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NYC HOUSING
TRACKER REPORT

JUNE 2024

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INTRO: HOUSING PRODUCTION

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In 2023, New York City produced **14,227 new affordable housing units**– the highest annual production level achieved in recent decades. More than half of the new affordable housing was built using the 421a tax benefit. The city also preserved 13,684 units of affordable housing – 17% less than the average over the previous five years.

While this level of production of affordable housing is significant, the NYC Housing Tracker shows wide disparities in production levels across City Council Districts.



HOUSING TRACKER DATA

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The New York City Housing Tracker shows housing data by City Council District, giving elected officials and residents the ability to see important housing data in their neighborhood and offers easy comparison to citywide averages and to other neighborhoods. The data includes production of new housing and new affordable housing in 51 City Council Districts.

This is NYHC's third NYC Housing Tracker Annual Report, and unfortunately, the story in the data is largely the same as in the past. Some neighborhoods are building significant amounts of affordable housing, while others are building very little.

Last year the top 10 districts each produced over 600 units of new affordable housing or more. These are districts in central Brooklyn, the Bronx, Northern Manhattan, parts of Brooklyn and Queens near Manhattan and the waterfront, and eastern Queens.

Meanwhile, the lowest-producing districts produced less than 10 units of affordable housing last year, with two districts producing no new affordable housing at all. Some single digit units counted in the bottom 10 districts represent new housing opportunities created through HPD downpayment assistance rather than HPD-funded new construction, which represents the vast majority of units in this data. The districts in the bottom ten are located in core Manhattan, with high density but high costs and little available land, and low-density areas in Staten Island, northern and central Queens and southern Brooklyn.

The top producing district – District 17 in the Bronx – produced 1,266 units of affordable housing in 2023, more than the bottom half of council districts combined.

Last year the top 10 districts each produced over 600 units of affordable housing while the bottom districts each produced less than 10 units.

TOP 10 DISTRICTS 2023 AFFORDABLE HOUSING CONSTRUCTION

RANK	DISTRICT	MEMBER	2023
1	17	Rafael Salamanca	1,266
2	21	Francisco Moya	1,031
3	37	Sandy Nurse	796
4	15	Oswald Feliz	795
5	14	Pierina Ana Sanchez	751
6	33	Lincoln Restler	725
7	31	Selvena N. Brooks-Powers	709
8	10	Carmen De La Rosa	705
9	16	Althea Stevens	704
10	39	Shahana Hanif	622

BOTTOM 10 DISTRICTS 2023 AFFORDABLE HOUSING CONSTRUCTION

RANK	DISTRICT	MEMBER	2023
1	1	Christopher Marte	0
2	5	Julie Menin	0
3	3	Erik Bottcher	1
4	6	Gale Brewer	1
5	50	David Carr	2
6	19	Vickie Paladino	3
7	43	Susan Zhuang	3
8	47	Justin Brannan	4
9	25	Shekar Krishnan	5
10	30	Robert Holden	6

AFFORDABLE HOUSING CONSTRUCTION 2014-2023

The story is largely the same when we look at the last 10 years, from 2014 – 2023. The top 10 producing districts financed more than 3,500 units of affordable housing each over ten years.

Meanwhile, the bottom 10 producing districts financed just 200 units or less, with half producing less than 100 units. In fact, the top producing district – District 17 in the Bronx – produced 7,182 units in 10 years, more new units than the bottom 21 districts combined.

We also continue to see a trend of more affordable housing being built in lower income, predominantly Black and Latinx neighborhoods.

For example, the 10 districts with the most affordable housing production are on average over 70 percent Black or Latinx compared to under 30 percent in the 10 districts with the least affordable housing production.² The disparity is particularly stark when looking at the share of residents that are Black: In the top 10 producing districts, 31 percent of residents are Black, whereas in the bottom producing districts, less than 8 percent of residents are Black on average. The top 10 districts also have an average median income of just over \$67,000 – \$20,000 less than the 10 districts with the least affordable housing production. Further, a quarter of residents in top-producing districts live in poverty, more than double the poverty rate of the bottom ten districts.

