NEW YORK
HOUSINGCONFERENCE | **NYC**
HOUSING TRACKER

AFFORDABLE HOUSING
DISTRICT BY DISTRICT

MAY 2022   **TRACKING AFFORDABLE HOUSING CONSTRUCTION**

Because Every Neighborhood Must Do Its Part To Solve New York's Affordable Housing Crisis

The **NYC Housing Tracker** shows affordable housing production in each City Council District under Mayor de Blasio's Housing New York Plan (2014-2021), along with a profile of district housing needs, demographics, and existing stock. This analysis maps new affordable housing construction over the last eight years but chronicles decades of policy decisions that have impacted where new affordable units are built and whether everyday New Yorkers can afford them.

As Mayor Eric Adams develops his own blueprint for housing investment in New York City, the Tracker shines a light on affordability, maps which Council districts are producing more affordable housing than the citywide average, and highlights those that are falling short. With nearly three-quarters of the City Council new to the office and the important role members play in land-use decisions, New York City has an opportunity to create a new set of policies with a plan and vision that will shape our built environment for decades to come.

Moving forward, the New York Housing Conference will update the NYC Housing Tracker to measure progress under Mayor Adam's housing plan and to analyze production by Council District as new housing data is made available to ensure that every neighborhood does its part to solve NYC's affordable housing crisis.

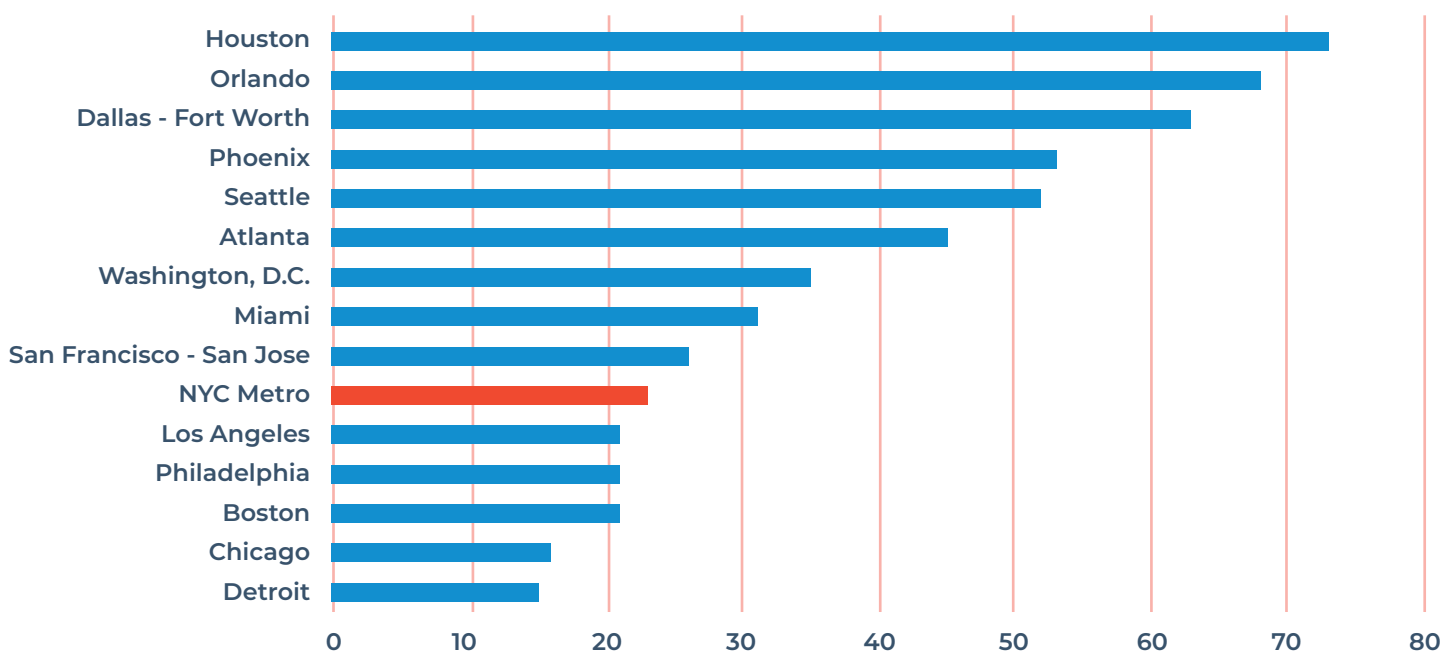**New York, like the rest of the nation, is facing a housing affordability crisis.**
A housing supply shortage is driving up rents in all fifty states. As of the end of 2020, there was a national housing supply **deficit of 3.8 million homes** according to Freddie Mac. Housing costs have been skyrocketing — home prices have increased **76 percent since 2014** and rents have **increased 49 percent** over the same period.

