Chapter 2: Land Use, Zoning, and Public Policy

A. INTRODUCTION

According to the 2025 *City Environmental Quality Review (CEQR) Technical Manual*, a land use analysis evaluates the uses and development trends in the area that may be affected by a proposed action and determines whether a proposed action is compatible with or may affect those conditions. A land use analysis under CEQR also considers a proposed action's consistency with, and effect on, an area's zoning and other applicable public policies.

The co-Applicants, the New York City Educational Construction Fund (ECF) and 240 Nassau Street Holdings, LLC, are seeking zoning approvals, including zoning map and text amendments, a special permit, and other City and State approvals and potential future U.S. Department of Housing and Urban Development (HUD) actions (the "Proposed Actions"), to facilitate the construction of a proposed mixed-use development on Block 110, Lot 25 and Block 111, Lot 1 (the "Project Site") in Downtown Brooklyn, Community District (CD) 2. The proposed development would include four new buildings totaling approximately 1.7 million gross square feet (gsf), including public school facilities; residential, retail, and community facility space; cultural center space; and open space (the "Proposed Project").

The Proposed Actions include the transfer, reallocation, and lease of property among 240 Nassau Street Holdings, LLC, ECF, and the City of New York to allow for the Proposed Project and ECF financing and discretionary zoning approvals from the New York City Planning Commission (CPC) and New York City Council. A detailed description of the Proposed Project and the approvals needed to facilitate the Proposed Project is presented in Chapter 1, "Project Description."

The land use approvals include the following land use approvals: a zoning map amendment to change the zoning on the Project Site from an R6 zoning district to a C6-12 zoning district; a zoning text amendment to map the rezoned Project Site as a Mandatory Inclusionary Housing (MIH) Area in Appendix F of the Zoning Resolution (ZR); a zoning text amendment to modify ZR Section 74-752 to make the provisions applicable to the Project Site and to allow modification of ZR Section 27-10 (Administration of Affordable Housing); and a special permit pursuant to ZR Section 74-752 to allow modification of certain bulk, loading, and affordable housing requirements. Finally, the Proposed Project requires other discretionary approvals from other city agencies, including the relocation of Public School (P.S.) 287 (aka the Dr. Bailey K. Ashford school) by the Panel for Educational Policy (PEP) and New York City Housing Authority's (NYCHA) Transfer of Assistance program (TOA) and the allocation of Project Based Vouchers (PBV).

According to the *CEQR Technical Manual*, a land use and zoning analysis is warranted for projects involving a change in land use or zoning. As the Proposed Actions involve changes to the zoning regulations applicable to the Project Site, including changes from a R6 district to a C6-12 district, an analysis is warranted and provided below.

PRINCIPAL CONCLUSIONS

The Proposed Actions would not result in a significant adverse impact on land use, zoning, or public policy. The Proposed Actions would not adversely affect surrounding land uses, nor would the Proposed Actions generate land uses that would be incompatible with existing zoning and land uses. Furthermore, the Proposed Actions would not result in development that would conflict with adopted public policies.

The Proposed Actions would facilitate the development of 121,000 gsf of public school on the Project Site to provide needed public school capacity in a modern school building. In addition, the Proposed Project would introduce a total of approximately 1,502 dwelling units (DUs), including approximately 302 affordable DUs, 34,000 gsf of retail, 30,000 gsf of community facility space, and 15,000 gsf of cultural center space. The Proposed Actions would result in the replacement of the existing public school building at 50 Navy Street, which was identified in a recent New York City Department of Education (DOE) survey with outmoded conditions and noncompliant with the Americans with Disabilities Act (ADA) accessibility standards in almost all of the building's rooms and spaces. The improvements would achieve a better learning environment by providing modern educational facilities and additional public school capacity at the primary and intermediate school level in Community School District (CSD) 13.

The proposed R12 zoning district would increase the total amount of floor area permitted from 3.9 FAR to 18 FAR for buildings providing Qualifying Affordable Housing or Qualifying Senior Housing. The R12 zoning district is a new high-density residential district created as part of the City of Yes for Housing Opportunity zoning amendments intended to expand the City's supply of housing, including affordable and senior housing.

The increased density sought under the Proposed Actions would maximize the amount of housing that could be provided on the Project Site. The Proposed Actions would facilitate the redevelopment of an underutilized parcel that is well positioned to support new development at a higher density. The Project Site has frontage along three wide streets, Nassau, Navy, and Concord Streets, and is proximate to transit, including the York Street (F), High Street (A, C), Jay Street-MetroTech (A, C, F, R), and DeKalb Avenue (B, Q, R) subway stations as well as the NYC Ferry landing within the Brooklyn Navy Yard and several local bus routes (B57, B62, B67, and B69). Additionally, the Project Site's location at the edge of Downtown Brooklyn adjacent to the Brooklyn-Queens Expressway (BQE) and just south of the Brooklyn Navy Yard and in close proximity to two mapped Parks makes it an appropriate location to concentrate additional density.

The modifications sought under the special permit would facilitate an improved site plan that allows for the placement of the proposed school, mixed-use residential buildings, community center and public and private open space in unified manner that compliments the adjacent public open space in Golconda Playground. The proposed public open space would feature a north-south public corridor located at the historic location of Hudson Avenue and a new public corridor running east-west between the proposed buildings, connecting Golconda Playground with Commodore Barry Park. Public programming would be located at the most desirable frontages with the new school located at the intersection of Nassau and Navy Streets and the community facility, cultural center and senior affordable housing programs wrapping Golconda Playground frontages. New retail space would be located on the street frontages and along the interior public corridors to activate the public realm. Buildings 1 and 3, the largest of the four proposed buildings, would be located on opposing corners of the

Project Site to maximize the availability of light and air. The local retail and community facility space and new publicly accessible open space would enliven the public realm along Nassau, Navy, and Concord Streets, inviting residents and visitors from the surrounding blocks. The modification of MIH as it relates to development on ECF property would maximize the public benefits associated with a new and expanded school, the provision of affordable and senior housing and redevelopment of underutilized City-owned property with a dynamic mixed-use development. The improved school facilities and increase in public school capacity would support and strengthen the residential character of the surrounding neighborhood. The proposed residential, commercial, and community facility space, as well as proposed publicly accessible open space would be consistent with existing and planned developments in Downtown Brooklyn. The Proposed Actions would directly support several major City policies aimed at expanding the City's housing supply to help meet the housing needs of current and future residents. In addition, the Proposed Actions would expand local retail, provide employment opportunities and provide neighborhood amenities in the form of new community and cultural space for residents and visitors in an area well-served by transit.

The Proposed Actions would be consistent with the City's Waterfront Revitalization Program (WRP). DCP issued its WRP concurrence for the project on June 5, 2026, and provided reference number WRP #25-173.

B. METHODOLOGY

The analysis methodology is based on the guidance of the *CEQR Technical Manual* and examines the effects of the Proposed Actions on land use, zoning, and public policy, and determines the potential for the Proposed Actions to result in significant adverse impacts in these areas.

According to the *CEQR Technical Manual*, a detailed assessment of land use, zoning, and public policy is appropriate if an action would result in a significant change in land use or would substantially affect regulations or policies governing land use. An assessment of zoning is typically performed in conjunction with a land use analysis when the action would result in a change in zoning. The Proposed Actions would change the existing R6 district to a C6-12 district, designate the Project Site as an MIH Area, modify ZR Section 74-752 to make it applicable to the Project Site and allow modification of ZR Section 27-10 (Administration of Affordable Housing), and seek a special permit pursuant to ZR Section 74-752 to allow modification of certain bulk, loading, and affordable housing requirements. Therefore, a detailed analysis has been prepared that describes existing and anticipated future conditions in the 2033 analysis year; assesses the nature of any changes created by the Proposed Actions; and identifies the changes, if any, that could be significant or adverse.