These disparities are clear, even with outliers like District 33, which has one of the highest median incomes and share of white residents in the city. In districts like these, which are fast growing and have high land costs, the City’s zoning and tax incentive programs have proven effective in producing affordable housing rather than capital subsidy programs, which are drivers of production in high producing neighborhoods with lower land costs. The Mandatory Inclusionary Housing (MIH) program and 421a property tax exemption have been used in combination to produce a significant number of affordable housing units in neighborhood rezonings as well.

The top producing district – District 17 in the Bronx – produced 7,182 units in 10 years, as many new units as the bottom 21 districts combined.

*The data in this report uses the new Council District lines following the most recent redistricting for current and historical numbers. Housing totals for individual districts from this year’s report may be less than (or more than) the totals in last year’s report due to the redistricting, with some neighborhoods and housing units moving into different districts.

² U.S. Census data analyzed in NYHC’s New York City Housing Tracker: tracker.thenyh.org

TOP 10 DISTRICTS AFFORDABLE HOUSING CONSTRUCTION 2014 - 2023

RANK	DISTRICT	COUNCIL MEMBER	2014-2023 TOTAL
1	17	Rafael Salamanca	7,182
2	15	Oswald Feliz	6,358
3	8	Diana Ayala	5,942
4	42	Chris Banks	5,786
5	33	Lincoln Restler	5,430
6	16	Althea Stevens	4,415
7	37	Sandy Nurse	3,892
8	35	Crystal Hudson	3,878
9	31	Selvana N. Brooks-Powers	3,723
10	26	Julie Won	3,679

BOTTOM 10 DISTRICTS AFFORDABLE HOUSING CONSTRUCTION 2014 - 2023

RANK	DISTRICT	COUNCIL MEMBER	2014-2023 TOTAL
1	43	Susan Zhuang	27
2	19	Vickie Paladino	51
3	23	Linda Lee	60
4	51	Joseph Borelli	67
5	46	Mercedes Narcisse	70
6	25	Shekar Krishnan	103
7	30	Robert Holden	116
8	32	Joann Ariola	129
9	44	Kalman Yeger	199
10	50	David Carr	200

2023 ALL NEW HOUSING CONSTRUCTION

And we see the same pattern when we look at market rate housing development. New York Housing Conference reviewed the net change in housing in each Council district, including new construction, major alterations and demolition.³

The City Council districts with the most new housing in 2023 are many of the same districts that produced the most affordable housing in the Bronx, Central Brooklyn, waterfront Brooklyn and Queens, and Eastern Queens. Seven of these ten districts (8, 15, 16, 17, 26, 33, 35) overlap with the top producers in affordable housing since 2014.

Half of the bottom producers overlap with the bottom districts in affordable housing production as well (districts 23, 30, 32, 44, 46). The bottom producing districts, including low-density neighborhoods and high-cost, high-density districts with few available vacant sites, produced 100 units or less in total last year.

One district, Council District 6 on the Upper West Side of Manhattan, actually saw negative housing production, losing more housing than it added as a result of consolidating existing housing, like merging two neighboring apartments into one unit.

The City Council districts with the most new housing in 2023 are many of the same districts that produced the most affordable housing in the Bronx, Central Brooklyn, waterfront Brooklyn and Queens, and Eastern Queens.

It is clear, whether looking at affordable housing or market rate housing construction, that a relatively small number of neighborhoods are responsible for building the vast majority of new housing, while others are barely producing any. These stark disparities in housing production are reinforced by our archaic zoning code and land use review processes.

³ New York City Department of City Planning Housing Database: <https://www.nyc.gov/site/planning/data-maps/open-data.page#housingdevelopment>. Data shows net new housing units from new buildings, major alterations and demolitions, including all types of housing: private, market rate, public, affordable etc.



IMPACT ON HOUSING CHOICE FOR NEW YORKERS

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The consequences of insufficient housing and unequal housing production are housing instability, concentrated poverty, extremely low vacancy rates, rising prices, and limited homeownership opportunities.



