2185 COYLE STREET REZONING
2185 COYLE STREET, BROOKLYN, NEW YORK
LR ITEM 3 DESCRIPTION OF PROPOSAL

1. INTRODUCTION

2185 Coyle Associates LLC (the "Applicant"), the owner of property at 2185 Coyle Street (Block 7368, Lot 17)(the "Development Site") in the Sheepshead Bay neighborhood of Brooklyn Community District 15, requests approval of the following actions (the "Proposed Actions") from the New York City Planning Commission (the "CPC"):

1. Zoning map amendment to rezone a portion of Brooklyn Block 7368 (the "Project Area") from an R4/C1-2 zoning district to R6A/C2-4, R7A/C2-4, and R7X/C2-4 zoning districts; and

2. Zoning text amendment to Appendix F of the Zoning Resolution to establish a Mandatory Inclusionary Housing ("MIH") Area coterminous with the Project Area.

The Proposed Actions would facilitate the redevelopment of the Development Site with a new, 423,965 square foot, 4.42 floor area ratio ("FAR"), mixed-use residential and commercial development (the "Proposed Development"). The Proposed Development would include approximately 435 dwelling units (378,881 square feet), 45,083 square feet of commercial (local retail) floor area on the ground floor, and 233 parking spaces. In addition, 25 percent of the residential floor area in the proposed development, approximately 109 units, would be permanently income-restricted pursuant to the MIH program.

2. BACKGROUND

There are two previous CPC actions associated with the Project Area. The 2134 Coyle Street Rezoning (C 210239 ZMK) was approved by the CPC on January 4, 2022 and adopted by the City Council on February 23, 2022. The actions involved the rezoning of an approximately 50,000 square foot portion of one block (Block 7367, Lots 11, 29) immediately west of the Project Area from an R4/C1-2 zoning district to an R6A/C2-4 zoning district and establishment of an MIH Area (Option 2). The rezoning was intended to facilitate the development of a new 129,000 square foot (2.58 FAR) mixed-use development with approximately 120 dwelling units, including approximately 36 permanently income-restricted units, 32,000 square feet of commercial floor area, and 167 parking spaces.

On April 9, 1964, the CPC approved a zoning map amendment (CP-18261) that permitted the mapping of a C1-2 commercial overlay bounded by Avenue V, Ford Street, a line 100 feet north of Avenue V, a line midway between Ford Street and Coyle Street, a line 150 feet south of Avenue U, and Bragg Street. The rezoning was intended to facility the development of a privately-owned site with new commercial uses. There have been no changes to the existing zoning within the Project Area since 1964.

3. DESCRIPTION OF THE SURROUNDING AREA

Land Uses

The area within a 600-foot radius of the Project Area is generally characterized by a mix of multi-family residential, one- and two-family residential, and commercial uses. The area to the south consists primarily of the New York City Housing Authority ("NYCHA") Nostrand Houses, which includes 16 six-story multi-family elevatored buildings on a 23.8 acre campus. The area to the east of Bragg Street consists primarily of the Brigham Park Cooperative, a housing development with 12 six-story multi-family buildings located between Avenue U and Avenue W. The area to the east also includes a small number of one- and two-family homes along Brigham Street, a little league baseball stadium on Knapp Street, and P.S. 194 Raoul Wallenberg on Avenue W. Commercial uses including local retail and office space are primarily located along Avenue U and Gerritsen Avenue. The area to the north is generally characterized by one-

and two-family residential buildings up to two stories in height. The block to the west is comprised of several one-story commercial buildings and one- and two-family residential buildings with a height of two stories. As described previously, a portion of the block (Block 7367, Lots 11, 29) is expected to be redeveloped with a new 129,000 square foot (2.58 FAR) mixed-use development with approximately 120 dwelling units, including 36 permanently income-restricted units, 32,000 square feet of commercial floor area, and 167 parking spaces.

The surrounding area is well served by public transportation, including five bus lines that have stops within five blocks of the Project Area, including the B44 Select Bus Service (SBS) and B44 local running north-south along Nostrand Avenue from Williamsburg to Sheepshead Bay; the B36, which runs from Sheepshead Bay to Coney Island; the B31, which runs north-south to the Kings Highway subway station providing service to the B and Q train lines; and the BM 4 Express Bus to Manhattan, which runs north-south along Gerritsen Avenue, two blocks to the east, and the B3, which runs east-west along Avenue U providing service to the Q train located at East 16th Street, approximately one mile west of the Project Area.

