

city of **yes**

*city of* **diversity**

*city of* **affordability**

*city of* **neighbors**

*city of* **housing opportunity**

*city of* **families**





Image credit: Alfred Twu

## Overview

# City of Yes for Housing Opportunity

This **citywide text amendment** would make it possible to build **a little bit more housing** in every neighborhood

“**A little more housing in every neighborhood**” means we can make a big impact on the housing shortage without dramatic change in any one neighborhood



## Why do we need more housing in New York City?

New York City faces a severe housing shortage that makes homes scarce and expensive:

- The **apartment vacancy rate is 1.41%** – the lowest since 1968. 1.27% of Brooklyn rental apartments are vacant
- **Over 50% of renters are “rent burdened,”** meaning they spend over 30% of income on rent
- **92,879 homeless New Yorkers**, including **33,399 children**, slept in the shelter system on a given night in December 2023



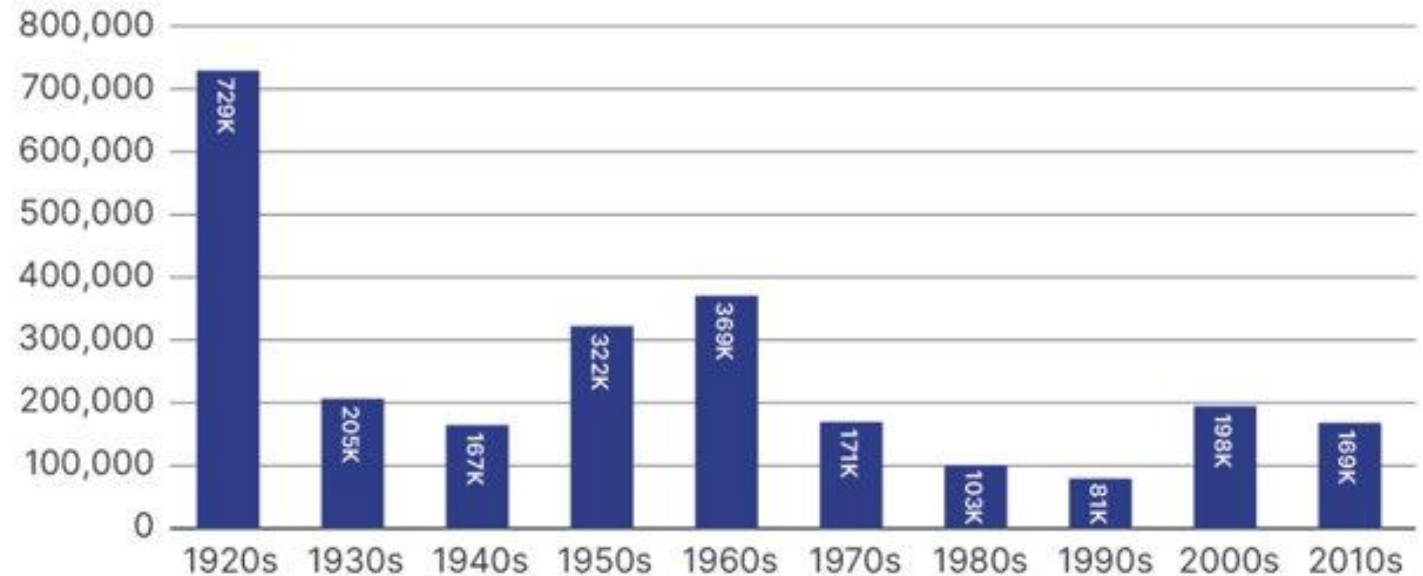
# NYC is not building enough housing to meet New Yorkers' needs

**New York City is creating far less housing than it used to**

At the same time, average household size is declining so we need more homes to house people

**The housing shortage is due in part to restrictive zoning rules that limit the number and types of homes that can be built**

New Housing Production by Decade





## New housing is concentrated in just a few neighborhoods

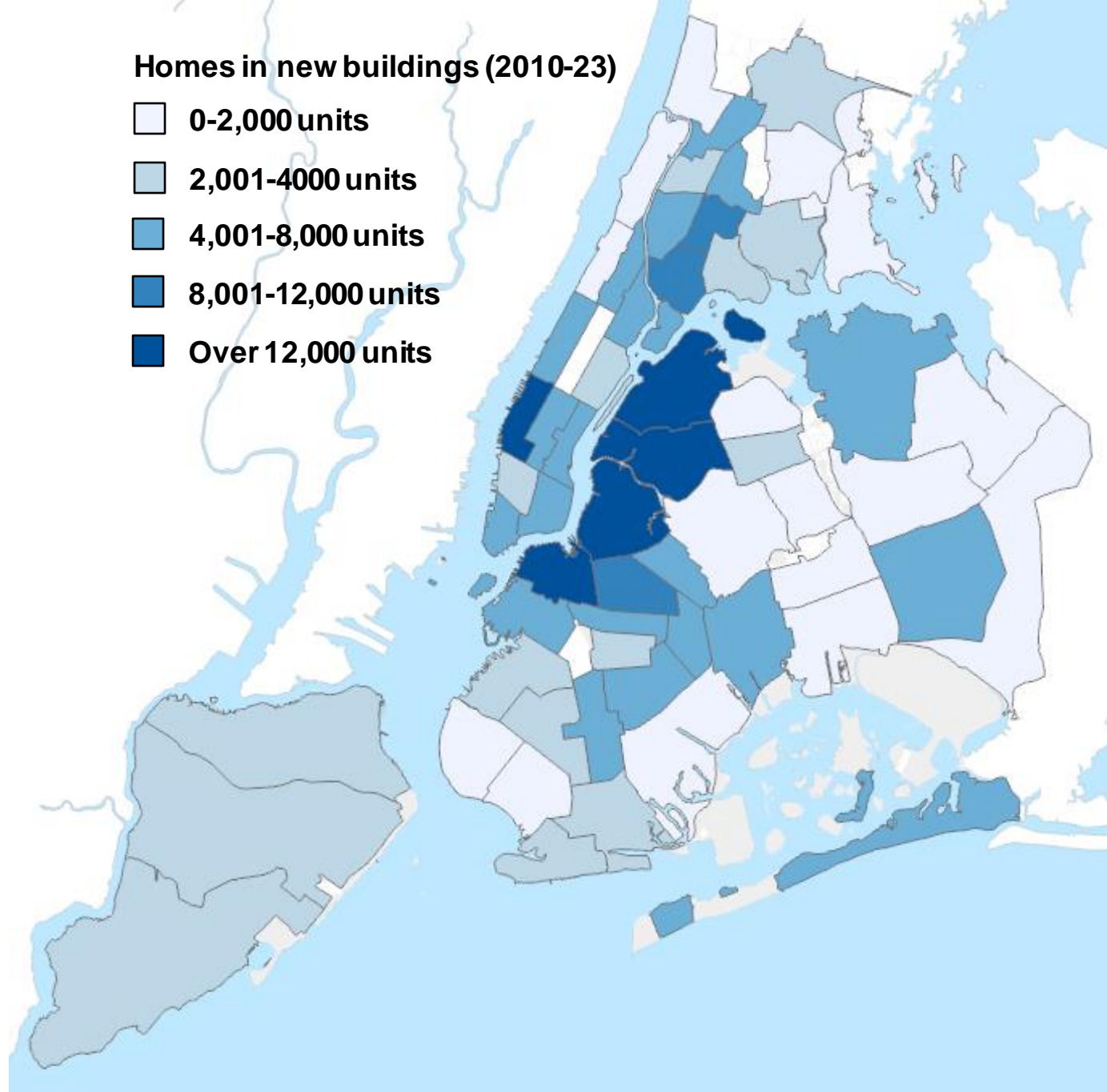
**Almost all of New York City's recent housing production has been concentrated in a few neighborhoods**

Some neighborhoods have created virtually zero new housing

**This puts additional pressure on just a few parts of the city to produce almost all new housing**

Homes in new buildings (2010-23)

- 0-2,000 units
- 2,001-4,000 units
- 4,001-8,000 units
- 8,001-12,000 units
- Over 12,000 units



## When tenants have few options, landlords gain leverage

This leads to:

- High rents
- Displacement and gentrification pressure
- Segregation
- Homelessness
- Poor housing quality
- Tenant harassment

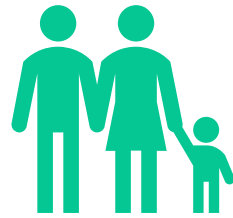
**Over 52.6% of Brooklyn renters are “rent burdened,” meaning they spend over 30% of income on rent**





# An average family of 3 would have to spend almost 50% of their income on rent to afford an average 2-bedroom home:

## Income

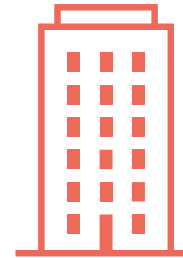


**\$5,833/month**

A family of 3 with a household income of \$70,000 a year \*

\*Median household income of NYC renters

## Rent



**\$2,752/month**

Average 2-bedroom apartment available in NYC



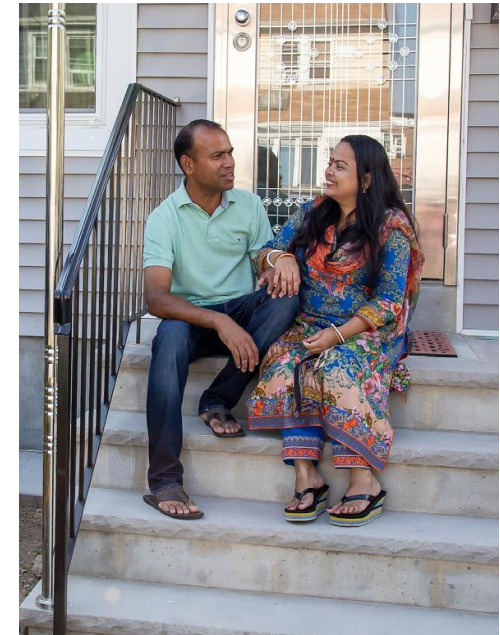
## The housing shortage has direct human consequences

A nursing aide might spend **3 hours commuting every day** because she can't find housing close to her job.

A mother and her children fleeing an unsafe home wouldn't be able to find any affordable alternatives and are compelled to **enter a homeless shelter**.

A college graduate may discover that they **can't move back to their childhood neighborhood** because the rents are too expensive.

A retiree could watch their **friends and family move out-of-state** and decides to follow suit because they can no longer afford escalating rents.



Top two images courtesy of Jonathan Patkowski. Bottom two images: © New York City Mayoral Photography Office, 2023

## The housing crisis hurts the local economy

When people spend more of their money on rent, they have less to spend on everything else

- This harms the city's economy and slows job growth
- Less new housing also means fewer jobs in construction and residential maintenance

City of Yes for Housing Opportunity would add an estimated **\$58.2 billion** to NYC's economy and create **more than 260,000** jobs in the construction and service sectors alone





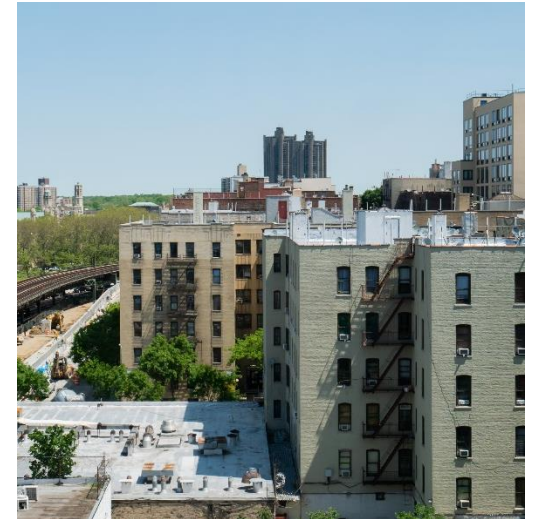
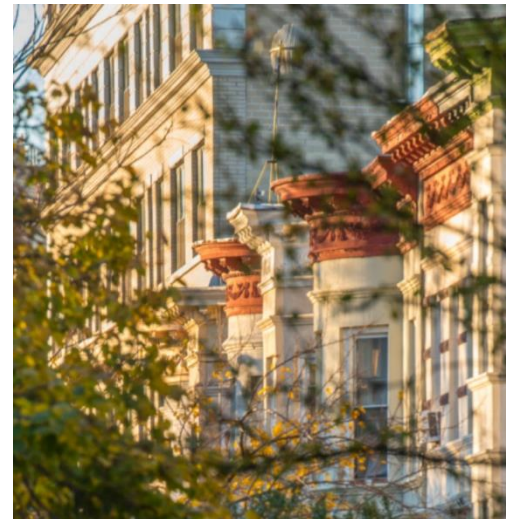
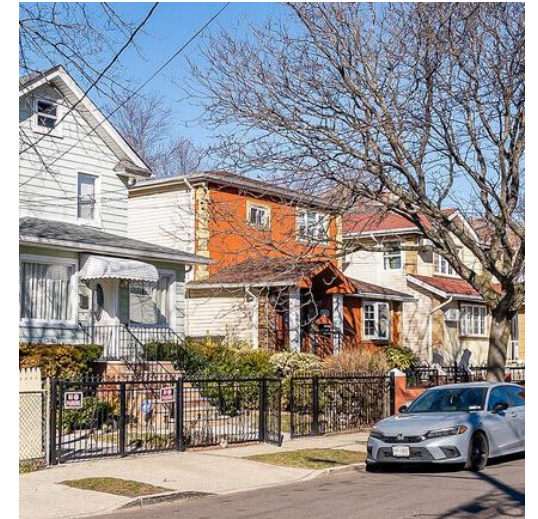
# Zoning is one tool to address NYC's housing shortage

**Zoning regulates the density and use of what is permitted to be built**

- Zoning can include requirements for income-restricted affordable housing
- Zoning does not directly build or fund new housing
- Zoning is within the city's control

**Other tools to support housing include:**

- Subsidies and tax incentives to create and preserve affordable housing
- Support for homeownership models
- Tenant protections



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## How can we help address the housing crisis with zoning?

