

Paving the Way for New Senior Housing



**Site Selection Survey of
HUD Parking Lots in New York City
May 2015**

LiveOn NY
Making New York a better place to age

About LiveOn NY

The mission of LiveOn NY (formerly The Council of Senior Centers and Services of New York City, Inc.) is to champion the rights of older adults to make New York a better place to age. Founded in 1979, LiveOn NY is recognized as the lead NYC organization that connects resources, builds supports and fosters innovation so that older New Yorkers can age with confidence, grace and vitality. We have a membership base of over 100 organizations that provide more than 600 community based programs, which range from individual community-based centers to large multi-service organizations. Our policy, advocacy and research focus on issues critical to older adults such as affordable housing with services, elder hunger, economic security and community services.

The direct services LiveOn NY provides have an immediate impact on older adults such as bringing needed SNAP benefits and SCRIE assistance to those in need. We also support community programs by providing capacity building assistance, educational opportunities and serving as an incubator where aging services can come together to share information and exchange ideas. Through our network and initiatives, we serve the 3 million older adults who call New York home.

We don't just talk about making the future better for older adults. We are on the front lines, working to make change happen now. We turn compassion into action, reaching more and more people every day. All because of our passionate belief that every New Yorker should grow old the same way they've always lived: like New Yorkers.



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PAVING THE WAY FOR NEW SENIOR HOUSING

May, 2015

Dear Colleague,

LiveOn NY (formerly the Council of Senior Centers and Services (CSCS)) is proud to share this groundbreaking study focusing on identifying feasible land for senior housing development as New York City continues to address affordable housing needs of older adults. "Paving the Way for New Senior Housing, Site Selection Survey of HUD Parking Lots in New York City" is a comprehensive overview of HUD-sponsored senior housing in New York City, and examines the feasibility of building senior housing on accessory parking lots, most of which are often underutilized. The report also provides policy recommendations for elected officials and agencies related to building on the privately-owned land.

This report follows the February 2104 release of "[Call to Action: Building a Housing Agenda for Older New Yorkers](#)." It also comes on the heels of our successful Second Annual Affordable Senior Housing Symposium, *Time to Move Forward on Affordable Senior Housing*, held on October 15, 2015 attended by nearly 200 leaders from public, private, foundation, housing and social service organizations to discuss real solutions to the City's senior housing crisis.

New York City is in the middle of an "Aging Tsunami." By 2030, New York City's 60+ population will exponentially increase to a projected 1.84 million, a 47% increase from 2000. This age sector will represent 20% of the total population compared with 15.6% in 2000. The older adults population is increasingly diverse, with over half comprised of minorities, a rapidly growing immigrant population, and an increasing LGBT population as well. While the national poverty rate for older people has declined, New York has experienced an uptick. More than 20% of older adults live in poverty according to the Center for Economic Opportunity's measure. Further, the median income for older adults is often inadequate to cover the high cost of living in New York City but still prevents many rent-burdened seniors from qualifying for public benefits. With waitlists for senior housing buildings measuring in the thousands and over multiple years, the need for affordable new housing will only continue to grow.

Given the trends, government and community organizations must take collective responsibility to creatively create and sustain a true city for all ages. The time is now to ensure each older adult, regardless of income, race, ethnicity, sexual orientation, language or ability, is able to age with confidence, grace and vitality and secure housing. This would create a New York City that ensures equality across the lifespan. "Paving the Way for New Senior Housing" provides specific recommendations to both increase the production of affordable senior housing and provide regulatory relief to stimulate the market to respond to the growing need.

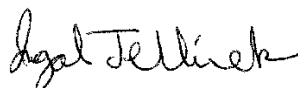
LiveOn NY thanks members of its Affordable Senior Housing Coalition for its expert input and collaboration. Thank you also to our consultant, Julie Behrens, Founding Director, [Project Urbanista](#) for overseeing the comprehensive data collection, absorbing our input and authoring an incredible paper with meaningful recommendations. We also thank Bobbie Sackman, Director of Public Policy, and Andrea Cianfrani, Deputy Director of Public Policy for coordinating the work leading us to this final report. For further information, contact Ms. Sackman at bsackman@liveon-ny.org or 212-398-6565 x226 or Ms. Cianfrani at acianfrani@liveon-ny.org or 212-398-6565 x233.

LiveOn NY looks forward to working with policy leaders and stakeholders to produce affordable senior housing with services and to making New York a better place to age.

Sincerely,



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President



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**Special thanks for their dedicated contributions to this report*

Mission Statement

LiveOn NY champions the rights of older adults to make New York a better place to live.

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Executive Summary

Older New Yorkers are the city's fastest growing demographic and will account for an estimated 20% of the population by 2030. Given this trend, the housing needs of an aging population should be among the most pressing concerns of New York City housing planners. In an era of increasing construction costs, declining stock of rent regulated housing and diminishing land resources, innovative strategies are needed now more than ever to meet the demands of the city's growing older adult population.

In 2014, Mayor de Blasio presented Housing New York, his administration's plan for 200,000 new and preserved affordable housing units over the next 10 years. The new plan expands financing programs and seeks to reduce barriers to senior housing production. A key component of the plan is the Zoning for Quality and Affordability initiative, released by the NYC Department of City Planning in February of this year. If adopted, the proposal would reduce parking requirements on new buildings and allow underutilized lots to be transformed into much needed affordable housing or other accessory uses such as congregate space and social services designed specifically for senior residents.

Paving the Way for Affordable Senior Housing in New York City the first comprehensive analysis and site selection survey portfolio of US Dept. of Housing & Urban Development (HUD) sponsored senior housing in New York City. The survey analyzes the 277 buildings and 191 accessory parking lots across the city with the ultimate aim of selecting feasible sites for new senior housing development.

Based on carefully determined criteria, 39 HUD accessory parking lots were selected and are profiled in the following pages. The selected sites can be found in all five boroughs with concentrations in the Bronx, Central and South Brooklyn and Eastern Queens. All of the lots are privately owned by non-profit housing providers with an inherent interest in expanding the stock of affordable senior housing with services.

Property profiles include relevant site data, a zoning map and photographs as well as notes on any special site conditions that could impact feasibility. The data sheets are designed as a guide for housing providers, advocates, city officials and developers as they consider the development potential of underutilized HUD accessory parking lots.

Together with the recommendations outlined in this report, and proposed changes under the Zoning for Quality and Affordability initiative, the sites selected here have the potential to generate at least **2,000** new units of much needed affordable housing, easing demand among our city's seniors and helping to reach the Mayor's goal of adding 200,000 new and preserved affordable housing units in New York City over the next 10 years.

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Introduction

Older New Yorkers are the fastest growing demographic in New York City. By the year 2030, an estimated 1.84 million New Yorkers will be over the age of 60, representing approximately one-fifth of the city's population and a 47% increase since 2000.¹ With life expectancy now at an all-time high of 80.6 years, New Yorkers are living longer than in generations past, and the already high demand for affordable senior housing is growing rapidly. As older adults become a larger and more active part of the city's population, the city must initiate comprehensive planning efforts and find new resources to address this shift in demographics and respond to housing needs of the older generation.²

In February, 2014, LiveOn NY (formerly Council of Senior Centers and Services, CSCS) released *A Call to Action: Building a Housing Agenda for Older New Yorkers*. This paper outlined a comprehensive housing agenda for older New Yorkers which seeks to:

- 1.) Increase production of affordable senior housing
- 2.) Enhance existing housing preservation strategies for older adults
- 3.) Provide regulatory relief to stimulate the market to respond to the growing need for senior housing
- 4.) Provide leadership at the NYC Department of the Aging to collaborate on housing

Paving the Way for Affordable Senior Housing in New York City offers new data and analysis to support the first and third goals of the Housing Agenda; to increase production of affordable senior housing and provide regulatory relief that could stimulate a market response to growing senior housing needs.

This site selection study maps and analyzes a portfolio of 277 HUD-sponsored senior housing properties and 191 accessory parking lots, most produced under the *HUD Section 202 Senior Supportive Housing Program* (HUD 202 Program) in New York City. The analysis considers current and proposed financing programs, zoning initiatives and regulatory requirements for new senior housing under the de Blasio administration, and investigates utilization rates on existing HUD 202 accessory parking lots with the goal of identifying new land resources for senior housing development.

Based on carefully determined criteria, 39 HUD accessory parking lots were selected as potentially feasible sites for new senior housing. They are located in all five boroughs with concentrations in the Bronx, Central and South Brooklyn and Eastern Queens. Together with the recommendations outlined in this report, these selected sites have the potential to generate at least **2,000** new units of much needed affordable housing, easing demand among our city's seniors and helping to reach the Mayor's goal of adding 200,000 units of new and preserved affordable housing units over the next 10 years.

¹ Call to Action: Building Housing Agenda For Older new Yorkers; An intervention to Increase public Savings and improve Seniors' Stability, Council for Senior Centers and Services (CSCS), February 2014.

² *ibid*

Background

Housing Needs of Older New Yorkers

Today, nearly one in three New Yorkers spend at least half of their income on housing. With an extremely low vacancy rate of only 3% in 2014, the city remains in an official state of “housing emergency” with millions of households struggling to secure decent, affordable apartments.

Demand for affordable housing among the city’s older adult population is even more pronounced, as senior households tend to be smaller and poorer on average than the general population. An estimated one in five older New Yorkers live in poverty (below \$11,170/year) with many surviving on social security alone. The average annual social security benefit is \$14,760 (\$1230 per month) leaving less than \$375 per month for housing (assuming a 30% gross income rent burden standard).³ Not surprisingly, an estimated 65% of senior households already living in rent regulated housing spend more than half of their income on rent. For those living in unregulated buildings the burden is far greater. Most older adults in New York are women (69% of the frail elderly population) as women currently outlive men by approximately 5 years. Most live alone, and collect lower social security payments on average than men, due to lower salaries and/or less time spent in the workforce during their careers.⁴

With an insufficient supply of affordable housing and the stock of rent regulated apartments declining rapidly, many older adults risk remaining isolated in unsafe or inappropriate housing situations. This includes living in upper floors of non-elevator buildings, large apartments or in spaces too small to accommodate a wheelchair. Often, they cannot move as there are no affordable alternatives available. Senior housing solutions to date have been implemented piecemeal in response to the affordability crisis, but with no comprehensive housing plan in place for New York City seniors.

The HUD Section 202 Senior Housing Program

Since the early 1980s, HUD has financed most of the city’s affordable senior housing stock under the *HUD Section 202 Senior Supportive Housing Program* (HUD 202 Program) and other mortgage and rent subsidies. The HUD 202 program has produced over 24,000 units in an estimated 277 buildings, housing more than 30,000 individuals citywide.

The HUD 202 program was established by Congress under Section 202 of the Housing Act of 1959. Historically, the program provided capital financing and rental subsidy to non-profit sponsors for new construction or rehabilitation of housing with services for very low income seniors 62 and older, earning up to 50% AMI. Tenants pay no more than 30% of their income in rent, and a Project Based Rental Contract (PRAC) pays the difference between operating costs and tenant contribution towards rent, keeping the

3 ibid

4 ibid

units affordable to the lowest income elderly and those living on social security income alone. HUD 202 buildings typically contain one-bedroom and/or studio apartments, some with supportive services coordinated on site. They are owned and managed by non-profit housing providers and are located throughout the city with concentrations in Upper Manhattan, Central and South Brooklyn and the Bronx.

Until recent changes by Congress in 2014, the HUD 202 program had been the most steady and reliable source of new construction financing and rental subsidy for affordable senior housing in New York City. The City has historically contributed land to these deals, with more recent projects also receiving gap construction financing. With the stock of city-owned land dwindling, scarcity of private land for development and structural changes to the HUD 202 program, it is crucial that the senior housing development community identify new resources and innovative strategies to increase production and meet a growing demand.

Underutilized HUD 202 Parking Lots; unintended consequence of ZR 25-25

The HUD 202 program is designed for large residential buildings (50 units or more) and the buildings are generally found in R6 zoning districts or above which allow for high density multi-family construction. HUD 202 buildings are classified in the New York City Zoning Code as *Residential Use Group 2, Non-profit Residences for the Elderly*. As such, they have an accessory parking requirement per zoning. *Specifically ZR 25-25, Modification of Requirements for Public, Publicly-Assisted and Government Assisted Housing or Non-profit Residences for the Elderly*, requires that off-street accessory parking be provided in all residential zoning districts. The ratio of parking spaces to dwelling units ranges from 10%-35% depending upon the district. Currently, there is no parking waiver available in any zoning district for this housing type.

Given that the typical HUD 202 building contains 60-80 units, ZR 25-25 produces large accessory parking lots on these properties. There is strong evidence to suggest that many lots are underutilized by residents. While the parking requirement was originally intended to ensure sufficient accessory parking, it does not reflect the reality most HUD 202 tenants' lives. In order to be eligible for residency in a HUD 202 building, applicants must qualify under strict criteria that target the very low-income. In most cases, tenants earn less than \$15,000 annually and ownership of an asset like a car is unlikely given their income level. Meanwhile, senior housing is typically built in areas well served by public transportation and in some cases, shuttle service is provided as a building amenity.

Housing New York—New Opportunities for Senior Housing

Construction Financing

THE “NEW” HUD 202 PROGRAM

In 2010, the US Congress enacted deep discretionary spending cuts that prompted the redesign of the HUD 202 program. On October 7, 2014 HUD issued the new Proposed Rule in the *Federal Register* that describes the changes, many of which have already been implemented. In the past, the HUD 202 award included both construction financing as a capital advance and project based rental subsidy in the form of the PRAC (Project Based Rental Assistance Contract), ensuring that the units would remain affordable to the lowest income elderly. The newly designed HUD 202 program eliminates construction capital from the award. Instead, it offers only rental subsidy through an Enhanced Project Based Rental Assistance Contract (ePRAC). Non-profit sponsors can use the ePRAC to leverage private and public financing including tax exempt bonds, low income housing tax credits or state and city subsidies. Though the ePRAC allows for debt service payments, the loss of capital financing from HUD places an additional burden on project sponsors and local governments to find new resources to maintain senior housing production. With the redesign of the HUD 202 program, financing models are diversifying to incorporate low income housing tax credits and/or tax exempt bonds with city or state subsidies and project based rental assistance.

HPD NEW CONSTRUCTION FINANCING

Under the de Blasio administration, the NYC Dept. of Housing Preservation and Development (HPD) has introduced the Senior Affordable Rental Apartments (SARA) Program. SARA provides gap financing for construction and is designed to be used in conjunction with 4% or 9% Low Income Housing Tax Credits and Project Based Rental subsidy from HUD, NYCHA or another source like HUD 202. The program is open to non-profit developers and serves low income residents age 62 and above. The SARA program requires a minimum 50 unit building with one-bedroom and/or studio units. One-third of the units in the development must be reserved for homeless seniors referred from the NYC Department of Homeless Services (DHS), The HIV/AIDS service Administration (HASA) or the NYS Office of Mental Health and Hygiene (OMH). Buildings receiving SARA financing are typically filed under zoning as Residential Use Group 2; Nonprofit Residences for the Elderly or Residential Use Group 2, with Quality Housing.

The Extremely Low & Low Income Affordability (ELLA) Program is another strategy for developing low- income senior housing through HPD. This program funds multi-family new construction with rents up to 60% AMI. It is designed to be used in conjunction with 4% or 9% Low Income Housing Tax Credits from city or state sources along with Project Based Rental Subsidy, likely from NYCHA, though state MRT funds may also be applicable. ELLA is open to for-profit and non-profit developers and requires either deep rent skewing or a one-third homeless set aside. While not expressly a Senior

Housing Program, the ELLA program in combination with Project Based Section 8 or other non-HPD rental subsidy is a feasible development strategy for low income senior housing.

Zoning

Under the current New York City Zoning Resolution, new development on HUD 202 accessory parking lots is prohibited by ZR 25-25, which effectively prevents the removal of any parking spaces which would leave the existing building non-compliant. With no parking waiver available for *Non Profit Residence for the Elderly* in any zoning district, there is presently no way for building owners to develop their lots, despite interest on the part of housing sponsors and unmet demand for affordable senior units.

In February 2015, the New York City Department of City Planning released the proposed *Zoning for Quality and Affordability* initiative designed to facilitate new affordable housing production. Two goals of this initiative are to “promote senior housing to address the affordable housing needs of an aging population” and “reduce unnecessary parking requirements for affordable housing.” The proposal modifies zoning requirements, eliminating parking for affordable senior housing near transit and reducing the parking requirement outside mass transit zones. The proposed modifications would allow for owners of existing accessory parking lots to develop some or all of that land as affordable housing and other accessory uses. This proposal is an extremely important step toward expanding senior housing production citywide, and is absolutely necessary in order to facilitate development on the lots surveyed in this study or other similar sites.

HUD Regulatory Framework

Despite significant steps under the de Blasio administration to expand senior housing production, current HUD regulations prevent development on accessory parking lots.* The HUD Regulatory Agreement specifically prohibits disposition or encumbrance of the property as well as any alteration, addition or subtraction of real property of the project without the written approval of the HUD Secretary.⁵ The Project Based Rental Assistance contract (PRAC) which is an essential source of rental subsidy, becomes invalid in the event of a violation of the HUD note or Regulatory Agreement.⁶ Any diversion from these agreements requires written approval from the HUD Secretary, the “HUD Waiver.” This is an extremely high bar for approval, and has the effect of prohibiting development of new housing on HUD parking lots. To facilitate new housing on accessory lots, HUD could make regulatory changes and create a mechanism by which property owners can develop their accessory lots without penalty to existing loan agreements, thereby enabling sponsors to take advantage of new financial, zoning and land resources to create additional affordable housing.

5 HUD Capital Advance Program Regulatory Agreement OMB 2502-7470

6 HUD Project Rental Assistance Contract Part 1 & 2 OMB No. 2502-0470

*For the purpose of this analysis, the HUD Regulatory Agreement, the HUD Project Based Rental Assistance Contract (PRAC) and the HUD Note were examined. These are the standard regulatory documents found on most HUD 202 and other senior housing deals, but may not include the entire universe of regulations on any one given HUD Senior Housing development

Land Resources

Land scarcity is perhaps the greatest challenge confronting the senior housing providers in New York City today. In the face of a dwindling stock of city-owned land, soaring land acquisition costs and growing demand from a low-income senior population, HUD 202 accessory parking lots are an untapped source of new land resources for senior housing development. The lots are privately-owned by local non-profit housing providers who have an inherent interest in expanding the affordable senior housing stock.

There has long been interest the development potential of HUD 202 accessory parking lots. New financing programs and zoning proposals introduced under the de Blasio administration seek to expand senior housing production, reduce residential parking requirements and replace underutilized parking land lots with new affordable housing. Under the Mayor's *Housing New York plan and Zoning for Quality and Affordability* proposal, there is an opportunity to finally transform these underutilized spaces into much needed affordable housing.