Other notable uses located within or just beyond the surrounding area include several publicly accessible open spaces, including: Marine Park, an 800 acre park located three blocks east of the Project Area along Avenue U with athletic fields, basketball and tennis courts, playgrounds, lawns, hiking trails, a canoe and kayak launch, and food stands; and, Herman Dolgon Playground, a 1.89 acre neighborhood park with playgrounds and basketball and handball courts located three blocks west of the Project Area along Avenue V.

Zoning

The primary zoning districts mapped within the surrounding area include R4, R5, and R6A. R4 zoning is generally mapped to the west of Coyle Street and to the north of Avenue V whereas R5 is generally mapped to the east of Coyle Street and to the south of Avenue V. As described previously, a portion of the block immediately west of the Project Area was recently rezoned from R4 to R6A. C1-2 and C2-2 commercial overlay districts are mapped across the surrounding area's R4 district on both sides of Avenue U to a depth of 100 feet and along northern portions of Avenue V to a depth of 100 feet. A C2-4 commercial overlay is mapped to a depth of 100 feet along a midblock portion of Coyle Street to the west of the Project Area.

R4

R4 is a non-contextual district that allows detached, semi-detached, and attached single- and two-family buildings and all types of multi-family buildings. R4 typically produces three-story buildings with pitched roofs. The district allows residential (Use Groups 1 and 2) uses and community facility (Use Group 3 and 4) uses at a maximum FAR of 0.75 (FAR may be increased up to 20 percent for attic allowance) and 2.0, respectively. No commercial or industrial/manufacturing uses are permitted in R4 districts. To accommodate a potential third floor beneath a pitched roof, the perimeter wall in R4 districts may rise to 25 feet before being set back to the maximum building height of 35 feet. R4 districts require a minimum front yard of 10 feet and a minimum rear yard of 30 feet. Detached houses and multi-family buildings must have two side yards that total at least 13 feet and 16 feet, respectively, while semi-detached homes must have one side yard of at least eight feet. Accessory parking is required at a rate of one space for every dwelling unit and for 50 percent of income-restricted housing units.

R5

R5 is a widely mapped, non-contextual district that often serves as a transition district between medium and lower density areas. R5 districts are intended for neighborhoods with an assortment of housing types and allow single- or two-family homes along with multi-family buildings. The district allows residential (Use Group 1 and 2) uses and community facility (Use Group 3 and 4) uses at a maximum FAR of 1.25 and 2.0 FAR, respectively. No commercial or industrial/ manufacturing uses are permitted in R5 districts. Above a height of 30 feet, a 15-foot setback from the street wall is required before the building can rise to a maximum height of 40 feet. R5 districts require a minimum front yard of 10 feet and a minimum rear yard of 30 feet. Detached houses and multi-family buildings must have two side yards that total at least 13 feet and 16 feet, respectively, while semi-detached homes must have one side yard of at least eight feet.

Accessory parking is required for 85 percent of dwelling units and for 42.5 percent of income-restricted housing units.

R6A

R6A is a contextual zoning district where the Quality Housing bulk regulations are mandatory. These regulations produce high lot coverage, six- to eight-story apartment buildings set at or near the street line. R6A districts allow a maximum FAR of 3.0. Above a minimum base height of 40 feet, the building must set back by at least 10 feet on a wide street and 15 feet on a narrow street before rising to a maximum height of 70 feet (or 75 feet with a qualifying ground floor). Higher maximum FAR and heights are available for buildings that provide affordable housing and are located within a designated inclusionary housing area. Off-street parking is generally required for 50 percent of a building's dwelling units, but requirements are lower for income-restricted housing units.