HOUSING INSTABILITY

Nearly 500,000 households were severely rent burdened – paying more than half their income towards rent – in 2023 citywide.⁴

More than 130,000 people on average stayed in a city shelter in February 2024.⁵ According to the Mayor’s Management Report, in the City Fiscal Year 2023, the average length of stay in the DHS emergency shelter system was 412 days for single adults, 437 days for families with children, and 750 days for adult families.⁶ The average stay is so long, in what is meant to be temporary emergency shelter, due to the lack of affordable housing options needed to quickly exit shelter.

When housing supply is lacking, NYC’s tools to combat homelessness and rent burdens are less effective.

In 2022, only 53 percent of households seeking housing with Section 8 Housing Choice Vouchers were successful in renting an apartment, down from 66 percent in 2018, according to analysis by NYU Furman Center. NYCHA’s Section 8 waitlist opened for just one week this month and received over 630k applications after being closed for 15 years. Demand for rental assistance among low-income renters is extremely high.

In 2022, only 53 percent of households seeking housing with Section 8 Housing Choice Vouchers were successful in renting an apartment, down from 66 percent in 2018, according to analysis by NYU Furman Center.

⁴ 2023 New York City Housing and Vacancy Survey Selected Findings: <https://www.nyc.gov/assets/hpd/downloads/pdfs/about/2023-nychvs-selected-initial-findings.pdf>

⁵ Local Law 79 of 2022: Temporary Housing Assistance Usage: https://www.nyc.gov/assets/operations/downloads/pdf/temporary_housing_report.pdf

⁶ New York City Preliminary Fiscal 2024 Mayor’s Management Report, Department of Homeless Services: <https://www.nyc.gov/assets/operations/downloads/pdf/pmmr2024/dhs.pdf>



CONCENTRATED POVERTY

While NYC's vouchers are highly sought after, they are not easy to use when rental inventory is low.

Section 8 vouchers are intended to provide neighborhood choice, but the supply shortage leaves voucher holders with very few options. The same NYU Furman analysis also found that those who are successful in finding an apartment are just as likely to live in neighborhoods with lower incomes and higher poverty, unemployment, and violent crime rates as poor renters. They are also highly concentrated in a few neighborhoods – a third of voucher households live in just five percent of New York City's census tracts. Voucher holders make up almost 11 percent of residents in these census tracts, compared to one percent for the typical census tract. For example, voucher holders are overwhelmingly concentrated in the Bronx, with almost 6,000 living in the Fordham-Bedford Park-Norwood area and more than 5,500 in Morris Heights-Mount Hope. Outside of the Bronx, the most voucher holders are in East New York-Cypress Hills and Greenpoint-Williamsburg in Brooklyn and Washington Heights-Inwood in Manhattan – all with more than 3,000 voucher holding residents.

Section 8 vouchers are also highly concentrated in a few neighborhoods – a third of voucher households live in just five percent of New York City's census tracts.



VACANCY RATE & RISING PRICES

The rental vacancy rate in New York City in 2023 was 1.41 percent, one of the lowest rates since 1965.⁷

For units renting at less than \$1,100 per month, the vacancy rate was 0.39 percent.⁸ The median rent in 2023 was \$1,641, a 9 percent increase from 2021 and a 37 percent increase from 2014.⁹

This is also evident in data analyzed by Zillow for this report that shows a snapshot of market rental housing inventory, prices and changes by Council district from 2022 to 2023. Median asking rent in NYC increased over 8 percent over the past year, seven times faster than wages. Three districts saw rents for available units increase more than 20 percent over the past year: district 12 in the Bronx, district 21 in Queens and district 48 in Brooklyn.

For the 234,141 apartments renting on Zillow in 2023, the median asking rent for an available unit in each Council District ranged from \$1,900 to \$4,648 (affordable to households earning \$76k- \$186k).¹⁰

The typical renter in NYC in 2023 had an income of \$70,000, showing there was no Council District where they could afford the median asking rent last year. In 6 districts - 1, 2, 3, 4 and 6 in Manhattan, and district 33 in Brooklyn - the median asking rent was \$4,000 or higher, affordable to households earning \$160k or greater.