We aim to update zoning rules to create **more housing** and **more types of housing across all NYC neighborhoods**.

**A little more housing in every neighborhood** means a lot of housing overall without dramatic change or overtaxed infrastructure. This approach can:

- Address the **root causes** of high housing costs
- Support **job growth** and New York City's **economy**
- Make NYC more **environmentally-friendly** by building more housing in areas with great access to jobs and transit



Image credit: Alfred Twu

## Proposal overview

### Low-density proposals

- Allow for "missing middle" housing, including **town center zoning** and **transit-oriented apartment buildings**
- Help homeowners by providing additional flexibility and allowing **accessory dwelling units**

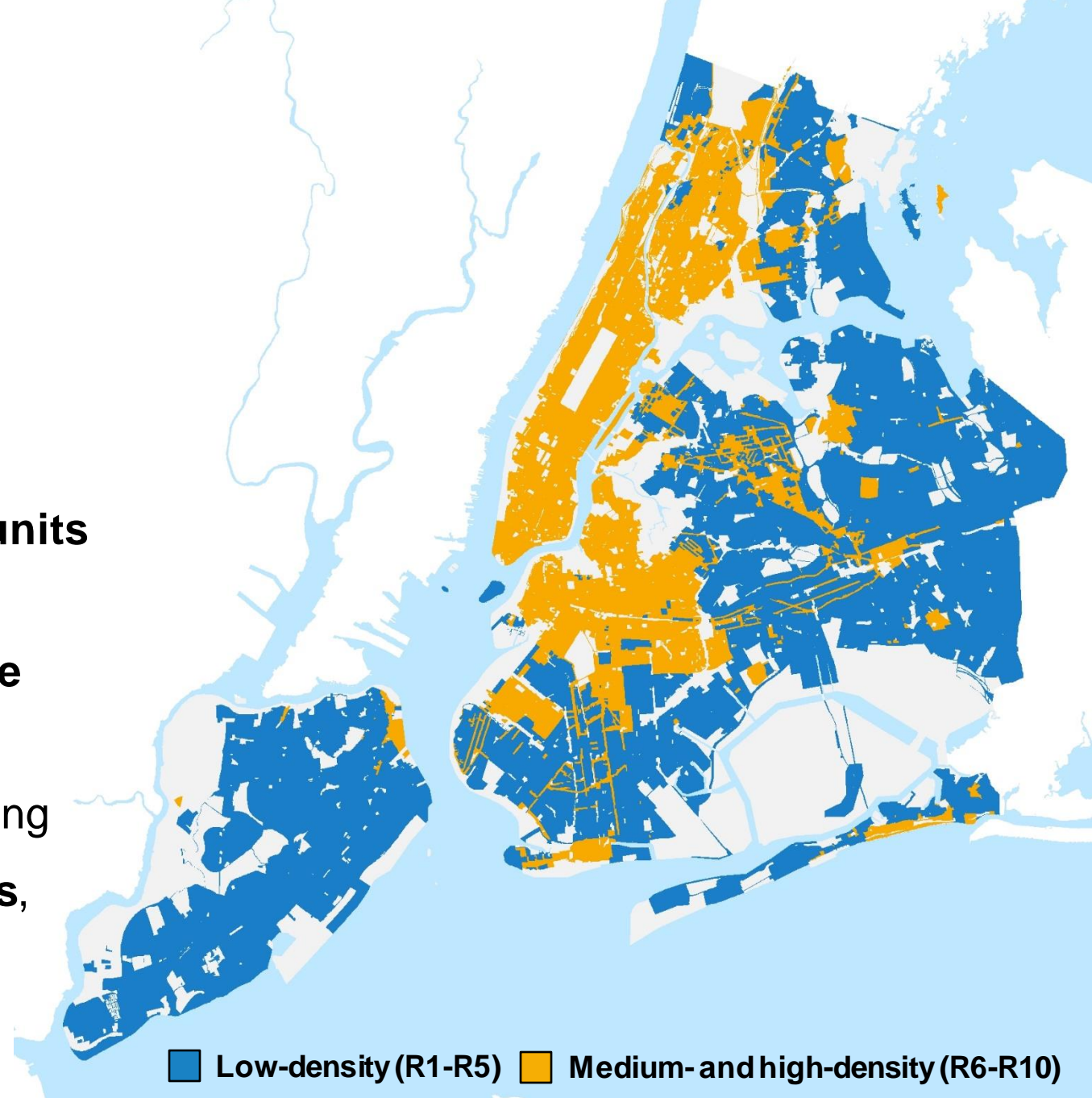
### Medium- and high-density proposals

- Create a **Universal Affordability Preference**

### Parking proposals

- **Lift costly parking mandates** for new housing

**Other citywide actions** to enable **conversions**, **small and shared apartments**, and **infill**





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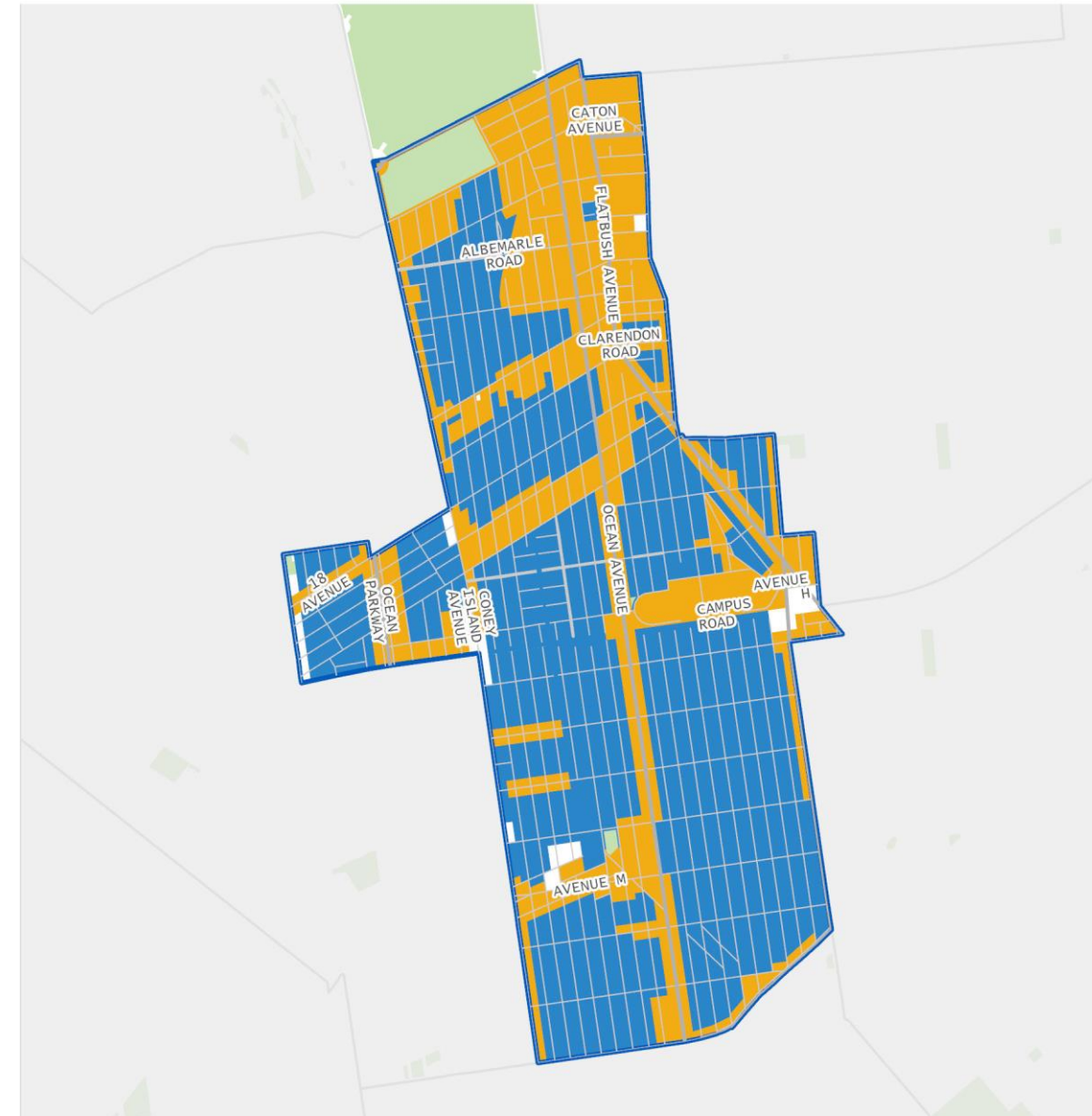
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Community District (blue outline)  
Low-density (R1-R5) (blue)  
Medium- and high-density (R6-R10) (orange)





# Low-density

Image credit: Alfred Twu



# Overview

**Due to restrictive zoning, most low-density areas have stopped building new homes, contributing to our city's housing shortage**

- We want to allow for the creation of a little more housing across low-density areas, in ways that won't impact neighborhood look and feel



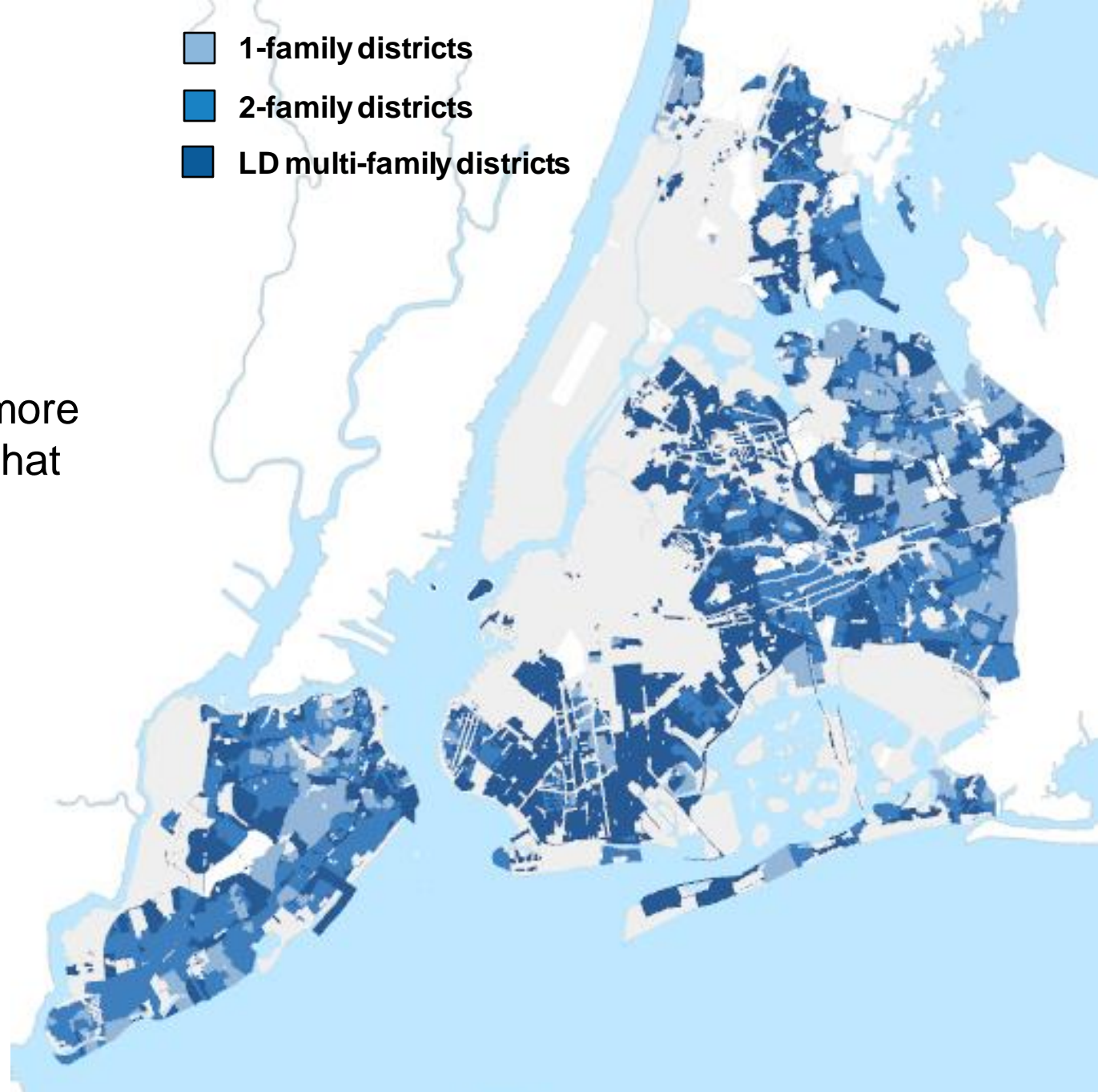
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**Modest apartment buildings exist across low-density neighborhoods but could not be built today**