Commercial Overlays

C1-2, C2-2, and C2-4 districts are commercial overlay districts mapped within residence districts along streets that serve local retail needs. Typical retail uses include neighborhood grocery stores, restaurants, and beauty parlors. C1 districts generally only permit Use Group 6 retail and service establishments. C2 districts permit a slightly wider range of uses (Use Groups 5-9) such as funeral homes and repair services. In mixed buildings, commercial uses are limited to one or two floors and must always be located below the residential use. When commercial overlays are mapped in R1 through R5 districts, the maximum commercial FAR is 1.0; when mapped in R6 through R10 districts, the maximum commercial FAR is 2.0. Off-street parking requirements vary by use, but are generally calculated based on the amount of floor area with C1-2 and C2-2 districts requiring one parking space per 300 square feet of floor area for general retail or service uses. C2-4 districts require one parking space per 1,000 square feet of floor area for general retail or service uses. In C2-4 districts, a waiver is available for required commercial parking fewer than 40 spaces.

4. DESCRIPTION OF THE PROPOSED PROJECT AREA

The Project Area is comprised of all or portions of five tax lots on Block 7368 including Lots 1, 15, 17, 65, and 68. The Project Area is an approximately 120,000 square foot rectangular area that is generally bounded by Coyle Street to the west, Avenue V to the south, Bragg Street to the east, and a line 100 feet south of Avenue U to the north. The Project Area has approximately 600 feet of frontage on Coyle Street, an 80-foot wide two-way street, approximately 200 feet of frontage on Avenue V, a 90-foot wide two-way street, and approximately 600 feet of frontage on Bragg Street, a 60-foot wide two-way street. The Project Area is zoned R4, a low-density residential district with a maximum permitted residential FAR of 0.75 and community facility FAR of 2.0. A C1-2 overlay is mapped across the entirety of the Project Area and allows a maximum commercial FAR of 1.0. As set forth in more detail below, the Project Area is developed entirely with commercial uses.

3060 Avenue U (Block 7368, Lot 1) is an irregular L-shaped parcel with a lot area of approximately 28,000 square feet, of which only the southernmost 8,000 square feet are located within the Project Area. The lot is comprised of a one-story approximately 12,600 gross square foot (0.45 FAR) commercial building that is currently vacant. Lot 1 has approximately 200 feet of frontage on Avenue U, 100 feet of frontage on Coyle Street, and 180 feet of frontage on Bragg Street. Curb cuts with a width of approximately 15 feet provide vehicular access to the rear of the building along Coyle Street and Bragg Street, respectively.

2124 Bragg Street (Block 7368, Lot 15) is an approximately 4,000 square foot rectangular lot surrounded by cement walls and fencing. The lot is owned by Marine Park Day School and was previously improved with basketball courts but it has not been maintained and is now characterized by cracked pavement and overgrown vegetation. Lot 15 has approximately 40 feet of frontage on Bragg Street. A curb cut with a width of approximately 10 feet provides vehicular access to the lot.

2121 Coyle Street (Block 7368, Lot 65) has a lot area of approximately 6,000 square feet and is comprised of a two-story approximately 6,400 gross square foot (1.06 FAR) flooring supply showroom and office space. Lot 65 has approximately 60 feet of frontage on Coyle Street. A curb cut with a width of approximately 50 feet provides vehicular access to the lot.

2115 Coyle Street (Block 7368, Lot 68) has a lot area of approximately 6,000 square feet and is comprised of a two-story approximately 1,600 gross square foot (0.26 FAR) beverage distributor. Lot 68 has approximately 60 feet of frontage on Coyle Street. A curb cut spans the entire frontage of Coyle Street and provides access to seven at-grade parking spaces along the front of the building.

5. DESCRIPTION OF THE PROPOSED DEVELOPMENT SITE

The Applicant-owned Development Site (Block 7368, Lot 17) at 2185 Coyle Street has a total lot area of approximately 96,000 square feet and has been improved with a one-story approximately 30,000 gross square foot (0.31 FAR) commercial building since 1958. The building was occupied by a supermarket until 2020 but is currently vacant. The building is located along the Bragg Street frontage in the center of the site, with approximately 160 at-grade parking spaces located to the north, west, and south. Lot 17 has approximately 480 feet of frontage on Coyle Street and Bragg Street, respectively, and 200 feet of frontage on Avenue V. Curb cuts with a width of approximately 25 feet provide vehicular access to the parking area from Coyle Street and Avenue V, respectively.