Median asking rent in NYC increased over 8 percent over the past year, seven times faster than wages.¹⁰

⁸ 2023 New York City Housing and Vacancy Survey Selected Findings: <https://www.nyc.gov/assets/hpd/downloads/pdfs/about/2023-nychvs-selected-initial-findings.pdf>

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¹⁰ Rents Grow Faster Than Wages Across the US – and NYC Feels the Brunt, by Kenny Lee. Street Easy, May 7, 2024. <https://streeteasy.com/blog/rents-grow-faster-than-wages-across-us-nyc/>



HOMEOWNERSHIP

The supply shortage also creates barriers to homeownership in New York City, which already has a drastically lower homeownership rate (30 percent) compared to the national average of 66 percent.

Racial disparities in ownership persist and are reinforced by the tight market. The highest homeownership rates are among Asian and White New Yorkers, at 44 and 41 percent respectively, and lowest among Black and Latinx New Yorkers, at 26 and 18 percent. New York City is seeing limited supply and rapidly rising prices, particularly in low density neighborhoods, according to Zillow data analyzed for NYHC.

Overall, fewer homes were sold in 2023 than in 2010, meaning there are fewer homeownership opportunities in New York City today than there were 13 years ago.

Between 2010 and 2023, medium- and high-density zoning districts created 178,690 homes in NYC, about six times the number of homes created in low-density neighborhoods (28,873), even though low-density areas take up nearly 3 times more land in New York City than medium and high-density areas. This includes both rental and homeownership.

Homes in low-density districts have become substantially more expensive. The median sales price in 2023 in these neighborhoods was \$700,000, a 79% increase from 2010. In medium- and high-density neighborhoods, the median price rose 64% from 2010 to \$765,520 in 2023.

Between 2010 and 2023, medium- and high-density zoning districts created 178,690 homes in NYC, about six times the number of homes created in low-density neighborhoods (28,873), even though low-density areas take up nearly 3 times more land in New York City than medium and high-density areas.



MOVING OUT OF NY

With rising housing costs and little inventory, recent studies show that some New Yorkers are moving out of the state to lower their housing costs.

The Fiscal Policy Institute examined the top 20 county to county moves out of New York, 19 of which originated in NYC and found that New York's highest net domestic outflow went to two counties closest to the city: Hudson County, New Jersey and Fairfield County, Connecticut. Nearly one-third of movers went to neighboring New Jersey, Connecticut, and Pennsylvania. Further, these movers saved on average 34 percent in annual mortgage costs and 19 percent in annual rent. Importantly, savings on housing far outweighed any savings from lower taxes¹¹.

The impact of outward migration from New York has been particularly striking among Black New Yorkers. The population of Black people in New York declined by over 84,000 people, or 4.5 percent, from 2010 to 2020, with the sharpest decline in the number of Black children in the city, which dropped by 19 percent over the same period. The population of every other racial group, other than the white population, increased during that period. The decline in New York's Black population was concentrated in historically Black but gentrifying neighborhoods like Bedford-Stuyvesant, which lost 22,000 Black residents, Crown Heights (North) which lost 12,000 Black residents, and Harlem which lost more than 5,000 Black residents. All these neighborhoods saw significant increases in the number of white residents over the same period¹².

New York's housing supply shortage is forcing residents to move out of state. Movers save 34% on mortgage costs and 19% on rent on average per year.

¹¹ Perry, Andrew. "Housing Costs, Not Taxes, Drive Migration out of New York," Fiscal Policy Institute. January 2023. <https://fiscalspolicy.org/wp-content/uploads/2023/01/Fiscal-Policy-Institute-Housing-Costs-Not-Taxes-Drive-Migration-out-of-New-York.docx.pdf>

¹² "2020 Census Results for New York City," NYC Department of City Planning. August 2021. https://www.nyc.gov/assets/planning/download/pdf/planning-level/nyc-population/census2020/dcp_2020-census-briefing-booklet-1.pdf



POLICY CHANGE TO SUPPORT EQUITABLE HOUSING GROWTH

Housing supply, and thereby prices, can be affected by government policy.