- 1-family districts
- 2-family districts
- LD multi-family districts



# Overview

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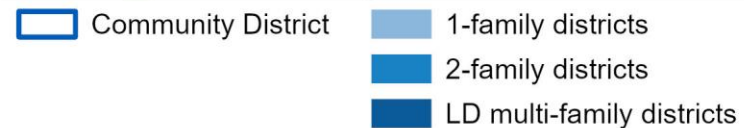
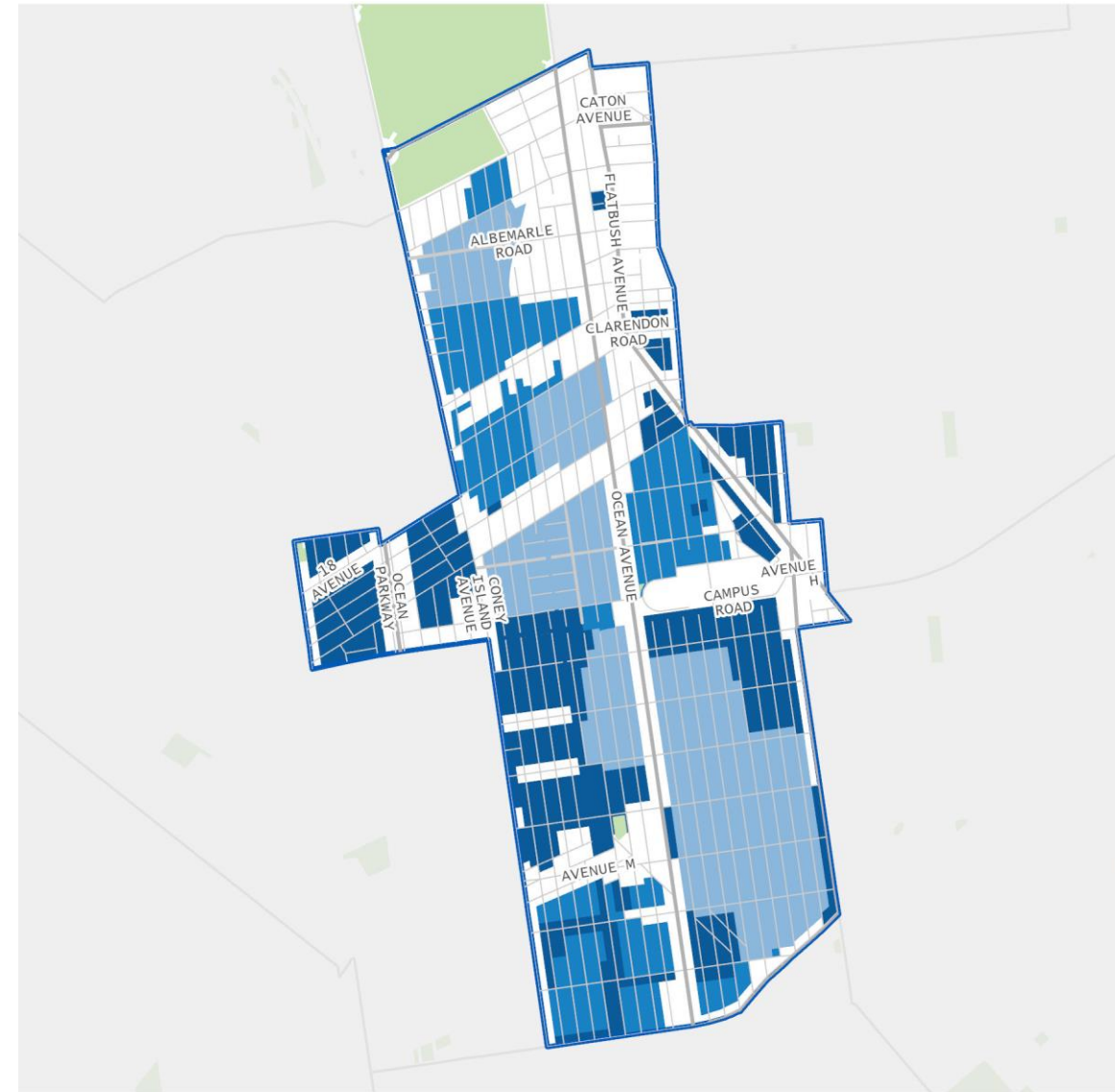
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**Modest apartment buildings exist across low-density neighborhoods but could not be built today**

## Brooklyn CD 14





## Town center zoning

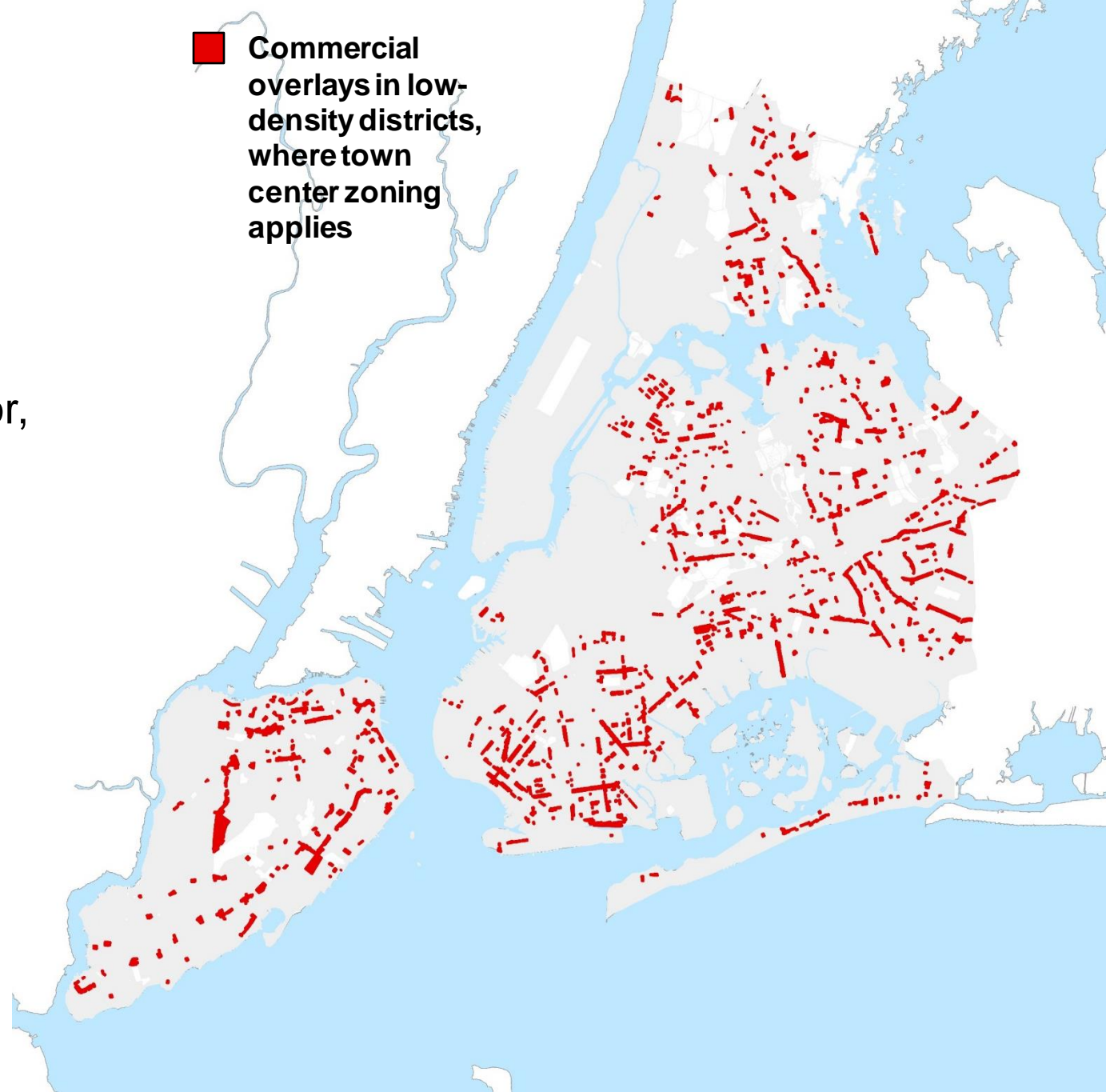
### Relegalize housing above businesses on commercial streets in low-density areas

- New buildings would have 2-4 stories of residential above a commercial ground floor, mirroring existing buildings



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■ Commercial overlays in low-density districts, where town center zoning applies



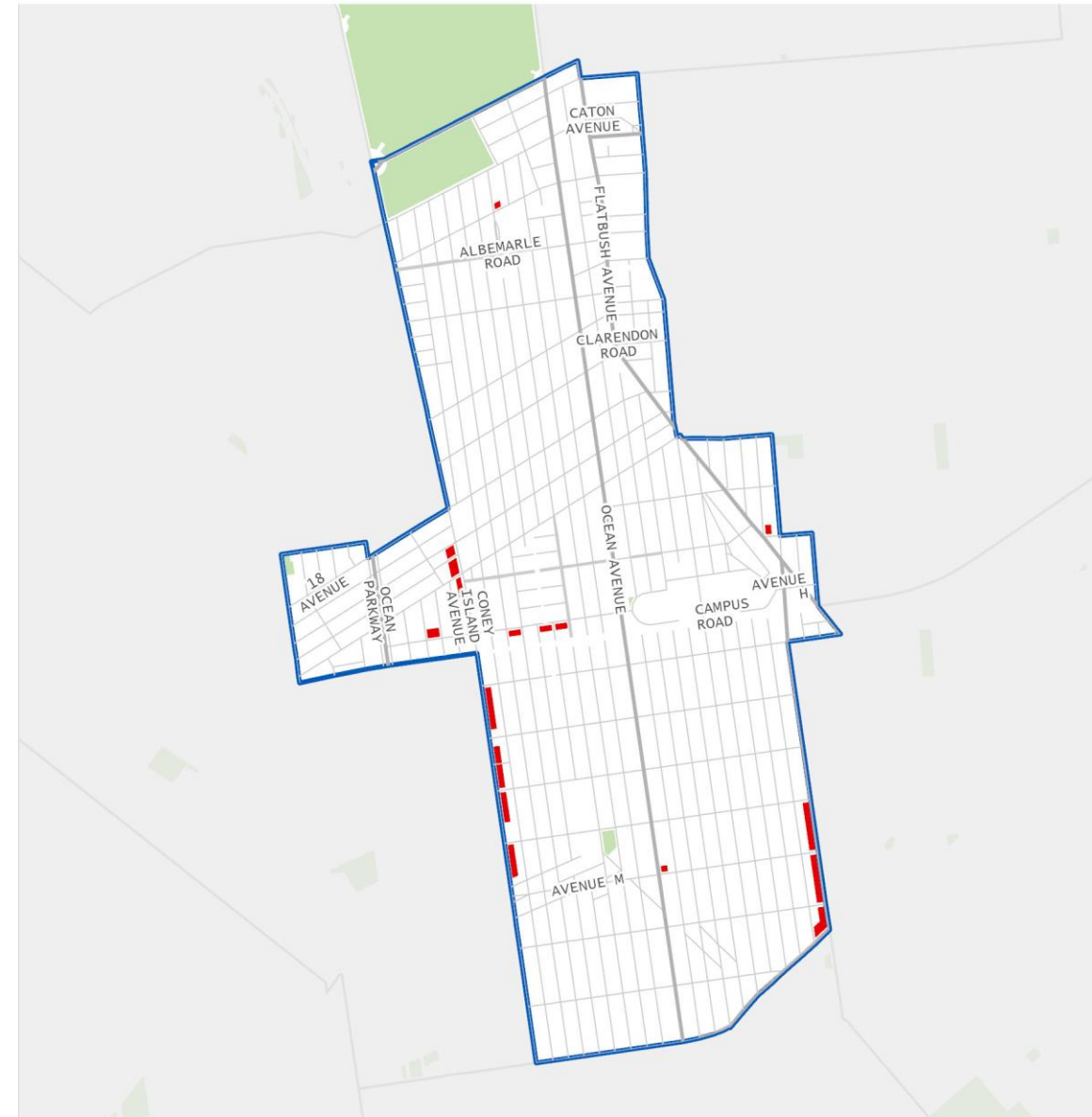
## Town center zoning

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© New York City Economic Development Corporation, 2023



Community District Commercial overlays in low-density districts, where town center zoning applies



## Transit-oriented development

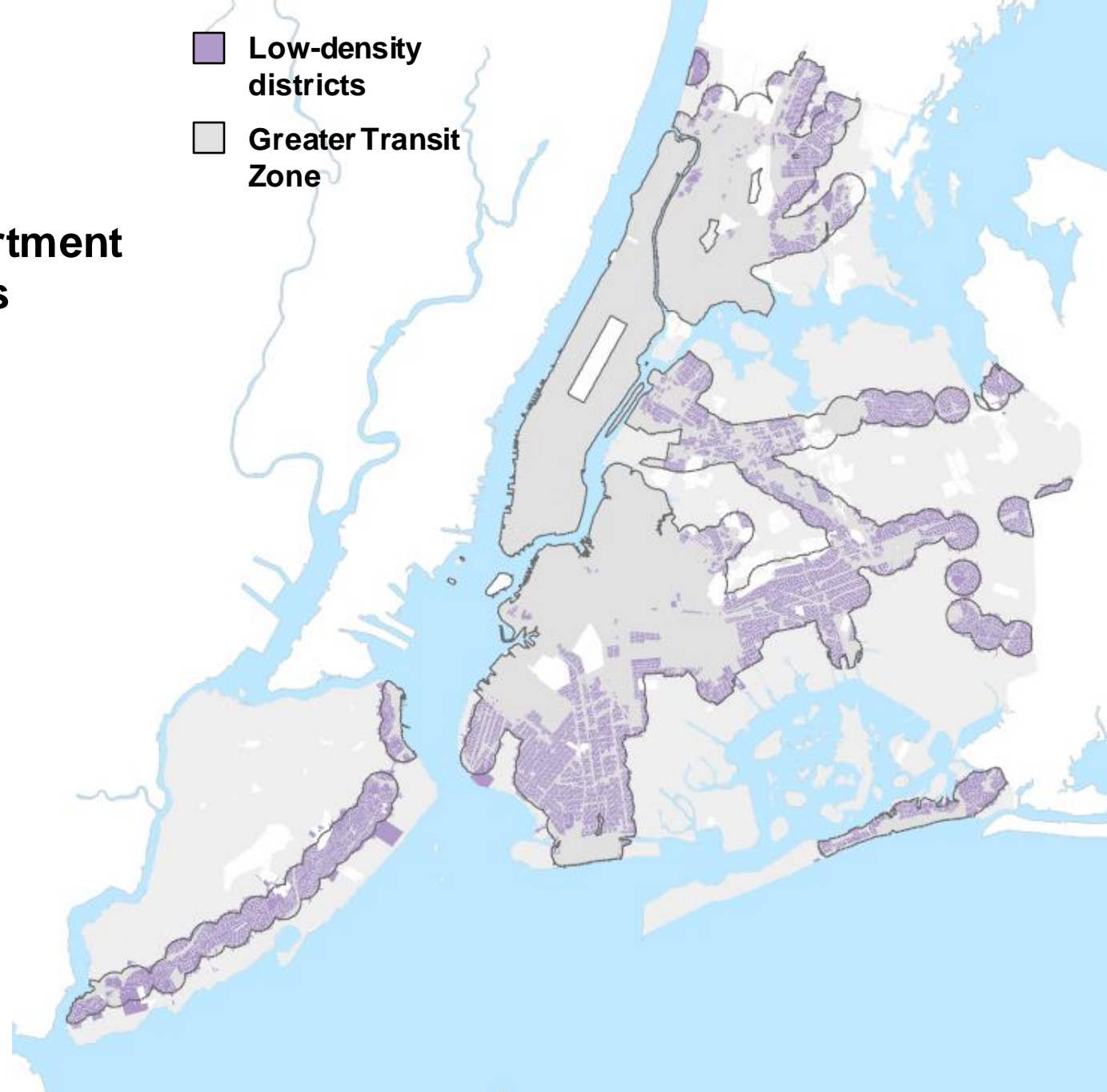
### Allow modestly-sized, transit-oriented apartment buildings in low-density residence districts

