to move more freight by maritime means
- Finalize and implement the DOT Truck Route Redesign to ease pressure off of the most heavily utilized freight corridors in the area - particularly those in Red Hook
- Advance the goals of community-led plans like UPROSE's GRID 2.0 related to green industrial development and climate justice.



Source: NYC Planning