Various sources were used to analyze the land use, zoning, and public policy characteristics of the primary and secondary study areas, including land use and zoning maps, field work, online sources from the New York City Department of City Planning (DCP) and the New York City Department of Buildings (DOB).

STUDY AREAS

According to the *CEQR Technical Manual*, the appropriate study area for land use, zoning, and public policy is related to the type and size of a proposed project, as well as the location and context of the area that could be affected by the project. The study areas considered in

this analysis include a primary study area and a secondary study area (see **Figure 2-1**). The primary study area, which is coterminous with the Project Site, is generally bounded by Nassau Street to the north, Navy Street to the east, Concord Street to the south. To the west, the Project Site is bounded by the BQE and Golconda Playground, a public park maintained by the New York City Department of Parks and Recreation (NYC Parks). The secondary study area encompasses the area within 400 feet of the Project Site. The secondary study area is bounded by the midblock between Sands Street and Nassau Street to the north, Commodore Barry Park to the east, Tillary Street to the south, and to the midblock between Gold Street and Duffield Street the west.

C. EXISTING CONDITIONS

LAND USE

PRIMARY STUDY AREA

The Primary Study Area/Project Site consists of an approximately 80,000-square-foot (sf) portion of the block bounded by Nassau Street to the north, Navy Street to the east, Concord Street to the south (see **Figure 2-1**). The eastern portion of the Project Site (Block 111, Lot 1) is occupied by a three-story, 111,439-gsf school housing P.S. 287 (grades pre-Kindergarten through 5), which is operated by DOE, and the Community Roots Charter School (grades 6 through 8). The western portion of the Project Site (Block 110, Lot 25) is occupied by the two-story, 24,180-gsf Madison Square Boys and Girls Club and owned by 240 Nassau Street Holdings, LLC. The remainder of the subject block is occupied by the approximately 1.50-acre Golconda Playground and contains play equipment, handball courts, basketball courts, and a skate park. The elevated BQE traverses the west side of the block above Golconda Playground.

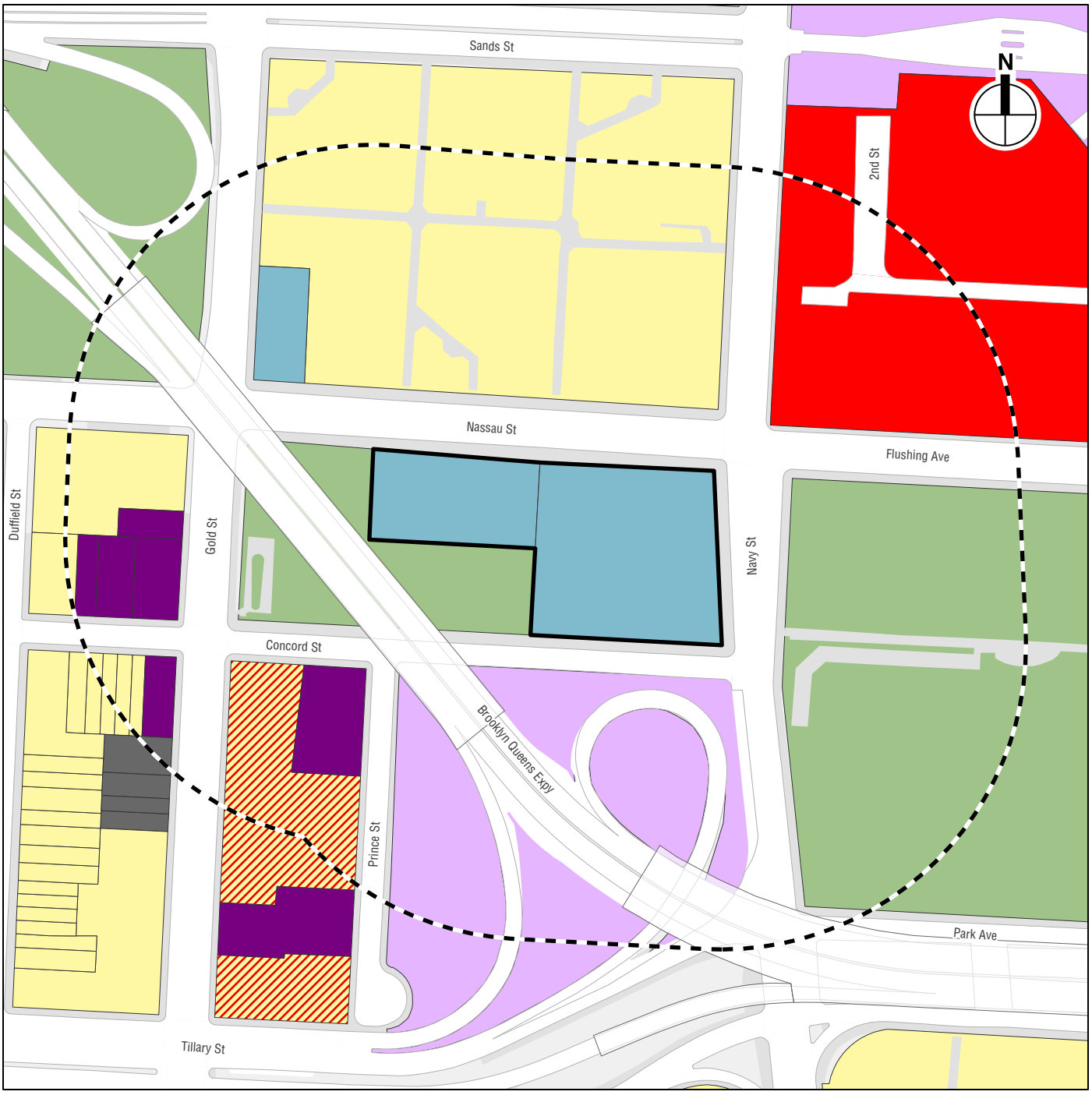
The Project Site is located in the vicinity of multiple subway stations, including the Jay Street-MetroTech Station (A, C, F, R trains), York Street Station (F train), High Street Station (A and C trains), and Dekalb Avenue Station (B, Q, R trains), and the B57, B62, B67, and B69 bus routes. Northeast of the Project Site is a section of the Brooklyn Waterfront Greenway, containing a two-way bike and running path, and farther northeast is a portion of the Brooklyn Navy Yard, which contains a landing for the Astoria route of the NYC Ferry.

SECONDARY STUDY AREA

The secondary study area encompasses the area within 400 feet of the Project Site. The secondary study area is bounded by the midblock between Sands Street and Nassau Street to the north, Commodore Barry Park to the east, Tillary Street to the south, and to the midblock between Gold Street and Duffield Street the west. Commercial and residential uses predominate in the secondary study area, but industrial and manufacturing uses such as warehousing, open spaces such as Golconda Playground and Commodore Barry Park, and transportation uses such as the BQE on-off ramps also have a significant presence. Other uses within this area include public facilities and institutions and community facilities.

Residential Uses

Residential land uses are located in the north, west, and southwestern portions of the secondary study area. The block directly north of the Project Site include Farragut Houses,



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240 NASSAU STREET

Existing Land Use

Figure 2-1

a New York City Housing Authority (NYCHA) complex with ten, 14-story buildings, three of which are within the study area. To the west is a five-story multi-family elevator building as well as several three-story, one- and two-family buildings. The largest residential building in the secondary study area is a 13-story, mixed-use residential, commercial, and community facility building containing 378 DUs with ground floor commercial and community facility uses located at 257 Gold Street.