- Sites must be:
  - near transit,
  - over 5,000 square feet
  - on the short end of the block or facing a street over 75 feet wide
- Buildings will be 3-5 stories



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- Low-density districts
- Greater Transit Zone



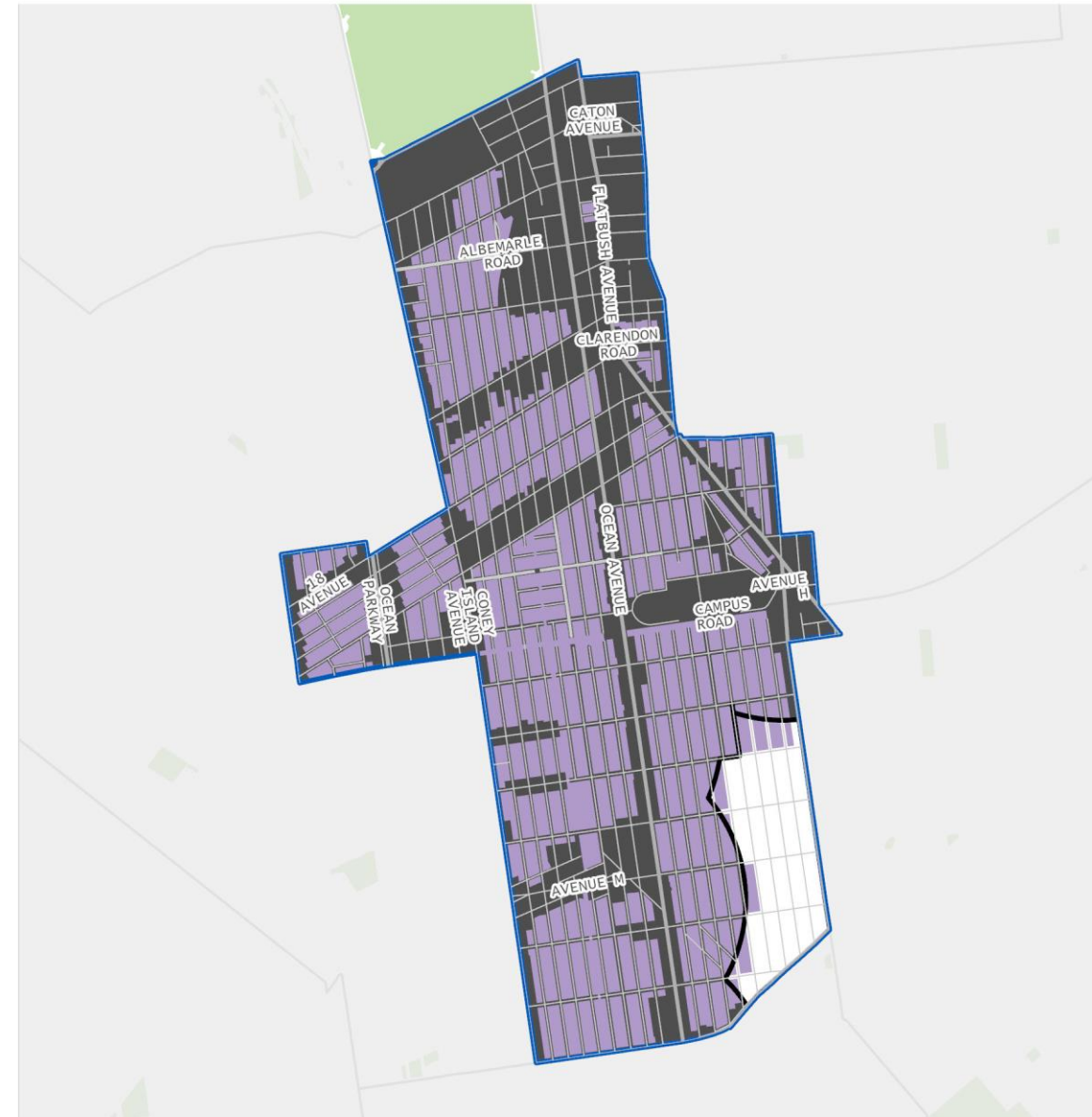
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## Help homeowners

### Allow 1- or 2-family homes to add a small accessory dwelling unit (ADU)

- ADUs provide important housing options for small households in low-density areas
- ADUs give multi-generational families more space and help homeowners pay for household expenses
- Many other cities have already legalized ADUs and experienced these benefits

Legalizing existing basement ADUs is not only a matter of zoning and would require changes to other state and local laws



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## Help homeowners

**Adjust FAR, perimeter heights, yards, and other rules to provide flexibility for homeowners**

- Many older homes are out of compliance, blocking homeowners from adapting their homes to meet their family's needs
- These changes will enable 2-family and multi-family buildings in districts that already permit them







# Medium- and High-density

Image credit: Alfred Twu

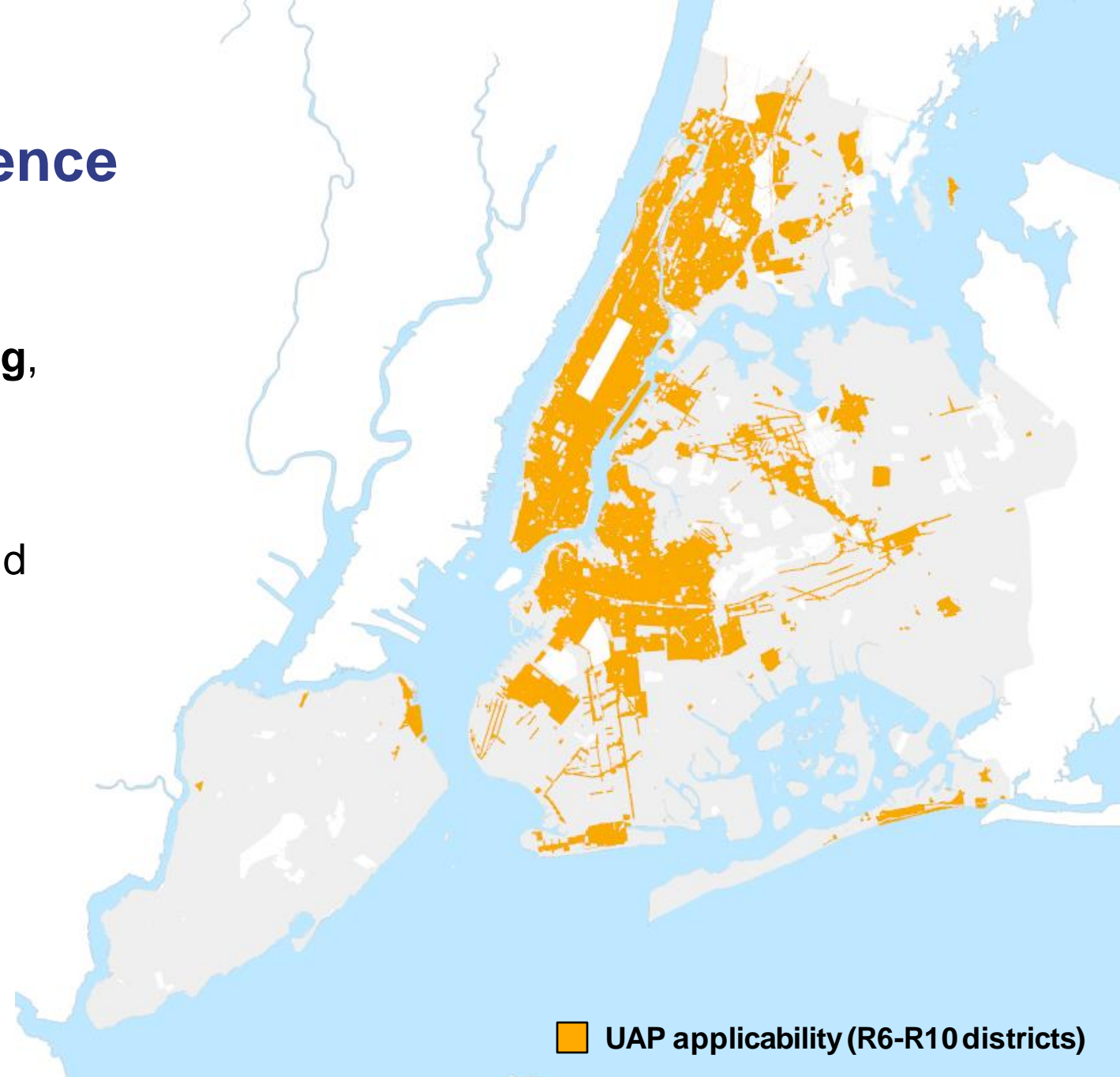


## Universal Affordability Preference

UAP will allow buildings to add at least **20% more housing** if the additional homes are **permanently affordable housing**, including supportive housing

UAP will enable **incremental affordable housing growth** throughout the medium- and high-density parts of the city

This will encourage **affordable housing throughout the city**, rather than concentrating it in a few neighborhoods





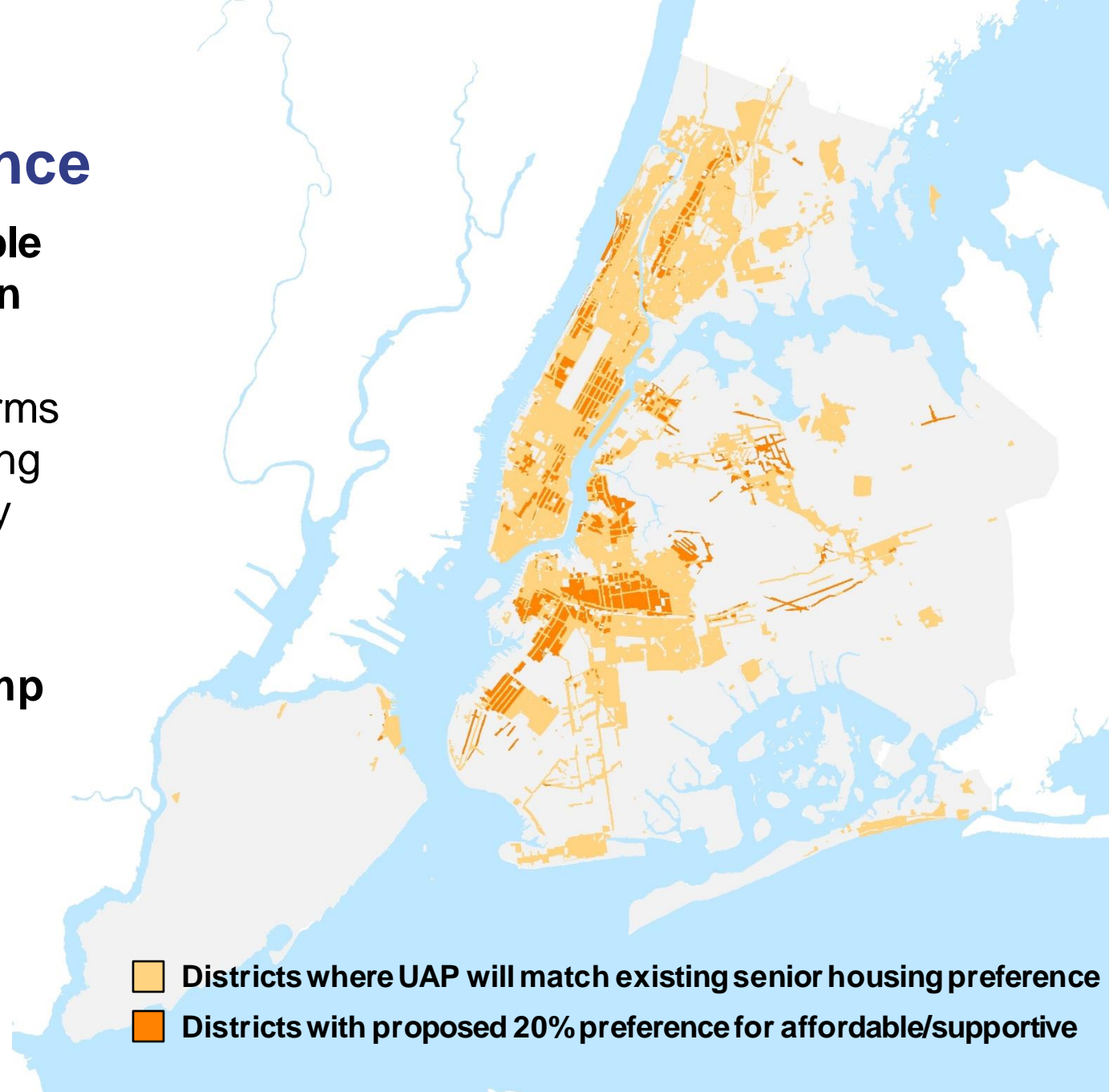
## Universal Affordability Preference

**Today, most zoning districts allow affordable senior housing to be about 20% bigger than other buildings**

- UAP would expand this framework to all forms of affordable and supportive housing, making it easier to build affordable housing in every medium- and high-density district