Paving the Way for New Affordable Senior Housing

Site selection survey

Paving the Way for Affordable Senior Housing in New York City the first comprehensive mapping analysis and site selection survey of the portfolio of HUD-sponsored senior housing in New York City. The survey analyzes 277 buildings and 191 accessory parking lots across the city with the ultimate aim of selecting sites that are feasible for new senior housing development. This survey:

- 1.) Maps the portfolio of HUD senior buildings and accessory parking lots in NYC
- 2.) Investigates utilization rates on existing HUD accessory parking lots
- 3.) Identifies potentially feasible development sites on HUD accessory parking lots
- 4.) Profiles each of the selected sites with site data, zoning maps and photographs

Survey Methodology

To create the baseline portfolio of HUD-sponsored senior housing and accessory parking lots in New York City, data from the HUD 202/811 June 2014 Master list (provided by HUD) and the HUD 202 NYC List (provided by HPD) were analyzed along with publicly accessible NYC PLUTO data and the Furman Center Subsidized Housing Information Project (SHIP) database.

HUD 202 building owners and managers were surveyed via email and telephone regarding current utilization rates on their lots. Data on approximately 50 properties was collected through the survey. Utilization and site characteristics on the remaining 140 lots were evaluated using Google Earth imagery, PLUTO data, OASIS Map (NYC Open Accessible Site Information System) and site observations. A final property list was geocoded and mapped, creating the baseline for this study. Parking lot measurements were determined using PLUTO files and Google Earth imagery. They are estimates only and must be verified by an individual site survey. Finally, site visits were conducted on those lots meeting minimum selection criteria to verify site and neighborhood conditions, observe parking utilization rates and take photographs.

Minimum Site Selection Criteria

Selection criteria were carefully developed based on existing and proposed zoning and regulatory structures, typical financing programs for new construction of affordable senior housing, and the physical limitations of a given site.

Minimum Buildable Floor Area: Approximately 36,000 SF

Minimum Lot Size: Approximately 12,000 SF in zoning districts allowing 3.0 FAR or higher. Some sites in lower zoning districts were retained if the site was sufficiently large or a zoning action could be taken to increase the amount of buildable floor area in places where the urban fabric could reasonably accommodate the larger building.

Adequate Street Front Access: Parking lot must be well sited with sufficient street frontage (ie. No front or rear yard lots)

ASSUMPTIONS

Building Size: Site must accommodate a 50 unit building (new construction financing programs typically require at least 50 units)

Average unit size: Senior housing can be a mix of studio and one-bedroom units. HPD design guidelines suggest 500 square foot studios and 650 square foot one bedroom units. Average unit size is conservatively calculated at 720 gross square feet per dwelling unit assuming a 25% loss factor from gross to net $((500+650)/2*1.25)$

QUALIFIERS

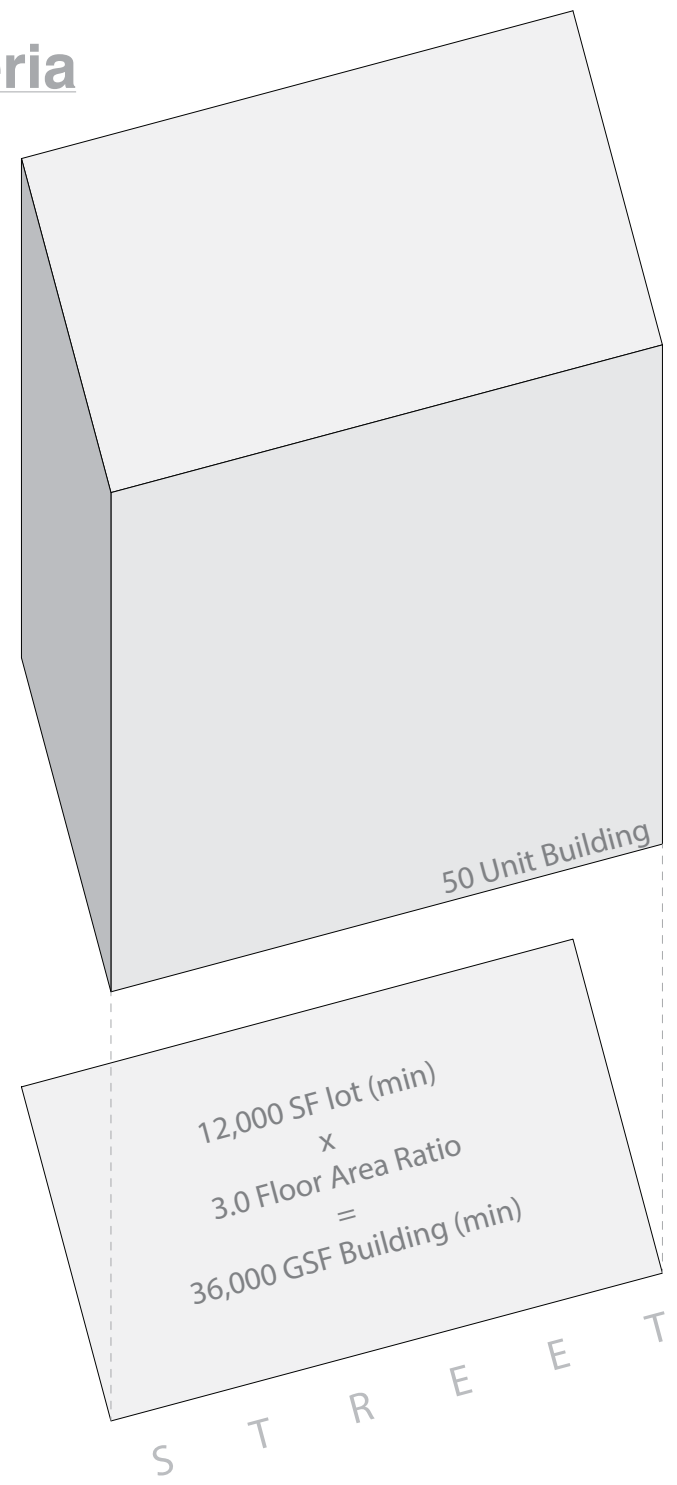
The site selection is based upon the criteria and assumptions described above. Each selected site requires full zoning and feasibility analysis to determine whether sites can be developed for senior housing.

Lot size calculations were based on an estimated parking lot measurements (not tax lot measurements), and do not consider lot coverage, rear or side yard or set-back requirements when estimating the amount of buildable floor area.

HUD regulatory relief will be required to facilitate development of the selected properties.

The development of any one of the selected sites will require the elimination of accessory parking requirements under ZR 25-25, the adoption of reduced parking requirements as currently proposed by the Department of City Planning's Zoning for Quality and Affordability initiative.

Site Selection Criteria



Findings

The survey revealed 277 HUD-sponsored buildings containing an estimated 24,000 units of housing for low income seniors citywide. Of these, 191 sites contain accessory parking lots required by zoning under ZR 25-25. The sites are found in all five boroughs with concentrations in the Bronx, Upper Manhattan, Central Brooklyn and Eastern Queens.

Based on carefully designed criteria which take into consideration current and proposed zoning regulations, financing programs and site conditions, the survey identified 39 parking lots that are potentially feasible for new senior housing development. Collectively, the selected sites represent approximately 827,770 square feet of underutilized land area that could support an estimated **2,000** new affordable senior housing units.

Selected sites are located in all five boroughs with the highest concentrations found in central Brooklyn and eastern Queens. Approximately three quarters are found in zoning districts which permit 3.0 or higher floor area ratio (FAR) and are located within ½ mile of the subway. Those in lower zoning districts tend to be further from transit, but are sufficiently large to accommodate a new building. All of the sites are easily accessible to MTA bus lines which connect directly to the subway.

There is clear evidence to suggest low utilization rates on the accessory parking lots. A recent Department of City Planning analysis found extremely low car ownership rates among HUD 202 building residents, at only 5 cars per 100 residents in areas well served by public transportation and 11 cars per 100 residents in areas further from transit.⁷ This finding is further supported by the parking utilization survey conducted as part of the research for this study. Of the 50 properties for which data were collected, only six sites were reported to be fully utilized. Data collected through site visits and Google Earth imagery further indicate that HUD 202 parking lots stand mostly empty. Many survey respondents indicated a desire to transform their lots into higher and more productive use, with more housing units, green space and additional congregate spaces most frequently mentioned.

The lots that were determined as not feasible in this study were either too small, irregular in shape or were without sufficient street frontage (usually either behind or in front of existing buildings). While these are not feasible for new senior housing development, they may be able to support other accessory uses permitted under the proposed Zoning for Quality and Affordability initiative such as congregate space for support services.

Each of the 39 selected sites are profiled in the following pages. The profile includes relevant site data, a zoning map and photograph as well as notes on any special site conditions that could impact development feasibility. The data sheets are designed as a guide for housing providers, advocates, city officials and developers as they consider the development potential of underutilized HUD accessory parking lots.

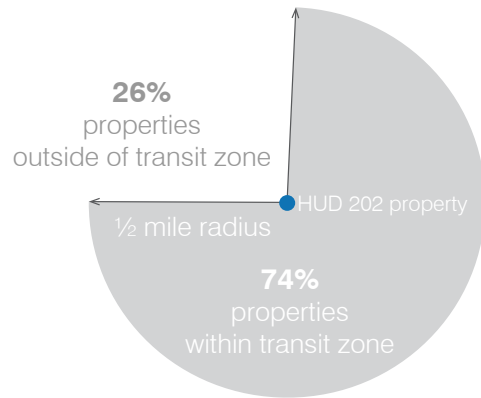
7 <http://www.nyc.gov/html/dcp/html/zoning-qa/zoning-for-affordability-1.shtml>

Selected Sites with Subway Proximity

Source:
 -NYC PLUTO
 -DOITT Subway Routes
 May 2015

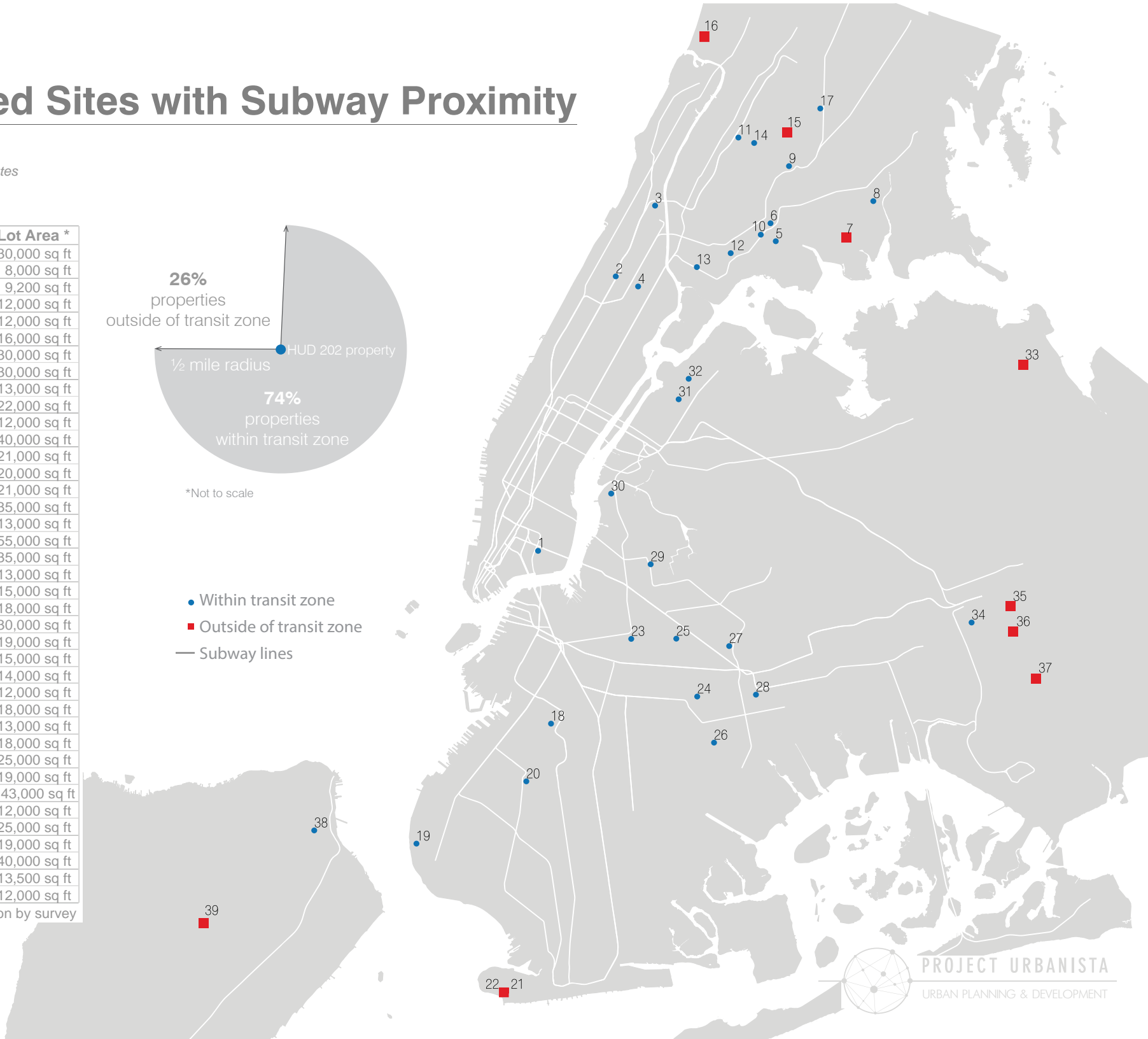
I.D	Zoning	F.A.R	Lot Area *
1	R8	6.02	30,000 sq ft
2	R8A	7.2	8,000 sq ft
3	R7-2	4.0	9,200 sq ft
4	R7-2	4.0	12,000 sq ft
5	R6	3.0	12,000 sq ft
6	R7-1	3.44	16,000 sq ft
7	R5	1.25	30,000 sq ft
8	R5	1.25	30,000 sq ft
9	R7-1	3.44	13,000 sq ft
10	R7-1	3.44	22,000 sq ft
11	R8	6.02	12,000 sq ft
12	R7-1	3.44	40,000 sq ft
13	R6	3.0	21,000 sq ft
14	R6A	3.0	20,000 sq ft
15	R7-1	3.44	21,000 sq ft
16	R1-1	0.5	35,000 sq ft
17	R6	3.0	13,000 sq ft
18	R6B	2.0	55,000 sq ft
19	R7A	4.0	35,000 sq ft
20	R6	3.0	13,000 sq ft
21	R6	3.0	15,000 sq ft
22	R6	3.0	18,000 sq ft
23	R6B	2.0	30,000 sq ft
24	R6	3.0	19,000 sq ft
25	R6A	3.0	15,000 sq ft
26	R6	3.0	14,000 sq ft
27	R6	3.0	12,000 sq ft
28	R6	3.0	18,000 sq ft
29	R7A	4.0	13,000 sq ft
30	R6B	2.0	18,000 sq ft
31	R6B	2.0	25,000 sq ft
32	R7B	3.0	19,000 sq ft
33	R5	1.25	43,000 sq ft
34	R4-1	0.75	12,000 sq ft
35	R7-2	4.0	25,000 sq ft
36	R5	1.25	19,000 sq ft
37	R3X	0.5	40,000 sq ft
38	R4	0.75	13,500 sq ft
39	R3-2	0.5	12,000 sq ft

*Subject to verification by survey



*Not to scale

- Within transit zone
- Outside of transit zone
- Subway lines



Recommendations

The following recommendations offer ideas to housing officials and senior housing providers to promote more and better housing for older adults in New York City.

ZONING RECOMMENDATIONS

1. The parking requirement for Residential Use Group 2, Non-Profit Housing for the Elderly should be eliminated from the Zoning Code and replaced with the proposed modifications under DCP's Zoning for Quality and Affordability Initiative. Parking is not the highest and best use of underutilized accessory parking lots. According to DCP estimates, off-street parking costs and estimated \$20,000-\$50,000 per space to build. Scarce housing subsidy land resources are better spent on new housing units than on unnecessary parking lots.
- 2.) Adopt proposed parking modifications under The Department of City Planning's proposed Zoning for Quality and Affordability Initiative to facilitate development of sites selected in this study. As currently proposed, the modified zoning would:
 - a.) Eliminate parking on affordable senior housing near transit and reduce the requirement for developments further from subway stations; allow affordable senior housing near the subway to eliminate parking facilities and create a process to allow on a case-by-case basis, reduction of parking requirements that would facilitate redevelopment of existing underutilized parking lots as mixed income or affordable housing
 - b.) Promote senior housing by modernizing zoning definitions to accommodate today's housing models and regulated housing types. These modifications recognize the spectrum of senior housing types; including market rate, inclusionary, affordable, assisted living and nursing homes. They also accommodate the various mixed models under which senior units are produced including mixed-income housing and mixed state licensed long term care facilities.
 - c.) Provide additional flexibility for senior and inclusionary housing design. These modifications would permit, where zoning allows, additional floor area for affordable senior housing or Inclusionary Housing. This additional floor area could allow for ground floor accessory residential spaces to be located in the rear yard, where parking garages or community facilities are currently permitted. Accessory amenity spaces are a key component in the Senior Housing with Services Model which attempts to integrate new support systems such as social services into buildings in order to keep seniors housed in place as they advance into higher levels of care. This zoning modification would facilitate the co-location of senior services with affordable housing.

REGULATORY RECOMMENDATIONS

1.) Current HUD regulation prohibits the prohibits disposition, encumbrance, alteration, addition or subtraction of any real property on an existing building without written approval of the HUD Secretary, commonly called a “HUD Waiver.” These and other regulations effectively prohibit HUD 202 Parking Lot owners from developing their accessory lots as housing or another use. HUD should remove restrictions on existing deals, and create a mechanism that would permit owners to develop lots as senior housing or accessory community facility space. Owners should not be penalized under the HUD Use Agreement or any other regulatory structures on existing properties. Instead, regulatory changes should encourage HUD 202 building owners to develop underutilized lots into housing and services where feasible.

FUNDING RECOMMENDATIONS

1.) HUD 202 building owners and developers should explore new avenues and resources for developing senior housing at varying size and scales. Affordable senior housing is developed using a variety of State, City, Federal and private-sector programs. Developers of affordable housing have shown enormous creativity in combining multiple sources of funding to build housing when they have site control over inexpensive or free land.

2.) There is currently no dedicated funding stream for on-site services in affordable senior housing and sponsors must look for piecemeal solutions for supportive services for tenants. City, State and Federal partners should commit a dedicated source to which on-site services can be underwritten on new construction projects. The HUD ePRAC rental contract should be leveraged to support on-site service provision.