Commercial Uses

Commercial uses in the secondary study area are primarily located to the northeast and southwest of the Project Site. The Brooklyn Navy Yard, located at the northeast boundary of the secondary study area, is a 300-acre waterfront industrial park and has over 550 businesses. The section of the Brooklyn Navy Yard within the secondary study area is known as Admirals Row and was developed by Steiner NYC. It includes three two-story buildings with commercial and local retail uses on north side of Flushing Avenue and the east side of Navy Street. Businesses include Wells Fargo Bank, CityMD Urgent Care, Fresh Direct Wine and spirits, and Lobby Studio BK. There are several vacant storefronts yet to be leased. Additionally, located on the same lot, is a building containing a Wegmans grocery store on the ground floor and four stories of creative office space and manufacturing space above.

Public Facilities and Institutions / Community Facilities

The Church of the Open Door occupies the corner of Gold Street and Nassau Street northwest of the Project Site. Also located here is the Fort Greene Fresh Pantry at NYCHA Farragut Houses, which provides food assistance to residents in the community. To the southwest of the Project Site is a large mixed-use residential, commercial, and community facility building located at 257 Gold Street. The ground floor community facility space is a daycare facility with frontage on Gold Street.

Open Spaces

The area directly east and west of the Project Site is occupied by public parkland. Commodore Barry Park, a 10.39 acre-NYC Parks open space located between Navy Street, Flushing Avenue, North Elliot Place, and Park Avenue. The full-block park contains baseball fields, basketball courts, football fields, handball courts, outdoor pools, playgrounds, spray showers, and public restrooms. This park is currently undergoing two capital improvement projects—ballfields reconstruction and track and sports light construction are in the procurement stage and multipurpose play area reconstruction is in the design stage. The area directly west of the Project Site includes Golconda Playground, a 1.50-acre NYC Parks neighborhood park along Concord Street, Gold Street and Nassau Street. The park contains basketball courts, handball courts, playgrounds, skate parks, spray showers, and public restrooms.

Transportation and Utility Uses

The area directly south of the Project Site includes transportation infrastructure associated with the BQE. The on- and off-ramps occupy the block bounded by Navy and Prince Streets and Tillary and Concord Streets. The Department of Transportation (DOT) maintains a parking and storage facility that occupies the northwest portion of this block.

Industrial Uses

Industrial uses are concentrated in the southwestern portion and northeastern portion of the secondary study area. There is a building supply company located on Concord Street in several one- and two-story buildings. Across the street also on Concord Street is a custom window manufacturer on the ground floor of a four-story walkup building. A self-storage facility is located along Prince Street in an eight-story building. As mentioned above, industrial uses also include manufacturing space in the Brooklyn Navy Yard.

ZONING

PRIMARY STUDY AREA

The primary study area is mapped with an R6 district, which is widely mapped in Brooklyn, Queens, and the Bronx. R6 zoning districts produce a wide range of building types and heights, including a mix of single-family houses, medium-sized multi-family apartment buildings, “tower in the park” developments, and community facilities. Under height factor regulations, residential uses are permitted to a maximum FAR of between 0.78 and 2.36. For standard residences, the maximum residential FAR is 2.2 to 3.0 (depending on whether the zoning lot is within 100 feet of a wide street). For Qualifying Affordable Housing or Qualifying Senior Housing, the maximum residential FAR is 3.9. Community facility uses are permitted in R6 districts up to a maximum FAR of 4.8. Commercial uses, however, are not permitted in R6 districts, except in areas that also include commercial overlay zones.

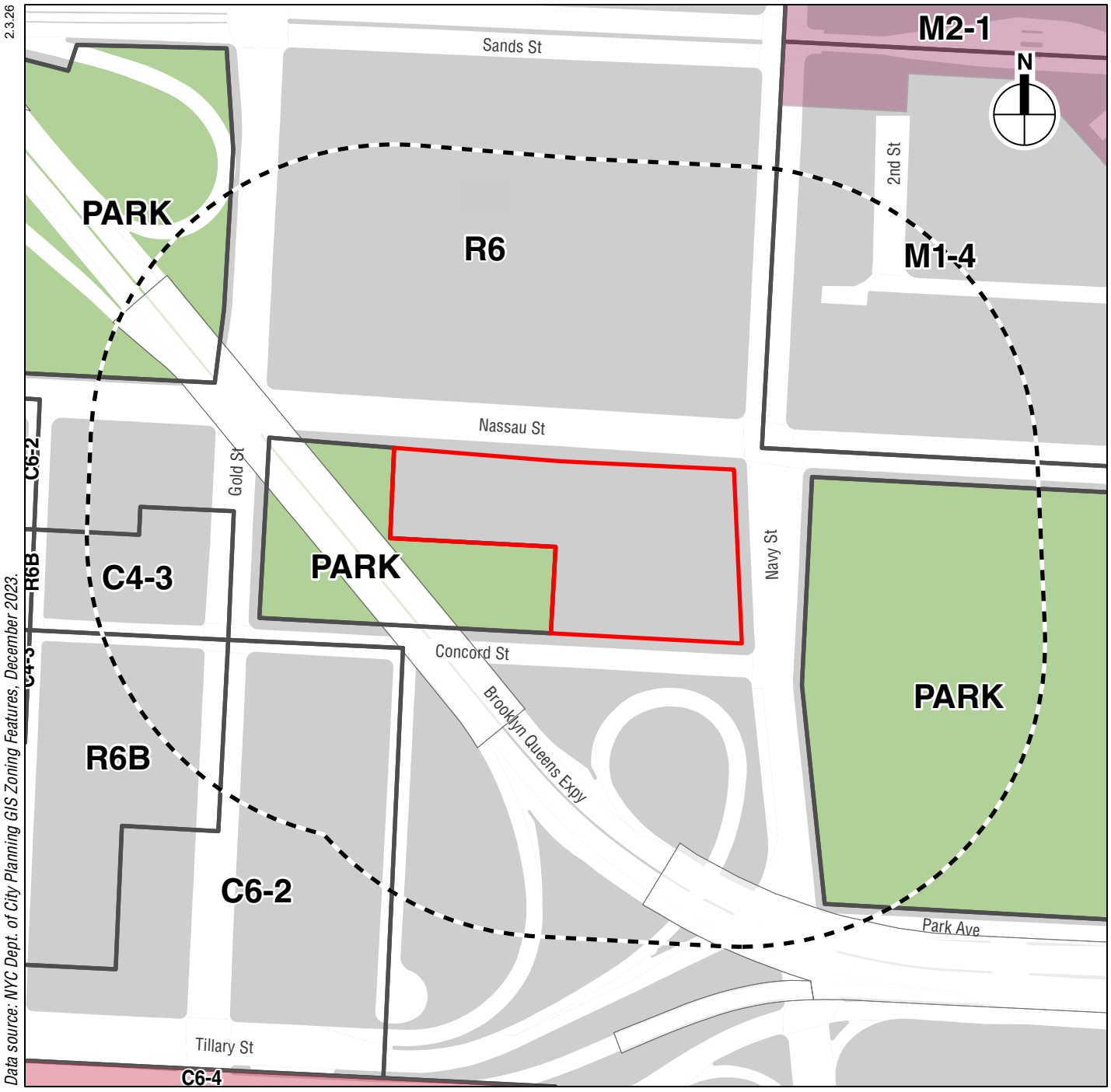
The Project Site is located within the Inner Transit Zone as defined in the ZR and accordingly, accessory parking is not required for residential buildings. The existing zoning controls include requirements regarding base heights, setbacks, and maximum building heights. The height factor regulations do not have height limits, but buildings must be set within a sky exposure plane which begins at a height of 60 feet above the street line. Height factor regulations often result in larger buildings that are setback from the street in order to accommodate the required amount of open space as set forth by the open space ratio. For standard residences, the maximum base height is 75 feet (wide streets) and 65 feet for Qualifying Affordable Housing or Qualifying Senior Housing. Maximum building heights are 75 feet for standard residences and 95 feet for Qualifying Affordable Housing and Qualifying Senior Housing.