**This proposal would also create a 20% bump for affordable and supportive housing in districts that don't have a senior housing preference today**

- Some districts will also receive height increases, so that it's feasible for UAP buildings to fit their allowed square footage



## Medium- and high-density areas

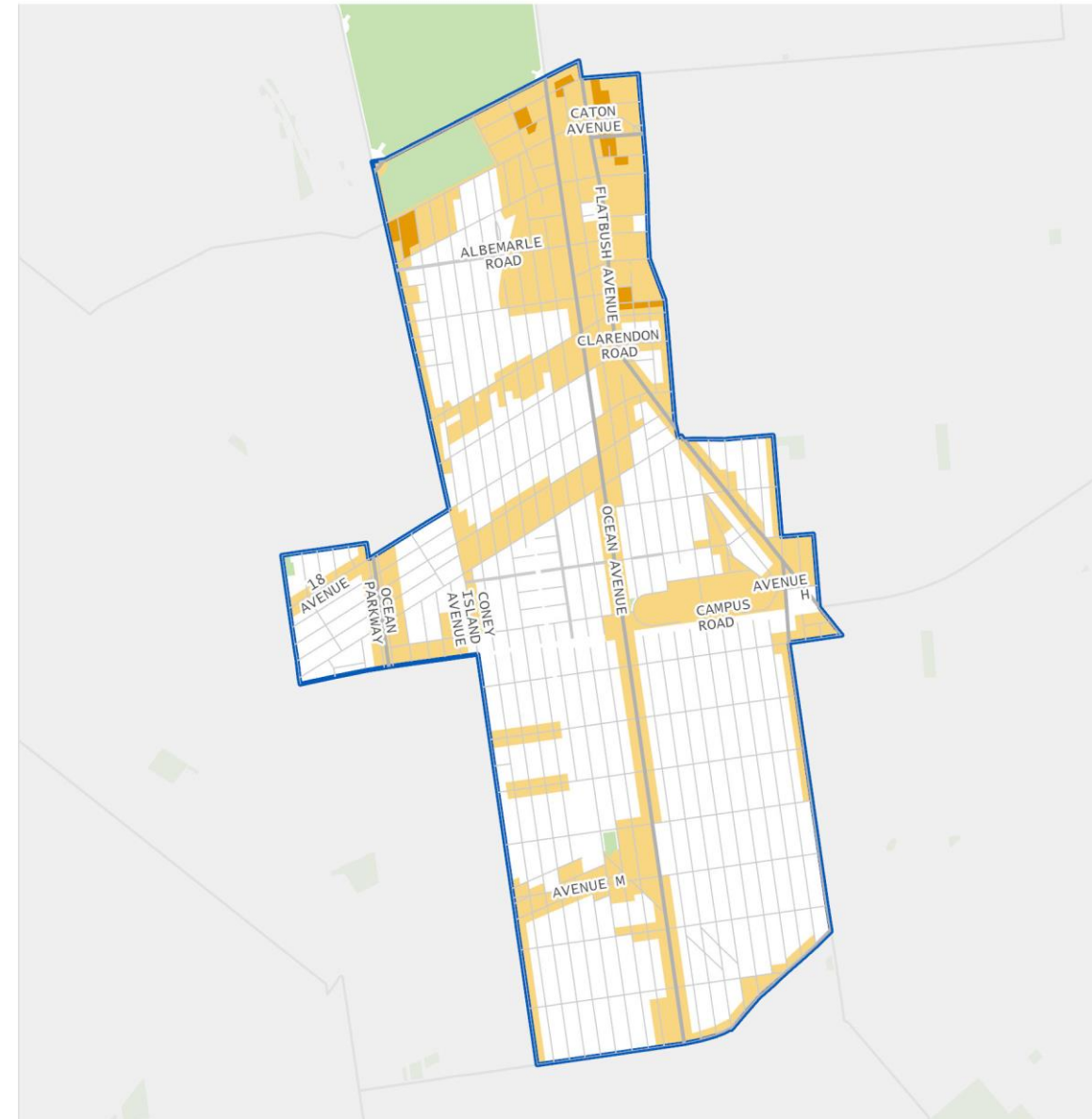
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Community District

Districts with existing senior housing preference

Districts with proposed 20% preference for affordable/supportive



## Universal Affordability Preference

**UAP will have an affordability requirement of 60% AMI**

- Area Median Income (AMI) is a measure of affordability established by the federal government

**UAP will also allow income averaging, allowing a wider range and more deeply affordable homes**



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# Universal Affordability Preference

**UAP will replace Voluntary Inclusionary Housing (VIH), achieving deeper affordability and allowing for income averaging.** Mandatory Inclusionary Housing will continue to be mapped and existing affordability requirements will remain in place.

**Voluntary Inclusionary Housing (VIH)**  
80% AMI with no income averaging

### What this meant for New Yorkers:

All income-restricted units in a VIH building were 80% AMI (\$101,686 for a family of 3 or \$2,796 for rent for a 2-bedroom home)

**Universal Affordability Preference (UAP)**  
60% AMI with income averaging

### What this means for New Yorkers:

Homes at a mix of incomes to reach 60% AMI, including more deeply affordable units. For example, a UAP building could include:

	Income for a family of 3	Rent for a 2-bedroom
<b>30% AMI</b>	\$38,130	\$1,084
<b>60% AMI</b>	\$76,260	\$2,097
<b>90% AMI</b>	\$114,390	\$3,142

*Estimates from HUD Guidelines 2024 and NYC HDC.  
Rents for specific projects may differ*



## Universal Affordability Preference

**Example:** A church in an R6 district wants to partner with a developer to rebuild the church and put housing on top

**Today:** The site is limited to **3.0 FAR**, which results in about **35 units**

**Proposal:** If affordable and supportive housing got **3.9 FAR** like AIRS, the site could get **10-12 more units** as long as anything above 3.0 FAR is permanently affordable



# Universal Affordability Preference

Without UAP



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With UAP



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If UAP had been in place since 2014, an **additional 20,000 income-restricted affordable homes** could have been created – enough to house 50,000 New Yorkers



## Updates to Mandatory Inclusionary Housing

### Allow MIH Option 3 to be a standalone option

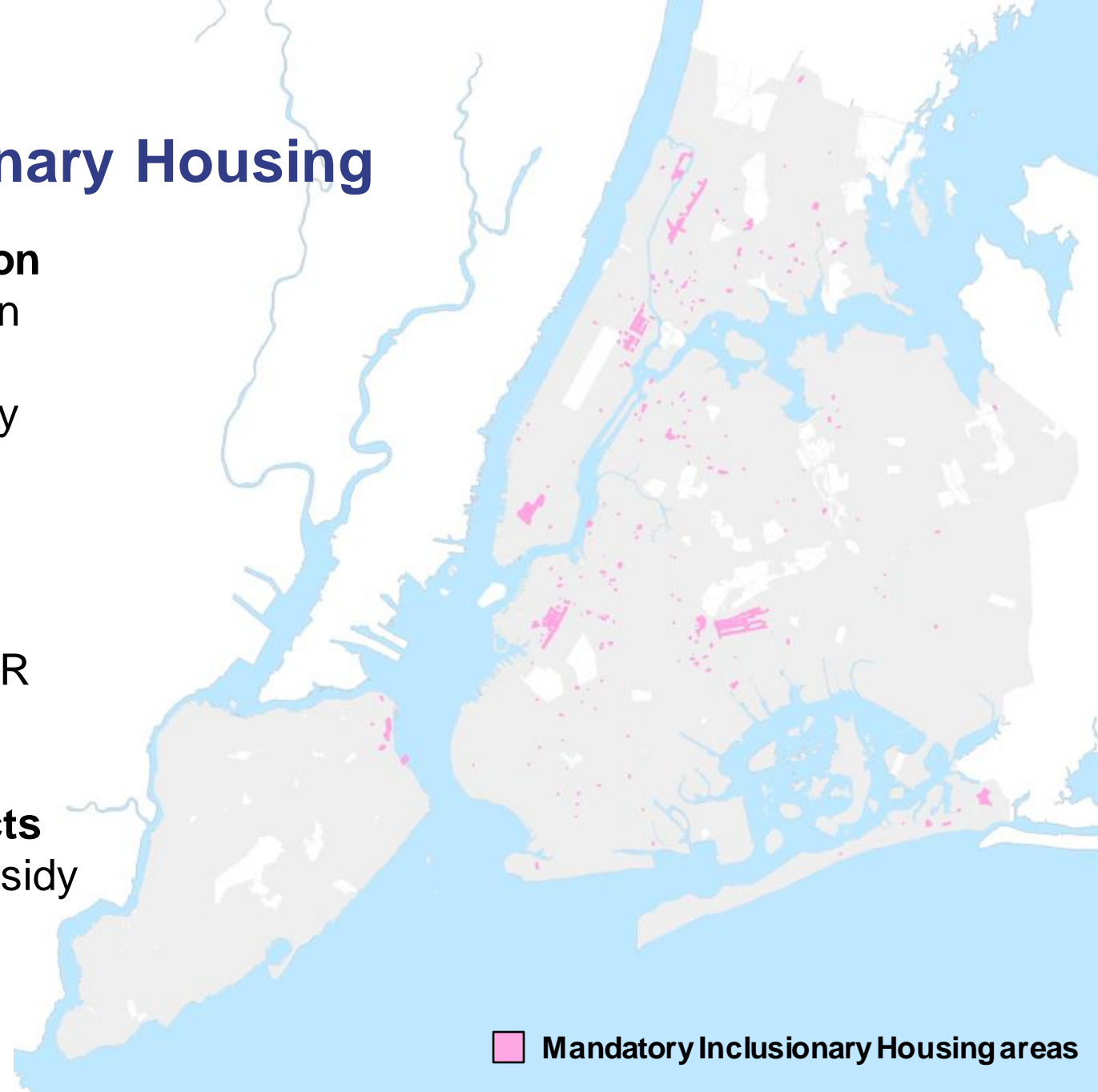
- MIH Option 3 requires a 20% set-aside at an average of 40% AMI
- Requested by the Speaker, members of City Council, and many housing advocates

### Equalize MIH FARs for districts where UAP FAR is higher

- Ex: R6A MIH will change from 3.6 to 3.9 FAR
- MIH Options will stay the same

### Streamline rules for 100% affordable projects

- Reduces conflicts with term sheets and subsidy programs
- Facilitates affordable homeownership



■ Mandatory Inclusionary Housing areas





# Citywide

Image credit: Alfred Twu



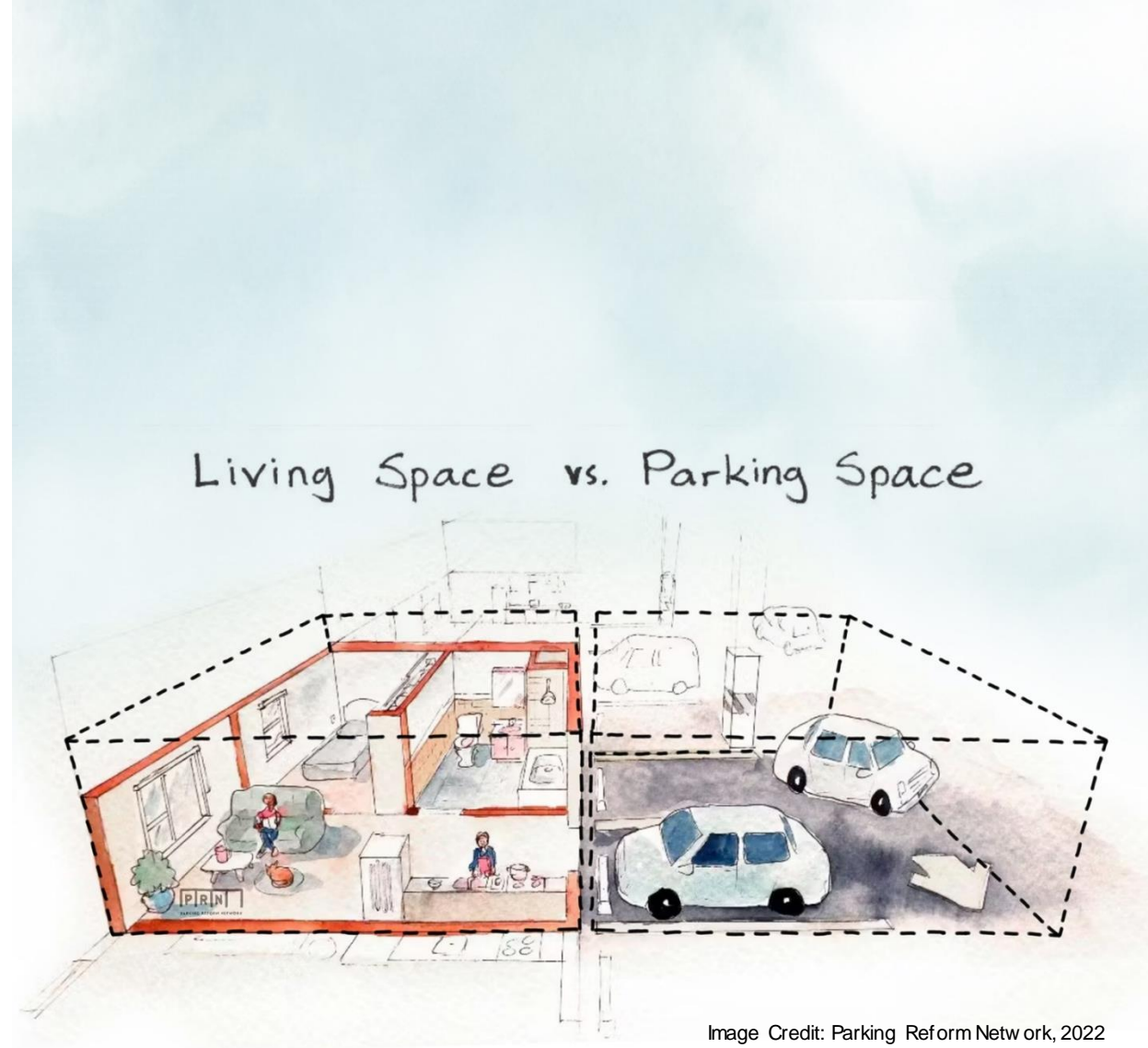
## End parking mandates

**Make parking optional in new buildings,**  
as many other cities have done

**Mandated parking is extremely  
expensive to provide**

- These costly mandates drive up rents and prevent new housing from being built
- This is an obstacle to housing growth, especially affordable housing

