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Uniform Land Use Review Procedure (ULURP) Application

2510 CONEY ISLAND AVENUE REZONING – C230128ZMK N230129ZRK

IN THE MATTER OF a zoning map amendment from R4 (OP) and C8-1 (OP) to R7D/C2-4 (OP) and text amendment to map a Mandatory Inclusionary Housing Area (ZR Appendix F) to facilitate a new 11-story, approximately 61,549 sq ft mixed-use development (containing approximately 55,110 sq ft residential space with 60 DUs and 6,439 sq ft commercial space) being sought by private applicant 2510 CIA LLC at 2510 Coney Island Avenue in Sheepshead Bay, Community District 15, Brooklyn.

BROOKLYN COMMUNITY DISTRICT 15

RECOMMENDATION

☐ APPROVE
☒ APPROVE WITH MODIFICATIONS/CONDITIONS
☐ DISAPPROVE
☐ DISAPPROVE WITH MODIFICATIONS/CONDITIONS

RECOMMENDATION FOR: 2510 CONEY ISLAND AVENUE REZONING – C230128ZMK N230129ZRK

The Project Area consists of four lots and two partial lots along Coney Island Avenue. The lots all have commercial uses, with the proposed Development Site currently being used as an auto sales and repair shop. The Project Area is zoned as R4 and C8-1 zoning districts, original to the 1961 Zoning Resolution.

R4 districts are low-density residential districts intended to facilitate a mix of low-rise single-family, two-family, and multi-family buildings. The surrounding area is largely mapped with R4 districts to the south and R5 districts to the north. C8-1 districts are low-density districts that bridge commercial and manufacturing uses and are intended to facilitate automotive and other heavy commercial services. Although the Development Site is currently occupied with an automotive use, it is actually located within the R4 portion of the Project Area, making it non-conforming. The Project Area is across from the Brooklyn Public Library Homecrest branch and the YDE High School for Boys

Coney Island Avenue is a 100-foot-wide corridor characterized by a mix of uses, including two- to six-story residential apartment buildings, mixed-use residential and commercial properties, and retail stores. The surrounding area predominantly comprises one- and two-family homes as well as multifamily apartment buildings to the east and west. Public transit is readily available, with the B68 bus operating along Coney Island Avenue, the B3 bus running along Avenue U, and the Q train stopping at the Neck Road station, six blocks (0.4 miles) east of the project site.

The surrounding area, which includes the neighborhoods of Sheepshead Bay, Gerritsen Beach, and Homecrest, has a median household income of $65,726, slightly below the borough and city averages. The population is predominantly white (63%) and Asian (20%), both of which exceed borough and city averages. From 2010 to 2023, the number of housing units in Community District 15 increased by 3%, while the population grew by 6%, indicating a shortage between growing demand for housing in the area and new construction.

The Development Site is located in the 500-year flood zone, requiring mitigation measures such as placing commercial space on the ground floor and elevating residential units above the anticipated flood level.

The applicant seeks a zoning map amendment to map an R7D district with a C2-4 commercial overlay and a zoning text amendment to map Mandatory Inclusionary Housing options 1 and 2. This rezoning would facilitate the development of an eight-story, 61,288-square-foot mixed-use building with 35 dwelling units, including 10 income-restricted units. The unit mix includes 26 three-bedroom units, one two-bedroom unit, and eight one-bedroom units. The development would also include approximately 35 parking spaces.

At the time of certification, the applicant proposed an 11-story building with 60 dwelling units and 24 parking spaces. However, following recommendations from Community Board 15, the proposal was revised to reduce the height, the number of units, and to increase the number of parking spaces. This amendment did not require a change to the requested zoning actions.

In December 2024, as part of the "City of Yes for Housing Opportunity" initiative, the New York City Council amended the zoning resolution (Chapter 5, 25-222) to reduce parking requirements in R7D districts located in the outer transit zone to 0.15 parking spaces per dwelling unit. Based on this revision, the proposed development would only be required to provide 3.75 parking spaces. Since this falls below the waiver threshold of 25 spaces, the applicant is exempt from providing any parking under current zoning regulations. Despite the exemption, the applicant has proposed 35 parking spaces, significantly exceeding the requirement.