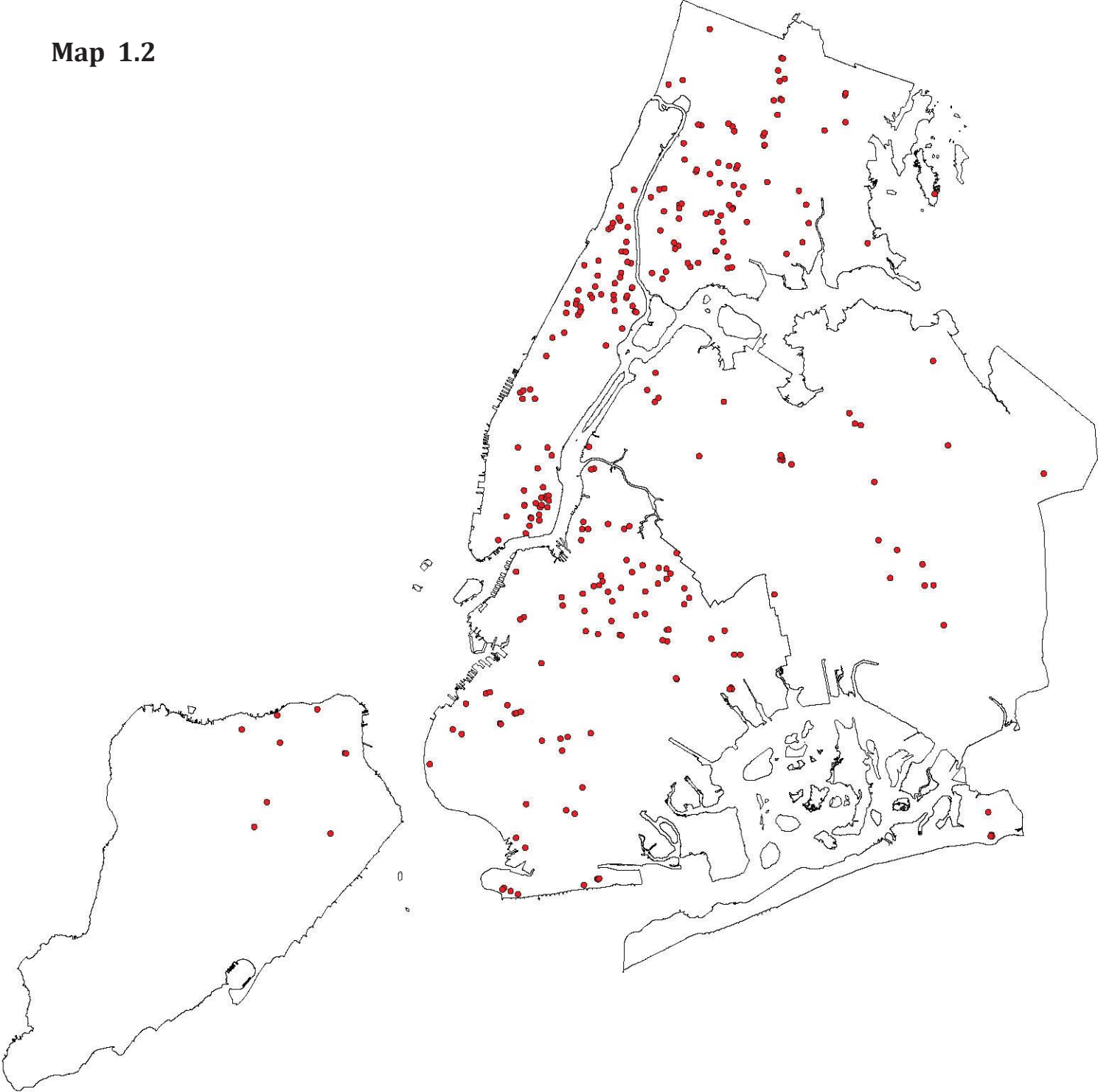
EDUCATION & ADVOCACY RECOMMENDATIONS

1.) As DCP’s proposed Zoning for Quality and Affordability initiative starts the public review process in the spring of 2015, senior housing advocates and developers should educate and promote the senior housing components of the proposal among Community Boards and local leaders as a way to facilitate development of new affordable senior housing.

2.) Industry partners with technical expertise should develop a toolkit for senior housing sponsors that explains the process for developing underutilized parking lots under the newly emerging financing, zoning regulatory and legal structures.

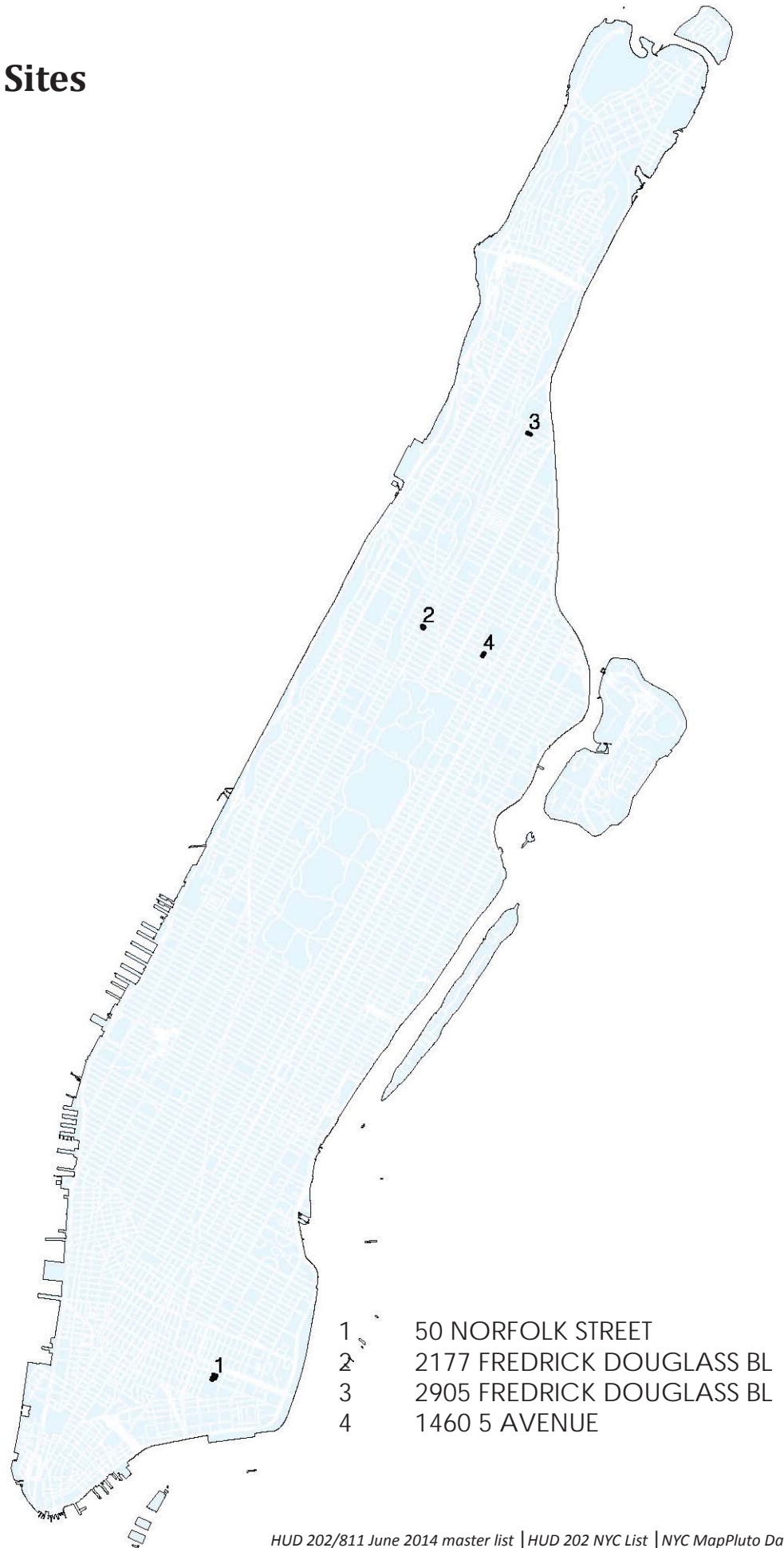
HUD SENIOR HOUSING PROPERTIES IN NYC

Map 1.2



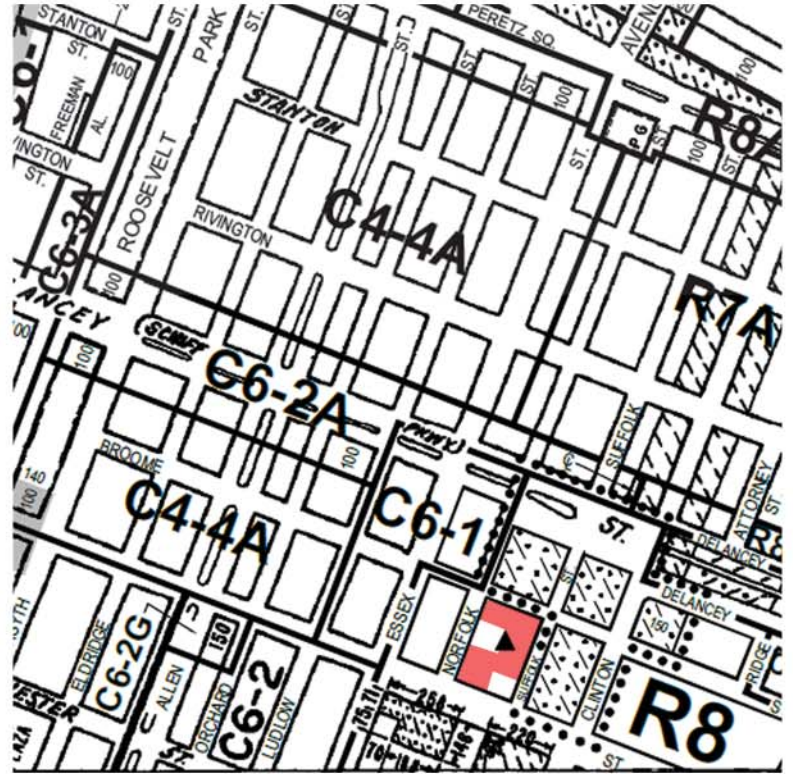
Manhattan Selected Sites

Map 2.1



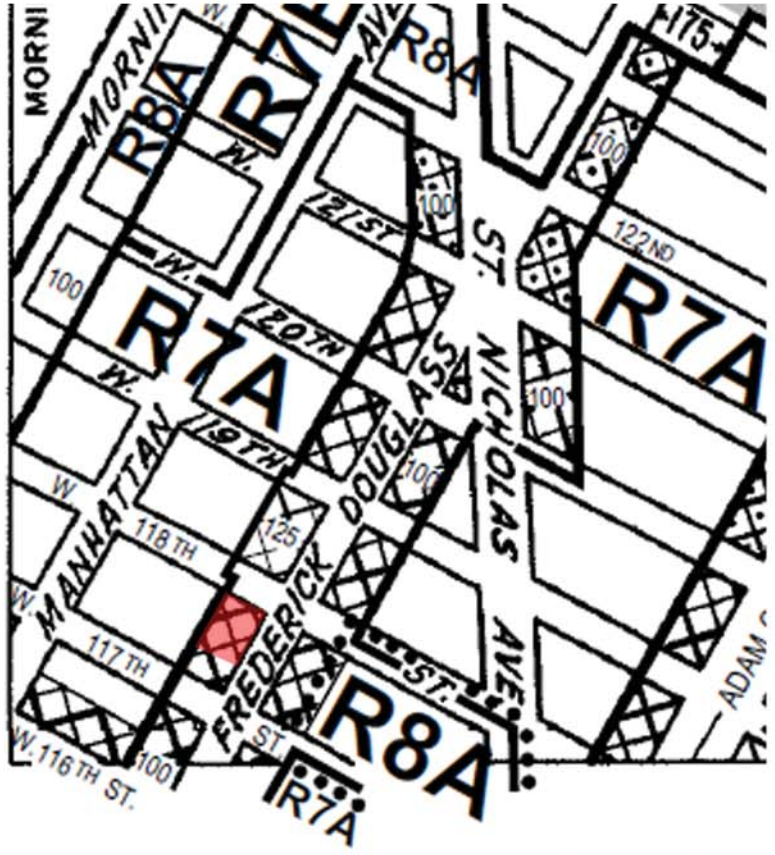
Borough: Manhattan
Address : 50 Norfolk Street
Block : 346
Lot: 1
Zoning District: R7-2
Zone Map 12c
F.A.R: 3.44 (4.0 Quality Housing)
Tax Map 10201
Estimated:
Size of Parking Lot : 30,000 sq ft

Observations : Proximity to Williamsburg bridge.
Moderate utilization rate observed.



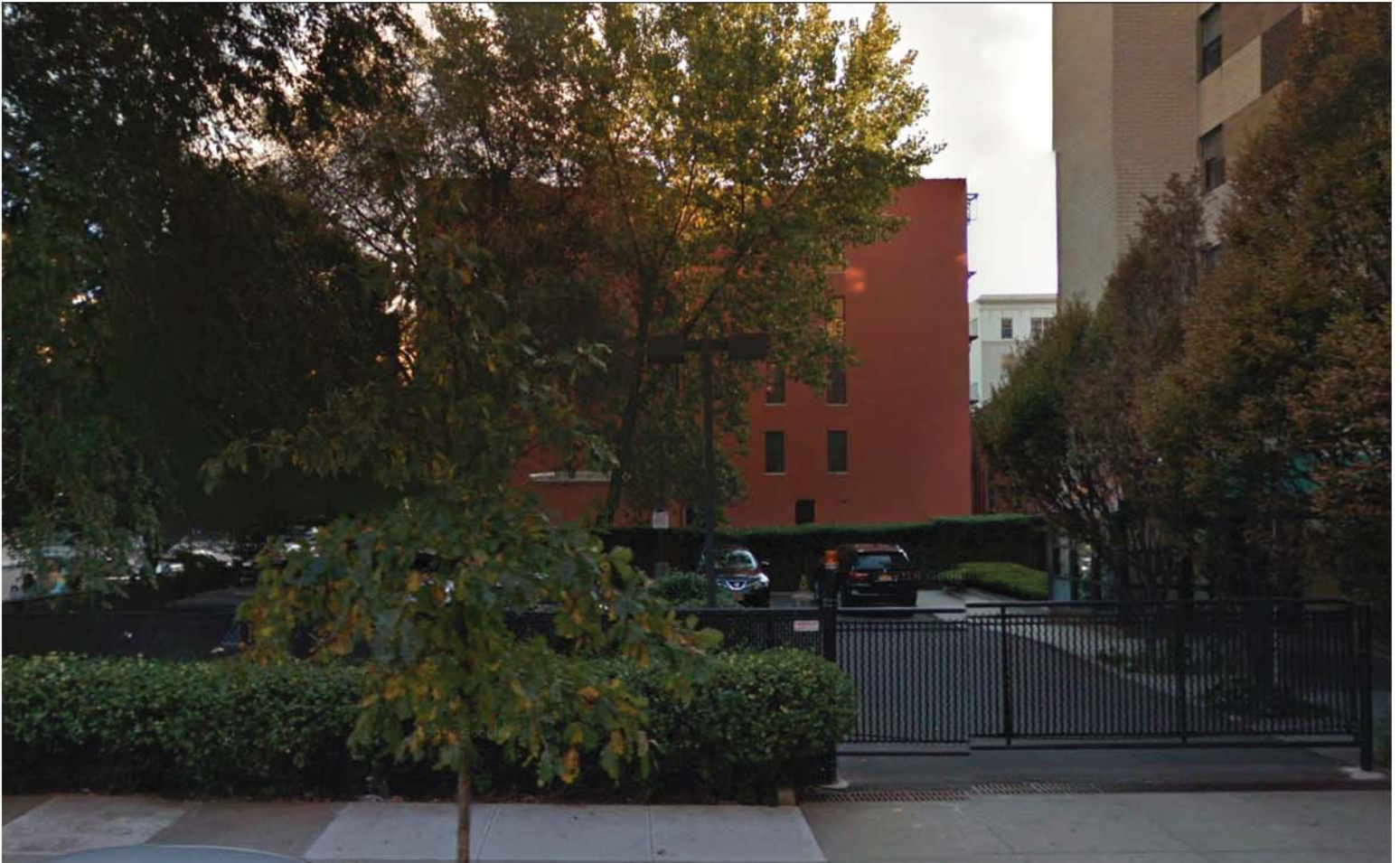
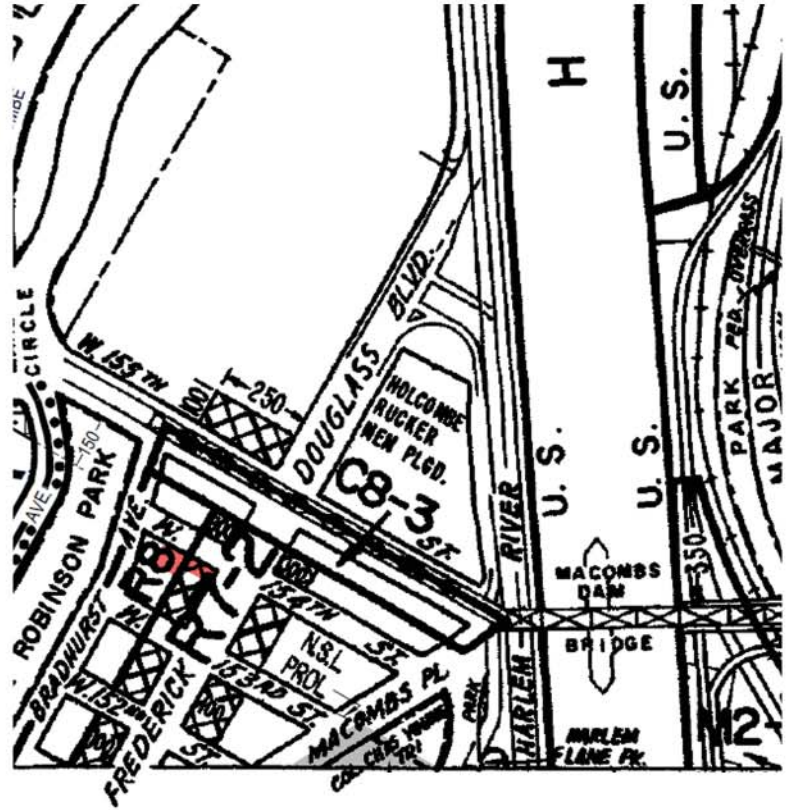
Borough: Manhattan
Address : 2177 Fredrick
Douglass Blvd
Block : 1944
Lot: 36
Zoning District: R8A
Zonemap: 6a
F.A.R: 6.02
Tax Map: 10706
Estimated:
Size of Parking Lot : 9,500 sq ft

Observations : Adjacent privately
owned vacant lot.