6. DESCRIPTION OF THE PROPOSED DEVELOPMENT

The Proposed Development would include approximately 423,965 square feet of floor area (4.42 FAR), including approximately 378,881 square feet (435 dwelling units) of residential floor area and 45,083 square feet of commercial (retail) floor area on the ground-floor. The Proposed Development would be located within an MIH Area, upon approval of the proposed zoning text map amendment of ZR Appendix F, and the Applicant intends to provide permanently affordable housing pursuant to MIH Option 1. As such, 25 percent of residential floor area (approximately 109 units) would be permanently affordable at an average of 60 percent of AMI. A total of 233 parking spaces (229 required spaces, 4 permitted spaces) would be provided on the cellar level, including 47 spaces for commercial uses and 186 spaces for residential uses.

The Proposed Development would be set at the street line and range in height from approximately 63 feet (six stories) to 92 feet (nine stories) along the Bragg Street frontage, approximately 44 feet (four stories) to 92 feet (nine stories) along the Coyle Street frontage, and approximately 82 feet (eight stories) to 92 feet (9 stories) along the Avenue V frontage. Ground-floor retail uses would be located along the Avenue V frontage and midblock along Coyle Street. Residential entrances would be located on Coyle Street and Bragg Street. An approximately 14,000 square foot private open space for building tenants would be located at-grade along the Bragg Street frontage. New curb cuts would be located on Coyle Street and Bragg Street to provide vehicular access to the parking garage and commercial loading areas.

7. ACTIONS NECESSARY TO FACILITATE THE PROJECT

<u>Zoning Map Amendment</u>

The proposed zoning map amendment to sectional map 29a would map the Project Area with R6A/C2-4, R7A/C2-4, and R7X/C2-4 zoning districts. The proposed R6A/C2-4 district would be mapped along the Bragg Street frontage to the centerline of Block 7368 and would generally be bounded by a line 100 feet south of Avenue U and 100 feet north of Avenue V. The proposed R7A/C2-4 district would be mapped along the Coyle Street frontage to the centerline of Block 7368 and would generally be bounded by a line 100 feet south of Avenue U and 100 feet north of Avenue V. The proposed R7X/C2-4 district would be mapped along the Avenue V frontage to a depth of 100 feet. The proposed R6A, R7A, and R7X districts are contextual residential zoning districts designed to encourage development compatible with older buildings found in medium-density neighborhoods.

R6A (MIH) zoning districts are medium-density residential districts that produce six- to eight-story residential buildings that have a maximum permitted residential FAR of 3.6 and a maximum community facility FAR of 3.0. Residential buildings must comply with Quality Housing bulk regulations and have a maximum base height of 65 feet or six stories and a maximum building height of 85 feet or eight stories with a Qualifying Ground Floor. Parking is required for 50 percent of market-rate residential units and 25 percent of income-restricted units outside of the Transit Zone.

R7A (MIH) are medium-density residential districts that produce seven- to nine-story residential buildings that have a maximum permitted residential FAR of 4.6 and a maximum community facility FAR of 4.0. Residential buildings must comply with Quality Housing bulk regulations and have a maximum base height of 65 feet or six stories and a maximum building height of 95 feet or nine stories. Parking is required for 50 percent of market-rate residential units and 15 percent of income-restricted units outside of the Transit Zone.

R7X (MIH) are medium-density residential districts that produce 12- to 14-story residential buildings that have a maximum permitted residential FAR of 6.0 and a maximum community facility FAR of 5.0. Residential buildings must comply with Quality Housing bulk regulations and have a maximum base height of 105 feet or ten stories and a maximum building height of 145 feet or 14 stories. Parking is required for 50 percent of market-rate residential units and 15 percent of income-restricted units outside of the Transit Zone.

C2-4 commercial overlays are paired with residential zoning districts and are generally mapped along streets that serve local retail needs. C2-4 overlays allow a range of local-serving commercial retail and service uses, such as grocery stores, restaurants, general stores, barber shops, laundromats and other similar retail and services businesses. When mapped within R6A, R7A, and R7X zoning districts, C2-4 overlays allow commercial uses to a maximum of 2.0 FAR. Commercial uses are limited to the first floor in mixed-use buildings.