In New York, the production of new housing per capita has lagged major U.S. metro areas over the past decade.
The New York City metro area created only 23 new housing units per every 1,000 residents annually over the last decade. Meanwhile, cities with room to grow like Houston and Orlando produced a staggering 73 and 68 units per 1,000 residents, but even denser metro areas like Washington D.C. and San Francisco outproduced New York City, with 35 and 26 units per 1,000 residents, respectively.

NEW HOUSING UNITS PERMITTED PER 1,000 RESIDENTS PER YEAR

(2011 – 2020 Average) in the 15 Largest U.S. Metros

Metro	Units Permitted per 1,000 Residents
Houston	73
Orlando	68
Dallas - Fort Worth	63
Phoenix	53
Seattle	52
Atlanta	45
Washington, D.C.	35
Miami	31
San Francisco - San Jose	26
NYC Metro	23
Los Angeles	21
Philadelphia	21
Boston	21
Chicago	16
Detroit	15

Source: NYC Department of City Planning

Housing supply has lagged significantly behind population growth across New York City in the past decade.

In most boroughs, housing production increased less than population even when accounting for household size:

Borough	Units Permitted from 2010-2020	Population Growth from 2010-2020
Bronx	40,200	87,546
Brooklyn	86,800	231,374
Manhattan	52,500	108,378
Queens	54,700	174,742
Staten Island	7,274	27,017

Source: NYC Department of City Planning

The undersupply in housing overall impacts low-income households most acutely.

The New York metro area is facing a shortage of 772,000 apartments affordable to very low-income households ($28,020 to up to $60,050 for a family of three). There are currently **only 47 apartments available** for every 100 very low-income households. This fierce competition contributes to the affordability crisis, with households paying more than they can afford on rent. Nearly 1 million households are rent-burdened – paying more than 30 percent of their income on rent – and more than 68,350 people are homeless in New York City, according to the most recent estimate.

The solution is to produce more affordable housing in every neighborhood.

New York City's affordable housing production has been insufficient to meet the need and has not been equally distributed across communities.

NEW AFFORDABLE HOUSING CONSTRUCTION
BY COUNCIL DISTRICT
January 2014 – December 2021

Number of New Affordable
Housing Units:

- < 99
- 99-500
- 500-1,000
- 1,000-3,000
- ≥ 3000
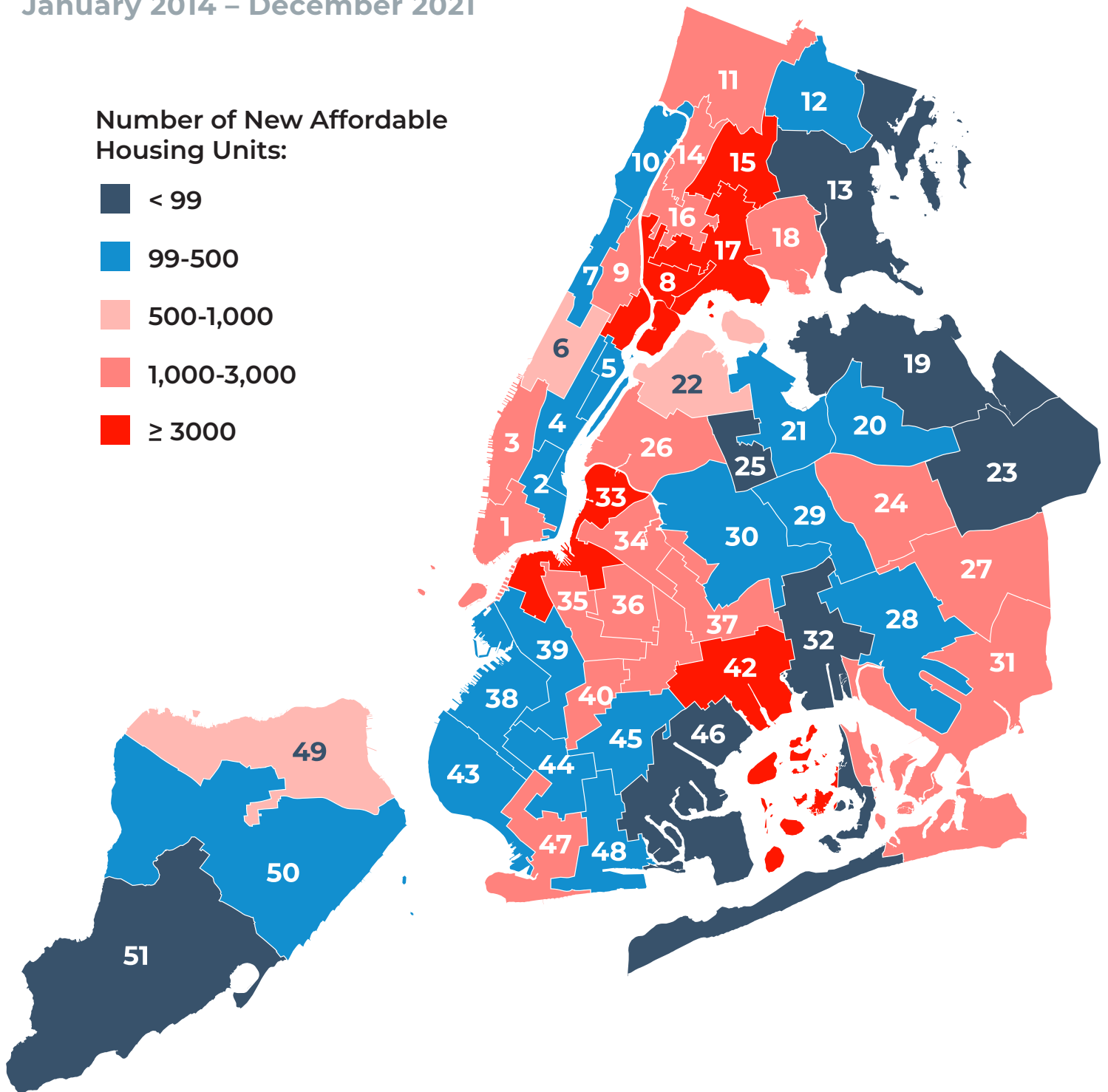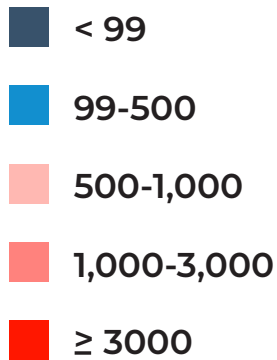
TOP PRODUCING DISTRICTS ━━━ 2014 – 2021
NYC COUNCIL DISTRICT AFFORDABLE HOUSING PRODUCTION

As New York City continues to face a devastating shortage of affordable housing, the production of new affordable units has not been shared equally across all neighborhoods.
Throughout the city, 67,255 new affordable units were produced over the last housing plan. With a district median of 569 units constructed, we can see that not only is the overall unit production underwhelming, but there is also a vast difference in production among NYC's 51 council districts. Over an eight-year period, 41 percent (21) of the districts produced between 100 and 1,000 units, and 35 percent (18) produced between 1,000 and 3,000 units. Nearly 10 percent—only 5 districts—produced more than 3,000 units, while on the other end, 7 districts, accounting for 13 percent, didn't reach 100 units.

Much of the new affordable housing is built in neighborhoods where land prices are cheaper, zoning allows moderate- and higher-density residence districts, and there are more opportunities for public or underutilized land dispositions.
Our analysis found that residential lots in the ten districts that produced the most affordable housing are almost exclusively zoned for R6 or higher; these ten districts alone produced 56 percent of all affordable units in New York over the period. Furthermore, these districts tended to have weaker real estate markets and received a high percentage of city subsidies during the last housing plan. The top three producing districts, which fall into this category, account for 35 percent of the Department of Housing Preservation and Development's (HPD) construction financing.