Borough: Manhattan
Address : 2905 Fredrick
Douglass Blvd
Block : 2047
Lot: 12
Zoning District: R7-2
Zonemap: 7b
F.A.R: 3.44 (4.0 Quality housing)
Tax Map: 10709
Estimated:
Size of Parking Lot : 7,600 sq ft

Observations : Corner lot,
lot line windows
on existing adjacent building.

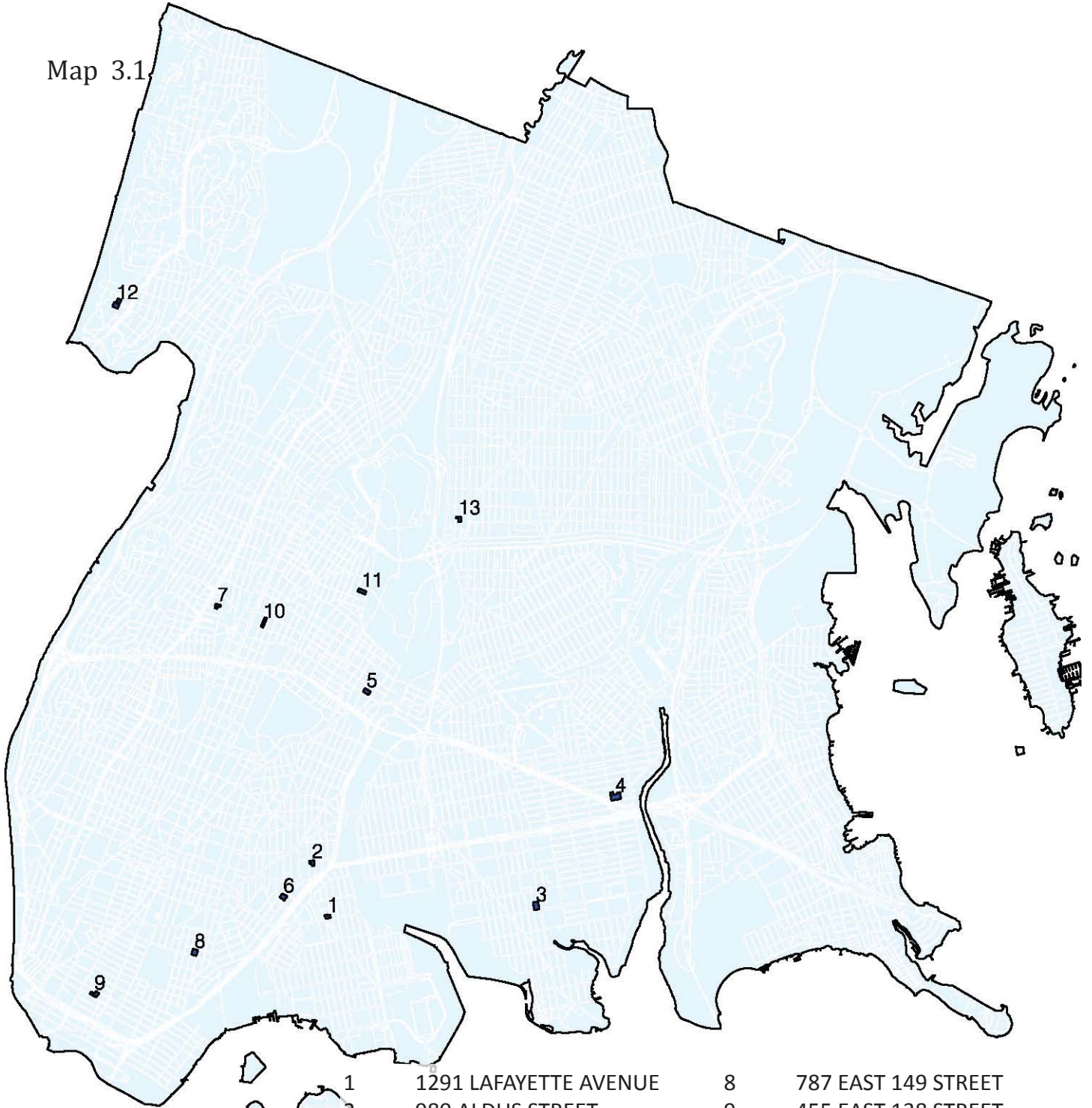


Borough: Manhattan
Address : 1460 5th Avenue
Block : 1717
Lot: 33
Zoning District: R7-2
Zone Map 6b
F.A.R: 3.44 (4.0 Quality Housing)
Tax Map 10607
Estimated:
Size of Parking Lot : 9,500 sq ft
Observations : Adjacent Community Garden



Bronx Selected Sites

Map 3.1

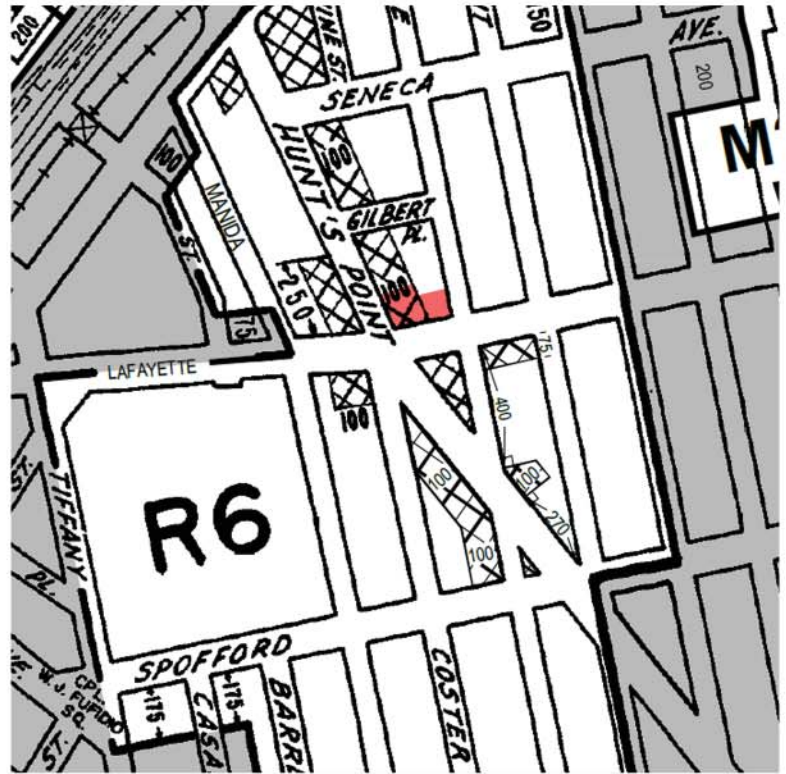


- | | | | |
|---|-------------------------|----|--------------------------|
| 1 | 1291 LAFAYETTE AVENUE | 8 | 787 EAST 149 STREET |
| 2 | 980 ALDUS STREET | 9 | 455 EAST 138 STREET |
| 3 | 669 WHITE PLAINS ROAD | 10 | 2000 WASHINGTON AVENUE |
| 4 | 1072 HAVEMEYER AVENUE | 11 | 780 EAST 185 STREET |
| 5 | 985 EAST TREMONT AVENUE | 12 | 2973 INDEPENDENCE AVENUE |
| 6 | 887 SOUTHERN BOULEVARD | 13 | 2275 OLINVILLE AVENUE |
| 7 | 230 EAST 179 STREET | | |

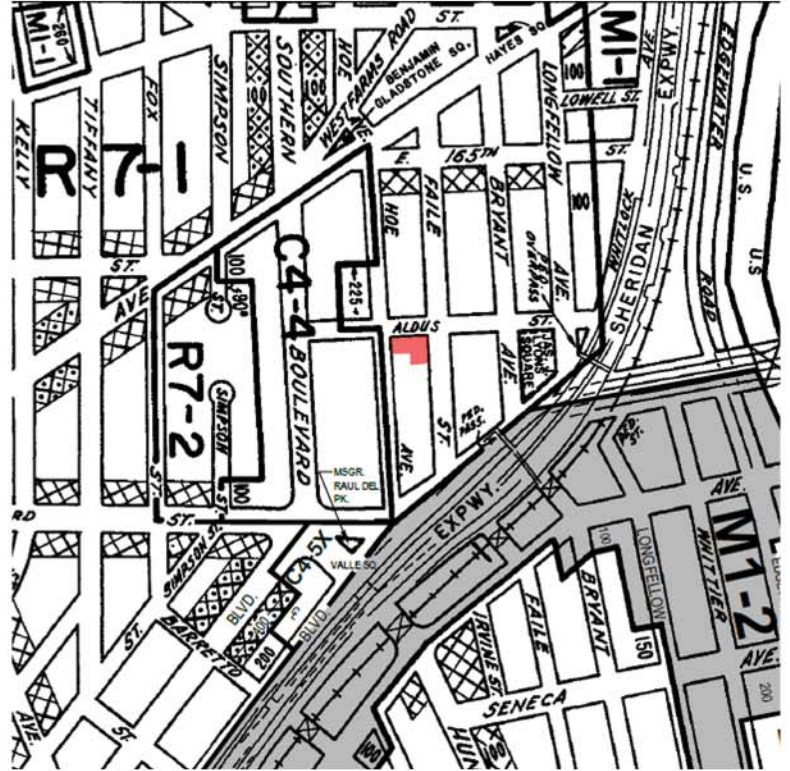
Borough: Bronx
Address : 1291 Lafayette Ave.
Block : 2762
Lot: 1
Zoning District: R6
Zonemap: 6c
F.A.R: 3.0
Tax Map: 21007

Estimated:
Size of Parking Lot : 13,000 sq ft

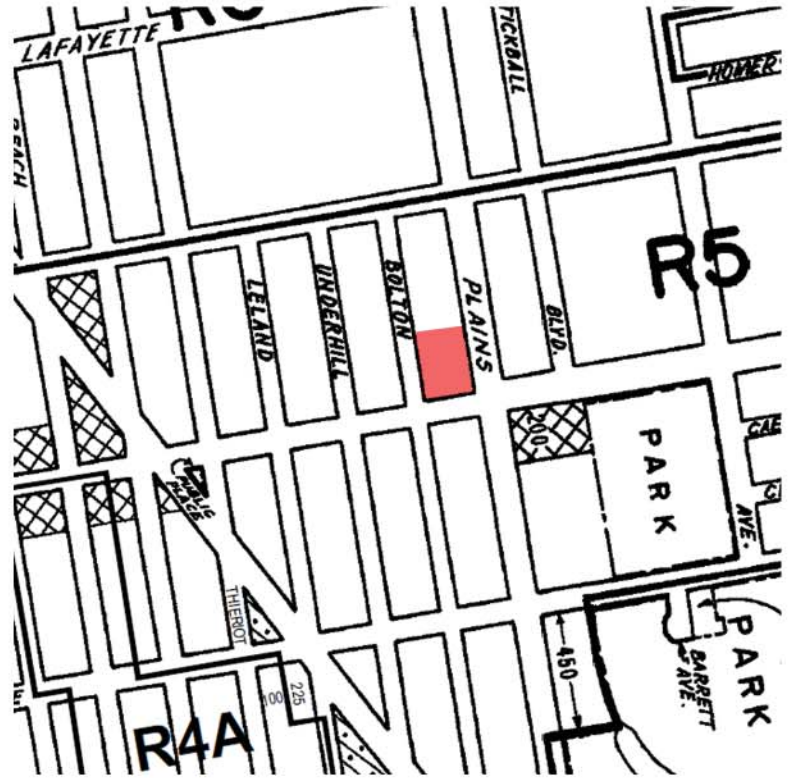
Observations : Lot line windows
on adjacent building.



Borough: Bronx
Address : 980 Aldus Stree
Block : 2746
Lot: 30
Zoning District: R7-1
Zonemap: 6c
F.A.R.: 3.44 (4.0 Quality Housing)
Tax Map: 21006
Estimated:
Size of Parking Lot : 16,000 sq ft
Observations : Underutilized

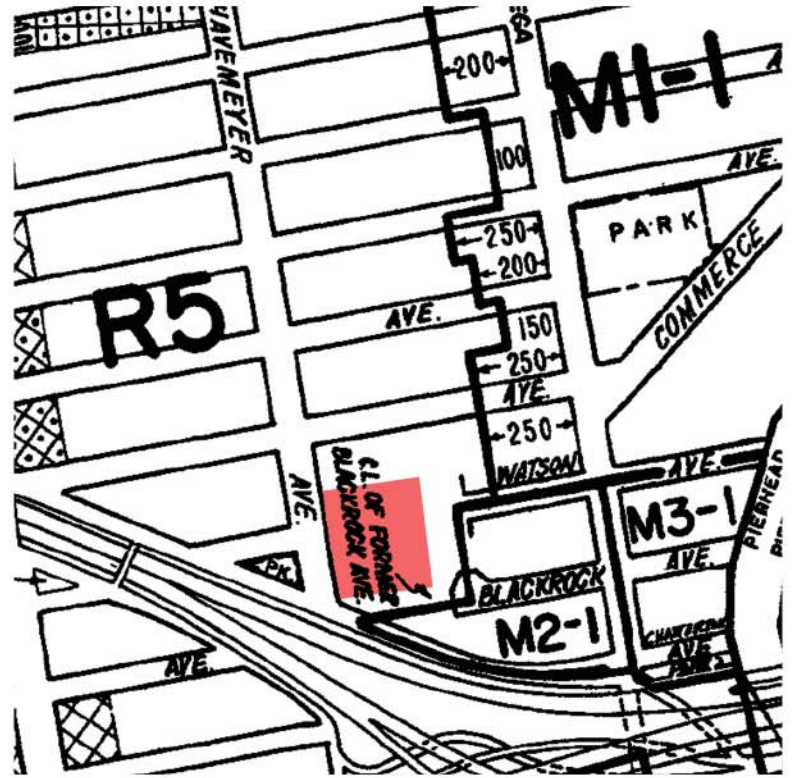


Borough: Bronx
Address : 669 White Plains Rd
Block : 3563
Lot: 5
Zoning District: R5
Zonemap: 7a
F.A.R: 1.25
Tax Map: 21405
Estimated:
Size of Parking Lot : 30,000 sq ft
Observations : Underutilized lot



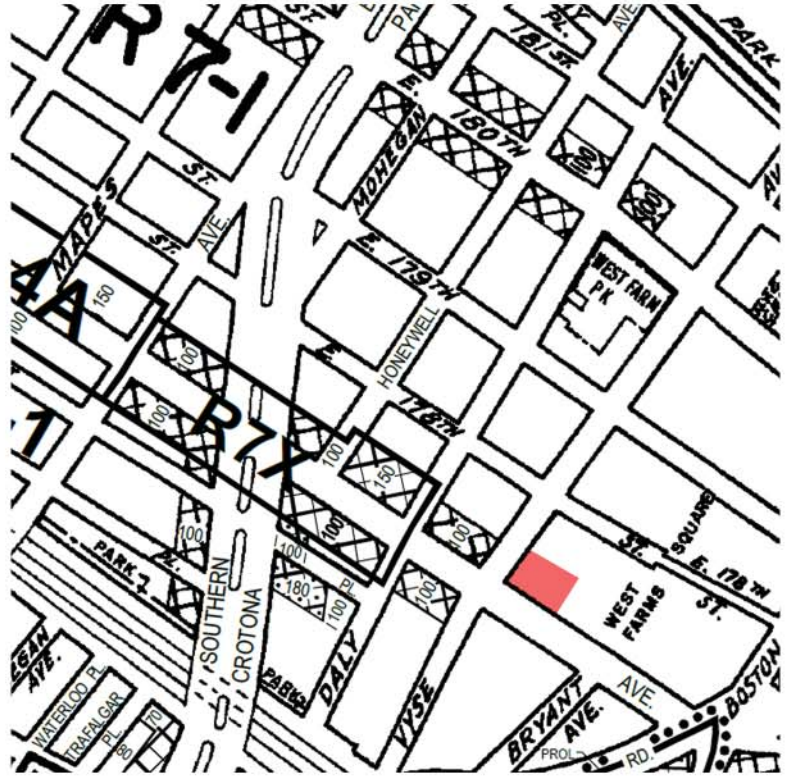
Borough: Bronx
 Address : 1072 Havemeyer Ave.
 Block : 3827
 Lot: 201
 Zoning District: R5
 Zonemap: 4b
 F.A.R: 1.25
 Tax Map: 21412
 Estimated:
 Size of Parking Lot : 30,000 sq ft

 Observations : Underutilized
 Adjacent to highway.