SECONDARY STUDY AREA

As shown in **Table 2-1** and **Figure 2-2**, the northern and southern portions of the secondary study area are mapped with an R6 district, the northeastern portion of the secondary study area is mapped with an M1-4 zoning district, and the southwestern portion of the of the secondary study area is mapped with C4-3, R6B, and C6-2 zoning districts.

R6

An R6 zoning district is mapped directly north of the Project Site and also in the area northeast of the Project Site. R6 zoning districts are medium-density residential districts that have a diverse mix of building types. R6 districts have a maximum residential FAR of 2.2 to 3.0 for standard residences and a maximum FAR of 3.9 for buildings providing Qualifying Affordable Housing. The maximum building height is governed by a sky exposure plane, which begins 60 feet above the street line under height factor regulations. Maximum building



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Existing Zoning

Figure 2-2

heights are 75 feet for standard residences and 95 feet for Qualifying Affordable Housing and Quality Senior Housing.

Table 2-1
Existing Zoning Districts in the Study Area

Zoning District	Definition/General Use	Maximum FAR[1]
Residential Districts		
R6	R6 districts are medium-density residential districts widely mapped in built-up, medium-density areas that allow residential and community facility uses.	R: 2.2-3.9;[2] CF: 4.8
R6B	R8 are traditional row house districts with building heights of 4- to 5-stories.	R: 2.0-2.4;[2] CF: 2.0
Commercial Districts		
C4-3	C4 districts are mapped in regional commercial centers and permit uses such as specialty and department stores, theaters and other commercial and office uses. Commercial buildings are subject to commercial bulk rules and residential bulk is governed by the residential district equivalent. C4-3 districts have a R6 equivalent for residential uses.	R: 2.2-3.9;[2] CF: 4.8; C: 3.4
C6-2	C6 districts permit a wide range of high-bulk commercial uses requiring a central location. Corporate headquarters, large hotels, department stores, and entertainment facilities in high-rise mixed buildings are permitted. C6-2 districts have a R8 equivalent for residential uses.	R: 6.02-8.64;[2] CF: 6.5; C: 6.0
Manufacturing Districts		
M1-4	M1 districts are often buffers between M2 or M3 districts and adjacent residential or commercial districts. M1 districts typically include light industrial uses, which must meet the stringent M1 performance standards.	M: 2.0; C: 2.0; CF: 6.5

Notes: R=Residential; CF=Community Facility; C=Commercial; and M=Manufacturing
[1] FAR is a measure of density establishing the amount of development allowed in proportion to the base lot area. For example, a 10,000-sf lot with a FAR of 1 has an allowable building area of 10,000 sf. The same lot with an FAR of 10 has an allowable building area of 100,000 sf.
[2] Increased FAR with Qualifying Affordable Housing/Qualifying Senior Housing.
Source: New York City Zoning Resolution (ZR).

R6B

R6B is a contextual zoning district mapped to the west of the Project Site. The R6B district is a typical rowhouse district that includes height limits and street wall lineup provisions to ensure that new buildings are consistent with the scale of the existing built context. R6B districts permit a maximum residential FAR of 2.0 for standard residences, a maximum residential FAR of 2.40 for Qualifying Affordable Housing or Qualifying Senior Housing, and a maximum FAR of 2.0 for community facility uses. Building base heights must be between 30 and 45 feet, with 10-foot setbacks on a wide street and 15-foot setbacks on a narrow street, before rising to a maximum height of 55 feet for standard residences and 65 feet for Qualifying Affordable Housing or Qualifying Senior Housing.

C4-3

The C4-3 zoning district is a medium-density non-contextual commercial district that is designed for a wide range of office, amusement and recreation, service, and production uses. Residential and community facility uses are also allowed. C4-3 districts tend to be mapped

in more densely built areas. They have a residential district equivalent to R6 districts and have a maximum commercial FAR of 3.4.

C6-2

High-density commercial districts such as C6-2 allow for a wide range of commercial uses including retail and department stores, entertainment uses, and offices. Residential and community facility uses are also allowed. The C6-2 district is a non-contextual district that permits a maximum commercial FAR of 6.0. Commercial uses have no required parking. The C6-2 district has an R8 equivalent and permits a maximum residential FAR of 8.64 for buildings providing Qualifying Affordable Housing or Qualifying Senior Housing along wide streets. C6-2 districts also have a maximum community facility FAR of 6.5.

M1-4

The M1-4 district is a light manufacturing district mapped near transit that serves as a buffer between heavier manufacturing M2 or M3 districts and adjacent residential or commercial districts. M1-4 districts permits a mix of manufacturing, commercial, and community facility uses. Within an M1-4 district, commercial uses are permitted to a maximum FAR of 2.0, manufacturing/industrial uses are permitted to a maximum FAR of 2.0, and community facility uses are permitted to a maximum FAR of 6.5.

PUBLIC POLICY

According to the *CEQR Technical Manual*, any project to be located in areas subject to public policies guiding land use, or with the potential to substantially affect land use regulation or policy controlling land use, requires an analysis of public policy. A preliminary assessment of public policy should identify and describe any public policies, including formal plans or published reports, which pertain to the study area. If a proposed project could potentially alter or conflict with identified policies, a detailed assessment must be conducted; otherwise, no further analysis of public policy is necessary. A detailed public policy assessment was conducted for the Proposed Actions.

WATERFRONT REVITALIZATION PROGRAM (WRP)

The Project Site is located within the City's designated Coastal Zone. Therefore, an assessment of the consistency of the Proposed Actions with the City's WRP is warranted.

New York City's WRP is the City's principal Coastal Zone management tool and establishes a broad range of public policies for the City's coastal areas. The guiding principle of the WRP is to maximize the benefits derived from economic development, environmental conservation, and public use of the waterfront, while minimizing the conflicts among these objectives. A local waterfront revitalization program, such as New York City's, is subject to approval by the New York State Department of State (DOS) with the concurrence of the U.S. Department of Commerce pursuant to applicable state and federal law, including the Waterfront Revitalization of Coastal Areas and Inland Waterways Act and the Federal Coastal Zone Management Act. The WRP was originally adopted by the City of New York in 1982, revised in 2002 and revised again in 2013. The most recent revisions were approved by the DOS in February 2016 and November 2018.

All proposed actions subject to CEQR, the Uniform Land Use Review Procedure (ULURP), or other local, state, or federal agency discretionary actions (including projects receiving

permit approvals from the New York State Department of Environmental Conservation [DEC]) that are situated within New York City's designated Coastal Zone boundary must be reviewed and assessed for their consistency with the WRP. This assessment and the Consistency Assessment Form are included in **Appendix B**.

BLOCK BY BLOCK

In May 2026, the Mamdani Administration released *Block by Block: The Housing Plan for a New Era* to address the City's housing affordability crisis through a coordinated, citywide approach that combines large-scale production of new housing with strategies to preserve existing affordable housing, enhance tenant protections, and reform the City's land-use review procedures. The plan commits to building 200,000 new affordable homes and preserving 200,000 existing affordable homes over the next decade, supported by significant public investment and land-use changes to increase the City's housing supply, particularly in areas of the City near transit and on public land. *Block by Block* pairs affordable housing production and preservation goals with stronger enforcement against negligent landlords, expanded tenant protections, and targeted efforts to stabilize public housing (NYCHA), reduce homelessness, and expand homeownership opportunities. Concurrently, the plan aims to modernize government processes to speed up development and improve housing delivery, while linking housing investments to job creation and equitable economic growth aimed to ultimately position housing policy as central to affordability, equity, and the City's long-term stability.