Through the Mandatory Inclusionary Housing (MIH) program and the utilization of the 421a property tax exemption, the City has enticed developers to include affordable units in some of the hotter markets.
This is reflected in the top five districts with the fastest growing real-estate markets all being among the top third of affordable unit producers.

In other words, the profile of a top affordable housing producing district can be the low-land cost, highly-underutilized, and city-owned land neighborhoods of Districts 8 and 17 in the Southeastern Bronx or it can be the fast-growing Brooklyn Neighborhoods on the East River in District 33.

However, there is an inescapably clear trend at play: more affordable housing is built in predominantly Black and Latinx neighborhoods.
In the top third of districts in terms of affordable housing production, on average 72 percent of residents are Black or Latinx, while in the bottom third of districts by housing production just 35 percent of residents are Black or Latinx. The disparity is particularly stark when looking at the share of residents that are Black: In the top producing districts 35 percent of residents are black whereas in the bottom producing districts 10 percent of residents are Black on average.

Looking beyond the general trends, the following section describes the neighborhood factors in the 5 districts that produced the most affordable housing from 2014 through 2021 in more detail.

1

DISTRICT 17
The Bronx

Encompassing southern and eastern Bronx neighborhoods including Concourse Village, East Tremont and Hunts Point, District 17 produced 8,555 new affordable homes – nearly double the next most-productive district. The district is zoned generally to allow for everything from smaller multifamily buildings to midrise and even 8 to 10 stories in the R8-zoned land along the Grand Concourse, a 5-mile-long thoroughfare running through the center of the Bronx. However, most of the district is zoned, as is most of the Bronx, for medium-density apartment buildings, with heights that depend on lot size. The largest project bringing almost 500 units to the South Bronx is the LA Central Apartments, which utilized the largest remaining parcel of state-owned land in the borough. While most of the units stem from smaller projects scattered throughout the district, more than one-third of the total units are concentrated in projects averaging 280 apartments, located along the Bronx River and Grand Concourse. The ability to take full advantage of public land and dense residential and mixed-use zoning districts has resulted in not only the highest number of units by any district but projects with community space, grocery stores, and services that improved entire communities—all while often conforming to green construction standards. Even in the highest-producing district, the supply of affordable housing isn't enough to serve its residents, as it still sits within the top third of most rent burdened districts, with roughly 55 percent of renters paying 30 percent or more of their incomes on rent.

2

DISTRICT 42
Brooklyn

Covering a large portion of East New York, District 42 produced the second-most units with 5,246 units, in a large part due to long-time efforts to transform what were once wetlands, landfills, and vacant/abandoned space into thriving mixed-use communities. One site contributed 26 percent of the units, as part of the redevelopment of the Brooklyn Development Center (BDC), an underutilized 27-acre site. The more than 1,300 city-financed (in addition to thousands of others) units coming online in this mixed-use Spring Creek redevelopment are the result of the state's larger Vital Brooklyn Initiative for community development and wellness. Large projects of 200 units or more were responsible for more than half of the units created, including the revitalization of old underutilized or abandoned spaces in Spring Creek and New Lots. Furthermore, District 42 is the only district that has been able to provide a sizable number of both affordable homeownership and rental opportunities; it created the second-most affordable homeownership units including multiple Nehemiah sites and projects like Blake Hendricks and Mother Gaston Hinsdale Homes. The remainder of the projects are scattered throughout the northern portion of East New York, many of which are small rental and homeownership projects. However, even District 42's relatively high amount of homeowner units only accounts for 2 percent of its total units produced, displaying the lack of emphasis on homeownership in NYC's last housing plan.