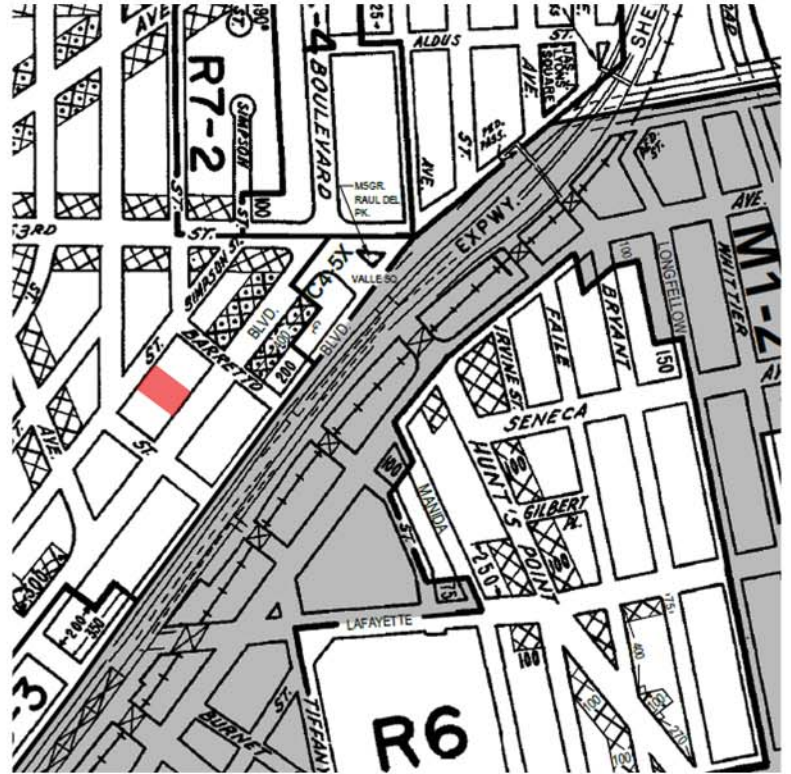


Borough: Bronx
Address : 985 E. Tremont Ave.
Block : 3130
Lot: 2
Zoning District: R7-1
Zonemap: 3d
F.A.R.: 3.44 (4.0 Quality Housing)
Tax Map: 21108
Estimated:
Size of Parking Lot : 13,500 sq ft

Observations : Located on NYCHA campus
Lot Line Windows

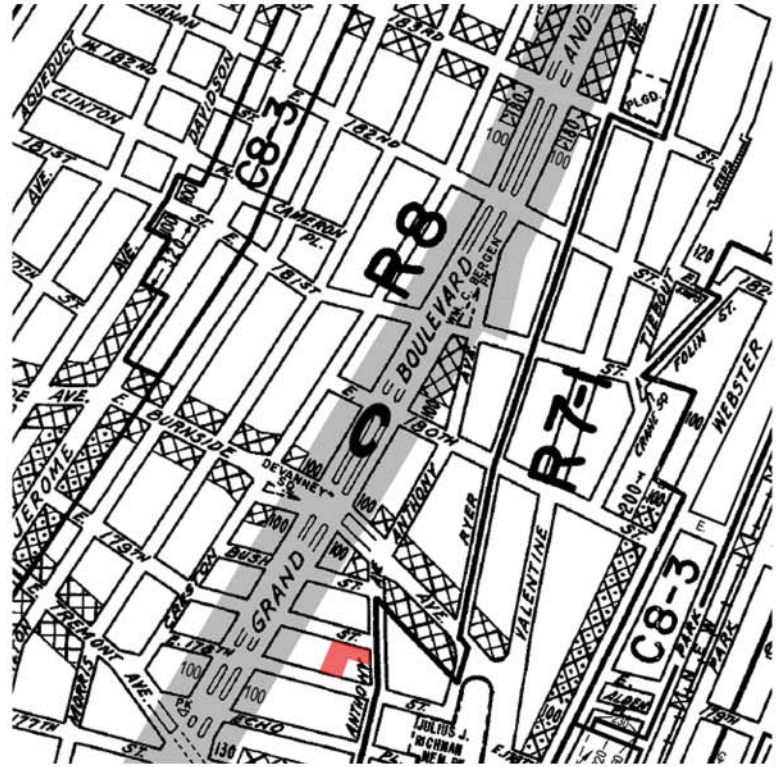


Borough: Bronx
Address : 887 Southern Boulevard
Block : 2722
Lot: 40
Zoning District: R7-1
Zonemap: 6c
F.A.R.: 3.44 (4.0 Quality Housing)
Tax Map: 21005
Estimated:
Size of Parking Lot : 22,000 sq ft
Observations : Underutilized



Borough: Bronx
Address : 230 East 179th Street
Block : 2811
Lot: 3
Zoning District: R8
Zonemap: 3c
F.A.R: 6.02
Tax Map: 21101
Estimated:
Size of Parking Lot : 12,000 sq ft

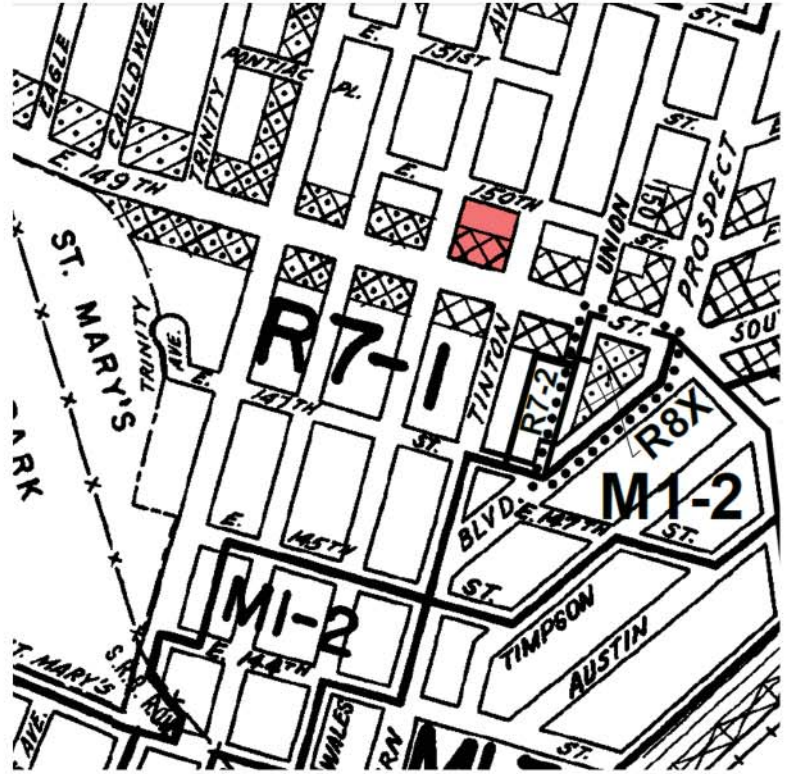
Observations : Underutilized



Borough: Bronx
Address : 787 E. 149th Street
Block : 2653
Lot: 1
Zoning District: R7-1
Zonemap: 6c
F.A.R: 3.44 (4.0 Quality Housing)
Tax Map: 21004

Estimated:
Size of Parking Lot : 40,000 sq ft

Observations : Parking Lot and garden cover
over half of the block .
Corner Lot



Borough: Bronx
 Address : 455 East 138th Street
 Block : 2283
 Lot: 33
 Zoning District: R6
 Zonemap: 6a
 F.A.R: 2.43
 Tax Map: 20901
 Estimated:
 Size of Parking Lot : 21,000 sq ft

 Observations : Underutilized

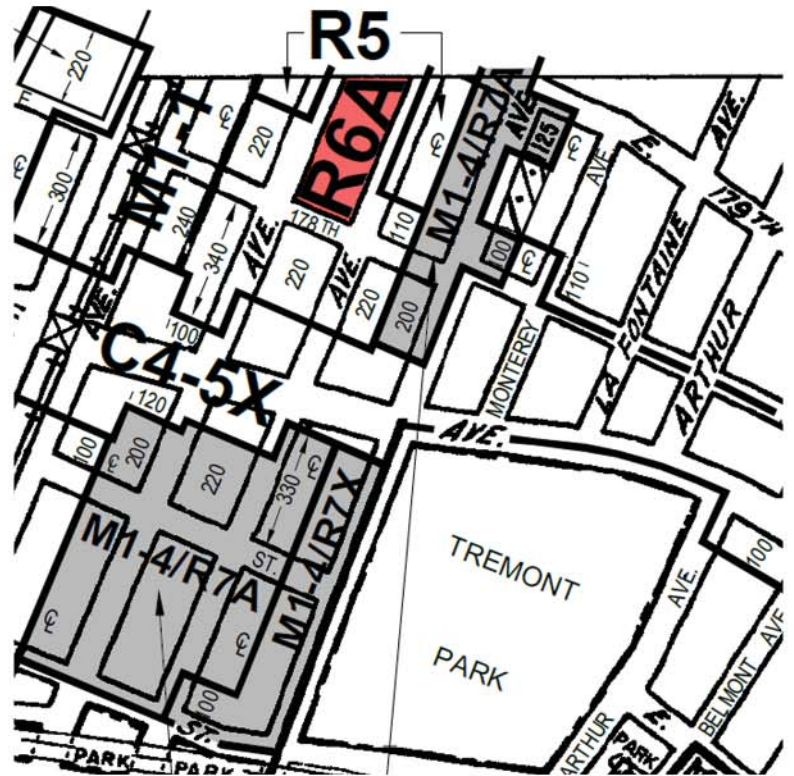


Borough: Bronx
Address : 2000 Washington Ave.

Block : 3044
Lot: 17
Zoning District: R6A
Zonemap: 3d
F.A.R: 3.0
Tax Map: 21107

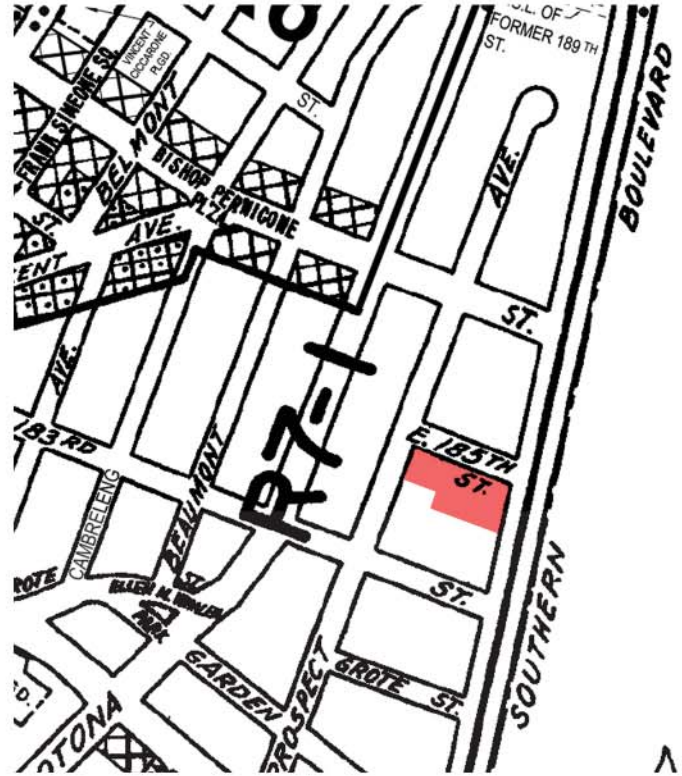
Estimated:
Size of Parking Lot : 20,000 sq ft

Observations : Underutilized Lot



Borough: Bronx
 Address : 780 East 185th Street
 Block : 3114
 Lot: 8 and 9
 Zoning District: R7-1
 Zonemap: 3c
 F.A.R: 3.44 (4.0 Quality Housing)
 Tax Map: 21108
 Estimated:
 Size of Parking Lot : 21,000 sq ft

Observations :
 Lot line windows
 Underutilized parking lot
 Corner Lot
 Shared parking lot with adjacent HUD202

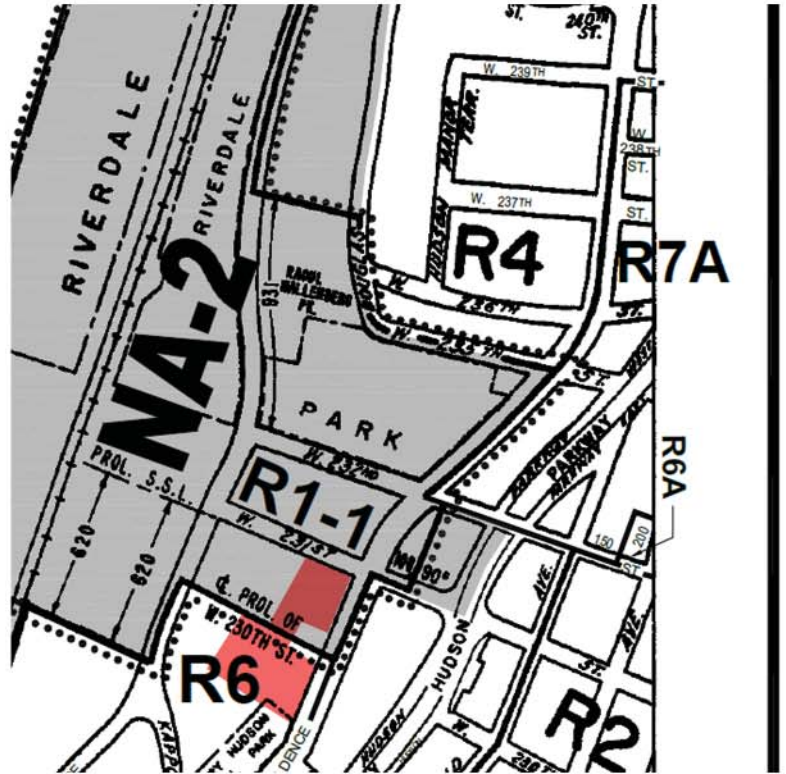


ZOOLOGICAL



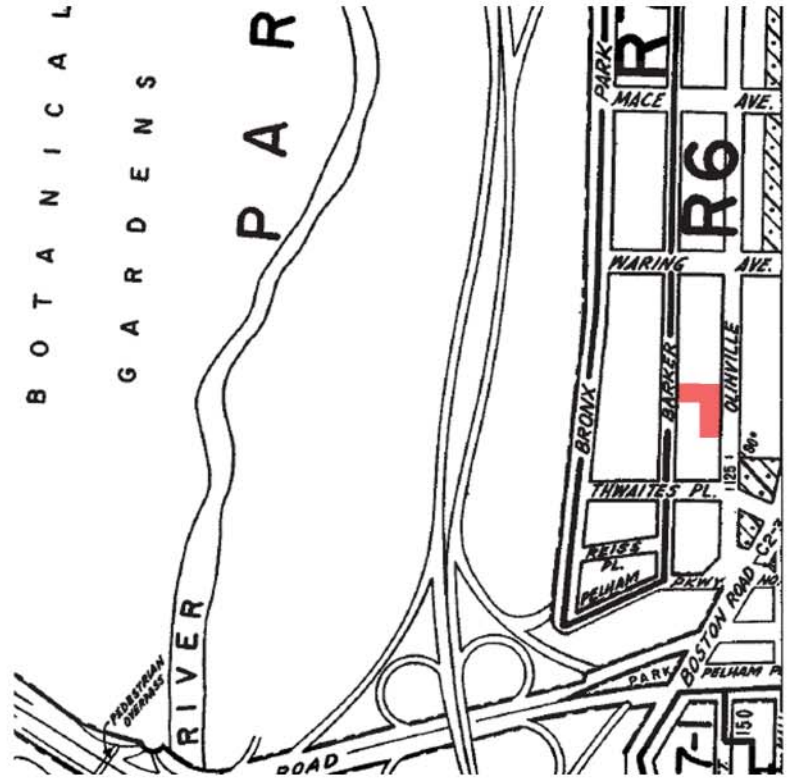
Borough: Bronx
 Address : 2973 Independence Ave
 Block : 5750
 Lot: 500
 Zoning District: R1-1
 Zonemap: 1b
 F.A.R: 0.5
 Tax Map: 21901
 Estimated:
 Size of Parking Lot : 12,000 sq ft

Observations : Underutilized
 Corner lot
 May require
 zoning change



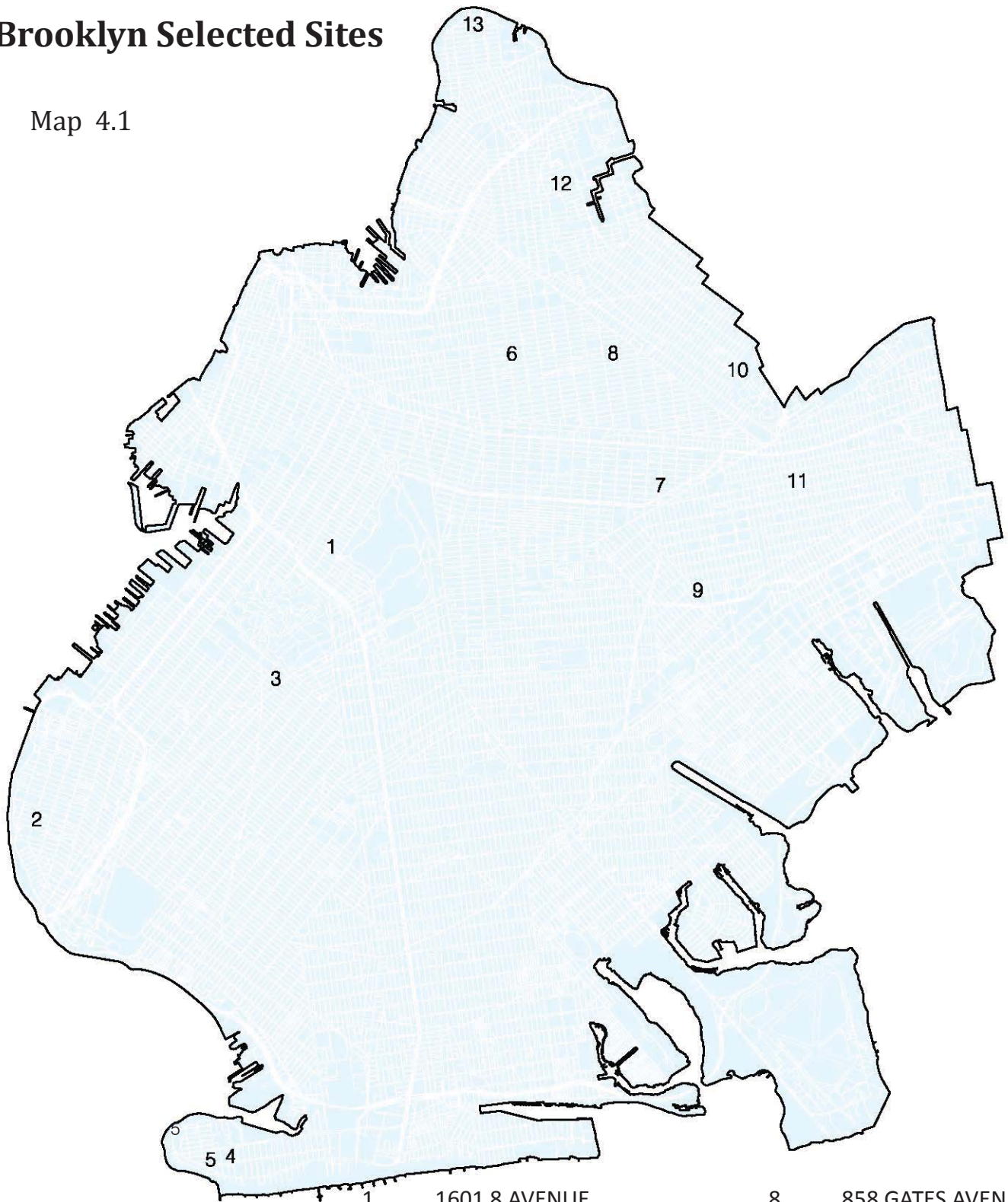
Borough: Bronx
 Address : 2275 Olinville Ave
 Block : 4341
 Lot: 520
 Zoning District: R6
 Zonemap: 3c
 F.A.R: 2.43 (3.0 Quality Housing)
 Tax Map: 21601
 Estimated:
 Size of Parking Lot : 13,000 sq ft