WHERE WE LIVE NYC

Through the *Where We Live NYC Plan*, the City has developed a plan to take bold, transformative action to break down barriers to opportunity and build more integrated, equitable, and inclusive neighborhoods throughout New York City. The plan recognizes that intentional policies and practices have created segregation and inequity across the country and in New York City, and that it will take concerted effort from all levels of government, as well as partners in the private and non-profit sectors, to undo legacies of segregation and inequity, to fight housing discrimination, confront segregation, and take action to advance opportunity for all. The goals of Where We Live NYC are:

Goal 1 – Combat persistent, complex discrimination with expanded resources and protections.
Goal 2 – Facilitate equitable housing development in New York City and the region.
Goal 3 – Preserve affordable housing and prevent displacement of long-standing residents.
Goal 4 – Enable more effective use of rental assistance benefits, especially in amenity-rich neighborhoods.
Goal 5 – Create more independent and integrated living options for people with disabilities.
Goal 6 – Make equitable investments to address the neighborhood-based legacy of discrimination, segregation, and concentrated poverty.

ONENYC AND PLANYC

In April 2007, the Mayor's Office of Long Term Planning and Sustainability released *PlaNYC: A Greener, Greater New York* (*PlaNYC*). Since that time, updates to PlaNYC have been issued that build upon the goals set forth in 2007 and provide new objectives and strategies. In 2015, *One New York: The Plan for a Strong and Just City* (*OneNYC*) was released by the

Mayor's Office of Sustainability and the Mayor's Office of Recovery and Resiliency. *OneNYC* builds upon the sustainability goals established by PlaNYC and focuses on growth, equity, sustainability, and resiliency. In 2019, *OneNYC 2050: Building a Strong and Fair City* was released by the Mayor's Office, which outlined progress since 2015 on goals related to fairness, implementing progressive policies, providing global leadership, and securing a sustainable future. *OneNYC 2050* has eight goals and 30 initiatives that broadly address committing to carbon neutrality by 2050 and leading by example on climate change, and creating public spaces, healthcare, and policies that support low-income and working New Yorkers. The *OneNYC 2050* plan also outlines a strategy for New York City's Green New Deal, which recognizes the connection between environmental and economic justice and focuses on creating good paying jobs, ensuring equitable access to nature, guaranteeing the right to quality healthcare and education, and promoting justice through the recognition and repair of damage caused by historic oppression of communities of color and other marginalized communities.

In addition, in April 2023, the Adams administration released *PlaNYC: Getting Sustainability Done*, which provides an action plan for a cleaner, greener and more just city for all. *PlaNYC: Getting Sustainability Done* builds on the prior four plans while integrating environmental justice, public health, and equity into its framework. The action plan is structured around three major objectives: protecting the City from climate threats; maximizing clean and reliable energy infrastructure; and expanding green jobs, improving air quality, and ensuring climate benefits reach overburdened communities.

D. THE FUTURE WITHOUT THE PROPOSED ACTIONS

LAND USE

PRIMARY STUDY AREA

In the No Action condition in 2033, it is assumed that the existing schools (P.S. 287 and the Community Roots Charter School) on Block 111, Lot 1 would remain. The Madison Square Boys and Girls Club on Block 110, Lot 25 would be closed and redeveloped with an as-of-right seven-story, 75-foot-tall (110 feet including bulkhead) residential building (2.91 FAR) containing approximately 83,500 gsf of market-rate residential use (approximately 84 DUs) that complies with the current R6 zoning regulations. The No Action development would have a maximum building height of 75 under the existing R6 zoning district.

SECONDARY STUDY AREA

As shown in **Appendix A,** within the secondary study area, there is one development project expected to be completed by the 2033 analysis year: 236 Gold Street, which was rezoned in August 2025 and is anticipated to be developed with an approximately 85,501-gsf, 14-story mixed-use building containing 117 DUs, 1,770 gsf of commercial retail space, and 1,770 gsf of community facility space. As such, No Action land uses in the study area would largely remain as under existing conditions, consisting of a mix of multi-family residential, commercial retail and office, community facility, open spaces, and transportation uses.

ZONING AND PUBLIC POLICY

There are no other changes to zoning or public policy, including pending zoning map changes, anticipated by the 2033 analysis year for the primary or secondary study areas. It is assumed that in the No Action condition, the study areas will reflect the current zoning and public policy initiatives, although zoning changes could occur in association with future development projects that have not been planned at this time.

