The NYC Housing Tracker monitors affordable housing production data in New York City by City Council district. New York Housing Conference has updated the Tracker to include production in the first full year of Mayor Eric Adams’s administration – calendar year 2022 - in which the city produced just 14,766 units of affordable housing, including construction of new housing and preservation of existing housing. This is a 48 percent decrease from the average over the previous five years, which was 28,387 units.

Last year, Mayor Eric Adams launched NYC’s housing plan - Housing Our Neighbors: A Blueprint for Housing and Homelessness - a framework for investment of $22 billion in affordable housing development and preservation across the five boroughs over the next decade. He also launched the City of Yes, a zoning framework to make all NYC neighborhoods part of the housing plan. In addition, the Mayor set a “moonshot” goal of adding 500k housing units over the next decade and the Mayor’s Management Report sets the affordable housing production goals associated with the fiscal year 2023 budget at 18,000 units.

At the same time as production is plummeting New York is experiencing a severe housing crisis. NYC’s emergency shelters house more than 80,000 people experiencing homelessness. Nearly one million New Yorkers were rent burdened in 2021 and nearly 600,000 were severely rent burdened. Rents have increased more than 9 percent over the past year as renters compete for the same limited number of available apartments with a vacancy rate of only 4.5 percent. Statewide we have a deficit of almost 650,000 available rental units affordable for households earning roughly $50,000 or less.

NEW CONSTRUCTION

In 2022, the city produced 8,935 units of affordable housing through new construction, 7 percent less than the average over the previous five years (9,606 units). The decrease in production can be attributed to staffing shortages that began before Mayor Adams took office. While there has been some improvement in adding staff, shortages continue to negatively impact production. As of March, HPD had 400 fewer positions than budgeted (15% shortage) and 123 fewer staff than before the pandemic (5% staff loss).
The NYC Housing Tracker focuses on production by City Council district in order to spotlight where new affordable housing is getting built in NYC. City Council members have an important role to play in land use approvals and each approval makes a difference as analysis of 2022 production shows. Data from 2014 – 2022 shows that affordable housing production continues to be unequally spread across the city. During that time, 16 districts produced more than 2,000 units of new affordable housing – mostly in neighborhoods in the South Bronx, Central Brooklyn, East River waterfront in Brooklyn and Queens, and Southeast Queens. Meanwhile, 17 districts produced fewer than 400 units over that time, with nine districts producing less than 200 units over the nine years. 18 districts produced between 400 units and 1,999 units.

<table>
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* These districts are tied for 50th because they produced the same number of units.
The Tracker ranks districts based on affordable housing production from 2014 – 2022. The top ten producing districts are:

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<tr>
<th>RANK</th>
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<th>COUNCIL MEMBER</th>
<th>2014-2022</th>
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<tbody>
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<td>1</td>
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<td>Rafael Salamanca</td>
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<td>Charles Barron</td>
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<td>Diana Ayala</td>
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<td>33</td>
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<td>Sandy Nurse</td>
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<td>Crystal Hudson</td>
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<td>9</td>
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<td>Selvena N. Brooks-Powers</td>
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<td>10</td>
<td>14</td>
<td>Pierina Ana Sanchez</td>
<td>2,740</td>
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The districts that produced the fewest number of affordable housing units from 2014 – 2022 were:

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<tr>
<td>42</td>
<td>50</td>
<td>David Carr</td>
<td>201</td>
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</table>

*These districts are tied for 50th because they produced the same number of units.*
The data is from 2014 – 2022, which includes years when the current Council member was not in the City Council. Seeing where affordable housing has been produced allows us to advocate for where to continue to develop and where to expand efforts to add more affordable housing.

The disparities in affordable housing construction are due to multiple factors. Low production of affordable housing is often due to low-density zoning and opposition from elected officials and community residents to affordable housing. High production can typically occur in neighborhoods with lower land costs and medium- to high-density zoning or higher-cost neighborhoods with medium- to high-density zoning incentivized with zoning and tax benefits.

Looking just at 2022 – the first year of Mayor Eric Adams’s administration – there were 8,935 units of new affordable housing produced, 175 units per district. The disparities in affordable housing production remain as we continue to see more affordable housing production in central Brooklyn, the Bronx, northern Manhattan, and Southeast Queens. Affordable housing production through Mandatory Inclusionary Housing coupled with the 421a tax incentive made some high-cost Brooklyn districts top producers as well. Looking at just one year of production, it is clear just how important individual housing projects are.

Each project that gets approved and financed makes a difference. One or two bigger projects or several smaller projects can make a district a leader in production and add valuable housing to the neighborhood and the city.

### Top 10 New Construction 2022

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>COUNCIL MEMBER</th>
<th>2022</th>
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<tbody>
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<td>Sandy Nurse</td>
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<tr>
<td>42</td>
<td>Charles Barron</td>
<td>774</td>
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<tr>
<td>14</td>
<td>Pierina Ana Sanchez</td>
<td>680</td>
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<tr>
<td>33</td>
<td>Lincoln Restler</td>
<td>588</td>
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<tr>
<td>17</td>
<td>Rafael Salamanca</td>
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<td>Eric Dinowitz</td>
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### Bottom 10 New Construction 2022

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<tr>
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<tr>
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<td>Vickie Paladino</td>
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<tr>
<td>4</td>
<td>Keith Powers</td>
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<tr>
<td>51</td>
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<td>30</td>
<td>Robert Holden</td>
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<tr>
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<td>6</td>
<td>Gale Brewer</td>
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<tr>
<td>7</td>
<td>Shaun Abreu</td>
<td>5</td>
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</table>

Single units of affordable housing new construction include downpayment assistance program units.
The decrease in affordable housing production was more pronounced in the city’s efforts to preserve affordable housing. This was largely due to insufficient staff to manage preservation projects. In 2022, HPD preserved just 5,831 units of affordable housing, 69% less than the average over the previous five years, when the city preserved 18,780 units per year on average. This decrease is dramatic and means the city is missing opportunities to support repairs and/or extend affordability for existing affordable housing.