**Parking will still be allowed,** and projects can add what is appropriate at their location



**Two parking spaces take up nearly the same space  
as a studio apartment**

## End parking mandates

### Example:

A developer wants to build a **16-unit** apartment building a 4-minute walk from the nearest subway station

Today, the developer would **stop at 10 units**, because the 11th unit would trigger a **6-space parking requirement**

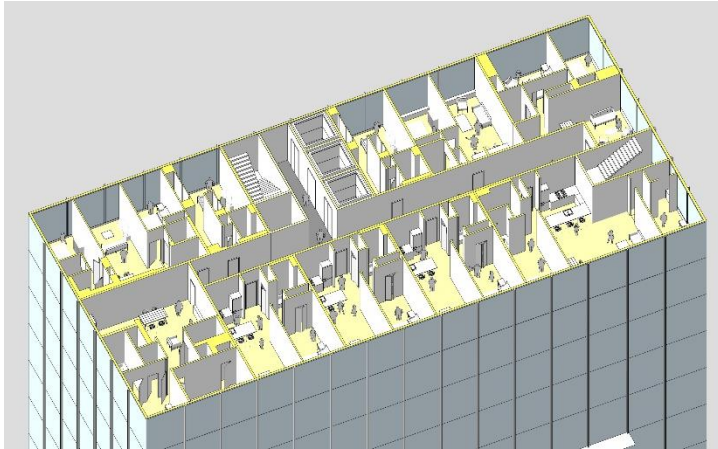
Without parking mandates, they can build the **16-unit building**, providing 6 more urgently needed homes near transit





# Additional changes to enable housing

**Enable conversion of under-used buildings**



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Expand adaptive reuse regulations citywide, move the eligibility date from 1961 to 1991

**Re-legalize small and shared apartments**



Image credit: Alfred Twu

Remove arbitrary zoning rules to allow small and shared apartments in central locations, easing pressure on family-size units

**Eliminate barriers to contextual infill**



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Allow new contextual housing on sites in non-contextual districts, including campuses and irregular sites



An aerial watercolor illustration of a city skyline, featuring various buildings of different heights and colors (tan, yellow, red, blue) interspersed with green trees and blue streets. The word "Conclusion" is written in a large, bold, blue sans-serif font across the center of the image.

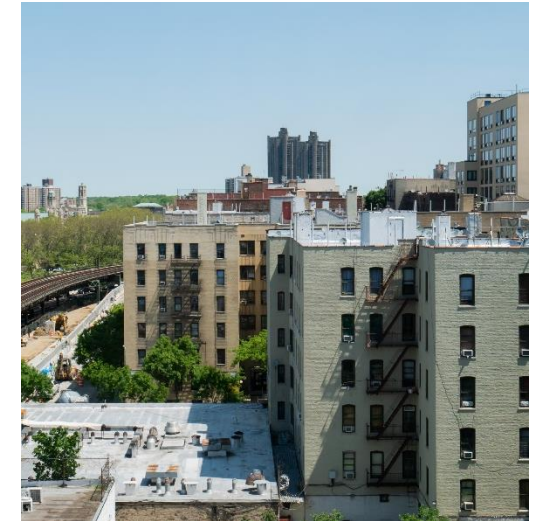
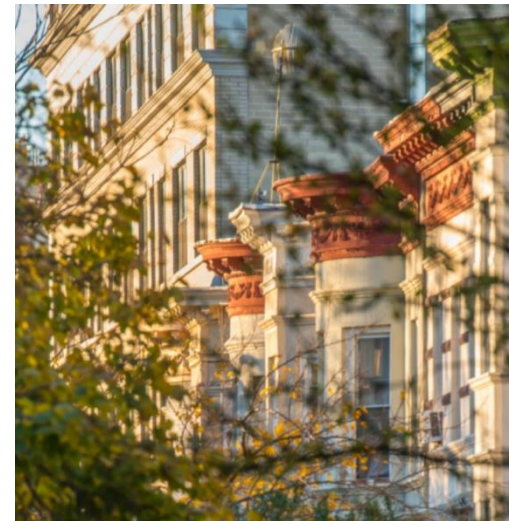
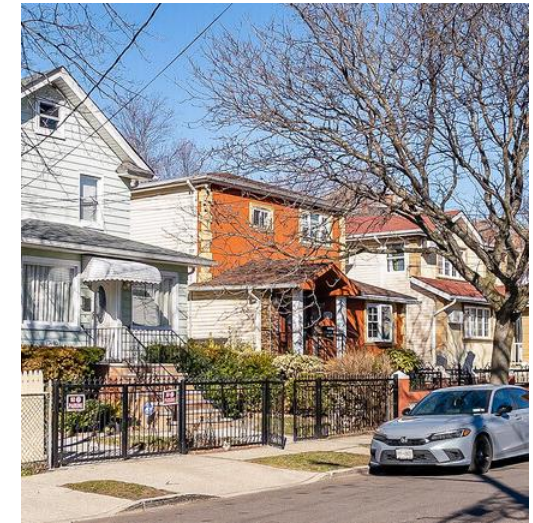
# Conclusion

Image credit: Alfred Twu



# How will these changes address our housing needs?

- **A little more housing** in every neighborhood and **more housing types** for the full range of New Yorkers
- Significantly **more affordable housing**
- **Less pressure on gentrifying neighborhoods** and areas hit hardest by the housing shortage and exclusionary zoning
- **Ending exclusionary zoning** in low-density areas
- **Accessory dwelling units** will support homeowners and multigenerational families
- More **sustainable** transit-oriented development



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# Materials to understand the proposal

city of **yes**  
for Housing Opportunity

An illustrated guide



## Illustrated guide

Provides detailed information about the proposals with technical illustrations



*City of Yes for Housing Opportunity* is a plan to tackle our housing shortage by making it possible to build a little more housing in every neighborhood. Together, we can make our city more affordable without dramatic changes in any one community.

An important part of this plan is the **Universal Affordability Preference**, which would allow buildings to include at least **20% more housing if the additional homes are permanently affordable**.

### How it works:

Universal Affordability Preference (UAP) would apply in medium- and high-density neighborhoods across the city. Additional housing created through UAP would be permanently affordable to households earning 60% of the area median income. This means UAP reaches deeper affordability levels than the Voluntary Inclusionary Housing program it replaces. UAP would also use income averaging to serve a range of families, including those with very low incomes.

To see how the program works, take a proposal for a building in a high-cost neighborhood like the Upper West Side:



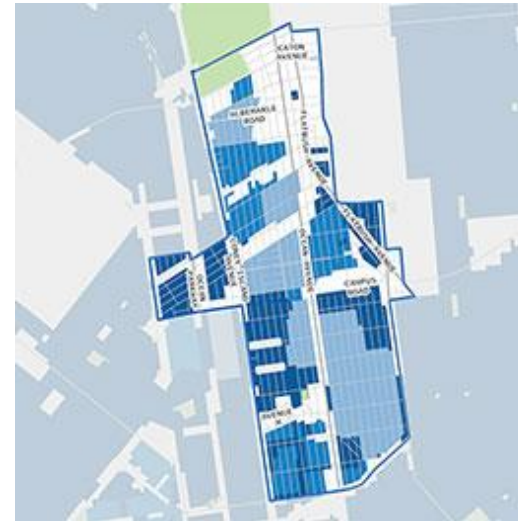
■ = Areas where UAP applies



Under *Universal Affordability Preference*, the building can be at least 20% larger, so long as it uses that extra space for affordable housing. The result is **more permanently affordable homes** for working families in a **high-cost neighborhood**.

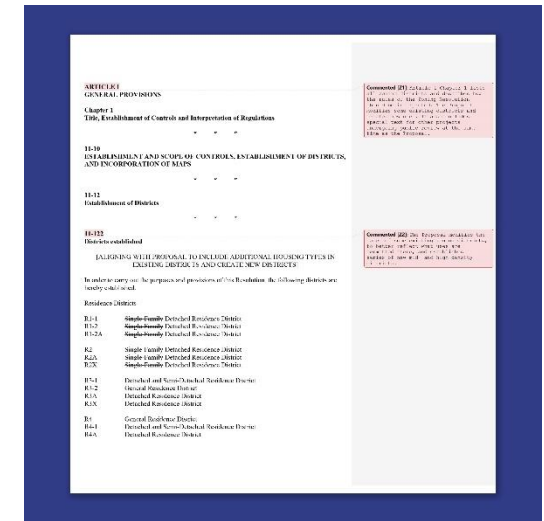
## One-pagers

Succinct overviews of different proposals elements



## Applicability maps

Maps showing how proposal applies in each Community Board



## Annotated zoning text

Explanatory notes and descriptions of proposed text



# How to provide feedback

To assist in your review of these proposals, we have prepared a checklist of components of the proposal which you may use to indicate which parts you support or do not support and why.





The use of this checklist is completely optional, but it is designed to help you manage and communicate your consideration of the various components of the proposal, and to enable us to best understand and absorb your feedback.

You may use this optional checklist, along with any other material you prepare for your recommendations and upload the material to the Land Use Participant (LUP) Portal when you submit your recommendations.

### City of Yes for Housing Opportunity

Instructions: This worksheet is for anyone who chooses to express their support or concerns. If you choose to complete this optional worksheet, please review each part of the proposal. Check the box to express whether you support or do not support that specific goal or project component. You can leave notes in the comments section.

**Low-Density**

	Support	Do Not Support
<b>Town Center Zoning</b>  Re-introduce buildings with groundfloor commercial and two to four stories of housing above, in areas where this classic building form is banned under today's restrictive zoning.	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transit-Oriented Development</b>  Allow modest, three-to-five story apartment buildings where they fit best large lots within half a mile of subway or Rail stations that are on wide streets or corners.	<input type="checkbox"/>	<input type="checkbox"/>
<b>Accessory Dwelling Units</b>  Permit accessory dwelling units such as backyard cottages, garage conversions, and basement apartments.	<input type="checkbox"/>	<input type="checkbox"/>
<b>District Fixes</b>  Give homeowners additional flexibility to adapt their homes to meet their families' needs.	<input type="checkbox"/>	<input type="checkbox"/>

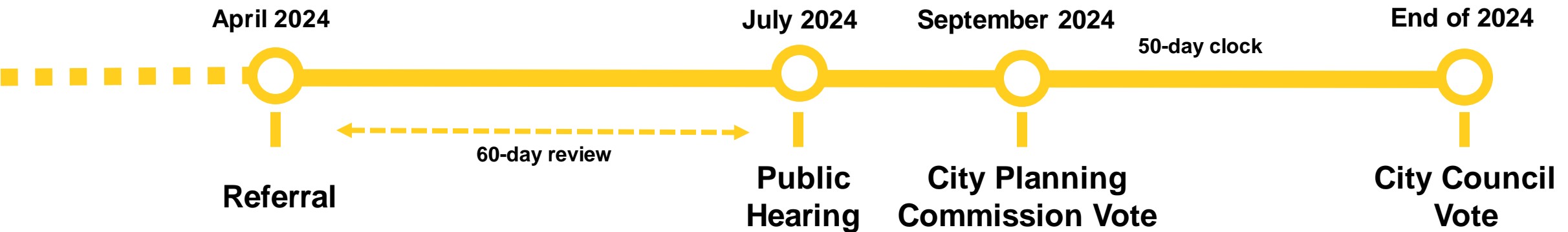


## City of Yes for Housing Opportunity

Image credit: Alfred Twu

### Stay in touch!

Email the project team at **HousingOpportunity@planning.nyc.gov** with questions, concerns, and to be signed up for email alerts on this project.