 Observations : School adjacent



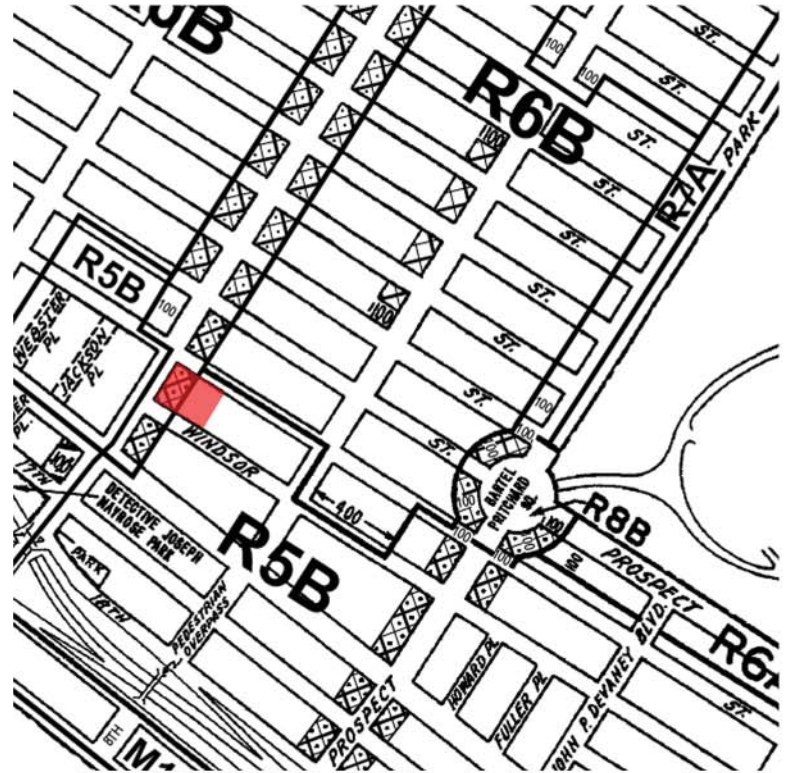
Brooklyn Selected Sites

Map 4.1



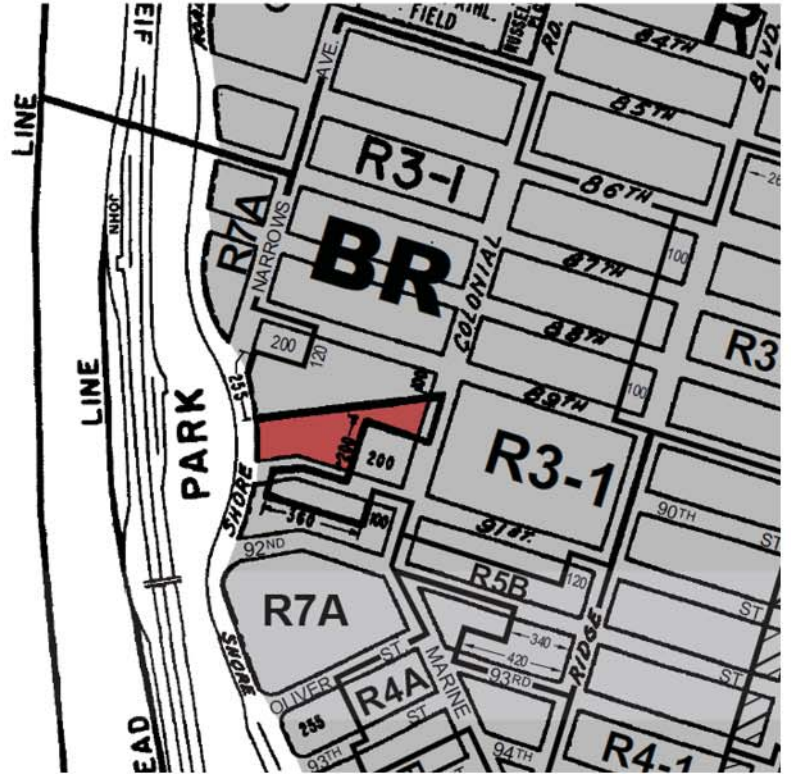
1	1601 8 AVENUE	8	858 GATES AVENUE
2	9000 SHORE ROAD	9	577 EAST 96 STREET
3	4112 FT HAMILTON PARKWAY	10	751 EVERGREEN AVENUE
4	2911 WEST 36 STREET	11	380 BELMONT AVENUE
5	3601 SURF AVENUE	12	75 BUSHWICK AVENUE
6	550 GREENE AVENUE	13	80 DUPONT STREET
7	1704 ST JOHNS PLACE		

Borough: Brooklyn
Address : 1601 8th Avenue
Block : 1109
Lot: 1
Zoning District: R6B
Zonemap: 3d
F.A.R: 2
Tax Map: 30406
Estimated:
Size of Parking Lot : 55,000 sq ft
Observations : Underutilized



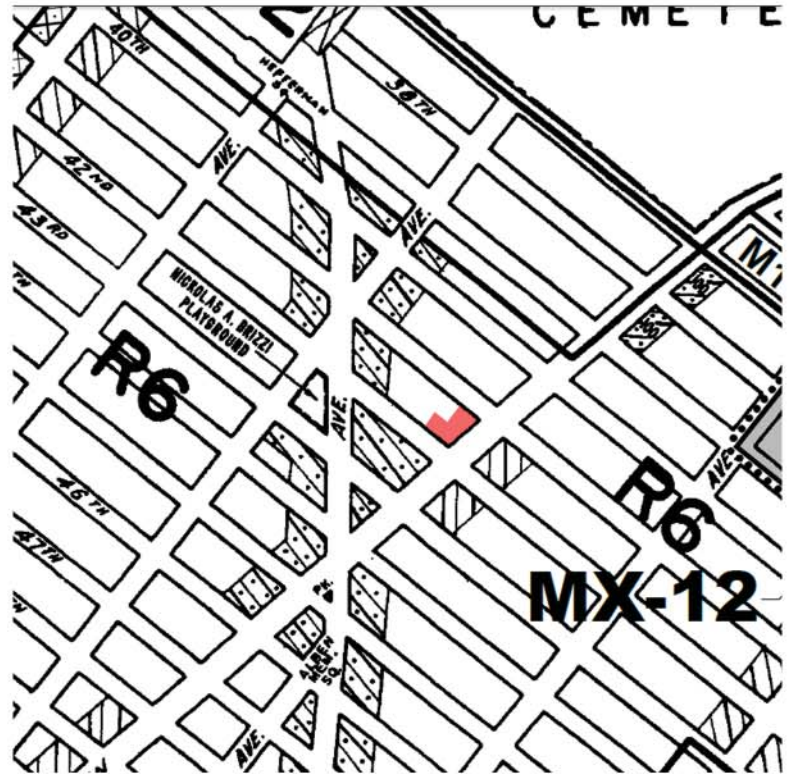
Borough: Brooklyn
 Address : 9000 Shore Road
 Block : 6078
 Lot: 10
 Zoning District: R7A
 Zonemap: 22b
 F.A.R: 4.0
 Tax Map: 31808
 Estimated:
 Size of Parking Lot : 35,000 sq ft

 Observations : Underutilized



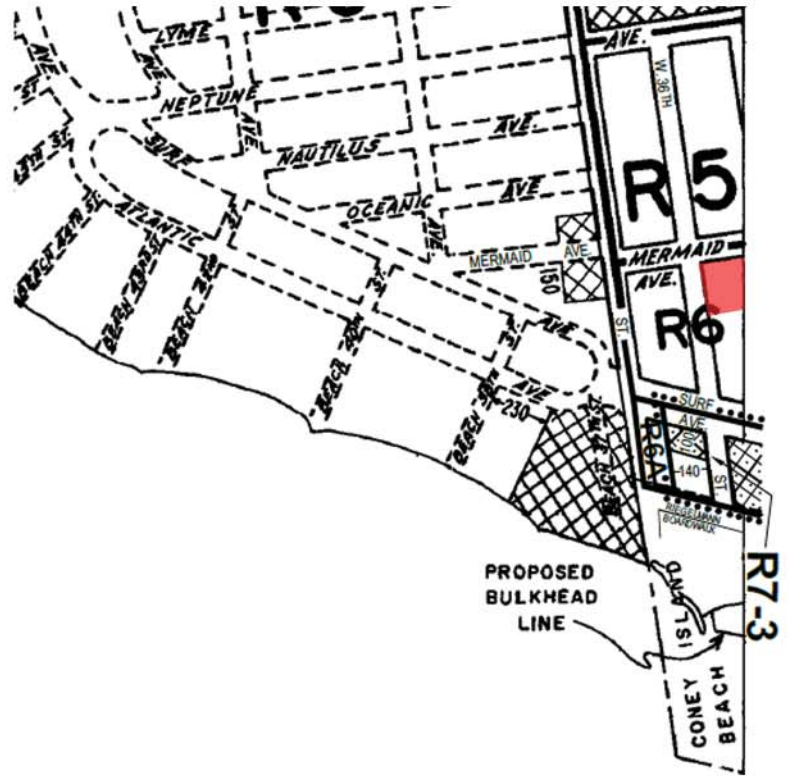
Borough: Brooklyn
Address : 4112 Ft Hamilton Pkwy
Block : 5591
Lot: 33
Zoning District: R6
Zonemap: 22c
F.A.R: 2.43 (3.0 Quality Housing)
Tax Map: 31705
Estimated:
Size of Parking Lot : 14,000 sq ft

Observations : Adjacent building
sited on an angle.



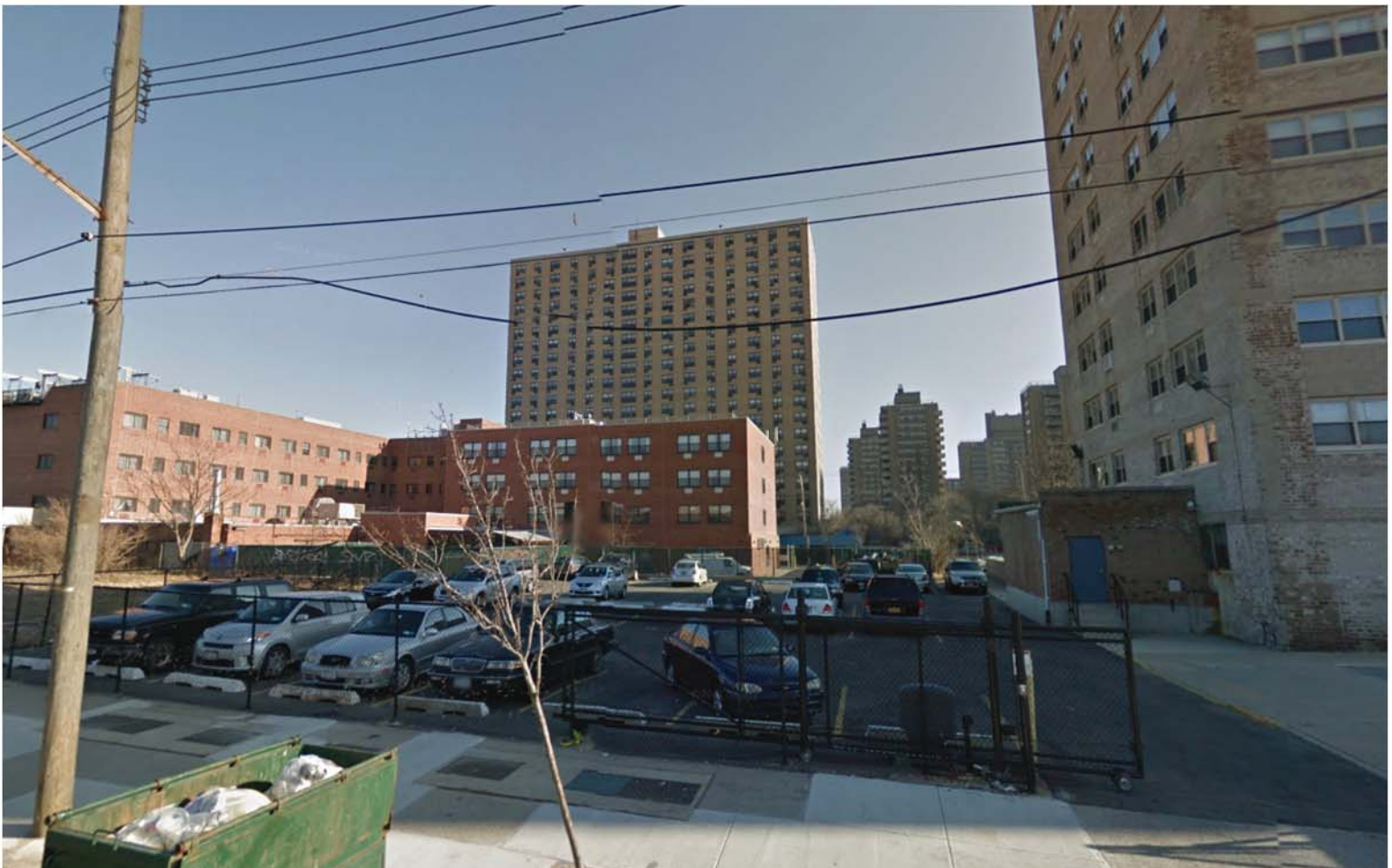
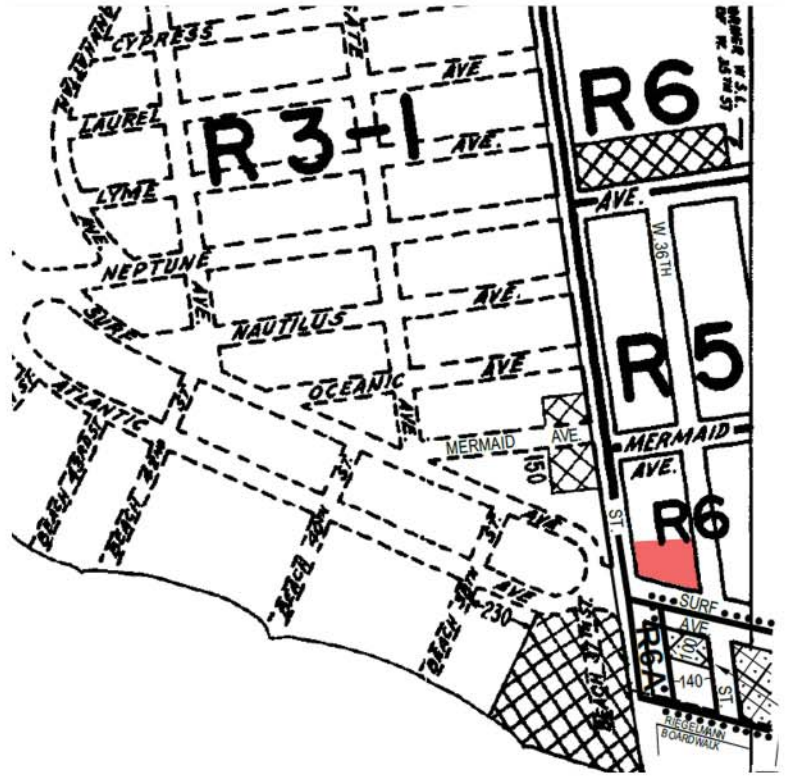
Borough: Brooklyn
Address : 2911 West 36th Street
Block : 7046
Lot: 1
Zoning District: R6
Zonemap: 28b
F.A.R: 2.43
Tax Map: 32104
Estimated:
Size of Parking Lot : 15,000 sq ft

Observations : Underutilized



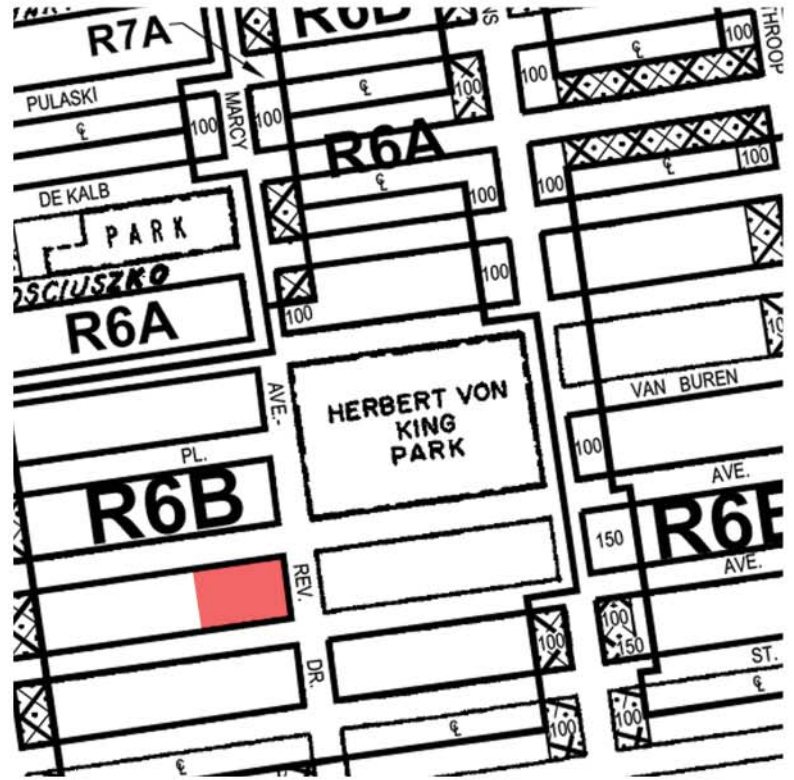
Borough: Brooklyn
 Address : 3601 Surf Ave
 Block : 7045
 Lot: 31
 Zoning District: R6
 Zonemap: 28b
 F.A.R.: 2.43 (3.0 Quality Housing)
 Tax Map: 32104
 Estimated:
 Size of Parking Lot : 16,000 sq ft

 Observations : Lot line windows
 on adjacent building



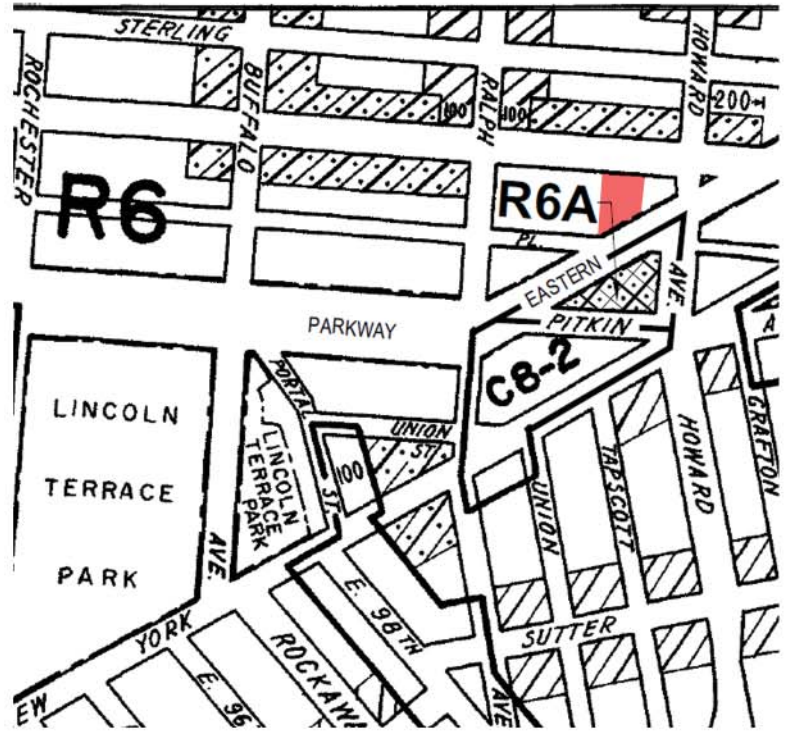
Borough: Brooklyn
Address : 550 Greene Avenue
Block : 1798
Lot: 40
Zoning District: R6B
Zonemap: 17a
F.A.R: 2.0
Tax Map: 30610
Estimated:
Size of Parking Lot : 30,000 sq ft

Observations : Through lot
fronting Marcy Ave.