According to data from the NYU Furman Center, 59,502 units of housing have affordability programs expiring over the next five years, including buildings with J-51 or 421a tax benefits, in the Mitchell Lama and Project-Based Section 8 programs, with Low Income Housing Tax Credits, and other HUD programs. The expiring units data does not show all units in HPD’s preservation pipeline and not all of these units will be candidates to be preserved. For example, some projects with expiring J-51 benefits will continue to be regulated by other HPD affordable housing programs. Tax benefits expiring in the 421a programs have produced thousands of units of affordable housing and some of those units will continue to be rent stabilized after the benefit expires.

But the data is a good starting point to see thousands of expiring units in Project-Based Section 8, Mitchell Lama, Low Income Housing Tax Credits and other HUD and HPD programs that may need subsidy or a tax abatement to be preserved. Updates to HPD’s loan authority - to update loan terms, per unit subsidy caps and other lending parameters - through State legislation will be critical to this effort. The districts with the greatest number of these expiring units are Districts 1, 2, 3, 5, 7, and 9 in Manhattan, Districts 8 and 15 in central and southern Bronx, and Districts 36, 41 and 42 in central Brooklyn which all have more than 600 units expiring from their affordability requirements in the next five years (excluding 421a and J-51 programs).

<table>
<thead>
<tr>
<th>Affordable Program</th>
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<td>J-51</td>
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<tr>
<td>Project-Based Section 8</td>
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</tr>
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<td>421a</td>
<td>7,761</td>
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<td>HUD Programs</td>
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<tr>
<td>Mitchell-Lama</td>
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<td>LIHTC</td>
<td>3,513</td>
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<tr>
<td>421g</td>
<td>163</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
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Another key metric for examining preservation needs is code enforcement data. Preservation financing programs can be used to support repairs and major building upgrades in affordable and market-rate buildings. Over the past two years, housing code complaints and violations have increased dramatically, with complaints increasing 39 percent and violations increasing 54 percent, showing a need for increased enforcement, monitoring of housing quality and preservation resources. The districts with the most housing violations relative to the number of housing units in the district are Districts 9 and 10 in northern Manhattan, Districts 14, 15, 16, and 17 in the South Bronx, and Districts 40 and 41 in central Brooklyn.

Preservation of affordable housing units ensures that affordable units which restrict rents by income according to a regulatory agreement remain affordable to existing and future tenants. The threat of losing these units to market forces at the end of a regulatory period in high-rent neighborhoods is high. Preservation can also be important for buildings that need funding for repairs - this can apply to existing affordable housing in any neighborhood or rental housing in need of low-interest financing or a tax abatement like J-51 to offset the costs of residential rehabilitation while keeping rents down. The dramatic spike in maintenance code complaints and violations demonstrates a need for incentives to invest in housing preservation.

Preservation by Council District

Most Council districts saw fewer units preserved in 2022 than they had on average from 2014-2022. In some areas the change was very pronounced. The four Council districts in lower Manhattan – Districts 1-4 – saw no affordable housing preserved in 2022 while they saw hundreds of units preserved each year on average from 2014-2021. While demand for preservation financing needs is not easily discerned through available data, it is possible that opportunities to preserve important affordable housing is being delayed or missed.

The same is true in Districts 16, 17 and 18 in the South Bronx where nearly 2,000 units were preserved each year on average from 2014-2021 but in 2022 only 771 units were preserved. And in Southeast Queens and Central Brooklyn (Districts 31-36) where 1,900 units were preserved each year on average, just 968 units were preserved in 2022. But perhaps the starkest example is District 42 in Central Brooklyn including East New York, New Lots, Remsen Village, Spring Creek, Starrett City, where nearly 1,200 units were preserved each year from 2014 – 2021 but in 2022 only 26 units were preserved.

Conclusion

New York City still has a long way to go to producing affordable housing equitably throughout the city. At present, the city invests subsidies to build in low-income communities while leveraging the market in high-income neighborhoods, dependent on state legislated tax benefits. These dual strategies are only effective in medium- to high-density areas and the city will need to look to other ways to bring affordable housing to low-density communities. And each Council member will need to support projects in their district.

But the city cannot neglect preserving affordable housing, which has declined dramatically during the first year of Mayor Eric Adams’s administration. Code violations are increasing, highlighting the need for financial support to ensure quality housing. Thousands of affordable housing buildings are getting close to the end of their regulatory periods and will need ways to extend their affordability. The city must ensure they have the staff and resources to increase production.
## NEW CONSTRUCTION OF AFFORDABLE HOUSING: 2014-2022

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# Preservation of Affordable Housing: 2014-2022

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