3

DISTRICT 8
Manhattan & The Bronx

Including East Harlem in Manhattan and the South Bronx, District 8 is the third-highest producer of affordable housing with 4,989 units since 2014. East Harlem was upzoned in 2017 with 4,000 affordable units anticipated overall. There were a total of 56 affordable housing projects, including 18 projects with 100 units or more. For a region that was once subject to divestment, increased demand and zoning changes in the district have helped spur a changing neighborhood with robust affordable and market rate housing development. The 2009 Lower Concourse Rezoning's allowance of residential use in the mostly manufacturing and commercial area at the southern end of the Grand Concourse allowed for many of the mixed-use affordable housing projects over the last eight years, including the 2016 491 Gerard Avenue and 2015 530 Exterior Street projects. One fifth of all constructed units stem from two other projects that transformed underutilized land— one being long-time vacant industrial land along the Harlem River and the other a surface parking lot in East Harlem. Both required rezonings of the parcels to make the projects possible. As with District 17, sustainability and emissions reductions were front and center, as the largest residential Passive House building in the U.S., Sendero Verde, is included in the district's affordable projects; it will use 60-70 percent less energy than a similarly sized building.

4

DISTRICT 33
Brooklyn

Including downtown Brooklyn, Dumbo, Greenpoint, Boerum Hill and Brooklyn Navy Yard, District 33 produced 4,055 units. Many of these neighborhoods benefited from upzonings and disposition of publicly controlled land for affordable housing. There are a number of key ways in which this district differs from the other highest producing districts. The district has the highest median income and land cost of the top five producing districts and has been the fastest growing district in the city since 2013. Instead of large amounts of capital subsidy, thousands of units were constructed in the district utilizing the city's 421a tax abatement and the Mandatory Inclusionary Housing program, which required that developers include affordable housing in new luxury towers and mixed-use communities on the East River waterfront. Since 2013, District 33 had the most 421a units constructed and the 3rd most projects following its neighboring Brooklyn Districts of 34 and 36. The use of 421a resulted in more than 60 percent of the district's units in housing plan projects being market-rate—quite a contrast to 11 percent in District 17 and 25 percent in District 8. Furthermore, 20 percent of the units were for very low and extremely low-income tenants (incomes lower than 50 percent of AMI), compared to at least 40 percent of the units in Districts 17, 42, and 8. District 33 stands out as the second-most producer of units for tenants making 121 to 165 percent of AMI. Two-thirds of the affordable units came from large projects of at least 100 units, the largest being the conversion of a Hotel in Dumbo and the second largest being a building in a mega mixed-use project in Greenpoint Landing made possible by the Williamsburg Rezoning.

5

DISTRICT 15
The Bronx

Including the central Bronx neighborhoods of Fordham, Mount Hope and Belmont, District 15 produced 3,115 units since 2014. The district is the most overcrowded and has the most families with children among the top five affordable housing producers. District 15 also wasn't growing—in terms of market rate units—as fast as other Bronx districts on this list over the last eight years. (For comparison, District 17 added 31 percent more units overall.) Serving as amenities and economic drivers, the Bronx Zoo and Park and Fordham University take up a large portion of the district, limiting the amount of land that can be developed. Affordable projects in this section of the northern Bronx often included community spaces and some included supportive services, ensuring those most in need receive social services along with the stability of housing— examples being the large St. Barnabas, Park House, Lambert Houses developments. The remainder of the projects are mostly smaller developments in West Farms and East Tremont, clustered primarily between the Bronx Zoo and Crotona Park.

LOWEST PRODUCING DISTRICTS — 2014 – 2021
NYC COUNCIL DISTRICT AFFORDABLE HOUSING PRODUCTION

Many neighborhoods and Council Districts are not doing their part to create more affordable housing in the city.

Nearly half of New York's 51 Council Districts produced fewer than 500 units total over the past 8 years. Eleven of those – or 22 percent of all Council Districts – produced 200 units or fewer over eight years, meaning that less than 25 new units of affordable housing became available in those districts each year. The average median income of the ten worst-performing districts was $77,500, well above $57,500, the median income of the ten highest-performing districts. The bottom-performing districts also had a greater share of white residents (39 percent) than the ten highest performing districts (17 percent). Half of the ten Council Districts with the least affordable housing production since 2014 are in Queens as are two out of Staten Island's three districts.