E. THE FUTURE WITH THE PROPOSED ACTIONS

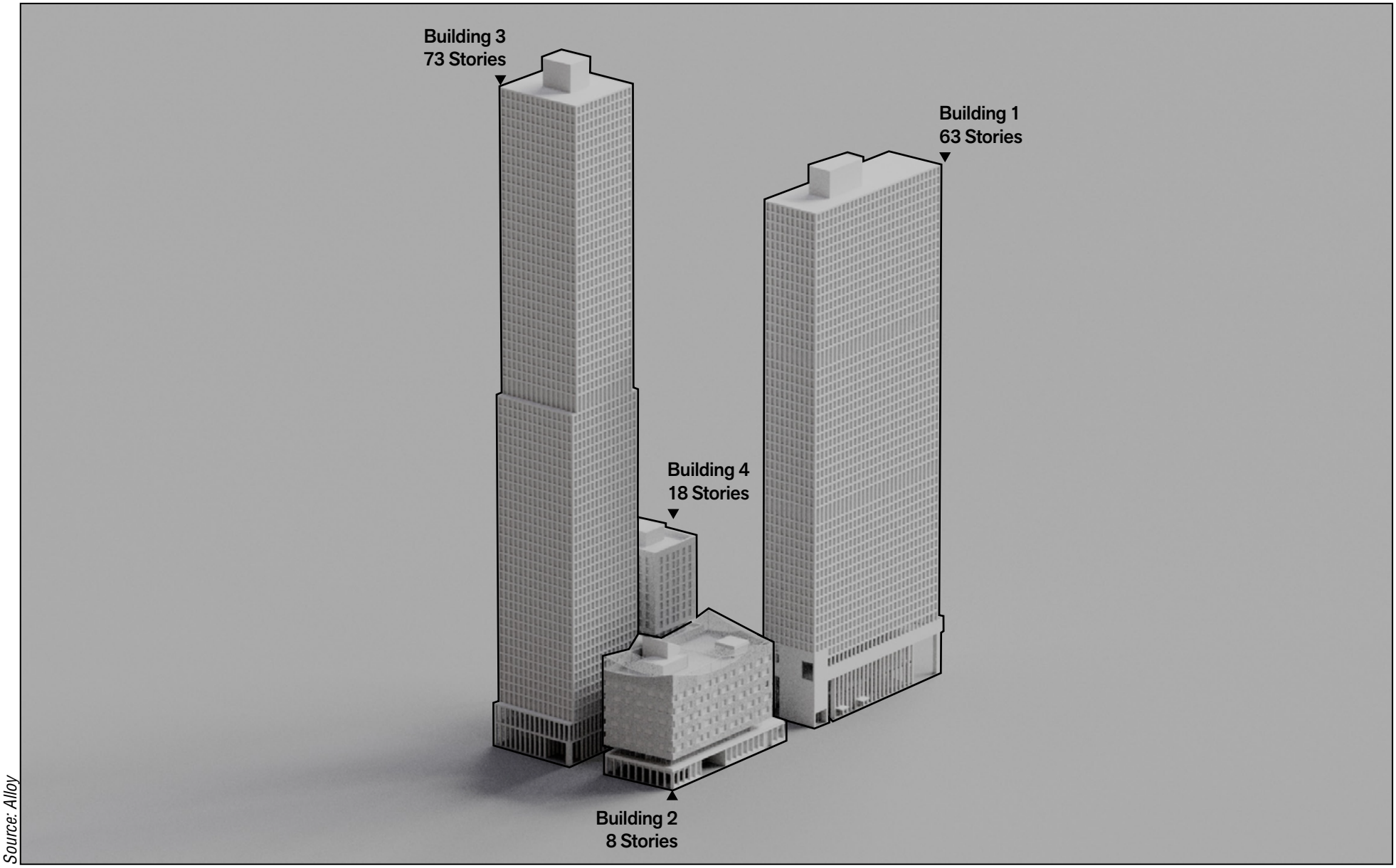
LAND USE

PRIMARY STUDY AREA

In the With Action condition, the Project Site would be redeveloped with approximately 1.7 million gsf in four buildings and 0.85 acres of open space, of which 0.48 acres would be publicly accessible open space (see **Figure 2-3**). The Proposed Project would introduce a total of 1.7 million gsf, including approximately 1.5 million gsf of residential space (approximately 1,502 mixed-income DUs, of which approximately 302 DUs are expected to be affordable), 34,000 gsf of retail space, and 166,000 gsf of community facility space, inclusive of 121,000 gsf of public school space (approximately 931 seats), approximately 15,000 gsf of cultural center space, and 30,000 gsf of community facility space. Approximately 37,050 sf (0.85 acres) of open space would be created between the Project Site and Golconda Playground, of which 0.48 acres would be publicly accessible open space and the remaining 0.37 acres would be private open space. The program in Buildings 1 through 4 is shown in Table 1-1 and described in greater detail in Chapter 1, "Project Description." **Table 2-2** shows the overall development program of the Proposed Project.

Building 1, located midblock on the south side of Nassau Street, would be a 63-story, mixed-use building that would have a height of approximately 718 feet (738 feet at top of bulkhead). Building 2 would be an eight-story community facility and commercial building located on the corner of Nassau and Navy Streets. It would rise to a maximum height of approximately 150 feet, inclusive of bulkhead. Building 3 would be a 73-story, mixed-use residential and commercial building located at the corner of Navy and Concord Streets. The building would rise to a height of approximately 820 feet (840 feet at top of bulkhead). Building 4 would be an 18-story, mixed-use residential and community facility building on Concord Street adjacent to Golconda Playground. It would have a height of approximately 235 feet (265 feet including bulkhead). An existing curb cut on Nassau Street that serves the Madison Square Boys and Girls Club and an existing curb cut on Concord Street that serves P.S. 287 and Community Roots Charter School would be eliminated with the Proposed Project and no new curb cuts would be provided. Construction of the Proposed Project would occur in one continuous phase and is expected to take approximately 72 months. The existing P.S. 287 and the Community Roots Charter School are expected to relocate elsewhere within Community School District 13 at the onset of construction.

6.19.26



Source: Alloy

FOR ILLUSTRATIVE PURPOSES ONLY

NYC Educational Construction Fund

240 NASSAU STREET

Axonometric, View Looking Southwest

Figure 2-3

Table 2-2
Development Program – Buildings 1 through 4

Building 1	
Residential (GSF)	702,000
Dwelling Units – Total	702
Affordable Units	*104*
Market Units	*598*
Retail (GSF)	500
Community Facility (GSF)	28,000
Cultural (GSF)	15,000
Total	**745,500**
Building 2	
Retail (GSF)	5,500
Primary School and Intermediate School (GSF)	121,000
Students[1]	*931*
Staff[2]	*93*
Total	**126,500**
Building 3	
Residential (GSF)	705,000
Dwelling Units – Total	705
Affordable Units	*103*
Market Units	*602*
Retail (GSF)	28,000
Total	**733,000**
Building 4	
Residential (GSF)	95,000
Dwelling Units – Total	95
Affordable Units	*95*
Community Facility (GSF)	2,000
Total	**97,000**

Note:
[1] Primary school square footage assumes 130 sf per seat.
[2] Assumes 1 staff per 10 students.

The Proposed Actions would result in a larger and improved school. Compared to the No Action condition, the improvements would achieve a better learning environment by providing modern, ADA-accessible educational facilities and additional public school capacity (approximately 11,000 additional gsf) at the primary and intermediate school level in CSD 13. As compared to the No Action condition, the Proposed Project would increase the supply of housing substantially with a net increase of approximately 1,418 DUs. The inclusion of 302 affordable DUs would address the shortfall of affordable housing, including senior housing. The Proposed Project would add 30,000 gsf of community facility space, 15,000 gsf of cultural space, and 34,000 gsf of retail space. The proposed community center would provide social services, new fitness and wellness programming and an opportunity for neighbors to connect with one another. The proposed retail and cultural space would provide an amenity for local residents and visitors to the area. The Proposed Project would also increase the amount of publicly accessible open space available to residents and visitors to the area. The publicly accessible open space would be located adjacent to Golconda Playground and would be programmed as a passive open space. Therefore, the Proposed Actions would not result in a significant adverse impact on land use within the primary study area.

SECONDARY STUDY AREA

The Proposed Actions would only apply to the Project Site and would not facilitate development in the secondary study area. As shown in **Table 2-3**, the Proposed Actions would facilitate the incremental development of 1,418 DUs, 34,000 gsf of retail space, 30,000 gsf of community facility space, 15,000 gsf of cultural center space, and 11,000 gsf of public school use as compared to the No Action condition. The proposed uses would be compatible with the existing and planned uses in the secondary study area. The new larger and improved school would serve children from the secondary study area, including the Farragut Houses located directly north of the Project Site. The proposed housing would be compatible with existing residential developments, including Farragut Houses, which consists of ten, 14-story buildings surrounded by open areas and a 13-story mixed-use residential, commercial, and community facility building at 257 Gold Street, as well as a planned four-story residential development at 236 Gold Street.

Table 2-3
Development Program Summary – Proposed Project

Use	No Action	With Action	Increment
Residential (GSF)	83,500	1,520,000	+1,436,500
Dwelling Units – Total	84	1,502	+1,418
Affordable Units	0	302	+302
Market Units	84	1,201	+1,117
Retail (GSF)	0	34,000	+34,000
Community Facility (GSF)	0	30,000	+30,000
Cultural (GSF)	0	15,000	+15,000
Primary School and Intermediate School (GSF)	110,000	121,000	+11,000
Students[1]	721	931	+210
Staff[2]	72	93	+21
Accessory Parking (spaces)	0	0	0
Open Space (acres)	0	0.85	+0.85

Note:
[1] Primary school square footage assumes 130 sf per seat.
[2] Assumes 1 staff per 10 students.

The Proposed Project would add needed affordable and senior housing, providing an opportunity for New Yorkers at a range of household incomes to find a safe and affordable home in Downtown Brooklyn. Housing is an essential tool for the well-being of New Yorkers as they age, and the Proposed Project would help ensure that all older adults have access to quality housing and the services needed to age in place by providing 95 DUs of senior housing.[1] The Proposed Project could enable existing residents who would otherwise be priced out of the City, to remain in the neighborhood to raise families and age in place.

The Proposed Project would add community facility space that would be utilized by neighborhood residents, including families residing in Farragut Houses. The proposed community center, adjacent to Golconda Playground, would offer social, educational and recreational programming for residents of all ages. The new cultural space to be provided by the Proposed Project would reinforce Downtown Brooklyn's identity as a cultural destination and would support its thriving art scene. The land uses expected with the Proposed Project would enhance the pedestrian realm with active ground floor spaces that promote pedestrian

[1] The Proposed Project contemplates a portion of the residential units would be set aside as senior housing at Building 4, subject to the availability of public subsidy.

safety and walkability. In addition, the Proposed Project would enliven the Project Site and surrounding streetscape by creating approximately 0.85 acres of open space, of which 0.48 acres would be publicly accessible open space, with new seating and gathering areas, landscaped areas, and walkways, which would expand the existing open space for the use and enjoyment of residents and visitors to the area. The publicly accessible open space created under the Proposed Project would connect other neighborhood open spaces, including Golconda Playground and Commodore Barry Park, increasing access for park users. The proposed open space would complement the network of open spaces in Downtown Brooklyn and would be compatible with existing open spaces in the secondary study area. Therefore, the Proposed Actions would not result in significant adverse impacts on land uses in the surrounding area.