The proposed zoning map amendments would allow for appropriate increases in height and density that would be consistent with existing developments in the surrounding area. The heights permitted by the proposed zoning map amendments would vary along each frontage in response to the immediately surrounding context, with the lowest building heights located along Bragg Street, and taller building segments located along Coyle Street and Avenue V. At a height of eight stories along Coyle Street and Avenue V, the Proposed Development would set back from the street line to maintain visual consistency with the surrounding area. The proposed zoning map amendments would be in context with the surrounding area, including the six- and seven-story multi-family apartment buildings within the NYCHA campus to the south of Avenue V, several six-story apartment buildings to the east of Bragg Street, and the proposed six-story development at 2134 Coyle Street to the west. Additionally, the site is located along Coyle Street and Avenue V, two wide streets capable of accommodating the proposed increase in density. The proposed residential use and ground floor commercial uses are appropriate, as the surrounding area is largely residential with ground-floor commercial uses concentrated along Coyle Street as well as Avenue U and Avenue V.

The current R4/C1-2 zoning district allows limited new residential development with an FAR of 0.75 (or 0.90 with an attic allowance). The C1-2 overlay permits a more limited variety of commercial development than the proposed C2-4 commercial overlay. Consistent with the intentions of the 2134 Coyle Street Rezoning, the proposed zoning map amendment is appropriate at this location, as it would encourage medium density residential development with active uses at the ground floor along two wide streets in close proximity to public transportation, an existing retail concentration, and publicly accessible open space. This block of Coyle Street has commercial overlays on both sides of the street and is near additional commercial development to the north and east of the Project Area, indicating the appropriateness of the additional flexibility of commercial development permitted by the proposed C2-4 overlay.

Furthermore, the proposed zoning map amendment would facilitate the creation of much needed new housing, including approximately 109 permanently income-restricted apartments for households earning, on average, 60 percent of AMI.

<u>Zoning Text Amendment to Appendix F</u>

The Applicant is requesting a zoning text amendment to Appendix F to designate the Project Area as an MIH Area. According to the U.S. Census Bureau, approximately 48.4 percent of area households in Brooklyn Community District 15 are rent-burdened and there is a strong need for affordable housing that reaches a broad range of incomes.[1]

The MIH program requires that permanently affordable housing be provided within new residential developments, enlargements, and conversions from non-residential to residential use within the mapped MIH Areas. Within the MIH Area, all housing developments, enlargements and conversions that meet the criteria set forth in the MIH program must comply with the requirements of either Option 1 or Option 2 described below.

- Option 1: 25 percent of the residential floor area shall be provided as housing affordable to households at an average of 60 percent of the Income Index (AMI), with no unit targeted at a level exceeding 130 percent of AMI, and at least 10 percent of floor area provided at 40 percent of AMI.
- Option 2: 30 percent of the residential floor area shall be provided as housing affordable to households at an average of 80 percent of the Income Index (AMI), with no unit targeted at a level exceeding 130 percent of AMI.

In addition to one or both of the options above, the City Council and the City Planning Commission could decide to apply one or both of the following options:

- Deep Affordability Option: 20 percent of the total residential floor area must be for housing units for residents with incomes averaging 40 percent of AMI and no direct subsidies could be used for these units except where needed to support more affordable housing.
- Workforce Option: 30 percent of the total residential floor area must be for housing units for residents with incomes averaging 115 percent of AMI; no units could go to residents with incomes above 135 percent AMI; no direct subsidies could be used for these affordable housing units; and this could not apply to Manhattan Community Districts 1-8.

The Applicant proposes to map the Project Area with both MIH Options 1 and 2 and intends to develop the Development Site pursuant to Option 1. As such, 25 percent of residential floor area (approximately 109 units) would be provided at an average of 60 percent of AMI with no unit at a level exceeding 130 percent of AMI, and at least 10 percent of floor area provided at 40 percent of AMI. The MIH requirement ensures that these 109 dwelling units, and a percentage of floor area in any future development within the MIH Area, are permanently affordable.

8. CONCLUSION

The Proposed Actions would facilitate the redevelopment of an underutilized vacant site with an active mixed-use development that would provide much needed new housing, including approximately 109 permanently-income restricted units, as well as retail space in close proximity to public transportation. The Proposed Development would reinforce the existing neighborhood character while furthering Citywide goals of developing new income-restricted housing and recent zoning initiatives to encourage medium density residential development with ground-floor retail in appropriate locations.

[1] Based on American Community Survey 2014-2018 5-Year Estimates for PUMA 4016, which is an approximation of Brooklyn Community District 15, available at: https://communityprofiles.planning.nyc.gov/brooklyn/15.