Analysis of these districts reveals lower density, with strict limits on what can be built, fewer vacant and underutilized industrial and manufacturing zoned land areas, and a lack of publicly owned sites. With city and state affordable housing programs generally favoring larger projects, subsidies may not be available to the small building types found in lower-density neighborhoods.

The bottom third of districts, which constructed less than 300 units each, had on average 50 percent more 2-family units and 65 percent more 1-family units than the highest third. In addition, the bottom third of districts in residential lot density, produced just 16 percent of the affordable units.

While many of the highest-producing districts were subject to rezonings that increased residential capacity, inversely, most of the districts that trailed in producing affordable housing lost zoning capacity through down-zonings from the 2000s to early 2010s.

Neighborhoods in South Brooklyn, South Staten Island, and Southeastern Bronx lost more than 5 percent of their residential capacity through rezonings from 2003-2007. Along with the neighborhood-level rezonings, the period saw the growth of Lower Density Growth Management Areas (LDGMA), which are special zoning changes to entire community districts. These changes, which greatly reduce zoning capacity, include increased parking requirements and minimum lot widths, increased minimum yard area and space between homes, and the restriction of mixed-use development. Community Districts 1, 2 and 3 in Staten Island and Community District 10 in the Bronx have LDGMA designations. The rationale for these exclusionary zoning practices tend to cite increased residential demand and community concerns about changing neighborhood character. Many of the downzonings, which were brought about in response to new developments that some local residents complained created higher density than the surrounding context, further hindered what would have otherwise been rapidly growing areas.

Overall, there is an aspect of low-affordable unit production that is difficult to measure and can't really be shown via data. Political barriers and policy choices that stall and thwart new opportunities for affordable projects have a significant impact. Opposition to new residential projects and zoning changes have limited affordable and market-rate housing development throughout the city. City Hall, working with the City Council, has the power to change this dynamic through housing investment, program design and zoning changes. The final section of this report gives a closer look at the five council districts that produced the least affordable housing during the last housing plan.

47

DISTRICT 13
The Bronx

Including City Island, Edgewater Park, Pelham Bay and Throggs Neck, District 13 produced just 58 units. These units were constructed across 34 developments, seven of which included more than 1 unit. A 2003 rezoning in the Throggs Neck and a large portion of the district being designated a Lower Density Growth Management (LDGM) Area, decreased residential development capacity for large portions of the area by increasing parking requirements, disallowing new attached townhouses, creating a new lower-density waterfront zoning district and limiting the use of underwater land rights for waterfront developments. Ultimately, these land-use decisions resulted in Community District 10 (which encompasses most of Council District 13) being one of only two districts to have lost more than 10 percent of their zoning capacity between 2003 and 2007.

48

DISTRICT 51
Staten Island

Comprised of the southern part of Staten Island, District 51 is mostly zoned for 1 and 2 family homes. This and a culmination of zoning changes in the early 2000s leading to a net decrease in residential capacity from 2003-2007 help explain why the district only produced 49 units — all of which were one-family developments. The City's 2004 Lower Density Growth Management Area zoning resolution designated most of Staten Island under a new zoning category which reduced zoning capacity and increased parking requirements and minimum lot widths, making it harder to build affordable and market rate housing. Additionally, 2005 rezonings of Eltingville, Great Kills, and Tottenville and the 2006 Prince's Bay rezoning altered popular areas in the district to permit only detached single family homes where higher residential density was once allowed. District 51 also includes one of only nine community boards in the city that do not have a homeless shelter, forcing people experiencing homelessness from the district often to venture to other boroughs to find a place to stay.

49

DISTRICT 19
Queens

Including Auburndale, Bay Terrace, Bayside, Beechhurst, College Point, Douglaston, Flushing, Little Neck, and Whitestone, District 19 produced just 47 units of new affordable housing over the past 8 years. 64 percent of these units stemmed from 2 Bayside projects, and the remainder were mostly one-family developments. A majority of the district is zoned for 1 to 2-family homes, making a stark divide between the neighboring District 20 to the southwest made-up of Flushing and Downtown Flushing that has a considerable multifamily housing stock. Land-use decisions in the district have decreased residential capacity. The 2010 rezonings of Auburndale, Oakland Gardens, and Hollis Hills downzoned neighborhoods that previously allowed for multifamily buildings — up to three to four stories with a 40 ft height limit — to allow mostly single-family detached homes with some added density along major thoroughfares and a reinforcement of the separation of commercial and residential use. The rezoning of Douglaston, Little Neck, and Whitestone have also limited development. Despite the neighborhoods' proximity to a dense downtown and residential pressures, the artificial limits placed by the City have prevented affordable and market rate development.