As demonstrated above, the Proposed Actions would allow for a more efficient use of the Project Site and facilitate higher density mixed-use development in an area well-served by mass transit. The new land uses allowed under the Proposed Actions would not result in significant adverse impacts at the Project Site or in the secondary study area. The Proposed Actions would not generate land uses that would be incompatible with surrounding land uses, nor would the Proposed Actions displace existing land uses within the study area in such a way as to adversely affect surrounding land uses.

The Proposed Actions would allow higher density development and expand the supply of housing in Downtown Brooklyn. The mapping of MIH would substantially increase the supply of affordable housing at a time when the housing crisis in New York City is dire. The Proposed Actions would facilitate approximately 0.85 acres of new open space (of which 0.48 acres would be publicly accessible open space), providing connections to the Golconda Park to the west and Commodore Barry Park to the east. The improved school facilities and increase in public school capacity would support and strengthen the residential character of the surrounding neighborhood. The proposed residential, commercial, and community facility space, as well as proposed publicly accessible open space would be consistent with existing and planned developments in Downtown Brooklyn. Therefore, the Proposed Actions would not result in a significant adverse impact to land use in the secondary study area.

ZONING

PRIMARY STUDY AREA

The co-Applicants are seeking discretionary zoning approvals applicable only to the Project Site. The approvals include a zoning map amendment, two zoning text amendments, and a special permit. In addition to the zoning approvals, the Proposed Project requires the transfer, reallocation, and lease of property among 240 Nassau Holdings, LLC, ECF, and the City of New York to allow for the Proposed Project and ECF financing. The Proposed Project also requires relocation of P.S. 287 by the PEP. Additionally, the Proposed Project could potentially participate in NYCHA's TOA program.

The zoning approvals are as follows: (i) a zoning map amendment to change the Project Site from an R6 district to a C6-12 district; (ii) a zoning text amendment to designate the Project Site as an MIH Area; (iii) a zoning text amendment to modify ZR Section 74-752 to make the provisions applicable to the Project Site and permit modification of ZR Section 27-10 (Administration of Affordable Housing); and (iv) a special permit pursuant to ZR Section 74-752. The special permit would allow modification of certain affordable housing requirements,

bulk regulations, and loading requirements by the CPC. The requested zoning approvals are described in more detail below:

- A zoning map amendment to change an existing R6 district to a C6-12 district. The proposed C6-12 district (R12 equivalent district) is a high density commercial district that allows residential, commercial and community facility uses (Use Groups I to VIII) to a maximum total FAR of 18. R12 districts have a maximum residential FAR of 15 for standard residences and a maximum residential FAR of 18 for buildings providing Qualifying Affordable Housing or Qualifying Senior Housing. The zoning map amendment would allow higher density development in the primary study area that would maximize the amount of housing that can be created.
- A zoning text amendment to designate the Project Site as an MIH Area in Appendix F of the ZR. MIH mapping would ensure permanently affordable housing is provided at the Project Site
- A zoning text amendment to modify ZR Section 74-752 to make the provisions applicable to the Project Site and permit modification of ZR Section 27-10 (Administration of Affordable Housing). ZR Section 74-752 allows the modification of ground floor use, MIH, accessory off-street parking and loading berth, and other bulk regulations (excluding FAR) for developments on land owned by ECF in an underlying C6-9 district within the Special Downtown Brooklyn District. The zoning text amendment would expand the applicability of the existing provisions to sites owned by ECF in the C6-12 district within Brooklyn Community District 2 not within the Special Downtown Brooklyn District and to allow for modifications of the affordable housing requirements set forth in ZR Section 27-10. The proposed text amendment has limited applicability and would not affect other sites.
- A special permit pursuant to ZR Section 74-752 to modify ZR Sections 23-342, 23-371(c)(1), 23-371(c)(2), 23-432, 23-433, 27-131, 27-151, 27-16, 36-62, and 35-631 to allow the modification of certain affordable housing requirements, bulk regulations, and loading requirements. The special permit would allow flexibility in the layout of buildings, open spaces, the accommodation of building bulk, and other modifications intended to optimize the layout and site plan for the Project Site.

The Proposed Actions also include the transfer, reallocation, and lease of property among 240 Nassau Street Holdings, LLC, ECF, and the City of New York to allow for the Proposed Project and ECF financing. As described below, the Proposed Project could also require additional approvals.

- The relocation of P.S. 287 is subject to the approval of the PEP, a voting body overseeing New York City Public Schools. Any actions, including approvals by the PEP, that are necessary to facilitate the relocation of P.S. 287 and the Community Roots Charter School are not analyzed as part of this environmental review. It is anticipated that any such action(s) is/are expected to occur at a later date and will be the subject of a separate environmental review at that time pursuant to SEQRA and in accordance with CEQR.
- The co-Applicants may potentially participate in NYCHA's TOA program, which would involve the allocation of PBV to create new senior housing opportunities for existing NYCHA residents in Building 4. The co-Applicants propose that 20 percent of the project's residential floor area (302 affordable DUs) be provided as affordable housing. The co-

Applicants propose to map the Project Site with a modified version of MIH Option 1 that would allow 20 percent of residential floor area at a weighted average of 60 percent AMI (302 affordable DUs), with eight percent of floor area at 40 percent AMI. In the event the co-Applicants and NYCHA participate in the TOA program (or a comparable affordable housing program), the modified Option 1 would permit a minimum of 15 percent of residential floor area at a weighted average of 60 percent AMI (207 affordable DUs), with six percent of floor area at 40 percent AMI, and the remaining 5 percent of residential floor area (95 affordable DUs) would be provided in Building 4 through the TOA program - together still yielding a total of 302 affordable DUs. In all cases, no unit would exceed 130 percent of AMI. TOA and PBV are part of HUD's Rental Assistance Demonstration (RAD) program and would be implemented pursuant to 24 CFR 983. The implementation of these programs would require an environmental review in accordance with the National Environmental Policy Act (NEPA) and HUD environmental standards at a future date when a RAD application is advanced.

SECONDARY STUDY AREA

The Proposed Actions would not result in significant adverse impacts to zoning as a result of the proposed zoning map and zoning text amendments, special permit, and other discretionary approvals relating to the transfer, reallocation, and lease of property. The discretionary zoning approvals would apply specifically to the Project Site and would not result in any changes to zoning in the secondary study area nor would the proposed zoning district conflict with other adjacent zoning districts, such as R6, R6B, C4-3, C6-2, and M1-4. The Proposed Actions would rezone the Project Site from an R6 residential district to a C6-12 (R12 equivalent) commercial district. The proposed zoning district would increase the total amount of floor area permitted from 3.9 FAR under the No Action condition to 18 FAR for buildings providing Qualifying Affordable Housing or Qualifying Senior Housing in the With Action condition.