The city can increase capital funding to subsidize more affordable housing units. Government can also create tax incentives for developers to build new housing, including new affordable housing, and change zoning to add more housing capacity and influence where it is built. Below are recent and proposed changes that will boost the production of affordable housing:

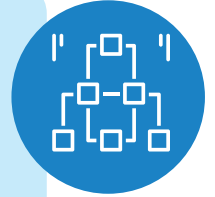
Affordable Housing Funding: Much of New York City's affordable housing production depends on government subsidy, including city capital funding. An analysis by NYHC found that next year's housing capital budget of \$2.1 billion is insufficient to maintain affordable housing production at recent historical levels and will lead to a 32 percent decrease in affordable housing production. To maintain production levels and to help address the production pipeline backlog, the city would need to increase the capital budget by nearly \$1 billion in FY 2025.



485x: Governor Kathy Hochul and the state legislature recently passed a tax benefit for new rental and homeownership housing to replace the 421a program, called 485x, which incentivizes new housing with affordability requirements. The 421a program was a major driver of affordable housing in high-cost neighborhoods that otherwise would be too expensive for affordable housing construction. This tax abatement is critical to work with MIH to create affordable housing.



Fair Housing Framework: The legislation, passed by City Council Speaker Adrienne Adams and the City Council, requires a fair housing plan every five years, including targeted housing production goals and investments for every Community District and annual progress reports on the plan. Targeted planning will help ensure more equitable development citywide.



CITY OF YES FOR HOUSING OPPORTUNITY

Mayor Eric Adams's administration has proposed zoning text changes, called the City of Yes for Housing Opportunity, which is projected to add up to 109,000 new units of housing on top of what would be created without these changes over the next 15 years. **The proposed changes include:**

IN MEDIUM- AND HIGH-DENSITY DISTRICTS

Universal Affordability Preference: Would allow developers to add at least 20 percent more housing in certain medium- and high-density neighborhoods if that added housing is affordable at 60% AMI on average, generating more affordable housing in medium and high-density neighborhoods, including many high-cost, high-growth neighborhoods where new affordable housing is often too expensive to build using subsidy. It will also add more affordable housing in neighborhoods where the City is investing capital subsidies to build affordable housing. The top 10 producing districts and other districts with medium- to high-density zoning will see a boost to affordable housing production with this proposal. If UAP had been in place since 2014, at least an extra 20,000 affordable homes could have been created – enough to house 50,000 New Yorkers.



IN LOW-DENSITY DISTRICTS

Town Center Zoning: Would allow modest apartment buildings above businesses on commercial streets, adding multifamily housing and creating mixed use neighborhoods. This would also add housing in low-density neighborhoods and bring vitality and new business opportunities to many neighborhoods.



Transit-Oriented Development: Would legalize 3-5 story apartments near public transit, which improves accessibility and connectivity and supports climate goals. Many low-density neighborhoods have existing buildings that are no longer allowed to be built under current zoning rules. This policy change would allow these small apartment buildings to be built again.



Accessory Dwelling Units: Would allow ADUs – backyard cottages, basements, garage apartments or attic conversions – in 1-2 family homes. This will add housing in low-density neighborhoods, including many of the neighborhoods that our tracker shows have not been adding significant housing.



CITYWIDE

Removing Parking Minimums: Would allow developers to include parking but eliminate requirements. Parking, especially structured parking, makes housing more expensive and can impact how much housing is built. It is likely that in lower-density neighborhoods where car ownership is more popular, parking will continue to make housing development more marketable. In higher-density neighborhoods and on sites near transit, it is likely that parking will be replaced by more housing or open space.



Convert Nonresidential Buildings to Housing: Would incentivize commercial to residential conversions. This will benefit not just Manhattan’s business districts, but also other under-occupied offices across the boroughs. Additionally, many of the hotels that are currently being used for emergency shelter in each borough could become residential housing.



Campus Infill: Would make it easier to add housing on large campuses (faith-based land, health, schools and public housing) where there are available zoning rights. Existing rules make it difficult or inefficient to build adjacent to existing buildings in many cases.