50 DISTRICT 46
Brooklyn

Including Bergen Beach, Canarsie, Flatlands, Gerritsen Beach, Marine Park, Mill Basin, and Sheepshead Bay, District 46 produced just 41 units since 2014.The projects were all one-family homeownership developments, with the exception of 2 small 6-unit multifamily buildings (2 affordable units each). Neighborhoods in the district are mostly low-density (1-2 family-zoned) areas lying along Jamaica Bay. There is a severe lack of opportunities for affordable housing production in this district due to zoning prohibiting new multifamily development, the typology of existing structures and a lack of programs that would make the preservation or construction of these less dense/smaller buildings possible. The Sheepshead Bay downzoning in 2005 restricted residential development while the rezoning of Canarsie in 2009 restricted some neighborhoods to one- and two-family homes while increasing some density along commercial corridors. Furthermore, zoning in the maritime communities of Canarsie, Sheepshead Bay, and Gerritsen Beach were reviewed as part of the Department of City Planning's Resilient Neighborhood Initiative, which resulted in, among other things, density limits in high flood-risk areas. These neighborhoods were severely impacted by Hurricane Sandy. As the flood zone designation continues to grow in the district along with rising sea levels, housing production will be further limited; however, this should increase the urgency to find ways to build more affordable housing further inland in the district.

51 DISTRICT 23
Queens
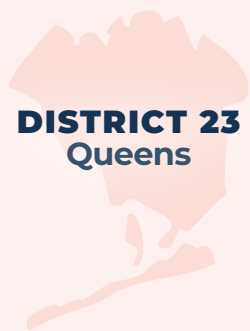
The district with the least production includes northeast Queens neighborhoods of Bellerose, Douglaston, Floral Park, Fresh Meadows, Hollis, Little Neck, and Queens Village. Queens District 23 produced just 17 units of new affordable housing since 2014 – just 2 new units per year. These projects were entirely one-family homeownership units, mostly in Little Neck. From 2005 to 2013, the city responded to development pressures and complaints about dense projects by rezoning a large portion of the district in Bellerose, Floral Park, Glen Oaks, Holliswood, Douglaston, and Little Neck Neighborhoods to maintain low density. Overall, downzonings, pushback against development, and the already low-density existing stock have meant few opportunities to create affordable or market-rate housing in the district.