Borough: Brooklyn
 Address : 1704 St. Johns Place
 Block : 1473
 Lot: 25
 Zoning District: R6
 Zonemap: 17b
 F.A.R.: 2.43 (3.0 Quality Housing)
 Tax Map: 30509
 Estimated:
 Size of Parking Lot : 19,000 sq ft

 Observations : Angled lot
 Adjacent lot line windows



Borough: Brooklyn
Address : 585 Gates Avenue
Block : 1637
Lot: 5
Zoning District: R6A
Zonemap: 17a
F.A.R.: 3.0
Tax Map: 30605
Estimated:
Size of Parking Lot : 13,000 sq ft

Observations : Lot line windows on adjacent buildings.

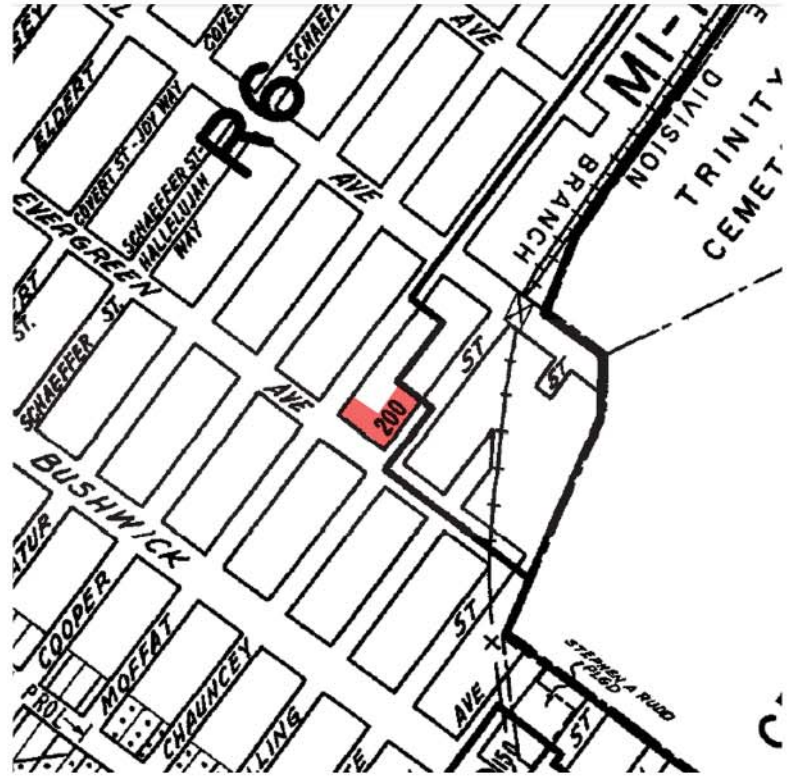


Borough: Brooklyn
Address : 577 East 96th Street
Block : 4717
Lot: 11
Zoning District: R6
Zonemap: 17b
F.A.R: 2.43 (3.0 Quality Housing)
Tax Map: 31503
Estimated:
Size of Parking Lot : 14,000 sq ft

Observations : Underutilized

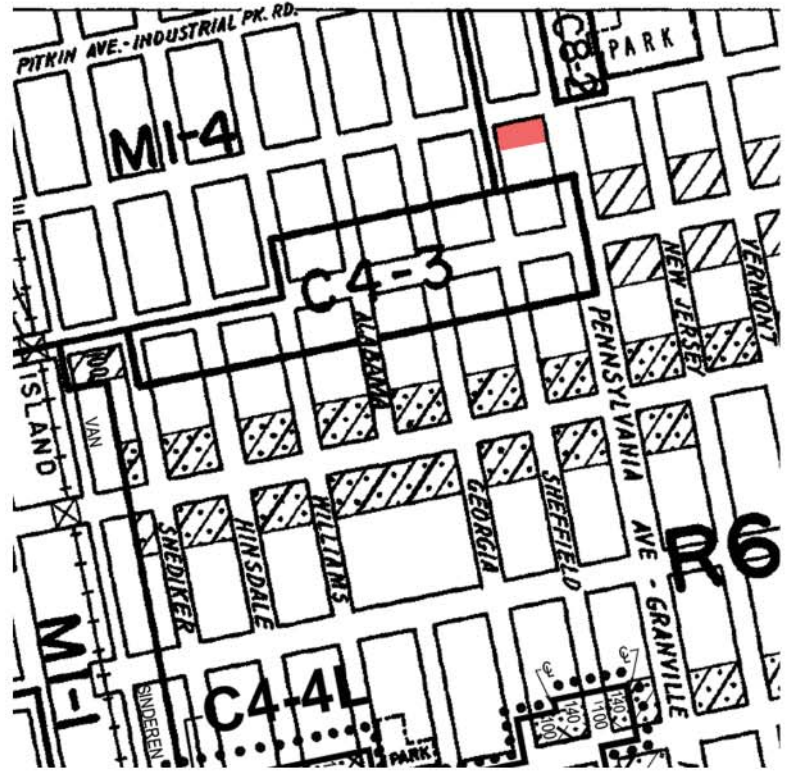


Borough: Brooklyn
 Address : 751 Evergreen Ave
 Block : 3446
 Lot: 1
 Zoning District: R6
 Zonemap: 17c
 F.A.R: 2.43 (3.0 Quality Housing)
 Tax Map: 31109
 Estimated:
 Size of Parking Lot : 12,000 sq ft
 Observations : adjacent one (1) story
 warehouse (soft site)
 adjacent lot line windows



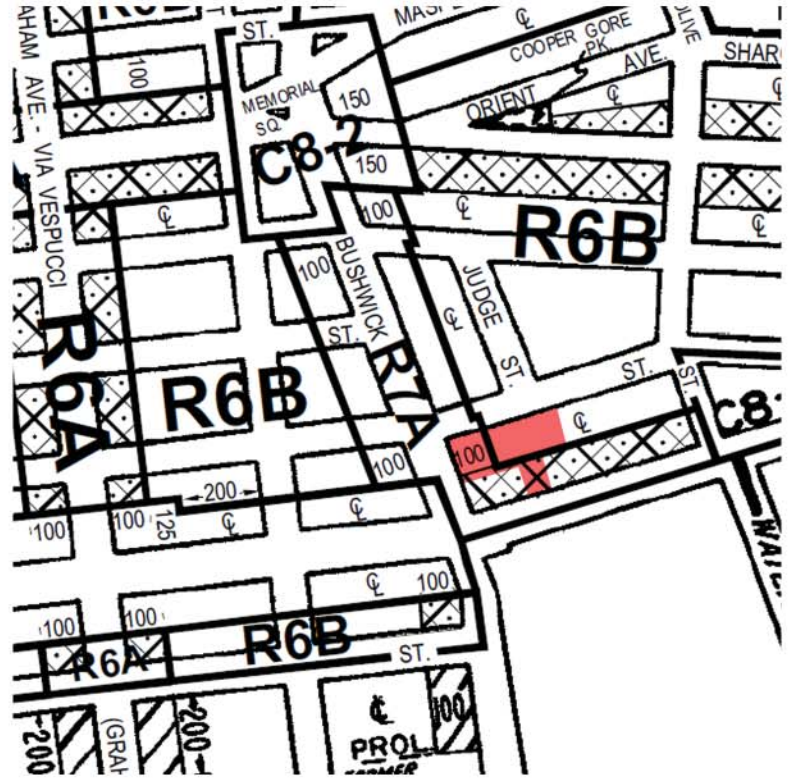
Borough: Brooklyn
 Address : 380 Belmont Ave
 Block : 3754
 Lot: 13
 Zoning District: R6
 Zonemap: 17d
 F.A.R: 2.43 (3.0 Quality Housing)
 Tax Map: 31206
 Estimated:
 Size of Parking Lot : 22,000 sq ft

 Observations : Through lot
 lot line windows



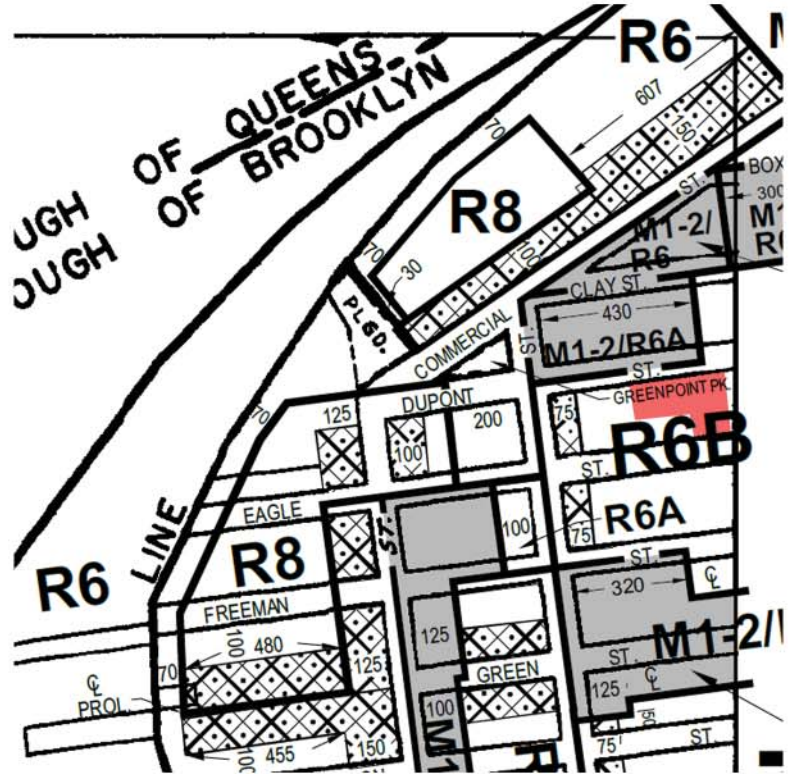
Borough: Brooklyn
Address : 75 Bushwick Ave
Block : 2922
Lot: 3
Zoning District: R7A
Zonemap: 13b
F.A.R: 4.0
Tax Map: 31002
Estimated:
Size of Parking Lot : 10,000 sq ft

Observations : Commercial overlay



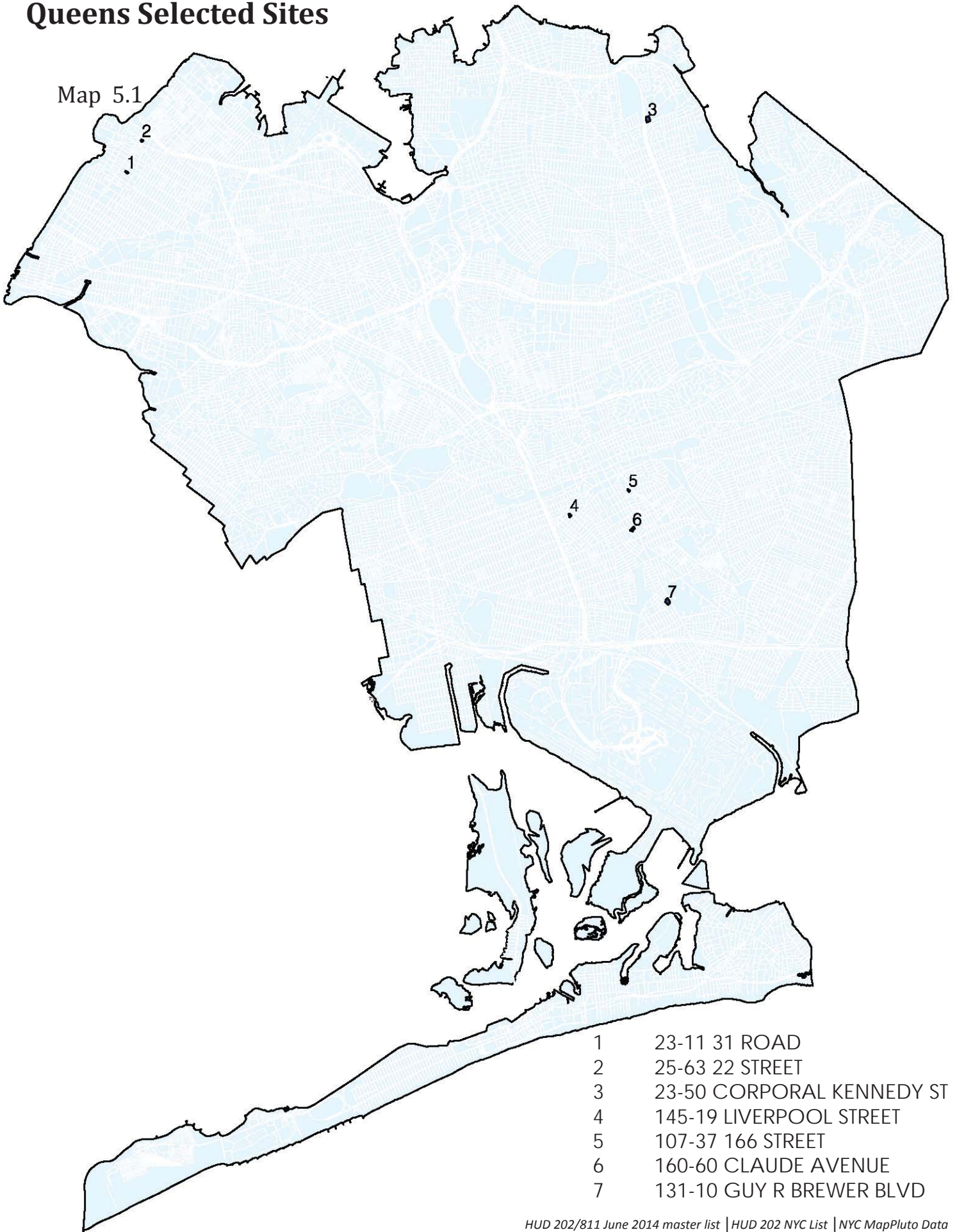
Borough: Brooklyn
 Address : 80 Dupont Street
 Block : 2495
 Lot: 23
 Zoning District: R6B
 Zonemap: 12c
 F.A.R: 2.0
 Tax Map: 30901
 Estimated:
 Size of Parking Lot : 19,000 sq ft

 Observations : underutilized lot

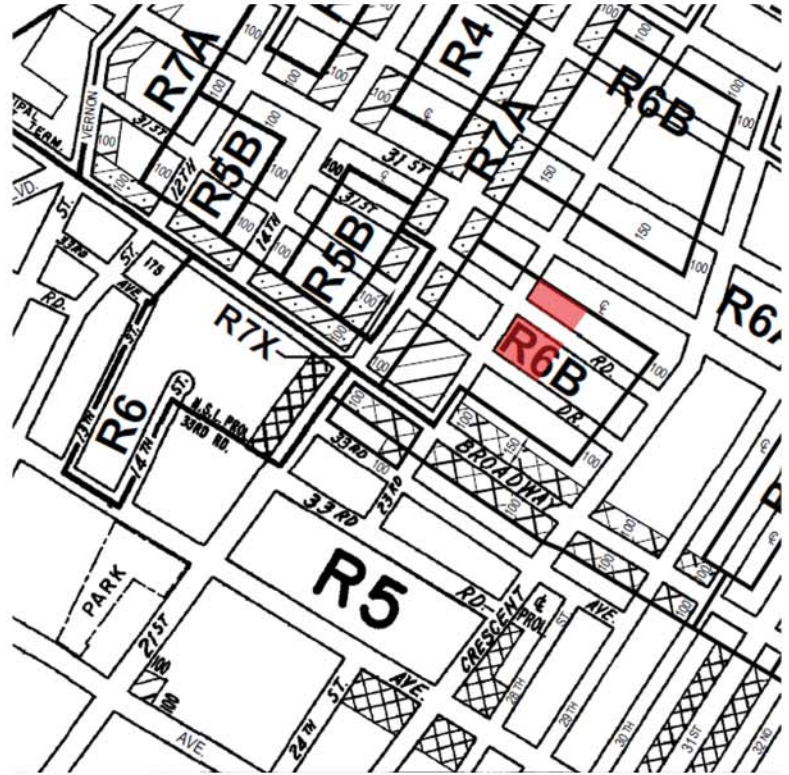


Queens Selected Sites

Map 5.1

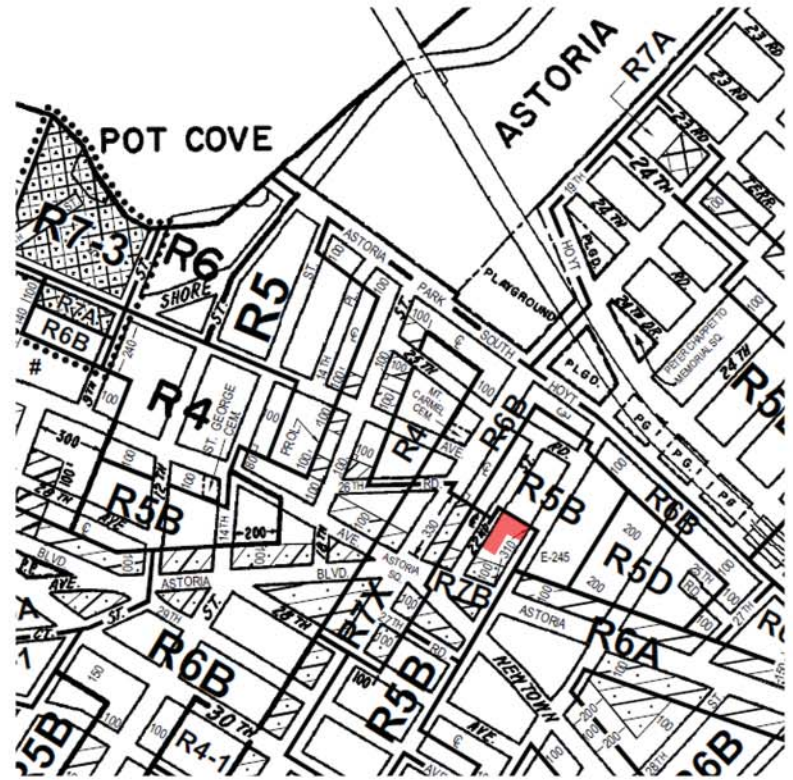


Borough: Queens
Address : 23-11 31st Road
Block : 569
Lot: 17
Zoning District: R6B
Zonemap: 9a
F.A.R: 2.0
Tax Map: 40402
Estimated:
Size of Parking Lot : 25,000 sq ft
Observations : Underutilized