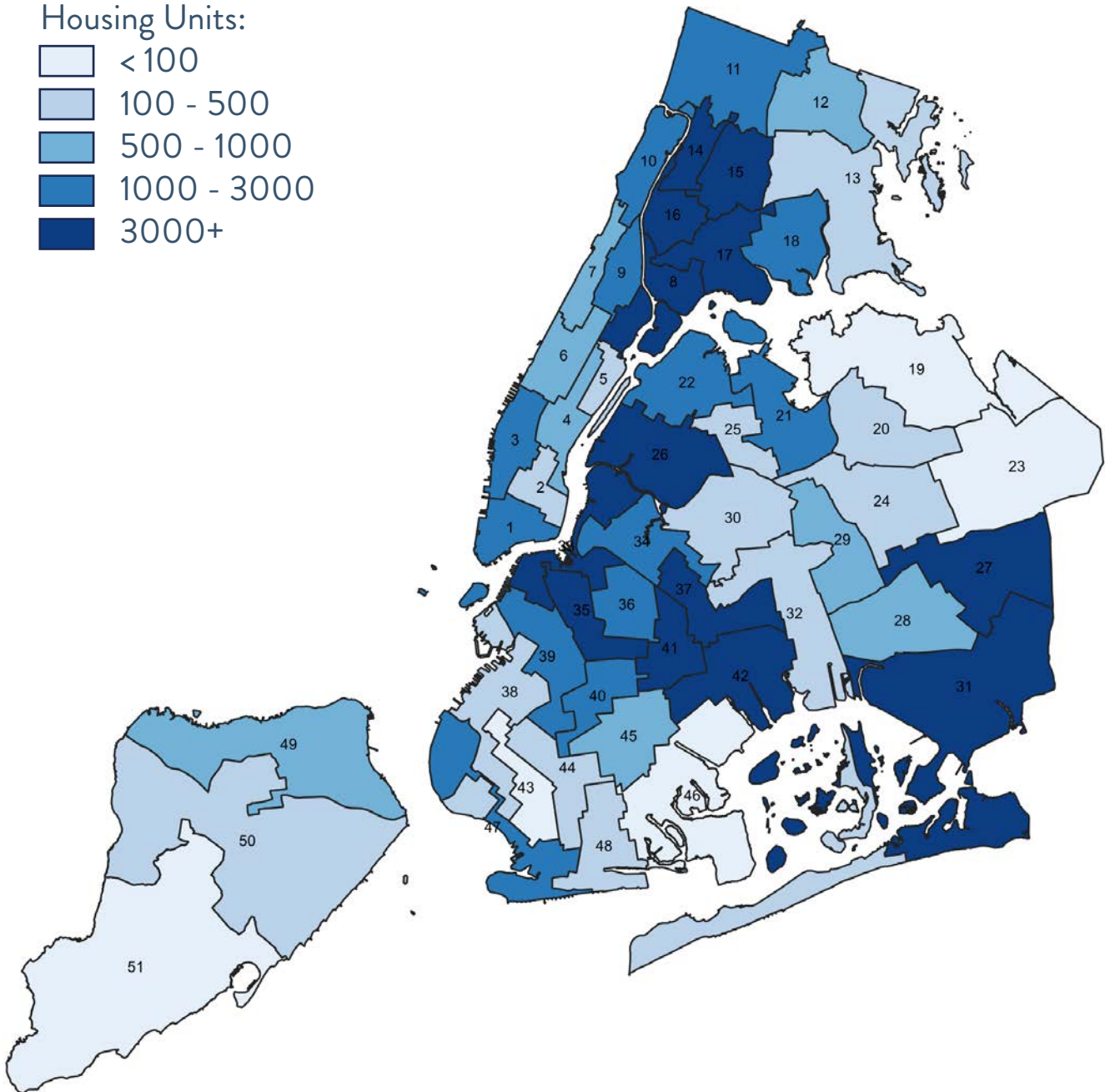
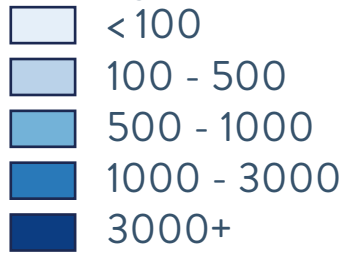
This year, NYC community boards and City Council Members will have a chance to weigh in on the City of Yes for Housing Opportunity and decide if they want to maintain the status quo or if they want to encourage new housing in every NYC neighborhood through citywide zoning reforms.