New York State law was amended in 2024 to allow the City to raise residential FAR limits in certain zoning districts, effectively repealing the long-standing 12 FAR residential cap that had been in place since the 1961 ZR was established. The City subsequently amended the ZR to expand high-density residential zoning and set a maximum residential FAR of 15 or 18 in certain high-density districts. The R12 zoning district is a new high-density residential district created as part of the City of Yes for Housing Opportunity zoning amendments intended to expand the City's supply of housing, including affordable and senior housing. The increased density sought under the Proposed Actions would maximize the amount of housing that would be provided on the Project Site. The Proposed Actions would facilitate the redevelopment of an underutilized parcel that is well positioned to support new development at higher densities. The Project Site's location at the edge of Downtown Brooklyn adjacent to the BQE and just south of the Brooklyn Navy Yard and in close proximity to two mapped Parks makes it an appropriate location to concentrate additional density. The Project Site has frontage along three wide streets, Nassau, Navy, and Concord Streets, and is proximate to transit, including the York Street (F), High Street (A, C), Jay Street-MetroTech (A, C, F, R), and DeKalb Avenue (B, Q, R) subway stations as well as the NYC Ferry landing within the Brooklyn Navy Yard and several local bus routes (B57, B62, B67, and B69).

The modifications sought under the special permit would facilitate an improved site plan that allows for the placement of the proposed school, mixed-use use residential buildings, community center and public and private open space in unified manner that compliments the

adjacent public open space in Golconda Playground. The proposed public open space would feature a north-south public corridor located at the historic location of Hudson Avenue and a new public corridor running east-west between the proposed buildings, connecting Golconda Playground with Commodore Barry Park. Public programming would be located at the most desirable frontages with the new school located at the intersection of Nassau and Navy Streets and the community facility, cultural center and senior affordable housing programs wrapping Golconda Playground frontages. New retail space would be located on the street frontages and along the interior public corridors to activate the public realm. Buildings 1 and 3, the largest of the four proposed buildings, would be located on opposing corners of the Project Site to maximize the availability of light and air. A determination from NYC Parks pursuant to ZR Section 23-381 would facilitate legally required windows at the façades of Building 1 and 4 facing Golconda Playground to provide access to light and air. The local retail and community facility space and new publicly accessible open space would enliven the public realm along Nassau, Navy, and Concord Streets, inviting residents and visitors from the surrounding blocks. The modification of MIH as it relates to development on ECF property would maximize the public benefits associated with a new and expanded school, the provision of affordable and senior housing and redevelopment of underutilized City-owned property with a dynamic mixed-use development.

At 18 FAR, the Proposed Actions would significantly increase permitted residential density at the Project Site, but the increase would be consistent with recent trends just beyond the secondary study area in neighboring areas of Downtown Brooklyn and Fort Greene. The adjacent existing C6-2 district, which has a maximum residential FAR of 8.64 for buildings providing Qualifying Affordable Housing or Qualifying Senior Housing, contains a 13-story, approximately 152-foot-tall mixed-use residential, commercial, and community facility building at 257 Gold Street. Furthermore, the proposed bulk modifications would ensure that the base heights of Buildings 1 through 4 would be compatible with buildings in the secondary study area like Farragut Houses, which have heights of 14 stories (approximately 178 feet tall). Therefore, there would be no significant adverse impact to zoning in the secondary study area.

The Proposed Actions would allow for the density increases and site planning and bulk modifications needed to facilitate the Proposed Project. The new housing, school and community and retail amenities introduced with the Proposed Project would be compatible with current land use trends and market conditions in the study area. The Proposed Actions would not result in significant adverse impacts to zoning. The Proposed Actions would introduce zoning changes to allow greater densities and new uses in order to expand public school capacity and modernize school facilities; create affordable housing; expand local retail opportunities; and generate new community resources. Current zoning does not allow the development of housing at the proposed density, nor does it require affordable housing. The Proposed Actions would facilitate the development of approximately 1,502 DUs at the Project Site, of which approximately 302 would be permanently affordable through MIH, which would be mapped on the entirety of the Project Site. The Proposed Actions would support the development of retail and residential space, promote cultural and community facility uses, and increase the residential expand educational facility space, and as such, the proposed zoning is consistent with land use and zoning in the wider neighborhood. Therefore, the Proposed Actions would not result in any significant adverse impacts on zoning in the primary secondary area or secondary study area.

PUBLIC POLICY

The Proposed Actions would not result in significant adverse impacts to public policy in the primary study area or secondary study area, as described further below.

WATERFRONT REVITALIZATION PLAN

As noted above, the Project Site and portions of the secondary study area (i.e. generally north of Nassau Street and east of Navy Street) are located within New York City's Coastal Zone, and therefore, the Proposed Actions are subject to review for consistency with the policies of the City's WRP.

See **Appendix B** for a full discussion of the Proposed Project's consistency with the goals and objectives of the WRP.

BLOCK BY BLOCK

Block by Block is the Mamdani Administration's plan to address the City's housing affordability crisis through a coordinated, citywide approach that combines large-scale production of new housing with strategies to preserve existing affordable housing, enhance tenant protections, and reform the City's land-use review procedures. The Proposed Project would be supportive of the vision and goals outlined in *Block by Block* because it would introduce a substantial amount of new housing, including affordable housing, in a neighborhood with strong access to transit.

The co-Applicants also intend to pursue NYCHA's TOA and the allocation of PBVs to create new senior housing opportunities for existing NYCHA residents in Building 4. TOA and PBV are part of the HUD's RAD program. Therefore, the Proposed Project would advance the goal of utilizing the RAD program to deliver quality affordable units for NYCHA residents.

WHERE WE LIVE NYC

Where We Live NYC was a collaborative planning process to better understand how challenges like segregation and discrimination impact New Yorkers' everyday lives. Through Where We Live NYC, the City developed fair housing policies that fight discrimination, break down barriers to opportunity, and build more just and inclusive neighborhoods. The Proposed Project would help facilitate equitable housing development by increasing housing opportunities, including housing for New Yorkers who have previously experienced barriers to housing, such as low-income New Yorkers and seniors. The Proposed Project would facilitate mixed-use buildings containing residential use, local retail, and community facility, and would create publicly accessible open space. Compared to the No Action condition, the Proposed Project would support Goal 2 of the *Where We Live NYC Plan* by establishing an MIH Area coterminous with the Project Site, which would require future residential development to include permanent affordable housing. The co-Applicants propose that 20 percent of the project's residential floor area (302 affordable DUs) be provided as affordable housing. The co-Applicants propose to map the Project Site with a modified version of MIH Option 1 that would allow 20 percent of residential floor area at a weighted average of 60 percent AMI (302 affordable DUs), with eight percent of floor area at 40 percent AMI. In the event the co-Applicants and NYCHA participate in the TOA program (or a comparable affordable housing program), the modified Option 1 would permit a minimum of 15 percent of residential floor area at a weighted average of 60 percent AMI (207 affordable DUs), with six percent of floor area at 40 percent AMI, and the remaining 5 percent of residential floor

area (95 affordable DUs) would be provided in Building 4 through the TOA program—together still yielding a total of 302 affordable DUs. In all cases, no unit would exceed 130 percent of AMI.

ONENYC AND PLANYC

The Proposed Project aligns with the goals of *OneNYC and PlaNYC,* including:

- The Proposed Project would promote a dynamic, mixed use neighborhood. The Proposed Project would provide housing, including affordable housing, and would add to the quantity and connectivity of the neighborhood's open spaces and cultural facilities.
- The Proposed Project would foster walkable corridors and facilitate residential development in an area proximate to transit.
- The Proposed Project would facilitate the development of new publicly accessible open space for all neighborhood residents at the Project Site.
- The Proposed Project would promote an inclusive economy by providing new economic opportunities with respect to the proposed new retail, community, and cultural space.
- The Proposed Project would promote equity and excellence in education with the expansion of the proposed public school. The proposed actions would provide state-of-the-art school facilities for pre-Kindergarten through 8th grade. The improvements would achieve a better learning environment by providing modern educational facilities and additional public school capacity at the primary and intermediate school level. ✷
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