*Approximate schedule of public review, for illustrative purposes only*



# UAP and Inclusionary Housing

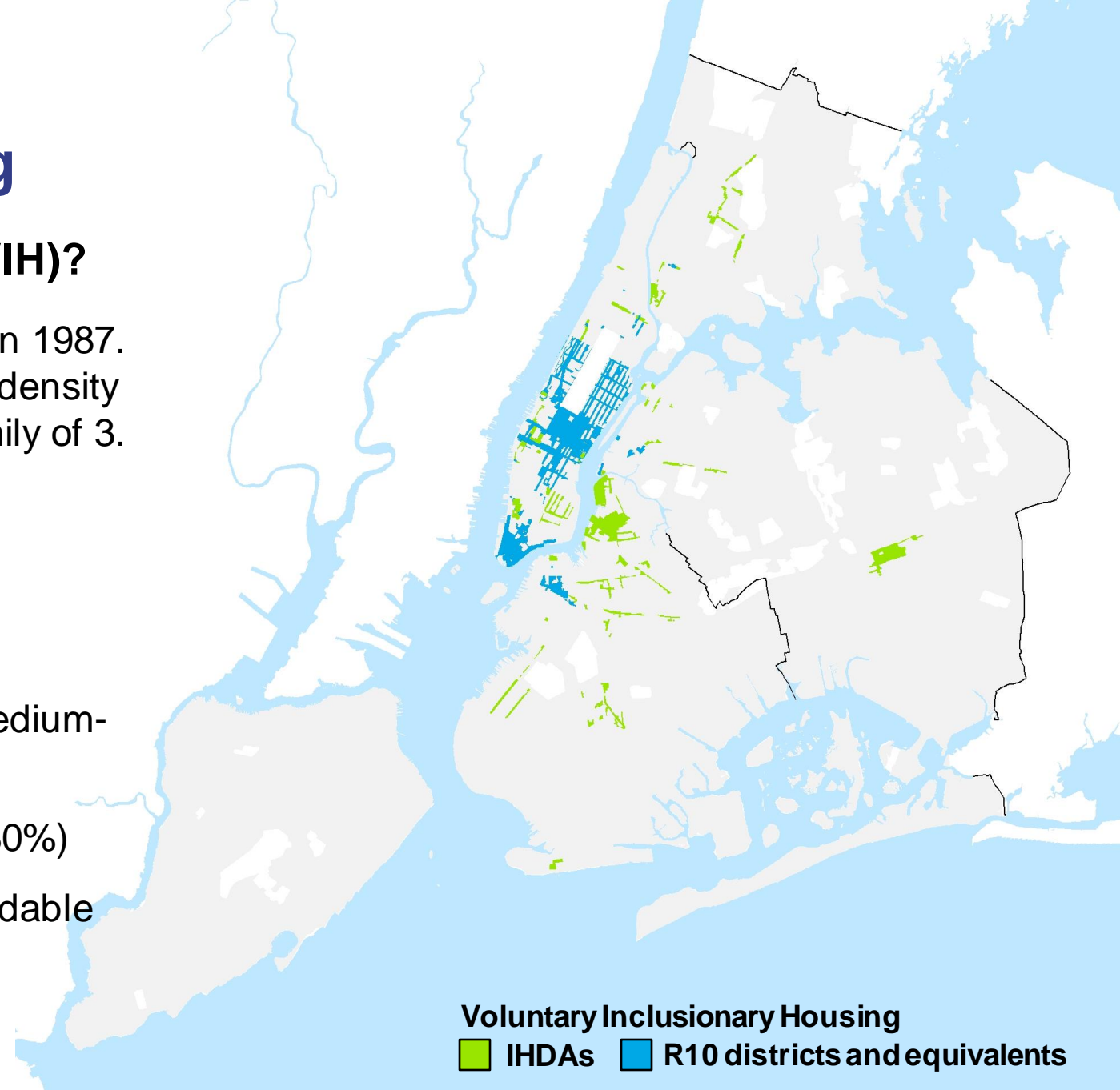
## What is Voluntary Inclusionary Housing (VIH)?

VIH is an optional affordable housing tool created in 1987. Today, VIH covers only 13% of medium- and high-density areas. VIH AMIs are at 80%, or \$101,686 for a family of 3.

## What will happen to VIH?

UAP will replace VIH. Some advantages are:

- Expands inclusionary framework to 100% of medium- and high-density areas
- Has an average AMI lower than VIH (60% vs. 80%)
- Allows income-averaging to create deeply affordable housing and to serve a wider range of families



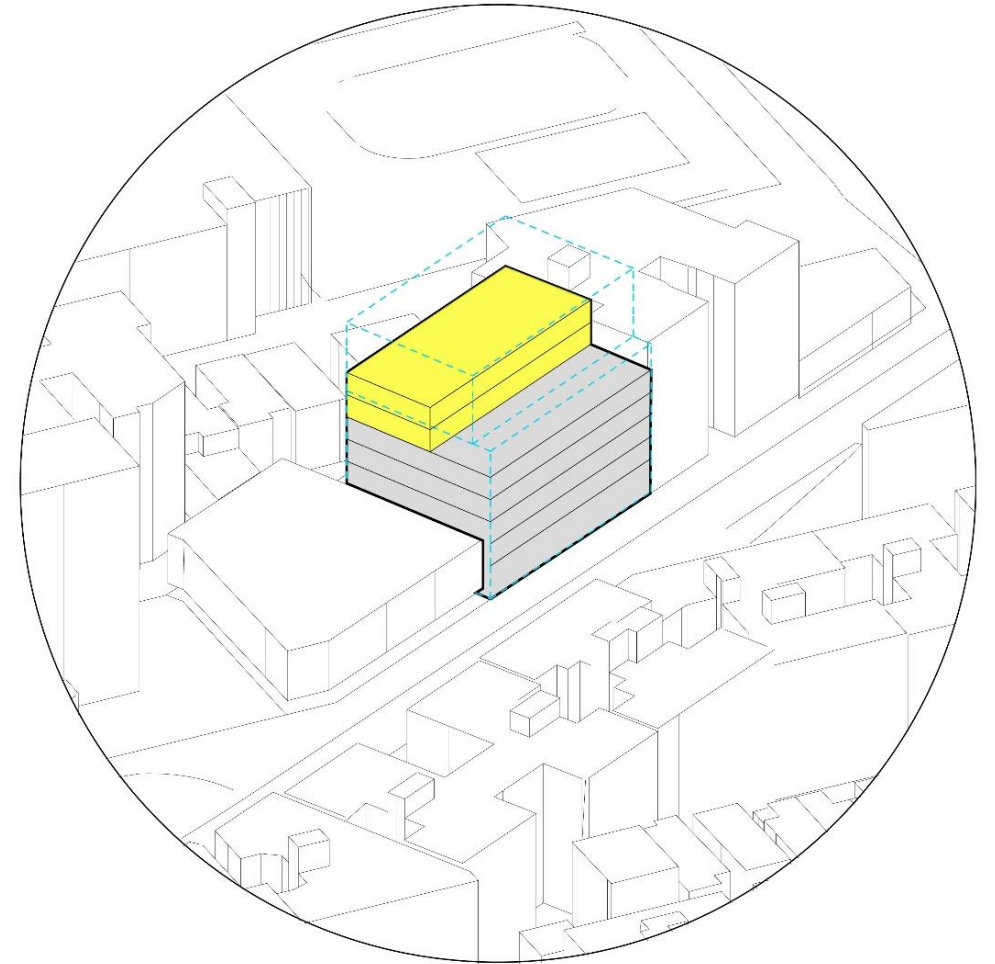
## UAP in new construction mixed-income housing

**Example:** A developer has a vacant site in an R6 district and wants to build a mixed-income building.

**Today:** The site is limited to **3.0 FAR**, which results in about **35 units**, regardless of how many units in the building are affordable.

### Proposal:

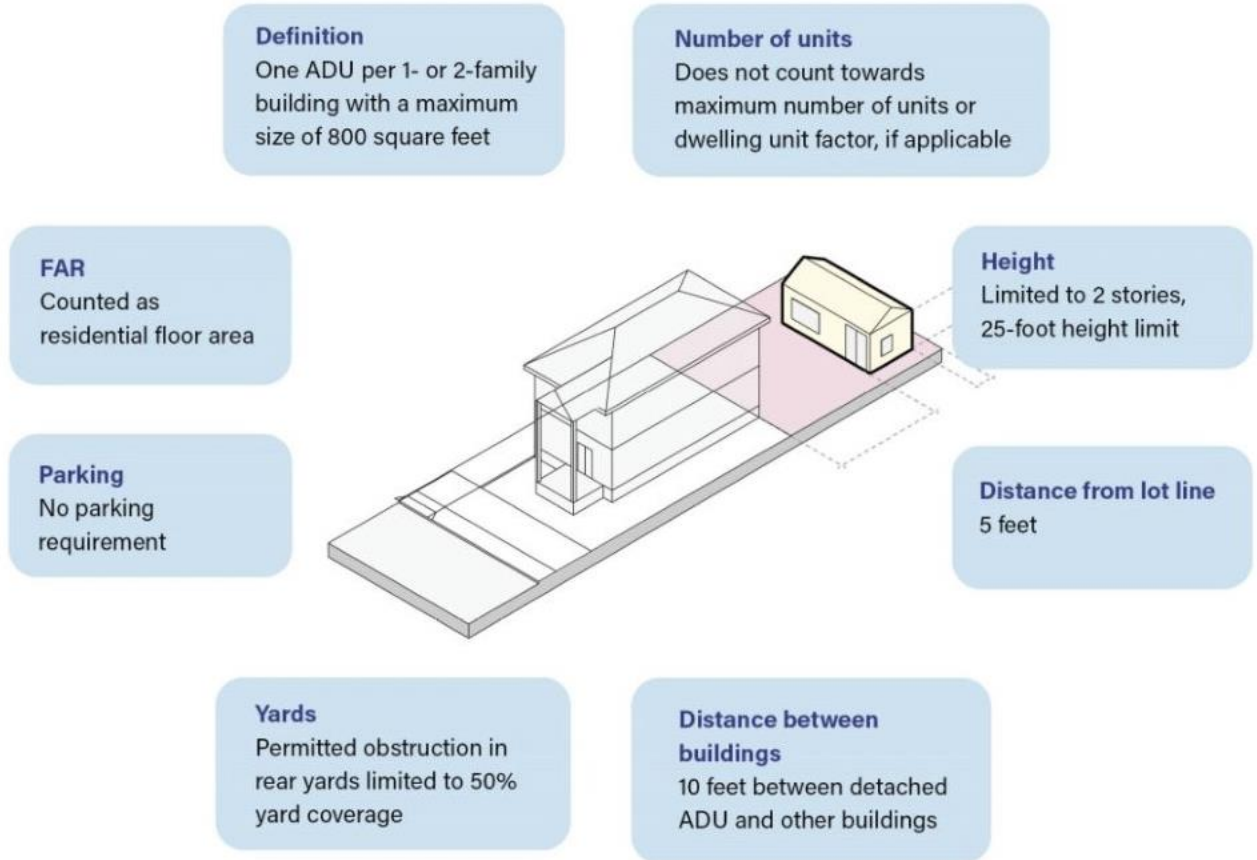
- **3.9 FAR** for affordable and supportive housing
- **10-12 more affordable homes** only if anything above 3.0 FAR is **permanently affordable**
- The building would be allowed to be 10 feet taller





# Accessory Dwelling Units

## How ADUs Work



## Zoning changes

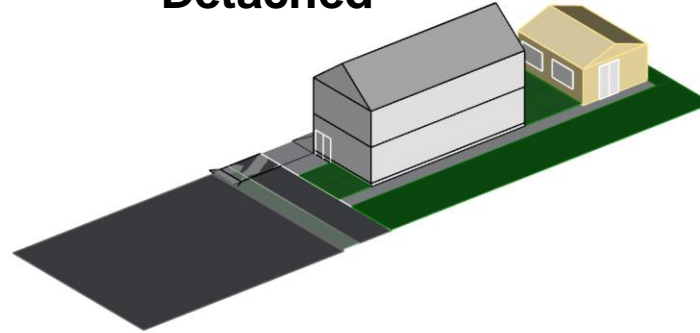
**One ADU will be allowed per 1- or 2-family home**

- ADUs will be limited to 800 square feet
- ADUs will have to be 5 ft from the lot line and 10 ft from other buildings
- Detached ADUs will have a height limit of 2 stories

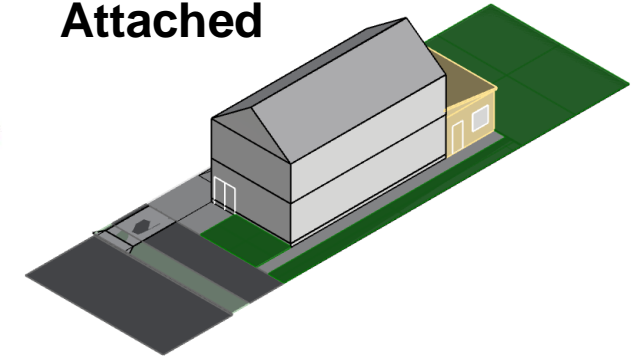
**New rules will also make it easier to convert an existing space – like a garage – into an ADU**

- ADUs will need to comply with other rules, like the Building Code and Multiple Dwelling Law