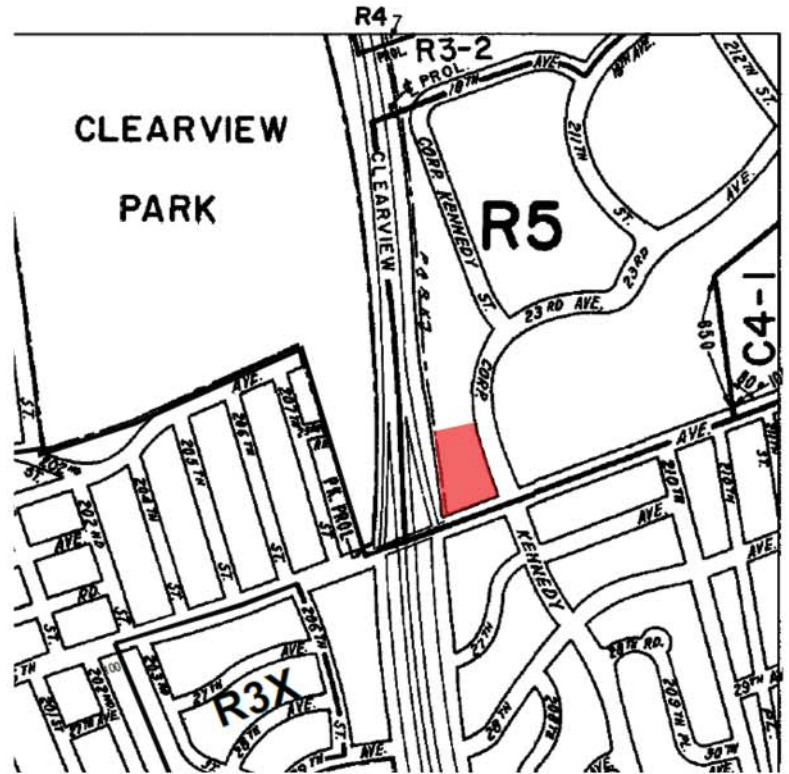
Borough: Queens
 Address : 25-63 22nd Street
 Block : 884
 Lot: 12
 Zoning District: R7b
 Zonemap: 9a
 F.A.R: 3
 Tax Map: 40602
 Estimated:
 Size of Parking Lot : 19,000 sq ft

 Observations : Underutilized
 half lot is a garden



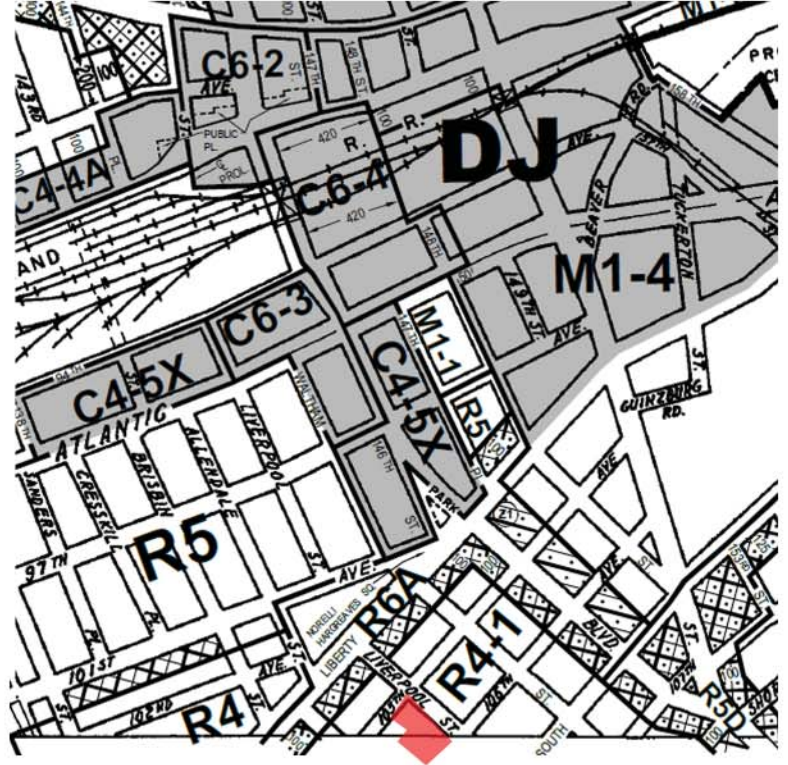
Borough: Queens
 Address : 23-50 Corporal Kennedy Street
 Block : 5863
 Lot: 250
 Zoning District: R5
 Zonemap: 10c
 F.A.R: 1.25
 Tax Map: 42802
 Estimated:
 Size of Parking Lot : 43,000 sq ft

 Observations : Underutilized



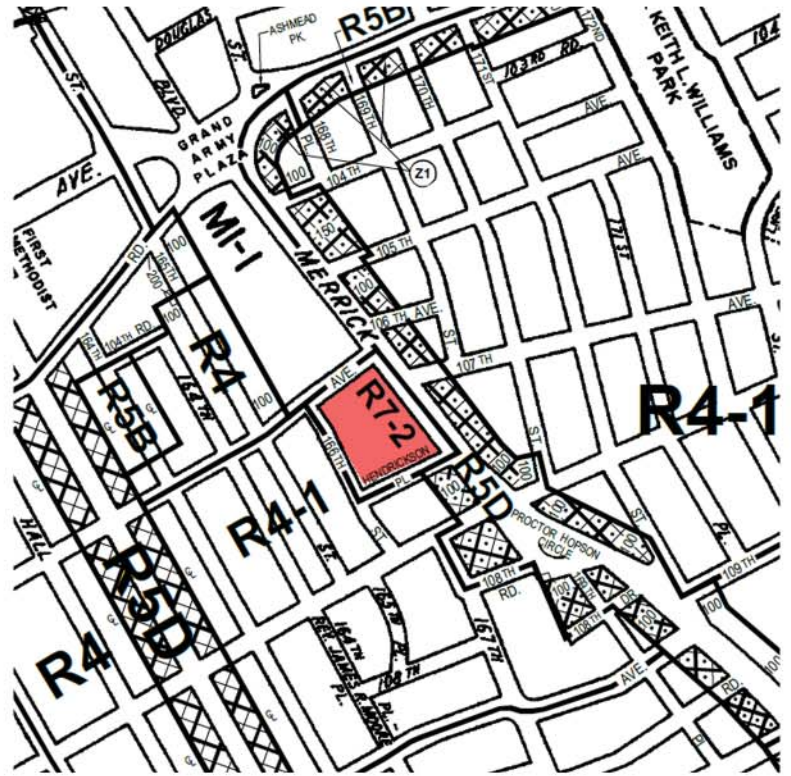
Borough: Queens
Address : 145-19 Liverpool Street
Block : 10050
Lot: 10
Zoning District: R4-1
Zonemap: 14d
F.A.R: 0.9
Tax Map: 44402
Estimated:
Size of Parking Lot : 12,000 sq ft

Observations : Underutilized
through lot



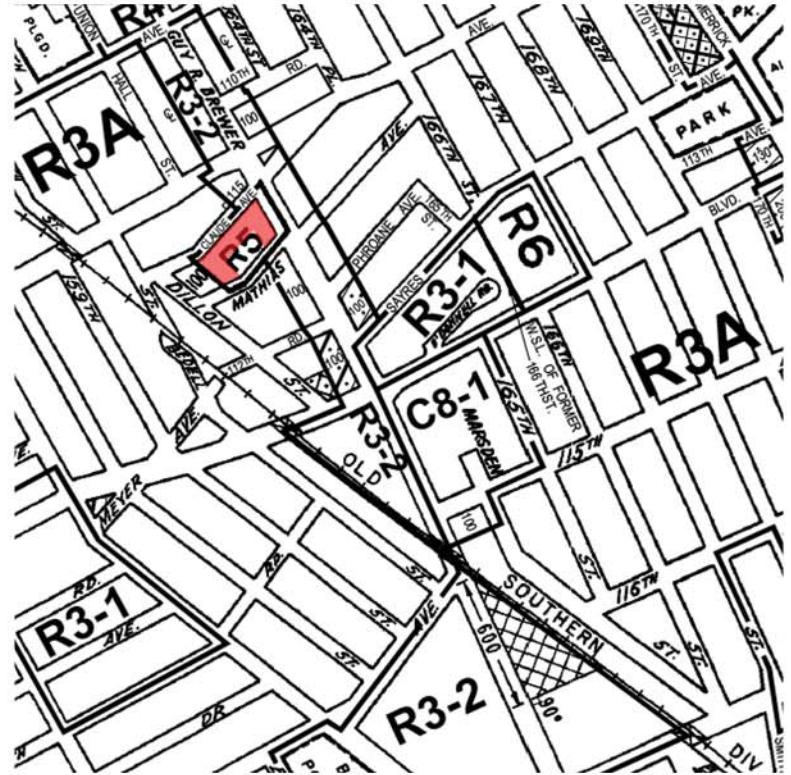
Borough: Queens
Address : 107-37 166th Street
Block : 10170
Lot: 23
Zoning District: R7-2
Zonemap: 14d
F.A.R.: 3.44 (4.0 Quality Housing)
Tax Map: 44501
Estimated:
Size of Parking Lot : 25,000 sq ft

Observations : Corner lot
three (3) adjacent
senior buildings.
Adjacent windows
on one building.



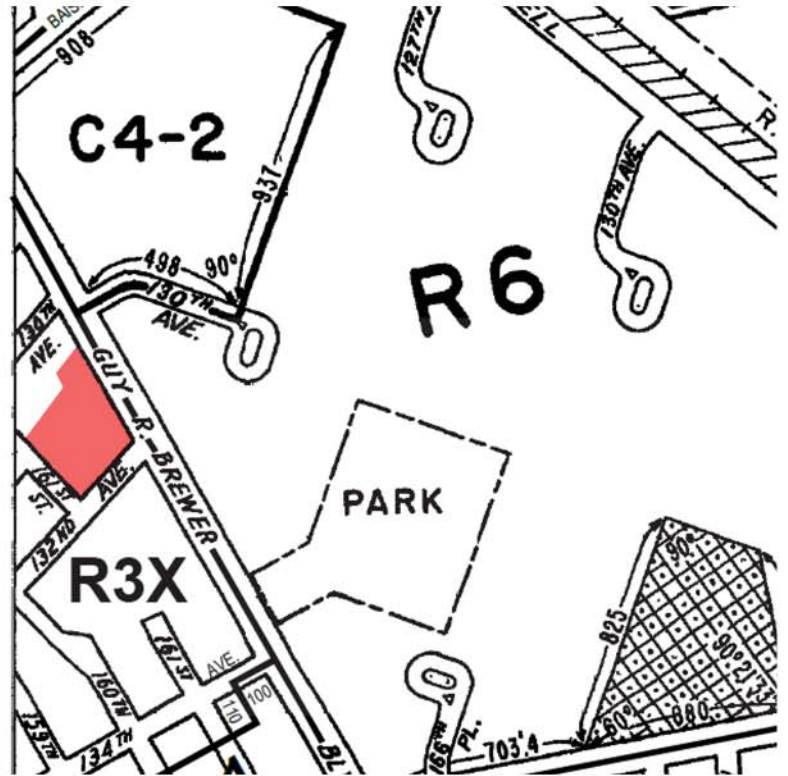
Borough: Queens
Address : 160-60 Claude Avenue
Block : 12182
Lot: 80
Zoning District: R5
Zonemap: 18c
F.A.R: 1.25
Tax Map: 45206
Estimated:
Size of Parking Lot : 19,000 sq ft

Observations : Underutilized



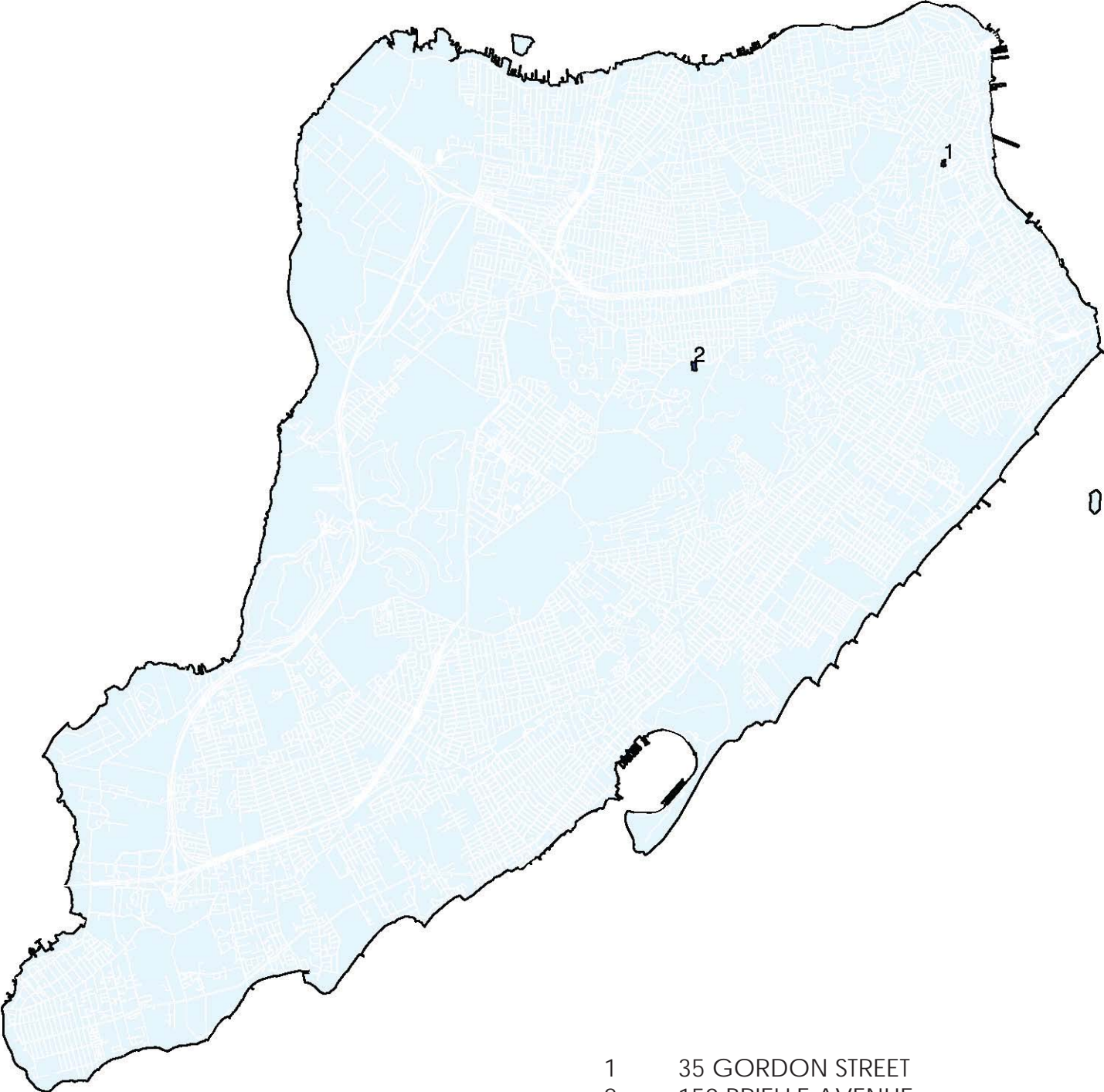
Borough: Queens
 Address : 131-10 Guy R Brewer Blvd
 Block : 12277
 Lot: 1
 Zoning District: R3X
 Zonemap: 19a
 F.A.R: 0.5
 Tax Map: 45208
 Estimated:
 Size of Parking Lot : 50,000 sq ft

Observations : Underutilized lot
 narrow and long lot
 may require zoning change.



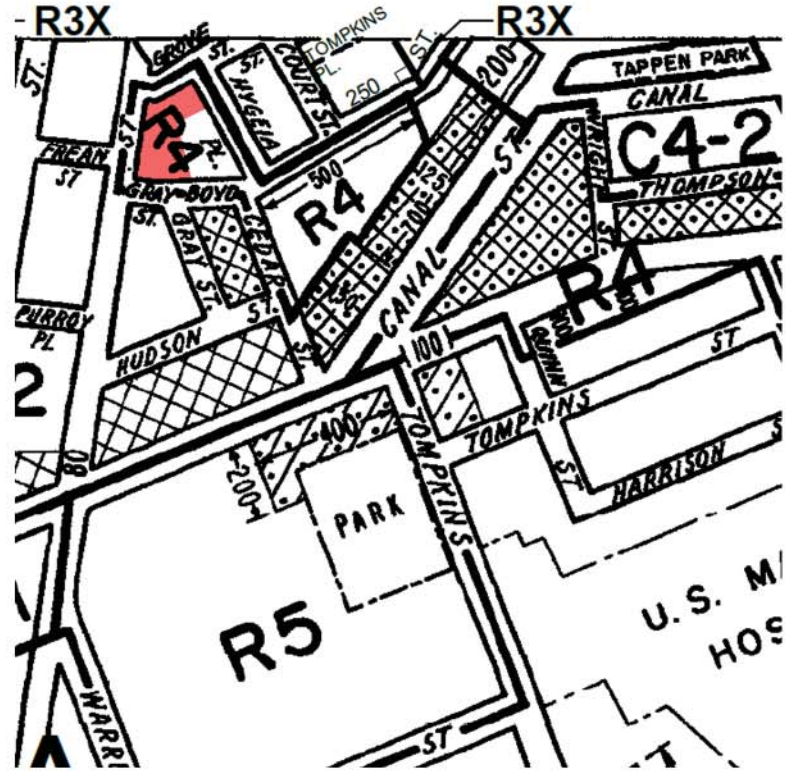
Staten Island Selected Sites

Map 6.1



Borough: Staten Island
 Address : 35 Gordon Street
 Block : 538
 Lot: 12
 Zoning District: R4
 Zonemap: 21d
 F.A.R: 0.75
 Tax Map: 50302
 Estimated:
 Size of Parking Lot : 14,000 sq ft

 Observations : Underutilized lot
 Corner lot
 may require zoning change



Borough: Staten Island
 Address : 150 Brielle Avenue
 Block : 955
 Lot: 25
 Zoning District: R3-2
 Zonemap: 27a
 F.A.R: 0.5
 Tax Map: 50405
 Estimated:
 Size of Parking Lot : 9,000 sq ft

 Observations : Adjacent vancat land
 May require zoning change