DISTRICT BY DISTRICT
NYC COUNCIL DISTRICTS BUILDING NEW AFFORDABLE HOUSING

Rank	Boro	District	Council Member	White	Black / African American	Hispanic / Latino	Asian	Median Household Income	Below FPL	Total New Construction
1	BX	17	Rafael Salamanca	2%	30%	66%	1%	$31,615	36%	8,555
2	BK	42	Charles Barron	3%	72%	21%	2%	$37,166	29%	5,246
3	MN & BX	8	Diana Ayala	7%	28%	59%	4%	$30,690	37%	4,989
4	BK	33	Lincoln Restler	71%	7%	14%	5%	$100,547	24%	4,055
5	BX	15	Oswald Feliz	6%	24%	66%	2%	$35,234	34%	3,115
6	QN	26	Julie Won	31%	5%	31%	29%	$71,509	13%	2,733
7	QN	31	Selvena N. Brooks-Powers	12%	65%	18%	3%	$72,213	15%	2,534
8	BK	35	Crystal Hudson	38%	39%	12%	7%	$80,626	17%	2,509
9	BX	16	Althea Stevens	1%	33%	63%	1%	$32,201	37%	2,405
10	QN	27	Nantasha Williams	2%	69%	13%	10%	$82,840	10%	2,218
11	MN	3	Erik Bottcher	65%	4%	14%	14%	$169,278	10.5%	2,126
12	BK	37	Sandy Nurse	9%	29%	53%	6%	$54,094	25.7%	2,025
13	BX	14	Pierina Ana Sanchez	2%	19%	75%	2%	$36,025	33.0%	2,021
14	BK & QN	34	Jennifer Gutiérrez	31%	10%	49%	8%	$69,568	21.7%	1,892
15	BK	41	Darlene Mealy	6%	76%	14%	2%	$34,565	27.0%	1,767
16	BK	36	Chi Ossé	17%	57%	19%	3%	$57,281	23.8%	1,536
17	BX	11	Eric Dinowitz	29%	17%	45%	6%	$62,637	18.2%	1,525
18	BK	47	Ari Kagan	45%	8%	17%	28%	$49,546	20.6%	1,498
19	BK	40	Rita Joseph	21%	53%	16%	6%	$64,835	17.0%	1,447
20	MN	9	Kristin Richardson Jordan	14%	53%	27%	4%	$53,139	25.3%	1,353
21	BX	18	Amanda Farías	3%	27%	58%	9%	$45,332	27.1%	1,345
22	MN	1	Christopher Marte	50%	4%	12%	31%	$107,731	15.1%	1,177
23	QN	24	James Gennaro	27%	12%	24%	33%	$70,614	14.6%	1,008
24	MN	6	Gale Brewer	68%	5%	14%	10%	$131,524	9.2%	911
25	SI	49	Kamillah Hanks	33%	25%	31%	9%	$68,715	19.5%	640

Rank	Boro	District	Council Member	White	Black / African American	Hispanic / Latino	Asian	Median Household Income	Below FPL	Total New Construction
26	QN	22	Tiffany Cabán	52%	6%	26%	14%	$81,511	11.2%	569
27	QN	29	Lynn Schulman	44%	4%	20%	28%	$83,297	11.3%	497
28	MN	5	Julie Menin	72%	3%	10%	12%	$130,082	5.7%	490
29	MN	4	Keith Powers	72%	3%	8%	14%	$156,132	6.5%	482
30	MN	7	Shaun Abreu	26%	18%	45%	8%	$58,614	22.5%	445
31	MN	10	Carmen De La Rosa	20%	6%	69%	3%	$59,012	19.9%	428
32	BK	45	Farah Louis	20%	65%	8%	5%	$70,869	12.5%	417
33	BX	12	Kevin Riley	3%	65%	27%	2%	$58,170	16.7%	357
34	MN	2	Carlina Rivera	54%	8%	19%	16%	$89,488	18.6%	337
35	QN	20	Sandra Ung	11%	3%	16%	69%	$47,776	19.9%	279
36	BK	39	Shahana Hanif	65%	5%	14%	12%	$127,181	11.7%	253
37	QN	30	Robert Holden	52%	1%	35%	10%	$84,498	8.9%	250
38	QN	28	Adrienne Adams	3%	41%	19%	21%	$74,669	11.2%	234
39	BK	48	Inna Vernikov	70%	2%	9%	16%	$62,748	15.6%	222
40	BK	38	Alexa Avilés	19%	5%	39%	35%	$53,786	26.1%	206
41	SI	50	David Carr	67%	3%	15%	13%	$94,706	10.1%	200
42	QN	21	Francisco Moya	4%	9%	74%	12%	$58,957	18.6%	124
43	BK	43	Justin Brannan	50%	2%	17%	29%	$77,307	13.9%	117
44	BK	44	Kalman Yeger	72%	1%	9%	14%	$52,249	27.5%	116
45	QN	32	Joann Ariola	37%	5%	36%	18%	$83,394	11.3%	98
46	QN	25	Shekar Krishnan	12%	2%	47%	38%	$62,491	13.1%	72
47	BX	13	Marjorie Velazquez	32%	14%	45%	7%	$68,559	14.7%	58
48	SI	51	Joseph Borelli	81%	1%	11%	6%	$106,714	6.1%	49
49	QN	19	Vickie Paladino	44%	1%	18%	35%	$85,580	7.4%	47
50	BK	46	Mercedes Narcisse	26%	57%	9%	7%	$87,405	9.0%	41
51	QN	23	Linda Lee	26%	11%	15%	41%	$92,257	7.9%	17