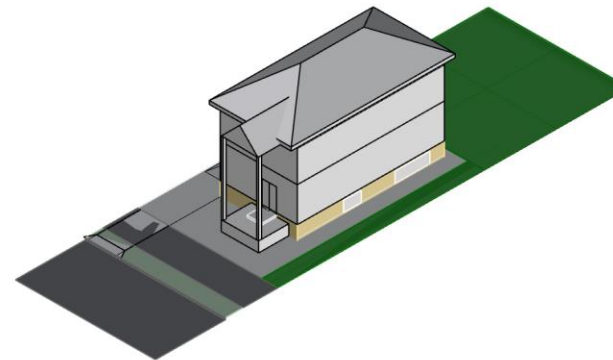
**Detached**



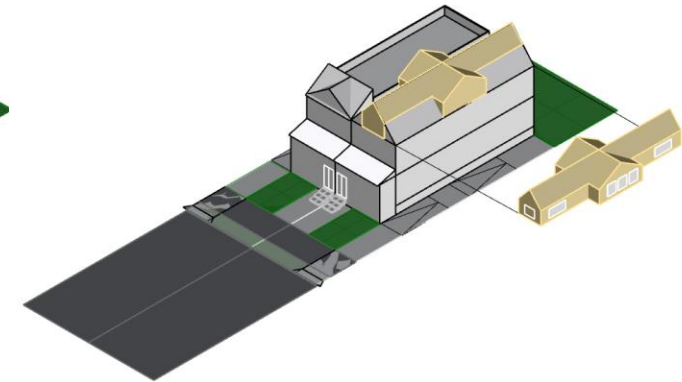
**Attached**



**Basement**



**Attic**





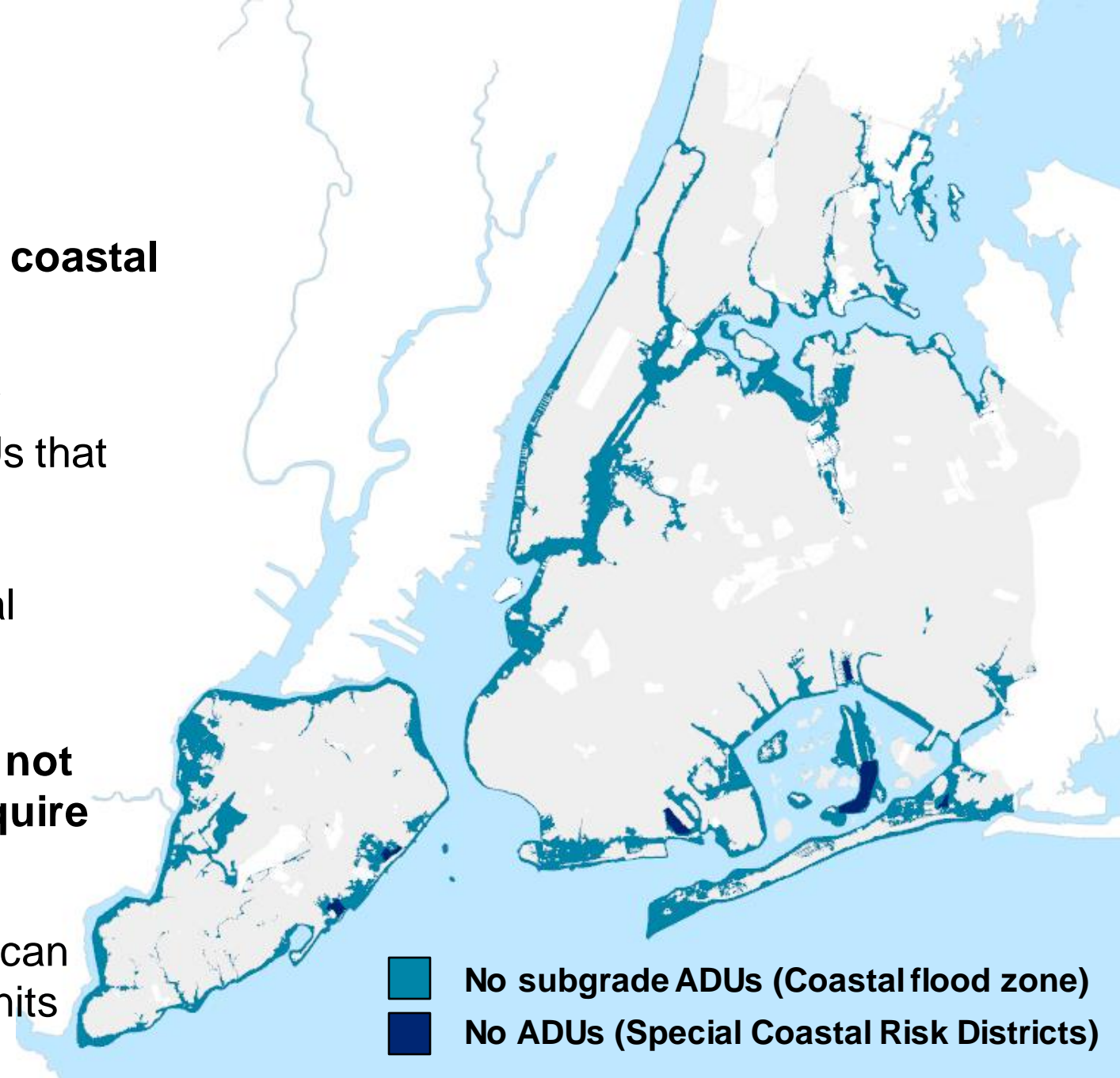
## Basement ADUs

### Basement ADUs will not be allowed in the coastal flood plain, consistent with current rules

- An interagency working group is currently developing regulations for basement ADUs that may be at risk of stormwater flooding
- These homes may be subject to additional regulations or review

**Legalizing existing basement ADUs is not only a matter of zoning, and would require changes to other state and local laws**

The Adams administration will do what it can to enable the safe legalization of these units



# Town Center

		Residential FAR		Commercial FAR	Total FAR		Base Height		Max Height	
		Current	Proposed	Current	Current	Proposed	Current	Proposed	Current	Proposed
Single-Family Districts	R1-1	0.50	1.00	1.00	1.00	1.50	21	35	35	35
	R1-2	0.50	1.00	1.00	1.00	1.50	21	35	35	35
	R1-2A	0.50	1.00	1.00	1.00	1.50	21	35	35	35
	R2X	1.00	1.00	1.00	1.00	1.50	21	35	35	35
	R2	0.50	1.00	1.00	1.00	1.50	21	35	35	35
	R2A	0.50	1.00	1.00	1.00	1.50	21	35	35	35
Two-Family Districts	R3-1	0.60	1.00	1.00	1.00	1.50	25	35	35	35
	R3A	0.60	1.00	1.00	1.00	1.50	25	35	35	35
	R3X	0.60	1.00	1.00	1.00	1.50	25	35	35	35
	R4-1	0.90	1.50	1.00	1.00	2.00	30	35	33	45
	R4A	0.90	1.50	1.00	1.00	2.00	25	35	35	45
	R4B	0.90	1.50	1.00	1.00	2.00	30	35	33	45
	R5A	1.10	2.00	1.00	1.10	2.50	25	45	35	55
Multi-Family Districts	R3-2	0.60	1.00	1.00	1.00	1.50	25	35	35	35
	R4	0.90	1.50	1.00	1.00	2.00	30	35	33	45
	R5	1.25	2.00	1.00	1.25	2.50	30	45	40	55
	R5B	1.35	2.00	1.00	1.35	2.50	30	45	33	55
	R5D	2.00	2.00	2.00	2.00	2.50	---	45	40	55

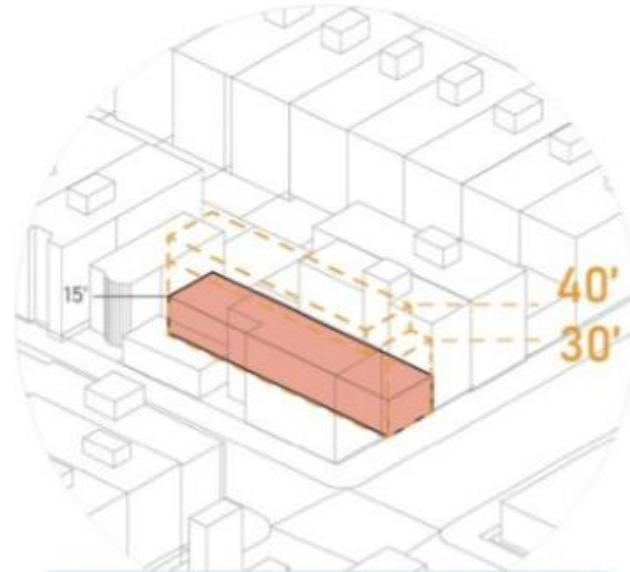
Note: Within the Greater Transit Zone, all districts are subject to the rules for R5 districts.



# Town Center

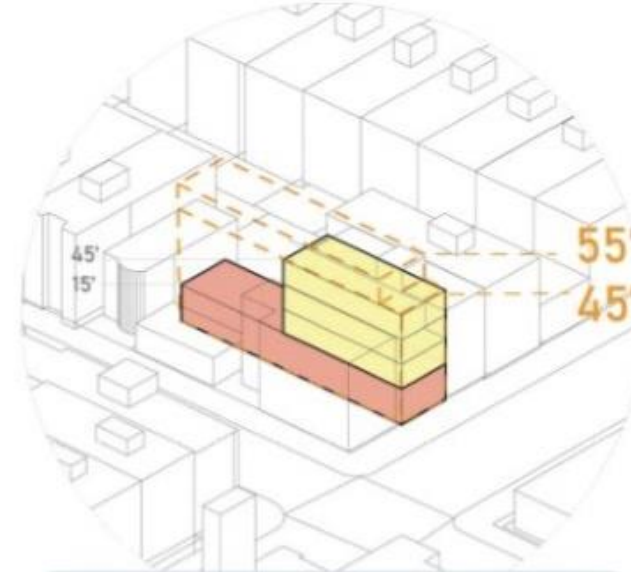
## Town Center - R5 Example

- Commercial
- Housing
- Building Envelope



### Existing

Current regulations only allow a single floor of commercial to be built.



### Proposed

Additional residential floor area enables a few more housing units.

## Example: Vibrant commercial corridor

### 1931 mixed-use building in Jackson Heights

- Neighborhood shops on the ground floor
- Two stories of housing on top

**Although this street is zoned to allow this kind of low-density mixed-use development, it could not be built today**

- This is because of the low FAR and height limits as well as the high parking requirements



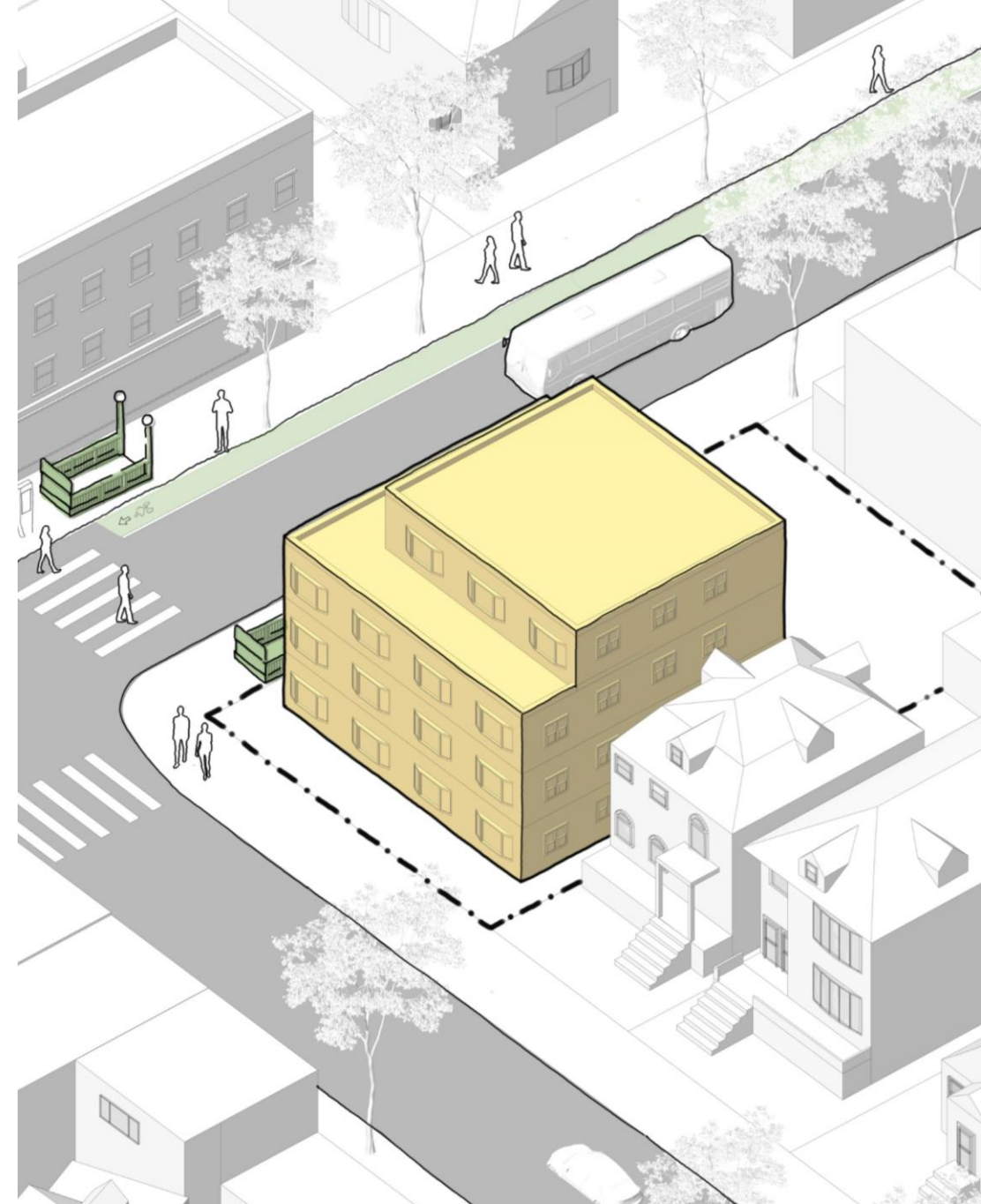


## Example: Transit-oriented development in a 2-family district

This site qualifies for transit-oriented development because it is:

- Over 5,000 sf
- Within half-a-mile of a subway or rail station
- On a wide street or the short end of the block

The result is a **4-story** building with **18 apartments**



## Examples of transit-oriented apartment buildings

Many modest apartment buildings already exist in lower-density areas near transit, most of them built between the 1920s and 1950s

- However, as new zoning rules have been layered on since the 1960s, **this classic building type has been banned** from many low-density neighborhoods



Woodside, Queens



Pelham Bay, The Bronx



Midwood, Brooklyn



Auburndale, Queens



Bay Terrace, Staten Island



Laconia, The Bronx