Borough President Reynoso held a public hearing for this application on Wednesday, January 15, 2025. Seven members of the public testified or submitted written testimony.

Community Board Position

Community Board 15 voted to disapprove this application on December 17, 2024, citing concerns that the development would worsen the traffic on Coney Island Avenue and negatively impact the students who attend the YDE High School for Boys.

Approval Rationale

Borough President Reynoso believes that the proposed actions are appropriate. The proposed R7D district would allow much needed housing in a part of the borough where few residential units have been built. As such, this project is in alignment with the Housing Growth and Parking Demand Management framework of the Comprehensive Plan for Brooklyn, particularly Recommendation 2.1.1(b), which supports proposed increases in residential density in areas where housing production has been lagging. The Borough President believes the proposed C2-4 overlay is appropriate, as the proposed additional residential density would support local retail and restaurants and facilitate the development of a healthy

mixed-use corridor where residents have access to goods, services, and entertainment without needing a car.

However, Borough President Reynoso is concerned about the excessive amount of parking proposed at the Development Site. The Borough President recommends reducing the proposed parking to a maximum of one space per two units as to avoid additional construction costs due to excavating a deeper cellar. The project area is located within a half mile of the Q line and adjacent to two bus lines, and thus the Borough President maintains that a ratio of one parking space per dwelling unit is excessive.

Moreover, the proposed 35 parking spaces significantly increase project costs as they require a deeper cellar level with vehicle stackers and a full-time parking attendant. The Department of City Planning estimates that each underground parking space adds $67,000 to construction costs and during the Borough President's public hearing, the applicant testified that excavating a deeper cellar level would add approximately $750,000 to the construction cost of this project in particular. Removing these additional excavation costs would avoid adding additional market pressure on the rents of new dwelling units.

Borough President Reynoso believes that any new development within the Project Area should be given flexibility to respond to actual demand for off-street parking as the area transitions from a lower density automotive corridor to a medium-density mixed-use corridor more appropriate to the widths of Coney Island Avenue and Avenue V and more compatible to nearby residential and community facility uses. The new parking requirements passed under City of Yes for Housing Opportunity provide such flexibility.

The Borough President is sensitive to the perception that this area is not currently configured to accommodate the kind of transit-oriented development proposed by this application. However, the way to mitigate this perception is to plan for higher and mixed-use densities that will create opportunities for car-free trips and obviate the need for personal vehicle ownership. Requiring a one-to-one ratio of parking to dwelling units would instead create a self-fulfilling prophecy where neighborhoods are trapped in car dependent development patterns. As such, Borough President Reynoso recommends that the project require no more than one parking space for every two dwelling units.

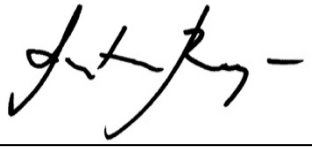
Further, Borough President Reynoso recommends that the Department of City Planning undertake a more comprehensive corridor-based analysis of the southern portion of Coney Island Avenue and Avenue V. Both are wide streets with latent potential for transit-oriented development – indeed, there has already been an uptick in ULURP applications along Avenue V to the east. While the Borough President believes that R7D/C2-4 is a reasonable precedent to set for 80-foot and 100-foot-wide streets, a more comprehensive vision for this type of corridor in the Outer Transit Zone could allay concerns that smaller, individual applications appear arbitrary or out-of-character.

Recommendation

Be it resolved that the Brooklyn Borough President, pursuant to Sections 197-c and 201 of the New York City Charter, recommends that the City Planning Commission and City Council approve this application with the condition that:

1) The applicant reduces the parking spaces to a maximum of one parking space per two dwelling units.

BE IT FURTHER RESOLVED, that the Department of City Planning articulate a subsequent vision for corridors such as Coney Island Avenue and Avenue V to guide transit-oriented development within the Outer Transit Zone.



January 31, 2025

BROOKLYN BOROUGH PRESIDENT

DATE