These changes can further fair housing by promoting income diversity in high-cost neighborhoods and expanding opportunities for low-income households.

NYC’s housing crisis is extreme and growing every year. Housing vacancy rates are the lowest in decades, while homelessness and housing instability are on the rise. New York City is not building enough housing to address the crisis. The NYC Housing Tracker data shows that we continue to build new affordable and market-rate housing inequitably across the city. A small number of neighborhoods are adding most of our new housing while other neighborhoods are opting out. In the midst of a housing crisis that continues to grow, city and state lawmakers are taking action to encourage housing growth. NYHC will continue to monitor the impact of these policy changes on affordable housing opportunities for New Yorkers.

New Affordable Housing Construction by Council District January 2014 - December 2023


Number of New Affordable
Housing Units:



NEW CONSTRUCTION OF AFFORDABLE HOUSING: 2014-2023

RANK 2014-23	DISTRICT	COUNCIL MEMBER	2014-22	2023	TOTAL 2014-23
1	17	Rafael Salamanca	5,916	1,266	7182
2	15	Oswald Feliz	5,563	795	6358
3	8	Diana Ayala	5,518	424	5942
4	42	Chris Banks	5,675	111	5786
5	33	Lincoln Restler	4,705	725	5430
6	16	Althea Stevens	3,711	704	4415
7	37	Sandy Nurse	3,096	796	3892
8	35	Crystal Hudson	3,380	498	3878
9	31	Selvena N. Brooks-Powers	3,014	709	3723
10	26	Julie Won	3,473	206	3679
11	14	Pierina Ana Sanchez	2,748	751	3499
12	41	Darlene Mealy	2,764	604	3368
13	27	Nantasha Williams	3,052	49	3101
14	18	Amanda Farías	1,969	554	2523
15	3	Erik Bottcher	2,492	1	2493
16	40	Rita Joseph	1,838	508	2346
17	11	Eric Dinowitz	1,924	382	2306
18	34	Jennifer Gutiérrez	1,983	223	2206
19	36	Chi Ossé	1,761	374	2135
20	47	Justin Brannan	1,634	4	1638
21	9	Yusef Salaam	1,579	21	1600
22	10	Carmen De La Rosa	818	705	1523
23	1	Christopher Marte	1,489	-	1489
24	21	Francisco Moya	259	1,031	1290
25	39	Shahana Hanif	596	622	1218

RANK 2014-23	DISTRICT	COUNCIL MEMBER	2014-22	2023	TOTAL 2014-23
26	22	Tiffany Cabán	787	228	1015
27	6	Gale Brewer	842	1	843
28	45	Farah Louis	704	91	795
29	28	Adrienne Adams	239	520	759
30	4	Keith Powers	555	155	710
30	12	Kevin Riley	513	197	710
30	29	Lynn Schulman	509	201	710
33	49	Kamillah Hanks	659	31	690
34	7	Shaun Abreu	497	87	584
35	5	Julie Menin	488	-	488
36	24	James Gennaro	426	50	476
37	2	Carlina Rivera	350	92	442
38	38	Alexa Avilés	321	76	397
39	13	Kristy Marmorato	104	265	369
40	20	Sandra Ung	291	37	328
41	48	Inna Vernikov	246	52	298
42	50	David Carr	198	2	200
43	44	Kalman Yeger	182	17	199
44	32	Joann Ariola	119	10	129
45	30	Robert Holden	110	6	116
46	25	Shekar Krishnan	98	5	103
47	46	Mercedes Narcisse	57	13	70
48	51	Joseph Borelli	56	11	67
49	23	Linda Lee	49	11	60
50	19	Vickie Paladino	48	3	51
51	43	Susan Zhuang	24	3	27



NYHC is a statewide nonprofit affordable housing policy and advocacy organization. Our mission is to advance City, State and Federal policies and funding to support the development and preservation of decent and affordable housing for *all* New Yorkers.

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